

# MANAGING AND LEADING TODAY'S POLICE

CHALLENGES, BEST PRACTICES, & CASE STUDIES



**FOURTH EDITION**

# **MANAGING AND LEADING TODAY'S POLICE**

**CHALLENGES, BEST PRACTICES, & CASE STUDIES**

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## DEDICATIONS

*Robert Browning wrote that “[There] are...two points in the adventure of the diver: one—when a beggar, he prepares to plunge. Two—when a prince, he rises with his pearl.” (Paracelsus, Part I: “Paracelsus Aspires,” 1835); I dedicate this fourth edition to those persons who aspire to “plunge” into criminal justice leadership positions—which today are surely the most challenging and difficult roles our society has to offer.*

—K. P.

*To my wife Jean, my children Ashley, Courtney, and Cody; and to my grandchildren Braedon, Luke, Deaken, Chloe, Kai, Ashton, and Cezanne. Projects such as this have stolen valuable time from them.*

—L. K. G.

*To my wonderful and supportive family: wife Kristy, daughter Breanne and son Ronnie, their spouses Derek and Katie, and grandchildren Addison, Chloe, Claire and Heidi. And to my ever-caring parents Charles and Helga, whose passing this year we all mourn.*

—R. W. G.

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# PREFACE

## NEW TO THIS EDITION

In general, this textbook represents a nearly complete revision of the previous (third) edition, which was authored nearly eight years earlier. During these intervening years, many new strategies, technologies, challenges, and methods have come to pass that have changed the field to a major degree; these elements of policing demand that today's leaders possess the kind of knowledge that can best be obtained in a single, consolidated source such as that which this book represents.

Furthermore, the order of chapters has been substantively re-aligned (and several completely new chapters added) so as to provide what is believed to be optimal flow. We also note that dozens of new case studies, exercises, exhibits, discussion questions, and "Internet Investigations" (i.e., links to related topics or organizations) have been added.

In sum, with the obvious exceptions of long-standing theories and practices, following are other revised, new, or updated additions to this fourth edition:

- Chapter 1: An overview of police leadership and management, to include intelligence-led policing, evidence-based policing, predictive policing; police goals, mission statements, strategic plans; the Black Lives Matter movement and the problem of police shootings; police legitimacy and procedural justice, militarization of the police; body-worn cameras
- Chapter 2: Updates on organizational theories and operational units, generally
- Chapter 3: Updates on personnel management theories and leading in today's policing environment, generally
- Chapter 4: Updates on communication and media relations, generally; police and social media, the art of negotiating, coping with conflict
- Chapter 5: Contemporary challenges of human resources, including affirmative action; recruitment, hiring, and training; community policing and performance appraisals; sexual harassment; testing for promotions; risk management
- Chapter 6: Officers' rights; policy needs with legalization of recreational marijuana; dealing with complaints; Early Intervention System; liability
- Chapter 7: Police unions today; role of union and management leaders; negotiation of contracts; addressing grievances and appeals
- Chapter 8: Enhancing budgets and financial stewardship; knowing what the job entails and what the competition is doing; grants; civilianization; mobilizing stakeholders, strategically planning
- Chapter 9: Creating a culture of integrity; are police "guardians" or "soldiers"?; constitutional policing and legitimacy; procedural justice; inappropriate police behaviors;
- Chapter 10: Judicious use of policing jargon; community policing and academy preparation; implementation and preservation; challenges of measuring results; role of local police in homeland security; cybercrime and community policing; applying science to policing
- Chapter 11: Police wellness programs; transitioning from wartime soldier to peacetime officer; a safety plan and change of agency culture; need for training, policy, technology; OSHA and policing; federal and task force efforts; selected case studies
- Chapter 12: Defining and improving police productivity; use of citizen surveys, Compstat and crime analysis; specialized tactical units; criminal investigation units; traffic units
- Chapter 13: Homeland security and the terrorist threat; lone wolf terrorists; weapons of mass destruction; Department of Homeland Security; homeland security at the local level—intelligence-led policing and threat assessment, fusion centers, critical infrastructure identification, partnering with private security
- Chapter 14: Five types of core policing technologies; sensor and surveillance technology (body cameras, drones); identification technology; determining which IT tools to use based on type of task involved; employing social media; updates on uses of robots; using apps for crime-fighting, solving cold cases; some legal, moral, practical considerations; the Internet of Things



## INTRODUCTION

This is an exciting point in time to be studying (or working in) law enforcement at any jurisdictional or hierarchical level, as evidenced by the fact that, since this book's previous edition appeared, the new strategies (smart policing, intelligence-led policing, predictive policing, and so on), technologies, and methods that have come into being have changed the field to a major degree. Added to the already challenging philosophy and strategies of community- and problem-oriented policing, these even newer strategies challenge the intellect and ability of today's police officers to address crime and disorder in ways that are more stimulating and exhilarating than ever before.

Famed educator John Dewey advocated the "learning by doing" approach to education or problem-based learning. This fourth edition is written, from start to finish, with that philosophy in mind and is reflected in the book's subtitle, *Challenges, Best Practices, & Case Studies*. And, as with its three predecessors, this book benefits from the authors' more than 100 years of combined practical and academic experience. Its chapters contain a real-world, applied flavor not found in most such textbooks and reflect the changing times in which we live and the tremendous challenges facing federal, state, and local agents and officers every day. And, also like its three preceding editions, this edition continues to represent our best attempt to allow the reader, to the fullest extent possible, to vicariously experience what one must know and do when occupying a leadership position in policing by providing a highly practical, comprehensive worldview of the challenging occupation.

## TERMS USED THROUGHOUT THE BOOK

Although the terms *administration*, *management*, and *supervision* are often used synonymously, it should be noted that each is a unique concept that occasionally overlaps with the others. **Administration** is a process whereby a group of people are organized and directed toward achievement of the group's objective. The exact nature of the organization will vary among the different types and sizes of agencies, but the general principles used and the form of administration are often similar. Administration focuses on the overall organization and its mission and its relationship with other organizations and groups external to it. Administrators are often concerned with the department's direction and its policies and with ensuring that the department has the resources to fulfill its community's expectations. Police administrators generally include the chief, assistant chiefs, and high-ranking staff who support the chief in administering the department.

**Management**, which is also a part of administration, is most closely associated with the day-to-day operations of the various elements within the organization. For example, most police departments have a variety of operational units such as patrol, criminal investigation, traffic, gang enforcement, domestic violence, or community relations. Each of these units is run by someone who is most aptly described as a manager. In most cases, these managers are captains or lieutenants. These managers ensure that their units fulfill their departmental mission and work closely with other units to ensure that conflict or problems do not develop. They also attend to planning, budgeting, and human resource or personnel needs to ensure that the unit is adequately prepared to carry out its responsibilities.

Although the book's primary focus is on the two above levels of leadership, occasionally we will discuss **supervision**, which involves the direction of officers and civilians in their day-to-day activities, often on a one-to-one basis. Supervisors ensure that subordinate officers adhere to departmental policies, complete tasks correctly and on a timely basis, and interact with the public in a professional manner. Supervisors often observe their subordinates completing assignments and sometimes take charge of situations, especially when a deployment of a large number of officers is needed. They also work closely with managers to ensure that officers' activities are consistent with the unit's mission and objectives.

Captains and lieutenants (called middle managers) also supervise, but they supervise persons who are also supervisors, and are more concerned with a unit's activities rather than with an individual officer's activities. In actuality, all ranking personnel from the chief to the sergeant supervise, but this text is concerned with supervision by sergeants and mid-level managers.

Finally, the terms *police officer*, *law enforcement officer*, and *peace officer* are also generally interchangeable. The primary difference is that peace officer refers to anyone who has arrest authority and usually includes correctional officers, probation officers, parole officers, and persons with special police powers. Correctional officers have specific police powers in their correctional facility workplace, and investigators of welfare or Medicaid fraud have limited peace officer powers. In this text, we are primarily concerned with the following: local police (including municipal police officers and county deputy sheriffs); state police and highway patrol troopers; and others holding local, state, or federal law enforcement officer status. For the purpose of this text, the term *police officer* will generally be used to refer to all the positions noted.

## ORGANIZATION OF THE BOOK

This fourth edition's 14 chapters have been revised and reorganized to better provide the reader with an understanding of the key elements of police leadership from both the theoretical and applied perspectives.

Part I, "Organizations as Living Entities," generally introduces how and why police agencies are formally organized and behave in general. Chapter 1 defines an organization and its leadership roles, and why goals, mission statements and strategic planning are important therein. Chapter 2 will explain scientific management and how it applies to organizing work and several major theories as they have been found to contribute to organizational administration and management. Chapter 3 continues that theme, focusing on theories as they relate to personnel motivation, how leadership skills are developed, empowering employees, and the major roles of police executives. Chapter 4 explains the very important concept of communications as it exists within police organizations, to include formal and informal communication, barriers, jargon and codes, negotiation and conflict resolution.

Part II, "Managing Human Resources," obviously focuses on several aspects of police leadership as they relate to personnel. Chapter 5 provides an explanation of how police human resource systems operate; also discussed are the impact of affirmative action laws and requirements; police recruitment, testing, and training; an overview of how new officers are evaluated; promotional systems; specialized units; and risk management. Chapter 6 begins with an overview of the Peace Officers' Bill of Rights and several areas in which their constitutional rights are limited under the U.S. Constitution and federal court decisions; included is the spreading legalization of marijuana and policing, the nature and handling of police complaints, early intervention systems for use with problem officers, and police liability. Chapter 7 will explain how and why police unions were created, the three collective bargaining models, union contracts, and leaders' tips for navigating the waters of collective bargaining. Finally, Chapter 8 covers financial administration, to include methods of enhancing budgets, types and formats of budgets, and grants and uses of civilians.

Part III, "Managing the Work of Police," approaches the police leader's role in the workplace from several perspectives. Chapter 9 discusses police ethics and what managers and their first-line supervisors can and must do to maintain a culture of integrity; also discussed are constitutional policing, legitimacy, procedural justice, bias-based policing, and workplace harassment. Chapter 10 considers several facets of the community policing and problem-solving philosophy and strategy, including officer training and education, adapting organizational culture and roles under this strategy, and several related concepts (i.e., CompStat, smart policing, intelligence-led policing, and predictive policing). Chapter 11 considers the essential topics of police wellness and stress, to include officers' dangers, maintaining a wellness program, and employee assistance programs. Chapter 12 considers several means of evaluating police productivity, including use citizen surveys, different methods of patrol; the implications of the Kansas City patrol study; directed patrol; when saturation patrols, crackdowns, stop-and-frisk, and tactical units should be used; employing follow-up investigations; and traffic functions. Chapter 13 considers the very important topic of homeland security, including international groups that are involved in terrorism, how Americans become radicalized, weapons of mass destruction and armaments, agencies of the Department of Homeland Security, the National Infrastructure Protection Plan, critical infrastructure, fusion centers, working with private security agencies, and how the National Incident Management System operates.

Finally, Part IV, entitled "In the Police Toolkit: Essentials for the Tasks," explains how technologies serve as a support system for methods and practices discussed in most if not all of the preceding chapters. Its Chapter 14 looks at core technologies for police; how to determine which technologies to use; technologies in crime analysis, mapping, problem-solving, real-time crime centers, crime management, and fingerprinting; the debate surrounding body-worn cameras and license plate readers; and the status of selected technologies, including drones, social media, facial recognition, robots, apps for crime-fighting, and the Internet of Things.

The book concludes with an appendix that includes related wisdom of the ages—advice from Lao-Tzu, Confucius, and Machiavelli.

Also, note the following enhancements for each chapter:

- At the beginning of each chapter are "Key Terms and Concepts" and "Student Learning Outcomes" sections, affording readers an idea of the chapter's content as well as the major concepts and points to be drawn from it.
- In keeping with this book's emphasis on the applied, practical approach, each chapter includes several case studies—which we term "You Decide" exercises—that allow you to contemplate the kinds of problems that are routinely confronted by police supervisors and managers, and apply the chapter's materials to the problem at hand.
- Discussion questions and "Internet Investigations" sections are provided at the end of each chapter, to assist the reader to further understand the information contained therein and to engage in independent study of the chapter's materials via the World Wide Web.

With a fundamental knowledge of the criminal justice system and these chapter enhancements, the reader should be in a position to engage in some critical analyses—and even, it is hoped, some spirited discussions—of the issues involved and arrive at several feasible solutions to the problems presented.

## **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.** Our presentations are clear and straightforward. Photos, illustrations, charts, and tables from the book are included in the presentations when applicable.

To access supplementary materials online, instructors need to request an instructor access code. Go to [www.pearsonhighered.com/irc](http://www.pearsonhighered.com/irc), where you can register for an instructor access code. Within 48 hours after registering, you will receive a confirming e-mail, 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](http://www.mypearsonstore.com).

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Larry K. Gaines currently is a professor and chair of the Criminal Justice Department at California State University at San Bernardino. He received his doctorate in criminal justice from Sam Houston State University. He has police experience with the Kentucky State Police and the Lexington, Kentucky, Police Department. Additionally, he served as the executive director of the Kentucky Association of Chiefs of Police for 14 years. Dr. Gaines is also a past president of the Academy of Criminal Justice Sciences. His research centers on policing and drugs. In addition to numerous articles, he has coauthored a number of books in the field: *Police Operations*; *Police Administration*; *Managing the Police Organization*; *Community Policing: A Contemporary Perspective*; *Policing Perspectives: An Anthology*; *Policing in America*; *Drugs, Crime, and Justice*; *Criminal Justice in Action*; and *Readings in White Collar Crime*. His current research agenda involves the evaluation of police tactics in terms of their effectiveness in reducing problems and fitting within the community policing paradigm. He is also researching the issue of racial profiling in a number of California cities.

Ronald W. Glensor is an assistant chief (retired) of the Reno, Nevada, Police Department (RPD). He has accumulated more than 36 years of police experience and commanded the department’s patrol, administration, and detective divisions. In addition to being actively involved in RPD’s implementation of community-oriented policing and problem-solving since 1987, he has provided such training to thousands of officers, elected officials, and community members representing jurisdictions throughout the United States as well as Canada, Australia, and the United Kingdom. He is also a judge for the Herman Goldstein International Problem Oriented Policing Awards held annually throughout the nation. Dr. Glensor was the 1997 recipient of the prestigious Gary P. Hayes Award, conferred by the Police Executive Research Forum, recognizing his contributions and leadership in the policing field. Internationally, he is a frequent featured speaker on a variety of policing issues. He served a six-month fellowship as problem-oriented policing coordinator with the Police Executive Research Forum in Washington, DC, and received an Atlantic Fellowship in public policy, studying repeat victimization at the Home Office in London. He is coauthor of *Community and Problem-Oriented Policing: Effectively Addressing Crime and Disorder* (seventh edition) and was coeditor of *Policing Communities: Understanding Crime and Solving Problems*; Dr. Glensor has also published in several journals and trade magazines, is an adjunct professor at the University of Nevada, Reno, and instructs at area police academies and criminal justice programs. He holds a doctorate in political science and a master’s of public administration from the University of Nevada, Reno.