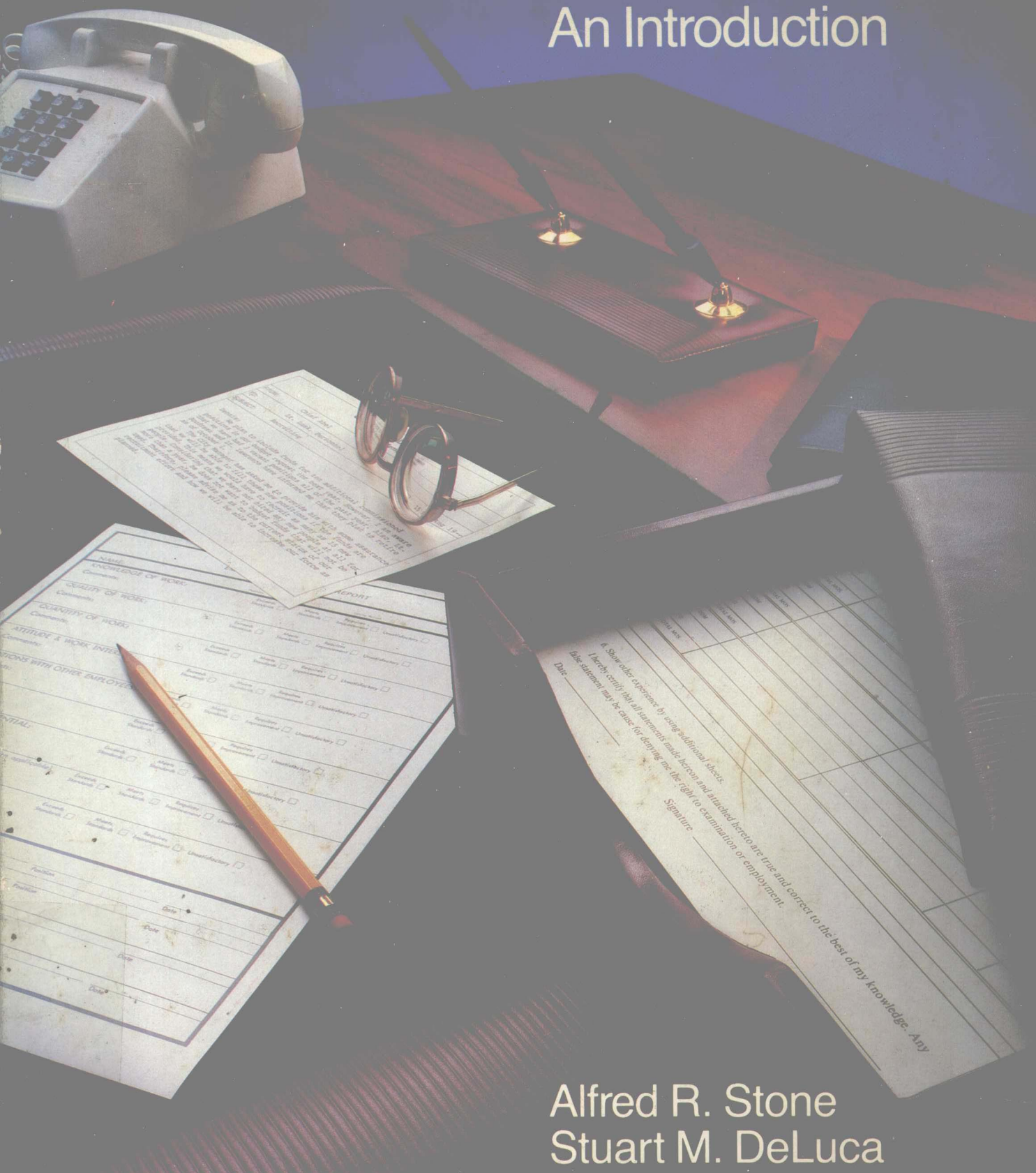


POLICE ADMINISTRATION

An Introduction



Alfred R. Stone
Stuart M. DeLuca

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POLICE ADMINISTRATION: An Introduction

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**ALFRED R. STONE
STUART M. DeLUCA**

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JOHN WILEY & SONS

New York
Chichester
Brisbane
Toronto
Singapore

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Library of Congress Cataloging in Publication Data

Stone, Alfred R.

Police administration.

Bibliography: p.

Includes indexes.

1. Police administration—United States. I. DeLuca,
Stuart M. II. Title.

HV7935.S76 1985 351.74 84-13030

ISBN 0-471-86898-1

Printed in the United States of America

10 9 8 7 6 5 4 3 2 1

FOREWORD

Among all the law enforcement agencies in the United States, large and small, there is one common characteristic: every last one of them has an administrator. In fact, some of them have several administrators.

I mention this because somehow the administrators are so often overlooked when the quality of police service is being discussed. There are plenty of ideas for improving the patrol force, for raising the quality of criminal investigations, for making police agencies more effective and efficient. But in my experience, all these schemes are fruitless unless the quality and performance of the administrator is considered.

Part of the problem, I suppose, is the long-standing tradition (which is really not much more than a habit) of choosing administrators on the basis of seniority: whoever has lasted longest gets the best job. If experience and ability were identical, this would be as good a way as any to select people for administrative positions. Unfortunately, it appears that some people profit much less than others from experience.

There have been earlier textbooks designed to improve the quality of police administration. Without discrediting the contributions of Wilson and McLaren, Eastman, and several others, I have felt for many years that there was a great need for a text that would first address the genuine needs of administrators in all kinds and sizes of police agencies—not just the large urban departments—and second, that would present a blend of proven theory and current, practical information. The present text, in my opinion, comes closer to the ideal than any other work that has come to my attention.

I have known Al Stone for some 30 years. He has had ample experience in every aspect of law enforcement, and has made countless contributions (mostly unrecognized) to the field. As a personnel training officer for the Texas Department of Public Safety, he has helped a generation of young officers enter the field with the best practical education available anywhere.

Stuart DeLuca brings an entirely different kind of background to the endeavor. He has a rare talent for expressing in clear, concise language the principles of police science.

Together, these gentlemen have produced a text that may come to be seen as a landmark in the field. It is comprehensive in scope, contemporary in approach, and unusually coherent in its presentation of both the principles of administration and their practical applications. I commend their

work to your examination in the hope, which I share with the authors, that the student will find it both useful and stimulating.

Wilson E. Speir
Southwest Texas State University,
San Marcos, Texas

PREFACE

This text is intended to provide an overview of the principal duties and responsibilities of the police administrator. In most cases, police administration is offered to first- and second-year students, so we have assumed only a minimal familiarity with basic concepts of law enforcement on the part of the student.

The practice of managing a law enforcement agency is fraught with serious difficulties. One segment of the community demands more, and more effective, police services to take criminals off the streets; another segment of the community insists on paring public expenditures to the bone regardless of the consequences; yet another segment of the community calls for greater sensitivity and compassion on the part of the police toward disadvantaged, socially alienated minorities, who, for whatever reasons, seem to provide a disproportionate share of the police agency's workload. And when the beleaguered administrator looks within the agency for support, he or she finds subordinates who are too often poorly motivated, undisciplined, and clamoring for more pay and benefits.

Police administrators themselves are often poorly prepared for their awesome responsibilities. Within the past decade, both pre-service training (primarily in colleges) and continuing education programs have begun to develop a generation of young law enforcement professionals who are far better equipped than their predecessors. However, the long-standing traditions of promotion from within and emphasis on seniority (even when qualified by competitive examinations) continue to produce ranks of supervisors, mid-level managers, and upper-level administrators whose most outstanding trait is that they have survived. Some are dynamic, innovative leaders, but these are at least as rare in law enforcement as in any other field of endeavor.

We do not expect the student who completes a course in police administration to go out into the world and be hired as a police chief. Rather, most of the students who use this book will face at least two or three more years of pre-service education, then will enter the police service at the bottom: as a rookie police officer. Those who find police work to be a satisfying, challenging career, and who do not wash out along the way, have a good chance of being promoted to sergeant after four or five years; with that promotion will come their first taste of managerial responsibility. Further promotions will come slowly; with luck and diligence, the student who

reads these words today might hope to attain a mid-level managerial position some 12 to 15 years from now. It is also probable that this text will be used in continuing education courses or police academy training seminars to prepare officers to take administrative positions in the near future, or to assist those who already hold managerial jobs and who could use a little help in coping with the unfamiliar terrain. Nevertheless, we assume that for most of the readers of this text direct experience with administrative responsibility lies somewhere in the future.

Why then should students study police administration so early in their careers? There are several reasons.

- An understanding of the principles of police administration and organization will enable the subordinate officer to better understand the way his or her agency operates; in short, learning the principles of leadership helps one to be a good follower.
- The study of police administration provides a broad perspective over the entirety of a police agency, more so than any other subject except perhaps a course in the principles of criminal justice; thus, the course helps a young officer to understand how his or her duties are related to the other operations of the agency.
- The fundamental concepts of good administration, once learned, are unlikely to be wholly forgotten even over a period of a decade or more; the young officer will have ample opportunities to compare the principles learned in this course with the realities of organization and administrative practice found in his or her agency.

Some of the practical advice and specific procedures we will discuss in this text might be obsolete by the time today's student settles into a desk job (although, again, this should not be true for the reader who is already an administrator or about to become one). Nevertheless, we have conscientiously tried to maintain a balance between theoretical concepts and their practical applications. We feel strongly that a theory alone, no matter how precisely formulated or how thoroughly validated, means very little. On the other hand, a book full of "recipes" and detailed guidelines for administrative practice, without a theoretical framework to make sense of the mass of detail, does not give the student a fair opportunity to apply the principles of sound administration to the particular situation with which he or she must deal. Whether we have succeeded in maintaining the proper balance between theory and practice, the reader must judge.

The text is divided into five parts. Part I is an introduction to basic concepts and theories of management, derived largely from business administration practices and applied to the specific requirements of law enforcement. Part II presents both theoretical and practical approaches to the management of the buildings, equipment, and other material resources required by a police agency.

Part III covers the theory and practice of managing police personnel, including recruitment, selection, training, promotion, leadership, and discipline.

Part IV treats the basic principles of organization and administration of police patrol, traffic law enforcement, criminal investigation, and other essential law enforcement operations.

An epilogue, "Police and the Community," concludes the text with some observations on the relationships between a law enforcement agency and the public it serves.

The 17 chapters in the text are intended to cover every aspect of police administration in sufficient depth and detail that it would be possible for the student to take an administrative job immediately upon completing the course. Naturally, there is a great deal more that an administrator must know in order to be successful, and much of that knowledge can come only from experience, including trial-and-error experimentation with different techniques. For some of the most difficult administrative problems, there is no one right answer, but rather a range of possible solutions. We can only hope to suggest that range, and perhaps point the student toward sources of more detailed information where appropriate. As for the rest, the novice administrator will soon learn what works and what does not in his or her environment.

Our world has been made considerably easier, during the development of this text, by the help that we have gratefully received from the following:

Major Kenneth Maurer, Tucson (Ariz.) Police Dept.; Chief Travis L. Lynch, Macon (Ga.) Police Dept.; Chief Ernie Gallaher, Pendleton (Ore.) Police Dept.; Chief Chris Wiggins, Durango (Colo.) Police Dept.; Chief Bill R. Myers, Birmingham (Ala.) Police Dept.; the Planning and Research Division, Mesa (Ariz.) Police Dept.; Chief Alan E. Gollihue, Portsmouth (Va.) Police Dept.; Chief Byron R. Rookstad, Cheyenne (Wyo.) Police Dept.; Sheriff Charles Sharpe, Cumberland County, Maine; Chief W. W. Perrett, Tacoma (Wash.) Police Dept.; Chief C. E. Swindall, Montgomery (Ala.) Police Dept.; Lt. Frank Barker, Las Vegas Metropolitan Police Dept.; Chief Daryl F. Gates, Los Angeles Police Dept.; Deputy Superintendent Dennis E. Nowicki, Chicago Police Dept.; and Captain R. Hampton, Fort Smith (Ark.) Police Dept.

Also, Marcia Werner and Marty Lewis of Quality Composing, Austin, created the typography for most of the "in-basket exercise" materials; and Sue Bryant of the Texas Dept. of Highways and Public Transportation provided a number of photographs and documents.

We are grateful also to those who read and commented upon the manuscript for this book in various drafts. They are: Andrew P. Dantschisch, Robert E. Snow, Charles D. Hale, Robert B. Tegarden, Howard Abadinsky, Erik Beckman, B. W. Adams, Jr., Wilson E. Speir.

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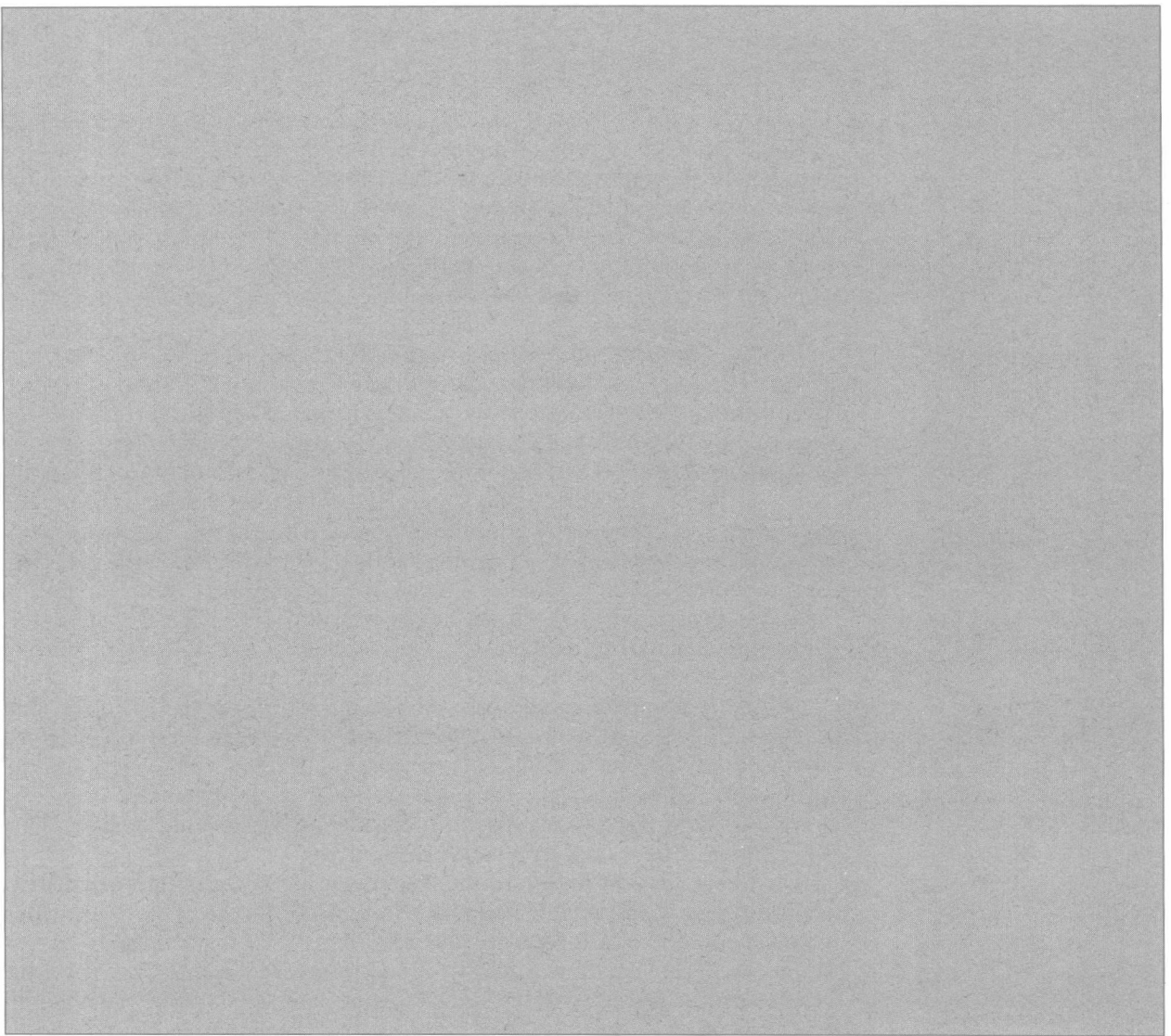
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DATA BANK
CITY
POLICE DEPARTMENT



AT THE END OF EACH CHAPTER IN THIS BOOK, THERE IS A simulation exercise for the student to complete. The exercise consists of one or more documents that might be found in the in basket on an administrator's desk. These documents—interoffice memos, letters, and so forth—introduce or represent management problems for which a solution must be found or a decision must be made. The student's task will be to solve the problem or make the decision, based on the information given in the simulated documents, as if the student were the administrator.

The student will be directed to take various roles, representing different levels of management in the police agency—from chief of police to lieutenant—in a hypothetical agency, the City Police Department, in the fictitious community of City, State. The following Data Bank contains basic information about City and its police department that the student will need as background for the administrative decisions to be made in the in-basket exercises.

CITY, STATE

City is a growing urban center with a current population of 132,000. In recent years City's growth rate has been about 5 percent per year, which means that the population will double in about 14 years (assuming that the growth rate continues). This rapid growth has brought a number of problems to City: overcrowding in its deteriorating older areas, rapid expansion of its boundaries as new suburban developments are built, and a constant need for public services—including law enforcement—to catch up to the population growth.

City was founded in 1856 as an agricultural trading center on the Gray River. The river was the main transportation link to larger markets downstream and brought a steady flow of traffic from farther upriver. During the late nineteenth century, a variety of small industries located along the river where transportation and water for industrial processes were readily available. Although the river is no longer important for transportation, the riverfront is still primarily an industrial area with smoky factories (metal processing, a brickworks, a brewery, and so forth), warehouses, and low-rent tenements. The commercial heart of City continues to thrive and, in fact, has prospered as the town has grown into a modern urban center. Banking and retail trade have kept the downtown area vibrant in spite of increasing competition from outlying shopping malls.

The railroad replaced the river as the primary transportation link around the turn of the century. Before World War I, the regional rail yards just north of City employed hundreds of workers in their shops. Now the rail yard is an industrial park, occupied by a variety of small factories and warehouses. A third, much newer industrial area is located near the City Municipal Airport on City's southwest corner.

The old residential areas around the fringes of City's commercial district went through a long decline, from World War II until the early 1970s, when young people began to reclaim the old homes and restore them—or, in some cases, convert them into offices and shops. Meanwhile, the principal residential areas shifted to the suburbs, especially City's gently rolling hills to the west. For the most part, residential development has continued westward; the newest and most fashionable suburban developments are along City's western flanks.

The establishment of an Army Air Corps base north of City, to the east of the railroad district, attracted another element to City's population during World War II. After the war, Wingtip Air Force Base was made a permanent installation; during the Korean War, Wingtip became a closed, high-security base. Local gossips assume that the base has something to do with nuclear weapons, but the subject is not openly discussed even among the military families who live around the base's perimeter.

Yet another population center within City is the university area on the south side, east of the airport. City University is a private, four-year college with an enrollment of about 2500 students, most of whom live on the campus or in the fraternity houses and cooperative dormitories nearby. College faculty members also tend to live in the area, which is characterized by graceful, well-maintained homes built mostly during the 1920s. A new, upper-middle-class suburb, University Heights, has been developed southwest of the university area in recent years.

Overall, City's population is highly representative of the national population. About 22 percent of the City population has less than a poverty-level income, as computed by the federal Department of Commerce. Sixty-nine percent are classified as middle income, and 9 percent have a high income. City's ethnic composition is as follows:

White/Anglo	62.9 percent
Black	17.3 percent
Hispanic	14.7 percent
Native American	1.6 percent
Oriental	3.0 percent
Other, unclassified	0.5 percent

The only incorporated suburb adjacent to City is Riverside, across the Gray River to the southeast. Riverside is actually older than City; it was first settled in the 1830s and incorporated in 1848 but, for reasons that have never been clear, Riverside never grew to prosperity as City did. Riverside today, with a population of 8500, is a town of struggling, marginal industries, dilapidated warehouses, and a comparatively transient working-class population, of whom about 65 percent are black or Hispanic. There are no other incorporated communities in County, of which City is the county seat. There are, however, four unincorporated villages, two to the west of City, one to the northeast, and one to the south.

The following maps show (1) the public streets and main physical features of City, (2) the pattern of land use, and (3) the City Police Department's patrol beats. The maps were prepared by the City Planning Department, are current, and are presumed to be accurate.

CITY POLICE DEPARTMENT

The first official police agency was established in City in 1861 with the hiring of a town marshal and two deputies. After the Civil War, the marshal's office expanded with the growing population. In 1875, the marshal was fired for incompetence, along with 6 of his 24 deputies, and the force was reorganized as the City Police Department. The first chief, "Boss" Howtzer, established four patrols of eight men each in the four municipal



5 CITY POLICE DEPARTMENT

