CHAPTER 1
INTRODUCTION TO POLICE ADMINISTRATION

Chapter Overview

American policing is unique in three ways. First, police work is unique; employees handle a wide range of roles and tasks. The diversity of roles and tasks is illustrated by the service role of responding to barking dog complaints and the contrasting law enforcement role of solving murders. Although the police are typically evaluated on their response to crime through the law enforcement role of investigation and arrest, the police are also expected to provide a wide range of services such as assisting citizens and providing information, and these service calls represent a large part of a police officer’s job.

Second, police authority is unique; sworn officers have the authority to arrest and use deadly force when necessary in the enforcement of the criminal law. We, as citizens, have given up our right to forcefully resolve criminal conflicts and have delegated this right and the resultant authority to the police and the criminal justice system. In return, we expect our police to apply this authority in a consistent and fair manner.

Third, police availability is unique; police agencies, in many communities, are among the very few public institutions expected to operate 24 hours a day, seven days a week, every day of the year.

Learning Objectives

1. Understand the importance that administration plays in the operation of a police department.

2. Develop a familiarity with the roles of management and organization in police administration.

3. Discuss the role of supervisors, commanders, and administrators in the police organization.

4. Know the different goals of police organizations and how police departments attempt to fulfill goals and objectives.

5. Understand the different historical eras of policing and how the police functioned within each of these eras.
Chapter Outline/Lecture Notes

I. Introduction

A. Administrator’s primary responsibility—provides leadership and structure to the police organization

B. Police institution is unique.

1. Police work
   a. Employees handle a wide range of roles and tasks. The diversity of roles and tasks is illustrated by the service role of responding to barking dog complaints and the contrasting law enforcement role of solving murders.

2. Police authority
   a. Sworn officers have the authority to arrest and use deadly force when necessary in the enforcement of the criminal law. We, as citizens, have given up our right to forcefully resolve criminal conflicts and have delegated this right and the resultant authority to the police and the criminal justice system.

3. Police availability
   a. Police agencies, in many communities, are among the very few public institutions expected to operate 24 hours a day, seven days a week, every day of the year.

C. Features are similar

1. Same problems confront other businesses.
   a. Employees must be recruited, selected, trained, supervised, evaluated, and promoted.
   b. Budgets must be prepared, services rendered, and accountability ensured.

D. Difficulty in administration

1. Complexity increases as activities and responsibilities increase.
II. The Police Department as an Organization

Robbins defined an organization as a “consciously coordinated social entity, with a relatively identifiable boundary, that functions on a relatively continuous basis to achieve a common goal or set of goals.”

A. Organization

1. Social entity—composed of people who interact with each other and other people and other organizations

2. Relatively identifiable boundary—department’s jurisdiction or service population

3. Group of people working together to accomplish a desired goal

B. Management

1. Consciously coordinate a police department

2. Must ensure all units work together as opposed to working independently

3. Suboptimization—units concentrating on their own objectives without considering the department’s overall goals or how it will affect other units’ activities

C. Categories of Activity

1. Task performance

2. Facilitating or helping those who perform the tasks

3. Supervising the task performance

4. Personnel

   a. Line personnel—those who perform fundamental police activities or supervise them

   b. Staff personnel—those who help line personnel by providing support and assistance

   c. Supervisors can be line or staff personnel.
D. Organizational Cooperation

1. **Boundaries**—the department’s goals and the people it serves
   a. Some goals never change—a department must be adaptive in nature and continually alter its direction as new problems are encountered and new expectations are levied on the police.

III. The Role of the Administrator

**Administration**—the general managing of the organization at the highest levels of an organization.

**POSDCORB**

- Planning—the determination of what is to be accomplished (goals) and how it is to be accomplished
- Organizing—the application of organizational principles in determining the department’s formal organizations, including chain of command, job specialization, and how various units are coordinated
- Staffing—the personnel function, focusing on recruitment, training, placement, and promotion
- Directing—manager provide direction to employees in terms of policies and orders
- Coordinating—interrelating the numerous component units within the organization to endure goal accomplishment
- Reporting—keeping everyone informed regarding operations through verbal and written directives, records, and inspection
- Budgeting—fiscal planning, accounting, and control to ensure the department has the resources necessary to pursue goals and objectives

A. Organization

1. First component within administration—**organization**—refers to structuring and staffing, or the placing of people in the department
2. Facilitates the working relationships of personnel and goal attainment
3. Size of the department determines the importance of organization
4. Determine what and how many units need to exist

5. Must be carefully considered to be efficient as possible

B. Management

1. Second component within administration—management—refers to the processes administrators, middle managers, and supervisors use to give an organization direction and to influence people to work toward organizational goals

2. Those activities that are designed to induce cooperation and facilitate work

3. Situational necessity often determines what tools the manager will use and how they will be used.

C. Management Levels

1. Resembles a military structure with the following management levels
   a. Administrators (Chief, Assistant Chief, Majors)
   b. Commanders or midlevel managers (captains, lieutenants)
   c. Supervisors (sergeants)

2. Roles of managers changing
   a. No longer considered taskmasters—concerned solely with work

3. Management perspective is changing into two types of managers.
   a. People and task orientation
   b. Mission and goal orientation
   c. Managers also clarify tasks and guide the employees to function effectively.
   d. Depth of involvement also gives each a distinct orientation

D. Organizational maintenance—those administrative activities that maintain the department’s ability to respond to public needs
1. Included activities are:
   a. Staffing, training, and organizational development

2. **Adaptation**—the fact that public expectations and needs are constantly changing, requiring the department to change or adapt to these changes

IV. How Police Departments Differ From Other Organizations

Police departments differ from all other organizations because only the police possess legitimate arrest power and authority within our society. This responsibility results in police officers performing a variety of tasks and meeting the need for services continuously.

- Public organizations exist within a political environment.
- Government agencies do not have a profit motive.
- Government is involved in the provision of services as opposed to goods.
- Existence of bureaucratic governmental rules and regulations stymies creativity and flexibility.
- Government has limited, inflexible resources.
- Government must answer to its many and diverse citizens.
- Government is service oriented, and thus faces five problems that are virtually nonexistent in the manufacturing sector:
  - Provides an intangible product
  - Must have built-in flexibility for responding to differing service needs
  - Has a higher degree of customer participation
  - Is distinguished by *timing*
  - Is *labor-intensive*
- Requires a distinctive management style

V. The Role of Police: A Search for Goals

A. Police Departments’ Mission
1. **Mission statement**—enumerates the department’s purpose and communicates core beliefs and the principles that will drive the delivery of services to their communities.

   a. Purpose is to

      i. Notify and educate officers and citizens about the department’s values

      ii. Provide a yardstick for measurement of the department’s success and failures

      iii. Serve as a guide to establishing training and other socialization programs that change the informal organization’s culture and values

B. The Roles Served by Police Departments

   **Role**—any proper or customary function performed by the police. There is a range of activities that might be performed by the police. The roles prescribe the action for the police and for the officers and leadership of the department.

C. Police Department Goals

   **Goals**—specific results or achievements toward which the police organization directs its efforts

1. Once goals are identified, the department staff will develop specific programs or strategies to achieve them.

2. Importance of goals

   a. Should focus on difficult or complex goals

   b. Specific goals lead to higher levels of performance.

   c. Providing officers and police units with feedback helps motivate officers and increases goal accomplishment.

   d. Must have proper training and equipment to accomplish goals

   e. Goals will motivate officers toward higher levels of performance when they are committed to the goals.
VI. The Police Mission: A Historical Perspective

A. The Political Era

1. Primary roles of the police were order maintenance and provision of services to the community.

2. Police provided services for the community during the Boston 1834 cholera epidemic.

3. Police were disorganized and bore little relationship to the community they served.

B. The Progressive Reform Era

1. Reform was the result of the police administrators attempting to improve the police, while many outside policing recognized the same need.

2. Moved from order maintenance and provision of services to that of law enforcement or crime fighting

3. Volstead Act had profound effect on the police—they had never been called upon before to enforce such an unpopular law and contributed to the police becoming more law-enforcement oriented.

4. Local police were so disorganized, ill trained, unequipped, and unprepared during the Depression that it took Federal intervention to bring a number of criminals to justice.

C. The Wickersham Commission

Wickersham Commission—convened in 1929 by President Hoover as the National Commission on Law Observance and Law Enforcement—it identified the lack of police effectiveness as a primary cause of rising crime rates

1. Impact of the Wickersham Commission

   a. The law enforcement function became uppermost in the minds of the police and the public.

   b. The police were given sole responsibility for the reduction of crime.
c. The police used unethical means to meet the public's expectations of crime reduction—the manipulation of crime statistics.

d. The peacekeeping (community service) functions (soup kitchens, providing lodging, referral agents, etc.) became looked upon as not “real police work.”

e. The policeman, in effect, took on an adversarial relationship with the public.

f. The number of arrests by a police officer became the criterion for promotion.

g. The public looked upon the policeman as mainly involved in fighting crime and doing very little in the way of peacekeeping (order maintenance or community service).

D. Federal Law Enforcement

1. Due to prohibition and increased crime, federal law enforcement agencies were given the responsibility to intervene in many of the criminal problems of the time.

   a. FBI and Treasury Department became active participants and later role models for law enforcement agencies.

   b. FBI was transformed under J. Edgar Hoover into an agency that came to be recognized as the preeminent law enforcement agency of the time.

2. Police administrators and citizens began to take back control of their agencies from the politicians.

   a. Police chiefs began to create staff and middle-management positions in departments.

   b. Specialized units such as criminal investigation and anti-crime units were created and worked out of a central headquarters.

   c. Police administrators began to implement selection and training standards.
E. The Professional Police Era

1. Police come to see themselves as professional law enforcers during the 1940s and 1950s and attacked the long time problem of corruption by separating the police from the public.

2. Returning military veterans brought a new discipline and respect for the military organization that became ingrained in policing.

3. Technological innovations supplemented police—radio replaced call boxes, foot beats were replaced by vehicle patrols.

4. All of these innovations caused the police to be further segregated from the public.

5. Police professionalism increased, as did the public expectations.

F. The Community Relations Era

1. Police were unprepared for the increased crime and civil unrest during the 1960s and 1970s.

2. During this period, crime increased over 176%, yet even with the drastic increase in crime, it was the assassinations that occurred that had an even more powerful influence on the police and the federal government.

3. Due to the civil unrest and riots on college campuses, the President’s Commission on Law Enforcement and Administration of Justice was established by President Lyndon Johnson.
   a. It was hypothesized that society’s blind reaction to inhumane living conditions may have precipitated a great deal of urban crime.

4. The police response was to further entrench themselves in the role of crime fighters.

5. A “due process revolution” in the courts of the 1960s and subsequently the United States Supreme Court (the Warren Court) restricted the activities of the police.

6. The Law Enforcement Assistance Administration (LEAA) was created by the U.S. Congress in 1968 as a part of the Omnibus Crime Control and Safe Street Act.
a. Purpose was to improve law enforcement at the local level and police were now able to purchase equipment never before available to them due to restrictive budgets.

7. Almost all believe the police had isolated themselves from the community as they emphasized their law enforcement role.
   a. Large segments of the minority population distrusted the police and were uncooperative with police.
   b. When police tried to investigate crime in minority communities they were met with distrust and lack of cooperation in solving crime.

8. **Public relations programs**—focused on improving the police department’s image through public education that attempted to “sell” the police to the community.

9. **Community relations programs**—represented police intervention into community problems and had a greater impact than public relations programs because they required closer working relationships between the police and public.

G. **The Return to Law and Order**

1. 1980s brought about a conservative “law-and-order” government and politicians continually highlighted drugs and crime and fear of crime increased causing additional pressure on police.

2. Federal government made large sums of money available to local police through block grants and funded programs and increased drug enforcement operations.

3. Community relations programs evolved into crime prevention programs.

H. **The Community Policing Era**

**Community policing**—a philosophy and operational strategy that is rooted in team policing, foot patrols, and founded on the realization that social disorder and community deterioration lead to increased crime.

It is a critical component of law enforcement, even though there is no single form of community policing.
Each department implements community policing differently, depending upon the needs of their community.

1. What Is Community Policing?
   a. It appears to be a compilation of traditional police methods applied differently.
   b. There are five identified areas where policing must change if it is to effectively apply community policing.
      i. Police must refine the police function and public expectations.
      ii. Police must get involved in the substance of policing.
      iii. The relationship between the police and the criminal justice system must be reconsidered.
      iv. Police must more effectively search for alternatives when dealing with problems, and responses should not be limited to one tactic or method of intervention.
      v. Police administrators must change the department’s working environment to facilitate community policing.

I. Beyond 9/11: Policing and Homeland Security

1. 9/11 changed the American landscape and there has been a move to depart from community policing and adopt more repressive measures and become more involved in questioning those directly or indirectly involved in terrorist attacks.

2. Changes in law enforcement post-9/11:
   a. Reaffirmed the need for community policing so the police can obtain better intelligence about possible terrorists and attacks
   b. Local police agencies are working more closely with state and federal agencies to collect intelligence and coordinate responses to terrorist threats.
   c. Police departments have increased their own intelligence operations.
d. Police departments are focusing on potential targets—critical infrastructure vital to government and business.

VII. Summary

- This chapter provides a foundation for understanding police administration. The terms administration, management, and organization often are used interchangeably, but they represent distinct behaviors and activities.

- To a great extent, management is the act of leading and organization is determining how the department should be arranged. The police administrator must give both management and organization adequate attention if the department is to function effectively.

- Here, the police administrator must determine the number and kinds of specialized units that are created and their command structure.

- Police departments are very different from other organizations and institutions. They provide a vast array of services to the community and frequently are held accountable for their successes and failures.

- Police departments are open systems that constantly strive to meet the needs of the community. At the same time, each community is composed of different constituencies, and each of these constituencies has different expectations of their police.

- Historically, the police have progressed through a series of eras. They include the political era, progressive reform era, professional era, community relations era, law and order era, community policing era, and the police homeland security era.

- Most police departments are using a community policing model, which is an attempt to better respond to crime and disorder and to create better relations with the community, especially disenfranchised groups.

- A number of departments are incorporating homeland security into their operations, supplementing their community policing efforts.
**Key Terms**

**adaptation**: the fact that public expectation and needs are constantly changing, requiring the department to change or adapt to these changes

**administration**: the general managing and organizing that occurs at the highest levels of an organization

**boundaries**: the department's goals and the people it serves

**community policing**: philosophical an organizational effort on the part of police departments to provide productive police services to every segment of a community

**community relations programs**: represent police intervention into community problems

**goals**: the specific results or achievements toward which the police organization directs its efforts

**line personnel**: those personnel who perform fundamental police activities or supervise them

**management**: the second component within administration, refers to the processes administrators, middle managers, and supervisors use to give and organization direction and to influence people to work toward organizational goals

**mission statement**: enumerates the department's purpose

**organization**: the first component within administration, refers to structuring and staffing, or the placing of people in the department

**organizational maintenance**: those administrative activities that maintain the department's ability to respond to public needs.

**POSDCORB**: acronym meaning Planning, Organizing, Staffing, Directing, Coordinating, Reporting, and Budgeting

**public relations programs**: focused on improving the police department's image through public education

**role**: any proper or customary function performed by the police

**staff personnel**: personnel who help line personnel by providing support or assistance

**suboptimization**: individual or units concentrating on their own objectives without considering the department's overall goals, may adversely affect other unit’s activities
Answers to Study Questions

Although the answers listed below are not exhaustive and will vary from student to student, the student should address at the minimum the following key points.

1. How are service organizations such as police departments different from manufacturing organizations? (See pages 14–15 in the text.)

Police departments differ from all other organizations because only the police possess legitimate arrest power and authority within our society. This responsibility results in police officers performing a variety of tasks and meeting the need for services continuously.

- Public organizations exist within a political environment.
- Government agencies do not have a profit motive.
- Government is involved in the provision of services as opposed to goods.
- The existence of bureaucratic governmental rules and regulations stymies creativity and flexibility.
- Government has limited, inflexible resources.
- Government must answer to its many and diverse citizens.
- Government is service oriented.
  - Provides an intangible product
  - Must have built in flexibility for responding to differing service needs
  - Has a higher degree of customer participation
  - Is distinguished by timing
  - Is labor-intensive
2. Discuss three ways in which the institution of police is unique in American society. (See pages 4–6 in the text.)

   • Police work
     
     o Employees handle a wide range of roles and tasks. The diversity of roles and tasks is illustrated by the service role of responding to barking dog complaints and the contrasting law enforcement role of solving murders.

   • Police authority
     
     o Sworn officers have the authority to arrest and use deadly force when necessary in the enforcement of the criminal law. We, as citizens, have given up our right to forcefully resolve criminal conflicts and have delegated this right and the resultant authority to the police and the criminal justice system.

   • Police availability
     
     o Police agencies, in many communities, are among the very few public institutions expected to operate 24 hours a day, seven days a week, every day of the year.

3. What is the distinction between line and staff personnel? (See page 7 in the text.)

   • **Line personnel**—those who perform fundamental police activities or supervise them

   • **Staff personnel**—those who help line personnel by providing support and assistance

   • Supervisors can be line or staff personnel

4. Identify the various administrative functions or responsibilities in Gulick’s POSDCORB acronym. (See pages 7–8 in the text.)

**POSDCORB**

   • Planning—the determination of what is to be accomplished (goals) and how it is to be accomplished

   • Organizing—the application of organizational principles in determining the department’s formal organizations, including chain of command, job specialization, and how various units are coordinated
• Staffing—the personnel function, focusing on recruitment, training, placement, and promotion

• Directing—manager provide direction to employees in terms of policies and orders

• Coordinating—interrelating the numerous component units within the organization to endure goal accomplishment

• Reporting—keeping everyone informed regarding operations through verbal and written directives, records, and inspection

• Budgeting—fiscal planning, accounting, and control to ensure the department has the resources necessary to pursue goals and objectives

5. What are the differences between administration, management, and organization? (See pages 7–13 in the text.)

• Administration
  o The general managing and organizing at the highest levels of an organization

• Organization
  o First component within administration—refers to structuring and staffing
  o Facilitates the working relationships of personnel and goal attainment
  o Size of the department determines the importance of organization
  o Determine what and how many units need to exist
  o Must be carefully considered to be efficient as possible

• Management
  o Second component within administration—refers to processes administrators, middle managers, supervisors use to give an organization direction
  o Those activities which are designed to induce cooperation and facilitate work
o Situational necessity often determines what tools the manager will use and how they will be used.

6. Describe the two managerial orientations as they apply to administrators, managers, and supervisors. (See pages 12–13 in the text.)

- Management Perspective is changing into two types of managers:
  - People and task orientation
  - Mission and goal orientation
- Managers also clarify tasks and guide the employees to function effectively.
- Depth of involvement also gives each a distinct orientation

7. What are the differences between the terms mission, role, and goal? What are the mission, roles, and goals of policing? (See pages 15–17 in the text.)

- Mission statement enumerates the department’s purpose—communicates their core beliefs and principles that will drive the delivery of services to their communities
  - Notify and educate officers and citizen about the department’s values
  - Provide a yardstick for measurement of the department’s success and failures
  - Serve as a guide to establishing training and other socialization programs which change the informal organization’s culture and values
- Role—any proper or customary function performed by the police
  - A range of activities that might be performed by the police
  - Roles prescribe the action for the police and for the officers and leadership of the department.
- Goals—specific results or achievements toward which the police organization directs its efforts
  - Once goals are identified, the department staff will develop specific programs or strategies to achieve them.
  - Should focus on difficult or complex goals
Specific goals lead to higher levels of performance.

Providing officers and police units with feedback helps motivate officers and increases goal accomplishment.

Must have proper training and equipment to accomplish goals.

Goals will motivate officers toward higher levels of performance when they are committed to the goals.

8. What are the historical phases through which police have progressed since the turn of the twentieth century? (See pages 18–26 in the text.) The student should develop their response in some detail.

• The Political Era
• The Progressive Reform Era
• The Professional Era
• The Community Policing Era
• The Return to Law and Order
• Beyond 9/11 and Homeland Security

9. What purposes do goals serve for organizations? (See pages 17–18 in the text.)

• Goals are specific results or achievements toward which the police organization directs its efforts.

• Once goals are identified, the department staff will develop specific programs or strategies to achieve them.

• Importance of goals
  o Should focus on difficult or complex goals
  o Specific goals lead to higher levels of performance.
  o Providing officers and police units with feedback helps motivate officers and increases goal accomplishment.
  o Must have proper training and equipment to accomplish goals
Goals will motivate officers toward higher levels of performance when they are committed to the goals.

Discussion Questions

1. Discuss the importance of the Wickersham Commission. What changes if any did it bring to law enforcement? Discuss the impact these changes have on today’s law enforcement.

Discussion Points:

• Wickersham Commission: convened in 1929 by President Hoover as the National Commission on Law Observance and Law Enforcement

• It identified the lack of police effectiveness as a primary cause of rising crime rates.

• The law enforcement function became uppermost in the minds of the police and the public.

• The police were given sole responsibility for the reduction of crime.

• The police used unethical means to meet the public's expectations of crime reduction—the manipulation of crime statistics.

• The peacekeeping (community service) functions (soup kitchens, providing lodging, referral agents, etc.) became looked upon as not “real police work.”

• The policeman, in effect, took on an adversarial relationship with the public.

• The number of arrests by a police officer became the criterion for promotion.

• The public looked upon the policeman as mainly involved in fighting crime and doing very little in the way of peacekeeping (order maintenance or community service).

2. Discuss the differences between a law enforcement agency and a large corporation. Explain the differences and why they exist. Should law enforcement be run like a business? Why or why not?

Discussion Points:

• Police departments differ from all other organizations because only the police possess legitimate arrest power and authority within our society.
• This responsibility results in police officers performing a variety of tasks and meeting the need for services continuously.

• Public organizations exist within a political environment.

• Government agencies do not have a profit motive.

• Government is involved in the provision of services as opposed to goods.

• The existence of bureaucratic governmental rules and regulations stymies creativity and flexibility.

• Government has limited, inflexible resources.

• Government must answer to its many and diverse citizens.

• Government is service oriented and thus faces five problems that are virtually nonexistent in the manufacturing sector:
  
  o It provides an intangible product.
  
  o It must have built-in flexibility for responding to differing service needs.
  
  o It has a higher degree of customer participation.
  
  o It is distinguished by timing.
  
  o It is labor-intensive.
  
  o It requires a distinctive management style.

3. The Law Enforcement Assistance Administration (LEAA) brought about tremendous change to local law enforcement. Discuss these changes and if they were beneficial to law enforcement. Be prepared to defend your position to the class.

Discussion Points:

• LEAA was created by the U.S. Congress in 1968 as a part of the Omnibus Crime Control and Safe Street Act.

• Its purpose was to improve law enforcement at the local level.

• Police were now able to purchase equipment never before available to them due to restrictive budgets.
Learning Activity

1. Divide your class into groups of 4-6. Have each group develop a mission statement for the local police department. Have the students present their statement to the class and explain why they developed the statement as they did.