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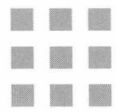
Managing CRIMINAL JUSTICE Organizations

An Introduction to
Theory and Practice



Richard R. E. Kania
Richards P. Davis

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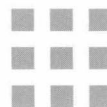
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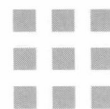
Dedication

This edition of our book became possible because of the support and encouragement extended to me by my faculty colleagues in Criminal Justice at Jacksonville State University, especially my co-author Richards P. Davis and contributor Randal L. Wood, and our department secretary Mrs. Sue Gardner. My thanks to Jauneth Skinner whose original art works do much to improve our book. I also wish to thank Michael C. Braswell for inviting me to submit the original manuscript to Anderson and to the Anderson, Lexis-Nexis, Michie, and Elsevier production teams for their help in bringing the current project to its conclusion.

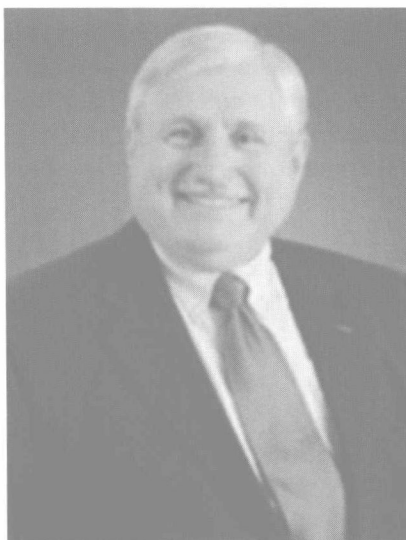
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I would like to thank Richard Kania for inviting me to contribute to this edition. I also appreciate the support of the faculty and staff of the Criminal Justice Department, especially Sue Gardner. Finally, I would like to thank my wife, Lea, and my kids, Drake, Jordan, Noah, and Tara for their patience and support.

RPD



About the Authors



Richard R. E. Kania

Richard R. E. Kania joined Jacksonville State University (JSU) of Alabama in December 2005 to be the department head of Criminal Justice. Prior to that, he had been at the University of North Carolina (UNC) at Pembroke since 1999, leading their Department of Sociology and Criminal Justice. From 1982 to 1999, he rose to full professor and headed the Department of Justice and Policy Studies at Guilford College in Greensboro, North Carolina. He also has taught at UNC–Charlotte and for the Southern Police Institute of the University of Louisville. Kania was a Senior Fulbright Professor for the Central European University in Warsaw, Poland, while on sabbatical in 1997–1998. In 2004–2005, he was awarded his second Fulbright Fellowship to teach at the Belarusian State University in Minsk, in the Republic of Belarus.

Kania originally majored in anthropology at Florida State University, where he earned his BA with Honors in 1968. He continued his studies of anthropology at the University of Virginia, earning an MA there in 1974, and wrote his MA thesis on conflict resolution and the law ways of the Hopi of Arizona. In between earning his BA and MA degrees, he served in the Army in Berlin and in Vietnam. He also was a city police officer in Virginia, and that experience led him to “change his major” midway through his doctoral studies and redirected him into a teaching career in criminal justice.

He has published extensively, with articles in more than 20 scholarly journals and a number of book chapters. He has authored one previous book, co-edited another, and has edited one journal special issue and several major government and research reports. His articles have been published in Poland, Belarus, Russia, and Romania. He is the recipient of several awards and grants and has held various offices in professional and public service organizations.

Kania has had managerial experience in the U.S. Army, working in operations, personnel, intelligence, contracting, facilities, and logistics assignments. He commanded an army engineer company in combat in Vietnam and served on the Army Staff in the Pentagon, rising to the rank of lieutenant colonel in the Army Reserve. His civilian managerial experience was as a criminal justice and public safety regional planner and as the academic department head for three colleges.



Richards P. Davis

Richards P. Davis is a Professor of Criminal Justice at Jacksonville State University and the Director of the Criminal Justice Graduate Studies program. He was hired by the JSU Department of Political Science and Public Administration in 2000, where he taught in the Master of Public Administration program as well as Political Science and Criminal Justice at the undergraduate level. He moved to the Department of Criminal Justice full time in 2002. Prior to Jacksonville State he was on the faculty of Dalton State College in Dalton, Georgia, where he taught numerous courses in Political Science and Criminal Justice from 1993 to 2000.

Davis received his BA degree, with honors, from the University of Georgia in 1989. He received an MA in 1992 and his PhD in 1995, both from the University of Alabama. He has authored several published works and has served as a textbook revision author. He has also made multiple professional conference presentations. He is designated as an International Crime Prevention Specialist by the International Society of Crime Prevention Practitioners and is a member of the advisory board for the United States Designing Out Crime Association. He also holds advanced certification in Crime Prevention Through Environmental Design (CPTED), and has worked with crime prevention practitioners and police officers from all over the United States and the United Kingdom in his crime-prevention activities.



Contents

About the Authors	xiii
1 An Introduction to Criminal Justice Management	1
Rethinking Luther Gulick's POSDCORB	5
LODESTAR versus POSDCORB	7
Private versus Public Management	13
Summary	14
References and Supplemental Sources	15
2 Management Positions in Criminal Justice	19
The Police and Law Enforcement Management	21
Managing the Prosecution of Criminal Suspects	24
Defense Attorneys: Public Defenders and Private Counsel	25
Managing Bail, Bond, and Pretrial Detention Services	26
Managing Victim and Witness Services	27
Managing the Judicial System	28
Managing Adult Corrections	31
Community Corrections, Probation, and Parole Officers	33
Juvenile Justice	35
Summary	36
References and Supplemental Sources	38
3 Historical Antecedents	41
Pioneers and Predecessors of Modern Public Service	
Management Theory	42
Summary	66
References and Supplemental Sources	68

4	Leading in Criminal Justice	71
	Leadership Selection	71
	Attributes of Successful Leaders	73
	Authority versus Power versus Influence	76
	Human Relations School Theorists and the Hawthorne Studies	80
	Abraham Maslow: Hierarchy of Human Needs	81
	Frederick Herzberg: Motivation and Hygiene	82
	Douglas McGregor and Theory X versus Theory Y	82
	Fiedler, Luthans, and Contingency Management	84
	Summary	89
	References and Supplemental Sources	90
5	Organizing Criminal Justice	93
	Bureaucracies	93
	Organizational Principles and the Courts	97
	Organizational Principles and Law Enforcement	97
	Organizational Principles and Corrections	99
	Principles of Organization	102
	Organizational Structure and Function	107
	Applying Organizational Principles	108
	Management Theorists Consider the Three Models	110
	References and Supplemental Sources	111
6	Decision-Making and Planning	113
	Managerial Decision-Making	114
	Decision-Making: General Principles and External Planning Factors	116
	Criminal Justice Managerial Planning	117
	The Products of Planning	120
	Methods of Group Decision-Making: Cooperation and Consensus versus Competition	120

Systems Management and Planning	122
Program Planning	123
Problem Analysis	124
Organizational Development	126
Summary	128
References and Supplemental Sources	129
7 Evaluating, Appraising, and Assessing Performance	131
Individual Evaluation	131
Managerial Issues in Personnel Evaluation	131
Organizational Evaluation	138
Cost–Benefit Analysis	142
Change in Organizations	143
Kinds of Change	144
Resisting Change	145
Change and Conflict	145
Summary	149
References and Supplemental Sources	150
8 Staffing and Personnel Issues	153
Historical Developments in Public Personnel Practices	153
Scientific Management and Personnel Practices	162
Programs for Affirmative Action	163
Where Will Affirmative Action Take Us Next?	166
Employee Turnover	166
Sample Personnel Policies	167
Summary	172
References and Supplemental Sources	173
9 Training and Education for Criminal Justice	177
A History of Criminal Justice Training and Education	177

	College Education for Criminal Justice	180
	Determining Training and Education Needs	182
	Continuing In-Service Training and Education	183
	Fitting into the Organization	184
	Occupational Socialization	186
	Police Socialization	188
	Socialization in the Courts	190
	Socialization in Corrections	190
	General Socialization Strategies	191
	Summary	191
	References and Supplemental Sources	192
10	Allocating Key Organizational Resources	195
	Time Allocation	195
	Time-Management Tools	196
	Reading and Using a Gantt Chart	196
	Network Analysis with CPM and PERT	198
	Allocating Equipment and Facilities	200
	Fiscal Management and Funding Sources in Public Service	202
	Other Budget Terms	203
	Budgeting Approaches	208
	Summary	209
	References and Supplemental Sources	211
11	Reporting for Criminal Justice: Information Management and Organizational Communications	213
	Reporting Obligations	214
	Communication Styles	214
	Communicative Behavior	214
	Communications Audiences	215

Reporting and Communications Problems	215
Nonverbal Communication	218
Nonverbal Speech Cues (Paralanguage)	219
The Language Itself: The Choice of Words	220
Semantic Problems with the Spoken Word	221
Written Communications	222
Document Classification and Protecting Sensitive Information	223
Computer and Communications Security (COMSEC)	225
Information Sharing and Communication Networks	226
Face-to-Face Communicating: Giving a Formal Briefing	227
Information Storage and Retrieval Systems	228
Making Use of Criminal Justice Data: Reporting Revisited	229
Summary	230
References and Supplemental Sources	231
12 Future Issues in Criminal Justice Management	233
Natural Patterns in Change	235
Issues Criminal Justice Managers Will Face in the Future	236
Summary	245
References and Supplemental Sources	246
Appendix	249
Glossary	257
Index	283



An Introduction to Criminal Justice Management

A textbook on criminal justice management should begin by answering some basic questions about what management is and why studying it is important. Often the words **administration**, **organization**, and **management** are used as if they were synonymous, and they certainly do have overlapping meanings. Other related key terms important in this discussion are **supervision**, **agency**, **functionaries** (**officers**, **officials**, **administrators**, and **agents**) and **bureaucracy**. This imprecision in our language will result in some disagreement and confusion about these terms that we and others are and should be using. Different authors have used them in different ways. So we will begin by discussing these concepts.

Management is the art of overseeing, controlling, and exercising authority over the workforce of an agency and the organizational activities needed to guide it to accomplish a purpose or function. The *management* of an organization is the leadership team of the organization, and is comprised of the chief executive, department or division heads, middle-level managers, and their support staffs. A *manager* is an official who has authority, managerial, and supervisory functions.

Administration is the art of attending to an organizational activity or function—being in charge of some aspects supporting the conduct and exercise of that function and of the individuals assigned to achieve it. The *administration* is the leadership team of the organization, comprised of administrators and their support staffs. An *administrator* is an official who has authority and administrative and supervisory functions.

Organization is the art of planning, arranging, and structuring human activities and agencies, and also the condition of being organized. An *organization* is a work group united for some purpose or function; it includes managers, administrators, first-line supervisors, support staff, and the functionaries of the organization. **Functionaries** are the **administrators**; **officials** and **officers** are those who do the actual work of the agency. The term **agent** also is used to refer to those who are engaged by the organization to support its work; it includes those under contract to do tasks for the organization as well as employees of the organization. *Organizing* is the task of applying systematic structure and order to a human enterprise such as a governmental bureaucracy. Dean Champion has introduced the concept of “**units of analysis**” to the discussion of organizations (2003, pp. 10–14), by which he means the individuals of an agency, the small

BOX 1.1 A ROSE BY ANY OTHER NAME? MANAGEMENT OR ADMINISTRATION

In general, courses and textbooks in business curricula prefer the term *management* (Drucker, 1954, 1980, 1985, 1990; Fiedler & Chemers, 1974; Hersey & Blanchard, 1982; Massie, 1987; Roethlisberger, 1941; Roethlisberger & Dixon, 1939; Sisk & Williams, 1981; Taylor, 1911), while courses and textbooks in government and political science have preferred *administration*, as in “public administration” (Berkley, 1981; Mosher, 1975; Nigro & Nigro, 1973; Stahl, 1971). Many authors in criminal justice follow the preference for the term *public administration* (Carlson & Garrett, 1999; Champion, 2003; Peak, 2006; Phillips & Roberts, 2000; Souryal, 1995; Swanson & Territo, 1983; Wilson & McLaren, 1977). Exceptions abound though, as many criminal justice authors prefer the term *management* (Buchholz, 1990; Chase & Reveal, 1983; Cohn & Ward, Forsyth, 2004; 1980; Greene, 1982; Lynch, 1986; Lynch & Lynch, 2005; McDonald, 2002; Roberg, Kuykendall, & Novak, 2002; Thibault, Lynch, & McBride, 2001; U.S. Bureau of Prisons, 1973; Whisenand, 1981; Whisenand & Ferguson, 1978) and some criminal justice authors use both terms comfortably (Allen & Sawhney, 2010; Klofas, Stojkovic, & Kalinich, 1990). There are no hard-and-fast rules to settle this nomenclature question.

interpersonal work groups (the *teams*), and the formal organization as a whole (the *agency*).

A *bureaucracy* is a specific type of organization managed by officials selected and appointed on the basis of their objective preparation, talents, and merits. A *bureaucrat* is an official or functionary within such a bureaucracy.

Because *management* is the term more commonly associated with business, it carries additional connotations of greater initiative, more innovation, and more entrepreneurial efforts. *Administration*, the term in greater favor among political scientists, carries with it an implication of subservience to political institutions, the legislature, courts, and the elected chief executive transferring initiative and innovation to those branches of government and leaving administration to carry out the policies those three branches establish. As we will discover in Chapter 3, there is room for innovation, entrepreneurship, and initiative within the senior levels of the bureaucracy. It is for this reason that we prefer to focus on management. Yet it should be clear that the differences of administration and management are subtle and reflect the approach of the author choosing to write about them.

Dean Champion (2003) writes:

For our purposes, the administration of justice, or justice administration, is the description and elaboration of the structural, functional, and managerial processes involved in the coordination of activities related to determining the incidence of criminal conduct, the detection and apprehension of alleged criminals, an assessment of the credibility of evidence against the accused, a formal judgment about that conduct, and how that conduct is punished. (p. 5)

While all that is true, the main focus of this book is the *managing* of criminal justice organizations. What we will study has less to do with the traditional approaches to the study of criminal justice, crime, or criminological theory than it does with business administration or public administration, but this management aspect is critical to understanding the proper running (both managing and administering) of criminal justice agencies in their efforts to reduce and ameliorate crime. As Kenneth Peak (2006) uses and explains it, the concept of “administration” includes both management and supervision. His view is that it also involves the processes whereby workers are organized to achieve organizational objectives. Peak sees management as part of administration. In this book, we will reverse that. Peak and several others place administrators at the top of the organizational hierarchy, managers in the middle, and supervisors at the working level. It might be just as well to place managers on top, administrators next, and agree that first-line supervisors rank third in the administration–management team of an organization.

We do agree that all are involved in the organization of the workforce, and we also agree that there are basic, sound principles of organization in play that effective supervisors, administrators, and managers will use in the running of their agencies. So this book is about criminal justice *organization*, *administration*, and *management*, viewed from the perspective of a criminal justice *manager*. Managers use principles of administrative science to manage. Like Peak, we include within management the concept of *supervision*, even though it might be better seen as an aspect of leadership, to be discussed in Chapter 4, which is devoted to that topic.

As this discussion has suggested, the study of administration, organization, and management is complicated by popular misunderstandings of the key terms. It is not uncommon to find even bright, well-informed students who confuse management with administration and mix both with organization. It is easy to limit the conceptualization of *organization* to only its “corporate-entity” meaning, a synonym for *agency* (e.g., *the organization*, as in the FBI), thereby ignoring its process meaning (e.g., *organization*), that is, the process of arranging and structuring cooperative human effort. Indeed, there are scholars who use these words with such indiscrimination that the distinctions are blurred. The study of *organization* is not the study of *organizations*, but the science of how organizations are best organized, that is, structured and arranged. Champion (2003) tells us what a criminal justice organization is: “Any criminal justice organization is a pre-determined arrangement of persons whose interrelated tasks and specialties enable the total aggregate to achieve goals” (p. 7). He also warns us that the agencies have diverse goals, implicitly, and sometimes conflicting goals (p. 6). Part of the task of the manager is sorting all of this out.

Management, as to be used in this book, is not just the study of the management teams of organizations, but is also the study of the art of managing, including both skills in organization and in administration. **Administration** here is more than just the administrative personnel component of the agency; it is the science and art of the administrative process by which the agency is operated.

BOX 1.2 FIVE FRIENDS, FIVE MANAGERS

So who, then, is a criminal justice manager? Let me introduce you to five young criminal justice managers who recently came together for their 10th anniversary class reunion. Each had majored in criminal justice at the university, and each has followed a different path in his or her career. Each is working in a different city, and they have not seen much of each other over the past decade. Over dinner, they recount their careers for each other and for you. Each has enjoyed the “fast track” in his or her career, and each is now a criminal justice manager. None is yet the chief executive officer of their agency, but each of them has the ambition to be.

Paul was a fair athlete, playing in both team and individual sports at the university. He was hired by the police department in Vollmer City right after graduation, stayed in uniform, and recently was promoted to lieutenant in the patrol division. He still plays golf and tennis when he can find the time. His department sent him to the FBI National Academy in Quantico, Virginia, last year.

Carol Anne always had a talent for writing and was also quite sophisticated in the use of computers. She was hired as a deputy clerk of court after taking some additional paralegal courses and is now the chief clerk of the lower, misdemeanor court for Vanderbilt County. She also is writing a novel based on some of the interesting and unusual cases that have passed through her court.

Jerry minored in psychology and went into juvenile justice. After working as an intake counselor for the juvenile court and completing a master’s degree in counseling, he now runs one of the residential juvenile shelters for delinquent youths in his city. He was in a rock band while at the university and sponsors a similar group of amateur musicians among the teens assigned to his juvenile home. He feels that encouraging their musical talents will help them turn their lives around, give them career options, and enhance their social skills, and he observes that their playing entertains the other young men in their residence.

Cory went into federal corrections after graduation, leaving the state to work in a federal correctional unit. He completed an MPA part-time, online while working for the “feds.” He moved back home 4 years ago to take a supervisory position in the state correctional system, where he now is the deputy warden of a medium-security custodial unit, the Alexander Maconochie Correctional Center. He had enjoyed gourmet cooking while at the university and worked in an upscale restaurant while a student, but an assignment placing him in charge of the prison kitchen at the federal correctional institution spoiled his love for cooking for several years. He reports rediscovering the fun of gourmet cooking only recently, now that running a kitchen is not a major part of his state job.

Diane went to law school right after graduation, passed the bar, took a position as an assistant district attorney, and now is the chief deputy DA in charge of a team of junior deputy DAs dealing with high-priority and career-criminal felony prosecutions for her district. She was politically active at the university, held office in student government, and admits to her dream of becoming the district attorney some years from now when her current boss retires.

As they compare notes about their careers, families, and life experiences to date, they find that each of their positions involves them in many of the same responsibilities: leading, organizing, making decisions, evaluating individual subordinates and entire work teams, taking part in staffing actions, training subordinates, allocating resources, and reporting on their and their units’ activities. They remember a criminal justice management class at the university

where they learned Luther Gulick's (1937) "POSDCORB," the mnemonic acronym standing for planning, organizing, staffing, directing, coordinating, reporting, and budgeting, and they discuss how it applies to their work as middle managers now.

They also see some aspects of their work that POSDCORB does not fit quite as well. For example, while each is involved in budgeting to some degree, their duties involve other allocation functions related to agency budgets but not directly involving financial transactions. Paul explains that he must assign police patrol officers to various duties, making sure each is provided the equipment necessary to do their jobs. Jerry agrees, noting that running a juvenile detention facility involves all manner of decisions and resource allocation duties indirectly bearing on agency finances and budgets. Cory observes that it is much the same in his correctional unit, especially so when he was managing the federal prison kitchen. Moreover, each is involved in agencies that operate "24/7" (24 hours a day, 7 days a week), so that time also is a major factor in their resource allocation decisions.

All five agree that Gulick's formulation did not really cover training, but that too is a major responsibility for each of them. Diane points out that each new junior assistant DA knows sufficient law right out of law school, but most do not have enough experience with practical procedures to prepare and present a case in court. She explains that she pairs a newly hired assistant with a more experienced litigator. Paul says that's much like the FTOs (field training officers) his police department assigns, and Carol Anne joins their chorus. All agree that they are held responsible for any training shortcoming of their subordinates, and they must be attentive to their training needs.

Each of them has seen his or her job change. Initially each of them was "doing" criminal justice, but now each of them manages others who are doing criminal justice. Each now has an executive position in his or her agency, and each hopes someday to become the chief executive of that or a similar agency. Each one is a manager.

Rethinking Luther Gulick's POSDCORB

In 1937 Luther Gulick's contribution to management science, **POSDCORB**, first appeared to help us reflect on the questions he asked: "What is the work of a chief executive? What does he do?" His answer was the mnemonic acronym POSDCORB, the abbreviation for planning, organizing, staffing, directing, coordinating, reporting, and budgeting.

The mnemonic acronym POSDCORB and what it stands for has become common in managerial terminology. Most public administration and management principles texts make at least a passing reference to it. Many textbooks and managerial guides have been written with chapters to correspond to the content, if not also the precise order of planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Many more cover these same topics in slightly different words, as they attempt to answer the questions posed by Luther Gulick.

These questions remain before us today as we study the role of the criminal justice manager anew, not unanswered, but ever in need of refinements to address the changes in the public service workplace. In the 1937 article in which he answers his