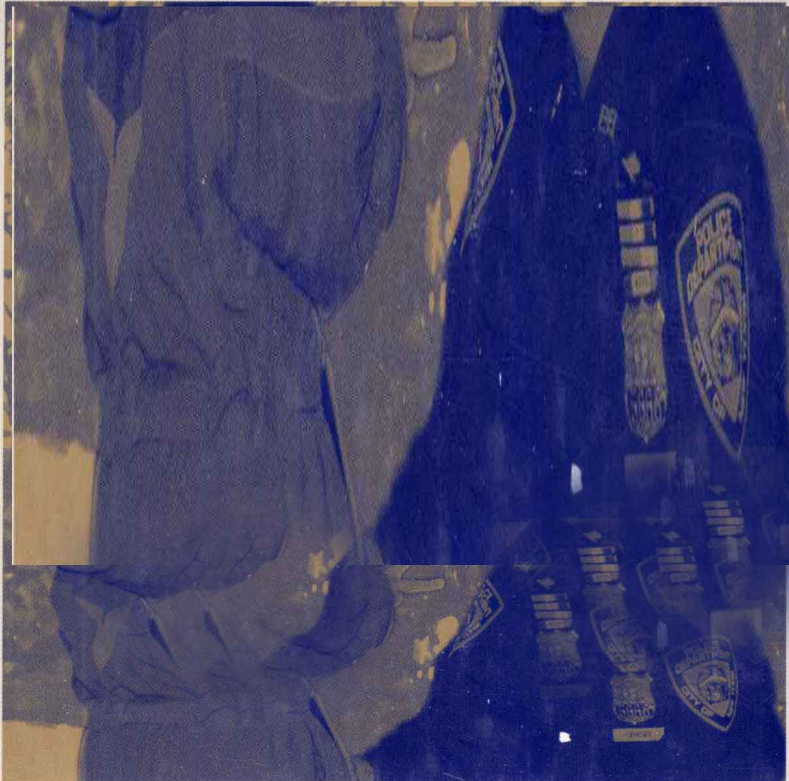


POLICE ADMINISTRATION

FIFTH EDITION



- James J. Fyfe •
- Jack R. Greene •
- William F. Walsh •
- O.W. Wilson •
- Roy Clinton McLaren •

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Police Administration

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POLICE ADMINISTRATION

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Fyfe served sixteen years with the New York City Police Department and is a former senior fellow of the Police Foundation. He is a commissioner of the Commission on Accreditation for Law Enforcement Agencies, recently chaired the American Society of Criminology's Task Force on Police, and was the editor of *Justice Quarterly*, the official journal of the Academy of Criminal Justice Sciences. He has published six books and more than 75 articles and book chapters, including *Above the Law: Police and the Excessive Use of Force* (with Jerome H. Skolnick, 1993).

Fyfe has won several professional awards for his research on police use of force, and has consulted with many police and law enforcement agencies in the United States and abroad. He has testified as an expert on police practices in federal and state courts and in the United States Senate and House of Representatives. His research was cited by the U.S. Supreme Court in *Tennessee v. Garner*, on which he consulted and for which he drafted the Police Foundation's *amici curiae* brief.

JACK R. GREENE, Professor of Criminal Justice at Temple University, has written extensively on matters of police management and organization, as well as the evaluation of police services. He is intimately involved in organizational change and the implementation of community policing in several major city police departments, including Philadelphia and Los Angeles. He regularly serves as a consultant/advisor to the National Institute of Justice, several police agencies, and policy research organizations. His research and writing

blend the intellectual and practical sides of police management and administration with the day-to-day world of the police.

Dr. Greene received his Ph.D. from Michigan State University, where he specialized in criminal justice and criminology, organizational sociology, and public policy analysis. Among his numerous publications and reports, are three books which he has edited, the most recent of which, *Community Policing: Rhetoric and Reality* (1988), was the first to critically assess a national movement to shift policing toward community and problem-focused issues. He is also the editor of *Managing Police Organizations: Issues and Analysis* (1982).

Professor Greene is the Director of Temple University's Center for Public Policy, a multidisciplinary, applied policy-research organization which provides timely and policy-focused analysis across a wide range of governmental and civic issues, including those of crime and justice. He is currently directing programming and research on the implementation of community policing in public housing settings, the assessment of organizational change needs within the Philadelphia Police Department, the climate and culture of safety within Philadelphia middle schools, the use and effectiveness of "safe corridors" in travel to and from school, and the social and physical rebuilding of a large section of North Philadelphia.

WILLIAM F. WALSH is the Director of the Southern Police Institute and Associate Professor in the Department of Justice Administration at the University of Louisville. The Southern Police Institute is an advanced education and training center dedicated to enhancing the professional development of law enforcement practitioners, with emphasis on training current and future police executives. Walsh's students hold police command positions throughout the United States, Europe, and the Pacific Rim nations.

A former member of the New York City Police Department with 21 years' service, Walsh holds undergraduate and master's degrees from John Jay College of Criminal Justice and a Ph.D. in sociology from Fordham University. Before joining the University of Louisville faculty, Walsh was a professor in the Administration of Justice department at The Pennsylvania State University, where he received the National Continuing Education Association Faculty Service Award in 1988.

Walsh's research on public and private police has been published in *Issues in Community Policing* (Peter Kratcoski and Duane Dukes, eds., 1995), the *American Journal of Police*, *Justice Quarterly*, *Journal of Police Science and Administration*, *Journal of Criminal Justice*, *The Justice Professional*, *Security Journal*, and *Police Chief*. With Edwin J. Donovan of The Pennsylvania State University, Walsh co-authored *The Supervision of Police: A Performance Based Approach*. He has served as a consultant to police departments throughout the United States and Europe, most recently in the emerging democracies of Hungary and Romania.

Dedication

For the people who have brought me here and made me what I am: son, brother, husband, father, son-in-law, and grandfather. Thank you Mom, Dad, Jeanne, Dorothy, Carol, Ed, Dot, Laura, Jill, Gwen, Cal, Beverly, Eddie, and, especially, the Real McCoy.

JJF

To my mother and father and my family, Ramona, and my children, Laurie, Stephanie, and Nathan, for their love, support and patience.

JRG

To those who have supported me the most during my evolving career: my wife Anne, sons William, Sean, and Peter, and my mentor, the late Dr. Arthur Niederhoffer of John Jay College of Criminal Justice. Lastly, to all the police officers who do their best to serve and protect their communities each day.

WFW

Preface

When O. W. Wilson published the first edition of this book in 1950, he defined the state of the art of police administration. The ideal in 1950, generally, was a highly bureaucratized reaction to the unprofessional and politicized style of policing that existed in many American cities, towns, counties, and states. Wilson, who had entered policing during the great corruption of the Prohibition Era, believed with some of the brightest of his contemporaries that police independence from political influences—which, at the time, were almost all bad—was an ideal earnestly to be desired and sought.

The 26 years between the first and fourth editions of *Police Administration* altered American society dramatically. Between 1950 and 1976, the police found themselves in the middle of the civil rights movement, urban disorder, rapidly rising crime rates, political violence, antiwar demonstrations, a variety of liberation movements, an activist Supreme Court that overhauled American criminal procedure, and a growing and militant labor movement in their own ranks. Because these pressures and forces made the police such interesting research subjects, these years also saw the beginning of scholarly study and systematic research into matters of the police and police policy. For the first time, policing was no longer the virtually exclusive subject of practitioner-authors like Wilson and his mentor August Vollmer. Instead, police policy and practice became informed by the perspectives and methods of political scientists, management specialists, sociologists, operations researchers, and others from outside the police field. The work of these social scientists was one of several factors that caused the police to rethink the ways in which they had done many things. In the years that followed, policing—like society—changed dramatically. Still, four editions of *Police Administration* continued to define the state of the art.

Wilson's mastery of his subject matter and his ability to keep *Police Admin-*



O. W. Wilson at a Chicago Police Department staff meeting. Listening attentively to Wilson is his young aide and protégé, Herman Goldstein, who subsequently wrote the landmark *Policing a Free Society* and created the idea of problem-oriented policing. *Courtesy of Wichita, Kansas Police Department.*

istration apace of the times had many sources. Perhaps most important, he was joined in the third and fourth editions by coauthor Roy C. McLaren, who had been his student at the University of California—Berkeley. In addition, Wilson certainly kept his hand in the real world of policing: He served as Chicago Police Superintendent for seven years. There, in attempting to reform a troubled department while working under Mayor Richard Daley, Wilson showed great courage and political acumen. Before taking his job, he extracted from Daley a promise that he would be allowed to run the department free of partisan influences and deal making. Daley, the leader of perhaps the greatest American political machine, gave his word—but most knowledgeable observers viewed this as a streetwise pol's manipulation of a naïve out-of-towner. Daley, many felt, had hoodwinked Wilson into taking the superintendent's job in order to legitimize the deal making they were sure would continue while Wilson, the ascetic professor from Berkeley, had his nose buried in his books. The observers underestimated Wilson, and perhaps Daley: The promise was kept, and Wilson and his staff had a free hand in running the department.

Still, shortly after Wilson's retirement from Chicago, there occurred an event that showed both how fast things were changing at that time and how difficult it is for even the most able police administrator and staff to quickly effect reform in police agencies. The Democratic National Convention was held in Chicago in 1968, at a time when the United States was deeply divided over both the Vietnam War and the national direction generally. Demonstrators and provocateurs poured into town to goad the Establishment and, of course, the police. The result has generally been termed a "police riot." Angry and appar-

ently beyond discipline, police clubbed demonstrators, bystanders, and journalists indiscriminately. Tear gas poured from the streets onto the convention floor. Clearly, as far as the police had come during Wilson's tenure in Chicago, there was much room for improvement there, and in policing generally.

Since that riot and the last two editions of *Police Administration*, the changes have continued. We have learned much about what the police can, and cannot, do. Police administration has become better informed through improved training and education, career development, and the application to policing of management styles and philosophies that have proved successful in other fields of endeavor. Indeed, one major lesson is that police organizations are not as unique as they had formerly been believed to be, and that what works in other settings may also work in policing. At the street level, we have seen a progression of alternative organizational arrangements, running from variants of team policing to the community and problem-oriented policing models that currently are being adopted throughout the country.

Although problem solving has always been a part of good police work, problem-oriented policing did not exist as a distinct concept when the fourth edition of this book was published in 1976. Nor was it prevalent in 1989, when Roy McLaren died. Still, we are certain that both Wilson and McLaren would have approved of the movement toward community and problem-oriented policing. Fyfe came to know McLaren while both worked in quarters shared by the Police Foundation and the Police Executive Research Forum (PERF); Fyfe was a senior fellow of the Foundation, and McLaren oversaw PERF's end of the creation of the Commission on Accreditation for Law Enforcement Agencies and its standards. There, interspersing his latest jokes, McLaren regularly expounded on the need to eliminate artificial walls between police and community and to get police to see beyond pure law enforcement and to look for additional ways of solving community problems and improving neighborhoods. That Wilson would approve of community and problem-oriented policing is beyond question: The person generally recognized as the father of these new policing styles is Professor Herman Goldstein of the University of Wisconsin, whose monumental influence on policing began with service as Wilson's aide in Chicago. Thus, in continuing the Wilson/McLaren tradition, it was easy for us to decide that goal-oriented styles of policing and management—COP, POP, MBO, etc.—should be featured prominently in this edition. This material may be different from what Wilson and McLaren wrote, but policing also is a lot different now from what it was then. Were Wilson and McLaren still with us, we are confident that both would have insisted on including this material and, probably, on writing it themselves.

Other materials in this edition also are new and, in some cases, actually in conflict with information included in past editions. These conflicts, however, do not indicate that Fyfe, Greene, and Walsh are in disagreement with the Wilson/McLaren tradition. The Wilson/McLaren tradition is to present readers with the state of the art of police administration, rather than to perpetuate information that may be time-locked in earlier years. The fact is that the state of the art has changed since 1976: It is our honor to continue in the tradition of O. W. Wilson and Roy C. McLaren by attempting to present the state of the art as it exists at this writing.

Acknowledgments

Writing a text on police administration requires a delicate balance between the theoretical and conceptual world of those who study police organizations and their environments and the practical and more immediate needs of police administrators. Such writing also requires a sensitivity to and understanding of the complexity of policing and of police management. Several people have tried to influence the development of this perspective in all three of us: we hope their efforts show in this volume.

Our views and analyses of policing and its role in a democratic society have been influenced heavily by many writers, including Egon Bittner, Raymond Fosdick, Herman Goldstein, William Ker Muir, August Vollmer, James Q. Wilson, and, obviously, O. W. Wilson and Roy C. McLaren. For the opportunity to express our analyses and views in this volume and for urging and helping us to bring it to fruition, we owe other debts. At McGraw-Hill, we are grateful to Annette Bodzin, Marge Byers, Bridget Isacsen, Anne Manning, Laura Warner, and —especially—to Phil Butcher. We thank also the reviewers who pored through this manuscript and who made many useful suggestions: Sam Chapman, University of Nevada–Reno; Victor Strecher, Sam Houston State University; Paul Coupland, Western Iowa Technical Community College; Walter Roger, Nassau Community College; Lynn Button, California State University–Fresno; David Carter, Michigan State University; Peter Phillips, Utica College of Syracuse University; Vincent Del Castillo, John Jay College of Criminal Justice; George L. Kelling, Kennedy School of Government, Harvard University; Peter Horne, Mercer County Community College; William P. McCamey, Western Illinois University; Vergil L. Williams, University of Alabama; James Sewell, Florida Department of Law Enforcement.

In addition, each of us is particularly grateful to individuals who have affected us along our paths to this page. As a police officer, Fyfe worked with

and for so many fine people that listing them all here would require a separate volume. They ranged in rank from police administrative aides to police commissioners, and they know who they are. As an undergraduate at John Jay College, Fyfe was influenced heavily by John Cronin, Lloyd Sealy, and Jack Sulger, all of whom have gone on to more peaceful surroundings. At SUNY-Albany, Hans Toch, Richard A. Myren, Fred Cohen, Donald J. Newman, and Michael Hindelang showed Fyfe what it meant to think critically about the police, and crime, and justice.

Thomas Brady, Brian Forst, George Kelling, Daniel Rosenblatt, Lawrence Sherman, and Cynthia Sulton of the Police Foundation, as well as the late Gary P. Hayes of the Police Executive Research Forum, helped Fyfe to meld police scholarship into police practice. There were differences among those who worked at the Foundation and down the hall at PERF but, under the guiding hand of Patrick V. Murphy, the Foundation and PERF had an enormous effect on policing—and on Fyfe. Jerome H. Skolnick and Rita J. Simon, Fyfe's last two coauthors, provided examples of collegiality and expertise that helped immensely in writing this book. Fyfe's education continues, primarily under the tutelage of his colleagues at Temple; at the Commission on Accreditation for Law Enforcement Agencies; and at home, in the person of his wife, Professor Candace S. McCoy of the School of Criminal Justice at Rutgers University.

On the academic side, Jack Greene is indebted to Professors Robert Sheehan of Northeastern University and Victor Strecher and Louis Radelet of Michigan State University, who provided him the opportunity to better understand the "theory" of policing, police and community relations, and police administration. Professor Sheehan, a "philosopher, friend, and guide," also stressed the importance of the human side of the policing enterprise—the men and women who join police agencies to help others. For Greene, such intellectual lessons made this book worth writing.

Former Police Commissioner Kevin Tucker of the Philadelphia Police Department and Chief Willie L. Williams of the Los Angeles Police Department gave Greene an opportunity to see and feel police administration as it is played out in an often turbulent and uncertain world. Such professional mentorship is a continuing and invaluable source of real world grounding, adding a view from the *eagle's nest* to one from the *ivory tower*. Deputy Commissioner William T. Bergman, former Deputy Commissioner Thomas Seamon, and Chief Inspector Edward McLaughlin of the Philadelphia Police Department and Commander Garrett W. Zimmon of the Los Angeles Police Department have also influenced this work by bringing to their jobs a clarity of thought, intellect, and vision that befits the new generation of police managers.

Greene's wife and children and mother and father are continuing sources of support, love, and tolerance. They have taught him how important it is to be directed by others—the hallmark of effective leadership and administration.

For 21 years, William Walsh labored with the men and women of the New York City Police Department, each of whom has had an influence on the contents of this book. Walsh is particularly indebted to Edwin J. Donovan, his long-time colleague and friend at both the New York City Police Department and at Pennsylvania State University. By example and encouragement, Ed has shown that transitions from the streets to the classroom and back can be made

with integrity and excellence. At John Jay College, Arthur Niederhoffer and Alexander Smith were both intellectual and moral role models for Walsh, and left marks that have proven indelible. Michael J. Farrell of the Vera Institute of Justice harnessed Walsh's street knowledge and academic training into his first significant research and writing projects; Mike's marks are also to be found in this book. At the University of Louisville, Walsh is especially grateful to Deborah G. Wilson, Assistant Provost and former Department Chair, who encouraged him throughout the preparation of this book. Walsh's greatest debts, however, are to his family—Anne, William, Sean, and Peter.

James J. Fyfe
Jack R. Greene
William F. Walsh

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