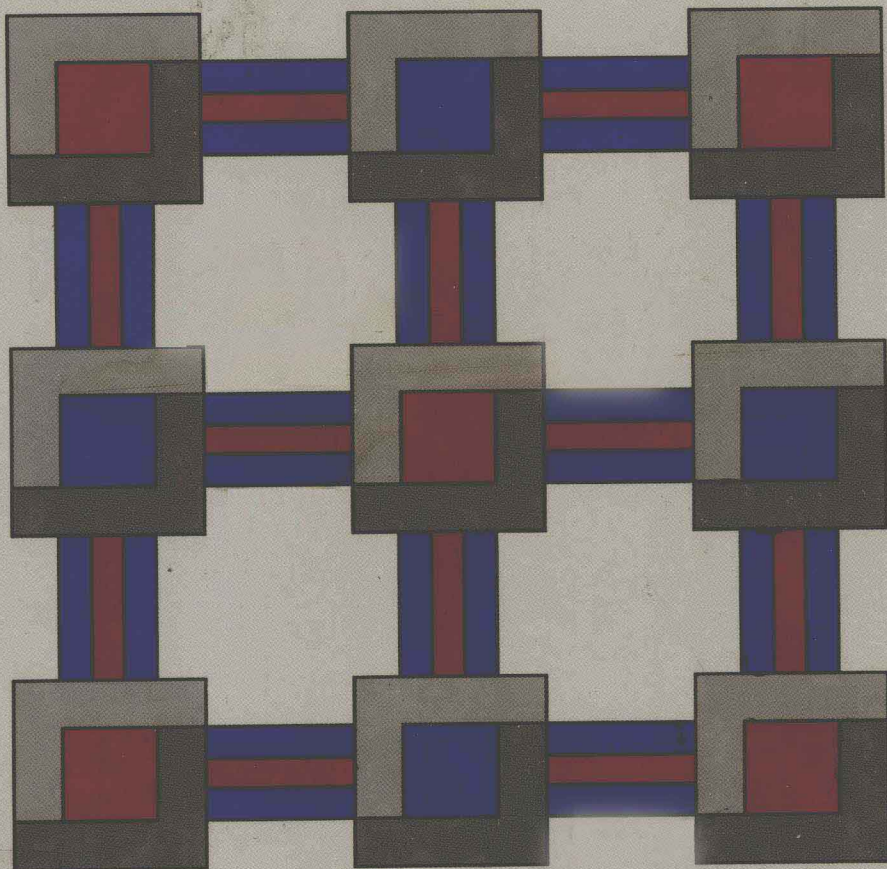


Criminal Justice Organizations Administration and Management



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Criminal Justice Organizations: Administration and Management

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To our families and especially to Mary Beth Klofas

Consulting Editor: *George Cole*

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Preface

Studying criminal justice from the established perspectives of management and organizations is a relatively recent development. Perhaps, in the past, attention to the problem of crime and attention to the offenders themselves diverted attention away from the organizations of the criminal justice system. In the late 1960s and 1970s, however, increasing attention was paid to management in criminal justice. Presidential commissions strongly advocated that the management process be taken into consideration and called for improvements in planning, information systems, and the utilization of human resources.

Since then, theory and research from the areas of management and organizations have become influential in criminal justice. A variety of public and private enterprises exist to train criminal justice managers, and the study of management is a staple in criminal justice curricula.

These courses play an important role in criminal justice education, but publications have not kept pace with the subject matter, and we have found ourselves growing increasingly impatient with the selection of books in this area. We have been committed to considering management issues as they run through the entire criminal justice system but have found few books that take this broad perspective. We have been committed to integrating theory and practice but have not been comfortable with the way these issues are joined in available works.

After changing books frequently and forcing students to work from stacks or photocopied articles, we hoped to address these problems by writing this book on management and administration in criminal justice. It became clear that many decisions had to be made about how material should be approached and about what material should or should not be included. The collective answers to these questions became the perspective from which the book is written. We describe here several characteristics of the approach we have taken.

Themes of the Book

A focus on criminal justice. A focus on criminal justice is not as obvious as it first seems. Over the years, we have found it necessary to rely heavily on the general literature of management as a framework within which to study criminal justice. At times the integration of that material has not been as smooth as we would have liked. In this book, we avoid tacking criminal justice onto management theory and instead endeavor to integrate the two. In doing so we draw on the literature of management, organizations, the human services, and criminology in an effort to consider the implications of these perspectives for the management and administration of criminal justice. Our task, as we see it, is to provide an enriched discussion of criminal justice rather than a watered-down discussion of management.

A systemwide focus. Some books address management within the separate components of the criminal justice process. They either limit themselves to one type of organization or sequence discussions of managing the police, courts, and corrections. We have, instead, selected to examine issues we find to be relevant throughout the criminal justice system. Each chapter, then, discusses a management topic as it relates to the police, courts, and corrections. We acknowledge that there are significant differences in these organizations and that there is some merit in studying them separately. We have, however, chosen a systemwide focus for two reasons. First, our own teaching experience suggests the merits of a broad approach to the topic in advance of or, if necessary, instead of a specialized focus on one component of the system. This approach prepares students to study or work in a range of criminal justice settings. Second, we believe that the topics covered in these chapters are equally relevant throughout the system and that considering how those topics affect all components is informative.

A focus on theory, research, and practice. Our justification for discussing the broad range of criminal justice is buttressed by our focus within the chapters. We have sought to integrate theory, research, and practice in each of the topic areas. Although chapter 1 describes some broad perspectives on organizational theory, we do not place the management of criminal justice within any single theoretical context. In each chapter, we examine a range of theories and concepts developed in the management and organization literature, and we consider how these theories relate to criminal justice. We also focus on the research in criminal justice as it supports or fails to support current management perspectives. Finally, each chapter also considers how the theories and research bear on the practice of managing criminal justice. Whether we

are discussing motivation or organizational effectiveness, then, the goal is to move from theoretical propositions to practical considerations.

Although our presentation ranges from the abstract to the concrete, our focus is not on preparing students for any particular management task; that can best be accomplished through further, narrowly targeted coursework and through experience. Our aim is to introduce students to the broad set of concepts, research, and practices that form a sound foundation for the management and administration of criminal justice.

Organization of the Book

Topics in management do not lay out as neatly as they may appear. For example, can organizations be effective if their personnel are not motivated or are improperly trained or socialized? What, then, is the justification for dealing with motivation and effectiveness as completely separate issues? In this book, we combine the chapters into four parts integrated by some frame of reference, although some overlap is necessary and some division is artificial. Part One describes the broad set of concepts that undergird later discussions of criminal justice management. Part Two focuses on how individuals are affected by and influence criminal justice organizations. Part Three addresses group behavior, and Part Four considers processes, including decision making and effectiveness.

To make the material on criminal justice management and administration as accessible as possible, we have included a number of features in each chapter.

Each chapter begins with several *introductory quotations* selected to highlight the complexity of the concepts discussed within the chapter. You may wish to begin and end your reading of the chapters by referring to these quotations.

Chapters end with *case studies* designed to highlight issues raised in that chapter. The case studies come from the real world or are fictionalized accounts that draw on real-world experiences. As you read them, you should consider how the case studies reflect the major themes in the chapters.

The *questions for discussion* carry the reader beyond the chapter material itself into applications in settings encountered in criminal justice. We also hope that interested students will further their study by examining the *suggested readings*.

Citations to important material are contained within the text. The complete *references* are found at the end of the book. Rather than rely on footnotes, we have left the references in the text so that readers can readily identify the sources of significant material. We have also attempted to be thorough in supplying references in the hope that students interested in particular topics will follow-up their study in the original works.

Goals of the Book

Our goal in writing this book was to produce an integrated text on the management and administration of criminal justice organizations. We aimed at a mid-range discussion of these issues, tackling neither the broad philosophical questions that necessarily underlie the management of a system of social control nor the narrower daily operations that necessarily take place within such a system. We hope that students of criminal justice will find our approach useful and that they will also go on to consider those large issues necessary for a fair and equitable system of justice as well as the focused issues necessary for an effective and efficient criminal justice system.

Acknowledgments

In writing this book we have had assistance from many people whose efforts deserve acknowledgment. Claire Verduin guided the project in its early stages and showed the courage to support our efforts even after she met the authors. Cindy Stormer continued the encouragement and was influential in bringing the manuscript to draft. The burden of molding the work of three authors into its final form fell on several people. The book has benefited from the fine work of Fiorella Ljunggren, Sara Hunsaker, and Pamela Fischer, and we are grateful for their efforts.

We would also like to express our gratitude to the following reviewers for their insightful and constructive comments: William G. Archambeault of Louisiana State University, George Cole of the University of Connecticut, James M. Poland of California State University at Sacramento, Philip W. Rhoades of Corpus Christi State University, Jeffery Senese of Indiana University at South Bend, and Gennaro F. Vito of the University of Louisville.

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PART 1

THE NATURE OF CRIMINAL JUSTICE ORGANIZATIONS

The study of criminal justice organizations and management emerged during the 1970s as a vital part of the criminal justice curriculum. Concern with crime was part of the great social agenda of the day and was fueled both by reports of presidential commissions and by federal funding. Criminal justice organizations were considered a loosely connected system ranging from the police to courts and corrections. Scholars and managers began to examine criminal justice within the framework of traditional organizational studies. Theory and research on organizations have continued to encompass criminal justice organizations and to identify their common and their unique features. Part One of this book explores those features with two aims. First, these chapters examine where criminal justice organizations fit within the broad body of organizational theory, and, second, the chapters provide a general foundation for the discussion of specific topics in the coming chapters.

Basic Concepts for Understanding Criminal Justice Organizations

- ☐ What Is an Organization?
- ☐ What Is Management?
- ☐ Open-System Theory
- ☐ Complex Goals
- ☐ Complex Environment
- ☐ Complex Internal Constituencies
- ☐ Summary
- ☐ Case Study
- ☐ For Discussion
- ☐ For Further Reading

R: That's a contact in terms of "We'll take a look at this" or "Judge, what can you do about this?" or "Judge, what can you do about that?"

I: Are these attorneys or political figures?

R: Oh, anybody. Anybody. Political figures, people who you might not want to call political figures, people who worked in campaigns, that kind of thing.

I: So the telephone lines are open?

R: Yeah.

I: And they pay attention to it?

R: Oh, sure. The chambers are open, and that's a very difficult thing to deal with.

(Prosecutor being interviewed about extramural influences on judges, from Eisenstein, Flemming, and Nardulli, 1988:85.)

Dear Wardens:

Attached is a copy of our response to the officious and intrusive conduct of the mastership. We have tried to be tolerant and meet the demands of the court and its Master but reached a point where the security and safety of our units have been endangered. We have therefore felt it necessary to resort to the courts and ask for dissolution of the mastership.

(Letter from Texas Prison Director W. J. Estelle to his wardens regarding his response to the court-appointed special master in the case of *Ruiz v. Estelle*, from Martin and Ekland-Olson, 1987:199.)

Organizations are a significant part of our lives. We are immersed early in schools and scouting, churches and athletic teams. We continue in colleges and universities, military service, employment, and our organized social life. This immersion in organizations continues throughout our lives, and, in the end, our obituaries will include a chronicle of our organizational attachments.

Among the many organizations that touch our lives are those of the criminal justice system. Many Americans will be only indirectly involved in these organizations. They may find themselves fighting a traffic ticket in court or touring the local jail while serving on a grand jury. Other Americans will find themselves immersed in the criminal justice system when they are processed as offenders. Still others will be employees of criminal justice organizations. This book is about the management and administration of those organizations, and the goal of this chapter is to lay a basic foundation from which to study them.

Our ties to organizations differ, as do the size, structure, and purpose of those organizations. The analysis of those differences forms a large part of organizational research and theory, from which this book draws. Our approach to this material is eclectic. We do not intend either to introduce a new organizational theory as it applies to criminal justice or to reflect any single theoretical perspective in this book. Instead, our goal is to provide an overview of organizational theory and research as it applies to criminal justice.