

Ninth Edition

Police Administration

Structures, Processes, and Behaviors

Charles R. Swanson | Leonard Territo | Robert W. Taylor

POLICE ADMINISTRATION

STRUCTURES, PROCESSES, AND BEHAVIORS

Ninth Edition

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Dedication

For the exceptional women in my life: my wife Paige for her dedication to providing medical care in her free clinic to those who would otherwise have none, my wonderful daughters Traci and Kellie for their keen minds and love of family, precious granddaughters Keira and Olivia, who will help shape America's tomorrows, and Maggie, forever in our hearts.

—Mike Swanson

For my wife, Elena, the kindest and sweetest woman I have ever known, and our children, Lorraine, Kseniya, and Illia, and our grandchildren, Matthew, Branden, and Alexander.

—Leonard Territo

For my wonderful and beautiful wife, Mary, and our children, Matt, Scott, Laura, and Shawna, and our grandchildren, Madison, Olivia, Brody, Auggie, Axel, Kylie, and the many more to come.

—Bob Taylor

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BRIEF CONTENTS

PART 1 Foundations 2

- Chapter 1 The Evolution of Police Administration 3
- Chapter 2 Policing Today 40
- Chapter 3 Intelligence, Terrorism, and Homeland Security 74
- Chapter 4 Politics and Police Administration 112

PART 2 The Organization and the Leader 142

- Chapter 5 Organizational Theory 144
- Chapter 6 Organizational Design 176
- Chapter 7 Leadership 212
- Chapter 8 Planning and Decision Making 256
- Chapter 9 Human Resource Management 290

PART 3 The Management of Police Organizations 344

- Chapter 10 Organizational and Interpersonal Communication 346
- Chapter 11 Labor Relations 376
- Chapter 12 Financial Management 402

PART 4 Organizational Issues 434

- Chapter 13 Stress and Police Personnel 436
- Chapter 14 Legal Aspects of Police Administration 468
- Chapter 15 Organizational Change 512

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CONTENTS

| | |
|-------------------|-------|
| Preface | xxiii |
| Acknowledgments | xxix |
| About the Authors | xxxix |

PART 1 Foundations 2

Chapter 1 THE EVOLUTION OF POLICE ADMINISTRATION 3

| | |
|--|----|
| Introduction | 4 |
| The Urbanization of American Policing | 4 |
| Politics and Administration in the 19th Century: ILLs of the Patronage System/Spoils System | 8 |
| The Reformation Period | 10 |
| Arousing the Public from Its Apathy: The Muckrakers | 10 |
| The Conceptual Cornerstone | 11 |
| Police Professionalization | 12 |
| Profession and Professional | 12 |
| The Pendleton Act of 1883 to the Military Model | 14 |
| Prohibition to the 1930s | 14 |
| The Roaring '20s and Prohibition | 14 |
| The Lawless Years: Late 1920s to 1930s | 16 |
| The Ku Klux Klan: Formation to the 1930s | 18 |
| The 1940s and 1950s: War, Fear of Communism, and the Professional Model Reasserted | 19 |
| The 1940s: World War II and Some Progress for Women in Policing | 20 |
| The 1950s: The Korean War, Fear of Communism, and the Professional Model Reasserted | 20 |
| The Turbulent 1960s: Riots, Political Protests, Assassinations, and the Isolation of the Rank and File | 23 |
| The 1970s: Research, Experimentation, and Rising Terrorism | 25 |
| 1980s to The 9/11 Attacks: The Community-Oriented Policing Era | 27 |
| The New Operating Environment: Post-9/11 to 2016 | 27 |
| Chapter Summary | 32 |
| Chapter Review Questions | 33 |
| Critical Thinking Exercises | 34 |
| Key Terms | 34 |
| Endnotes | 34 |

Chapter 2 POLICING TODAY 40

| | |
|---|----|
| Introduction | 41 |
| Community Policing | 41 |
| Evaluation Research on Community Policing | 42 |
| Community Policing and Compstat | 43 |
| Community Policing Models | 46 |
| Newport News, Virginia | 46 |
| Chicago, Illinois | 47 |
| Minneapolis, Minnesota | 50 |
| Policing Strategies Today | 51 |
| Evidence-Based Policing | 51 |
| Hot-Spots Policing | 54 |
| Directed and Saturation Patrols | 55 |
| Intelligence-Led Policing | 55 |
| Predictive Policing | 56 |
| Information Technologies in Policing | 56 |
| Crime Analysis | 56 |
| Geographic Information Systems (GIS) | 58 |
| The Internet | 58 |
| Social Media and Policing | 59 |
| The Impact of Information Technologies | 61 |
| A Changing Paradigm: from Warrior to Guardian | 61 |
| The Historical Drift Toward Militarization | 62 |
| Current Unrest with the Police | 63 |
| Improving Police-Community Relations | 64 |
| Chapter Summary | 66 |
| Chapter Review Questions | 68 |
| Critical Thinking Exercises | 68 |
| Key Terms | 69 |
| Endnotes | 69 |

Chapter 3 INTELLIGENCE, TERRORISM, AND HOMELAND SECURITY 74

| | |
|---|----|
| Introduction | 75 |
| Intelligence and Terrorism | 76 |
| The Intelligence Process and Cycle | 76 |
| Fusion Centers | 76 |
| The National Fusion Center Association (NFCA) and the National Counterterrorism Center (NCTC) | 81 |
| Policing Terrorism | 81 |
| Criticisms Aimed at Fusion Centers and Other Law Enforcement Responses to Terrorism | 82 |
| Homeland Security | 84 |

| | |
|--|------------|
| Homeland Security and President Barack Obama | 85 |
| Political Violence and Terrorism | 85 |
| Defining Terrorism | 85 |
| Radical Islamic Terrorism | 88 |
| al-Qaeda (AQ) | 88 |
| The Islamic State (ISIS) | 89 |
| “Homegrown” Islamic Terrorists | 91 |
| Crude Devices and Non-Sophisticated Weapons aimed at Mass Casualty | 96 |
| Other International Threats | 96 |
| Boko Haram | 97 |
| The Mexican Cartels | 97 |
| Outlaw Motorcycle Gangs (OMGs) | 98 |
| Right-Wing Extremism | 100 |
| Hate Crimes | 101 |
| Digital Hate | 102 |
| Ecoterrorists and Animal Rights Groups | 103 |
| Chapter Summary | 104 |
| Chapter Review Questions | 106 |
| Critical Thinking Exercises | 106 |
| Key Terms | 107 |
| Endnotes | 108 |

Chapter 4 **POLITICS AND POLICE ADMINISTRATION** 112

| | |
|--|------------|
| Introduction | 113 |
| Federal Influence in Law Enforcement | 113 |
| Supreme Court Decisions Affecting Law Enforcement: 1961 to 1966 | 113 |
| The Roles of State and Local Governments in Law Enforcement | 114 |
| Local Political Forces | 115 |
| Strong Mayor | 115 |
| City Manager | 116 |
| City Councils | 116 |
| Politics and The Police Chief | 118 |
| Tenure and Contracts for Police Chiefs | 118 |
| Politics and The County Sheriff | 119 |
| Unique Legal Status of Sheriffs | 119 |
| State Prosecutor | 121 |
| The Judiciary | 121 |
| Citizen Oversight of The Police | 122 |
| Types of Citizen Oversight Systems | 122 |
| Advantages and Drawbacks of Citizen Oversight | 122 |
| Concerns Expressed by Law Enforcement and Unions | 122 |
| Public Interest Organizations | 122 |
| Chambers of Commerce and Service Clubs | 124 |

- Churches 124
- News Media 124
- Alleged Police Misconduct in Baltimore, Maryland and the Political Fallout 125**
 - Statement of the Charges 125
 - The Rioting Starts 126
 - The Decision to Prosecute 127
 - Charges Filed Against the Six Officers 127
 - The Political Divide 128
- The Use of Police Body-Worn Cameras and Politics 128**
 - The Catalyst for Accelerated Change 128
 - Body-Worn Cameras (BWCs) and Privacy Issues 129
 - Redaction Capabilities 129
 - Storage of Recordings 129
 - Costs 130
- Racial and Ethnic Profiling 130**
 - Media Accounts of Profiling on Local and National Politics 130
- Other Recent Significant Deadly Encounters between the Police and African-American Males 133**
- The Police Operational Backlash 135**
- Illegal Immigration: The Police and Local Politics 135**
 - Chapter Summary* 136 *Chapter Review Questions* 137
 - Critical Thinking Exercises* 138 *Key Terms* 138 *Endnotes* 138

PART 2 The Organization and the Leader 142

Chapter 5 ORGANIZATIONAL THEORY 144

- Introduction 145
- Formal Organizations 145
- Traditional Organizational Theory 146**
 - Taylor: Scientific Management 146
 - Weber: The Bureaucratic Model 149
 - The Reformatted Bureaucracy 150
 - The Police as Street-Level Bureaucrats 154
 - Administrative Theory 154
 - Critique of Traditional Theory 155
- Human Relations School 156**
 - Critique of the Human Relations School 157
- Organizational Humanism 158**
 - Maslow: The Needs Hierarchy 158
 - Argyris: Immaturity-Maturity Theory 159

| | |
|---|------------|
| McGregor: Theory X–Theory Y | 159 |
| Herzberg: Motivation-Hygiene Theory | 159 |
| Critique of Organizational Humanism | 161 |
| Behavioral Systems Theory | 161 |
| Critique of Behavioral Systems Theory | 162 |
| Organizations as Open Systems | 162 |
| Critique of Open Systems Theory | 164 |
| Other Paradigms of Administration | 165 |
| Environmental Theories | 165 |
| Networked and Virtual Organizations | 165 |
| Sense Making | 166 |
| Chaos Theory | 167 |
| Critique of Other Paradigms of Administration | 167 |
| Chapter Summary | 168 |
| Chapter Review Questions | 171 |
| Critical Thinking Exercises | 171 |
| Key Terms | 171 |
| Endnotes | 171 |

Chapter 6 ORGANIZATIONAL DESIGN 176

| | |
|---|------------|
| Introduction | 177 |
| Organizing: An Overview | 177 |
| Specialization in Police Agencies | 177 |
| The Principle of Hierarchy | 179 |
| Span of Control vs. Span of Management | 179 |
| Organizational Structure and Design | 180 |
| Top-Down vs. Bottom-Up Approaches | 183 |
| Basic Types of Police Organizational Design | 186 |
| Line Structure | 186 |
| Line and Staff Structure | 186 |
| Functional Structure | 188 |
| Matrix Structure | 190 |
| Organizational Structure Today | 191 |
| Traditional Design vs. Structural Change | 192 |
| Intelligence-Led Policing (ILP) and Organizational Structure | 194 |
| Organizational Design and the Investigative Function | 194 |
| Crime Factors Impacting Investigation | 197 |
| Some Unique Organizational Features of Sheriff's Offices | 199 |
| Line and Staff Relationships in Police Agencies | 200 |
| The Line Point of View | 201 |
| The Staff Point of View | 202 |
| Solutions | 202 |

| | |
|------------------------------------|------------|
| The Informal Organization | 204 |
| <i>Chapter Summary</i> | 205 |
| <i>Chapter Review Questions</i> | 208 |
| <i>Critical Thinking Exercises</i> | 209 |
| <i>Key Terms</i> | 209 |
| <i>Endnotes</i> | 209 |

Chapter 7 LEADERSHIP 212

| | |
|---|------------|
| Introduction | 213 |
| Police Leadership | 213 |
| Leader and Manager | 213 |
| The Fall of Police Leaders | 217 |
| Leadership, Authority, and Power | 220 |
| The Power Motivation of Police Leaders | 221 |
| The Leadership Skill Mix | 222 |
| Human Relations Skills | 222 |
| Conceptual Skills | 223 |
| Technical Skills | 223 |
| Theories of Leadership | 223 |
| Traditional Leadership Theory | 223 |
| Behavior and Leadership Style Theories | 227 |
| Contingency and Situational Leadership Theories | 230 |
| Transactional and Transformational Leaders | 239 |
| Comparison of Charismatic and Transformational Leadership | 242 |
| The “New Leadership” Theories: Servant, Spiritual, Authentic, and Ethical | 243 |
| <i>Conclusion</i> | 247 |
| <i>Chapter Summary</i> | 247 |
| <i>Chapter Review Questions</i> | 250 |
| <i>Critical Thinking Exercises</i> | 250 |
| <i>Key Terms</i> | 250 |
| <i>Endnotes</i> | 250 |

Chapter 8 PLANNING AND DECISION MAKING 256

| | |
|--|------------|
| Introduction | 257 |
| Planning | 257 |
| Planning as a Process | 258 |
| The SITAR Approaches to Planning | 258 |
| Planning and Time Orientations | 259 |
| Synoptic Planning | 259 |
| Steps in Synoptic Planning | 259 |
| Implement Decision, Monitor, and Adjust the Plan as Needed | 262 |
| Other Categories of Plans | 263 |
| Administrative or Management Plans | 263 |
| Procedural Plans | 263 |
| Operational Plans | 263 |
| Tactical Plans | 263 |
| Strategic Plans | 266 |

| | |
|--|------------|
| Blending Five Types of Plans | 266 |
| Decision Making | 269 |
| Rational Comprehensive and Sequencing Models | 269 |
| Simon: Bounded Rationality | 270 |
| Lindblom: Muddling Through/Disjointed Incrementalism | 270 |
| Allison: Political and Organizational Models | 271 |
| Gore: The Gut Level Approach | 271 |
| Recognition-Primed Decision Making (RPD) | 272 |
| Thin-Slicing Theory | 272 |
| The Use of Computers in the Decision Making Process | 272 |
| The Use of a Decision Tree | 273 |
| Alternative Decision-Making Models | 274 |
| Decision Making During Crisis Events | 275 |
| The Branch Davidians, Waco, Texas (1993) | 275 |
| The Weaver Family, Ruby Ridge, Idaho (1992) | 276 |
| Analysis of Decisions Made During Protracted Crisis Events | 276 |
| Handling Crisis Events in the Future | 277 |
| Group Decision Making | 278 |
| Group Assets in Decision Making | 278 |
| Group Liabilities in Decision Making | 279 |
| Factors That Can Serve as Assets or Liabilities in Group Decision Making | 280 |
| Ethics and Decision Making | 281 |
| Common Errors in Decision Making | 282 |
| Cognitive Nearsightedness | 282 |
| Assumption That the Future Will Repeat Itself | 282 |
| Oversimplification | 282 |
| Overreliance on One's Own Experience | 282 |
| Preconceived Notions/Confirmation Bias | 282 |
| Unwillingness to Experiment | 282 |
| Reluctance to Decide/Procrastination | 283 |
| Improving Decision Making | 283 |
| Chapter Summary | 283 |
| Chapter Review Questions | 284 |
| Critical Thinking Exercises | 285 |
| Key Terms | 285 |
| Endnotes | 286 |

Chapter 9 HUMAN RESOURCE MANAGEMENT 290

| | |
|---|------------|
| Introduction | 291 |
| Functions of a Police Human Resources Unit | 291 |
| Key Federal Laws Prohibiting Job Discrimination | 292 |
| Job Discrimination Laws Administered by the Equal Employment Opportunity Commission | 292 |
| Job Discrimination Laws Administered by the Department of Labor | 301 |

| | |
|---|------------|
| The Police Personnel Selection Process | 305 |
| Applicants and Recruiting | 305 |
| The Entrance Examination | 308 |
| The Physical Assessment Test | 309 |
| The Lie Detection/Truth Verification Examination and Background/Character Investigation | 311 |
| The Oral Board | 312 |
| Conditional Job Offer | 313 |
| The Medical Examination, Drug Test, and Psychological Screening | 313 |
| The Formal Offer of Employment | 314 |
| The Recruit Academy | 314 |
| Probationary to Career Status | 315 |
| Work Generations and the New Recruiting | 316 |
| The Silent Generation | 316 |
| The Baby Boomers | 316 |
| Generation X | 316 |
| Generation Y: The Millennials | 317 |
| Generations Z and Alpha | 318 |
| The New Recruiting | 318 |
| Military Call-Ups and Reinstatement | 318 |
| Early Intervention Systems | 320 |
| Discipline | 321 |
| Standards of Conduct and Progressive Discipline | 321 |
| Administration of Discipline | 322 |
| The Discipline Matrix | 323 |
| Legal Aspects of Discipline | 324 |
| Performance Appraisal | 324 |
| Promotions | 326 |
| Written Promotional Tests | 327 |
| Oral Boards and Assessment Centers | 328 |
| Selection from the Promotional Roster | 332 |
| Retirement Counseling | 333 |
| <i>Chapter Summary</i> | 334 |
| <i>Chapter Review Questions</i> | 337 |
| <i>Critical Thinking Exercises</i> | 337 |
| <i>Key Terms</i> | 337 |
| <i>Endnotes</i> | 338 |

PART 3 The Management of Police Organizations 344

Chapter 10 ORGANIZATIONAL AND INTERPERSONAL COMMUNICATION 346

| | |
|------------------------------------|------------|
| Introduction | 346 |
| The Communication Process | 347 |
| Steps in the Communication Process | 347 |

| | |
|---|------------|
| Communication Barriers | 348 |
| Organizational Systems of Communication | 348 |
| Multi-Level and Multi-Agency Communication | 349 |
| Downward Communication | 349 |
| Most Effective to Least Effective Downward Communication | 350 |
| Upward Communication | 350 |
| Barriers Involving Police Organizations | 350 |
| Barriers Involving Superiors | 350 |
| Barriers Involving Subordinates | 350 |
| Horizontal Communication | 351 |
| The Grapevine | 351 |
| Organizational Electronic Communication | 352 |
| Tips for Successful E-Mail Use | 352 |
| The Use of Technology in Police Administration | 353 |
| The Use of Teleconferencing and Cell Phones | 353 |
| Social Media and Law Enforcement Communication | 353 |
| Social Media Management | 353 |
| Selecting the Right Personnel | 353 |
| The Importance of Voice and Tone | 354 |
| The Use of Social Media with the Public | 354 |
| Sacramento, California Police Department (SPD) | 354 |
| Los Angeles County, California Sheriff's Department (LASD) | 354 |
| Boston, Massachusetts Police Department (BPD) | 356 |
| Issues Regarding Officers' Personal Postings on Social Media Sites | 356 |
| Albuquerque, New Mexico Police Department (APD) | 356 |
| Arlington, Texas Police Department (APD) | 356 |
| Specific Elements of Internet Sites/Web Page/Social Network Police Policy | 356 |
| The Evolution of Police–Media Communication in the Digital Age | 357 |
| Today's Media Technology and the Public Information Officer | 357 |
| Interpersonal Communication | 359 |
| Speaking and Writing | 359 |
| Be Credible | 359 |
| Gear the Message to the Listener | 359 |
| Persuade Group Members on the Benefits of Change | 359 |
| Use Heavy-Impact and Emotion-Provoking Words | 360 |
| Back Up Conclusions with Data | 360 |
| Minimize Vocalized Pauses and Parasitic Words/Junk Words | 360 |
| Write Crisp, Clear Memos and Reports, Including a Front-Loaded Message | 360 |
| Use a Power-Oriented Linguistic Style | 360 |
| Nonverbal Communication | 361 |
| Group vs. Interpersonal Communication | 362 |
| Size of the Group | 362 |

| | |
|---|------------|
| Group Interaction | 362 |
| Cross-Gender Communication | 362 |
| Communication With Other Cultures | 363 |
| Other Multicultural Issues | 364 |
| Developing a Culturally Aware Workforce | 366 |
| Communicating Across Generations | 367 |
| Some Generalizations | 367 |
| Generation X | 367 |
| Generation Y/Millennials | 368 |
| Generational Differences in Formal and Informal Styles of Communication | 369 |
| Communicating With People With Disabilities | 370 |
| Individuals Who Are Blind or Visually Impaired | 370 |
| Individuals Who Are Deaf or Hard of Hearing | 370 |
| Individuals with Mobility Impairments | 370 |
| Individuals with Speech Impairments | 371 |
| Individuals with Cognitive Disabilities | 371 |
| Chapter Summary | 371 |
| Chapter Review Questions | 372 |
| Critical Thinking Exercises | 372 |
| Key Terms | 373 |
| Endnotes | 373 |

Chapter 11 LABOR RELATIONS 376

| | |
|---|------------|
| Introduction | 377 |
| Unionization of the Police: A Historical Perspective | 377 |
| The Needs of Labor Organizations to Expand Their Membership | 377 |
| The Reduction of Legal Barriers | 377 |
| Police Frustration with the Perceived Lack of Support for Their War on Crime | 378 |
| Perceived Public Hostility | 378 |
| The Impact of the Due Process Revolution | 378 |
| Personnel Practices in Police Agencies | 378 |
| Salaries and Benefits | 379 |
| Violence Directed at the Police | 379 |
| The Success of Other Groups | 379 |
| The Impact of Police Unions on the Community | 379 |
| Impact on Discipline and Accountability | 380 |
| Impact on the Police Subculture | 380 |
| The Relationship Between Police Unions and the Police Subculture | 380 |
| Impact on City or County Finances | 381 |
| Impact on Local Politics | 381 |
| The General Structure of Laws Governing Collective Bargaining for Law Enforcement Officers | 381 |
| Binding Arbitration Model | 381 |
| Meet and Confer Model | 382 |

| | |
|--|------------|
| Bargaining Not Required Model | 382 |
| Unfair Labor Practices | 382 |
| Categories of Collective Bargaining Topics | 382 |
| Establishing the Bargaining Relationship | 383 |
| The Process | 383 |
| The Opportunity for Conflict | 384 |
| Negotiations | 385 |
| Selection of the Management and Union Teams | 385 |
| Personality Types to Be Avoided | 385 |
| Preparing for Negotiations | 386 |
| The Negotiating Sessions | 386 |
| Grievances | 387 |
| Why Grievances Are Inevitable | 387 |
| The Definition of a Grievance | 388 |
| The Grievance Procedure | 388 |
| Arbitration Issues and Decision Making | 388 |
| Job Actions | 389 |
| The Vote of Confidence | 389 |
| Work Slowdowns | 389 |
| Work Speedups | 389 |
| Work Stoppages | 390 |
| Police Unions: The Political Context | 390 |
| Administrative Reaction to Job Actions | 391 |
| During the Job Action | 391 |
| Labor-Management Relations in the Face of Funding Cutbacks | 392 |
| Setting New Priorities | 393 |
| A New Reality Regarding Budgets | 393 |
| Specific Recommendations on How Best to Deal With Budget Reductions | 393 |
| Los Angeles, CA Assistant Chief Michel Moore: | 394 |
| Columbus, OH Deputy Chief Tim Becker: | 394 |
| Philadelphia, PA Commissioner Chuck Ramsey: | 395 |
| Camden, NJ Deputy Chief Mike Lynch: | 395 |
| Darryl Clodt, Sergeant at Arms, Las Vegas, NV Police Protective Association: | 395 |
| <i>Chapter Summary</i> | 395 |
| <i>Chapter Review Questions</i> | 397 |
| <i>Critical Thinking Exercises</i> | 397 |
| <i>Key Terms</i> | 397 |
| <i>Endnotes</i> | 398 |

Chapter 12 FINANCIAL MANAGEMENT 402

| | |
|--------------------------------|-----|
| Introduction | 403 |
| The Economy and Police Budgets | 403 |

Stockton: Bankrupt and Only Responding to Crimes in Progress
Many Hours of the Day 403
Law Enforcement Agencies and Fiscal Stress 406

Politics and Financial Management 407

State and Local Influences on Financial Management 408

Key Budget Terms 408

The Budget Cycle 409

Step One: Budget Preparation in the Police Department 410
Step Two: Budget Review and Approval 412
Step Three: Budget Execution 415
Budget Adjustments 415
Step Four: The Audit and Evaluation 418

Budget Formats 419

The Line Item Budget 419
The Program Budget 420
The Performance Budget/Performance Based Budget (PB/PBB) 421
The Planning, Programming Budgeting System (PPBS),
and Zero-Based Budgeting (ZBB) 423
The Hybrid Budget 424

**Asset Forfeiture, Grants, Police Foundations and Donation Programs,
and the Wide Use of Volunteers 424**

Asset Forfeiture 424
Grants 425
Police Foundations and Donations 426
Wide Use of Volunteers 426
Chapter Summary 427 *Chapter Review Questions* 429
Critical Thinking Exercises 429 *Key Terms* 429 *Endnotes* 430

Part 4 Organizational Issues 434

Chapter 13 STRESS AND POLICE PERSONNEL 436

Introduction 437

What is Stress? 437

Biological Stress and the General Adaptation Syndrome 438

Diseases of Adaptation and Recent Medical Findings 438

The Role of Stress in Heart Disease 439

Major Stressful Life Events 439

Stress and Personality Type 439

Type A Personality 439
Type B Personality 440
Type C Personality 440
Type D Personality 440

| | |
|---|------------|
| Workaholic Personality | 440 |
| The Pitfalls of Being a Workaholic—Police Work Addiction | 440 |
| Stress in Law Enforcement | 441 |
| The Highest Police Stressors | 441 |
| Perceptual, Cognitive, and Behavioral Disturbances Resulting from the Use of Deadly Force | 442 |
| Five Basic Phases of the Post-Shooting Reaction | 443 |
| Post-shooting Interview | 444 |
| Posttraumatic Stress Disorder (PTSD) | 444 |
| The Clinical Classification | 444 |
| Symptoms of Posttraumatic Stress Disorder | 444 |
| Cumulative Career Traumatic Stress (CCTS) | 445 |
| Alcohol, Drugs, and Steroid Use by Police Officers | 446 |
| Alcoholism and Police Officers | 446 |
| The Impact of the Police Culture and Character Traits on the Development of Alcoholism | 446 |
| Drug Use by Police Officers | 446 |
| Anabolic Steroids | 447 |
| Controlled Substances | 447 |
| Illicit “Benefits” of AASs | 447 |
| Adverse Physical Effects of AAS | 447 |
| Adverse Psychological Effects of AAS | 448 |
| Symptoms Associated with Withdrawal of AAS: | 448 |
| Typical Issues Addressed in Police Steroid Testing Policies | 448 |
| Police Suicide | 449 |
| Need for a Cultural Change in Law Enforcement | 449 |
| Stressors That May Contribute to Suicide or Mental Illness | 450 |
| Indicators of Police Officers Who May be Contemplating Suicide | 451 |
| Intervention Protocols | 451 |
| Police Domestic Violence | 451 |
| Early Warning and Intervention | 452 |
| Pre-Employment Screening and Investigation | 452 |
| Post-Conditional Offer of Employment | 452 |
| Zero Tolerance Policy | 452 |
| Department Responsibilities | 452 |
| Supervisory Responsibilities | 452 |
| Police Officer Responsibilities | 453 |
| Incident Response Protocols | 453 |
| Domestic Violence Lethality Assessment for first Responders | 454 |
| Police Officer Homicides and Suicides | 456 |
| Case 1 | 456 |
| Case 2 | 456 |

Case 3 456

The Stress of Small Town Policing 456

The Impact of Shift Length on Performance, Health, Quality of Life, Sleep, Fatigue, and Extra-Duty Employment 457

Sleep Deprivation as a Stress Inducer 457

Sleep Deprivation Is Comparable to Excessive Drinking 458

Sleep Deprivation Can Cause Work-Related Accidents 458

Stress Reduction Management Techniques 458

The Police Psychologist's Role in a Psychological Health Wellness Initiative 458

Employee Assistance Programs 459

Chapter Summary 462 Chapter Review Questions 463 Critical Thinking Exercises 463 Key Terms 464 Endnotes 464

Chapter 14 LEGAL ASPECTS OF POLICE ADMINISTRATION 468

Introduction 469

Liability for Police Conduct 469

Basic Types of Police Tort Actions 469

Title 42, U.S. Code, Section 1983 470

Bivens Action 471

Who Can Be Sued? 471

Negligent Hiring 471

Negligent Assignment, Retention, and Entrustment 471

Negligent Direction and Supervision 471

Negligent Training 472

Scope of Liability 474

Trends in Tort Liability for Police Supervisors and Administrators 475

Misuse of Firearms and Deadly Force 476

Tennessee v. Garner (1985) 476

Graham v. Connor (1989) 477

Evaluation of Written Directives 478

Familiarization with the Department's Policy 479

Police Use of Force and Less-Lethal Weapons 480

TASERS® 480

Liability and Less-Lethal Weapons 481

Police Liability and High-Speed Pursuit 482

Duty Owed 482

Proximate Cause 483

Federal Civil Rights Act 483

Factors Determining Liability 484

Departmental Responsibility for Liability Reduction 485

| | | |
|---|------------|------------------------------|
| Liability and Emotionally Disturbed Persons | 487 | |
| Federal Consent Decrees | 489 | |
| Administrative Discipline: Due Process for Police Officers | 491 | |
| Liberty and Property Rights of Police Officers | 491 | |
| Procedural Due Process | 492 | |
| Substantive Due Process | 493 | |
| Damages and Remedies | 493 | |
| Constitutional Rights of Police Officers | 493 | |
| Free Speech | 494 | |
| Other First Amendment Rights | 494 | |
| Searches and Seizures and the Right to Privacy | 495 | |
| Right Against Self-Incrimination | 496 | |
| Other Grounds for Disciplinary Action | 497 | |
| Conduct Unbecoming an Officer | 497 | |
| Brady Violations | 498 | |
| Social Network Sites | 499 | |
| Sexual Conduct and Sexual Orientation | 499 | |
| Residency Requirements | 500 | |
| Moonlighting | 500 | |
| Alcohol and Drug Testing | 500 | |
| Chapter Summary | 502 | Chapter Review Questions 503 |
| Exercises | 503 | Key Terms 503 |
| | | Endnotes 504 |
| | | <i>Critical Thinking</i> |

Chapter 15 ORGANIZATIONAL CHANGE 512

| | |
|--|------------|
| Introduction | 513 |
| Why Change Occurs | 513 |
| Reaction to Crisis | 513 |
| Fluctuating Crime Rates | 515 |
| Technological Advances | 515 |
| Funding and Economic Decline | 515 |
| Politics | 516 |
| A Changing Workforce | 517 |
| A New Paradigm Shift | 518 |
| When Change Should Not Be Made | 519 |
| Organizational Change Models | 519 |
| Kurt Lewin's Three-Step Model on Organizational Change | 519 |
| Traditional Action Research Model | 520 |
| The Burke-Litwin Model | 522 |
| Various Levels of Change | 523 |
| The Role of the Police Culture in Organizational Change | 524 |
| Why Organizational Change Efforts Sometimes Fail | 524 |

| | | | | | |
|--|------------|--------------------------|-----|-------------------|-----|
| Models Regarding Change | 525 | | | | |
| Ways To Make Organizational Change Successful | 525 | | | | |
| Use Coaching as a Tool to Facilitate Organizational Change | 525 | | | | |
| Set Flexible Priorities | 526 | | | | |
| Assemble Resources | 526 | | | | |
| Seize Opportunities | 526 | | | | |
| Create Opportunities | 526 | | | | |
| Follow Through | 527 | | | | |
| Information Technology and Change | 527 | | | | |
| Policing in the Future: Everything Changes | 529 | | | | |
| Chapter Summary | 531 | Chapter Review Questions | 532 | Critical Thinking | |
| Exercises | 532 | Key Terms | 532 | Endnotes | 533 |
| Glossary | 535 | | | | |
| Index | 547 | | | | |

PREFACE

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

Even while revising this book, we returned occasionally to already “finished” chapters to include significant developments. When unarmed Michael Brown was shot to death by a Ferguson, Missouri, Police Officer, civil protests and some rioting ensued. The incident produced a call for a federal civil rights investigation, better training for the police, body cameras, and an indictment for murder. Other cities soon had their own police use of force issues, such as the death in police custody of Freddie Gray in Baltimore in 2015. How these and other events have played out they represent our effort to keep the book strong and balanced between theory and the “the real world.”

Collectively, the three authors of this text have been police officers, detectives, administrators, and educators for over 100 years. We have studied, practiced, researched, taught, and consulted on police administration, and an inevitable by-product of these experiences is the development of certain perspectives. In addition to meticulous research and recent events, our own insights also undergird this book.

NEW TO THIS EDITION

This revision of *Police Administration* includes:

- Many new, revised, and updated sections, e.g., failed police leadership, supplemental budgets, and new information on the smart policing initiative;
- Coverage of timely topics, such as the guardian and harm-focused models of policing, and the Triple T Strategy;
- Important developments, such as the closer scrutiny of police officers use of deadly force;
- New photographs, figures, tables, and box items on current topics and quick fact boxes that further illuminate chapter narratives. To illustrate, Mary

Edwards Walker is the only woman to receive the Congressional Medal of Honor. She subsequently had it stripped from her, although it was restored decades after her death. What explains these contradictory actions?

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

CHAPTER 1: THE EVOLUTION OF POLICE ADMINISTRATION

- Added major section, “The New Operating Environment”
- Fresh and revised content in many sections
- More Box Items, Quick Facts, and photographs

CHAPTER 2: POLICING TODAY

- New and revised material on the impact of the decline in crime over the past decade on police departments nationally with a special focus on new, rising violent crime rates in large cities
- Revised material on the primary elements of community policing with a focus on organizational structure
- New and updated material on evaluation research and community policing, evidence-based policing, hot-spots policing, intelligence-led policing, and predictive policing.
- New material on the “Triple-T Strategy: Targeting, Testing and Tracking” proposed recently by Larry Sherman.
- A new box item on “Harm-Focused Policing”
- Updated material on community policing models in Newport News, Virginia; Chicago, Illinois; and Minneapolis, Minnesota
- New material on the use of social media and policing
- New material on the changing paradigm in policing, from the warrior to guardian philosophy.
- New and in-depth discussion on the militarization of the police

- New material on improving police-community relations in light of President Barak Obama's Crime Reduction and Prevention Initiative in 2014.
- New box item on "Youth Outreach Programs"

CHAPTER 3: INTELLIGENCE, TERRORISM, AND HOMELAND SECURITY

- New box item on "Ten Simple Steps that Assist Individual Police Agencies Become Part of the National Criminal Intelligence Sharing Plan"
- New material highlighting the Nation Fusion Center Association (NFCA) and the National Counterterrorism Center (NCTC)
- New box item on the USA Freedom Act
- Updated material on the U.S. Department of Homeland Security
- Revised and updated material on Radical Islamic Terrorism, with a special focus on Al-Qaeda and the Islamic State, including an analysis of the Charlie Hebdo attack in Paris, France in 2015
- Updated information relating to radical Islamic groups operating throughout the world
- Revised information on 'homegrown' Islamic terrorists, including an analysis of the Boston Marathon bombing in 2013
- New material on terrorist groups and the use of the "deep web" for recruiting, propaganda and operational planning
- New section devoted to the analysis of recent terrorist attacks: "Crude Devises and Non-Sophisticated Weapons aimed at Mass Casualty"
- New and updated research on other international threats posed by terrorists, including discussion on Boko Haram, "El Chapo" Guzman and the Mexican Cartels, and an extensive addition on Outlaw Motorcycle Gangs
- Updated and revised material on right-wing terrorism, with a focused box item on the Charleston, South Carolina Church Massacre in 2015

CHAPTER 4: POLITICS AND POLICE ADMINISTRATION

- New discussion of the call for and use of police body-worn cameras
- Examination of some highly controversial shootings of African-American males by police officers and the political and institutional response in investigating allegations of police profiling.

- Investigation of the police rank and file backlash from the firing, indicting, and arresting of police officers on criminal charges.

CHAPTER 5: ORGANIZATIONAL THEORY

- New Sections on mechanistic and organic organizations and the Reformatted Bureaucracy
- Significant discussion of sanctuary cities
- Additional Box Items, Quick Facts, and photographs

CHAPTER 6: ORGANIZATIONAL DESIGN

- New box items on how organizational structure impact police misconduct and how bottom-up approaches improves officer performance and moral
- Updated material on the factors that influence organizational design
- New material on organizational design and the investigative function with pointed discussion on crime and police factors that impact investigation
- New focused discussion on investigative styles commonly observed within police organizations
- Revised material on the unique structure of sheriffs' offices in the United States

CHAPTER 7: LEADERSHIP

- New section on effective senior police leadership
- Rewritten section on managers and leaders
- New section "The Fall of Police Leaders," an examination of failed police leaders
- New content on sense making and other work skills
- New content on the Warrior Servant Leader
- New Box Items, Quick Facts, and photographs

CHAPTER 8: PLANNING AND DECISION MAKING

- Synoptic, Incremental, Transactive, Advocacy, and Radical (SITAR) Approaches to Planning
- Planning and Time Orientations
- Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis
- The Pugh Decision Making Matrix
- Paired Comparisons of Planning Alternatives

- Case Study 1: The After Action Report, Navy Ship Yard, Washington D.C. Navy in 2014 (Including Lessons Learned in Active Shooter Situation)
- Case Study 2: Tampa Quick Look Analysis of Hosting the 2012 National Republican Convention
- New Box Items, Quick Facts, and photographs

CHAPTER 9: HUMAN RESOURCE MANAGEMENT

- Updated all major federal laws pertaining to Human Resource Management
- New summaries of key federal court decisions on Human Resource Management,
- New content on legal aspects of police officer pregnancies
- Additional information on the use of lie detectors in police applicant screening
- New content on internal affairs investigations
- New content on police use of force
- New Box Items, Quick Facts, and photographs

CHAPTER 10: ORGANIZATIONAL AND INTERPERSONAL COMMUNICATION

- Social media and law enforcement communications.
- Issues regarding police officers personal postings on social media sites.
- The evolution of police – media communications in the digital age.
- Communicating with people with disabilities.
- More Box Items, Quick Facts, and photographs

CHAPTER 11: LABOR RELATIONS

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

CHAPTER 12: FINANCIAL MANAGEMENT

- Major rewrite of “The Economy and Police Budgets” section
- Major new section on the impact of the Stockton (CA) bankruptcy

- Additional information on Citizen Centric Reports
- New content: Five Budget Tips
- Major New Section on Budget Adjustments
- New information on Program Budgets
- Major rewrite of Asset Forfeiture section
- New information on Performance Budgets
- New content on Black Asphalt
- Major new section on the use of volunteers
- New Box Items, Quick Facts, and photographs

CHAPTER 13: STRESS AND POLICE PERSONNEL

- Police officers homicide and suicide.
- The stress of small-town policing.
- The impact of shift length on performance, health, quality of life, fatigue and extra-duty employment.
- The police psychologist’s role in a psychological health/wellness initiative.
- New Box Items, Quick Facts, and photographs

CHAPTER 14: LEGAL ASPECTS OF POLICE ADMINISTRATION

- Expansive new box item on police training and liability from an officer’s perspective
- Revised and updated material on the misuse of firearms and deadly force with a special focus on the impact of the 2014-15 shooting incidents in Ferguson, MO; Charleston, SC; Cincinnati, OH; and Baltimore, MD
- Revised and updated material on *Graham v. Connor (1989)* and the impact of this landmark case on police liability
- New box items on 1) the impact of police body cameras on police liability; 2) the deadly statistics associated with police pursuits and chases; 3) police sexual violence as an emerging law enforcement issue; and 4) police membership in hate groups
- New material on vehicle pursuits and the use of deadly force
- Updated material relating to case law and use of force by the police
- New and expansive material on Federal Consent Decrees
- Updated material on police officers’ rights, particularly those focusing on officers who are minority, women and/or gay

CHAPTER 15: ORGANIZATIONAL CHANGE

- New introductory material on organizational change and the factors that impact successful change in policing
- New and updated material on why change occurs as a reaction to crisis, fluctuating crime rates, technological advances, funding and economic decline, politics, a changing workforce, and a changing and new paradigm shift in policing focusing on new strategies to cope with rising crime rates with less resources
- New box items that focus on: 1) organizational change in policing in wake of police-community unrest; 2) the effect of economic downturn on police agencies; 3) the race gap in America's police departments; and 4) confronting the real problem in America's inner cities
- New material on the impact of the 2015 Supreme Court landmark case, *Obergefell v Hodges*, legalizing and recognizing same-sex marriage on policing
- New and revised material on organizational change models focusing on Kurt Lewin's Three-Step Model, the Traditional Action Research Model in Organizational Development, and the Burke-Litwin Model of organization transformation
- Revise material on the role of the police culture in organizational change
- New material on John Kotter's 8-step model for successful organizational change
- New and expansive material on information technology and change
- New and expansive material on policing in the future . . . everything changes . . . with special focus on the impact of predictive policing, changes in traditional police responses, next generation 9-11 and body-worn cameras on future police agencies

Organization

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

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

PART ONE: FOUNDATIONS

The four chapters in Part One are grouped together because they provide a “wide lens” view of the field of police administration. Part One is usefully characterized

as providing a “base layer” of information about the field of police administration so the subject specific chapters that follow have a context in which to occur

Chapter 1, “The Evolution of Police Administration,” is a historical overview of how that field developed in the United States, along with general description of where it is now. This description serves to prepare the reader for some of the important topics to be covered in more detail in the chapters that follow. Chapter 2, “Policing Today,” covers current policing philosophies, their characteristics, and impact. Chapter 3, “Intelligence, Terrorism, and Homeland Security,” addresses the terrorism threat and its impact on national laws and policy, as well as its effect on the role of state and local law enforcement agencies. Chapter 4, “Politics and Police Administration,” Examines the political effect of various institutions, officials, and the public on law enforcement agencies, as well as some major forces impacting on law enforcement agencies, such as the increased scrutiny of police use of force cases that started with Ferguson, Missouri in 2014 and gained prominence with the series of deadly encounters between the police and unarmed African American males that followed. The short-term result is an increase in criminal charges being placed against police officers in these encounters and which seemingly is having some operational consequences.

PART TWO: THE ORGANIZATION AND THE LEADER

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

Chapter Five, “Organizational Theory,” traces the different ways organizations can be structured and the assumptions that different approaches make about people. To illustrate, the classical bureaucratic approach holds that subordinates must be closely watched, resulting in such effects as narrow spans of control, which in turn, contribute to “tall” organizational structures that often have seven, eight, or even more horizontal layers. Chapter Six, “Organizational Design,” introduces concepts and the decisions that affect how organizations are designed and structured. Chapter 7, “Leadership,” is a comprehensive treatment of the subject, including definitions and theories about it, and the difference between authority and power. A major section illustrates why police leaders fail

because those lessons are often more illuminating than content about what leaders “should” do. Remember the failed leadership section as “Thou shalt nots” to be rigorously avoided. Chapter 8, “Planning and Decision Making,” covers two related skills law enforcement leaders use to help create and sustain improvements. Chapter 9, Human Resource Management, provides the knowledge necessary to direct the HR program, including the maze of federal laws regulating it, as well as the numerous moving parts HR has including recruitment, testing, selection, training, and promotional testing. Law enforcement leaders need to be well versed in HR because so much is spent on it and so many things can go wrong and create liabilities.

PART THREE: THE MANAGEMENT OF POLICE ORGANIZATIONS

Part Three focuses on a trio of key, organization-wide management processes. Chapter 10, “Organizational and Interpersonal Communication,” is included because nothing can be started, guided, receive corrective action, or be terminated without communication. Chapter 11, “Labor Relations,” provides information regarding labor relations, including establishing the collective bargaining relationship, bargaining, and contract administration. While some law enforcement executives chafe at the existence of a union in their agency as a restriction on executive actions, others hold that a carefully negotiated contract make administration easier because so many aspects of the management-union membership relationship is regulated in clear terms. Police Chiefs and Sheriffs know that their agencies run on three things: staff, information, and money. When budgets are slashed, the result is fewer officers and deputies to protect the same area and fewer dollars to analyze information. While volunteers can be trained to perform some tasks, severe budget cuts translate into reduced or entirely eliminated functions. In the last several years, some police budgets were cut to the extent the agencies couldn’t provide 24-hour police services. Such things explain why knowledge about, and skill in financial management is one of the premier attributes of law enforcement leaders and why Chapter 12, Financial Management, is so important.

PART FOUR: ORGANIZATIONAL ISSUES

This concluding part contains three chapters that are grouped together by being specific issues that touch the entire law enforcement organization. Chapter 13, “Stress and Police Personnel,” effects all sworn personnel and often civilian employees as well. Negative stress degrades individual and sometimes unit and agency functioning. Chapter 14, “Legal Aspects of Administration,” centers on police civil liability, which often arises out of the misuse of force and high speed pursuits. In recent decades, the old refrain that law enforcement agencies are very

traditional and resist change has been dismissed by a newer reality: The pace of change in law enforcement is brisk, if not bordering on continuous. Candidates for police chief positions in departments of roughly 30 or more are frequently specifically probed about how they would go about changing a police agency, the subject of Chapter 15, “Organizational Change.”

Pedagogical Features

This book is rich with pedagogical or teaching tools which were selected based on research on what tools were helpful. The teaching tools included in this book are as follows:

- **Learning Objectives**

At the beginning of each chapter there are behaviorally stated learning objectives which can be used to focus students on what they should learn in the chapter. In this regard learning objectives provide an important study guide. The objectives are stated in specific terms so that the learning outcome is clearly understood and students will know what they should be able to do when finished with the chapter. The learning objectives also serve as the basis for the chapter summary.

- **Key Terms and Definitions**

The key terms in each chapter are in bold and at the end of each chapter there is an alphabetized list of key terms. At the end of the book there is an alphabetized glossary of all key terms and their definitions. This feature eliminates the need to search several previous chapters looking for the definition of a term

- **Photographs, Tables, and Figures**

The book is replete with these three types of items learning tools. Many of the photographs have not appeared in other criminal justice books and some of the tables and figures were prepared by the authors and are unique to this work. The photographs, tables, and figures compliment the narrative content.

- **Quick Fact Boxes**

These boxes are short, informative, and interesting supplements to the content of a chapter, e.g. in Chapter 1, “The Evolution of Police Administration,” there is a biographical sketch of August Vollmer. If it appeared in the narrative, the flow of the chapter would be disrupted, but the information is illuminating and therefore deserved a place in the chapter. Each chapter contains several Quick Facts Boxes.

- **Box Items**

These boxes contain more extended informative, than quick fact boxes and provide relevant supplemental information to the chapter. Each chapter has multiple box items.

- **Chapter Summary**

The chapter summary is based on the learning objectives and reinforces what the student has learned in completing the chapter. Each learning objective is stated and then followed by a statement of what should have been learned by fulfilling that objective.

- **Chapter Review Questions**

The chapter review questions call attention to other learning opportunities in the chapter that, arguably, could have been included as learning objectives. These are important points of learning that will facilitate additional student growth and can also be the basis of classroom discussions and short essay examination questions.

- **Critical Thinking Exercises**

Critical interest exercises promote student interest and participation. Each of the 15 chapters has two or more critical thinking exercises that can be assigned to individual students or groups that report back on their conclusions. This could be done in class or as out-of-class experiences. They may also be used to stimulate class discussions and involvement.

Instructor Supplements

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

TestGen. This computerized test generation system gives you maximum flexibility in creating and administering tests

on paper, electronically, or online. It provides state-of-the-art features for viewing and editing test bank questions, dragging a selected question into a test you are creating, and printing sleek, formatted tests in a variety of layouts. Select test items from test banks included with TestGen for quick test creation, or write your own questions from scratch. TestGen's random generator provides the option to display different text or calculated number values each time questions are used.

PowerPoint Presentations. A PowerPoint lecture package is available for use in class.

To access supplementary materials online, instructors need to request an instructor access code. Go to www.pearsonhighered.com/irc, where you can register for an instructor access code. Within 48 hours after registering, you will receive a confirming email, including an instructor access code. Once you have received your code, go to the site and log on for full instructions on downloading the materials you wish to use.

Alternate Versions

eBooks. This text is also available in multiple eBook formats. These are an exciting new choice for students looking to save money. As an alternative to purchasing the printed textbook, students can purchase an electronic version of the same content. With an eTextbook, students can search the text, make notes online, print out reading assignments that incorporate lecture notes, and bookmark important passages for later review. For more information, visit your favorite online eBook reseller or visit www.mypearsonstore.com.

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Charles R. "Mike" Swanson
Leonard Territo
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ABOUT THE AUTHORS

Charles R. “Mike” Swanson enlisted in the Marine Corps at 17, after which he was a uniformed officer and detective with the Tampa Police Department. As Deputy Director of Florida Governor Kirk’s Council on Law Enforcement and Criminal Justice he led a central and seven public safety regional offices to innovations in service delivery and also advised the Governor on policy issues.

Subsequently, he taught criminal justice courses for a year at East Carolina University and then joined the University of Georgia’s Vinson Institute of Government working full-time with Georgia law enforcement agencies in solving practical problems and conducting agency assessments. In more than 200 seminars, he also trained over 10,000 police officers from over 40 states in topics ranging from advanced homicide investigation to organizational theory. Mike also designed and led training in China’s Shanghai Municipal Institute for senior governmental officials and has been a consultant to agencies in the United States, ranging from Elizabeth, New Jersey to the Multnomah Department of Public Safety in Portland, Oregon. He has written over 100 consulting reports.

Mike has extensive experience in police promotional systems. Notably, as an expert, he led a state patrol agency out of federal district court, designing and administering the new promotional system he developed for some 10 years. The Commissioner of the state patrol described it as “Our agency’s most important development in human resource management in the last 50 years.” None of the approximately 14 agencies for which he designed promotional systems has been successfully sued. Mike has extensive experience in job analysis and test validation, developing and administering more than 100 written tests, and exercises for oral, boards and assessment centers. He has also trained assessment center assessors from more than 20 states.

Rising through the ranks to retire as the Interim Director of the Vinson Institute, Mike led its 183 faculty and staff members in a state-wide program of technical assistance, training, and research for state and local units of government in Georgia.

Among his other publications are several other co-authored books, *Terrorism, Intelligence and Homeland Security* (First Edition, 2015), *Criminal Investigation* (12th edition in preparation), *The Police Personnel Selection Process* (1980) *Introduction to Criminal Justice*, (1979) and *Court Administration: Issues and Responses* (1980).

Both *Police Administration* and *Criminal Investigation* were previously translated into Mandarin. The Georgia Association of Chiefs of Police twice recognized his contributions to the association. He received the first award

for 20 years of service to the association and other contributions and later named their first honorary Chief of Police. Mike is the recipient of the Academy of Criminal Justice Sciences’ O. W. Wilson Award for distinguished police research. The University of Georgia twice granted him Distinguished Service Awards and a Walter Bernard Hill Award for Distinguished Achievement in Public Service. The Governors of Florida, Kentucky, and Georgia have issued proclamations recognizing his contributions to law enforcement in their states.

Mike holds a B.S. and M.S. in Criminology from Florida State University and a Ph.D in Political Science with an emphasis in public administration from the University of Georgia.

Leonard Territo is presently a distinguished professor at Saint Leo University, Saint Leo, Florida, and professor emeritus in the Department of Criminology, at the University of South Florida, Tampa, Florida. He was previously the chief deputy (undersheriff) of the Leon County Sheriff’s Office in Tallahassee, Florida. He also served for almost nine years with the Tampa Police Department as a patrol officer, motorcycle officer, and homicide detective. He is the former chairperson of the Department of Police Administration and director of the Florida Institute for Law Enforcement at St. Petersburg Junior College, St. Petersburg, Florida.

In addition to writing nearly 50 articles, book chapters, and technical reports, he has authored, co-authored and edited twelve books, including *Criminal Investigation*, which is going into its 12th edition; *International Sex Trafficking of Women and Children: Understanding the Global Epidemic*, which is in its 2nd edition; *Criminal Investigation of Sex Trafficking in America*; *The International Trafficking of Human Organs: A Multi-Disciplinary Perspective*; *Crime and Justice in America*, which is in its 6th edition; *Stress Management in Law Enforcement*, which is in its 3rd edition; *Police Civil Liability*; *College Crime and Prevention and Personal Safety Awareness*; *Stress and Police Personnel*; *The Police Personnel Selection Process*; *Hospital and College Security Liability*; and a crime novel, *Ivory Tower Cop*, which was inspired by a true story. His books have been used in more than a thousand colleges and universities in 50 states, and his writings have been used and referenced by both academic and police departments in 14 countries including Australia, Barbados, Canada, Chile, Czechoslovakia, England, France, Germany, Israel, the Netherlands, Poland, Saudi Arabia, South Korea, and Spain.

His teaching awards include being selected from among 200 criminal justice educators from the state of Florida as the Outstanding Criminal Justice Educator of the Year by the College of Social and Behavioral Sciences

at the University of South Florida. He has been given awards by both the Florida Police Chiefs Association and the Tampa Police Academy for his years of teaching and meritorious services; he was given an award for Distinguished Scholarly Publications by Saint Leo University, Saint Leo, Florida; he has been selected for inclusion in *Who's Who in American Law Enforcement*, and he has recently been given a Lifetime Achievement Award from the Department of Criminology at the University of South Florida.

Robert W. Taylor is currently a Professor in the Criminology Program at The University of Texas at Dallas. Previous to this position, he was the Director of the Executive Masters in Justice Administration and Leadership Program and the former Program Head for the Public Affairs Program at UT-Dallas. Both are academic programs integrating the traditions of management, governmental affairs, policy analysis, and decision science in the public sector. The program hosted one of the largest graduate degree programs on campus including Doctoral (Ph.D.) and Master's Degrees in Public Affairs and Public Administration.

From January 2008 through 2010, Dr. Taylor was the Executive Director of the W.W. Caruth Jr. Police Institute at Dallas (CPI). The Institute was established through a \$9.5 million grant from the Communities Foundation of Texas. Dr. Taylor was a principle party to the development of the Institute and was appointed the founding director by the University of North Texas System. The primary mission of the Institute is to provide direction and coordination of major training and research projects for the Dallas Police Department. The Institute represents a national "think tank" on policing strategies focused on major urban cities in the United States. Dr. Taylor remains a "Scholar-in-Residence" at the Institute. From 1996 to 2008, Dr. Taylor was professor and chair of the Department of Criminal Justice at the University of North Texas. He served in this capacity for thirteen years, and under his direction, the Department gained national prominence.

In 1995, Bob took a leave of absence from university administration and teaching, to join Emergency Resources International, Inc., the parent company of the famed "Red Adair" firefighters. His duties as Senior Vice-President, Crisis Management Division, included liaison with foreign governments and authorities, extensive contract negotiations, and the strategic development of a world-wide communication and information system. Bob's major project was acting as team leader on the largest oil spill in history (3 million bbls), located in the remote Nenets District of Russia, over 200 miles north of the Arctic Circle.

For the past forty years, Bob has studied criminal justice administration and specifically, police responses to crime and terrorism, focusing on issues in the Middle East. He has traveled extensively throughout the Middle East, meeting

several heads of state in that region. He has acted as a consultant to numerous federal, state and local agencies, and since September 11, 2001, Dr. Taylor has been a consultant to the U.S. Department of Justice working with the Institute for Intergovernmental Research (IIR). He has also worked extensively throughout the Middle East, especially in the countries of Turkey, United Arab Emirates, Bahrain, and Lebanon. He has been an instructor for the U.S. Department of State, Anti-Terrorism Assistance –ATA Program (2001–06) and taught internationally in the Executive Seminar on Cyber Terrorism presented to executives of foreign governments. Dr. Taylor has also worked extensively with the U.S. intelligence community. He holds appropriate *top secret* national security clearances through the JPASS system (currently archived).

Dr. Taylor has authored or co-authored over two hundred articles, books, and manuscripts. Most of his publications focus on police administration and management, police procedures, international and domestic terrorism, drug trafficking, and criminal justice policy. His articles appear in numerous journals including *Defense Analysis* (University of Oxford, England Press), the *ANNALS* (American Academy of Political and Social Sciences), *Police Quarterly*, *Crime and Delinquency*, and the *Police Chief* (International Association of Chiefs of Police). Dr. Taylor is senior author of four best-selling textbooks, *Terrorism, Intelligence and Homeland Security* (Upper Saddle River, NJ: Pearson Publishing, 2016); *Digital Crime and Digital Terrorism*, 3rd edition (Pearson, 2014); *Juvenile Justice: Policies, Practices and Programs*, 4th edition (New York: McGraw-Hill, 2014); and *Police Patrol Allocation and Deployment* (Pearson, 2011). He is also the co-author of two truly landmark textbooks, *Police Administration: Structures, Processes, and Behaviors*, 8th edition (Pearson Publishing, 2012); and *Criminal Investigation* 11th edition (McGraw-Hill, 2012). These texts are used in over 700 universities, colleges, and police departments throughout the United States, Europe and China, and continue to be developed into new editions.

Bob has an extensive background in academic and professional criminal justice, having taught at four major universities and serving as a sworn police officer and major crimes detective (lateral rank of sergeant) in Portland, Oregon for over six years. In 1984, he was appointed as a Research Fellow at the International Center for the Study of Violence at the University of South Florida, Tampa, Florida, conducting various studies involving international and domestic terrorism, police training and management, public violence and homicide, computerized mapping, and international drug trafficking. He continues to conduct research in these areas and is the recipient of numerous grants and contracts (over \$18 million in funded projects). His latest work has concentrated in four areas: 1) Police use of force and improved tactical/strategic improvement through advanced training, decision-making, leadership

and management practices particularly addressing areas of officer violence and officer-involved shootings; 2) International terrorism, especially Middle-Eastern groups, and the spread of radical Islam; 3) Evaluation of community policing, evidence-based policing, and other predictive policing strategies in the United States; and 4) Intelligence analysis, fusion centers, and decision-making particularly during protracted conflict or crisis situations.

In 2004, Dr. Taylor was asked by the International Justice Mission in Washington, D.C. to assist in the training of the Cambodian National Police on child sex slavery and human trafficking as part of a large project funded through the U.S. Department of State (\$1 million). His interest and research in this area has led to a leadership role in designing and developing training efforts in the United States aimed at raising awareness of the human trafficking tragedy for American law enforcement officers, funded in part through the U.S. Department of Justice. Dr. Taylor focuses on the nexus between human trafficking, drug trafficking and the financing of terrorist incidents internationally and domestically.

In 2003, Dr. Taylor was awarded the University of North Texas, Regent's Lecture Award for his work in the Middle East. In March 2008, the Academy of Criminal Justice Sciences presented Bob with the prestigious O.W. Wilson

Award 'in recognition of his outstanding contribution to police education, research and practice.'

Dr. Taylor has been a consultant to the U.S. Army and the U.S. Marine Corp; the U.S. Department of Homeland Security, the U.S. Department of Treasury, Federal Law Enforcement Training Center, the U.S. Secret Service, the Bureau of Alcohol, Tobacco, and Firearms, the U.S. Department of Justice, the Federal Bureau of Investigation, the Drug Enforcement Administration, agencies within the U.S. intelligence community, the Police Foundation, the Police Executive Research Forum – PERF, the International Association of Chiefs of Police, and numerous state and local municipalities and private corporations. He has also conducted significant training in the United States protectorates of the U.S. Virgin Islands, Guam and Saipan, and the countries of Canada, England, France, Switzerland, Thailand, Cambodia, Barbados, Northern Cyprus, Bahrain, Venezuela, Russia, Finland, United Arab Emirates, Kenya, Singapore and Turkey. He is an active member of the Academy of Criminal Justice Sciences (elected National Chair of the ACJS Police Section - 2002) and the American Society of Criminology.

Dr. Taylor is a graduate of Michigan State University (Master of Science-1973) and Portland State University (Doctor of Philosophy-1981).

PART 1 Foundations

Chapter 1 | The Evolution of Police Administration

Chapter 2 | Policing Today

Chapter 3 | Intelligence, Terrorism, and Homeland Security

Chapter 4 | Politics and Police Administration

These first four chapters are foundational in that they tell us how law enforcement got to where it is today, explain current police operational philosophies, describe how national and domestic terrorism have impacted on the role of our police agencies, and discuss the continuing importance of politics. This section also introduces terms and concepts referred to in subsequent chapters.

Chapter 1, “The Evolution of Police Administration,” differs from other histories of policing because it has a specific, rather than a general, focus. It explains policing’s trials and tribulations as it morphed from a colonial night watchman system into complex organizations testing new philosophies. Also chronicled are the social, political, economic, and technological forces that continuously shape and reshape American policing. The underlying thesis of this chapter is that policing is like a sandbar in a river, being shaped and reshaped by the currents of the society in which it is embedded.

Chapter 2, “Policing Today,” examines in greater detail the shifts in operational philosophies identified in the previous chapter. More specifically, as police departments came to grips with the limitations of the traditional strategies of random patrol and responding to incidents, it opened the door to new ways of delivering law enforcement services, such as community policing and evidence based policing. This chapter provides a strong understanding of the use and limitations of these different operational philosophies and strategies aimed at lowering crime and providing better police services to our communities.

Chapter 3, “Intelligence, Terrorism, and Homeland Security,” addresses the significant shifts that have occurred in law enforcement in the wake of the 9/11 attacks on this country, as well as the threats posed by the Mexican drug cartels operating near our border, “homegrown” terrorists, and recent trends in radical Islamic groups, including the surging ISIS. This chapter vividly illustrates the dangers of international terrorism, domestic right-wing hate groups, left-wing anarchists, and ecoterrorists.

Chapter 4 “Politics and Police Administration,” ends Part One. It explains various local forms of government and key offices. This chapter also takes a pragmatic view of how politics affects law enforcement agencies. There is a significant case study of the Baltimore Police Department, the community, the riots, and the criminal charges placed against six officers in the death of Freddie Gray, as well as coverage of other similar recent incidents. In the wake of police shootings of African American men in 2014–2015 a movement toward requiring police officers to wear body cameras emerged, which is also examined.

THE EVOLUTION OF POLICE ADMINISTRATION

Learning Objectives

1. List the events in England that led to the creation of the London Metropolitan Police.
2. Describe the importance of the frontier closing in 1890.
3. Define *politics* and give three reasons why it cannot be kept out of police agencies.
4. Define and describe machine politics in the 19th century.
5. Identify the most negative and positive things about the patronage/spoils system.
6. Explain why the concept of a police profession is so important.
7. Discuss the contributions of Chief Gus Vollmer.
8. Describe the impact of prohibition on policing.
9. Describe the Black Codes and Jim Crow laws.
10. State how World War II affected law enforcement.
11. Explain the unequal badge problem.
12. Describe how the police rank and file became isolated in the 1960s.
13. Define COP, ZTP, CompStat, EBP, and HSP.
14. Give three reasons why the United States has not experienced a major terrorist attack from abroad since 9/11.
15. Identify what may be the transcendent event for law enforcement over the past decade.

INTRODUCTION

STUDYING THE EVOLUTION OF *police administration is crucial because (1) the past is full of important lessons; (2) ignoring these lessons increases the probability that prior mistakes will be repeated and opportunities forfeited; (3) knowledge of the past breeds esprit de corps, or pride in the heritage of one's chosen profession; (4) it instills an appreciation that each of us stands on the shoulders of the men and women who served before us with dignity, compassion, and valor; (5) there is a more complete comprehension of where and why a profession is when you know where it has been; (6) concepts in this chapter are part of the vocabulary of policing; and (7) it sets the stage for discussions in some of the chapters that follow.*

THE URBANIZATION OF AMERICAN POLICING

The earliest American colonists, who were primarily English, depended on volunteer citizen night watchmen, patrolling from dusk to dawn, to alert them to threats, such as fires,

crimes, and pirates. When watchmen raised an alarm, it became the collective responsibility of all residents to respond. Other offices familiar to the colonists, such as sheriff, constable, and coroner, were subsequently added, although initially their numbers were very small. In 1625, New Amsterdam, now New York City, created its office of sheriff.¹

In 1833, Philadelphia became the first city in this country to have a paid, full-time day police force.² Gradually, the widespread use of volunteer citizens' night patrols was replaced by paid night police departments, which were entirely separate from the full-time day police. It was not until 1844, in New York City, that the first unified day-night police force was created (see Figure 1.1).

To no small degree, the rise of unified, full-time police departments in America was influenced by events in England. During the late 17th and early 18th centuries, England's economy made two key shifts: (1) improved agricultural methods provided significant surplus crops to support people living in cities and (2) people were drawn to cities by the industrial revolution (1760–1830),³ which shifted production from manual labor to machine made, initially in the textile industry and then spreading to other goods. Factories surpassed homes and small workshops as employers.

As the populations of England's cities grew, so did their problems, such as slums, crime, and appalling working conditions. As a result, social unrest escalated. The old ways of dealing with crime and unrest were inadequate. In 1829, Parliament passed the Metropolitan Police Act with the strong support of **Sir Robert Peel** (1788–1850), creating a full-time police agency for London.



FIGURE 1.1 ► The Colorado Springs (Colorado) Police Department circa 1890–1900. The influence of Union Civil War (1861–1865) uniforms is plainly seen, including the style of several visible belt buckles. In the second row are two commanding officers, identified as such by the Union army's convention that commissioned officers wore a coat with two rows of buttons so they could be immediately recognized as leaders. Chief Dana leans slightly to the left and seated beside him is Captain Gathright. In the third row, is an African American officer, Horace Shelby. (The Denver Public Library, Western History Collection, X-14668)

Quick Facts: Sir Robert Peel's Other Accomplishments

Sir Robert Peel is a luminary just on the basis of his contributions to policing, but he is not without other significant accomplishments. Peel was twice Prime Minister of England (1834–1835 and 1841–1846). As a social reformer, he championed laws that

prohibited women and children from working in mines (1842) and limiting their working hours in factories (1844). We are left to wonder what else Peel might have achieved had his life not been cut short by injuries caused by a horse fall.

New principles, such as officers should be hired on a probationary basis, were articulated for the London Metropolitan Police, stressing the need for professional conduct by the agency and its officers.⁴ The effort to create a force in which the public would have confidence and would support produced grim numbers: In the first three years of its existence, 5,000 officers were dismissed and another 6,000 resigned; many of them were under pressure.⁵

American cities selectively drew on the experience of the London Metropolitan Police, gradually creating centralized, full-time police departments. However, the majority of American politicians during the 1800s had no interest in hiring quality officers, choosing instead to continue using officers to suit their own purposes: graft, control of elections, and harassment of the opposition party (see Figure 1.2).

In the history and image of America, the “wild and wooly” West looms large (see Figure 1.3), although it spans a scant 90 years, from roughly 1800 to 1890. The acclaimed Pony Express (1860–1861) is a prime example of how quickly things changed in the West. From Missouri to California, relay stations were established every 10 miles, where Pony Express riders could obtain fresh mounts. Despite riding through dangerous wilderness areas, riders couldn't carry guns in order to transport more mail. Orphans were preferred as riders because if they were killed, no one would miss them. Despite its success, the Pony Express was out of business in 18 months due to the completion of the transcontinental telegraph (1861).

Factors contributing to the settlement of the West included the discovery of gold at Sutter's Mill, California (1848), the availability of tracts of land to settlers under the Homestead Act (1862), and the



FIGURE 1.2 ► Satire of police corruption. “Mulberry Ring” refers to the New York City Police Department, then located at 300 Mulberry Street. (Library of Congress Prints and Photographs Division [LC-USZ62-85436])

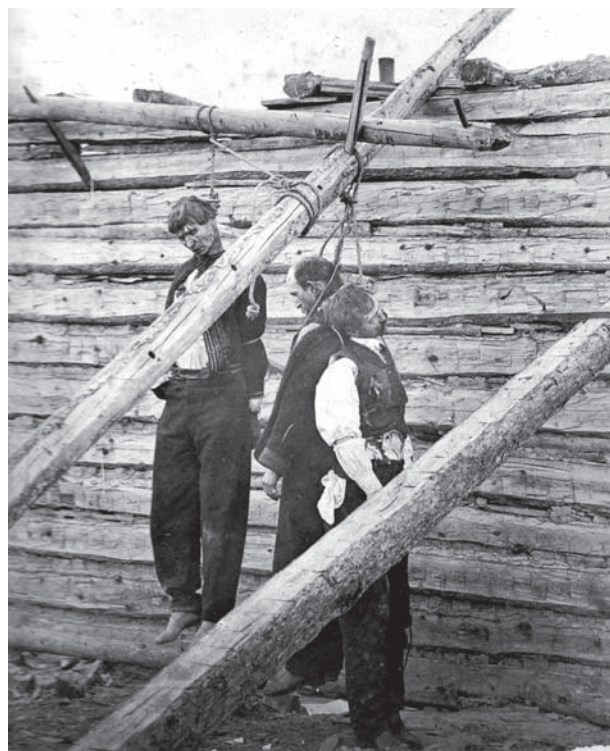


FIGURE 1.3 ► “Big Ned,” Con Wagner, and “Ace” Moore were lynched by vigilantes in a partially completed cabin near Laramie, Wyoming (1868). Hoisted just off the ground with no fall to break their necks, the men slowly strangled. (Denver Public Library, Western History Collection, Arundel Hull, Z-5808)

conclusion of the Civil War (1861–1865). Although there were already free African-Americans in the West, that number was increased after 1865, due to (1) assistance from the federal **Freedmen’s Bureau** (1865–1872), (2) flight from the South’s new sharecropper system that effectively re-enslaved the recently emancipated, (3) the repressive laws enacted to keep “Negroes” segregated and powerless, and (4) the brutality of the **Ku Klux Klan (KKK)**, which was formed in 1866 for social purposes, but quickly began using terror, violence, and lynchings to control African-Americans.

Benjamin “Pap” Singleton (1809–1892; see Figure 1.4), a former slave in Tennessee, promoted the idea of forming African-American townships in Kansas, leading to the establishment of such townships as Nicodemus (1877; see Figure 1.5). Singlehandedly, Singleton may have inspired the exodus of 20,000 people out of the South. However, other promoters established perhaps as many as 42 similar settlements in both Kansas and Oklahoma.⁶ As a large organized movement, the exodus was finished by 1872, although smaller groups of African-Americans continued to regularly arrive through 1880.

The completion of the transcontinental railroad (1869) and the construction of other rail lines provided mass transportation into the West for adventurers and settlers. By the mid-1880s, cattle drives up the Chisholm and other trails from Texas to Abilene,⁷ Dodge City, Wichita, and other Kansas “cow towns” were a thing of the past due to the expansion of railroads, settlements, and the use of barbwire to close off open range.

West of the Mississippi, episodic war with Native Americans is traditionally dated as lasting from 1823 to 1890, although the last battle was fought in 1918 (see Box 1.1). Eventually, the tribes were forced onto reservations, producing a need for law and order on tribal lands and protection from trespassers. Lacking any appropriated funds to create a reservation law

enforcement capability, agents on various reservations scrapped together funds and recruited Native Americans as police officers. The Congress finally began appropriating money for tribal police agencies in 1879 (see Figure 1.6).⁸ Tribal enforcement agencies represent an out-of-the-mainstream example of American police administration, as is the U.S. Mint Police (1792).

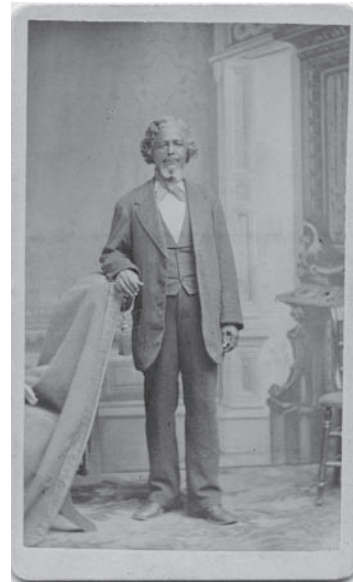


FIGURE 1.4 ► Benjamin “Pap” Singleton was a 37-year-old slave when he escaped to Detroit and began operating a secret boarding house for runaway slaves. After the Civil War ended, he returned to Tennessee and later began his work as a Moses-like figure, leading people to the promised land (State of Kansas Historical Society).



FIGURE 1.5 ► Prosperous African-American settlers in Nicodemus, Kansas, 1877. (Library of Congress Prints and Photographs Division [76000820])

Box 1.1 The Battle with Yaquis Indians in Bear Valley, Arizona

Yaquis Indians living in Northern Mexico were in rebellion against their Mexican national government. Yaquis would cross into the United States, take jobs long enough to buy arms and ammunition, return to Mexico, and distributed the weapons to other Yaquis. At other times these goods were taken by raids on isolated ranches. On January 9, 1918, there was a chance encounter in Bear Valley, Arizona, between horse-mounted Yaquis headed south with newly purchased weapons and a patrol from the 10th Cavalry. The Yaquis mistook the African-American troopers of the 10th as Mexican soldiers seeking to intercept them. If caught, the

penalty would be death and so they opened fire. In the skirmish that followed, at least one Yaquis was killed and nine captured. Those taken prisoner were tried on minor charges, served 30 days confinement, and were released. Because World War I was still going on, the Bear Valley engagement got little attention in the news media or officially. The 10th Cavalry was historically comprised of African-Americans with an excellent reputation as fighters. Because of the ferocity with which they fought, the Cheyenne Indians called them "Buffalo Soldiers."⁹



FIGURE 1.6 ► Standing Rock Reservation Dakota/Lakota (Sioux) police officers Red Tomahawk (L) and Eagle Man (R). Note that Eagle Man is wearing moccasins with his uniform. These two officers, 37 other Native American officers, and four volunteers attempted to arrest Hunkpapa Sioux spiritual leader Sitting Bull in 1890. The basis for the arrest was his rumored involvement with a potential uprising. His followers opened fire to prevent the arrest and in the ensuing 30-minute battle, eight officers and Sitting Bull and seven followers were killed, including Crow Foot, Sitting Bull's 17-year-old son. Sitting Bull had long maintained that contacts with white men could only result in the destruction of the Sioux way of life. This photograph is dated to the 1880s. (Denver Public Library, Western History Collection, D. Barry, B-836)

Western law enforcement agencies were often small, their jurisdictions were limited, the local records were inadequate for serious investigations, there was no centralized record keeping agency, marauding bandits had vast lands into which they could vanish, and communication between agencies was often sparse and slow. Opposing them was an abundance of rustlers, stagecoach and train robbers, and murderers, a small number of whom were unique. Born in England, Charles Bowles came to the United States, fought for the Union, rising to the rank of First Sergeant, was wounded while participating in General Sherman's march through Georgia to the sea, and at some point simplified his name to Boles. As "Black Bart," Boles became one of the truly unique criminals of the Old West. He pulled his robberies with an empty shotgun, only robbed Wells Fargo stagecoaches and took the company's strongbox, but never robbed passengers, some of whom remembered him as "gentlemanly" and engaging in "intellectual" conversations.¹⁰

Given the limitations of Western law enforcement agencies of the period, it is not surprising that the **Pinkerton National Detective Agency**, Wells Fargo detectives, and Union Pacific operatives developed a strong record in catching or killing these robbers. Unrestricted by jurisdiction, these private "lawmen" pursued bandits across jurisdictional lines and were aided by their employers' substantial record systems.

Notorious outlaws "Butch Cassidy" (Robert Parker) and the "Sundance Kid" (Harry Longabough) were part of a loose coalition of gangs whose primary hideout was the Hole-in-the-Wall Pass in Wyoming, a place with only one entrance and other natural defense features. Parker was the leader of a loose-knit gang, called "the wild bunch" and sometimes "the-hole-the-wall gang." Determined to end the wild bunch's string of bank and train robberies, the Pinkertons "hounded" Parker and Longabough so consistently that by 1902 they ended up in Argentina and were thought to have been later killed in 1908 by Bolivian soldiers in a shootout. However, that ending is in doubt as is the Pinkerton's assertion that one of these two men was killed later, in 1911 by Uruguayan police.

The bodies of the two bandits killed in 1908 were exhumed in 1986 and it was announced that they were not Parker and Longabough. Speculation and rumors about what happened to Parker

Box 1.2 Black Bart, the Poet Bandit

Charles Boles (1829–unknown) robbed 28 Wells Fargo stagecoaches in California before being arrested. He was fond of leaving poems at the scene of his crimes, signed “Black Bart, the PO8” (poet). One of them reads:

*I've labored long and hard for bread,
For honor and for riches
But on my corns too long you've tread
You fine haired sons of bitches*

Finally arrested, Boles served four years and was released early for good behavior. Most sources maintain Boles dropped out of sight in 1888 and the rest of his life is unknown. However, one source, with no documentation, maintains that after Boles was released from prison, three Wells Fargo stages were robbed. The company is purported to have offered him a pension if he'd leave the country. Boles supposedly boarded the steamer *Empress of China* headed to that country.¹¹

and Longabough continued for many decades thereafter. Some of their friends reported speaking with one or the other, or both at different locations in South America and the United States after their alleged deaths. Their actual fates remain a mystery.¹²

In 1890, the federal government announced that the frontier was closed and six states were later admitted to the union.¹³ Both of the territorial governments of Arizona and New Mexico realized that their own aspirations for statehood would be impeded by their image of being populated by thieves, rustlers, and bandits. Drawing on the long experience of the Texas Rangers (1823),¹⁴ they created the Arizona Territorial Rangers (1860) and the New Mexico Territorial Mounted Police (1905) to curb lawlessness.

The significance of the **frontier closing** in 1890 is that it marks the onset of the swift transition from a rural, agrarian society to an urbanized one in only 30 years. The Census of 1920 revealed that 51 percent of Americans lived in an urban incorporated area, *but the definition of that area was a place with a population of 2,500 or more people*.¹⁵

Presently, there are 17,985 state and local law enforcement agencies with at least one full-time employee or its equivalent.¹⁶ The breakdown of this number by type of agency and full-time sworn positions includes (1) 12,501 local police departments with 461,063 officers; (2) 3,063 sheriffs' offices with 182,979 deputies; (3) 50 state primary law enforcement agencies have 60,772 enforcement positions. These agencies may be state police, highway patrol, or departments of public safety; (4) special jurisdiction entities, for example, port, river, and bay, transit, airport, and kindred enforcement authorities add another 59,968 positions; and (5) constable/marshal and related offices account for 3,464 positions, many in Texas.¹⁷

In practical terms, the present consequence of urbanization is that a majority of the sworn personnel identified in the preceding paragraph are deployed in urban areas and this is particularly true for local police departments. The largest of these is the New York City Police Department with 36,023 officers.¹⁸ In contrast, 49 percent of all municipal agencies employ fewer than 10 full-time officers.¹⁹ The number of small departments has dropped slightly over the past several years; perhaps consolidation, catastrophic judgments for police misconduct, and small towns contracting for police services are contributing to a slow erosion of small police departments. While small municipal police departments are more numerous than large ones, most officers work in large ones. Nearly two-thirds, 61 percent, of all sworn personnel work for municipal departments with 100 or more full-time officers.²⁰

The pattern for the 3,063 sheriff's departments, although they involve fewer full-time sworn positions, parallels that of municipal agencies. The Los Angeles County Sheriff's Department is the largest in the country with 9,461 deputies.²¹ Twenty-five percent (775) of sheriff's offices employ less than 10 sworn, which represents 2.4 percent (4,042) of all full-time deputies.²² At the larger end of the spectrum, departments with 100 or more deputies are only 12 percent (378) of the total, but they employ 66 percent (120,909) of all full-time deputies.²³ The usual major functions of sheriff's offices include patrol of unincorporated portions of the county, follow-up investigations, operation of the county jail, court security, and serving legal process papers. In a number of states, some municipalities contract with their sheriff's department for police services. There are some variations of this. In several states, some counties have done one or more of the following: created a separate Department of Corrections in lieu of the sheriff's jail function, established a county police department thereby focusing the sheriff's office on court security and process serving, and eliminating the sheriff's department in favor of a county police department and distributing the other sheriff's functions over several existing and/or new departments. Alaska, Connecticut, Hawaii, and Rhode Island, and Washington DC do not have the traditional office of sheriff.²⁴

The events highlighted in this section and those that follow illustrate the most important point of this chapter: policing cannot be understood if examined alone, as though the institution was an island in a lake. The more persuasive analogy is that policing is a sandbar in a river, subject to being changed continuously by the societal currents in which it is immersed. As a profoundly significant social institution, policing is shaped and reformed repeatedly by a multitude of forces in American society and transnationally.

POLITICS AND ADMINISTRATION IN THE 19TH CENTURY: ILLS OF THE PATRONAGE SYSTEM/ SPOILS SYSTEM

Politics is the process of acquiring and maintaining control over a government, including its policies, administration, and operations. Politics isn't inherently bad or good—these types

of descriptions come from how power is used, as opposed to some intrinsic quality of power itself. There is no way to keep politics out of police departments because (1) police departments must be responsive to democratic control; (2) public policy is expressed in the laws, regulations, operating procedures, decisions, and actions taken or not taken by a governmental agency. Public policy is where politics and administration intersect, the method by which governmental agencies are guided and controlled; and (3) as a practical matter, politics flourishes in even the smallest agencies. The type of politics we do want to keep out of policing is highly partisan party politics, which has had a long and, most frequently, unhealthy relationship with policing.

During the 1800s, a **political machine** or **machine politics** was often a tightly controlled political party headed by a boss or small autocratic group whose purpose was to repeatedly win elections for personal gain, often through graft and corruption. These parties had a hierarchical structure running from the boss at the top through the precincts to each neighborhood, where block captains make sure supporters “voted right.” Originating in Chicago, the phrase “vote early and often” reflects the machine politics’ spirit. Loyal voters were rewarded with incentives for their support, such as jobs, promotions, transfers to more desirable positions, lucrative contracts, liquor licenses, or helping their recently arrived immigrant relatives gain citizenship and find housing. New York Senator William Marcy (1786–1857) coined the phrase “to the [election] victor belongs the spoils” [the authority to make patronage appointments and bestow other benefits].

The use of government resources by politicians to reward loyal voters is called **patronage** or the **spoils system**. The worst abuse of the patronage system was when people were rewarded for their political loyalty rather than their ability, roughly from 1820 to 1883. In reaction, the **Pendleton Act** was passed (1883), establishing the U.S. Civil Service Commission to enforce its provisions and mandating that federal employees pass a competitive examination and be appointed on the basis of merit. Even behind this progressive/reform legislation ugliness was at work: Momentum for its passage was garnered from the assassination of **President James Garfield** (1881; see Figure 1.7) in Washington, DC, by Charles Guiteau, a frustrated seeker of a patronage job as ambassador to France.²⁵

However, the Pendleton Act initially only covered a small percentage of federal jobs. When **President Benjamin Harrison** (1833–1901) took office (1889),²⁶ he seized upon this loophole, and 31,000 postmaster jobs changed hands through patronage. This action was at odds with his avowed support for civil service reform and he received substantial criticism for his “prostitution of the public service.”²⁷

Under the 19th-century patronage system, a person seeking employment in a police department usually needed a letter of endorsement from a powerful politician allied with the party in power. The letters were typically written by elected officials, such as members of the city council or county commission, prominent state officials, or the chairman of a county’s political party. When a new party came to power, the entire staff of a police agency was dismissed and replaced by patronage appointments.²⁸



FIGURE 1.7 ► Artist’s sketch of the assassination of President Garfield at the Baltimore and Ohio train station in Washington, DC. His assassin is being apprehended in the background. (Library of Congress Prints and Photographs Division [LC-USZ62-7622])