EFFECTIVE POLICE MANAGEMENT

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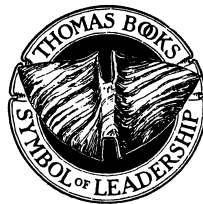
Striving for Accountability and Competence

By

HARRY W. MORE

and

TERRY L. MORE

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PREFACE

The future is here and inescapable even though we cannot really define the future. It is the pattern of change and its intensity that challenges law enforcement. This process is unrelenting, nonstatic, demanding and obligatory. The reality of change is such that it can be organizationally confusing, chaotic, indefinite, and in some instances very harmful. It cannot be ignored, and must be dealt with now, not tomorrow, or next year. American police agencies have become increasingly adept at working within the managerial process, developing both internal and external adaptive potential, but capability must be extended to every dimension of management of the police agency. All of this means constantly confronting and dealing with change on a continuing basis, and there must be a continuous search for means to respond to the imperatives of change. The challenge of change should be accepted, it must be viewed in a positive frame of reference and not seen as an abnormal anomaly. The paradigm for dealing with change is still open-ended. In recent years, community policing has entered the lexicon of law enforcement, and agencies have struggled to implement it with some difficulty. It is a major change and is practiced differently in various agencies across the nation, which is to be expected. It is the inevitable consequences of change, especially one that impacts internal and external stakeholders. There are numerous issues involved in creating a community policing effort ranging from training needs to measurement problems.

More recently, performance-based management has become dominant, especially with federal law enforcement agencies that have engaged in the implementation of this managerial approach. At the local level, the Seattle Police Department, Seattle, Washington, and the District of Columbia, Washington, D.C. Metropolitan Police Department (with federal funding) has instituted the program. The federal government passed a law more than 20 years ago that mandated the implementation of performance-based management, and as usual in other changes, it has proven to be an evolving process, but one that is slowly taking shape. It is anticipated that many of the issues

that community policing has worked with will confront law enforcement agencies that strive to implement performance-base management (PBM). There seems to be a truism that these changes cannot occur rapidly and the best estimate is that it might take a minimum of seven years to actually implement such programs. The same is true of other programs such as problem analysis, the program evaluation process, compstat, and logic models. These techniques have been tried with varying degrees of success in various venues. Developmental problems as well as implementation problems remain a serious challenge to many law enforcement agencies, but over time these challenges will be accepted and overcome resulting in positive results for agencies and communities.

The content of this text is such that the chapters are interrelated. Chapters 1, 2, 4, 6, 7, and 8 apply to the chapters that deal with Logic Models, Program Evaluation, Compstat, and the Problem Solving Process to the degree that the reader wants to make use of them, and the chapter on Accountability proscribes all of the managerial processes. Crime Mapping has utility in differing organizational evaluations and applied operations. It is a matter of a selection process depending upon the needs of the agency. If one looks at the total agency, the Performance-Based Management process would certainly be applicable. This is also true of the Logic Model to a lesser degree, but still depends upon the process being researched. Compstat would seem to be more applicable to middle management and higher at this time, while the Problem Solving Process chapter deals with differing levels of an organization with special reference to line operations and a serious consideration of external stakeholders. Program Evaluation applies to the whole organization and/or it is useful in determining the effectiveness of individual organizational components. A flexible approach is recommended, keeping in mind the necessity of modifying the approach to community and organizational needs.

H.W.M.
T.L.M.

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CONTENTS

EFFECTIVE POLICE MANAGEMENT

Chapter 1

WINDS OF CHANGE:
DEALING WITH THE INEVITABLE

Key Terms:

Accountability Management
Change
Community Policing
COPPS
Decentralization
Economic Change
Misconduct
Organizational Success
Partnerships
Politics
Problem-Solving
Professionalization
Resistance
Self-assessment Tool (CP-SAT)
Sociocultural Change
Technological
Transformation

Historical analysis of policing in America suggests that the earlier functions of the police revolved around crime control, order maintenance, and the provision of services. During this period, the police were part and parcel of the political era of law enforcement that began in the nineteenth century. The story is told that a new mayor in a major city saw his brother-

in-law in a soup kitchen line, called him over, and appointed him to the position of chief of police.

THE POLITICS OF POLICING IN AN EARLIER DAY

For years, local politicians and political parties dominated law enforcement, and numerous chiefs of police were appointed to their position as the result of belonging to the incumbent's political party. Heads of police agencies supported their benefactors and usually became unemployed when an opposing political power took over the reins. Politicians and those with clout were given special favors, and the police performed many social functions, such as running soap kitchens and finding lodging for the needy. Additionally, some departments collected taxes and performed census duties. The police were the dumping ground for duties that were not specifically assigned to other governmental agencies. The byword was "let the police handle it!" Political interference with the police was rampant, and corruption was widespread. For the most part, policing was ineffective and nonexistent in some communities and the politicians were viewed as controllers of the police. In many instances, the police proscribed industrial riots and took the side of management as opposed to unions, and this was accomplished through the use of force. This was especially true in copper and coal mining communities.

Shocked by what was occurring in the police service, there was a call for reform during the first part of the twentieth century, and over time the insidious aspects of politics was removed from the enforcement equation. Police departments reached a high level of autonomy, and crime control soon became the principal function of police agencies.

THE PROFESSIONAL POLICING MODEL DISTANCED
THE POLICE FROM THE PUBLIC

The professionalism movement was governed by the quasi-military model and top-down management. Leadership stressed oversight and control with the ultimate goal of maintaining the status quo. The automobile, telephone and radio gave the police the ability to expediently respond to calls for service. Policy, procedures, and regulations were part and parcel of this movement. The guiding theme seemed to be don't ask, just follow departmental policy and whatever you do, don't rock the boat. Several things occurred

during this era. First, the police distanced themselves from the public. Direct contact with citizens lessened throughout efforts to professionalize policing (Fisher-Stewart, 2007). Second, managerial control became a management imperative, and lastly, professionalism governed every thought and action (Wadman, 2009). Isolationism dominated the police relationship with the public, and the foundation for the existence of the police was the law. Consequently, law enforcement agencies became harbingers of the status quo dominated by one theme–professionalism.

THE COMMUNITY POLICING MODEL EMPHASIZED WORKING WITH STAKEHOLDERS

The era of law enforcement that came into existence after the professional period is described as the community policing era starting in the 1980s (Kelling & Moore, 1988). This was a major shift in the approach to law enforcement as reflected in the fact that the authority for this strategy emanates from a combination of community support, law, and professionalism. This process calls for emphasis on the control and the prevention of crime. It was unique to law enforcement because it called for decentralization of the organization, collaboration with stakeholders, and the use of teams (Finney, 2008). It called for working with and in the community in a consultative partnership (Diamond & Weiss, 2009).

COPPS

Part of a dual strategy is the adoption of community-oriented policing and problem solving (COPPS) as a means of dealing with crime. Community policing, when and if fully implemented, represents a significant shift of power from the top echelons of management to the operational level, and overall the organization becomes more of an open system (Peak & Glensor, 2002).

Embraced and cast off, it still remains as a much talked-about effort on part of the police to confront and deal with the vagrancies of crime, delinquency, disorder, and the fear of crime. For over three decades, police leadership has committed to the notion of dealing differently with the policing needs in an increasingly diverse, complex, and sometimes disparate society. Some segments of our society are estranged when it comes to dealing with law enforcement, and they feel isolated from the main stream. Community