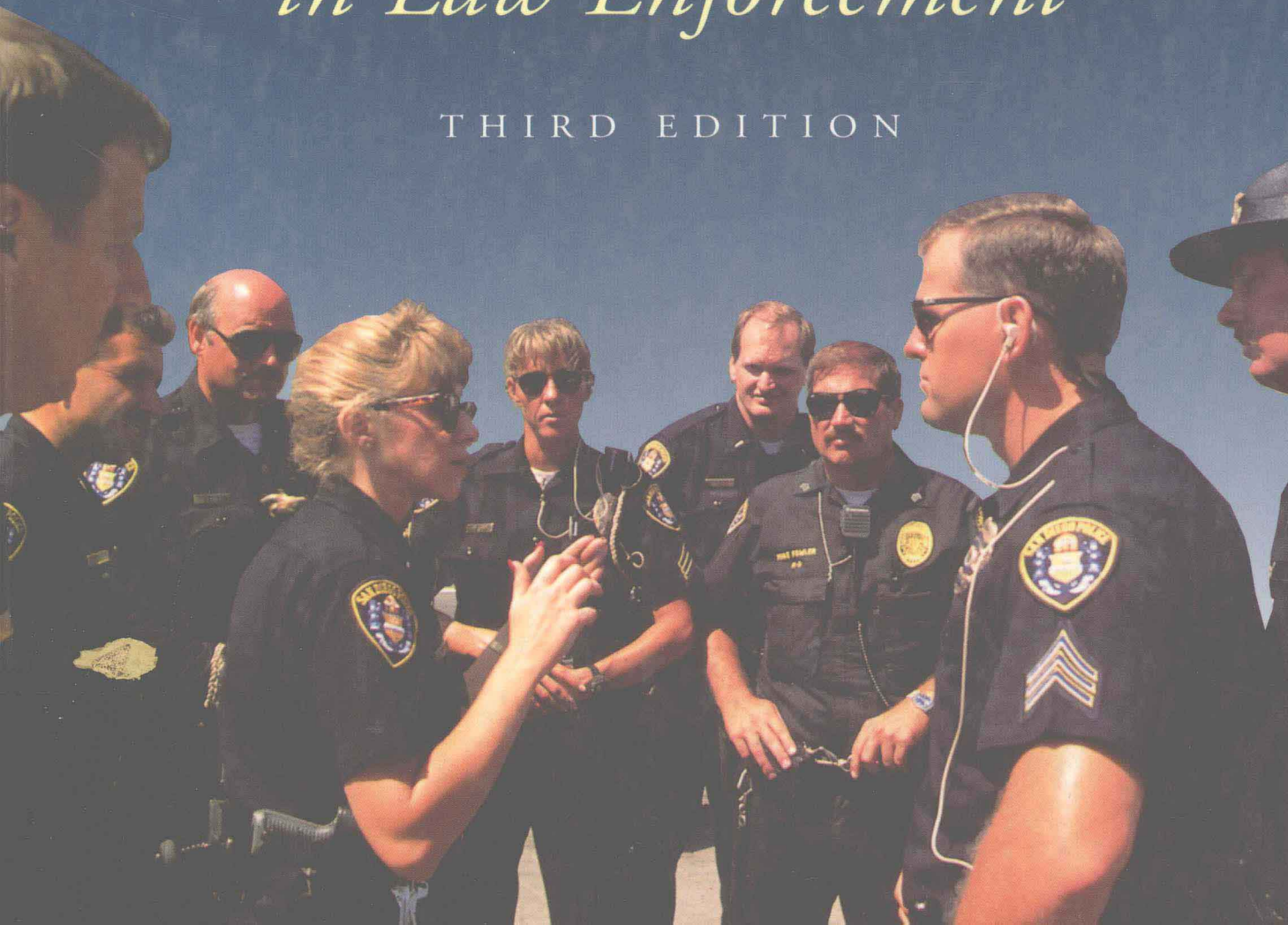


Wayne W. Bennett *and* Kären M. Hess

# Management *and* Supervision *in Law Enforcement*

THIRD EDITION



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# Management and Supervision in Law Enforcement

Third Edition

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## Foreword

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As a former employee of Wayne Bennett's in the 1960s at the Edina, Minnesota, Police Department, I went on to lead my own police departments in Burnsville, Minnesota, and Madison, Wisconsin. I am especially pleased to introduce *Management and Supervision in Law Enforcement*, Third Edition.

This text is about law enforcement managers and supervisors, their jobs and the complicated interrelationships with all members of the law enforcement team and with the communities they serve. It is also about leadership, the important role of clarifying values, creating the vision, asking, listening, rewarding and coaching excellence to align an organization's work to achieve the vision. Being an effective supervisor and manager is first having the competency to do your job well. Then the job of being a leader begins—being a leader goes far beyond technical competency into the areas of energizing others and removing the barriers in systems that prevent employees from doing the quality job they would like to do.

The text illustrates the best known methods and practices of police leadership and management today, while keeping an eye on what will be needed tomorrow. We are in an age of rapid change. This rapid change may lead to conflict in our society. At the turn of the last century, the transition from an agrarian to industrial society was extremely conflict-ridden. We can expect the same as we enter the information age. Futurists tell us by the year 2050, 90% of the knowledge we have today will be outmoded. Even today, the half-life of an engineer's job knowledge is five years. Technological changes in society, and internally within the law enforcement profession, must be counterbalanced by a genuine concern for people, regardless of their economic level, race, creed, sexual preference, gender or other individual characteristics. We must recognize today that people are our most important organizational resource. We are a diverse society that needs leaders who can enjoin and empower people to work together to achieve commonly shared goals. Humanitarian concerns within law enforcement between leaders and their employees are as important as concerns for a society as a whole.

Throughout the years, we have learned few lessons about organizational change. We still think we can order people to be what we want them to be and tell them what we want them to do without their input and participation. If leaders today use an authoritarian leadership style to get work done, they will find it is as ineffective as it is immoral. Some leaders think they can be service-oriented outside of the organization without changing the inside first. Michael Eisner of the Disney Corporation says he believes the treatment of customers will improve if leaders first improve the treatment of their employees. Quality improvement expert Dr. W. Edwards Deming decried the authoritarian style by

telling leaders to drive fear out of the workplace, empower employees and create joy in work.

We seem to know that healthy employees—physically, mentally and emotionally—mean greater productivity, but we also get higher productivity from employees who love their work, who find joy in their jobs. Leaders have a moral responsibility and obligation to foster joy in work, to have a positive outlook about work and to generate excitement in others. It is the job of leaders today to enable the growth and development of their employees—continuously and forever. It is important and vital work, but it will be a difficult journey for some leaders to switch from being a dictator to becoming a coach.

This text provides a comprehensive overview of the responsibilities of leaders in law enforcement. The first emphasis is on the organization: what the leader's role is in the organizational structure and how it has evolved from authoritarian to leader. The second emphasis is on the interpersonal skills successful leaders have: communicating effectively, listening, and providing feedback to others, planning, budgeting, problem solving and empowering others.

A third emphasis is on how leaders develop themselves and their subordinates, how they educate, motivate and coach others to reach their full potential. A fourth emphasis is on dealing with the problems and conflicts that inevitably arise within any organization; the ability to smooth out troubles; dealing with problem behaviors, complaints and grievances. The text concludes with how leaders can actually accomplish these tasks through empowering others; that is, sharing the problem with those who are doing the job. This text emphasizes a proactive approach to law enforcement; looking forward, not back, and anticipating the future.

Three themes will be found throughout the text. The first theme is the need for participatory leadership—empowering all personnel to become contributing members in the law enforcement team. A second theme is the need for viewing citizens as “customers,” much like business people do—asking their opinions, listening, considering their beliefs and expectations and asking them to help us make their community safe. The third theme is the need to understand and accept change as inevitable and an opportunity for us as we move from an authoritarian, old military model to a more humanistic, participatory model. The key to all of this is to develop police leadership capable of moving forward. Today's and tomorrow's leaders must be people who, according to military historian B. H. Liddell Hart, have a profound understanding of human nature, a knack of smoothing out troubles, can win affection while communicating energy, are able to move ahead with ruthless determination when appropriate and generate an electrifying current while keeping a cool head.

David C. Couper  
Former Chief of Police  
Madison, Wisconsin



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## Preface

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Welcome to the Third Edition of *Management and Supervision in Law Enforcement*. Based on feedback from students and instructors, we have made several changes in this edition, perhaps the most important of which are the consolidation of some chapters and a reduction in the overall length. Early 1990s sources have been replaced by late 1990s sources, and all statistics have been updated.

In addition, we have added or expanded several important topics, including the following: the evolution of law enforcement, use of focus groups, decision making, news conferences, the Internet as a resource, technological aids including using computers to enhance productivity, the crime triangle, the cone of resolution, hot spots, the Law Enforcement Officers' Bill of Rights, Garrity protection, racial profiling, scheduling and shift work, fitness for duty evaluations and research.

Although significant changes have been made, three themes continue from previous editions. First, managers and supervisors need to move from an authoritative style to a participative leadership style that empowers all personnel to become contributing team members. Second, community policing and problem solving are key to preserving the peace and fighting crime. Citizens can become allies in both. Law enforcement cannot go it alone any longer. Third, change must be viewed as an opportunity rather than as something to resist. Not only must managers help their people grow and develop, they themselves must continuously grow and develop, looking for new and better ways to accomplish their mission. Futurist Alvin Toffler asserts: "The illiterate of the 21st century will not be those who cannot read and write, but those who cannot learn, unlearn and relearn." This text is a beginning toward opening your mind to new ways of thinking and doing.

Section I, Management and Supervision: An Overview, takes a broad look at management, beginning with the law enforcement organization itself and the challenges this organization presents (Chapter 1). Next the role of the manager; the various levels of management, including first-line managers or supervisors; and the specific skills required at each level are examined. This is followed by a discussion of the evolving role of managers as leaders and a participatory management style and what this challenge means for law enforcement agencies (Chapter 2).

Section II, Basic Management/Personal Skills, focuses on basic skills that affect everything done by law enforcement managers at all levels. A critical basic skill that can "make or break" a law enforcement manager is communication. Effective communication is at the core of effective management (Chapter 3). The manager's role, by definition, includes problem solving and decision making (Chapter 4). How decisions are made and by whom are vital management questions. Among the most important decisions are those involving how time will be spent—the time of individual managers, officers and the agency as a whole (Chapter 5). Other important

decisions involve how resources other than time can be most effectively managed, that is, the ongoing task of budgeting, which has a direct effect on what individual managers, their officers and ultimately the agency can accomplish (Chapter 6). The second section concludes with a discussion of the selection process and suggestions on dealing with unions (Chapter 7).

Section III, *Managers and the Skills of Others*, focuses on how managers can develop their subordinates' numerous talents through participatory leadership. It first explains the importance of training (Chapter 8) and then suggests ways managers can go beyond training to fully develop the potential of all personnel (Chapter 9). Managers must not only build on the strengths of their people and accommodate their weaknesses but also motivate their officers to be as effective as possible. Research has shown that tangible rewards such as pay raises and fringe benefits are not necessarily the most motivating influences. In fact, they are often thought of as "givens," making managing much more challenging. Managers who can develop and motivate their team members will make a tremendous contribution to the department and to accomplishing its goals and objectives. In addition, many concepts basic to motivation are directly related to keeping morale high. Attending to employees' motivation and morale is critical to being an effective manager (Chapter 10).

Section IV, *Managing Problems*, discusses problems that may occur in any law enforcement organization. They are an inevitable part of the challenge of accomplishing work through others. Managers must recognize problem behaviors and use an appropriate combination of constructive criticism, discipline and incentives to correct the problems (Chapter 11). In addition, supervisors and managers will be faced with numerous complaints and grievances from their subordinates, their superiors and the public they serve. They or their officers may in fact be the objects of civil lawsuits. Effectively handling such matters requires great skill in communication (Chapter 12). Conflicts, disagreements, differences of opinion and outright confrontations may also occur and must be dealt with diplomatically by law enforcement managers (Chapter 13). Finally, all the preceding, plus the challenges inherent in law enforcement work itself, can result in extreme stress for supervisors, managers and subordinates. Reducing such stress is a critical role of administrators (Chapter 14).

Section V, *Getting the Job Done . . . Through Others*, focuses on getting the job done through effective leadership. (People would rather be led than "managed.") Personnel must be effectively deployed and their productivity enhanced (Chapter 15). Evaluation should be continuous and include both formal and informal evaluation. The results should be used to help employees continue to grow and develop and to make the department more effective as well (Chapter 16). The section concludes with a discussion of the need for managers to be forward looking, considering what the future of law enforcement and the entire criminal justice system may hold (Chapter 17).

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## How to Use This Book

*Management and Supervision in Law Enforcement*, Third Edition, is a planned learning experience. It uses triple-strength learning, presenting all key concepts at least three times within a chapter. The more actively you participate, the better

your learning will be. You will learn and remember more if you first familiarize yourself with the total scope of the subject. Read and think about the table of contents, for it provides an outline of the many facets of law enforcement management and supervision. Then follow these steps as you study each chapter:

1. Read the objectives at the beginning of the chapter. These are stated as “Do You Know?” questions. Assess your current knowledge of the content of each question, and examine preconceptions you may hold.
2. Read the list of key terms and think about their possible meanings.
3. Read the chapter, underlining, highlighting or taking notes if that is your preferred study style. Pay special attention to all information highlighted as follows:

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Sources of stress can be found in a person's daily living, personality and job.

Also pay special attention to all words in bold print—these are the chapter's key terms.

4. When you have finished reading a chapter, reread the “Do You Know?” questions to make sure you can give an educated response to each. If you find yourself stumped by one, find the appropriate section in the chapter and review it. Also define each key term. If you find yourself stumped, either find the term in the chapter or look it up in the glossary.
5. Read the discussion questions and be prepared to contribute to a class discussion of the ideas presented in the chapter.
6. Complete the InfoTrack College Edition Assignment and be prepared to share your findings with the class.
7. Periodically review the “Do You Know?” questions, key terms and chapter summaries.

By following these steps, you will learn more, understand it better and remember it longer. Good learning!

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We would like to thank Dorothy Bennett for her assistance with photographs and Christine M. H. Orthmann for her careful editing, indexing and preparation of the *Instructor's Manual*. We would also acknowledge the assistance of and extend our thanks to M. John Velier, FBI Management Science Unit; Professor Robert Moore, University of Nevada at Las Vegas; and Chief Robert Lowrie, former chief of police, Boulder City Police Department. A special thank you goes to Michael Bennett, Imagemakers International Inc., who provided many photographs at no charge.

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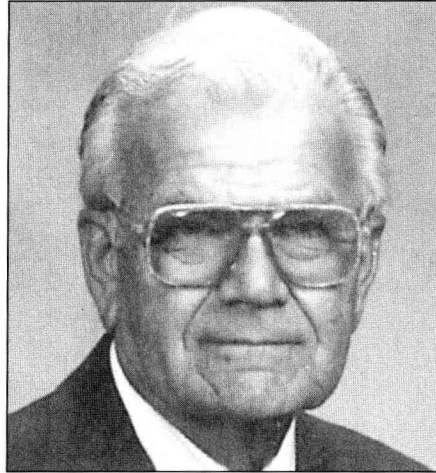
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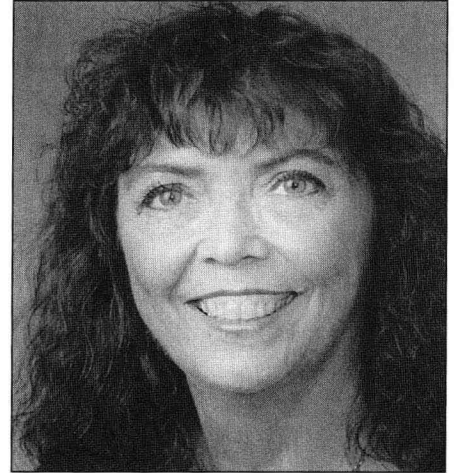
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## About the Authors

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Wayne W. Bennett is a graduate of the FBI National Police Academy, holds an LLB degree in law and has served as the Director of Public Safety for the Edina, Minnesota, Police Department as well as Chief of Police of the Boulder City, Nevada, Police Department. He is coauthor of *Criminal Investigation*, sixth edition, and is currently working on an *Introduction to Criminal Justice* text for Wadsworth Publishing Company.



Kären M. Hess holds a PhD in English from the University of Minnesota and a PhD in criminal justice from Pacific Western University. Other Wadsworth texts Dr. Hess has coauthored are *Corrections in the 21<sup>st</sup> Century: A Practical Approach*, *Criminal Investigation* (Sixth Edition), *Criminal Procedure, Introduction to Law Enforcement and Criminal Justice* (Sixth Edition), *Introduction to Private Security* (Fourth Edition), *Juvenile Justice* (Third Edition), *The Police in the Community: Strategies for the 21st Century* (Second Edition), *Police Operations and Seeking Employment in Criminal Justice and Related Fields* (Third Edition).

The content of this text is based on the practical experience of Wayne W. Bennett, who has spent 45 years in law enforcement and has taught various aspects of management and supervision over the past 30 years, as well as the research and experience of Kären M. Hess, PhD, who has been developing instructional programs for over 30 years. The text itself has been reviewed by several experts in management and supervision in law enforcement. Any errors, however, are the sole responsibility of the authors.

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