

***Introduction to Police  
Administration***



# 1

◀ The police fulfill many functions, one of which is education of the public. Here, a Santa Ana, California, police officer speaks with a high school class.

## ***Police Administration: A Perspective***

learning outcomes

*After completing this chapter, readers should be able to:*

- explain the principles of policing attributed to Sir Robert Peel and analyze how they influence policing today.
- discuss how the police motto “To protect and serve” relates to the policing principles attributed to Peel.
- describe the emergence of formal police organizations.
- compare notions of policing strategy as they have evolved since the 1850s.
- define *ethics* and illustrate ethical challenges in policing.
- review examples from the law enforcement codes of ethics and conduct, and relate the codes to the policing principles attributed to Peel.

- define *ethical leadership* and cite examples.
- analyze the characteristics that all professions share, and assess the extent to which policing is a profession.
- distinguish the defining characteristics of management, supervision, and leadership.
- explain how an individual could cultivate leadership abilities.
- describe the activities that constitute police administration, distinguishing among line operations, administrative support activities, and auxiliary services.

### **Introduction**

Congratulations—by opening this book you have taken a crucial first step toward understanding the realities and value of **police administration**, the process, art, and science of the management, supervision, and ethical leadership of a police agency. The concepts, principles, and practices of police administration discussed in this book may be applied in a wide variety of public safety settings (for example, police, courts, corrections, security management, and forensic science).

Without effective administration, no organization—including a police agency—can function and fulfill its mission. Whether you are a criminal justice undergraduate major, a police academy student, an officer working toward a promotion, a mid-level manager, or a chief executive officer, this book will be a valuable companion as you learn what police administration is, why it is important, and how effective administrators and managers operate and how they function as courageous ethical leaders.

In deciding which textbook to assign for the course or training program you are participating in now, your instructor had several choices. Why did the instructor select *Police Administration: A Leadership Approach*? The reason is that this book differs in significant ways from other textbooks on police and criminal justice administration and management. Specifically, unlike other texts, this one presents elements of the police administration process in a logical sequence reflecting how effective agency managers actually work. For instance, real police managers engage in planning and budgeting before making major decisions related to other administrative activities such as assessing agency performance, hiring, leading change, or procuring needed equipment or facilities. To reflect that logical process, this book discusses planning and budgeting before covering other administrative activities. (Many other textbooks give short shrift to planning and budgeting, or cover them late in the book, seemingly as an afterthought.)

Equally important, this book presents ethics and leadership as critical threads running through every step in the administration process. As you will see, leading

**Police administration:** the process, art, and science of the management, supervision, and ethical leadership of a police agency.

is not the same as supervising or managing. All three activities are important, but they deliver different forms of value for a police agency. The key point we make in this book is that anyone can—and should—be a leader. And when every police administrator and manager shoulders responsibility for leading, the administration process dovetails with all other efforts in the agency to produce stellar public service. Further, true leadership does not exist without ethical behavior to accompany it. As you work through each chapter of this book, you will find a wealth of ideas and practices for strengthening your ethical leadership abilities—no matter what role you eventually occupy in a police organization.

This book also traces the evolution of assumptions regarding what role policing should play in society and what strategies police agencies should use to fulfill their mission. In the past 100 years, definitions of core police responsibilities have bounced between assisting the community and enforcing public safety to fighting crime and back again to helping the community. Of course, in actual police work, most line officers have juggled both—improving quality of life in their community while also battling crime as it arises. As any “real-life” police officer can tell you, during the course of one day, an officer might help a homeless person find shelter and food, rescue a treed cat, and put a drug dealer behind bars. This textbook—unlike others—makes it clear that the two functions of community assistance and crime fighting are not mutually exclusive.

The themes that make this textbook unique—including the principles of policing attributed to Robert Peel, ethics, leadership, and the disciplined application of administration principles—all reflect a viewpoint we hold dear: that any police agency’s greatest assets are the human beings who work there. Our intent is to help prepare you to enter the public safety profession equipped with the knowledge, skills, and abilities necessary to survive, to lead, and to serve the public well. As the prestigious United States Army War College explains, there are three pillars of success for anyone seeking to become a leader: formal education, operational experience, and self-development. We believe that this book will help you erect all three pillars as you build your own leadership talents. Another expert maintains that effective leaders know themselves, know their followers, and know their organization (Lutz, 2010). Again, this book will help you master all three of these knowledge areas and become a **self-contained ethical leadership agent** who can motivate others to deliver their best performance and who can garner their trust, respect, and admiration.

**Self-contained ethical leadership agent:** an individual with the knowledge, skills, and abilities to motivate others to deliver their best performance and who can garner their trust, respect, and admiration.

But before you can develop your leadership ability, you must first gain familiarity with the core elements of police administration. This chapter sets you on that path. We begin by examining principles of policing that have been attributed to the nineteenth-century British home secretary Sir Robert Peel; much of today’s policing strategy and procedure derive from these tenets. We then trace the history of police administration, examining how police have organized themselves and how they have viewed themselves over time. We also consider the development of ethics and professionalism in policing and pose the question, “Is policing a profession?”

The chapter next discusses the role of leadership in policing and other public safety arenas, including a preview of how management and supervision differ from leadership. Finally, we introduce common activities making up the police administration process, activities that subsequent chapters will cover in depth. With this broad scope in mind, let's turn now to examining principles of policing attributed to Peel.

## PRINCIPLES OF POLICING

Imagine that you have traveled back in time to nineteenth-century London—the birthplace of principles that have profoundly shaped modern police strategy. During the Industrial Revolution of the late eighteenth and early nineteenth centuries, Britain saw major changes in its agricultural, transportation, and manufacturing industries. These changes catalyzed dramatic shifts in the nation's economy and social mores—shifts that spread quickly throughout Europe and North America. In particular, as manufacturing replaced agriculture as the driving force behind economic growth, people began migrating in droves from the countryside to urban centers in search of work. These massive migrations put enormous pressure on all aspects of city life.

### London's Metropolitan Police Act

London, in particular, experienced staggering unemployment and poverty. Despite their hopes, unskilled and displaced agrarian workers found only limited job opportunities in the city. The few jobs they did manage to get paid a pittance. Increasing numbers of impoverished, desperate Londoners turned to crime in their attempts to survive, and civil disorder to express their anger. The British Parliament responded in 1829 with the passage of the Act for Improving the Police in and near the Metropolis, commonly referred to as the Metropolitan Police Act. Largely attributed to the efforts of the British home secretary **Sir Robert Peel**, the act established what eventually came to be known as the world's first recognizable local police department.

Peel envisioned a police force comprising citizens who were paid by the community to devote full-time attention



English diplomat, Sir Robert Peel (1788–1850) circa 1830. The principles of modern public policing are attributed to Peel.

**Sir Robert Peel:** the nineteenth-century British home secretary influential in passing the Metropolitan Police Act, which established the world's first recognizable local police department.

**Principles of policing:**  
principles regarding the mission and acceptable behavior of police, attributed to Sir Robert Peel.

to preventing crime and disorder. To support this vision—which was unique for nineteenth-century London—Peel reputedly established the following **principles of policing**:

1. The basic mission for which police exist is to prevent crime and disorder as an alternative to repressing crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties depends on public approval of police existence, actions, and behavior, as well as the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of cooperation that can be secured from the public diminishes, proportionately, with the need to use physical force in achieving police objectives.
5. The police seek and preserve public favor not by catering to public opinion but by constantly demonstrating absolutely impartial service to the law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race or social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.
6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives. Moreover, police should use only the minimum degree of physical force necessary on any particular occasion to achieve a police objective.
7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police. The police are the only members of the public who are paid to give full-time attention to duties that are incumbent on every citizen in the interest of the community's welfare.
8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state or by authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police actions in dealing with them (Lee, 1901).

Research indicates that no single set of policing principles attributed to Peel can be definitively shown as originating with him. The research findings indicate that “Peel’s principles,” as they are generally presented today, were actually invented by authors of twentieth-century policing textbooks. However, the fact that the principles cannot be traced directly to Peel does not necessarily make them fiction; nor does it mean they have no relevance for aspiring police administrators and leaders (Lentz & Chaires, 2007).

## Protecting and Serving

The vision for policing attributed to Robert Peel, as expressed in these nine principles, emphasized the notion that police are peace officers first, rather than crime

fighters. Although responding to crime and disorder is an important police function, the true measure of stellar police performance is the absence of crime and disorder.

Consider the time-honored police motto “To protect and serve.” The word *protect* certainly means that police are responsible for securing citizens’ safety. It can also mean arresting suspects so they will not victimize citizens, and intervening in public disputes so the combatants and innocent bystanders are not drawn further into violence. The word *serve* has even broader application. Police serve the people every time they answer a call-for-service, give directions, direct traffic, and help a homeless person find shelter for the night. To the average person, the police are all about service to citizens and the communities in which they live. But police are also “serving” when they testify in court, prepare a written incident report, and even when they write a traffic ticket (which may prompt the driver in question to think twice before speeding again).

When you study the policing strategies presented in Chapter 2, keep in mind Peel’s vision for the public police service as well as the nine policing principles attributed to him. Policing philosophies, strategies, and operations may change over time, but the basic principles of policing—to protect and serve—remain constant. Thus, the principles we have examined are just as relevant today as they were in Peel’s day (Ortmeier & Meese, 2010). But to truly understand the relevance of these principles, we need to go back even earlier in time and trace the history of police administration.

## POLICE ADMINISTRATION: A BRIEF HISTORY

Over the centuries, police administration has evolved in several important respects—including how police have been organized and what they considered their core strategy for providing value to the communities they serve. In the sections that follow, we trace these changes.

### The Emergence of Formal Police Organizations

Many laws we abide by in the United States today, such as those related to theft and homicide, have their origin in twelfth-century England. In that era, King Henry II established the common law, which included a judiciary that gave each county a king’s judge. The county judge, along with 12 local men, meted out justice to the common folk; for example, pitting combatants against each other in physical battle to determine who was in the right. At this time, laws were enforced by appointees of the lords of each county (Delderfield, 1978).

The common law system endured until as late as 1829, when the London Metropolitan Police was founded through the British Parliament’s enactment of the Metropolitan Police Act, an event that inspired similar developments in local police organizations within the United States. For example, just seven years later, Boston, Massachusetts, set up a formal local police department. In 1844, New York City followed suit.

Many state- and federal-level police organizations had early origins in the United States as well. For example, the first organization resembling a state police force had come into being in 1823 as the Texas Rangers, originally more of a nonuniformed

The Texas Rangers, founded in 1823, are credited with being the first form of state police in the United States. Here, a group of rangers pose for a photo in Kilgore, Texas.



state militia than a uniformed state-level police force. And the first federal law enforcement agency in America had been created a century earlier, in 1789, when President George Washington appointed eight United States marshals. Much later, in 1908, the development of national-level law enforcement organizations took a large step with the creation of the Bureau of Investigation (subsequently renamed the Federal Bureau of Investigation, or FBI) in the U.S. Department of Justice.

As local, state, and federal law enforcement organizations evolved, so did the notion that police should have the right to collective bargaining. As early as 1893, the National Chiefs of Police Union, forerunner of the International Association of Chiefs of Police (IACP), was established, largely through the efforts of progressive Omaha, Nebraska, police chief Webber Seavey. Each year, the IACP sponsors the Webber Seavey Award, presented to agencies that have made innovative accomplishments.

## Evolving Notions of Strategy

Most experts identify periods in U.S. history when people had distinct ideas about what strategies police should use to accomplish their work. Over time, debate has swirled around whether police should focus their strategy on community service, crime fighting, or some other combination of approaches. Below, we take a closer look at these evolving notions of police strategy.

**1850–1930: From Community Service to Crime Fighting** From the mid-nineteenth century to about 1930, policing was about community service. Officers



were encouraged to live in the same areas they patrolled, so they could get to know and better serve community residents. Citizens felt safe knowing that a police officer lived close by, and everyone was on a first-name basis. Business owners, too, knew that help was close at hand in the event of a robbery or other incident.

However, during this same era, politicians closely directed police activities; thus, corruption ran rampant. Politicians awarded promotions to those officers who supported their elections, and hardly anyone could become a police officer without the approval of a politician.

Between 1929 and 1931, the National Commission on Law Observance and Enforcement (the Wickersham Commission) produced 14 reports for President Herbert Hoover regarding the status of policing and law enforcement in general. According to the reports, many areas needed addressing, especially the matter of police brutality, through which police used mental and physical torture to elicit confessions from suspects. The commissioners' recommendations included centralizing administration in a police jurisdiction, establishing higher personnel standards, and adopting a more professional approach to policing in general (National Commission on Law Observance and Enforcement, 1931).

The commission ushered in a period when police authority derived more from the law than from local politicians. In addition, police activity shifted from community service to crime control and prevention. Most law



A nineteenth-century police officer walks a beat.



Chief August Vollmer of Berkeley, California, was subsequently appointed professor of Police Administration at the University of Chicago. Vollmer's innovations were shared with police agencies around the world.

O. W. Wilson, Vollmer's protégé, is shown while serving as police superintendent in Chicago. Wilson is holding a photo of Richard B. Speck, 25, sought in connection with the deaths of eight student nurses.



enforcement agencies, including the FBI under J. Edgar Hoover, focused on catching criminals.

**August Vollmer:** chief of police in Berkeley, California, from 1902 to 1932; considered a founder of modern policing.

The person considered one of the founders of modern policing was **August Vollmer**, who served as chief of police in Berkeley, California, from 1902 to 1932. In the early 1920s, Vollmer initiated the use of the police car as a patrol device and the two-way radio as a means for rapidly answering calls-for-service. He also introduced the polygraph as an investigative tool and helped establish college-level courses for police officers. Vollmer also promoted the use of other forensic science technologies, such as fingerprinting, as well as crime laboratories. Moreover, he strongly advocated professionalism in policing.

**O. W. Wilson:** August Vollmer's protégé; introduced a merit system for promotions and other innovations influential in modern policing.

Vollmer's protégé **O. W. Wilson** worked in Wichita, Kansas, and Chicago, Illinois. Wilson introduced a merit system for promotions, rotated officers' patrol assignments to reduce the chance for corruption, and insisted on higher salaries for officers to help agencies recruit higher-quality candidates.

**1930–1980: A Widening Array of Policing Strategies** From the 1930s to about 1980, many police executives and politicians moved to separate policing more completely from politics to create a more professional model of policing. The social function of policing gave way to a war-on-crime model. Police chiefs and sheriffs stepped up pressure on officers to respond to calls-for-service as quickly as possible, and pushed intensive coverage of communities by patrol cars. Unfortunately, crime escalated despite these measures.

This era also saw a widening of the strategies police considered adopting to address the challenges they had been experiencing. During the 1960s, massive social unrest erupting throughout the United States forced police executives to confront the fact that traditional policing (the professional “command and control” model)

was not working well. The chasm between citizen and police officer was wider than at almost any other time in history. Several commissions—most notably the President’s Commission on Law Enforcement and Administration of Justice (1967), the National Advisory Commission on Civil Disorders (1968), and the National Advisory Commission on Criminal Justice Standards and Goals (1973)—recommended major improvements in policing and the administration of justice (Inciardi, 2005; Kerlikowske, 2004). To be sure, many experts felt certain that the police alone could not control crime and that social unrest stemmed from factors such as social inequality, lack of jobs, and the deterioration of the family. Nevertheless, the stage was set for a change in policing strategies.

Interestingly, the “new” strategies integrated many of the tenets associated with Sir Robert Peel, such as police responsibility for maintaining peace while strengthening connections to the citizens they serve. For example, these newer strategies include community-oriented policing, community-oriented problem-solving policing (COPS), statistics-oriented policing (which includes community mapping and real-time crime analysis approaches such as CompStat), intelligence-led policing, and strategic policing. Many of these are discussed in Chapter 2 as well as in other sections of this book.

**1980–Present: Flexibility and Transition** Today, each police agency’s executives, in conjunction with citizens and elected political and community leaders, must decide what policing principles and strategies to incorporate into their mission. Most agencies across the country mix traditional policing with community- and problem-oriented policing, some statistical policing, and strategic policing to prepare for the future.

In addition to demonstrating greater flexibility with regard to strategy, the police have also entered a time of transition in terms of how they and others perceive their level of professionalism. If you were to ask police officers whether they view themselves as professionals, most would probably answer “Yes.” But many citizens might disagree. This difference in viewpoint stems in part from the fact that police officers regularly see the worst of human behavior and deal with unsavory individuals to keep the rest of us safe. Just as waste management workers bear the stigma of handling human refuse, police officers are expected to manage society’s most undesirable elements without receiving any special recognition or reward.

Moreover, for many years, particularly in cities in the Eastern United States, police ranks almost exclusively comprised immigrants, especially Irish. Because many civilian immigrants served people with wealth and power, police officers who were immigrants were seen as having the same low socioeconomic status. It did not help that one needed no special education to become a police officer and that the pay was very low. If a police officer exhibited wealth of any kind, people almost universally assumed that the officer gained that wealth through unethical and corrupt means.

The fact that you are reading a textbook about police administration testifies to how much these circumstances have changed. Today, many police agencies want recruits with some college credits. Police also earn more money now, and they enjoy superior benefits, including generous health insurance coverage and retirement pensions. Many individuals who are drawn to policing as a career have as their goal the desire to help people and to make society a better place. Many are also drawn to public safety careers because of the job security they provide. Later in this chapter,

you will find a compelling argument that policing has, in fact, become a profession (Champion & Hooper, 2003; Kelling & Sousa, 2001; Leonard & More, 2000; Ortmeier, 2006).

## ETHICS AND PROFESSIONALISM IN POLICING

**Ethics:** the philosophical study of conduct that adheres to certain principles of morality.

**Ethics** is the philosophical study of conduct that adheres to certain principles of morality. People who wish to “do the right thing,” “be a good person,” and “get along with others” are expressing the desire to behave in an ethical manner. While ethical behavior can certainly include obeying the law, following certain religious tenets, and conforming to societal standards of behavior, ethics itself is not concerned with law, religion, or society.

Instead, ethics centers on demonstrating behavior that reflects specific virtues—examples of moral excellence. Virtues include discretion, integrity, courage, and self-restraint. Religious groups added faith, hope, and love as virtues. Other virtues are honesty, loyalty, generosity, modesty, and responsibility. Demonstrating virtues leads to moral behavior, which in turn forms a foundation for ethics. (See Figure 1-1.) As a general rule, *virtue* refers to who a person is, while *ethics* refers to what a person does (Bennett, 1993; Kleinig, 1996; Pollock, 2007). That is, a person becomes virtuous by behaving ethically.

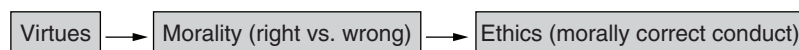
We all learn to practice ethical behavior, presumably during our early years of growth through maturation as we interact with family and society. Through these interactions, we come to understand the difference between good and bad behavior. Societies everywhere require their members to behave in an ethically acceptable manner (Ortmeier & Meese, 2010).

Ethics, as an aspect of philosophy, originated in ancient Greece. The three philosophical giants who attempted to define and refine ethics were Socrates, Plato, and Aristotle. Socrates argued that with the proper knowledge, a person will always do good. Plato wrote that the highest good comes from loving the truth and doing all things for the sake of the truth. Finally, Aristotle proposed that doing good was a habit that must be inculcated in persons at a very early age, and that once doing good has become habitual, a person could not do other than good (Durant, 1966).

### Ethical Challenges in Policing

More than most professions, policing presents its members with ethical dilemmas on a daily basis. Planting drugs on a known drug dealer who has so far escaped justice is unethical and illegal, but some officers may be tempted to do so anyway. An officer might rationalize the action as noble if it boosts the chances that the dealer will be convicted—and thus prevented from selling more drugs and condemning more people to addiction. The officer might further decide to give false testimony about the dealer in court to help secure a conviction and thus serve the “greater good.”

**figure 1-1** The Relationship among Virtues, Morality, and Ethics





Lawyer and judge, with police officer on witness stand. It is essential that officers be truthful and professional.

Deciding not to behave ethically is just as unethical as overtly questionable behavior. For instance, an officer may decide not to arrest a drunk driver because that person is related to an acquaintance or relative of the officer. Like obviously unethical behavior, opting out of doing the right thing also contributes to public perception that police officers are corrupt and untrustworthy. However, this kind of behavior has not commanded the attention of the public in the same way as overt acts have.

## Law Enforcement Codes of Ethics and Conduct

A broad-based interest in the idea that police work should be subject to ethical standards emerged with the 1936 publication of August Vollmer's *The Police in Modern Society*, which promoted ethics as an essential ingredient for modern policing. Interest intensified further when the IACP developed a **Law Enforcement Code of Ethics** and **Law Enforcement Code of Conduct** in the association's early years. The codes are accepted as universal standards across the police profession. They include guidelines concerning performance of officer duties, responsibilities, discretion, and use of force, among others. Many police agencies use these codes to define a formal, agency-wide set of standards that they circulate to all agency members and usually post in a prominent location in all facilities. As you review these codes (shown in the box "International Association of Chiefs of Police Codes of Ethics and Conduct"), consider ways in which they reflect the policing principles presented earlier in this chapter, and think about what virtues they emphasize.

**Law Enforcement Code of Ethics and Law Enforcement Code of Conduct:** codes developed by the International Association of Chiefs of Police (IACP) in its early years.

## **International Association of Chiefs of Police Codes of Ethics and Conduct**

### **Law Enforcement Code of Ethics**

As a Law Enforcement Officer, my fundamental duty is to serve mankind; to safeguard lives and property; to protect the innocent against deception, the weak against oppression or intimidation, and the peaceful against violence or disorder; and to respect the Constitutional rights of all men to liberty, equality, and justice.

I will keep my private life unsullied as an example to all; maintain courageous calm in the face of danger, scorn, or ridicule; develop self-restraint; and be constantly mindful of the welfare of others. Honest in thought and deed in both my personal and official life, I will be exemplary in obeying the laws of the land and the regulations of my department.

Whatever I see or hear of a confidential nature or that is confided in me in my official capacity will be kept ever secret unless revelation is necessary in the performance of my duty.

I will never act officiously or permit personal feelings, prejudices, animosities, or friendships to influence my decisions. With no compromise for crime and the relentless prosecution of criminals, I will enforce the law courteously and appropriately without fear of favor, malice, or ill will, never employing unnecessary force or violence and never accepting gratuities.

I recognize the badge of my office as a symbol of public faith, and I accept it as a public trust to be held so long as I am true to the ethics of the police service. I will constantly strive to achieve these objectives and ideals, dedicating myself before God to my chosen profession . . . law enforcement.

### **Law Enforcement Code of Conduct**

All law enforcement officers must be fully aware of the ethical responsibilities of their position and must strive constantly to live up to the highest possible standards of professional policing. The International Association of Chiefs of Police believes it important that police officers have clear advice and counsel available to assist them in performing their duties consistent with these standards, and has adopted the following ethical mandates as guidelines to meet these ends.

#### ***Primary Responsibilities of a Police Officer***

A police officer acts as an official representative of government who is required and trusted to work within the law. The officer's powers and duties are conferred by statute. The fundamental duties of a police officer include serving the community, safeguarding lives and property, protecting the innocent, keeping the peace, and ensuring the rights of all to liberty, equality, and justice.

#### ***Performance of the Duties of a Police Officer***

A police officer shall perform all duties impartially, without favor or affection or ill will and without regard to status, sex, race, religion, political belief, or

aspiration. All citizens will be treated equally with courtesy, consideration, and dignity. Officers will never allow personal feelings, animosities, or friendships to influence official conduct. Laws will be enforced appropriately and courteously and, in carrying out their responsibilities, officers will strive to obtain maximum cooperation from the public. They will conduct themselves in appearance and department in such a manner as to inspire confidence and respect for the position of the public trust they hold.

**Discretion**

A police officer will use responsibly the discretion vested in his position and exercise it within the law. The principle of reasonableness will guide the officer's determinations, and the officer will consider all surrounding circumstances in determining whether any legal action shall be taken. Consistent and wise use of discretion, based on professional policing competence, will do much to preserve good relationships and retain the confidence of the public. There can be difficulty in choosing between conflicting courses of action. It is important to remember that a timely word of advice rather than arrest—which may be correct in appropriate circumstances—can be a more effective means of achieving a desired end.

**Use of Force**

A police officer will never employ unnecessary force or violence and will use only such force in the discharge of duty as is reasonable in all circumstances. The use of force should be used only with the greatest restraint and only after discussion, negotiation, and persuasion have been found to be inappropriate or ineffective. While the use of force is occasionally unavoidable, every police officer will refrain from unnecessary infliction of pain or suffering and will never engage in cruel, degrading, or inhumane treatment of any person.

**Confidentiality**

Whatever a police officer sees, hears, or learns of that is of a confidential nature will be kept secret unless the performance of duty or legal provision requires otherwise. Members of the public have a right to security and privacy, and information obtained about them must not be improperly divulged.

**Integrity**

A police officer will not engage in acts of corruption or bribery, nor will an officer condone such acts by other police officers. The public demands that the integrity of police officers be above reproach. Police officers must, therefore, avoid any conduct that might compromise integrity and thus undercut the public confidence in a law enforcement agency. Officers will refuse to accept any gifts, presents, subscriptions, favors, gratuities, or promises that could be interpreted as seeking to cause the officer to refrain from performing official responsibilities honestly and within the law. Police officers must not receive private or special advantage from their official status. Respect from the public cannot be bought; it can only be earned and cultivated.

*(continued)*

**Cooperation with Other Police Officers and Agencies**

Police officers will cooperate with all legally authorized agencies and their representatives in the pursuit of justice. An officer or agency may be one among many organizations that may provide law enforcement services to a jurisdiction. It is imperative that a police officer assists colleagues fully and completely with respect and consideration at all times.

**Personal-Professional Capabilities**

Police officers will be responsible for their own standard of professional performance and will take every reasonable opportunity to enhance and improve their level of knowledge and competence. Through study and experience, a police officer can acquire the high level of knowledge and competence that is essential for the efficient and effective performance of duty. The acquisition of knowledge is a never-ending process of personal and professional development that should be pursued constantly.

**Private Life**

Police officers will behave in a manner that does not bring discredit to their agencies or themselves. A police officer's character and conduct while off duty must always be exemplary, thus maintaining a position of respect in the community in which he or she lives and serves. The officer's personal behavior must be beyond reproach.

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## Ethical Leadership by Example

**Leadership:**  
the art and science  
of ethically using  
communication,  
activities, and  
behaviors to  
influence, motivate  
(not manipulate), or  
mobilize others to  
action.

**Ethical leadership:**  
ethical behavior on  
display.

As you will see throughout this book, all police agency personnel have the power to model ethical behavior—becoming ethical leaders by example. **Leadership** is the art and science of ethically using communication, activities, and behaviors to influence, motivate (not manipulate), or mobilize others to action. **Ethical leadership** is ethical behavior on display. Subordinates model behavior based on what a leader demonstrates. If a perceived leader or supervisor gives “a wink and a nod” when an officer accepts gratuities, followers and subordinates may engage in that same behavior, even if their agency's code of conduct defines it as unethical.

Just as unethical behavior by one individual can trigger it in another, ethical behavior can also spread when individuals model it consistently. In fact, researchers have proven that unethical people who become part of an ethical society or organization soon begin to emulate and embrace ethical behavior (Ritchie, 2007). These findings further underscore the importance of demonstrating ethical behavior—of leading ethically by example.

In time, policing has overcome the negative image it was previously saddled with. Many people see it as a complex job that demands the highest level of communication skills, physical ability, mental acuity, and emotional discipline. Unethical officers tarnish this image and make it difficult for the police to gain



and retain citizens' trust, an essential ingredient for effective police work (Allen & Sawhney, 2010; Gaines, Worrall, Southerland, & Angell, 2003). Loss of trust due to unethical behavior on the part of any police agency personnel can also damage hard-won perceptions of policing as a profession.

You may be wondering whether formal training is available to help police personnel at all levels acquire ethical leadership skills. The answer is not encouraging. Police leadership development programs endorsed, certified, and/or presented through state commissions on peace officer standards and training as well as colleges and universities, where such development programs exist, focus primarily on the promotion of police officers to mid- or upper-level management positions. Very few focus on ethical leadership development at all ranks, including police recruits ("Leadership Development around the States," 2009). We strongly suggest that ethical leadership training and development are essential for all police officers, regardless of rank.

## Policing as a Profession

A **profession** is an occupation or discipline that requires its members to adhere to prescribed standards of behavior and competence. All professions—including policing—share the following characteristics:

- A recognized body of knowledge specific to the profession
- Common goals and principles
- A code of ethics and standards of conduct
- A public service orientation
- Common language and vocabulary
- A system for licensing or credentialing members
- An association that promotes the profession's standards and interests (in the case of policing, such associations include the International Association of Chiefs of Police, or the IACP, and the Police Executive Research Forum, or PERF).

### Profession:

an occupation or discipline that requires its members to adhere to prescribed standards of behavior and competence and that has characteristics including common goals and principles, a common language, a system for licensing or credentialing members, and an association that promotes the profession's standards and interest.



U.S. Attorney General John Ashcroft addressing the 111th International Association of Chiefs of Police (IACP) Annual Conference at the Los Angeles Convention Center.

Graduates of a NYPD  
Police Academy  
class during their  
commencement at  
Madison Square  
Garden.



To qualify as a member of any profession, including policing, people must gain knowledge and develop skills relevant to that profession. They can do so by attending special schools, colleges, or training centers. They can also accumulate experience and expertise by doing the job. The specialized knowledge police officers acquire through their education, training, and job experience enables them to make decisions and take actions that others without such knowledge are not equipped to make. For instance, the average citizen is not expected to apprehend a suspect during a robbery in progress. However, a police officer is expected to intervene—and to have the skills and knowledge to do so effectively.

Much of the knowledge gained by police officers cannot be absorbed by studying lists of rules but instead must be learned through on-the-job experience. Consider the way aspiring doctors or lawyers must learn the rules and theories of their profession before they practice that profession. Police go through a similar process before they are allowed to work alone on the street.

At various times in the past, experts have characterized police officers as “unprofessional professionals” (Delattre, 1989) or as an “ambivalent force” (Niederhoffer & Blumberg, 1976). Some have used the term “impossible” to describe the directive of police to ensure public safety (Manning & Van Maanen, 1978). These confusing terms reflect the fact that in the United States, the law gives certain powers to police officers while also restricting their actions (Goldstein, 1977) to preserve personal liberty in our democratic society. A good example is the Miranda warning that police are supposed to recite to a suspect in custody before the person can be interrogated. If the suspect confesses before the Miranda warning is delivered, the confession may be inadmissible in court unless the confession falls under one of the judicially recognized exceptions to the Miranda admonition.

## Leadership on the job

### *Police Academies for All*

In a large city on the U.S. East Coast, a police captain coordinates an innovative program: a police academy for local senior citizens. Components of the program include a ride-along with patrol officers and the chance to use the computerized firearms simulator that is used in the recruit academy.

“If we gave them a gun and a badge, they would do it,” the captain reports. He describes the real purpose of the academy: “Seniors are home during the day, they see a lot, they’re the staples in their community. . . . They’re the ones who can bring back that ‘it takes a village’ kind of [mentality]. . . .”

The program underscores a phenomenon that occurs every time police and community residents

create a personal connection: police work is demystified for the average citizen, and the police gain supporters in the community. The more people know about how police do their job, the more likely citizens will be to support their efforts.

1. What other community groups might benefit from attending an academy like the one described in this scenario?
2. What other citizen–police activities might increase the bond between the police and the community they serve?

As mentioned earlier, most police officers consider themselves professionals, and certainly the world of policing is closed to those who do not have the appropriate background, training, education, or experience. As police agencies hire more officers who have higher education and demonstrate personal ethical standards, public perceptions of policing as a profession will likely strengthen further.

## ETHICS IN ACTION

### *Technology Exposes Officer’s Unethical Behavior*

**W**hen a 17-year-old male was arrested for a shooting that occurred six days earlier, he was listening to music on his MP3 player. The detective who arrested him questioned the young man for over an hour with neither a lawyer nor his parents present. Unknown to the detective, the young man taped the interrogation using his MP3 player.

During the young man’s subsequent trial, the detective denied that an interrogation had taken place. When the defense presented the MP3 tape as evidence, the detective was charged with three felony counts of perjury and terminated by the police department after his conviction. The young man received seven years in prison on a weapons charge, but the charge of attempted murder was dropped after the detective’s perjury conviction.

1. What implications does this case have for any other trials at which the detective testified in which the defendant was convicted?
2. What are the implications for public safety when officers manipulate the truth to gain convictions or “not guilty” verdicts?

## LEADERSHIP VERSUS MANAGEMENT AND SUPERVISION

Without strong leaders, any organization can fail. Every member of every police agency thus has the opportunity and responsibility to become a leader. Leadership should begin with the chief executive of the agency and spread throughout all levels of the organization, including the line officer level. Line officers have the most direct contact with citizens and possess broad discretionary powers. For these reasons, they must function as leaders whenever they answer a call-for-service—demonstrating skills such as communication, critical thinking, and problem solving. Indeed, every time a patrol officer responds to a call-for-service, a leadership opportunity presents itself. Patrol officers become the stabilizing influence in a crisis situation and have the potential to affect a citizen's life in a positive way, even if the call is nothing more serious than a barking dog.

### Choosing to Lead

Police officers at other levels must also demonstrate leadership. Whether working alone or with partners, all officers must identify and solve problems quickly, and communicate effectively with a diverse array of individuals who may differ in terms of age, race, ethnicity, gender, and lifestyle. Whether they wish to be or not, all officers are problem solvers, and problem-solving ability is a leadership skill.

But merely knowing what skills constitute effective leadership is not enough. Police personnel, no matter what rank they hold, must also have the courage

New York State Troopers speak to a reporter outside the house of the family of Linh Voong (L) on April 4, 2009, in Johnson City, New York, a day after Voong killed 13 people and himself at the American Civic Association in nearby Binghamton, New York. Authorities reported that the shooter's name was Linh Voong and that he used Jiverly Wong as an alias to purchase weapons.



(a leadership quality) to put those skills into action—within their agency as well as with community members and partners from other private and public agencies (such as schools, other police agencies, fire departments, and businesses). Without that courage, an officer is just another person in the crowd of badges. Demonstrating courage takes practice. Many police professionals have the knowledge and ability to lead. Yet, they may choose not to exercise their leadership skills—not to do the right thing—because they fear losing the rewards that conformity provides (such as promotion and the preservation of friendships with colleagues). Indeed, a common saying in the field is, “To get along, you have to go along.”

### Understanding Managers’ and Supervisors’ Responsibilities

Middle managers and line supervisors have a dual responsibility when it comes to demonstrating leadership: They must be role models and authority figures to both citizens and line officers, as well as communicate executive decisions to the officers reporting to them. Meanwhile, a police agency’s chief executive must take responsibility for securing the safety of the community at large as well as be a public role model for exemplary and unblemished police leadership and conduct in general.

Managers and supervisors can, and should, also be leaders. However, management and supervision are not synonymous with leadership. Managers direct their subordinates in the completion of tasks toward the accomplishment of a specific organizational goal. Supervisors oversee the work of their subordinates and are available to answer questions, provide training for certain tasks, and account to superiors for their subordinates’ performance.

Leaders may supervise and manage, but they also take responsibility for influencing and motivating others. They empower people by guiding individuals in the process of change, and they account for subordinates’ actions. While managers and supervisors focus on directing and maintaining existing operations, leaders guide growth and change in their organization or group with an eye on the future (see Table 1-1).

Therefore, it takes a leader to manage a progressive organization and to plan for the future while also addressing challenges and needs in the present. Throughout

**table 1-1** Characteristics of the Manager, Supervisor, and Leader

MANAGER	SUPERVISOR	LEADER
Plans activities	Directs employees	Influences and motivates people
Organizes resources	Inspects work	Displays integrity
Controls costs and quality	Evaluates performance	Models ethical behavior
Directs employees	Rewards good work	Creates mission
	Corrects poor performance	Tenaciously pursues goals
		Builds relationships
		Focuses on strategy

Sources: Davis & Prawel, 2008; Derrick, 2009; Northouse, 2009; Ortmeier, 1997; Townsend, 1970.

this book, you will learn more about leadership, how it applies in the administration of a police organization, and how you can develop and practice leadership skills.

## Cultivating Leadership Abilities

A key to becoming a leader is wanting to do so. You can cultivate your own leadership abilities by doing the following:

- Recognize that leaders at different organizational levels will lead differently.
- Recognize that there are leaders at every level of the organization. A person need not possess an official title to be a leader.
- Make sure you know where your organization is headed strategically and where you stand in your development as a leader by performing regular organizational and self-assessments.
- Be certain there is a way for you and other leaders to develop knowledge and skills throughout the organization by regularly interacting with all personnel.
- Tailor your strategic efforts to support your organization's goals and values.
- Regularly communicate your organization's mission, values, and goals to subordinates and others (International Association of Chiefs of Police, 2005).

Supervision and management and how they relate to leadership and administration is covered in greater detail in Chapter 11.

## POLICE ADMINISTRATION: COMMON ACTIVITIES

Most large organizations have many complex administrative activities that must be completed on a regular basis. These include (but are not limited to) planning, budgeting, hiring and training employees, and purchasing and maintaining equipment and facilities. Police agencies must carry out these activities, too. Large police agencies have single departments devoted to specific administrative activities, such as a budgeting department or a facilities management team. In smaller agencies, the responsibility for each process may rest on the shoulders of the chief executive, whether that person is a police commissioner, chief, or sheriff.

We can think of a police agency's administrative activities as falling into three broad categories: line operations, administrative support, and auxiliary services.

### Line Operations

Activities that serve the public and the goals of the organization directly are usually lumped under a title such as *line operations*. They can include patrolling, traffic management, criminal investigation, communication with the public, organized-crime control, juvenile and community services (such as bicycle inspections and security at sporting events), controlled substance (drug) law enforcement, and school services (for example, drug-abuse prevention programs).



A man is handcuffed and arrested by Aspen, Colorado, police outside the Cannabis Crown 2010 Expo on April 18, 2010. The man was detained by hotel security after carrying a large jar of marijuana out of the marijuana trade show in the basement event space downstairs. Aspen police then found the man had no medical marijuana license and was carrying a set of brass knuckles, which are illegal in Colorado.

## Administrative Support

Activities that serve the agency's needs and that have very little direct impact on the community or its residents come under the title *administrative support*. These include hiring and training, budgeting, and internal affairs.

Although these activities are not typically outsourced, smaller jurisdictions have found it cost-effective to outsource some training support by collaborating with other agencies, and may engage outside consultants for such activities. However, outsourcing of other activities may be frowned upon. These include the storage of unclosed case files, property, and evidence. Unclosed case files could contain sensitive and confidential material that, if revealed outside the agency, might compromise the case resolution. The storage of property and evidence must follow certain protocols imposed by the law and the courts. For instance, if a piece of physical evidence found at a crime scene is contaminated or lost, the prosecution and defense in a court case cannot do their jobs effectively.

## Auxiliary Services

Activities that support line operations are sometimes known as *auxiliary services*. These typically include records maintenance, property and evidence management, forensic laboratory services, detention, alcohol testing, facilities and equipment maintenance, and coordination of volunteers. Some auxiliary services can be outsourced. For instance, prisoners may be detained at a centralized county facility. And an agency may hire a private company to provide laboratory services or facilities maintenance services.

As you progress through this book, you will learn about these and other activities essential to police administration.

- Principles of Policing.** Passage of the Metropolitan Police Act in London in 1829 established the world's first recognizable local police department, and came in response to an increase in crime in the city. The British home secretary Sir Robert Peel envisioned a police firm comprising citizens paid by the community to prevent (rather than merely repress) crime and disorder. A set of principles, commonly attributed to Peel, arose to support this vision. These principles emphasize the notion that police are peace officers first, rather than crime fighters. The police motto "To protect and serve" reinforces this notion.
- Police Administration: A Brief History.** Police administration has evolved in terms of how police have been organized and what they consider their core strategy for providing value to the communities they serve. The founding of the London Metropolitan Police inspired the creation of other local police departments in the United States. Many state and federal-level police organizations (such as the Texas Rangers and the U.S. marshals), as well as police unions, also had early origins. Since the 1850s, notions of policing strategy have also evolved. During 1850–1930, ideas of policing shifted from community service to crime fighting. August Vollmer and his protégé O. W. Wilson laid the foundation for modern policing, by (among other achievements) initiating the use of police cars as patrol devices and rotating patrol assignments to reduce corruption. During 1930–1980, policing strategies proliferated, many of them integrating principles associated with Sir Robert Peel. Since 1980, police agencies have flexibly mixed traditional policing with a range of other strategies, and the question of whether policing constitutes a profession has continued to inspire debate.
- Ethics and Professionalism in Policing.** Ethics is the philosophical study of conduct that adheres to certain principles of morality, and centers on the demonstration of behavior that reflects specific virtues. More than most professions, policing presents its members with ethical dilemmas on a daily basis. The Law Enforcement Codes of Ethics and Conduct, developed by the International Association of Chiefs of Police, helps establish behavioral standards to combat unethical behavior. Ethical leadership is ethical behavior on display. Policing shares characteristics of all professions, including a recognized body of knowledge specific to the profession, common goals and principles, and a code of ethics and standards of conduct.
- Leadership versus Management and Supervision.** Every member of a police agency has the opportunity and responsibility to become a leader. Managers and supervisors can and should be leaders, but management and supervision are not synonymous with leadership. Managers direct subordinates in the completion of tasks. Supervisors oversee subordinates' work and provide guidance. Leaders influence and motivate others. Managers and supervisors thus focus on directing and maintaining current operations, while leaders guide growth and change with an eye toward the future. Anyone can take steps to cultivate leadership abilities, including knowing where one's organization is headed strategically and regularly communicating the organization's mission, values, and goals to others.
- Police Administration: Common Activities.** Police administration activities fall into three categories: (1) line operations (activities that serve the public



directly, such as patrolling, criminal investigation, and juvenile services); (2) administrative support (activities that serve the agency's needs, such as training and evidence storage); and (3) auxiliary services (activities that directly support line operations, such as records maintenance and property management).

ethical leadership  
ethics  
Law Enforcement Code of Conduct  
Law Enforcement Code of Ethics  
leadership  
Peel, Sir Robert  
police administration  
principles of policing  
profession  
self-contained ethical leadership agent  
Vollmer, August  
Wilson, O. W.

## key terms

1. Nine principles of policing commonly attributed to Sir Robert Peel arose in the early 1800s. How did these principles reflect Peel's vision of policing, and how are they relevant in policing today?
2. What contributions to modern policing were made by August Vollmer and O. W. Wilson? In your view, which of these contributions are still relevant and which are not? Why?
3. Why was the decade of the 1960s a critical period for policing and society overall in the United States? In your view, has there been another period just as critical in the last 40 years? If so, what is that period, and why do you consider it as critical as the 1960s?
4. Why did the International Association of Chiefs of Police establish codes of ethics and conduct for police officers? In your opinion, how effective are these codes?
5. Why is ethical leadership important in a police agency?
6. How do management and supervision differ from each other and from leadership? Why are they not synonymous with leadership?
7. Which administrative activities do you consider most critical for a police agency? (Consider examples of line operations, administrative support activities, and auxiliary services.) Explain your rationale.

## discussion questions

## WHAT WOULD YOU DO?

### The People Are the Police

One of the most enduring and frequently quoted policing tenets attributed to Sir Robert Peel is the adage “The police are the people, and the people are the police.” The truth of the saying is made real when community members play a hands-on role in making their neighborhoods safe.

In Kansas City, Missouri, a program called Aim4Peace is having some notable success. Reformed criminals spend time in the most troubled spots in the city, working with young people to defuse conflict before it can escalate. Commander Anthony Ell of the Kansas City Police Department’s violent crimes division reports, “The work they’re doing in that area is having an impact.”

About a half-dozen reformed criminals, known as street intervention workers or violence interrupters, resolved 22 conflicts in 2008, and 14 conflicts by the middle of 2009. Kansas City’s east side—previously rife with poverty, gangs, drugs, and the city’s highest murder rates—is no longer listed as the most dangerous district, according to crime data.

The pilot program for Aim4Peace originated in Chicago, Illinois, and is known as CeaseFire. The program uses a number of means—including violence interrupters and community-mobilization tactics—to reduce shootings and killings in at-risk neighborhoods. The University of Illinois at Chicago, School of Public Health, initiated the Chicago Project for Violence Prevention in 1999, and used public health strategies to develop its own. Recent research confirmed that the program has worked in many targeted neighborhoods, with a 16 to 28 percent reduction in shootings in four out of six sites.

Among the tools CeaseFire uses are major public education campaigns, some of which have emphasized the importance of voting, and essential services like General Equivalency Diploma (GED) programs, substance-abuse treatment, and assistance for citizens seeking paid work or affordable child care. These services, when used, have been shown to improve the lives of all at-risk youths, including gang members.

CeaseFire has inspired contributions from all members of the community. For example, clergy have helped communicate the message of peace to church members, community leaders have done so for neighborhood residents, and citizens have spread the word to gang members and others by means of marches and prayer vigils. The universal message is that the shooting and killing must stop.

When researchers interviewed those at-risk youths who reported benefiting from the program, they found that CeaseFire had become extremely important to these young people. In particular, youths valued the ability to contact their outreach worker. In words reminiscent of a participant in Alcoholics Anonymous, these young people explained that they called or met with their outreach worker “at critical times, when they were tempted to resume taking drugs, were involved in illegal activities, or when they felt that violence was imminent.”

The program has also helped the violence interrupters. Their employment with CeaseFire has provided them with meaningful work in their own troubled communities when, as ex-offenders, they might have had trouble finding work at all. They have received a second chance to build productive lives and the opportunity to help their communities, where previously they had been part of the problem (Gross, 2009; Ritter, 2009).

1. Analyze how the Aim4Peace and CeaseFire programs demonstrate the tenet “The police are the people and the people are the police.”
2. If reformed violent criminals can successfully counsel at-risk persons to avoid violence, what other criminal behavior might be stemmed by the use of former offenders as counselors?