ABSTRACT

Title of Dissertation: POLICE CHIEF PROFESSIONALISM: DOES RACE MAKE A DIFFERENCE?

Gayle A.H. Fisher-Stewart, Doctor of Philosophy

Dissertation directed by: Professor Vincent Marando
Government and Politics

Research abounds on the police officer and his/her function in society. However, little research has been conducted on the police chief this most vital public administrator. His/her attitudes and perceptions about the job of police chief and the function of policing in American society assists in determining the values and attitudes of those who have awesome power in society -- the ability to take life and liberty.

In addition to the lack of research on the police chief, in general, there is no data on the black police chief whose numbers have increased dramatically over the years. As city mayors and other governmental officials are selecting police chiefs, should race be a

and their roles differently from non-black police chiefs?

This study focused on the attitudes and perceptions about the job and the issue of professionalism of this vital policymaker and whether those attitudes and perceptions affected the management of the police agency in terms of crime control/prevention philosophies.

Using a self-administered questionnaire and the focus group technique, 165 police chiefs from all size departments, with varied backgrounds, were asked their opinions on the police chief job, the role of race in terms of their career, relationships with the community, management of the police agency, and the issue of professionalism.

The findings tend to contradict the assertion of previous researchers and writers. First, there is consensus on what constitutes the job. Although traditional attitudes are still present, the majority of police chiefs hold attitudes that are community or future oriented.

Second, in terms of professionalism, while the findings of previous (although limited) studies were upheld, their attitudes are supportive of four of the seven classical professionalism criteria.

Third, although community oriented policing can

assist in strengthening the police chief claim to professionalism, those police chiefs who "scored" low on professionalism were more likely to command a police agency involved in community oriented policing.

Finally, with the exception of educational level and job experiences, the attitudes of black police chiefs were no different than those of non-blacks.

The major conclusion of this study is that more research needs to be conducted on the American police chief. As society and its needs and problems are constantly and rapidly changing, there is a need to know what characteristics should be evident in the police chief selected to deal with those issues and who will lead the future police agency.

Another conclusion is that with the variations in attitudes and perceptions about the nature of the job, there needs to be a basic "police chief curriculum" that all police chiefs should undergo. Inasmuch as police chiefs come from within the occupation, there also needs to be an analysis of training curricula from recruit level up through and including the executive level to determine if future police chiefs are being prepared to assume this most important leadership role.

POLICE CHIEF PROFESSIONALISM:

DOES RACE MAKE A DIFFERENCE?

by

Gayle A.H. Fisher-Stewart

Dissertation submitted to the Faculty of the Graduate School
of the University of Maryland in partial fulfillment
of the requirements for the degree of
Doctor of Philosophy
1992

Advisory Committee:

Professor Vincent Marando, Chairman/Advisor
Professor Stephen Elkins
Professor Clarence Stone
Professor Charles Wellford
Associate Professor Linda Williams

DEDICATION

To my mother who told me that I could do anything and my mother-in-law (deceased) who dedicated her life to educating others.

ACKNOWLEDGEMENTS

Many thanks and gratitude to Dr. Vincent Marando who chaired my committee and the members of the committee.

TABLE OF CONTENTS

Section	Page
List of Tables	vi
List of Figures	x
Chapter I Conceptual Framework	1
Introduction	1
The Research Problem	8
Conceptual Framework	17
Conclusion	25
Chapter II Literature Review	28
The Police Chief's Job	37
What Police Chiefs Say	54
The Changing Role	58
The Political Nature	60
Police Chief and Professionalism	68
The Lack of Professionalism	79
Community Oriented Policing	83
The Police Chief as Change Agent	89
Summary	95
Chapter III Methodology, Definitions and Sample Profile	101
Study Design	101
Questionnaire	102
Focus Group	105
Selection of Target Population	108
Collection of Data	114
Analysis of Data	115
Definition of Key Terms	115
Sample Profile	118
Summary	126
Chapter IV The Police Chief's Job	128
Police Chief Typology	131
Traditional or Future Oriented?	137
Summary	156

Chapter V Police Chief Professionalism 164
Education 167
Social Values 173
Professional Reference Group 174
Client-Centered Focus 178
Colleague Control 180
Profession of Police Chief 183
Summary 186
Professional Scale Rating 188
Conclusion 198

Chapter VI Professionalism and Management Orientation 200
Community Oriented Policing 202
Community Oriented Policing as Change 206
Police Chief Selection 211
Summary 234

Chapter VII Conclusions and Recommendations 237

Appendix A Questionnaire 253

Appendix B Data Tables 289

Appendix C Curriculum for "Chief Executive Seminar" 331

LIST OF TABLES

Number		Page
1.	Race of Police Chief Respondents	121
2.	Completed Questionnaires Returned, by Police Chief Race	124
3.	Characteristics of the Traditional Police Chief Type	134
4.	Characteristics of the Future (Community) Oriented Police Chief Type	136
5.	Matrix of Police Chief Responses on Leading or Managing the Police Agency by Police Chief Race	140
6.	Matrix of Police Chief Responses on View of the Police Chief Function by Police Chief Race	144
7.	Speaking Out Politically Dangerous by Police Chief Race	147
8.	Matrix of Police Chief Responses on the Political Nature of the Job by Police Chief Race	149
9.	Politics Not Understood by Police Chief Race	151
10.	Matrix of Police Chief Responses on the Relationship to the Community and the Approach to Crime Management by Police Chief Race	155
11.	Police Chief Attitude Score by Police Chief Race	161
12.	Professionalism Criteria	165
13.	Matrix of Police Chief Responses on Education by Police Chief Race	169
14.	Police Chief Educational Level by Police Chief Race	172

15. Professional Group Membership by Police Chief Race 177

16. Prioritization of Police Chief Function, Most to Least Important by Police Chief Race 179

17. Matrix of Police Chief Responses on Censure Responsibility by Police Chief Race 182

18. Matrix of Police Chief Responses on Qualification and Evaluation Standards by Police Chief Race 182

19. Matrix of Prioritization of Allegiance by Police Chief Race (Most to Least Important) 183

20. Matrix of Police Chief Responses Regarding Autonomy by Police Chief Race 185

21. Professionalism Scale Rating by Police Chief Race 191

22. Professionalism Scale Rating by Police Chief Race 196

23. Traditional vs. Community Oriented Policing 209

24. Inside Appointment by Police Chief Race 212

25. Change Easier for Outside Chief by Police Chief Race 213

26. Internal Opposition for Outside Chief by Police Chief Race 216

27. Community Oriented Policing Adopted by Police Chief Race 217

28. Police Chief Selection by COP Adoption 218

29. Police Chief Assignments by Police Chief Race 219

30. COP Adopted by Majority Career Position, Controlling for Police Chief Race 220

31. Reasons for NO COP by Police Chief Race 211

32. Professionalism Criteria Rating by Police Chief Race 224

33. Professionalism Criteria by Police Chief Race 226

34. Professionalism Scale Rating Score by COP Adoption Controlling for Police Chief Race 228

35. PSR by COP Adoption Controlling for Police Chief Race 229

36. Job Knowledge Score by Professionalism Criteria Rating 232

37. Job Knowledge Score by Professionalism Scale Rating 233

38. Years as Police Chief by Police Chief Race 290

39. Years with Current Agency by Police Chief Race 291

40. Agencies Served as Police Chief by Police Chief Race 293

41. Appointed from Inside by Police Chief Race 294

42. Have to Maintain Certification to be Police Chief by Police Chief Race 295

43. Police Chief Educational Level by Police Chief Race 296

44. Area of Concentration at Highest Level of Education by Police Chief Race 297

45. Other Law Enforcement Experience by Police Chief Race 298

46. Agency Size by Police Chief Race 299

47. Racial Composition of Police Agencies 300

49.	Traditional Selection from Inside by Police Chief Race	301
50.	Form of Government by Police Chief Race	302
51.	Population of Sample Cities by Police Chief Race	304
52.	Race of Top Governmental Executive by Police Chief Race	303
53.	Population of Sample Cities by Police Chief Race	304
54.	Racial Composition of Sample Cities by Police Chief Race	305
55.	Chief to Be Hands-on by Agency Size	306
56.	Chief to Be Hands-on by Educational Level	307
57.	Chief to Be Hands-on by Years as Police Chief	308
58.	Chief to Be Hands-on by Appointment from Inside	309
59.	Chief to Be Hands-on by Years with Current Agency	310
60.	Chief to Be Hands-on by Years in Law Enforcement	311
61.	Operations Left to Managers by Police Chief Race	312
62.	Managers Should Manage by Size Department	313
63.	Managers Should Manage by Police Chief Educational Level	314
64.	Managers Should Manage by Years as Chief of Police	315
65.	Managers Should Manage by Years in Law Enforcement	316

LIST OF FIGURES

Number		Page
1.	Conceptual Framework for the Study of Police Chief Attitudes	21
2.	Professionalism Scale Rating	194

CHAPTER I

CONCEPTUAL FRAMEWORK

So, you're studying police chiefs. You know, you've always been different and that's been your biggest problem. If you'd been more like other females, you probably would've gotten promoted. So, now you're going to call more attention to yourself. You're a piece of work. But, good luck anyway. Remember, you're dealing with some narrow-minded people.

A Police Chief Friend

Introduction

This study is about police chiefs and is intended to answer three questions. The first is, "Are police chiefs professional? The second, "Do black and non-black police chiefs differ on professionalism" (are blacks "more" or "less" professional than non-blacks in terms of attitudes?). The third question is, "Does police chief professionalism affect management approaches in terms of crime control/prevention philosophies (are "professional" police chiefs traditional or community oriented in their approach to policing)?".

The first question is the result of a troubling conversation the researcher had with a high ranking police official of her department which caused her to question the concept of professionalism as it relates to police chiefs.[1] While the incident that led to the

---

[1]The researcher, a veteran of twenty years with a major city police department, had observed and heard about what she believed to be "unprofessional" behavior on the part of police chiefs in her department and other departments, but had never been personally involved.

The researcher's dilemma, as a result of the conversation discussed below, is how could a police chief who professes to be a professional and claims to lead a professional police department seek to compromise the integrity of a promotional examination process and impugn the reputation of an employee?

The researcher was called to the office of a high ranking police official of her department. At the time, she was a captain, but more importantly, her husband, who was also a captain, was in charge of the upcoming promotional process.

The official indicated to her that he had a disturbing conversation with the chief of police the previous weekend. The conversation revolved around the promotional examination and he had been asked to approach the researcher/captain in order to obtain copies of the examination.

The researcher asked why the chief of police would think that she would obtain the examination from her husband. The official stated that the chief of police indicated that since he (police chief) had provided her with the exercises for the assessment center in the promotional process in which she had competed for her present rank, that she should have no problem doing him this favor. The shocked look on the researcher's face indicated to the official that the chief of police had lied. He then asked her if she knew who the police chief would probably want to help. When she provided the names of three people who were in the police chief's inner circle, the official

questioning of the concept was quite specific, it led to the examination of professionalism in a more general sense (as opposed to examining the issue of corruption and police chief professionalism) and resulted in the second and third questions relating to professionalism and management orientation.

However, in beginning this examination, other questions concerning professionalism are raised. Just what is professionalism as it relates to the position of

---

stated that she was right. She then informed the official that if she had been given any information concerning the examination, she would have immediately gone to Internal Affairs because she would feel that she was being set up to take a fall.

The official then told her that he had no intention of doing what the police chief requested, but wanted to know if the police chief had in fact given out information about the previous examination. He also asked her not to discuss the conversation with her husband. However, later in the process, the police chief, again, attempted to subvert the system by going directly to the researcher's husband. However, having been forewarned, he thwarted the police chief's attempt. After the researcher's husband left the police chief's home, the police chief stated to the same high ranking official, "He doesn't trust me". Upon her husband's retirement, the official admitted that he (the husband) had not been promoted to the next rank because he had not cooperated with the chief of police.

Throughout the researcher's career, there had always been rumors and conjecture that the promotion examinations had been leaked to certain individuals. However, nothing was ever proven and the department was never embroiled in scandal as had other police departments during the 1970's (e.g., Atlanta).

police chief? Is it a "buzzword" (according to the Washington Post, June 14, 1992, it is the "in thing" in law enforcement) that somehow translates into a wish or a desire to be viewed as "professional"? Perhaps there are benefits the status might bring to the police chief on a personal basis, the position, or perhaps the police organization. On the other hand, are there police chiefs who exhibit the characteristics of a professional, while not being able to legitimately claim the title, but whose stated attitudes and beliefs support the generally accepted criteria of professionalism?

Believing that the incident in which the researcher was involved and others that have occurred,(e.g., the indictment and conviction of a police chief of a major police department for embezzlement), are not the norm[2], it is important to study police chiefs and the issue of professionalism because police chiefs (their attitudes and beliefs and resultant behaviors) are vitally

[2]If these behaviors were the norm, it would be even more important to study police chiefs, particularly in terms of corruption that might exist in police departments being led by corrupt police chiefs.

important to the nature and type of policing that is occurring in America's cities.[3]

The basic argument of this research is that the police chief can influence how department members view their role and how they interact with the community served. The police chief can shape, to a great extent, the police organization, set the values and behaviors for members to follow, reorder priorities, and emphasize (or de-emphasize) various approaches and techniques in policing. As the organizational leader, personnel look to the police chief for direction, guidance, and to provide positive examples of "what is right". If police officers (at all ranks below the rank of police chief) are to act "professionally", police chiefs must set the example and model the behaviors that are deemed acceptable and professional throughout the police organization.

---

[3]The events in Los Angeles surrounding the beating of Rodney King and the call for Chief Darryl Gates to step down are indicative of how the police chief can affect attitudes and behaviors. As the result of the police commission inquiry, it was felt that the only way behaviors and attitudes of department members could be changed to benefit the community would be to have a change at the top and the only outside candidate of the final six candidates, Willie Williams, commissioner, Philadelphia, Pa., police department, was selected as the incoming police chief (Washington Post, May 11, 1992).

Police chiefs are chief executive officers of their departments and are governmental policy-makers. In many communities they are the highest ranking governmental official with whom citizens have contact. Here, too, they are capable of having an affect on how citizens view policing, the police agency, and the local governmental structure.

Unfortunately, there is very little known about police chiefs, especially as it relates to leading the police organization. They have been ignored by most researchers. What research does exist is dated and skewed because only traditional police chief roles have been studied. It is important to understand the nature of the police chief job, for not only do they affect how communities are currently being policed, but they are setting the tone for policing in the future.

Purpose and Objectives of the Study

This study is to examine police chief attitudes and perceptions about the job and whether those attitudes are "professional". These data will then provide information about the nature of the job and how the police chief views his/her role and duties. The analysis will also indicate whether there is agreement

among police chiefs regarding what the job entails, its role(s) and duties, and obligations. In order to be a professional, one must first understand the nature and obligations of the job. The first criteria of professionalism is "a systematic theory or intellectual technique" (Pavalko 1970) which is based on knowledges and skills that enable members to perform the duties of the profession.

The specific objectives of this study, while concentrating on examining police chief attitudes as they relate to the job are as follows:

1. to gain an understanding of the nature of the police chief job (how police chiefs perceive the job);

2. to examine the attitudes and perceptions of black police chiefs about the job and determine to what extent they differ from those of non-black police chiefs;

3. to examine whether professionalism (based on scores received using professionalism scales) assists in explaining differences between black and non-black police chiefs in the management of the police agency in terms of crime control/prevention philosophies; and

4. to determine whether career paths to the position of police chief differ in terms of categories

of positions for blacks and non-blacks, and if so, whether the career path assists in explaining differences in management orientations.

The Research Problem

This study is warranted because knowledge about the American police chief is very limited and minuscule in comparison with that of line (street) officers.[3],[4]

The paucity of information, particularly research, on the police chief tends to contradict the assertion

---

[3]According to Mayo (1985), his search of the literature from 1900 through 1960, revealed no book-length research of any kind on police chiefs. Between 1960 and 1985, he was able to find only five such inquiries (German, 1962; Grosman, 1975; National Advisory Council, 1976; Busson et al, 1981) which included his project which dealt with time management of police chiefs in three departments (1983). Although eight additional studies were located during this study, only one (Witham 1983) was book length.

[4]In preparation for this study, the following research was also examined: the Keil and Ekstrom study of police chief professionalism (1973); an analysis of police chief career patterns and educational level by Enter (1984); two additional studies on police chief educational levels, one by Rogers (1974) and the other by the International Association of Chiefs of Police (1976); a 1971 study of Alaska police chiefs by Angell and Endell; a 1982 study by Chandler that found that educational level was related to the selection of police chief; and Regoli et al (1986) on career stage and cynicism among police chiefs.

that this position is one of the most vital in the police and public administration arenas. It is important to understand the nature of the job so that the nature of policing and the factors that assist in determining how the community is policed can be better understood and evaluated.

In addition to there being a lack of research on police chiefs in general, particularly on police chiefs who command departments with fewer than seventy-five employees, there are no data on black police chiefs.

This study is intended to fill these voids. It will provide data on police chiefs who command the smallest (1 sworn member) as well as the largest (27,000 sworn members) police departments and representatives of those in between. It will also provide data on black police chiefs who have never been studied as a distinct group.

Why Study Black Police Chiefs?

While this is a study of police chiefs, it does have as an important focus the examination of the attitudes and perceptions and professionalism of black police chiefs. There are no data on black police chiefs and the research on minority law enforcement officers

has generally been directed toward how blacks feel about being police officers and what group norms emerge (Thibault 1990).

The number of black police chiefs has increased from 7 to 131[5] since a 1976 conference in Washington, D.C., with blacks holding leadership positions in American law enforcement agencies.[6]

The focus of that meeting was to discuss the problems and challenges facing black executives in law enforcement. In the "Foreword" of the conference report, "Black Crime: A Police View" (1977), it was noted that, "As a group, black police officials offer a potentially significant impact on America's outlook on crime, and law enforcement generally. As yet an untapped resource, they have begun the task of involving

---

[5]At the time data were collected for this study, 1990, there were 131 black police chiefs at the local level. In the ensuring two years, that number has increased to 142 and the number is still growing (source: National Organization of Black Law Enforcement Executives).

[6]In 1976, there were seven (7) black chiefs of police, public safety commissioners, or police directors in the United States. All were in attendance at the meeting of the Joint Center for Political Studies (Source: National Organization of Black Law Enforcement Executives, 1990.)

themselves in the policy-making process". Also in the "Foreword", in the discussion of the attendees, it was emphasized that, "Many of those who attended had dedicated their careers to law enforcement, yet never had been consulted at the national level about their thoughts on the subjects of this symposium".

The study of black police chief attitudes and management orientations is also important because, although there have been tremendous strides in the area of race relations in the United States, the issue[7] of race remains a concern for American law enforcement. This is particularly relevant when discussing police relations inside and outside the policy agency and the role of the police chief.

The study of race may assist in explaining differences in the attitudes of police chiefs of different races toward policing. This is important because previous discussions of race in policing have been limited to police relations with minority communities which have as a base the civil unrest of the

---

[7]The issue of race as it relates to race relations and policing have tended to be focused on hiring, training, retention, and promotion of minorities in the police organization and relationships with the community served.

1960's, and racial discrimination and its impact on the hiring, retention, assignment, and promotion of minorities.

Police chiefs of all races who have "come up" through the ranks of police departments have been subject to socialization processes within the agency. That process has involved the use of the police to perform society's racial dirty work, from enforcing "Jim Crow" laws to ensuring the sanctity of communities by "stopping" and questioning minorities who appear to be in the "wrong" neighborhood.

The researcher remembers vividly the news accounts of "Bull" Connors' police officers attacking civil rights demonstrators during the 1960's. From a more personal perspective, throughout her career she has witnessed and has participated in stopping and detaining minorities who appear to be "out of place". As a rookie, she was chastised for stopping white motorists and encouraged to treat "those people" (minorities) as though they deserved no respect. These "values" have set the pattern for racism and discrimination, to include black on black racism/discrimination, to become

institutionalized in American policing and a pattern of socialization has been forged.[8]

In addition to undergoing socialization within a system organized to keep minorities in their "proper" places, blacks in law enforcement have had to deal with racial discrimination in the very agencies that employed them. As one black assistant police chief currently employed by the Washington, D.C., Metropolitan Police Department, who joined the force in 1963 indicated, the only goal blacks had in the sixties was to be able to

---

[8]According to Williams (1991), the Kerner Commission's report on urban unrest in American noted in 1968, the tendency of American society to move toward two societies, one black and one white--separate and unequal. The Kerner Commission saw in 1968, what many are just beginning to see today: American society is diversifying at a phenomenal rate, moving toward two societies, separate but unequal; one white and one black. What the commission could not see in 1968 has become obvious 24 years later: American society is moving toward two societies; one white (and economically and socially successful and one non-black (and economically, educationally, socially, and politically disenfranchised).

There are examples of this contention in scholarship (G. Loury et al, A Common Destiny: Blacks and American Society) demographics (B. Wattenberg, The First Universal Nation: Leading Indicators and Ideas about the Survey of America in the 1990's) which suggest that individuals of color are situated differently in society that are whites. Wilson (1987) points out that the inner cities are becoming predominantly non-white and poor. The white majority still retains the vestiges of power and control, higher education rates, longer life expectancies, higher income levels, lower mortality rates, and better access to governmental services.

ride in a patrol car. Never did they imagine that blacks would rise to the ranks to which they have today and certainly no one ever thought there was the possibility that a black would ever become chief of police in the Nation's Capital.[9]

Conceptual Framework

This section presents the conceptual framework developed for this examination of police chief attitudes and provides a perspective on the ideology of professionalism.

The conceptual framework is a structured approach to examining the attitudes police chiefs have about the job. There are classical and normative views of what constitutes the job of police chief. However, there has been no systematic study of what police chiefs see as their job and what they see as its major components. It is only through gaining an understanding of what police chiefs see as their job that it can be determined if they are "professional" and how that "professionalism"

[9]This is not to say that the presence of black police chiefs is a recent occurrence, for research does provide that in 1874, the chief of police in Jackson, Mississippi, was black (Wharton 1947). However, it can be assumed that such occurrences were extremely rare.

affects police chief management orientation in terms of crime control/prevention philosophy. Further, the literature indicates that there is little consensus about what the police chief function is or should be

which makes the task of determining the nature of the job more difficult, but even more important.

This study separates some of the "folklore" about what is believed to be the function of the police chief from some of the facts, actual police chief attitudes on several dimensions of the police chief job. To do this, the following conceptual framework was utilized.

Attitude-Behavior Linkage

Much of the literature suggests that policing is not a profession nor can any of its sworn personnel, to include the police chief, be classified as professionals (in terms of law enforcement duties). However, it is being proposed that there may be police chiefs who (1) have "professional" attitudes about the job and (2) that these attitudes affect how the police department is managed in terms of crime control/prevention philosophies. This study also proposes that these attitudes and perceptions may differ along the lines of

race, i.e., that police chiefs of one race (black) may have "more" (quantitatively) professional attitudes about the job than those of another race (those who are non-black).

This study examines police chief attitudes about the nature of the job and professionalism in order to understand management orientation, whether police chiefs are "traditional" or "community oriented". The thesis is that by understanding the attitudes of police chiefs, one can gain a clearer picture of how the police department is managed in terms of crime control/prevention philosophies.

However, the formation of attitudes or the factors that assist in the formation of attitudes is not the focus of this study. Rather, this study is based on the assumption that the attitudes do exist, that they can be categorized (as community/future oriented or traditional), and that they impact the management of the police agency. Figure 1 provides a graphic representation of this conceptual framework.

As Figure 1 presents, indicators of police chiefs attitudes are gathered (through a questionnaire) and analyzed according to race. These "categorized according to race" attitudes are then further analyzed

in order to determine if they are "more" or "less" professional. Finally, these "more/less" attitudes are re-analyzed to determine if they are "traditional" or "community oriented" in nature. Once this analysis is completed, the result will be that a picture of the police chief's management orientation and how the department is "run" in terms of crime control/prevention strategies or policies will emerge.

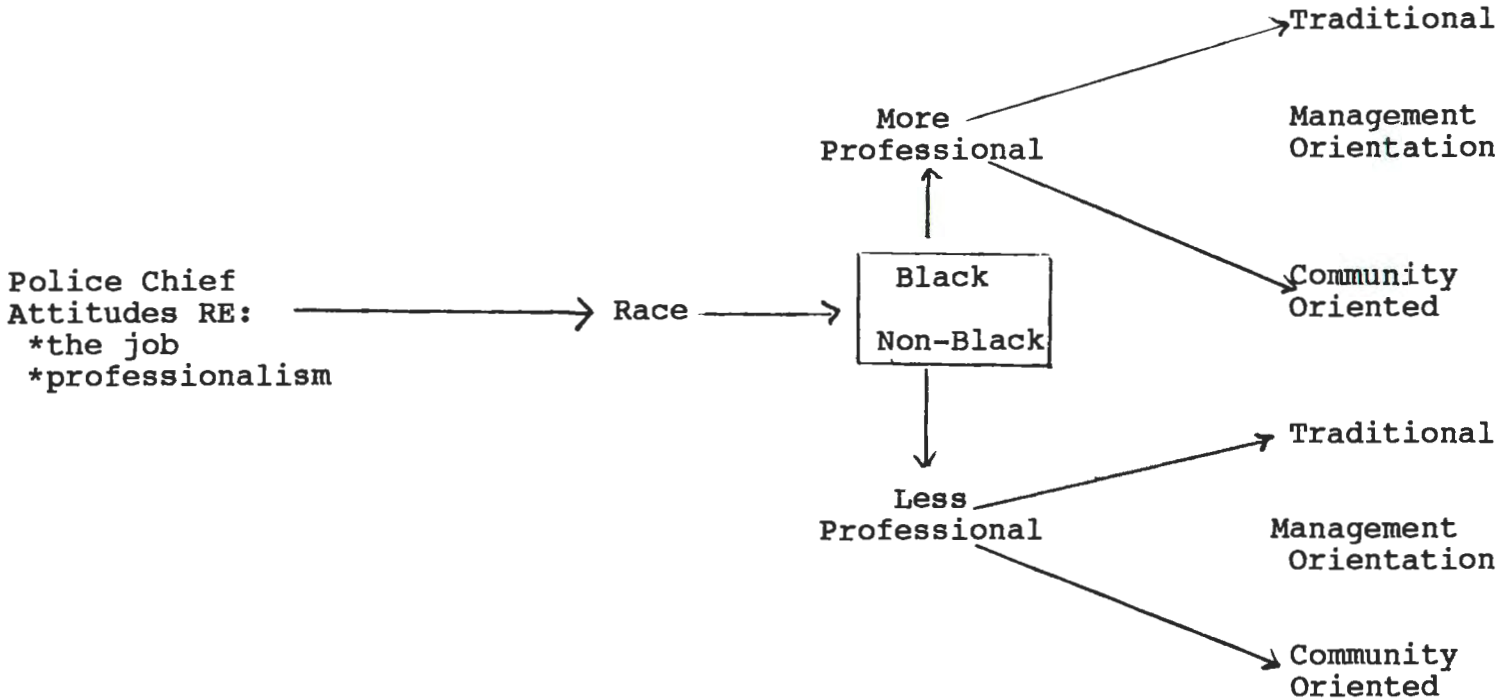


Figure 1. Conceptual Framework for the Study of Police Chief Attitudes.

Police chief behaviors or predispositions in terms of how the police department is managed (traditional orientation or community oriented) are affected by the attitudes and beliefs he/she holds about the nature of the job. However, the question must be asked, "What is an attitude?".

Attitude Structure. In discussing attitude structure, Katz (1967) referred to attitudes as a multidimensional construct consisting of several components. The first, that of affectivity, governs the intensity or strength of an attitude and is characterized by feelings for or against an object or symbol. Using a five-point Likert scale, police chiefs were asked to give a rating based on the strength of their feelings to statements concerning how they viewed the job of police chief, for example.

The second dimension in attitude structure is the cognitive component and is comprised of the beliefs an individual holds regarding the object of the attitude. This component suggests two additional dimensions, that of specificity and generality (of the attitude), and the number of different beliefs comprising it. This component, the degree of differentiation, serves the purpose of describing the object in terms of its

characteristics, as well as in terms of its relationships to other objects. Katz stated that the ease or difficulty with which an attitude is changed is related to the degree of differentiation among the cognitive elements.

The third dimension is concerned with the number and strength of the linkages of an attitude to a value system. According to Katz, this relationship is associated with attitude change; that is, attitudes that are strongly tied to value systems are more difficult to change than those that are less strongly tied.

The fourth element is concerned with the degree to which the attitude is tied to a value system that is directly related to the individual's self concept. The more clearly the value system to which the attitude is linked is tied to one's self concept, the more difficult it is to change.

The fifth dimension, the psychomotor component, is characterized by the degree to which an attitude is related to behavior. Again, Katz pointed out that although the behavior is related to the attitude, it has other determinants, in addition to the attitude itself. However, he concludes, some attitudes have more of an action tendency than others. For example, police chiefs

who consider themselves "hands on managers" (the attitude) as opposed to "executives" may tend to micro-manage (the behavior) their organizations, to be actively involved in the day-to-day operations. The "hands-on" attitude may manifest itself in police chief behaviors that indicate to department personnel that the chief participates in management activities that should be left to lower level managers or workers.[10] This is in contrast to those police chiefs who may consider themselves to be executives and display a management style that indicates that they view their primary purpose to provide vision and leadership to the police organization, leaving the day-to-day operations of the police agency to the managers.

While the above discussion presents an overview of the structure of attitudes, Rosenburg (1960) presented a somewhat different perspective concerning the structure

---

[10]The director, U.S. Secret Service, is known to be a "hands-on" manager as opposed to an executive. While President Bush was in Panama (June 1992), incidents that occurred that propelled the Secret Service into action. Pictures in the Washington Post have the Director riding on the running board of the presidential limousine, along side special agents. However, his deputy who is in charge of the protective detail remains in Washington, D.C., while the director is out being "one of the troops" because he cannot get the street out of his system.

of attitudes.

Rosenberg referred to the cognitive, affective, and behavioral components as response indices of the construct. He, along with Katz, defined attitudes as a "predisposition" to respond to some object or class of objects. Rosenburg contended that an individual's cognitive response may be inferred from one's responses to verbal questions; one's affective response may be inferred from verbal statements of how much one likes or dislikes it, and one's behavioral response may be inferred from how the individual acts or says he/she will act. This premise provides the driving force for how this study will proceed in that one's verbal responses will be inferred by written responses on a self-administered questionnaire.

Conclusion

This study examines the nature of the police chief job from the point of view of the police chief and the role of professionalism as it impacts the management of the police agency and the relationship with the community served in terms of crime control/prevention philosophies. Understanding the nature of the job is vital to determining whether or not police chiefs are

professional and whether they can meet the needs of the diverse communities they serve.

In examining the concept of professionalism, it is important to determine whether police chiefs who believe themselves to be professional command departments that are "client or customer" oriented, i.e., involved in community oriented policing, or are still following traditional crime control/prevention philosophies.

While comparing the attitudes and perceptions of black and non-black police chiefs, the data will also provide a body of knowledge on black police chiefs that is missing from the limited literature and research on the American police chief. Are black police chiefs "more" or "less" professional than their non-black counterparts and what does it mean in terms of managing the police agency and relationships with the community?

The study of black police chiefs has other implications. At the present time, while constituting a minority of police chiefs nationally (less than 1%), they still constitute the largest minority group holding that position. By studying police chief attitudes and perceptions along racial lines, the intent is to better understand the impact of race on management orientations, particularly as they relate to interacting

with the community.

While this study examines police chief attitudes about the job as a precursor to understanding police chief professionalism and management orientation, it accepts the various approaches to the study of attitudes. However, it relies heavily on Rosenburg's contention that respondents' verbal statements to questions can provide an indication of his/her attitudes about various aspects of the job and the concept of professionalism. Those responses (attitudes) can then assist in understanding managerial behaviors.

This study has utilized a self-administered questionnaire in order to gather these responses. This methodology will be further discussed in Chapter III. However, in order to provide further insight on how the questionnaire was constructed (what questions were utilized, etc.), a review of the literature about the police chief and the job is necessary.

CHAPTER II

LITERATURE REVIEW

This chapter surveys the major literature of police and public administration and general management as is relates to the American police chief. The chapter is organized around the issues that form the basis of this study. Those issues are the nature of the police chief's job, police chief professionalism, and the police chief and community oriented policing as organizational change.

The literature on police administration consistently describes the role of the police chief as one of the most demanding, challenging, and important executive functions in the public administration arena. Mayo (1985) indicated that the police chief's role is complex and important as there is virtually no other chief executive position whose personnel can directly affect each citizen's liberty, peace, and ability to pursue happiness. The police chief role is vital because..."The police are among the most important

policy-making agencies (in government) despite the widespread assumption that they are not..." (Davis 1969). As a leader of the police agency, the police chief is one of the most important policy-makers in the governmental arena. However, as Brown (1989) has indicated, the police chief is not fully utilized to the benefit of the community he/she serves. Further, Witham (1985) offered that police chiefs of today are not fully knowledgeable about their roles and fail to take advantage of the opportunities presented that could enhance their roles as key governmental policy-makers.

Police chiefs (Brown 1989, Hudnut 1989 and others) are acknowledging that policing is changing and that many police chiefs are not equipped (in terms of education and/or skills) to meet the challenge this change will bring. No longer can law enforcement executives blindly (Mayo 1985) concentrate the majority of organizational efforts to responding to calls for service, high visibility patrol and the reduction of crime in accordance with the F.B.I. Uniform Crime Report. Policing has been frozen in the reform era of the early 1900's with efforts focused on antiquated and largely ineffective methods of crime prevention and criminal apprehension (Tully 1990). Increased

dependency on mobile units and other technological advances have made the police less accessible to the community, thereby reinforcing the orientation to the enforcement of laws and reluctance in providing order maintenance activities and services.

Traditional strategies and objectives must be reconsidered and questioned if policing efforts are to meet the needs of the 21st century. In fact, the question of what constitutes "success" in policing is still the subject of continuing debate.

These needs are reflected in changes in societal values and priorities. Tight economic times are forcing police agencies to do more with fewer resources. This is not unlike the changes that many jurisdictions are undergoing that are facing fiscal scarcity. As a result, police personnel, through the position of the police chief (who sets the direction of the department), are being encouraged to deal with issues underlying societal problems that have not traditionally been recognized or accepted as law enforcement concerns, but are believed to provide conditions that are conducive to criminal activity. According to the National Organization of Black Law Enforcement Executives (NOBLE 1989), police departments across the country have begun

to realize that a reactionary approach to crime management is not going to solve the epidemic of crime, drugs, and violence. NOBLE offers that a community oriented type philosophy and style of policing is needed. This approach encourages police and citizens to develop strong bonds and to work "coactively" (Oettmeier 1989), directing their collective efforts to dealing with the most salient causes of crime rather than the most visible symptoms.

For example, Kelling and Wilson (1982) indicate that physical disorder, to include litter, abandoned buildings, potholes, broken street lights and wrecked vehicles, is a sign that points to a community that is in decline and one in which more crime can breed. They offer that once the process of physical decay begins, the affects multiply unless corrective action is taken. Once a neighborhood begins to decline and there is no intervention to stop it, prostitutes, thieves, and drug houses appear, and crime can take a foot hold. Police and citizens working together can correct the condition of physical decline so that the opportunities for crime to flourish are diminished. Helping to alleviate these fears is now being viewed as an important police responsibility (Sherman 1982).

Other changes resulting from increasingly culturally diverse work forces and communities are slowly forcing police executives to view the community and the police agency's workers as customers and consumers of a service (Couper 1991). Police agency workers and the community are demanding to be more actively involved in the police agency's decision-making processes so that their needs can be heard and adequately addressed.

While the needs of the community and police agency workers are different, they unite and affect policing in several ways. For example, as the result of the disturbances in the hispanic community in Washington, D.C., in May, 1991, one of the concerns expressed by that community is that the Metropolitan Police Department is not sensitive to the needs and concerns of the hispanic community. The major problem, as perceived by the task force formed to look into the causes of the disturbances, is that the police department does not understand that there are several subcultures within the hispanic community. In enforcing the law, the police need to take into consideration those cultural differences and sensitivity training has been demanded for police officers. It is also felt that the

department is not representative of the hispanic community. In order to correct this disparity, there has also been a demand for hispanics to be represented at each rank within the police department.

In terms of employees, career development, educational opportunities, and participative management (to be included in the decision making process of the police department) are some of the concerns of police and civilian employees. These issues were discussed as part of a series of seminars conducted by the researcher over the past two years involving more than 2,000 Metropolitan Police Department employees.[11] Today's employees are less willing than employees of the past to have their roles dictated to them based on their presumed experience level or rank or position with the department. It is the feeling of these employees that unless their needs are met soon, the level of commitment and dedication to the department and the accomplishment of its objectives will lessen to a level where attrition

[11]The researcher has also conducted seminars and other training programs for law enforcement personnel, at all ranks, throughout the country and the concerns and feelings are, for the most part, the same.

and retirement rates could increase[12].

The result of the failure to adequately address the needs and concerns of the community and work force is that the "closed system" that is indicative of American policing is in full operation[13].

Rather than further limiting community and work force input and participation, "new" policing strategies encourage the police and the community to form partnerships in order to reduce crime. Policing, by nature of its place in society as a 24-hour social service agency, is "becoming a catalyst" (Tully 1990) to bring society's resources (governmental, private

---

[12]Approximately 50% of the sworn personnel (4900) of the Metropolitan (D.C.) Police Department are eligible to retire. Since August, 1991, close to 300 sworn personnel have retired. This number does not include sworn personnel terminated or who resigned.

As indicated by Carter and Sapp in Beyond Command and Control (1991), police administrators must realize that they can no longer focus on "commanding and controlling" police department employees. As employees become more sophisticated in terms of understanding their rights as individuals and increased educational levels, police administrators will have to change or modify their "old management mindsets" (Jamieson and O'Mara 1991) and be willing to share power for managing the organization and accomplishing the goals and objectives.

[13]While Souryal (1977) has described policing as an "open system" in relation to the Criminal Justice System, policing has been resistant to input from outside the police community (Wilson 1972).

sector, etc.) together to improve the quality of life in America's communities as determined by the community served. The changing nature of policing is not easily welcomed nor accepted by some in law enforcement. Additionally, the change forces organizational and personal introspection in the law enforcement agencies of contemporary America. Examining organization structure, processes, and management styles and personal values, primarily focussing on the negative impact each has had on policing, with goal of improvement can be difficult, organizationally and personally.

However difficult, improving the quality of American law enforcement is an important national goal. The officials who are most able to effect such an improvement and lead the way are the police chiefs. A major barrier to accepting the leadership role is that to begin these changes, police chiefs must first engage in what Noel Tichey (1990) has called the "indictment of leadership". To focus on the strategic changes necessary in policing, police chiefs must "indict" the very systems and departments that have aided in their success. To begin the change process, they must admit that the current policing system and strategies have

done little to prevent, reduce, or control crime (Tully 1990).

However, the literature on law enforcement has long recognized the lack of preparation of police chiefs as they attempt to discharge their responsibilities (Witham 1985, Brown 1990, Germann 1962 and others). In 1920, Fosdick wrote in his American Police Systems, that..."Far more than to any other factor, the irrational development of American police organization is due to inadequate leadership. To the lack of trained and intelligent administrators obtaining and holding office or favorable conditions, much of the confusion and maladjustment of our police machinery is ascribable.". Although Brown, Germann, Witham and others feel that there have been tremendous strides made since Fosdick's scathing attack in the upgrading the qualifications of police chiefs, they are still not utilized to the benefit of the communities served nor do they have the training necessary to successfully lead the police agency in this ever-changing and volatile societal environment.

The Police Chief's "Job"

According to Souryal (1977), police chief performance and the demonstration of leadership requires a special talent and managerial skills that cannot be acquired in the course of ordinary training or service in the field of policing. Souryal's police chief is one who deals with community problems, a manager who is able to transcend purely law enforcement issues. He/she is familiar with the underlying forces that dictate the need for police service. The police chief embraces the concept that the police agency is one that has as its main objective that of problem-solving, assisting the community in determining lasting solutions to it's crime related problems. As a result of this impetus, he/she recognizes that the work of the police agency is intimately entwined with the social, economic, political, and educational needs and problems of the community the agency serves. He/she must be able to interpret public opinion and anticipate the agency's moves in relation to that public opinion. However, Souryal indicates that the most important tasks of the police chief is to be able to see his/her agency as a functioning whole and inspire agency workers toward the achievement of the agency's goals and objectives.

Souryal indicates that police chiefs cannot see a functioning whole or inspire commitment because instead of police chiefs demonstrating "leadership", he sees police chiefs demonstrating "headship". Rather than lead the police agency, police chiefs merely "head" the agency. He/she is merely "there" and accepts traditional concepts and ideologies.

For Souryal, "headship" is comprised of the following: "...insistence on formal ranks, titles, and privileges; emphasis on command and control measures; emphasis on written documents and manuals; overemphasis on work hours and specific tasks; immersion in minute details; absence of adequate delegation of authority; reactive response to events and incidents; emphasis on a continuous reporting process; monopoly of all outside contacts; a closed door policy and meetings by appointment; absence of department or staff meetings; factionalism among the workers; and an air of suspicion and confusion". Until police chiefs can get beyond these characteristics and become leaders, he feels that the position will not be utilized to the full benefit of the organization and the community. Police chiefs who "head" agencies will not be able to grow beyond their parochial view of the nature of policing and make

significant contributions to the improvement of the quality of life in American communities.

Adding to the notion that police chiefs are not performing at the level they should, Moore and Stephens (1991) indicate that police chiefs of today function primarily as "stewards" and "commanders" as opposed to executives.

The "stewards" of police departments, which can be likened to Souryal's department "heads", believe that their task is to keep the organization running smoothly. It (the police department) needs only minor maintenance as it is viewed as a well-defined piece of machinery. There is no need for proactive structural or philosophical changes. The task of the police chief is to keep the police agency on a steady course. It may be efficient, maintaining authorized manpower level or spending within budgetary limits, etc., however, it may not always be effective in the accomplishment of its mission, e.g., reducing or preventing crime (Moore and Stephens 1991).

The main objective for the steward is maintaining a course of action that will ensure organization survival. Survival depends on reasonable growth in the budget so that the organization can continue its work (Moore and

Stephens 1991). Further, organizational survival is dependent upon protecting the organization from what is perceived on the part of the police chief and members of the police agency as undue political interference.

By ensuring that undue political pressure is held at bay, the police agency's autonomy is made more secure (Moore and Stephens 1991). However, by focusing on agency survival, innovation, risk-taking, and creativity are not encouraged. The steward wants as little attention as possible called to the organization from the outside. For the steward, maintenance of the status quo is vital.

The next type is more of a stance assumed by others who think of themselves as "commanders", those who exert hands-on control of their organizations (Moore and Stephens 1991). Their "tentacles of tension" run throughout the organization ensuring active oversight of day-to-day operations. On the outside, they are great cheerleaders for the organization and they guard their turf quite jealously. Although commanders believe that personnel know the right thing to do, there still exists the belief that employees, both sworn and civilian, need the force and constant reminder of police chief oversight. These police chiefs tend to "micro-manage"

the police agency. The become involved in the day-to-day operations of the department, activities that managers see as being within their scope of responsibilities. This management style causes managers to question whether the police chief has confidence in their abilities and fosters distrust and role confusion.

According to Moore and Stephens (1991), neither the "steward" nor the "commander" exhibits the qualities needed to be an "executive". Neither type feels the necessity to envision or implement broad, strategic thinking which maximizes the agency's value to society. Neither can imagine or cope with the changes necessary in operating procedures that will lead the police agency into the 21st century. The steward is firmly grounded in traditional and cumulative operational experience. His/her values have been codified in the standard operating procedures of the agency. To change those guidelines is to attack or call into question those values that are dear to him/her (similar to Souryal's "headship" characteristics).

On the other hand, the commander relies on his/her own knowledge of how things ought to work and on the force of his/her very dominant and sometimes arrogant personality (Moore and Stephens 1991).

Neither the steward nor the commander can imagine that frequent changes are necessary or that innovative ideas and suggestions can come from subordinates because of this limited view of the nature of policing and capability of personnel. External forces and demands are viewed as threats that must be guarded against as opposed to being viewed as sources of information and creativity. In other words, stewards and commanders are not inclined to try risky, strategic changes that will propel the organization into the future on firmer footing (Moore and Stephens 1991).

In support of Moore and Stephens' contentions, one of the major complaints of police middle managers is that the police chief is too involved in the day-to-day operations of the agency.

During a seminar conducted by the researcher for upper level management officials of the Washington, D.C., police department, this issue was discussed. It was the feeling of the participants that police chiefs, in their attempt to know everything that is going on, often "micro-manage" the police agency. This failure to let go and permit managers to manage causes animosity among middle managers who believe that the police chief lacks confidence in their abilities.

In another seminar conducted by the researcher, the chief of police of the Metropolitan Police Department, Washington, D.C., described himself as an "hands-on manager" as opposed to an executive. This adds to the belief that the police chiefs lacks confidence in the department's managers and also causes role confusion for the managers.

Another area of concern is that the position of police chief and the role are frequently misperceived by both the general public and appointing authorities (Mayo 1985). Often the position is viewed as a minor ministerial function rather than as an important policymaker. According to Mayo (1985), because of this limited view of the position and the person who holds it, the position is often staffed accordingly, particularly when considering qualifications[14]. This is

---

[14]When discussing qualifications for the police chief position, often, they are often quite general when compared to other executive positions. For example, the qualifications listed for two police chief positions advertised in the "Police Chief" magazine (IACP) were as follows: a degree in criminal justice, public administration or a related field plus 10 years of police experience with at least three years at the command level. In the second instance, the qualifications included a bachelor's degree in criminal justice, etc., a minimum of five years' experience as a superior officer of a public jurisdiction..., must have demonstrated leadership, communication, and public relations skills, and must be able to obtain state

in spite of the assertion by national commissions and prominent authorities that the police chief is the key to effecting needed improvement within policing (Davis 1969, Brown 1989).

Carter and Sapp (1988) also write that because of this perception, police chiefs generally have had a lower level of education than heads of other municipal agencies. The lack of education often places the police chief an unequal footing when negotiating with other governmental agencies for scarce resources. The lack of education is also perceived to be a lack of professionalism.

Sherman (1985) offers another view of the police executive. He indicates that the functions of the police chief have changed since Barnard's classic 1938 treatise on the functions of the executive. Barnard's vision of the executive infusing an organization with value and moral purpose was elaborated by Selznick's (1957) conception of the executive making the critical or strategic decisions for an organization. However, there was a change of view which was recognized by O.W.

---

certification.

Wilson's (1938) reformulation of the police executive's responsibility.

This view held that the police chief was responsible for the "maintenance" of the organization, "generally assuring that the organization obtains the essential resources -- money, personnel, clients, goodwill, political support-- necessary for it to prosper as well as survive. This is similar to the "steward" discussed by Stephens and Moore (1991). The primary purpose of the police chief is to ensure organizational survival in a sometimes turbulent political arena in which other municipal agencies compete for scarce resources.

However, Sherman (1985) has offered that it appears that many police executives have replaced organizational "prosperity" with personal "survival". If prosperity means increasing success at accomplishing organizational goals, he argues further that few police executives have achieved it. He states that the road to personal survival of the police chief, and not the organization, does seem to lie at the heart of current strategies of policing. However, personal survival is not and should not be the primary function of the executive. Sherman proposes that inasmuch as some chiefs firmly believe

that rapid response to calls is the primary goal of policing, they tend to be just as reactive as the police officers they are supposed to lead. Current strategies of policing that focus on answering calls for service do not prevent crime from occurring for they are already "in progress" or completed when the police are called. This belief, he continues, could be directly related to following the path of least resistance when responding to internal and outside pressure (citizens and politicians want rapid response to calls for "any" service). Police chiefs are unwilling to attempt politically risky ventures.[15]

In addition, in order to maintain one's position and the accompanying "perks", some police chiefs are willing to do whatever is politically necessary to

---

[15]For example, Houston (Texas) police department has been the front-runner in Community Oriented Policing for over five years. However, in the February 18, 1992, edition of the Houston Chronicle, the recently elected mayor Bob Lanier announced the selection of a new police chief (a former Assistant U.S. Attorney and assistant Houston police chief). The article goes on to say that the nomination could force a major policy shift away from Neighborhood Oriented Policing. The mayor has indicated that he will re-evaluate the program because he feels that certain elements, particularly those dealing with response time to calls for service, have angered many Houstonians. Since the mayor has indicated that he is not pleased with NOP and wants to return to a more traditional form of policing, it is unlikely that the new police chief will advocate otherwise.

remain in the position, even to the detriment of the organization. This can result in the supplantation of the organization's goals with those of the police chief.

For example, there are probably police chiefs who realize that should they retire or be fired, they do not meet the education and other requirements to qualify for positions in the private sector or other law enforcement agencies that would enable them to have the "heroic stature" (Sonnefeld 1988) they have enjoyed as police chief. This heroic stature refers to the police chief's identification with the power and status of the office and, in some instances, is directly tied to the chief's self-image and concept (Katz 1967).

Personal survival is also related to what is called the chief executive's "heroic mission" (Sonnefeld 1988). "Heroic mission", as is "heroic stature", is also directly linked to the chief's sense of self-worth.

This "heroic mission"[16] and "stature" can be

---

[16]Another example involves the arrest of the subjects involved in the beating of the truck driver, Reginald Denny, during the 1992 riots in Los Angeles. Chief Darryl Gates stated that he made it a goal to "personally" arrest "Football", one of the suspected assailants of Mr. Denny, and he relished in retelling the details of the arrest during subsequent press conference.

understood more clearly in the relationship between the mayor of Washington, D.C., and the police chief. There has been speculation that the mayor would like to replace the police chief who has been in office for two years and was appointed by the former mayor, Marion Barry. When testifying before Congress in May, 1990, the police chief indicated that if he could not personally reduce the number of homicides, he would retire. However, in the January 3, 1992, edition of the Washington Post, he was quoted as saying, "I'm not going anywhere...I'm not giving up. I'm in this battle for a while", even though he serves at the pleasure of the mayor and she could "retire" him at any time.

The example of heroic stature and mission is indicated in his belief that as police chief he felt that he could "personally" reduce the homicide race. Accepting that he could have possibly meant that he would lead the department in performing whatever activities necessary that could reduce the homicide rate, to "personally" guarantee a reduction was foolhardy. The statement could have resulted from what Carter and Sapp (1991) called the chief executive

officer's (police chiefs') "arrogant personality".[17] In addition, his assertion that he is "in this battle for a while" supports the belief in a heroic mission.

This heroic stature and mission is further buttressed by the following. In what other major city department could one find a high school graduate holding the highest position and who receives accolades from members of Congress, justified or otherwise. Here is a person who does not have to deal with such mundane activities as taking his clothing to the cleaners or having his city-owned vehicle filled with fuel while he is on personal vacation. Leaving this position without a comparable position as a replacement would cause a tremendous shock to one's system if he/she has not adequately prepared for retirement or termination. It is difficult to go from "chief" to "Mr." (Sonnefeld 1988). Protecting one's sense of self can assume a position of greater importance than ensuring

---

[17]Sonnefeld indicates that as chief executive officers define themselves more and more in terms of the organization and the office held, they develop an arrogant personality in which they have no problem making statements or behaving in ways that call into question their judgment.

organization survival and accomplishing organizational goals.

Returning the focus back to the accomplishment of organizational goals and objectives rather than ensuring personal survival, Witham and Watson (1983) proposed that there are four primary roles that must be fulfilled by police chiefs if they are to perform their duties successfully. The four roles are diplomat-liaison, coordinator, initiator of interactions, and manager of change.

In terms of the initiator-diplomat, the police agency does not exist in a vacuum. In order to garner the resources necessary for organizational survival and to accomplish organizational goals, the police chief must be able to effectively negotiate with other organizations and the governmental structure. In this role, the chief of police acts as a spokesperson for the police organization.

The second role, that of coordinator requires that the police chief act as a synthesizer. There is not only cultural diversity among the police agency's employees, but they (the employees) fill various roles, both police and non-police. These roles are both highly complex and differentiated. They require employees with

diverse and specialized skills. The police chief must rise above parochialism and garner the forces of the employees and the skills needed by the positions in order to maximize each for the benefit of the police agency.

As an initiator of interactions, the police chief must demonstrate the ability to get things done through other people. In this role, the chief must have human relations skills, both verbal and written, in order to communicate and "coordinate" what needs to be done in the organization.

Finally, the police chief must be a manager of change. As an implementor, this may be the most precarious of roles for the chief. According the Witham and Watson, in this role, he/she may find him\herself, in attempting to be effective in the first three roles, at odds with employees within the organization, the community and/or the governmental structure.

For example, should the chief decide to implement community oriented policing strategies that de-emphasize the arrest role for the police officer and emphasize the "social worker" aspect, he/she may find him/herself facing opposition from those police personnel who are firmly committed to more traditional police roles.

Further, as shown by the change in administration in Houston, Texas, community oriented policing may increase response time to calls for service. If complaints come from the community and are reacted to by the political structure, the police chief may find him/herself either changing program direction or facing the possibility of being forced from his/her position.

Sherman (1985) also proposes another role for the police chief, that of "statesman". By statesman, he means a leader of a democracy, someone who can transcend the current values of the day and lead both the police and public into accepting a better set of values and strategies for policing, e.g. community oriented policing. He believes that in order to achieve the new approaches to police work, skills of statesmanship and a keen sense of public opinion and direction will be needed. These ideals, according to Sherman, are quite different from the day-to-day managerial skills of public speaking and closed door negotiations with the press and business elites. However, he offers that few police chiefs today have these skills and those who do are rarely willing to take the risk of incurring their superiors' wrath by using their skills and speaking out, thereby calling into question their job security. In

order to be successful in the political arena in terms of obtaining needed funding and garnering public support for new and/or different strategies or programs, it is necessary that police chiefs be willing to speak out, to take that risk. This study will determine if police chiefs are fearful of speaking out.

Shanahan (1975) also offered that police chiefs need to consider two management strategies, "collegiality of command" and "political statesmanship". In the first, Shanahan writes that a self-actualized police chief must provide the opportunities for qualified staff members to participate in the decision-making process and to grow through the challenges of the position on the police department. This is in direct conflict with policing that is characterized by narrowly and tightly defined jobs and where there are rigid demarcations between ranks and functions. In the second, which leads into the next section, he offered that mature and effective leaders should be able to practice political statesmanship in an intangible manner "almost to the point of being abstract". Police chiefs must be able to effectively deal with ambiguity. In today's society, there are seldom clear-cut answers faced by law enforcement.

What Police Chief's Say About the Nature of the Job

Throughout this literature review, reference is made to police chiefs, as "experts" write about the police chief position and police management. While there are many chiefs who have provided insight into the police organization, when they write about the police chief and leadership of the police organization, it is as if they are talking about someone other than themselves (Bouza 1985, Wilson, 1975, Hudnut 1985 and others). For example, in the article, "Chiefs on Management", by Strandbery (1991), seven police chiefs were asked to comment on managing the police agency in the this decade and into the next. Without exception all indicated that community oriented policing is the management philosophy. However, when getting to specifics about the institutionalization of the philosophy, they focussed, without exception on the role of the beat or patrol officer and supervisors. None talked about his role in leading the organization to accepting this strategy.

On the other hand, Brown (1991) in the "President's Message", in the January, 1991, issue of Police Chief Magazine, indicated that organizational values and ethical standards must flow from the chief of police.

He stated that, "The police chief is responsible for both establishing and articulating the philosophy of policing that provides the foundation for his/her department's value system and ethical standards".

In "The Police Mystique", Anthony Bouza (1990), wrote that the police chief needs to be "mercilessly introspective", that "educating the public to the urgent need of change is one of the key responsibilities for chiefs. Their role as educator is real." He/she needs to be a skilled communicator inside and outside the department. Most importantly, he feels that police chiefs "need to speak out against problems of racism and poverty that destroys cities".

Bouza (1991) also indicates that one of the most important responsibilities of the police chief is to read and not just law enforcement literature. He believes that the answers to many of the problems faced by police chiefs can be found in reading Shakespeare, Machiavelli, Ibsen, the Bible, Tolstoy, Dostoevsky, Melville, Milton, Kipling, Kafka, Joyce, the Greeks and others who have offered insights into human psychology, human nature, greed, pride, ambition, and flaws of character. He offers that the "key to managing people lies in an understanding of the human being. There are

no shrewder observers than the artists who have made human studies their life's work."

In the Police Chief's Handbook on Developmental and Power Management, Hanna (1987) also relates police chief responsibilites to the classics. He wrote that the "much of the leadership and management advice given by Machiavelli is applicable to today's police chief executive involved in the diverse and complex responsibilities of managing local police affairs".

While the previous chiefs appear to support a values-based leadership style, there are others who do not appear to be cut from the same cloth. With the controversy surrounding outgoing Los Angeles police chief Darryl Gates and the publication of this autobiography (1992), it is important to understand the impetus for Gates' attitudes toward the position of police chief.

Gates indicates that he modeled himself after two former L.A. police chiefs William Parker and Ed Davis. In "The Lore and Legend of Ed Davis", written by Jerry Cohen (1977), Davis is quoted as saying, "I do not want to be mayor of this city. That position has no power. I have more power than the mayor". He was described as having a "messianic urge, duty to be the symbolic

leaders of the police". He felt that he had to be a vigorous, outspoken leader for morality, justice and man, and God's law. Officials of his command staff described him as one who tyrannized his staff and ran an administration of fear. He was one who did not take suggestions from subordinates easily.

In Gates' autobiography, he does not accept responsibility for what has "gone wrong" in the department. He constantly finds fault and criticizes police officials, the mayor, and the district attorney, to name a few. In terms of leadership, he writes, "My day-to-day job as chief shifted from football coach to top executive officer of a large corporation, with turns as dignitary, politician, and crime-solving detective sprinkled throughout".

"As coach, I had to provide leadership to almost seven thousand sworn officers and three thousand civilian employees... I had to make sure that they were well trained and focused.....I had to find ways of keeping their morale high, <u>making them want to do their job</u> (emphasis added)... It was like keeping an army ready to invade every day".

How police chiefs view their roles and responsibilities are as varied as the police chiefs

themselves. It is important to remember that police departments are a reflection of the police chief and his/her values and the longer he/she has been police chief, the more institutionalized his/her values have become.

The Changing Role of the Police Chief

Police executives are facing new challenges because of the changing nature of policing. They are being encouraged to think in terms of leading the police organization as chief executive officers would lead private corporations. These executives are being challenged to become visionaries (Sherman 1985), to plan for the future, even though they might no longer be the chief of police for that particular agency. There is a need on the part of the chief of police to be capable of seeing the big picture and be able to infuse humanistic values into the police organization culture that has been slow to see the need for such values. Further, as gleaned from the discussion presented at a Police Chiefs' Roundtable conducted by the National Organization of Black Law Enforcement Executives in May, 1990, in which the researcher participated, there are chiefs who realize that they have an obligation to leave

the organization and the clientele (agency and community) served in better shape than when they assumed command.

The changing role of policing includes the adoption of new management strategies that acknowledge and deal with cultural diversity and the quality of life, both within the organization itself (Carter and Sapp 1991) and the community (Tully 1990). This new direction will necessitate at least two types of change. The first being within the police department. The premise of this change is that if the members of the organization are managed better, they will in turn be more committed to the organization's goals and foster better relations with the community. The second change is in the police department's relationships with the community served. The expectation here is that crime can be reduced or prevented with a broader strategy that involves added community involvement and takes into account the social and economic conditions within the community. This approach has been termed "community oriented policing" (Tully 1990, Trajanowicz 1990, Brown 1989).

It appears that a "new and improved" police executive is needed for the police agency of the future who is different from the "traditional" police chief to

which law enforcement has become accustomed. This change requires police executives who possess different characteristics and attitudes in terms of leading the police organization's personnel and dealing with the various "communities" served by the police agency. For example, he/she must be capable of dealing with the needs and aspirations of a culturally diverse society and work force. In addition, police chiefs will be expected to deal with the complex social dislocations (Wilson 1987) that negatively affect the quality of life in American communities and often increase the likelihood of higher crime rates. Do these executives exist or is there a need to begin developing executives who can be the chief "social worker" and law enforcement officer?

The Political Nature of the Police Chief's Job

In addition to the fear that speaking out could be politically dangerous, one of the problems expressed by many police chiefs is that the chief political executive (mayor, city administrator, etc.) is too involved in the day to day operations of the police agency (Hanna 1990, Andrews 1985, Murphy 1985, Hudnut 1985). Although the manner in which the mayor, and/or city manager (or

council) and, the police chief relate are critical for leadership effectiveness and police chief survival, some police chiefs still feel that politics get in the way and can hamper the chief's management of the agency (Hanna 1990).

However, Murphy (1985) offers that the police chief's job is inherently political for he/she operates within the political structure of the government. Even when police chiefs come up through the ranks, the chief's position is still a political appointment in which he/she usually serves at the pleasure of the chief political executive or council. Brzeczek (1985) indicated that the police and politics are entwined in many ways. The objective is not to deny this interdependence, but to clarify its proper scope so that efforts to accomplish the objectives of the police agency are not hampered.

When discussing politics in policing, the implication is that political officials are involved in matters that do not fall within their purview. However, as Andrews (1985) asked, "Is there a real issue here, or are the police chief executives succumbing to the typical human desire to be independent, to chafe at and resent external pressure?".

Although police policy is public policy and greatly affects the public, there is no consensus within the ranks of police chiefs as to what constitutes undue interference. However, the questioning of the legitimacy of control of police chief actions and decisions appears to be a question over interference which is an irresponsible use of power and accountability, the appropriate and responsible use of power (Guyot 1988) on the part of the chief political executive. How the police chief views control on the part of the chief political executive or body affects the way in which the police chief views his/her role as it relates to management of the organization and relating to the community served.

Although there seems to be a lack of consensus concerning what constitutes either irresponsible or responsible use of power and authority on the part of the chief political executive, the literature indicates that there are, at least, two schools of thought on this issue. There are those who feel that the chief political executive should be (has an obligation and right to be) involved in the management of the police agency (Murphy 1985). On the other side are those who feel that the police chief's autonomy should be expanded

and legitimized in order to limit politicians' involvement in the management of the police agency (Hudnut 1985, Andrews 1985). Fortunately or unfortunately, the battle lines are not drawn down the middle with police chiefs on one side and chief political executives on the other. The result is that police chiefs must decide for themselves what constitutes "good" and "bad" politics.

Police administration literature indicates that there is a difference between "Politics" and "politics", the former being unhealthy while the latter is very sensible and productive (Hudnut 1985, Guyot 1988). Hudnut offered that [P]olitics attempts to impose external political influence on the operation of the department, while [p]olitics eschews political leveraging, believes in merit and performance, and assists the agency in accomplishing its goals and objectives. Depending on which form of politics the police chief believes to exist will affect how he/she views the job and what he/she is able to accomplish in terms of how much control he/she has in the management of the police agency.

While it is acknowledged that police policy is public policy and the chief political executive is

ultimately responsible for its implementation and success or failure, the art of governing a local community requires a commitment to take bad politics out of the police department while maximizing the benefits of the right type (Hudnut 1985). Meeting this commitment demands a shared philosophy between the chief political executive and police chief and a mutual respect for their roles in shaping a "professional" and politically responsive agency. According to Hudnut, the chief political executive is usually not an expert in law enforcement and, therefore, cannot (and should not) be the ultimate police chief. However, he offers that taking a hands-off approach in dealing with the police chief and management of the agency does not guarantee desirable kinds of political immunity for the agency, no matter how much it is desired. While the chief political executive (or body) may not interfere, there can be politically powerful business persons or citizens who may attempt the exert influence on the police chief and police activities.

According to Andrews (1985), police chiefs often confide in each other how they have resisted what they feel are improper political pressures for differential enforcement policies. This type of interference

"subverts justice, weakens and divides police command authority, demoralizes police officers, and leads the police into [P]olitics (emphasis added) and consequently, temptations" (Andrews 1985). Just as police can be made more cynical by such interference, citizens can lose faith in the police and in justice. Ultimately, this interference can undermine the trust of the people in the government and the rule of law of which the police are the most visible symbol.

This quest for statutory independence, although based on a perceived rational set of facts which set the police chief and the agency apart from other governmental agencies and agency heads is faulty in its foundation. The police department operates within the criminal justice system and governmental arena, and therefore, must interact with other agencies. It would be foolhardy to assume that police departments operate in a vacuum. Still, police chiefs concur privately that political restrictions and interferences are "too" excessive in "too" many areas in the police agency (Andrews 1985), e.g., mayors dictating who should be promoted below the rank of police chief. As one recently promoted deputy chief of police for the Metropolitan Police Department (Washington, D.C.)

related, when he went for his promotion interview, not with the chief of police, but with the city administrator and the mayor, he was told by the mayor, that upon his promotion, he would be working for her and then asked whether working for the mayor would cause him any difficulty. As he related this conversation to the researcher, he also added, "It's difficult to know who's running the department".

Perhaps it can be argued that this independence police chiefs may want seems to originate from the great misconception that police are concerned primarily with crime and law, something with which the average citizen and politician do not really concern themselves unless "crime is up" and the perception of crime and fear increases. This quest for independence can also stem from the chief political executive's unwillingness and vulnerability to being perceived by the public as injecting politics into law enforcement. Further, there is the possibility that the police, and, therefore, the police chief, in many communities are involved with so many people and receive so much continuing publicity so that they become "politically" powerful without trying. Even so, in many communities, a public leadership role

for the police chief is just not acceptable to his/her political boss (Andrews 1985).

For whatever reason, e.g., fear of losing control of the police agency, fear of a politically strong police chief, Andrews believes that many political superiors would prefer to have a police chief who functions as a dutiful minion rather than an independent community leader.

Finally, he concluded that independence and autonomy are appropriate and need to be expanded and formally established. It is his thesis that if the independence of the police chief was formally legalized, the role of the chief as a significant community leader would quickly become apparent. As offered by Brown (1989), the position of police chief is not fully utilized to the benefit of the community served.

Andrews (1985) feels that if the autonomy of the police chief was legitimized, police chiefs would be willing to engage in risk taking and more willing to speak out on all types of public policy. Should this occur, they would become more valuable as a spokesperson for the police department and the community served.

The Police Chief and Professionalism

> Police service may not be considered a profession ... until training programs are provided for the police that are comparable to those that prepare persons for other professions. If police leaders want police service to attain professional standing, they must promote university training. Those who oppose it are saying, in effect, that the police service should not attain the status of a profession.
>
> A.C. Germann, Police Executive Development

According to Souryal (1977), professionalism begins with workers and then overflows to encompass organizations. To those workers who aspire to become professional, it becomes a concept of excellence, a state of proficiency, and a way of life. A state of professionalism is neither proclaimed by legislation nor decried by an academic institution. It is fundamentally a product of public recognition of those associations that maintain special skills and reflect a deep sense of public dedication.

He concludes that professionalization must, therefore, be viewed as a two way street in that the occupation grows in its specialized competence and demonstrates its devotion to the quality of life. Upon this demonstration, the public reciprocates by supporting the occupation in endorsing its practices.

According to Souryal (1977), professionalism of occupations is earned, not granted, deserved, not bestowed.

Frye and Berkes (1983) proposed that professional characteristics form the basis for an occupation to be considered a profession. They stated that professions, such as law and medicine have a code of ethics, an orientation toward service, and professional societies with the power to restrict entry into the occupation, license practitioners, and maintain educational, training, and performance standards. These factors form the basis for occupational control (professionalization) and the development of internalized beliefs necessary to overcome an organization's inability to use rational behavior and output control mechanisms. These factors also provide an environment for systematic advancement of the occupation's body of knowledge. Since policing has yet to accomplish these tasks, while it may possess some of the characteristics of a profession, they conclude that policing has not yet traveled sufficiently along the occupation - profession continuum to be considered a profession.

Mecum (1979) also provides support against the acknowledgement of professionalism for policing for any

rank. He described the evolution over decades of a profession from an occupation. This evolution for occupation to profession is comprised of six phases, all of which must be continually embraced. The phases are "need recognition, behavior definition, body of knowledge, expected behavior, entry restriction, a code of ethics". In the development of police chief professionalism, he states that only the first two phases have been accomplished, i.e, recognition of the need to become professional and acknowledgment that police chiefs should act as executives as opposed to "super cops". The essential steps needed are to recognize that the role of police chief is unique and distinctive from the roles of all other subordinate police managers and to develop a body of knowledge bearing on the chief's job, including his/her unique information needs. For Mecum, this would mean separating out the position of police chief from all other police positions. As indicated previously, Bouza (1985) supports this assertion.

For the position of police chief to become professionalized (earn professional status), police chiefs must reflect a genuine concern for the public they serve and a dedication to humanity through

compassion and sacrifice (Souryal 1977). In addition to the emphasis on education and morals, the position of police chief must be characterized by a system of internal discipline. This system would be maintained by a governing body of members (police chiefs) who are assigned to oversee adherence to the educational and moral standards and to censure deviant behavior (Souryal 1977).

However, the debate continues and there are those who consider themselves professionals because of what they believe constitutes professionalism and/or because they feel that they, personally, embrace and/or possess all or some of the characteristics of professionalism.

Regardless of the personal beliefs regarding professionalism on the part of individual police chiefs, the point is that policing is not a profession. After discussing the characteristics of a profession, it can be understood why the concept of professionalism is challenged relative to law enforcement.

Friedson (1973, as cited by Mayo (1985) offered that a profession is "an occupational group which exercises relatively exclusive control over a body of knowledge and expertise employed in the common interests to achieve certain basic values". The distinguishing

feature that sets a profession apart from occupations is the degree of control exercised by its members over the work done by the occupation. The occupational principle requires that the source of authority over the organization of the work resides mainly with those who perform the work. For example, physicians determine the training for medical students, what is required for entry into the practice (certification and licensing), and they also have censuring responsibilities. This is not the case in law enforcement. There is no standardized set of qualifications one must meet in order to enter law enforcement.

Another characteristic is that a professional possesses an official license to perform certain tasks and there is a mandate granted by the pubic giving the profession the right to "define... proper conduct with respect to matters concerned in [the] work" (Hughes 1959). This public mandate permits the occupation to determine the tasks to be undertaken, how those tasks are to be accomplished, the pace at which tasks are to be accomplished, and the places where the work is to be done.

Contrast this with the occupation of policing, wherein non-police personnel can determine training

requirements, personnel departments determine entry level requirements, and private consultants can have primary responsibility for the development and certification of the entry level and promotional examining processes. In addition, there is no standard method for "certifying" police officers. While some states or regions require police officers to carry commissions that indicate that they have met certain standards, other areas have no such requirement, e.g., Washington, D.C..

In policing, the organization of work is based on the administrative principle where the source of authority over work rests with a hierarchically arranged set of administrators and managers. In other words, the work is formulated, controlled, and evaluated by those in the hierarchy rather than those who actually perform the work. In a professional situation, management can control the resources, however, management cannot control what the workers do or how they do it. For example, hospital administrators may be non-medical personnel. They can exercise control over hospital resources, however, when it comes to the practice of medicine or making medical decisions, only physicians have that responsibility and authority.

Although Bouza (1985) feels that the position of police chief is the only one in policing that could become professionalized in the classical (Pavalko) sense, when looking at the position, the same problems with claiming a professional status are found. Police chiefs do not exercise control over who enters their ranks, the quality or nature of the work to be done, nor do they exercise censure responsibility over other police chiefs. Adding additional support challenging the claim to professionalism, there is no recognized set of qualifications for the position nor are the evaluation criteria standardized.

If the quest for professionalization is a sincere one (and necessary for the position), police chiefs must have managerial duties that are markedly different from police operational duties. According to DiGrazia (1975), the management of such "complex forces" cannot be left to those whose "career balloons have been filled with time of service, luck on written exams, or political friendships". The management of these complex forces has to be performed by "those who have acquired education and demonstrated skill". In order to accomplish this, Bittner (1975) wrote that upgrading police leadership is a "nondeferrable necessity and

every alternative to it is nothing short of the betrayal of democratic ideals".

In order to elevate the position of police chief to the level of a professional vocation, Souryal (1977) offered that those persons selected for the position of police chief must be "educated in technical and scholarly knowledge". As Bittner (1975) asserted, in order to become professionalized, police chiefs must have "acquired in a protracted and assiduous study and validated criteria, rather than by standards of common sense accessible to all lay people".

Bonner (1973) also recognized the need for education for police chiefs. He offered that not only will "undereducated police leaders fail to produce effective management, they may also obstruct the development of future police leaders". In his article, he wrote that one police chief interviewed stated, "My men don't need no education. I've gotten along for forty years without an education, and I see no reason they can't". Another police chief offered, "If they know more than me, the mayor may make them chief". The researcher was also told by a former police chief for the Metropolitan Police Department (Washington, D.C.), that, "You don't need to be smart to be a police

officer". Bonner continued that such observations not only ruin the effectiveness of leadership in the police department, but also nullify the basic principles of leadership altogether.

In order for police executives to receive professional recognition, they must earn public respect and trust on the basis of association with scientific scholarship and their ability to offer specialized solutions to complex problems (Souryal 1977).

Perhaps it is that the quest is not sincere and has been used as a "smoke screen" to divert attention away from more pressing law enforcement and management concerns. For as Steinman and Eskridge (1985) offered, law enforcement leadership has used a "rhetoric" of professionalism in which the preferred image of objective, highly rationalized professional operations is contradicted and diluted by actual operating norms. They indicate that the two dimensions of this argument, individual officer (police chief) as a professional and the police agency as a professionally managed operation are ultimately irreconcilable. Their argument is that one dimension emphasizes the value of having highly trained and educated individuals performing in accordance with their own expertise while the second is

based on a centralized leadership of collective effort. The dimensions contradict each other.

However, there has been at least one attempt to determine the status of professionalism among police chiefs based on a quantitative analysis of professional characteristics. In Witham's 1985 study of 315 police chiefs, he utilized a modified version of James Q. Wilson's (1970) Professional Scale Rating for city managers. In this validated scale measuring the professionalism of city managers, points for the five point scale were awarded on the basis of educational attainment and experience in other city governments. Two points were awarded to individuals who possessed a graduate degree. One point was awarded to holders of only a bachelor's degree. No points were awarded for education less than an undergraduate degree. Similarly, three points were awarded to city managers who had served as a city manager in another jurisdiction. Two points were awarded for serving in any capacity in another city government. If experience was limited to their present city government, no points were awarded.

Witham in applying a similar point system indicated that there are dangers and limitations when applying a scale developed for city managers to police chiefs,

however, he believed that a crude measurement of professionalism could be obtained.

Witham utilized the five point scale in the following manner. Two points were awarded to police chiefs who had obtained a graduate degree, with one point going to holders of an undergraduate degree. A score of "0" was given if the police chief had less than a four-year degree. If the police chief had served as chief in another police agency, three points were awarded. If he/she served in any capacity in another governmental agency, two points were given. If experience was limited to the current police agency, the respondent received a score of "0".

Witham found that 29.5% of his respondents had never served an another department nor had they graduated from college (PSR = 0). Forty-three respondents (13.7%) had earned an undergraduate degree, but their experience was limited to the current police agency (PSR = 1). Those having a PSR of "2" (21.7%) had served in another government agency, but not as police chief. In addition, they held no degrees. The data did not indicate if the experience was at a clerical, supervisory, or management level. Witham offered that more detailed data concerning the type of experience

would permit better analysis of this area. Finally, his research indicated that only 35.6% scored in the top half of the scale with a combination of education and experience. However, 51.2% had not completed college. As a closing remark, Witham indicated that the reason for the lack of varied experiences of police chiefs has to do with the lack of portable pension plans that discourages movement between law enforcement agencies. In terms of professionalism, he felt that not enough police chiefs scored in the top half of the scale and that education was still lacking.

Problems with the Lack of Professionalism

However, the lack of professionalism does present several problems. As Mayo (1985) indicated, the lack of professionalism contributes to the extensive misinformation and information voids that permeate and impede police administration and negatively impacts the police chief's decision-making process. In everyday usage, professionalism means "professional quality and status"; professional means "characterized by or conforming to the technical and ethical standards of a profession", and profession means "a calling requiring specialized knowledge of often long and intensive

academic training" (Mayo 1985). Accordingly, the occupation of police chief in the United States does not meet the test of any of these definitions and, according to Mayo, it should satisfy all of them. He goes further to state that the concept of professionalism, which embodies an established philosophy of policing derived from formalized ethical and educational standards, is almost the opposite of what is frequently meant by professional policing in police literature (O.W. Wilson's legalistic model). The absence of a well-articulated philosophy of policing leaves police chiefs without substantive guidance in policy formation, priority setting, and program implementation. Mayo's research found that police chiefs believe that their function is to "run" the organization. However, if "run" refers to directing daily operations, two things were clear to him; that police chiefs perform this function, and that they should not. This concern for the day-to-day tasks keeps police chiefs from directing their attention toward providing leadership on broad, long-term issues and inhibits movement toward attaining professional status.

Mayo has also alluded to several issues in policing that have implications for professionalism.

First, as previously stated, law enforcement lacks an adequate philosophy of policing to serve as a foundation that gives ethical content to the realm of management decisions and resultant policy formation in police agencies. Second, although there have been attempts to "standardize" police chief selection through procedures and publications of the Police Foundation, Police Executive Research Forum, the International Association of Chiefs of Police, and private consulting firms that conduct police chief "searches", there still exists a lack of recognized and accepted standards for police chief selection that could help identify applicants qualified to undertake one of the most demanding, complex, and responsible positions in public administration. Such standards, if they demanded the highest qualifications, would assist in affording police executives professional status and the consequent ability to convert forward thinking policing strategies into realities.

The idealized model of police executive management would have the following components and would serve to resocialize the police chief (Sherman 1985). The profession would have "a membership association restricted to managers, but not just executives;

codification of knowledge and periodical literature on management techniques; national standards for various aspects of policies of police management, enforced through accreditation; testing and certification of police managers, with continuing education; national academies or graduate school programs in police management that would be virtual prerequisites for appointment to police executive positions; and a portable pension plan". Sherman believes that these features would succeed in resocializing police chiefs into identification with a national profession that is stronger than the officers' identification with the department. He believes that if this should occur, then professionalization could foster a great deal more innovation. If police chiefs judged themselves by the opinion of a national peer group, as opposed to a member of the police agency or governmental structure, then they might be more willing to confront the risks of local opposition to change.[18] If police chiefs conscientiously read reports of new developments and

---

[18]While there are professional organizations, International Association of Chiefs of Police (IACP), National Organization of Black Law Enforcement Executives (NOBLE), etc., there is no one group to which all police chiefs belong and identify with and which acts as a voice or advocate of the police chief group.

kept learning how to better manage people and the policing function(s), they might be better able to break with whatever local traditions that bind a department's outdated management practices.

The Police Chief and Community Oriented Policing

While the literature indicates that there is a need for police chiefs (and policing) to become professionalized, if the accepted model of professionalism is used as the standard, there exists a conflict. As more and more police agencies are adopting some form of community oriented policing, the tenets forming the foundation of this policing strategy, further undermine some of the components of professionalism. For example, community oriented policing calls for more input from the community and all levels of the police agency in the police agency's decision making process. Professionalism, on the other hand, calls for limiting, if not prohibiting, outside influence and legitimizing autonomy.

It is accepted among many (Brown 1985, Tully 1990, Trajanowicz and Carter 1990, Tafoya 1990) that there is a need for change in the management of and strategies utilized by police agencies if law enforcement is to

meet the challenges of the 21st century. Brown (1985) indicates that the social order of the 1990's calls for a new type of police leadership. Police chiefs have realized that the battle against crime and for community security necessitates the police becoming problem solvers and multi-purpose service providers. Police chiefs are fast recognizing that crime is a community problem and not just a problem to be solved by the police.

Tully (1990) offered that in order to deal with the challenges of the current decade which will directly impact the organization's ability to be successful in the future, policing must change. Community oriented policing, he states, is an "idea whose time has come again". By "again" Tully means that prior to the 1800s, law enforcement was the duty of every citizen. There are still vestiges of community participation in the form of "citizen's arrest', for example, however, as times have changed and crime became more involved (more complex, dangerous or violent), citizens, unable to cope, transferred responsibility for maintaining peace to the police. Totally accepting this challenge, the police have been reluctant to give back any portion of the responsibility. He goes further to add that giving

back a portion is a risk that must be accepted within law enforcement and truly great leaders of the "profession" (his term) are willing to accept that risk.

The need to accept that risk (and challenge) is mandated by the fact that despite law enforcement's best efforts, the rising tide of criminal behavior has not been slowed. However, there is little doubt that whatever efforts have been undertaken, the result has been an overloading of other institutions in the criminal justice system (court, corrections, probations, etc.) that has created additional problems for law enforcement.

Although Tully believes that law enforcement can deal with the challenges of the 1990s, it must be realized that there are a host of political problems that remain from the 1980s. Some examples are the abortion issue, high levels of poverty, the homeless, chronic unemployment, the school drop-out rate, spiraling medical costs, and the seeming failure of many of society's basic institutions, i.e., educational and governmental institutions, to be responsive to the critical issues facing this country. While law enforcement is not required to deal with these issues (illiteracy, teenage pregnancies) directly, it is often

involved in their indirect consequences. For example, Tully indicates that the violence associated with drug distribution will continue. In addition, law enforcement must contend with the rising number of people whose mental conditions have deteriorated as the result of drug abuse. The result is that their irrational, violent, and intoxicated behavior will continue to fuel drug related homicides, robberies, and burglaries.

In addition to the problems facing society that impact law enforcement, society itself is changing. White dominance of the United States population is ending as the growing number of blacks, hispanics, asians, and other minorities, together become the new majority (Hudson Institute 1987, Trojanowicz and Carter 1990). This new majority will also be comprised of many legal and illegal immigrants flooding into this country resulting in any number of races, ethnic groups, and cultures. Policing must be able to meet the challenges this cultural diversity will bring in terms of law enforcement and how these communities will deal with the police and vice versa. As previously discussed, the hispanic community is placing training and personnel assignment demands on the Metropolitan Police Department

(Washington, D.C.) as the result of the task force report on the May, 1991, disturbances.

Past experiences should also serve as a forewarning that race still constitutes the biggest barrier to full participation in the American dream. The lingering problem of racism still plays an undeniable role in preventing blacks and other minorities from achieving full participation in the economic and social life of this country (Hudson Institute 1987). Racism and sexism are an undeniable part of the history of the American policing and political systems, having become institutionalized, and directly impact the manner in which the community is "policed" (Williams and Murphy 1990). Police chiefs have been socialized in this system. This socialization affects attitudes toward the nature of the police chief job, the role of the police in the community served, and the types of strategies or philosophies utilized or espoused.

Trojanowicz and Bucqueroux (1990) write that the history of American policing is a record of how one group of people attempts to control the behavior of others. Although this country was "founded" on the ideal of being a classless society, in reality, many groups have been discriminated against because of their

race, sex, ethnic background, income level, etc., and the police have participated as agents of those in power in the discrimination. For example, who can forget the sight of Bull Connor and his police officers using dogs to attack and control civil rights demonstrators during the 1960's.

According to Trojanowicz and Carter and others, the primary challenge for law enforcement will be to find ways to meet the needs of all members of society with special concern for their racial, ethnic, cultural, and religious diversity, and their specific vulnerabilities.

There will need to exist a unique flexibility in order to tailor a police agency's response to meet local community needs in ways that promote sensitivity to and respect for minority concerns. This new philosophy and organizational strategy proposes that only by decentralizing and personalizing police service will law enforcement be able to meet the needs of an increasingly diverse society.

The challenges facing law enforcement become even more clear when it is considered that many immigrants cluster in certain areas, which makes their combined impact on certain communities far greater than if they

were more evenly dispersed nationwide (Trojanowicz and Carter 1990).

Those persons already here and each immigrant, legal or illegal, are not only a part of a larger group, but also an individual with unique gifts, talents, faults, and needs. Law enforcement must be prepared to deal with individuals and their diversity, both personal and cultural. In particular, where newcomers cluster in poor neighborhoods with high crime rates, the police, even more so than the population at large, must guard against stereotyping (Trajanowicz and Carter 1990)

As discussed in Chapter I, police executives are being encouraged to analyze the organization's customers, markets, and competitors in order to determine how the agency must alter performance in order to meet those diverse needs (Moore and Stephens 1991). It has been offered by Tully (1980), Brown (1989), Trojanowicz and Carter (1990) and others that community oriented policing is the way to meet this challenge.

The Police Chief as a Change Agent

Community oriented policing involves drastic and sweeping changes for the police agency, the community, and by the nature of the changes involved, the police

chief. In earlier discussions, it was offered that in order to start the change process, the chief must engage in what Noel Tichey (1986) refers to as the indictment of leadership. The police chief must call into question his/her own past decisions and behaviors. He/she must acknowledge past transgressions and mistakes made and, in some instances, encouraged by a system that has been responsible for the chief's socialization and success. This is a difficult task because it involves acknowledging that he/she has contributed to the problems that proposed changes are intended to correct. To openly admit mistakes and shortcomings requires a great deal of personal strength and courage and may affect one's self image (Katz 1975) and heroic stature (Sonnefeld 1990).

In addition to indicting and finding fault with a system that he been "good" to him/her, career-wise and personally, the chief must accept that changing the organizational culture will be difficult to accomplish. Police agencies are bureaucracies and change comes slowly and with great difficulty. Rippy (1990) offers that the bureaucratic police agency holds dear procedure as opposed to content and places priority on doing things right instead of doing the right things. Rewards

come to those who follow the rules as opposed to achieving results. The police agency protects those who do nothing or maintains the status quo while chastising or thwarting those who challenge the system and accept risks. It holds in high regard tradition and views "others" as a threat to organizational effectiveness (Rippy 1990).

However, if change is to be accomplished, it is necessary to break with tradition and to realize that police agencies of today are prisoners of the past (Walker 1983) and caught in O.W. Wilson's reform era of the 1930's. However, in accepting the challenge of change, Rippy (1990) offers that the police chief "faces no greater political challenge than when he acts as an implementor of change. Change involves risk, fear of the unknown, fear of exposure and threats to individual power". He continues that the police chief must be mindful of these risks and the political ramifications each one carries. Therefore, in order to implement change, the police chief must overcome both covert resistance and possible sabotage from inside the organization. Recognizing these dangers, if there is to be meaningful change, that change must emanate from his/her office and he/she must be prepared.

Since it has been acknowledged that police chiefs are ill prepared to accept the roles involved in being a police chief, could one's career pattern make it easier to be a change agent? If change is difficult for someone who has come up through the ranks, is it easier for a police chief who comes from the outside, either from another police agency or one without law enforcement experience?

While there are those who feel that an outside chief is more prone to experience sabotage of his/her innovations or adversely affect the morale of those in the organization (Souryal 1977 and others), others feel that outside chiefs have fewer ties to the established culture, carry less baggage from the past, and are not afraid of stepping on political toes (Rippy 1990). Therefore, there is a need to discuss career patterns and their affect on change in the police organization.

Enter (1986) in his study of career patterns of police chiefs identified six career pattern typologies. The first, the "ultimate outsider A", enters state or local law enforcement from a federal or military law enforcement career. The second, "ultimate outsider B", enters from a non-police career, but one that is directly related to criminal justice. The "ultimate

outsider C" is categorized as one who enters as police chief from a non-police position that is not directly related to criminal justice. The fourth type is the "multi-agency" career path that involves both police and non-police experience. The fifth is the "insider" who has progressed to the rank of chief through a single police agency and the last is the "outsider" who becomes chief after having been involved in two or more state or local agencies.

There are advantages and disadvantages regarding the value of replacing a police chief with an "insider" or an "outsider". However, given the traditional bureaucratic model prevalent in police agencies, as Enter's research indicated, the "insider" method of ascension is generally accepted as the most common means of becoming police chief.

Enter's research also indicates that there are arguments for and against the insider method of ascension. Of the disadvantages, the following would seem to have a definite impact on whether community oriented policing would be promoted or adopted. Goldberg (1977), Shambery and diGrazia (1974), and Souryal (1977), have indicated that the insider path promotes "parochialism" and encourages conformity rather

than innovation. Bittner (1975) and Fosdick (1969) felt that the insider method insulated police chiefs from exposure from other sources, thereby encouraging myopia when viewing agency problems. This myopia also limits the utilization of information from non-police sources that could be of benefit to the police chief.

The outsider, on the other hand, laterals into the position of police chief from another police agency. While not attacking the insider method, it does have several advantages. Again, when attempting to change the organizational culture and infuse new ideas, such as community oriented policing, Walker (1983) indicates that this method permits the infusion of new ideas and perspectives. However, Enter offers that studies conducted indicate that lateral entry is rare and is not the primary means of selection and when it does occur, it is usually in small agencies. As is the case with general information on police chiefs, information on the "insider-outsider" argument and its affect on change in the police organization is also lacking. Therefore, in this study of police chief attitudes, it is necessary to obtain data that will further expand the "insider-outsider" nature of policing and whether a police chief career patterns affects his/her management orientation.

The ability to recognize the need for and affect change within the police agency is dependant upon several factors. These factors include, but are not limited to, the police chief's understanding of the nature of the police chief job, the political climate in which he/she operates, the characteristics and needs of the community served. However, one of the greatest determinants of whether change can be affected is the culture in which the police chief operates, that of the police agency and, perhaps, a police sub-culture.

Understanding police chief attitudes and resultant management orientations require a discussion of the police chief socialization process. As indicated in earlier discussion, police chief socialization occurs throughout his/her life and career and is also affected by the topical areas in this chapter, the nature and understanding of the job, professionalization, community oriented policing as an organizational change, and the police chief's career pattern.

Summary

This chapter surveyed the literature of police and public administration as it related to the position of police chief. The survey focused on the topical areas

under discussion and which form the basis of this study. Again, the areas are the nature of the police chief job, police chief professionalism, and the police chief and community oriented policing as change.

As a result of this survey, several areas of concern emerged. First, no where is there a clear definition (job description) of the police chief's job. Descriptions are couched in terms of how the police chief "should" manage or the characteristics the police chief "should possess". There is no empirical data that assists in defining the nature of the job. Therefore, one is unable to speak to the nature of the job for it has not been explored. When specifics are provided, they are deemed negative and inhibiting the police chief's ability to effectively manage the police agency. For example, being a "hands-on" manager is viewed as not being a function of the police chief although this style of management is widely practiced.

In terms of qualifications and training, Thibault's (1990) contention that police chiefs "...lack the skills and knowledge necessary to manage a police organization. Moreover, few have had the opportunity to expand their knowledge of modern management techniques necessary to perform their new responsibilities satisfactorily".

Further, as Hanna (1990) indicated, police chiefs (referring to Major Cities Chiefs) "...were not executives who read, wrote, or commented meaningfully on the world around them... They had all grown up in determinedly anti-intellectual environments... they were unable to think systematically, or to provide the insight the nation needed in order to understand and attack crime and violence that threaten(s) the country's very existence".

Is it any wonder then that the job of police chief is not clearly understood by the police chiefs, themselves? Without a clear understanding of the job, the claim to professionalism is, at this time, may not be appropriate as currently defined and tends to divert attention from more important organizational and societal issues. There is also a lack of consensus concerning what should constitute professionalism for the police chief.

Third, community oriented policing, while not a law enforcement panacea in terms of dealing with crime, is believed to assist in the quest toward professionalism because of its client-centered focus.

One major theme does transcend the literature is training and education for police chiefs. While

improving, it is still lacking for those who hold this most important position. Therefore, it would seem that the key to upgrading the position in terms of knowledge and skills, gaining professional status, and becoming the change agent needed is intense, specific, and continuous education and training. As Bouza (1990) wrote, "(this) disability (in terms of managing) comes from a failure to prepare managers for the world they will discover as they enter the (police chief position)".

In terms of assisting in the development of the job areas that will be assessed in this study and which drove the development of the questionnaire items, the following characteristics (in terms of job knowledge and attitudes) have been identified as those of the police chief of the future:

1. belies that the police chief should provide vision and leadership to the police agency (Sherman, 1985; Brown, 1989);
2. does not believe in a "hands-on" approach to management and believes that lower-level managers should be given the freedom to manage (Stephens 1991);
3. believes that all levels of the police agency should be involved in the decision-making process

(Shanahan, 1975, Tully 1990, Moore and Stephens 1991);

4. believes that the police chief should not be primarily concerned with maintaining the police agency in the political arena (Moore and Stephens 1991);

5. believes that the primary function of the police chief position should be to serve the community as opposed to maintaining the police chief position or controlling police agency personnel (Sherman 1985, Trajanowicz 1990, Carter and Sapp 1991);

6. believes that police chiefs should have a greater allegiance to the position (profession) of police chief as opposed to the governmental structure or the police agency (Pavalko 1970, Hanna 1990);

7. believes that police chiefs should communicate more with politicians, particularly on issues that affect the community served (Andrews 1985, Murphy 1985, Hudnut 1985);

8. believes that the police chief position should be used more to the benefit of the community served (Brown 1989);

9. believes that the police chief should be a vocal advocate of any public policy that benefits the community served as opposed to advocating only law enforcement policy (Witham and Watson 1983, Bouza 1990);

10. believes that the community should be involved in the decision making process of the police agency, particularly regarding crime control strategies (Sherman 1985, Brown 1989, Trajanowicz 1990);

11. believes that policing strategies should focus on dealing with the root causes of crime as opposed to be restricted to the enforcement of law (Souryal 1977, Brown 1989, Bouza 1990).

With these areas defined, the next chapter details the methodology of this study.

CHAPTER III

METHODOLOGY, DEFINITIONS, AND SAMPLE PROFILE

This chapter presents the methodology for the study, definition of key concepts, and a sample profile.

The study sample is comprised on 165 police chiefs (96 black and 69 non-black). The sample included the majority of black police chiefs (73%) serving at the time of the study who met the study criteria and was balanced by the group of non-black police chiefs.

This chapter is necessary because it provides a blueprint for understanding the development of the questionnaire and the statistical methods utilized in the analysis of the data. It also provides the rationale for utilization of a focus group of police chiefs who served as "subject matter experts".

Study Design

There were two data sources for this study. The first source was based primarily on survey research. A self-administered questionnaire was developed to gather

the data on the attitudes of police chiefs. The second involved the use of a focus group of five police chiefs. Finally, though not a data source, the researcher served as a participant-observer, having over twenty years of law enforcement experience. The researcher has also conducted training seminars and other focus group activities for police personnel, up to and including, the executive level for the past fifteen years.

Questionnaire

The questionnaire was composed of five parts. Each part is discussed below.

Attitudes

Part I elicited data relative to police chief attitudes and perceptions about the nature of the job and its roles. Without knowing what the roles, responsibilities, and duties comprise the police chief job, it is difficult to begin discussing the issue of professionalism.

Department and Personal Characteristics and Experiences

Parts II and III elicited data about department, and personal characteristics and experiences of the

respondents. In assessing the attitudes of police chiefs, it is recognized that where there are differences in attitudes, those differences may not be along the lines of race. When the analysis shows that race does not assist in explaining differences in responses or the majority of police chief responses can be categorized as "traditional", variables selected from this section will be utilized to further analyze the responses.

Specifically, the following variables will be used: agency size, police chief education level, years as police chief, whether the chief was selected from inside or outside the agency, years with police agency, and years in law enforcement.

"Agency size" was chosen because it has been the researcher's experience that in law enforcement it is perceived that the larger police departments are more advanced than smaller agencies. Although there are no empirical data to support or refute this assertion, the perception does exist that "major city" departments are more advanced and better equipped technologically and philosophically.

"Police chief education level" was selected because in the limited number of studies conducted on police

chiefs, educational level has consistently played a role, either as a variable or as the focus of the study. Educational level is also important in terms of professionalization of the position.

Since the study addresses a change in organizational philosophy in the form of community oriented policing, some in law enforcement believe that change is easier for a police chief selected from outside the organization. That is the rationale for selecting "inside/outside appointment" as a variable.

"Years as police chief", "number of years with the current agency" and "total number of years in law enforcement", were selected because there does exist the belief that the longer the police chief has been involved in law enforcement, the more "socialized" he/she has become. This may have a positive or negative affect on the police department depending upon how the police chief sees his/her role and how open he/she has been to differing opinions on management, leadership, organizational and crime prevention philosophies, and utilization of personnel, to name a few.

The data in these two sections also provided a "profile" of the police chiefs participating in this study which is presented later in this chapter. This

profile provides a "picture" of the police chiefs who participated in this study. The full data tables discussed in the profile are located in Appendix 1.

Crime/Control Prevention

Part IV gathers data relating to crime/control prevention philosophies. After police chief attitudes have been determined to be "more" or "less" professional they are then assessed to determine if they are traditional or community (future) oriented in nature.

Community/Governmental Structure

Part V asks information concerning the community. Data is gathered about the governmental structure, the race of the chief governmental executive, the race and sex of the city/county council, if appropriate, and who is considered the police chief's immediate supervisor.

This information assisted in providing a profile of the community in which the police chief works.

Focus Group

In addition to the questionnaire, a focus group of police chiefs was also interviewed to gain clarification of questions that surfaced during the analysis of the

data, but were not answered by the responses in the questionnaire, itself.

The focus group method has been shown to prove quite valuable in augmenting this form of data collection and analysis (Dietz 1990)[19]. Utilized postsurvey, the focus group can provide indepth follow-up on issues that surface during the analysis of the data. It is recognized that the "convenience sample" of the focus group utilized runs the risk of bias. However, the qualitative data that can be elicited adds to the "richness" of the quantitative data. In-depth follow-up interviews with selected respondents often provide interpretive grounding for survey numbers.

The focus group was comprised of five of police chiefs. Two of the group indicated on the questionnaire that they were available to discuss their responses and the study, in general. The remaining police chiefs are associates of the researcher. The group was utilized in early and mid 1992. The group met as a whole once and at other times through teleconferencing.

---

[19]Stephen K. Dietz, "Focus Groups in Public Policy Studies and Program Evaluations", paper presented before the American Association of Public Opinion Research meeting, Lancaster, Pa., May 1990.

The primary purpose of the focus group was to probe and expand what was known about the police chiefs through their responses on the questionnaire. In probing deeper through the use of the focus group, the following was accomplished:

1. provided clarification on questionnaire responses,
2. obtained answers to questions that arose during the analysis of the data, but were not answered by the questionnaire,
3. obtained personal reactions to responses of their colleagues, and,
4. obtained reactions to the findings of the study.

Open-ended questions were presented to the police chiefs, generally prefaced by a study finding or an area that surfaced as a result of the analysis of the data.

As an anecdote, one of the members indicated that he would be glad when this was over because the questions and topics of discussion posed to him made him question his sanity and why he even wanted the job.

Selection of Target Population

In determining the target population for the police chiefs to be studied, the objective was to include as many of the black police chiefs as possible. Where in previous studies of police chiefs, size of the department (Witham 1985) or population served (Kiel and Ekstrom 1973) determined the sample, in this study, the race of the police chief was the key. As a result, each department determined to be commanded by a black police chief which met the criteria for this study was included.

Determining the number of black police chiefs would prove to be a fairly easy task. However, determining a finite listing of police agencies meeting the criteria of this study proved to be somewhat difficult.

When contacting professional law enforcement organizations (e.g., International Association of Chiefs of Police) only estimates of the number of police agencies could be given and those numbers included chiefs at all levels of law enforcement and sheriffs. As indicated in the section "Definitions", this study was aimed at assessing the attitudes of police chiefs involved in local or municipal law enforcement.

When contacting the Bureau of Justice Statistics of the U.S. Justice Department, according to the work done in 1990 compiling a survey of police agencies in the United States, there are "approximately" 15,250 "police" agencies.[20]

Utilizing the National Criminal Justice Reference Service (NCJRS) in Rockville, Maryland, (another component of the Justice Department) a search was performed to determine if there was any agency or document that could provide an accurate number of police agencies in the United States. Personnel at the National Criminal Justice Reference Service (NCJRS) indicated that there were two documents that could be utilized. However, neither was what could be called a "professional standard". As far as can be determined, there is no definitive document that can provide an accurate number.[21]

---

[20]To have obtained a print out of the agencies from this organization would have proved too costly for this study and the researcher.

[21]Another problem encountered is in terms of definition. When discussing the number of law enforcement agencies, Thibault (1990) indicates that there are over 40,000. However, in determining the sample for this study, "police" agencies were targeted.

Upon reviewing the two available documents, according to the 1990 edition of the National Directory of Law Enforcement Administrators, Correctional Institutions, and Related Agencies, under the listing "Municipal Law Enforcement", there were approximately 10,239 chiefs of police which included sheriffs with law enforcement responsibilities. In order to determine this number, the researcher had to manually count (count entries on each page) the entries.

In the Jeffers Directory of Law Enforcement Officials, 1990 edition, approximately 11,360 chiefs of police and sheriffs were listed. Again, this number was manually determined.

Another source, available to the researcher by virtue of membership, the membership roster of the International Association of Chiefs of Police (IACP), with a membership of about 14,000, listed 3,502 chiefs of police.

The problem with determining an accurate number of local law enforcement agencies is two-fold. The first is that smaller police agencies appear and disappear due to budget reductions, politics, and/or privatization. This number can also include sheriff departments. For example, in some jurisdictions sheriff departments have

law enforcement responsibilities and can operate as the chief law enforcement officer for the jurisdiction. In other jurisdictions, they have responsibility for only jails and prisoner control. For that reason, the variation in duties, sheriffs were not utilized in this study.

The other problem is similar to what is occurring in Leon County, Florida. The Tallahassee Police Department and the Leon County Sheriff's Department share law enforcement responsibilities for the city of Tallahassee. However, the jurisdiction is currently undergoing negotiations, discussion, and "politicking" regarding consolidation, combining the police department and the sheriff's department into one agency. It is the desire of the police department to have jurisdiction over all local law enforcement in Tallahassee. The city is also expanding into unincorporated areas of Leon County. The sheriff's department wants to continue law enforcement in all of Leon County, to include Tallahassee. The probable outcome will be that the sheriff's department will either be phased out or be relegated to prisoner control and the sheriff will no longer be considered the chief law enforcement officer for the county and city. As these issues are being

considered throughout the country, policing agencies are being added or deleted.

After reviewing the available documents and obtaining less than satisfactory responses from governmental and professional organizations, two sources were utilized in determining the target population of black police chiefs and the group of non-black police chiefs, the National Organization of Black Law Enforcement Executives (NOBLE) and the International Association of Chiefs of Police (IACP).

Selection of Black Police Chiefs

The National Organization of Black Law Enforcement Executives (NOBLE) provided a December, 1990, listing of member and non-member black law enforcement executives throughout the United States. This listing was utilized because the number of black police chiefs is so small when compared to the total number of police chiefs that not to use all those listed or to have used a random sampling of other resource documents, hoping that black police chiefs would have been included, would not have provided satisfactory numbers for analysis.

Using the NOBLE listing and selecting only those chiefs who head police agencies at the county or local

level, with municipal law enforcement responsibilities, a universe of 131 black police chiefs was determined out of a total of 163 black law enforcement executives on the roster.

Still, in an attempt to maximize the number of black police chiefs, another professional group, Blacks in Law Enforcement, based in Memphis, Tennessee, was contacted. However, this group could not provide a listing of black police chiefs for comparison. Membership information included agency, but not position or rank.

Selection of Non-Black Police Chiefs

After considering all sources available to this study and reviewing the Jeffers Directory of Law Enforcement Officials and the National Directory of Law Enforcement Administrators, Correctional Institutions, and Related Agencies and determining that it would prove too unwieldy to cull through in order to eliminate those persons who did not fit the criteria for this study, the membership roster for the International Association of Chiefs of Police (IACP) be utilized.

The black police chiefs listed by the National Organization of Black Law Enforcement Executives (NOBLE)

were eliminated from the IACP roster. The roster was then highlighted so that only police chiefs meeting the study criteria, by virtue of rank or position, would be included. In order to obtain a comparable number of non-black police chiefs, every 27th police chief was selected. What resulted was a stratified sample as the listing is by states.

Collection of Data

Two mailings of the survey were made in 1991. The first mailing was concluded in February, 1991, and 126 completed questionnaires were returned out a total of 232 mailed. A second mailing, followed by a telephone appeal was made in March, 1991. Thirty-nine (39) additional completed instruments were returned out of a total of 75 mailed. In all, 232 questionnaires were mailed and 165 completed questionnaires were returned, a response rate of 71%.

Of the remaining 67 questionnaires, 10 were returned uncompleted with notes indicating that the police chiefs were unable to participate in the study for various reasons.

Analysis of Data

The data were analyzed utilizing the Statistical Package for Social Sciences (1988) for Personal Computers (SPSS/PC+). Frequency analysis and crosstabulations were used to describe and analyze the data. Descriptive statistics were used to describe the population and sample while the chi-square (x^2) test for independence was used in assessing the significance of race in differences in police chief attitudes concerning the nature of the job and professionalism.

Definition of Key Terms

For the purpose of this study, the terms "police chief", "community oriented policing" and "professionalism" will be defined as follows.

Police Chief: The chief executive of the police agency. This person has day-to-day oversight for the management of the police agency and may have the title, superintendent, commissioner, police chief, etc..

Community Oriented Policing: As the literature indicates, while over 400 police agencies are involved in some form of community oriented policing, the strategies and techniques are varied. Further, there has yet to be developed a method for adequately

evaluating the effects of community oriented policing. If a method existed, it would aid in defining the concept, but one does not.

However, for the purpose of this study, community oriented policing is defined as that organizational philosophy that guides the management of the police organization in terms of crime control/prevention strategies that has as its focal point, the empowerment of personnel at all levels of the organization and in the community. This empowerment consists of, but is not limited to, active participation in the policy and decision making processes of the police agency (with determined parameters). This involvement is not limited to the selection of crime control/prevention strategies, but also, the structure and goals of the police agency.

Professionalism: In this study, professionalism in terms of assessing police chiefs is defined as having or demonstrating attitudes about the nature of the job that are supportive of the recognized criteria of professionalism as provided by Pavalko (1970). These classical criteria are:

"1. a systematic theory or intellectual technique involving a lengthy training or educational period, usually in a university setting;

2. members[14] operate so as to serves the professions clients best:
3. members operate autonomously and exercise control over members;
4. there is a developed community of practitioners through professional associations;
5. members enforce a code of ethics and behavior;
6. members control access to the profession; and,
7. members enjoy a monopoly over a task."

[14]In terms of the classical criteria, "members" refer to all who are licensed to practice in the profession, i.e., members at large as opposed to those belonging to a local unit.

Sample Profile

This section presents a profile of the police chiefs of this study, their departments, governmental structures, and communities. This profile is intended to provide background information in order to provide a broader picture of the sample population. More importantly, it will show that although the sample is relatively small (less than 2% of the total number of "police" agencies have been studied), it is quite varied. The data derived from this variation provides data on police chiefs and departments that have yet to be studied.

As Souryal (1977), Witham (1985), and others have indicated, there are over 15,000 police agencies in the United States. Of this number, they conclude that several thousand employ fewer than ten (10) sworn personnel. Many others have twenty-five (25) or fewer sworn personnel. There are less than 1100 agencies that employ seventy-five (75) or more full-time employees. However, Witham (1985) stated that most research has been conducted with departments with seventy-five (75) or more full-time employees or those serving populations of 500,000 or over. The result is that information concerning the vast majority of police agencies is

lacking, along with information on their police chiefs.

This study covers the gamut of diversity. It studies police departments for which the police chief is the only employee and studies the police chief of the largest department in the United States. It studies police chiefs who are sworn members of their agencies, one (1) police chief who is elected, which adds to the political nature of his position, and the commissioner of the largest police department who is not a sworn member and has no powers of arrest. What follows is the profile.

The initial coding of data indicated the various races of the respondents, however, during analysis, the races were recoded into two categories, black and non-black. This recoding was done for two reasons. The first being that it made the data more manageable and, second, the small percentages for the other races listed were not as useful in the analysis of the data. The race of police chiefs before recoding is provided in Table 1.

In the analysis of the data, only valid cases were considered. The number of responses or "N" reflects valid responses in each table. Further, some tables may not total 100% even after rounding.

In assessing attitudes toward the job and professionalism, two methods were used. Scales were developed that scored police chief across, both job knowlege and professionalism variables. These scores were then compared according to the race of the respondents.

Table 1.--Race of Police Chief Respondents[22]

Race	N (%)
Black	58.0 (95)
African Caribbean	.01 (1)
White	40.0 (66)
Hispanic	.01 (1)
Asian	.01 (1)
Native American	0 (0)
Other (Portuguese)	.01 (1)
Total	98.4 (165)

[22]Race was self-identified and percentages may not add up to 100%. The total number of black police chiefs (96) was derived at by adding the categories "black" and "african caribbean". The total number of non-black respondents was derived by combining the remaining racial categories.

In two (2) cases, instruments initially coded as being sent to black police chiefs were returned with race indicated as "white". In contacting the two police agencies, it was determined that the listing provided by the National Organization of Black Law Enforcement Executives (NOBLE) was incorrect regarding the race of these two police chiefs, however, they are members of NOBLE.

As indicated previously, a total of 232 questionnaires was mailed. In order to maximize the response rate, a self-addressed, stamped envelope was included.

Analyzing the number returned (N=165) by race, 96 questionnaires were returned by black respondents and 69 questionnaires were returned by non-black respondents (Table 2).

Of those returned, but not completed, some of the reasons were that the police chief was "too new" in the position or that he did not have the time to complete the questionnaire or that because of the "politics of the position", it would be best not to participate in the study.

During the process of determining the population of black police chiefs, identifying the sample of non-black

chiefs, and sending out the questionnaire, several of those targeted either retired, changed jobs, or were replaced as police chief due to the political situation of the jurisdiction in which employed. Information regarding these chiefs was gained by speaking with members of two of the professional organizations to which the chiefs and the researcher belong and reading professional magazines and newsletters.

Table 2.-- Completed Questionnaires Returned, by Police Chief Race

Race	N (%)
Black	58.2 (96)
Non-Black	41.8 (69)
Total	100.0 (165)

The Police Chief Profile[23]

The police chief of this study was male (no females emerged in the sampling), 45 years old, and was approximately 38 years of age when appointed to the police chief position. He had served as chief between 1 to 3 years and had been employed with his current agency between 1 - 5 years. This chief had approximately 22 1/2 years of law enforcement experience with most of that experience being at the local or municipal level.

If the police chief was black, he was selected from outside his current agency and this was his first and only position as police chief. If the police chief was non-black, he was appointed from inside his current

[23]The full data tables are provided in Appendix B.

agency and this was also his first and only position as police chief and had been with the current police agency for over twenty (20) years.

In terms of beliefs concerning training and education, the chief believes that there should be a mandatory certification process to maintain the position. This chief also possesses a bachelor's degree with a concentration in criminal justice.

When assessing this chief's department, it had 50 or fewer full-time personnel. Those personnel were also predominantly non-black (white).

Since the political structure exerts great influence on the police chief, governmental characteristics were also assessed. This police chief worked for a mayor/city (county) council form of government. However, there was a layer between the chief and the mayor. He listed his immediate supervisor as the city administrator/manager.

This chief also served a community of less than 100,000 residents, the majority of whom were non-black as was the mayor.

Summary

This chapter discussed the two major data sources of this study, the questionnaire and the police chief focus group. Primarily survey research, the study also utilized a police chief focus group and the researcher's personal experience and observations as a veteran police official of twenty (20) years as a supporting source of data.

In determining the sample, various sources were reviewed and two major problems were encountered. The first was that there is not an accurate accounting of the number of police agencies that exist. The second is that there does not exist an "official" document listing the police chiefs. Therefore, in determining the non-black sample, the membership roster of the International Association of Chiefs of Police was used.

The problems discussed above were not encountered in determining the number of black police chiefs in the study. The National Organization of Black Law Enforcement Executives (NOBLE) provided a listing of member and non-member black police chiefs.

Finally, at the end of this chapter, a profile of the police chief, the departments, and the governmental and community structures was provided. These data

supplied background information on the sample. It also showed that although the sample was small in comparison with the total number of police agencies, it is quite representative. Regarding the police chief, this profile provided that the police chief of this study was middle-aged, was fairly new to the position with this position being his first as police chief. He had over twenty (20) years of law enforcement at the local or municipal level. He headed a small police agency and served a population of less that 100,000. However, for many who study law enforcement, the most important characteristic is that he possesses a bachelor's degree.

What follows now are the findings regarding this most important pubic administrator.

CHAPTER IV

THE POLICE CHIEF'S JOB

"I met regularly with... the Major Cities Chiefs of Police. They were honorable, dedicated men... who cared about their responsibilities, yet their eyes glazed over with hostility and boredom at any mention of managing better, eliminating waste, and getting more out of what they had....".

Anthony Bouza, The Police Mystique

This chapter assesses police chiefs' attitudes regarding the nature of the job. By examining these attitudes, two tasks can be accomplished. First, a determination can be made regarding whether they are traditional or community (future) oriented. Second, by assessing attitudes about the nature of the job, the first step in determining whether or not police chiefs are professional can be taken. Knowledge of the job (in terms of attitudes possessed) is the first criteria defining professionalism.

Much of the literature, which is supported by discussions the researcher has had with police chief focus groups, indicates that there is no recognized or group-wide agreed upon "job description" for police

chiefs. Therefore, the purpose of this chapter is to determine:

1. whether there is agreement on beliefs about the nature of the job, responsibilities, and duties of the police chief;

2. whether those beliefs can be classified as "traditional" or "future (community) oriented"; and

3. whether there are differences in beliefs between black and non-black police chiefs.

Tully (1990) and others have indicated that, police agency effectiveness and the ability of policing to deal with current and future societal (Brown 1989) and law enforcement challenges are directly related to the police chief's view of his/her job. How he/she views the position in terms of role and function, management of the police agency, and relationship with the various communities will also set the tone for how police agency personnel will view their roles and how they will relate to the community.

However, police chief perceptions of their roles also have a direct impact on the issue of professionalism. If there is a lack of understanding concerning the police chief role or police chiefs are unable to adequately perform the duties or develop the

ability to perform because of the lack of adequate preparation, the quest toward professionalism is further undermined.[23]

Those who have examined the American police chief have offered three very distinct and controversial opinions concerning this important public administrator. The first is that police chiefs are trapped in the past regarding management of the police agency (Moore and Stephens 1991, Bouza 1990, Brown 1989 and others). Second, there is the belief that police chiefs do not have the skills that will enable them to meet the challenges to policing being presented by a constantly and fast changing society (Moore and Stephens 1991, Bouza 1990, Sparrow et al 1990, Sherman 1985, Witham 1985, Witham and Watson 1983). The third opinion is

---

[23]The researcher has been conducting training sessions for criminal justice executives for the past six (6) years. As part of the discussions, police chiefs are asked if they can describe the functions of the job (What is it that you do? Can you describe the job of police chief?) and whether they feel that they were adequately prepared to assume the position. She has yet to have over 40% of the police chief participants to provide a listing of the tasks that could be used to formulate a job description or them indicate that they felt that they were adequately prepared to assume the position. In some instances, during a classroom setting, participants might be uneasy admitting this fact. However, during breaks and after the classes, this information has been confided to the researcher.

that police chiefs do not fully understand the nature of the "police chief job", particularly as it relates to its political aspects (Bouza 1990, Hanna 1987, Guyout 1988, Murphy 1985).

The challenge to those studying police chiefs is whether to accept these opinions as "truths" or to assess their validity by going directly to police chiefs to get answers.

It is acknowledged that all tasks (knowledges) of the police chief job have not been examined in this study. Those tasks or knowledges that have either been identified in the literature that assist in assessing professionalism or have been identified by the researcher through discussions with police chiefs and other police executives as being important to the position were examined. This chapter deals specifically with the police chief job. Chapter VI will provide an in-depth discussion on professionalism.

Police Chief Typology

In order to conduct this analysis, a police chief typology was constructed. The theory of ideal types, introduced into social science by Max Weber, states that models of reality can be created as an extreme form of

that reality and used to clarify the relationships embodied in that reality (Thibault 1990). The study of ideal types can be and has been used as a tool to analyze police departments. In policing, the most widely used typology has been Wilson's (1968) styles of policing: legalistic, watchman, and service. However, there has yet to be developed a typology of ideal types by which to analyze police chiefs. This necessitates the creation of such a police chief typology of ideal types for this study.

The typology presented serves two purposes. The first is to guide the analysis of the knowledges (attitudes) that may constitute the police chief job and, hence, assist in the assessment of professionalism. The second is to assist in determining if police chiefs are really operating in the past with antiquated ideas regarding management of the police agency, policing strategies, and relationship with the communities served as indicated by the literature.

This police chief typology utilizes characteristics drawn from the literature (end of Chapter III) discussing the police chief job which can be categorized into two types, the "traditional" police chief and the "community (future) oriented" police chief.

The "traditional" police chief is characteristic of those chiefs who practice what Souryal (1977) termed "headship". They demonstrate the qualities of being "commanders" and "stewards" (Moore and Stephens 1991). They are the police chiefs to which policing and society have become accustomed.

The second type is that of the "future" or "community oriented" police chief. He/she demonstrates leadership as opposed to being a higher level manager (Mayo 1985). He/she is an initiator/manager of change (Witham and Watson 1983). This police chief has grown past the parochial view of the nature of policing and understands that the police agency is intimately entwined with the societal, economic, political, and educational needs of the community served (Souryal 1977, Thibault et al 1990, Sparrow et al 1990, Bouza 1990).

The specific characteristics of each ideal type[24] that will guide this examination are provided in Tables 3 and 4 and have been gleaned from the literature on the police chief.

---

[24]As with this and other scales used in this study, they are admittedly crude measurements. However, none other exist by which to measure police chief attitudes. It will only be through their use over time in other studies of police chiefs that their reliability can be determined.

Table 3.--Characteristics of the Traditional Police Chief Type

1. Does not believe that the police chief should provide vision to the police agency (VISION).

2. Believes that the police chief should have a "handson" approach (HANDSON) to managing the police agency that manifests itself in interfering with lower-level managers (MANAGERS).

3. Believes that agency decision-making should not be shared with all levels of the police agency (ALL LEVELS).

4. Believes that the police chief should be primarily concerned with maintaining the agency in the political arena (SURVIVAL).

5. Believes that the primary function(s) of the police chief should be either to maintain the position (MAINTAIN) and/or control agency personnel (CONTROL).

6. Believes that the police chief should have a greater allegiance to the governmental structure (GOVERNMENT) or the police agency (AGENCY) as opposed to exhibiting an allegiance to the position (profession) of the police chief (PROFESSION).

7. Believes that communication with politicians should be limited (COMMUNICATE).

8. Believes that the police chief position is fully utilized to the benefit of the community served (POSITION).

Table 3, cont.

9. Believes that the police chief should advocate only law enforcement policy (LAW) as opposed to advocating any public policy (ANY POLICY) that benefits the community served.

10. Believes that the community should not be involved in the police agency's decision making process regarding crime control strategies (DECISION).

11. Believes that policing strategies should be focused on the enforcement of laws (LENF) as opposed to dealing with the root causes of crime (ROOT).

Table 4.--Characteristics of the Future (Community) Oriented Police Chief Type

1. Believes that the police chief should provide vision and leadership to the police agency (VISION).

2. Does not believe in a "hands-on" (HANDSON) approach to management which manifests itself in a belief that lower-level managers should be given freedom to manage (MANAGERS).

3. Believes that all levels of the police agency should be involved in the decision-making process (ALL LEVELS).

4. Believes that the police chief should not be primarily concerned with maintaining the police agency in the political arena (SURVIVAL).

5. Believes that the primary function of the police chief position should be to serve the community (COMMUNITY) as opposed to maintaining the position (MAINTAIN) or controlling agency personnel (CONTROL).

6. Believes that police chiefs should have a greater allegiance to the position (PROFESSION) of police chief as opposed tot he governmental structure (GOVERNMENT) or police agency (AGENCY).

7. Believes that police chiefs should communicate more with politicians particularly on issues that affect the community served (COMMUNICATE).

8. Believes that the police chief position is not fully utilized to the benefit of the community served (POSITION).

9. Believes that the police chief should be a vocal advocate of any public policy (ANY POLICY) that benefits the community served as opposed to advocating only law enforcement policy (LENF).

Table 4, continued.

10. Believes that the community should be involved in the decision making process of the policy agency, particularly regarding crime control strategies (DECISION).

11. Believes that the policing strategies should be focused on dealing with the root causes (ROOT) causes of crime as opposed to being restricted to the enforcement of laws (LENF).

Traditional or Future (Community) Oriented?[25]

In assessing the characteristics of the police chief typology, four areas have also been identified under which the listed characteristics can be categorized. They are:

- leading or managing the police agency (VISION, HANDSON, MANAGERS, ALL LEVELS),
- view of the police chief function (SURVIVAL, COMMUNITY, CONTROL, MAINTAIN, GOVERNMENT, AGENCY, PROFESSION),

[25]In the tables presented which are summaries of the full data tables for each category (characteristic) and can be found in Appendix B. In the tables presented in this chapter and Appendix B, "T" stands for "traditional" and "F" stands for "future (community) oriented".

Also, in the tables presented, "N" may not equal 100% due to combining or elimination of response categories, e.g., "undecided", so that only valid responses were analyzed.

- the political nature of the police chief position (COMMUNICATION, POSITION), and
- relationship to the community and approach to crime management (LAW, ANY POLICY, COMMUNITY, ROOT, LENF).

Leading or Managing the Police Agency[26]. Table 5 indicates that out of the four belief areas assessed, police chiefs exhibited consensus in all, VISION, HANDSON, MANAGERS, and ALL LEVELS. However, while "future" oriented in VISION, MANAGERS, and ALL LEVELS, the majority of police chiefs exhibit more traditional beliefs regarding whether the police chief should be a "hands on" manager. This belief also conflicts with the fact that 61.8% of respondents believe that "managers should be permitted (MANAGERS) to manage". Since it appears that police chiefs may want their cake and "eat

[26]In determining whether there was consensus on a particular knowledge area, a simple majority (51%) was utilized. This criteria is admittedly arbitrary. However, there has not been developed an accepted method developed for this type of analysis. The rationale here follows that used in two previous studies assessing police chief professionalism (Witham 1985, Keil and Ekstrom 1973). The previous researchers also admitted that in addition to being a crude measure of professionalism, it was also arbitrary. The method developed for this study could serve as a guide for future studies.

it, too", the contradiction was taken to the police chief focus group.

The panel of police chiefs was asked if they could shed some light on the difference in this area. The non-black chiefs stated that they could only guess, but believed it had something to do with the need to be in control. The black police chiefs indicated that could be the case regardless of race. However, they felt that if the black police chief was operating in a department where the management and executive levels were dominated by non-blacks, he/she might feel a need to "cover his/her back" because of a perception of distrust. They also added that police chiefs want to believe that their managers are capable of managing, but that they may be afraid to let go. The blacks indicated that it could be true, especially if the management structure is predominantly non-black and the police chief is black. There may be a need to protect him/herself by knowing everything that is going on. In addition, the group stated that if the chief was new to the position or chosen from the outside, he/she might feel a need to maintain control until comfortable with the environment.

Table 5.--Matrix of Police Chief Responses on Leading or Managing the Police Agency, by Police Chief Race

Category	N			Black			Non-Black		
	T	%	F	T	%	F	T	%	F
VISION	2.5		97.5	2.1		97.9	3.0		97.0
	(4)		(128)	(2)		(94)	(2)		(64)
HANDSON	63.1		43.7	52.1		37.5	53.4		46.5
	(81)		(63)	(50)		(36)	(31)		(27)
MANAGERS	38.2		61.8	43.5		56.5	30.8		69.2
	(60)		(97)	(40)		(52)	(20)		(45)
ALL LEVELS	9.9		88.3	10.4		89.6	8.9		86.6
	(16)		(144)	(10)		(86)	(6)		(58)

Note: "N" may not add up to 100% due to inclusion of categories (which may be grouped in order to form the matrix. Full data tables are those numbered 53 - 74 in Appendix B.

Although there was consensus that police chiefs needed to be hands-on managers and at the same time, they needed to permit their managers to operated, the additional variables (size agency, educational level, years as police chief, type of appointment, years with current agency, and years in law enforcement[27]) were also assessed.

In assessing the additional variables, it was found that the following chief "profile" would more likely be traditional (in wanting to be a "hand-on" manager, e.g. micro-management). He/she is more likely to be a from a smaller department (100 personnel and less), has 4 years or more as police chief, was appointed from the inside, has been with the department between 1 - 5 years or 11 - 25 years, and has a total of 10 - 30 years in law enforcement. In neither area of analysis was race statistically significant.

View of the Police Chief Function. In the seven areas assessed, there was a consensus of beliefs in all seven (Table 6). The majority of police chiefs held

---

[27]The full data tables are provided in Appendix B. When assessing the additional variables, only those that could assist in explaining differences are discussed.

traditional beliefs in the areas of CONTROL (primary function should be to control personnel) and police chief allegiance. They felt that the chief should have a greater allegiance to the governmental structure GOVERNMENT) or the police agency (AGENCY) than to the position (profession) of police chief (PROFESSION).

There was a small difference when looking at the racial groupings, in that there was not a clear majority for black police chiefs in the area of SURVIVAL (police chiefs should not be primarily concerned with maintaining the police agency...). However, race is still not statistically significant.

These findings were taken to the focus group. In terms of CONTROL, they indicated that for many chiefs, the focus is on controlling their personnel. The reason being that usually when "political heat" comes down, it is because of the actions of primarily police officers (e.g. excessive use of force, high speed vehicle chases in which death or injury occurs). One chief also offered that there are those chiefs who have a patriarchical style of management. He stated, "We hire adults, and then proceed to treat them as children".

When looking at allegiances, all but one chief indicated that on the questionnaire, they listed

"allegiance to the profession of police chief" as number one in priority. The lone holdout stated that he did not and continued, "Let's get real. We owe our jobs to the mayor or council, or somebody. That's where your allegiance lies, and you know it". When asked if that was true, the others stated that it was, but there was a point when the decision has to be made that the police chief is the law enforcement expert. He/she must display that confidence or end up looking like a puppet to agency personnel and the community.

They also indicated that they felt that their role should not be primarily concerned with maintaining the police agency (SURVIVAL). However, it is an important function in terms of ensuring that resources are garnered and that the agency can attract the best candidates. Even so, since most police agencies have been around for quite a while, there should really be no fear that it would cease to exist. As one chief indicated, "Crime's up, that's job security". Another chief added, "For the troops(job security). We could lose our jobs".

Table 6.--Matrix of Police Chief Responses on View of the Police Chief Function, by Police Chief Race

Category	N			Black			Non-Black		
	T	%	F	T	%	F	T	%	F
SURVIVAL	32.7 (53)		53.1 (86)	37.5 (36)		45.8 (44)	25.7 (17)		63.6 (42)
COMMUNITY	13.7 (22)		86.3 (139)	14.9 (14)		85.1 (80)	11.8 (18)		88.2 (59)
CONTROL	78.2 (126)		21.8 (35)	78.7 (74)		21.3 (20)	77.6 (52)		22.4 (15)
MAINTAIN	31.0 (50)		69.0 (111)	29.8 (28)		70.2 (66)	32.9 (22)		67.1 (45)
GOVERNMENT	79.4 (131)		20.6 (34)	75.0 (72)		25.0 (24)	85.5 (59)		14.5 (10)
AGENCY	41.8 (69)		58.2 (96)	39.6 (38)		60.4 (58)	45.0 (31)		55.0 (38)
PROFESSION	77.6 (125)		22.4 (36)	72.9 (70)		27.1 (26)	84.6 (55)		15.4 (10)

Note: Full data tables are numbered 75 - 123 in Appendix B.

Since there was such variation in the answers (between traditional and future oriented), the additional variables were also assessed and the following found.

1. In terms of allegiance to government (GOVERNMENT), police chiefs with 1 - 10 years with the current agency and less than 10 years in law enforcement ranked it as "least important". The majority ranked it as most or somewhat important.

2. In terms of allegiance to the police agency, (AGENCY) police chiefs with only a high school education rated it as least important. The majority ranked it as most or somewhat important.

3. In terms of allegiance to the profession of police chief (PROFESSION), police chiefs with between 1 - 5 years with the current agency ranked it as most important. The majority ranked it as least important.

On the issue of whether the police chief should be primarily concerned with survival of the agency (SURVIVAL), the following profile emerged. This traditional police chief is likely to head of department with less than 50 personnel, has a high school education, has been appointed from the outside, and has less than 10 years in law enforcement.

Political Nature of the Police Chief Job. Prior to dealing specifically with the political nature of the job, based on the conclusions of a seminar of police executives conducted by the researcher, which indicated that there is a fear of being politically vocal, the respondents were also asked if they feared speaking out. The manner in which they answered this question could affect how they deal with the political nature of the job in terms of garnering support for the police agency and being an advocate for the community served.

Table 7 reveals that 92.6% of all respondents believe that speaking out can be politically dangerous. However, how they deal with the fear (either as a crisis or opportunity) in terms of interacting with politicians and the community is crucial to understanding how he/she deals with this fear.

Table 7.-- Speaking Out Politically Dangerous, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	5.5 (9)	8.3 (8)	1.5 (1)
Undecided	1.9 (3)	0 (0)	4.5 (3)
Agree	92.6 (151)	91.7 (88)	94.0 (63)
Total N	100.0 (163)	(96)	(63)

Table 8 reveals that in spite of the fear of speaking out, the majority of police chiefs believe that there should be more communication with politicians (COMMUNICATION). They also felt that the police chief position is not fully utilized to the benefit of the community served (POSITION).

Table 8.--Matrix of Police Chief Responses on the Political Nature of the Job, by Police Chief Race

Category	N			Black			Non-Black		
	T	%	F	T	%	F	T	%	F
COMMUNICATION	5.0		95.0	4.2		95.8	6.0		94.0
	(8)		(163)	(4)		(92)	(4)		(63)
POSITION	22.1		66.2	22.9		62.5	20.9		71.6
	(36)		(108)	(22)		(60)	(14)		(48)

Note: Full data tables are numbered 133 - 162 in Appendix B.

The police chiefs felt that police chiefs need to be out front and politically vocal. Not only will it assist in getting needed resources, but can also assist in gaining community support. This relates to the under-utilization of the police chief position. The chiefs indicated that they must shoulder some of the blame if the position is not utilized. They believe that police chiefs have to walk a fine political line. In being politically active and vocal, they may find themselves at odds with the boss. One chief added that they probably should consider being more like a former major city police chief. When he and the mayor were at odds over the management of the department, this chief told the mayor, "You want to run the department-- it's yours. I'm retiring."

Relationship to the Community and the Police Chief Approach to Crime Management. The police chief's relationship with the community is impacted by the political forces discussed above. A community understanding of those forces can assist the police chief is becoming a stronger political actor. However, failure of the community to understand can hinder the chief in becoming politically strong. Table 9 indicates

that 79.5% of respondents feel that the political forces that affect the police chief are not understood by the community. Police chiefs, themselves, may assist in this lack of understanding.

As the panel indicated, if police chiefs are afraid to speak out for fear of political repercussions (Table 23), they are not in a position to inform the community and possibly gain the support for policies and programs (or the chief's retention).

Table 9.--Politics Not Understood, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	13.7 (22)	12.8 (12)	14.9 (10)
Undecided	6.8 (11)	4.3 (4)	10.5 (7)
Agree	79.5 (128)	82.9 (78)	74.6 (50)
Total N	100.0 (161)	(94)	(67)

Table 10 indicates that in this job category of the five areas, there is consensus in four. In one area LAW (police chiefs should advocate only law enforcement

related policy), there is not consensus and race is statistically significant.

Looking at LAW, first, as a group, there is not a majority (51%) who believe that they should restrict themselves to advocating only law enforcement related policy. In fact 48.8% of the group disagree with the restriction. The failure to have over 50% in either category is the result of the differences between blacks and non-blacks. While 54.7% of non-blacks disagree with a restriction, 59.7% of non-blacks feel that police chiefs should be limited.

However, when looking at the two areas LAW (only law enforcement related policy) and ANY POLICY (any public policy), while blacks are future oriented in both, this is not the case for non-blacks. While 59.7% of non-blacks agree in restricting, 56% also indicted that they should be vocal advocates.

The police chief group was asked about the seemingly overlap in responses. The black police chiefs felt that they should champion any public policy that positively affects the community. One non-black chief agreed with them. In commenting, these chiefs felt that as a government representative and as one who commands personnel who have the power to affect every citizen's

life, it was necessary to champion policies that could possibly make their jobs easier, regardless of its nature. The non-black chief who did not agree stated, "That's not my job, I have enough problems". Perhaps a statement made by a former police 20 year chief of a midwestern city when he found out that his former department was going to community oriented policing sheds some light. He stated, "...(COP) is crap. Police don't have time to help people with problems. We're about crime. We were courteous to the good folks of.... and the bad, we tossed 'em in the can. This new stuff ain't policing. The good folks understood and we didn't care about the others".

When assessing the other variables, the following traditional police chief was found to most likely favor restricting police chiefs in terms of public policy. He/she is most likely non-black, with fewer than 50 personnel, has less than an AA degree with 4 or more years as police chief. He/she has between 1 - 15 years with the current agency and has between 11 and 30 years in law enforcement.

The second area of concern, although there is consensus is in the two areas of ROOT (root causes approach) and LENF (enforcement of laws approach).

While clearly 85.5% believe in root causes, 55.2% also believe in the law enforcement approach.

This overlap was also taken to the panel. They agreed that although the "root" causes (community oriented) is the latest approach to crime management, not all chiefs have totally bought into it. Further, they stated that it (community oriented policing) has not been proven to prevent crime. Therefore, there are chiefs holding onto the "old" and the "new".

When assessing the additional variables, the following "traditional" chief emerged. He/she heads a department with between 50 and 100 personnel, has less than an AA degree and less than 1 year as police chief. He/she has between 6 - 10 years with the current agency and between 26 and 30 years in law enforcement.

Table 10.--Matrix of Police Chief Responses on the Relationship to the Community and the Approach to Crime Management, by Police Chief Race

Category	N			Black			Non-Black		
	T	%	F	T	%	F	T	%	F
LAW*	46.9 (76)		48.8 (79)	37.9 (36)		54.7 (52)	59.7 (40)		40.3 (27)
ANYPOLICY*	23.5 (38)		64.8 (105)	16.7 (16)		70.8 (68)	33.3 (22)		56.0 (37)
COMMUNITY	6.8 (11)		79.1 (129)	4.2 (4)		81.3 (78)	10.4 (7)		76.2 (51)
ROOT	14.5 (23)		85.5 (136)	12,5 (12)		87,5 (84)	17.5 (11)		82.5 (52)
LENF	55.2 (90)		36.8 (60)	58.3 (56)		35.4 (34)	50.7 (34)		38.8 (26)

Note: Full data tables are numbered 118 - 148 in Appendix B.

Summary

This chapter examined the beliefs of police chiefs on critical elements of the job. These elements were drawn from the literature and through discussions conducted by the researcher with police chiefs and other police executives.

A police chief typology was constructed through which police chief responses could be classified as either "traditional" or "future (community) oriented". The typology could be broken down in four areas under which each of the typology beliefs were categorized. The areas were:

1. Leading or Managing the Police Agency
2. View of the Police Chief Function
3. The Political Nature of the Police Chief Position
4. Relationship to the Community and Approach to Crime Management

In the analysis of these attitudes, a 51% criteria was utilized to determine consensus of the job elements.

In the first area, Leading or Managing the Police Agency, the majority of police chiefs believe that:

1. police chiefs should provide leadership and vision to the agency;

2. police chiefs should be hands-on managers

3. managers should be permitted to manage the day-to-day operations of the police agency;

4. all levels of the police agency should be involved in the decision-making process of the police agency.

All but one area (HANDSON) indicate that the majority of police chiefs hold beliefs that are "future community (future) oriented".

In the second area, View of the Police Chief Job, the following was found:

1. the primary function of the police chief's job should not be to maintain the organization in the political arena;

2. the police chief's primary function should be to serve the community;

3. the police chief should have a greater allegiance to the police agency or governmental structure as opposed to the position of police chief.

In the first two, the police chief has community oriented attitudes, in the third, traditional.

In the third area, Political Nature of the Police Chief Job, the majority of respondents agreed that there should be more communication with politicians and that the position is not fully utilized to the benefit of the community served (community oriented).

In the last area, Relationship to the Community, there was not clear consensus regarding restricting police chiefs to advocating only law enforcement related policy. In this area, they could not be classified as either traditional or future oriented, even though blacks were future oriented and non-blacks held traditional attitudes.

However, they did agree that:

1. police chiefs should be vocal advocates of any public policy that benefits the community served;

2. the community should be involved in the decision-making process of the agency, particularly when the decisions would directly affect the community;

3. police chiefs should advocate crime prevention strategies that deal with the root causes of crime.

In terms of the Police Chief Typology, after analyzing the four areas, of the eighteen (18) variables assessed, police chief beliefs can be classified as

community oriented in fourteen. Police chiefs indicated "traditional" beliefs in the following areas:

1. police chief should be a hands-on manager,
2. the primary function of the police chief should be to control personnel;
3. police chiefs should exhibit a greater allegiance to the governmental structure or police agency as opposed to the position of police chief[28].

Race proved to be statistically significant in only one area LAW (should be vocal advocates of only law enforcement policy), with blacks against a restriction and non-blacks for the restriction.

However, when assessing police chief attitudes about the nature of the job across the eighteen variables and obtaining individual "scores", the following emerged.[29]

---

[28]This has implications for the issue of professionalism to be discussed in the next chapter. Once of the classical criteria is that members should have a primary allegiance to the profession.

[29]When assessing individual scores, for each "community oriented" response, the chief received one (1) point. "Traditional" responses received no (0) points. An "ideal community oriented" chief could receive a maximum of 18 points, while an "ideal

Table 11 indicates that the maximum score for both blacks and non-blacks was fifteen (15). The minimum score for both groups was seven (7). The mean score for the entire group was 10.46 (10.3 for blacks and 10.63 for non-blacks). The mid-point of the maximum and minimum scores was ten (10).

Looking at the entire group, 76.9% had scores of 10 or above (to a high of fifteen). For blacks 77% were in this category, while for non-blacks, the percentage was 76.8%.

Based on this scoring process, it can be concluded that the majority of police chiefs hold beliefs about the job that are community (future) oriented.

---

traditional" chiefs could receive a score of "0".

Table 11.--Police Chief Job Attitude Score, by Police Chief Race

Attitude Score	N (%)	Black (%)	Non-Black (%)
18	0	0	0
17	0	0	0
16	0	0	0
15	2.4 (4)	1.2 (2)	1.2 (2)
14	1.8 (3)	1.2 (2)	.06 (1)
13	6.0 (11)	2.0 (4)	4.2 (7)
12	10.3 (17)	4.2 (7)	6.0 (10)
11	34.0 (57)	20.0 (34)	4.2 (23)
10	21.2 (35)	15.1 (25)	6.0 (10)
9	7.2 (12)	4.2 (7)	3.0 (5)
8	6.6 (11)	4.2 (7)	2.4 (4)
7	9.0 (15)	4.8 (8)	4.2 (7)
6	0	0	0
5	0	0	0
4	0	0	0
3	0	0	0

Table 11, continued.

2	0	0	0
1	0	0	0
0	0	0	0
Total N	100.0 (165)	(96)	(69)

Conclusions

As the result of this analysis, three conclusions can be drawn. Based on the responses, the contention that police chiefs, as a group, are mired in the past is not supported by the data. Although there are chiefs who hold on to traditional beliefs, the majority can be classified as "community (future) oriented".

There is also a foundation for developing a job description, listing the tasks and responsibilities based on a "generalized knowledge" consisting of the beliefs and attitudes analyzed in this chapter.

The final conclusion is that race is not statistically significant to any degree in the holding of beliefs about the job.

Having the basis for meeting the first criteria of professionalism (tasks upon which to base a "generalized body of knowledge"), the next chapter continues with the analysis of those remaining.

CHAPTER V

Police Chief Professionalism

> Professional police leadership has never been more essential; yet law enforcement executives are notably absent from the group of professionals...
>
> PERF President James Colvin, Chief, Boise, Id.

This chapter focuses on the issue of police chief professionalism. While it is accepted that police chiefs are not professional (or as a group, comprise a profession), they may hold beliefs or exhibit qualities that are supportive of professionalism.

In Chapter V, it was found that the majority of police chiefs hold beliefs that are "future or community oriented" which did not support the contention that they are mired in the past in terms of managing the police agency. It was also concluded that those beliefs could form the basis of a "generalized body of knowledge", a portion of the first criteria of professionalism that could be translated into a job specific task list.

In this chapter, the second step is taken, to continue the assessment of professionalism by examining the remaining criteria. Table 12, again, reviews the listing of the criteria as indicated by Pavalko (1970).

Table 12.-- Professionalism Criteria

1.	A generalized body of knowledge, theory, and intellectual techniques or an extensive period of education and training, usually in a university setting (EDUCATION).
2.	Relevance of work to basic social values (VALUES).
3.	Identification with a professional reference group and a sense of commitment among practitioners (GROUP).
4.	An overriding commitment to occupational duty on behalf of the client (CLIENT).
5.	Collegial control over the actions of members and the existence of a code of ethics (CONTROL).
6.	A sense of vocation (PROFESSION).
7.	Autonomy in the practice of the profession (AUTONOMY).

The objectives of this chapter are to:

1. determine if police chief beliefs and characteristics are supportive of the classical professionalism criteria;
2. determine whether these beliefs and characteristics differ along the lines of race; and,

3. determine if black police chiefs indicate the possession of more (quantitatively) beliefs and qualifications that are supportive of the professionalism criteria than non-black police chiefs.

In order to accomplish these objectives, two methods of analysis were utilized. The first, which immediately follows this discussion was an assessment of each criteria of professionalism by examining the beliefs and characteristics of respondents in each criteria area. The second method was an assessment of police chiefs using a professionalism scale ratings. The first (professionalism criteria rating) was developed for this study. The second, a modified version of the "Professionalism Scale Rating", was utilized by Witham (1985) in his examination of police chiefs.

Education (EDUCATION)

You don't have to be smart to be a police officer.

A former Major City Chief

While the veracity of that statement is suspect, traditionally in American policing, police officers do "grow up" to be police chiefs. Therefore, it is important that they "become smart" prior to assuming the position.

This first standard of professionalism requires "a generalized body of knowledge, theory, and intellectual techniques or an extensive period of education and training, usually in a university setting" (Pavalko 1970).

Chapter V indicated that there are beliefs held by police chiefs about the job that could form the basis of a "generalized body of knowledge...". However, in order to gain additional insight, the second half of the criteria was also examined in the following manner. Respondents were asked if they: (1) believed that there should be a minimum level of education for the position of police chief; (2) whether there should be a mandated

area of study if a minimum level of education was indicated; and (3) whether there should exist mandatory certification for the position. Further, the educational level of the respondents was examined.

This analysis of education and training is based on the 1967 Task Force Report: The Police[30], which recommended that by 1978, all persons at the supervisory and management level should have four year degree.

As in Chapter V, a simple majority (51%) criteria was utilized in determining consensus.

Table 12[31], indicates that the majority of police chiefs believe that those who hold the position should:

1. possess a minimum of a four-year degree;

2. be required to complete a degree in a specific area of study (they were not asked to indicate the area, however); and

3. be required to participate in mandatory certification training either as a requirement to assume the position or to maintain the position.

---

[30]See also L. Sherman, The Quality of Police Education: A Critical Review with Recommendations for Improving Programs in Higher Education (1978), Washington, D.C. Jossey-Bass.

[31]In this section and sections to follow, where matrix tables are used, the full data tables are provided in Appendix B.

When looking at the responses of black and non-black police chiefs, race is not statistically significant.

Table 12.--Matrix of Police Chief Responses on Education, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
BS or higher	63.8 (102)	55.9 (52)	74.6 (50)
Specific Area	68.0 (85)	75.0 (54)	58.5 (31)
Certification	58.6 (95)	52.1 (50)	68.2 (45)

Note: Full data tables are numbered 164 - 166 in Appendix B.

Table 13 indicates the educational level of respondents. Of those responding, 54% have a bachelor's degree or higher. In this area race is significant when analyzing the full data table (Appendix B). While both groups are fairly equal at the BS level, there are differences above and below that level. For blacks, 52.1 (34.9% for non-blacks) possessed less than a four-year degree. At the level of master's and above, the rate was 14.6% for blacks and 34.9% for non-blacks.

The panel of police chiefs was asked about this difference. The black chiefs related to their own experience and indicated that the focus early in their careers was to get promoted. The commitment to this process was intense and it was felt that studying for promotion and going to school would not meet with success. However, the non-black chiefs stated that while they did not attempt getting promoted and going to school, once they achieved a certain rank, their focus was then turned to school. This was especially true since during the 1970's and early 1980's "money was flowing" from the government (Law Enforcement Assistance Administration). Another chief provided that some police were even "double dipping". While LEAA was paying tuition, they were also receiving Veteran's Administration educational money. These chiefs (non-blacks) could not understand why blacks still do not have degrees.

Drawing on experience with police officers and education, the researcher recalls that she had many associates who are now ranking police officials who just stopped going to school when the funding (LEAA or VA) stopped. Some of the officers were within one semester of completing their degree, but stopped because they

were not getting paid. She remembers one officer friend telling her that he was only going to school "for the money". The chiefs also agreed that education has not been given the priority it should in law enforcement. Without an emphasis on education, there is little incentive to attend. The researcher recalls one conversation she had with a high ranking official. He asked her why she even bothered going to school, it wouldn't get her promoted. He stated, "It will only give them one more thing to dislike about you". She also recalls that of the black police chiefs who headed her department (three), none had college degrees and one had a GED and the latest one has a high school diploma.

Respondents were also asked to provide the areas of scholastic concentration at the highest educational level. This listing provided that police chiefs had obtained degrees in physical education, business administration, speech communication, education administration, human resource management, psychology, organizational behavior, governmental studies, criminology, history, industrial technology, public administration, and clinical hypnotherapy. This list is not prioritized nor is there any attempt to place a level of importance on any area. However, the list does

support Bouza's (1990) contention that police chiefs should have a "liberal education" and also lends support to the assertion of this study that the basis does exist for a "generalized body of knowledge".

Table 13.--Police Chief Educational Level, by Police Chief Race

Level	N (%)	Black (%)	Non-Black (%)
High School or Less	7.4 (12)	10.4 (10)	3.0 (2)
Some College	22.2 (36)	27.1 (26)	15.1 (10)
Associate	15.4 (25)	14.6 (14)	16.8 (11)
Bachelor's	32.1 (52)	33.3 (32)	30.3 (20)
Master's	19.1 (31)	12.5 (12)	28.7 (19)
Doctorate or equivalent	3.8 (6)	2.1 (2)	6.1 (4)
Total N	100.0 (162)	(96)	(66)

Note: $x^2 = 12.641$ with five degrees of freedom and a significance level of .4820, race is statistically significant.

Social Values (VALUES)

The second criteria of professionalism deals with the relevance of work to basic social values. This factor was assessed using three questions. Respondents were asked to state whether they believed that the role(s) of the police chief should support or uphold basic social values, i.e., improvement of the quality of life by dealing with the root causes of crime (rather than to focus primarily on the enforcement of laws), or whether the role(s) should be primarily concerned with maintaining the police organization in the political or governmental arena.

Of those responding, 85.5% (Table 14) agreed that the role of the police chief should be to uphold basic social values, i.e., support policies or programs that deal with the root causes of crime.

On the other issue, that of organizational survival, 53% of respondents indicated that it should not be the primary concern of the police chiefs.

Table 14.-- Matrix of Police Chief Responses on Social Values, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Root Causes	85.5 (136)	87.5 (84)	82.5 (52)
Law Enforcement	55.2 (90)	58.3 (56)	50.7 (34)
Survival	53.0 (86)	45.8 (44)	63.6 (42)

Note: Full data tables are numbered 167 - 169 in Appendix B.

Professional Reference Group (GROUP)

The third criteria is concerned with the identification of group members with a professional reference group or a sense of commitment among themselves. While there is no mandatory organization to which all police chiefs belong, there are any number at the international, national, and local level to which they can and do belong.

This criteria was assessed by determining in which organizations the respondents held membership.

Table 15 indicates that the number of organizations in which membership was held varied between none (4.2% for blacks and 4.5% for non-blacks) and seven (2.1% for

blacks and 1.4% for non-blacks). The average was two (2) organizations for blacks (36.2%) and one (1) for non-blacks (27%). This difference between blacks and non-blacks can most likely be attributed to membership in the International Association of Chiefs of Police (IACP) for both blacks and non-blacks with blacks also holding membership in the National Organization of Black Law Enforcement Executives (NOBLE).[34]

The focus group was asked if there should be an organization to which all police chiefs "must" belong. Unequivocally, the answer was, "no". "Do you realize the politics that would be involved?", one asked. "There's enough in the organization we belong to." When the researcher briefly explained the need for such an organization in terms of professionalization, one chief stated, "We understand what you're saying. Something like the ABA or the AMA. It would probably be good, but the position (police chief) is not yours to keep -- like a doctor -- poof, you're gone and what does this organization do for you. Besides look at the number in

---

[34]While NOBLE does not restrict membership and has non-black members, it is an organization that was organized for the express purpose of providing support for blacks (first) who are executives in law enforcement (second).

the IACP and compare that to the actual number nationwide -- that's your answer."

Table 15.--Professional Group Membership, by Police Chief Race

Number of Groups	Black (%)	Non-Black (%)
None	4.2 (4)	4.5 (3)
1	8.5 (8)	31.1 (21)
2	36.2 (34)	27.0 (18)
3	30.0 (28)	19.4 (13)
4	10.6 (10)	4.3 (7)
5	4.2 (4)	3.0 (2)
6	4.2 (4)	3.0 (2)
7	2.1 (2)	1.4 (1)

Client-Centered Focus (CLIENT)

> So much of our personality gets in the way of achieving what needs to be done...Arrogance engenders resentment and hostility...There is a delicious temptation to blur the distinction between personal interests and the people's interests....In deciding how to run the agency, police chiefs must decide whether they are going to serve the people or accommodate the comfort and interests of their colleagues.
>
> Anthony Bouza, The Police Mystique

The fourth criteria is that as a profession, those who comprise it must have an "overriding commitment to occupational duty on behalf of the client" (Pavalko 1970). In order to assess this component, participants were asked to prioritize statements relating to the police chief function in order of importance (most important, somewhat important, and least important). The results are as follows. Looking at total group response, the most important function was "to serve the community" (85.2%), the second important function was "maintain control of agency personnel" (64.4%), and the least important function was "to enhance personal skills" (77.1%). Looking at the racial groupings, the same order of priority was found.

As a note, only 144 of the respondents chose to answer the question of whether or not their focus should be on enhancing personal skills (Table 16). While no

data were elicited to state objectively the reason for the high non-response rate, Menke (1982) indicated the one of the problems in police chief quest toward professionalism is that their motivation and commitment are, in reality, self-interested. In not wanting to admit that this is the case, it can only be hypothesized that those not responding did not want to admit this egoistic view. As Bouza (1990) has written, "Police chiefs have to learn that it is the people's interests they serve...Their duties go beyond the simple minded notion that they're only they to enforce the law...The fact that there are careers, ambitions, and egos tangled in the web only adds to (this) difficulty".

Table 16.--Prioritization of Police Chief Function (Most to Least Important, by Police Chief Race

Priority	N (%)	Black (%)	Non-Black (%)
Serve Community	85.2 (139)	83.4 (80)	88.1 (59)
Maintain Control	64.4 (105)	62.5 (60)	67.2 (45)
Enhance Skills	77.1 (111)	80.5 (66)	72.5 (45)

Note: Full data tables are numbered 170 - 172 in Appendix B.

Colleague Control (CONTROL)

The fifth criteria deals with whether or not police chiefs have a belief in colleague control and/or whether there should exist a code of ethics that is enforced by an organization or group of police chiefs to ensure compliance.

In order to assess this area, respondents were asked if they agreed that an advisory board comprised of police chiefs should have the ability to censure police chiefs or if that responsibility should be left to the top governmental executive or police chief's superior. In addition, they were asked if police chiefs should have the authority or responsibility to set and enforce qualification and evaluation standards.

Table 17 indicates that only 17.8% of those responding agreed that police chiefs should have the authority or responsibility to censure each other. This is in contrast to those who agreed that the top governmental executive of body should have that responsibility (65.2%). Race is significant in both cases.

This is a strong indication of professionalism (or the lack thereof) could point to the lack of understanding on the part of police chiefs of what

constitutes the classical definition of professionalism.

When looking at the full data tables (Appendix 1), although the majority of respondents (68%) disagreed that a police chief advisory board should have the ability to censure, there were twice as many black police chiefs who agreed with the censure board (23%) than non-blacks (10.6%).

In terms of the top governmental executive's ability to censure, although the majority of respondents (65.2%) agreed that with the (top governmental executive's) right to censure, almost three times (35.4%) of blacks disagreed when compared to non-blacks (12.3%). When looking at the category "undecided", blacks were four times as likely (12.5%) to be in this category when compared with non-blacks (3.1%).

Professions also set qualifications and evaluation standards for its members, in addition to performing "policing" functions. Table 18 indicates that only 34.6% agree that a police chief advisory board should evaluate police chiefs. Contrast these two areas with the fact that 66.5% believe that the top governmental executive should set standards for the position.

In this section, race is not statistically significant in either case.

Table 17.-- Matrix of Police Chief Responses on Censure Responsibility, by Police Chief Race

Who Censures?	N (%)	Black (%)	Non-Black (%)
Police Chief Board	17.8 (29)	23.0 (22)	10.6 (7)
Top Executive	65.2 (108)	52.1 (50)	84.6 (59)

Note: Full data tables are numbered 173 - 183 in Appendix B.

Table 18.-- Matrix of Police Chief Responses on Qualification and Evaluation Standards, by Police Chief Race

Who Sets?	N (%)	Black (%)	Non-Black (%)
Police Chief Board Set Standards (Disagree)	56.2 (91)	56.2 (54)	56.1 (37)
Police Chief Board Evaluates (Disagree)	56.5 (91)	59.9 (56)	52.3 (35)
Top Executive Set Standards (Agree)	66.5 (107)	66.0 (62)	67.2 (45)

Note: Full data tables are numbered 160 - 162 in Appendix B.

Profession of Police Chief (PROFESSION)

As indicated in Chapter V, police chiefs felt a greater allegiance to the governmental structure or the employing police agency than to the position of police chief. The following table indicates the prioritization of responses. The literature on professions indicates that there must be an identification with the "profession". This identification must come before any other entity or body.

Table 19--Matrix of Prioritization of Allegiance, by Police Chief Race (Most the Least Important)

Priority	N (%)	Black (%)	Non-Black (%)
Police Agency	42.0 (69)	39.6 (38)	45.0 (31)
Government	34.2 (52)	34.1 (30)	34.4 (22)
Police Chief	56.0 (88)	51.0 (48)	62.5 (40)

Note: Full data tables are numbered 163 - 165 in Appendix B.

Autonomy (AUTONOMY)

The issue of autonomy is quite important to support a claim of professionalism. In assessing this

component, police chiefs were asked if they believed that the decisions he/she makes should be subject to review by other police chiefs or the top government executives. They were also asked if there should be total autonomy from the top governmental executive in the management of the police agency.

It must also be remembered[35] that there is also a police chief pecking order, e.g., "major" cities chiefs of police. To permit police chief overview could cause dissention and animosity, particularly if a board of "minor" cities chiefs was charged with overseeing the decisions of "major" city chiefs.[36],[37]

---

[35]Table 20 indicates that 75.8% of the respondents disagreed with police chief review of decisions while only 47.8% disagreed with a review by the top governmental executive.

[36]"Turf" is also jealously protected. A staff member of the Metropolitan Police Department, Washington, D.C., was charged with the responsibility of researching the formation of bicycle patrols. However, she was forbidden by the Chief of Police from contacting the U.S. Capitol Police (Washington, D.C.) which had previously conducted research on the subject and had formed a unit. The reason she was forbidden is that the chief of the Capitol Police is a former assistant chief of police from the Metropolitan Police Department. On his retirement and subsequent appointment, he was honored with a proclamation from the D.C. City Council. In the proclamation, he was credited with having brought "Community Empowerment Policing" to the Nation's Capitol. The D.C. police chiefs feels that he should be given the credit and relations have been strained ever since.

Table 20 indicates that the majority of police chief (75.8%) disagree with police chief board reviews. While a majority (47.8%) disagreed that the top government executive should have authority to review, 74% indicated that they did not want total autonomy to manage their agencies.

Table 20.--Matrix of Police Chief Responses Regarding Autonomy, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
PC Review (Disagree)	75.8 (122)	68.1 (64)	86.6 (58)
TGE Review (Agree)	47.8 (77)	51.1[38] (48)	43.3 (29)
Total Autonomy (Disagree)	74.0 (120)	68.8 (66)	80.6 (54)

Note: Full data tables are numbered 166 - 168 in Appendix B.

---

[37]As territorial as police chiefs appear to be, it is quite interesting that 74.0% of respondents indicated that they did not want total managerial autonomy.

[38]The police chiefs were asked why more blacks disagreed with top governmental executive review than non-blacks. While the non-black chiefs stated that they did not know, the black chiefs offered, "They probably have a white TGE looking over their shoulder". However, when asked why police chiefs did not want total autonomy, the unanimous response was, "This is reality. A mayor is not going to have police chief running around loose as an example to the rest of the department heads".

The focus group was asked why police chiefs did not want total autonomy. They indicated that most of act as if they were autonomy, but it is not realistic. They "owe" too much to the top governmental executive (job, resources, etc.). They would literally "self destruct" if they demanded total autonomy.

Summary

In terms of the classical professionalism criteria, the following was found.

1. EDUCATION: The majority of police chiefs held beliefs that supported the requirement for mandated educational levels. The majority (although close), also possessed a BS or higher.

2. VALUES: The majority of police chiefs believed that the roles of the police chief position should be primarily concerned with promoting policing strategies that deal with the root causes of crime and disorder.

3. GROUP: Although there is not mandatory professional organization, over 95% of blacks and 89% of non-blacks belonged to at least one (1) "professional" police group. The most frequently named organization was the International Association of Chiefs of Police.

4. CLIENT: Of those responding, 85.2% indicated that the most important function of the police chief position is to "serve the community".

The responses provided in these four areas correspond positively to and are supportive of the concept of professionalism. However, as the analysis continued, the remaining responses served to support the contention that police chiefs have not progressed sufficiently along the occupation-profession continuum.

5. CONTROL: The majority of police chiefs did not believe that police chiefs should have censure responsibility over each other. Nor did they feel that a police chief board should set qualifications or evaluation standards. These responsibilities were felt to be under the purview of the top governmental executive.

6. PROFESSION: Police chiefs (56%) do not rank allegiance to the profession (of police chief) as number one. This indicates that they do not feel an allegiance (commitment) to the position as a professional group.

7. AUTONOMY: Again, police chiefs did not believe in peer review nor did they want autonomy in managing the police agency. They felt that the top governmental executive should determine the amount of

participation in the running of the police agency.

In assessing the individual criteria, in four of the seven, a majority of police chiefs indicated beliefs that were supportive of the classical professionalism criteria. However, in the last three, the same did not hold true. However, this study also utilized a second method of assessing professionalism which will now be discussed.

Professional Scale Rating

In this section, two additional measures of professionalism were utilized. Both are crude, and admittedly, their validity and reliability have not been proven. However, both were developed because of a lack of criteria by which to measure police chiefs. As more studies about the police chief are conducted, perhaps these scales can be validated and their reliability established.

The first scale, developed by the researcher for this study, measures each police chief across the variables assessing professionalism in the previous section. The second, utilized by Witham in his 1985 study of police chief will follow that of the researcher.

The following components were re-assessed and one (1) point was awarded if the police chief responded in the manner indicated below.

1. Education: respondents possessed a bachelor's degree or higher.
2. Minimum level of education: if respondents felt that the minimum level of education required for the position of police chief should be a bachelor's degree.
3. Mandated area of study: if respondents felt that a specific area of study should be required for the position of police chief.
4. Mandatory certification: if respondents felt that police chiefs should be "certified" in order to assume or maintain the position.
5. Police chief role should support root causes approach to crime control: if respondents "agreed".
6. Police role should support only a law enforcement approach to crime control: if respondents "disagreed".
7. Police chief role should be primarily concerned with organizational survival: if respondents "disagreed".

8. Professional group membership: if respondents maintained membership in at least one professional group.

9. Use of professional group information in decision-making process: if respondents answered "yes".

10. Consults with other police chiefs: if respondents answered "yes".

11. Police chief function should serve the community: if respondents indicated "most important".

12. Police advisory board to censure police chiefs: if respondents "agreed".

13. Top governmental official to censure: if respondents "disagreed".

14. Police chief advisory board should set qualification standards: if respondents "agreed".

15. Police chief advisory board should evaluate police chiefs: if respondents "agreed".

16. Allegiance to position of police chief: if respondents indicated "most important".

17. Police chief decisions to be reviewed only by a police chief advisory board: if respondents "agreed".

18. Decisions should be reviewed by top governmental executive: if respondents "disagreed".

19. Total autonomy from top governmental executive: if respondents "agreed".

The following table indicates how the police chiefs "scored".

Table 21.-- Professionalism Scale Rating, by Police Chief Race

Criteria Score	N (%)	Black (%)	Non-Black (%)
19	0	0	0
18	0	0	0
17	0	0	0
16	0	0	0
15	0	0	0
14	.06 (1)	0 (0)	1.4 (1)
13	.06 (1)	0 (1)	1.4 (1)

Table 21, continued.

12	3.0 (5)	1.0 (1)	5.7 (4)
11	5.4 (9)	5.2 (5)	5.7 (4)
10	18.0 (30)	10.9 (18)	17.3 (12)
9	26.0 (43)	22.9 (22)	30.4 (21)
8	20.0 (33)	22.9 (22)	15.9 (11)
7	11.5 (19)	15.6 (15)	5.7 (4)
6	5.4 (9)	5.2 (5)	5.7 (4)
5	6.0 (10)	4.1 (4)	8.6 (6)
4	3.0 (5)	4.1 (4)	1.4 (1)
3	0	0	0
2	0	0	0
1	0	0	0
0	0	0	0
Total N	100.0 (165)	(96)	(69)

Using the professionalism scale in Table 21, respondents' scores ranged from a high of 15 to a low of 4. The maximum score that could be received was 19 (the lowest 0). Blacks ranged from 12 to 4, while non-blacks ranged from 14 to 4.

The group mean was 8.44, while for blacks it was 8.25 and for non-blacks 8.72. While all the means are below the midpoint of the scale (9.5), there is not an appreciable difference between the professionalism scores of blacks and non-blacks. Therefore, it cannot stated, conclusively, that one group is more professional that the other.

However, the task is to compare these results with those of Witham's Professionalism Scale Rating which follows.

In Witham's (1985) study of police chiefs, a modified version of Wilson's (1970) Professionalism Scale Rating (PSR) of city managers was utilized to assess the degree of professionalism possessed by Witham's subjects (Figure 2).

Area	Point Structure*
Education	
Graduate Degree	2
Bachelor's Degree	1
Less than BS/BA	0
Experience	
Police Chief in Another City	3
Experience in Any Capacity in Another City	2
Experience limited to Current City	0

Figure 2. Professionalism Scale Rating

*The total maximum number of points one could receive is 5; a combination of a graduate degree (2 points) and police chief experience in another city (3 points)

When utilized by Wilson, points were awarded on the basis of educational attainment and experience in other city governments. City managers with graduate degrees received two points, while those with a bachelor's degree received one point. No points were awarded for education less than a four-year degree. Three points were awarded to individuals who had served as city manager in another community, two points for having served in any capacity in the government of another city and no points were awarded if experience was limited to the current position. The maximum score one could

receive was "5", with the minimum being "0".

Witham thought that it might be interesting to apply Wilson's PSR to his subjects. Acknowledging that a crude measure of professionalism would result, he indicated that the measure would, however, provide some insight into the state of professionalism among police administrators in 1985. As in Wilson's PSR, Witham utilized only combinations of education and experience.

Both Witham and Wilson felt that the more professional police chief or city manager would have a minimum of a bachelor's degree and some experience in another city government. It was their feeling that having experience in only one government contributed to a parochial view of policing (government) and limited the police chief's or city manager's knowledge, skills, and political savvy. Based on their criteria, no police chief (city manager) should score less than "3" in order to be called "professional".

Using Witham's scale in this study, police chiefs scored in the following manner (maximum score - 5; minimum score - 0):

Table 22.-- Professionalism Scale Rating, by Police Chief Race

Score	N (%)	Black (%)	Non-Black (%)
5	5.4 (9)	3.1 (3)	8.7 (6)
4	11.5 (19)	7.2 (7)	17.4 (12)
3	7.2 (12)	7.2 (7)	7.2 (5)
2	24.2 (40)	26.1 (25)	21.7 (15)
1	23.7 (39)	28.2 (27)	17.4 (12)
0	28.0 (46)	28.2 (27)	27.5 (19)
Total N	100.0 (165)	(96)	(69)

As Table 22 indicates, 24.1% scored "3" or higher. Looking along racial lines, 17.5% of blacks and 33.3% of non-blacks score "3" or higher. The group mean is 1.6. for blacks the mean is 1.59 and for non-blacks, 1.67.

Using Wilson's and Witham's criteria for professionalism, as a group police chief's cannot claim to be professionals as 75.9% scored "2" or less (82.5% for blacks and 66.6% for non-blacks).

When using the combination of education and

experience, only, police chiefs will have difficulty achieving professionalism using Witham's standards. In terms of education (Table 38), 47.9% of blacks have a bachelor's degree or higher, while 65.1% of non-blacks are also in this category. When looking at the possession of a graduate degree, 14.6% of blacks have a master's or higher and non-blacks, 33.8%.

Using the criteria of experience, particularly that which involves having served as police chief in another city, both blacks and non-blacks will be found lacking. Table 4 provides that 47.9% of blacks and 31.8% of non-blacks had served 21 or more years with their current agency. Upon assuming the position, 68.8% of blacks and 47.8% of non-blacks were selected from the inside (Table 39).

Meeting the criteria of serving as police chief in another city would also prove difficult. Table 40 indicates that 91.6% of blacks and 81.2% of non-blacks had served as police chiefs in only one (1) agency.

Conclusion

In assessing police chief professionalism, two methods were utilized. The first, that of scoring police chiefs across the variables used as indicators of professionalism. Although there was not much difference between the group and sub-group means, those numbers did fall beneath the scale midpoint. However, one group cannot be considered to be more professional than the other.

When assessing professionalism using the Professionalism Scale Rating, out of a total of five (5) points for a combination of education and experience, the group mean was 1.6 (blacks 1.59, non-blacks 1.67).

What this analysis (analysis using professionalism criteria and the scale) has shown is that although police chiefs as a group possess of the professional attitudes, none possess all. The results are supportive of the data and literature that indicates that police chiefs, as a group, are not professional.

Perhaps a policing strategy could assist in the movement toward professionalism. If that strategy supportive the professionalism criteria, additional "professionalism credit" could accrue to the police

chief. That strategy could be community oriented policing which is discussed in the next chapter.

CHAPTER VI

PROFESSIONALISM AND MANAGEMENT ORIENTATION

> This department is supposed to be one of the leaders in community oriented policing. But after all this time, it's a shame that the chief still has no idea what it's (community oriented policing) all about.
>
> A retired police official referring to a major city police chief

In Chapters IV and V, police chief attitudes toward the job and professionalism were discussed. As a result of that analysis, it has been determined that race is not statistically significant in explaining differences in attitudes about the job or the "degree" of professionalism possessed by police chiefs.

However, the issue still remains in terms of the conceptual framework is how attiudes about the job and professionalism affect management orientation regarding crime control/prevention philosophies.

Chapter V indicated that police chiefs as a group, regardless of race, hold attitudes about the job that are community or future oriented. If, as Brown (1989),

Tully (1990) and others have indicated, a community oriented management philosophy is necessary to effectively deal with crime (and other closely related factors) now and in the future, it stands that this direction should not conflict with the ideals of professionalism[39]. Further, since race does not seem to affect attitudes toward the job or professionalism, is community oriented policing a philosophy that is more likey to be embarked upon by "more" professional (quantitatively) police chiefs or those who have had certain career experiences[40].

Community oriented policing is a change, both philosophically and managerially. It is important to determine if this philosophy undermines or supports the already fragile professionalism base of police chiefs. It is also important to determine which police chiefs may be more open to this change if it will enable them to become more professional.

Therefore, this chapter examines community oriented policing as an organizational philosophy which police chiefs can use in their quest toward professionalism.

---

[39]If professionalism of the position is important.

[40]In terms of selection and/or career path.

The objectives of this chapter are:

1. to discuss how community oriented policing is supportive of the professionalism criteria;

2. to discuss community oriented policing as organizational change for the police agency that involves reassessing personnel roles and responsibilities;

3. to examine the relationship between police chief method of selection and career path and community oriented policing adoption; and

4. to determine if police chiefs who are "more" professional are involved in community oriented policing more so than those who are not.

Community Oriented Policing

Community oriented policing is considered the "in" philosophy for police agency management at the present time. However, rather than being the 1990's "buzzword", if police chiefs recognized the "professional" benefits of community oriented policing and embraced it as a professional attitude, their claim to professional could become more legitimate.

Community oriented policing does support the following professionalism criteria:

1. "A generalized body of knowledge, theory, and intellectual techniques". Brown (1989), Greene (1989) and others have indicated that in order to be effective under this philosophy, police agency personnel must be knowledgeable in psychology, sociology, human relations, etc. By having a broader knowledge base (not one limited to "policing"), police are able to understand and empathize with the communities they serve and, in turn, are better able to meet the needs of the community.

2. "Relevance to social values". Community oriented policing has a "root causes" approach to crime (Tully 1990). This approach proposes that in order to prevent and/or eliminate crime, the police must employ strategies that deal with the social dislocations (Wilson 1987) of lack of educational opportunities, poverty, lack of or under-employment, etc..

3. "A sense of commitment among practitioners". Community oriented policing proponents indicate that one of the objectives of police managers is to create an environment wherein police personnel to collectively commit themselves to the objectives of the organization and actively participate in dealing with order

maintenance problems of the community (Sparrow 1988, Brown 1989).

4. "An overriding commitment to occupational duty on behalf of the client". This criteria is closely related to the one above. Sparrow (1988) indicates that a police agency and its personnel involved in community oriented policing are "...those who are paid to give full-time attention to the duties of every citizen. (The police agency's priorities are)...Whatever problems disturb the community most. (The police specifically deal with)...Citizens' problems and concerns... (And, the essential nature of police accountability has an)... "Emphasis on local accountability to community needs...".

5. "Collegial control over the actions of members and the existence of a code of ethics". While community oriented policing does not advocate total police agency control over its personnel, Trajanowicz and Carter (1990) indicate that "The primary challenge for law enforcement will be to find ways the meet their (the community's) needs with special concern for their racial, ethnic, cultural, and religious diversity...". This code of ethics could have as its foundation

respecting and ensuring the rights of all individuals served by the police agency.

6. "A sense of vocation". Again, this is closely linked to the last two criteria. Kelling (1985) wrote that the "Police should be perceived and perceive themselves as an integral part of a network of community problem-solving resources that includes other city agencies, private sector agencies,...". This involves creating an environment where police personnel "...are expected to develop innovative ways of solving neighborhood problems...(Brown 1989).

7. "Autonomy in the practice of the profession". Community oriented policing pushes the decision making process down to the patrol officer level. He/she is "... given authority to make decisions..." (Brown 1989) that are in the best interest of the community he/she serves. His/her autonomy to make decisions based on his/her knowledge of the community demographics and needs is expanded and encouraged. If the patrol officer's autonomy is increased then it is a natural progression that all personnel in the agency would be able to act autonomously within their areas of responsibility.

In relating community oriented policing and professionalism throughout the police agency would benefit as would the community. As police chiefs advocate this philosophy and pushed the professionalism call for their agencies and personnel as the agency leaders, professionalism would then accrue to them.

However, this move to professionalism and community oriented policing is not and had not been easy because community oriented policing is change and change does not come easily to a paramilitary bureaucracy. As PERF (Police Executive Research Forum) president James Carvino stated, "There are always some police leaders who are reluctant to give innovative approaches a fair shake".

Community Oriented Policing as Change

The current trend in law enforcement to adopt community oriented policing as the guiding organizational philosophy requires a great deal of change on the part of the police chief and the organization. However, as previously discussed, if change is to be accepted and become an organizational way of life, support for the change must come from the police chief him/herself (Sparrow et al 1990, Brown

1989, Hanna 1987). He/she must set the tone and provide examples of acceptable behaviors and attitudes (Moore and Stephens 1991, Brown 1989). However, the changes involved in community oriented policing are more threatening to cherished traditions than have been other management and crime control strategies of the past. In order to implement some of the organizational changes required, police chiefs may have to adopt "more professional" attitudes. Those attitudes are concerned with opening up the decision making and policy making process of the department to all levels of the police agency and the community. Participation in the management of the organization increases and there is a two-way flow of information.

The literature supports that change is difficult for any police chief (Lee 1989, Tully 1990), however the types of changes that are part of the community oriented policing philosophy are especially challenging as they call into question every aspect of organizational philosophy and direction. Community oriented policing is more than simply putting officers on footbeats and encouraging them to get out of their vehicles and talk to residents and businesspersons. The police chief must realize that how they view their jobs, agency employees,

and relationships with the community must also change. The police chief has to re-examine the organizational structure, the police culture, and how they affect the police chief role, agency employees, and the community.[40] Change is also difficult because of such a contrast between traditional and community oriented policing. Table 23 provide a comparison of the two approaches.

---

[40]The researcher developed and has presented a community oriented policing curriculum to the Metropolitan Police Department, Washington, D.C., and other police agencies, nationally. In the development of that curriculum, it was necessary to go beyond the standard "back to basics" approach to policing, simply expanding the number of footbeats. The curriculum promotes and provides mechanisms for the intense analysis of the police organization and its culture in order to reform policing. Rather than become another crime prevention strategy, in its most effective form, community oriented policing becomes the foundation for all management decisions, from recruitment and selection, to promotion and assignment, to encouraging and supporting the community to take control of its quality of life. Community oriented policing promotes the "empowerment" of police agency and the community.

Table 23.--Traditional vs. Community Policing[41]

Question	Traditional	Community
Who are the police?	A government agency principally responsible for law enforcement.	Police are the public and the public are the police: the police officers are those who aid to give full time attention to the duties of every citizen.
What is the relationship of the police force to other public service depts.	Priorities often conflict.	The police are one department among many responsible for improving the quality of life.
What is the role of the police.	Focusing on solving crimes.	A broader problem approach.
How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.

[41]From "Implementing Community Policing", Malcolm M. Sparrow, 1988, "Perspectives on Policing", National Institute of Justice. All components are not listed on the table.

Table 23, continued.

What are the highest priorities?	Crimes that are high value.	Whatever problems disturb the community most.
What do the police deal with?	Incidents.	Citizens' problems and concerns.
What is the essential nature of police accountability?	Highly centralized; governed by rules, regulations, and policy directives; accountable to the law.	Emphasis on local accountability to community needs.

Police Chief Selection

If community oriented policing is to become a reality for a police agency, it is necessary to break with the past. Recognizing that sometimes in order to break with the past and tradition, some police chiefs have been selected from the outside to spearhead the change process (Houston, Texas; Montgomery County, Maryland; Alexandria, Virginia; Los Angeles, California), is it any easier for a police chief from the outside to implement the change process and be successful as opposed to someone who has come up through the ranks?

Inside vs. Outside

Table 24 indicates that 60.0% of those responding were appointed from inside their current agency. However, looking at the racial groupings, blacks were more often appointed from inside the organization (68.8%), while 52.2% of non-blacks were appointed from the outside.

Inasmuch as race proved to be statistically significant, the panel of police chiefs was asked if they could provide an explanation. They indicated two probable reasons. The first was that as police chief

vacancies occur, one of the selection criteria, especially if the selection process if opened to outside candidates, is a four-year degree. Although the number of blacks meeting the requirement is increasing (they believe), there ar still too many blacks who cannot meet such a requirement. The second explanation is that in those agencies that have blacks in the top level, the majority community is also probably black or at least very political. If the top government executive is looking for a police chief who can "identify" with the black community, there is no need to go outside.

Table 24.-- Inside Appointment, by Police Chief Race

Inside?	N (%)	Black (%)	Non-Black (%)
Yes	60 (99)	68.8 (66)	47.8 (33)
No	40 (66)	31.2 (30)	52.2 (36)
Total N	100.0 (165)	(96)	(69)

Implementing Change. Respondents were also asked whether they felt a police chief appointed from the outside would be able to implement change easier than one from inside (Table 25).

Table 25.--Change Easier for Outside Chief, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	36.2 (60)	43.6 (42)	26.1 (18)
Undecided	14.0 (23)	12.5 (12)	15.9 (11)
Agree	49.7 (41)	43.6 (42)	58.0 (40)
Total N	100.0 (165)	(96)	(69)

Although the chi-square statistic does not indicate that race is statistically significant, there does, however, appear to be a difference when combining the categories of "strongly disagree" and "disagree" and "agree" and "strongly agree" into two categories. Blacks are evenly divided between the combined categories (43.6%), while 26.1% of non-blacks disagree that change is easier for an outside chief and 58% agree

that change comes easier. Overall, 49.7% of respondents agree that change does come easier for a chief appointed from the outside.

The literature indicates that a police chief from the outside may be more prone to sabotage[42] from members of the agency when attempting to implement change. To test this, participants were asked if a police chief appointed from outside the agency was more vulnerable to internal opposition than one appointed from inside.

Table 26 indicates that 63.7% of police chiefs agree that a chief appointed from the outside is more prone to internal opposition when attempting to implement change than one from the inside.

Again, the panel of chiefs was asked to explain. They stated that, first, change is going to be difficult for any police chief. For a chief from the outside, it

---

[42]Sparrow (1988) offers that, "The most robust resistance (and sabotage) to any change in values within an organization will come from those parts that stand to benefit most by the perpetuation of the old set of values. In introducing the ideals of community oriented policing, the chief should anticipate substantial resistance...It will include many key personnel who have been able to do their jobs comfortably and mechanically for many years.

A fundamental reappraisal of organizational priorities is likely to 'upset the apple cart'...in a manner that bureaucrats will find difficult to tolerate."

is going to be even more difficult. The reason for this is that an outside change is change in and of itself and may have been forced on the police agency. When he/she attempts anything new, it will be opposed because in doing so, a statement is being made about the chief. "The change could be of benefit", offered one chief, "if made by an inside chief. There might be grumbling, but no big deal". "For the outside chief, resistance says, 'we don't like you', offered another chief. "It doesn't matter that I'm capable, competent-- any of that -- because of how I got there -- over which I had no control, other the successfully competing, everything is an uphill battle".

Table 26.--Internal Opposition for Outside Chief, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	27.3 (45)	20.7 (20)	36.1 (25)
Undecided	9.0 (15)	9.3 (9)	8.7 (6)
Agree	63.7 (105)	69.7 (67)	55.0 (38)
Total N	100.0 (165)	(96)	(69)

Community Oriented Policing and Change

Since the data reflects and the panel feels that change is more difficult to implement for the police chief selected from the outside, it follows that the question to ask is how many police chiefs have adopted community oriented policing and how were they selected.

Over 56% of those responding indicates that community oriented policing has been adopted (Table 27)[43].

[43]What is interesting here is that nowhere in the literature can one find this adoption rate. The largest number indicated has been "over 500" (Tully 1990, Trajanowicz 1990). This would have a rate of .04%.

Table 27.--Community Oriented Policing Adopted, by Police Chief Race

Adopted?	N (%)	Black (%)	Non-Black (%)
Yes	56.5 (91)	58.3 (56)	53.8 (35)
No	43.5 (70)	41.7 (40)	46.2 (30)
Total N	100.0 (161)	(96)	(65)

When looking at method of selection, of those selected from the inside, 34.4% indicated adoption of community oriented policing, while 21.1% of those from the outside also indicated adoption.

However, "over 500" could be anywhere between 501 and 14,000.

Table 28.--Police Chief Selection by COP Adoption

Selection	COP Adoption		
	N (%)	Yes (%)	No (%)
Inside	61.5 (99)	35.4 (57)	26.1 (42)
Outside	38.5 (62)	21.1 (34)	17.3 (28)
Total N	100.0 (161)	56.5 (91)	43.4 (70)

Career Paths

In assessing police chief career, this section examines police chief career path and adoption of community oriented policing. Generally, the four job areas in which policing functions are categorized are patrol, investigation, administration, and technical. Inasmuch as all respondents indicated they worked patrol, the following table examines the remaining three areas.

Table 29.--Police Chief Assignments, by Police Chief Race

Type	N (%)	Black (%)	Non-Black (%)
Investigative	78.8 (130)	77.1 (74)	81.2 (56)
Administration	93.9 (155)	93.7 (90)	94.2 (65)
Technical	38.2 (63)	43.7 (42)	30.4 (21)

However, it has been the researcher's experience that police personnel tend to "specialize", i.e., spend the majority of the career in a particular class of position. Because of this observation and to gain additional insight on the "type" of police chief who might be involved in community oriented policing, an analysis of community oriented policing adoption and the "type" of assignments in which the police chief spent the majority of his/her career was conducted. Table 30 indicates that of those who indicated that they had spent the majority of their career in administrative type positions, 55% indicated that they were involved in

community oriented policing.[44]

Table 30.--COP Adopted, by Majority Career Position, Controlling for Police Chief Race

Position	N (%)	Black (%)	Non-Black (%)
Patrol	22.0 (20)	17.9 (10)	28.6 (10)
Investigative	23.0 (21)	25.0 (14)	2.0 (7)
Administrative	55.0 (50)	57.1 (32)	51.4 (18)
Total N	100.0 (91)	(56)	(35)

Even though it is accepted and promoted among police executives that community oriented policing is the way to do business in the future (and can assist in the claim of professionalism), it must also be accepted that the philosophy will not be adopted by all agencies. In some instances, the reason for not adopting community oriented policing can be unrelated to the chief's desires. Table 31 indicates some of the reasons given

[44]The category "technical" was omitted because no police chief indicated that he spent the majority of his career in this area.

by those responding that community oriented policing will not be adopted. In responding to this question, respondents could check all responses that applied to their particular agency.

Table 31.--Reasons for No COP, by Police Chief Race

Reason	N (%)	Black (%)	Non-Black (%)
Budget	13.0 (21)	12.5 (12)	13.8 (9)
Manager Support Lacking	2.5 (4)	4.2 (4)	0 (0)
Line Support Lacking	5.6 (9)	6.3 (6)	4.6 (3)
No Government Support	11.2 (18)	12.5 (12)	9.2 (6)
No Community Support	6.8 (11)	4.2 (4)	10.8 (7)
Other	4.3 (7)	2.1 (2)	7.7 (5)

The most frequent reason for failure to adopt is listed as "budgetary concerns", i.e., lack of money (13%). Although the philosophy does require managing the agency and resources differently from past

practices, there are no empirical data[45] that community oriented policing "costs more" than other approaches. Rather, it involves doing more with resources already available, gaining commitment inside and outside the police agency to better manage resources so that there is a direct affect on crime management.

The second most frequent reason listed was the lack of support from the governmental structure, i.e., the political structure has not bought into the philosophy or has failed to see the political benefits (11.1%).

Referring to the category "other", the reasons listed indicated that some police chiefs did not believe that community oriented policing reduces crime, that it was the decision of the past chief not to adopt it, or that the department was "conceptually in transition", i.e., thinking about it.

The data speaks to current police chief attitudes. Changes in the political arena (new chief, new government administration, etc.,) could usher in a new era of thinking and the philosophy or a modified version

---

[45]To date, there have been no studies on community oriented policing from a budgetary point of view.

could be adopted.[46]

"More" or "Less" Professional and Community Oriented Policing

This last discussion focuses on whether police chiefs who score higher on the professionalism scale rating are more likely to be involved in community oriented policing that those who score lower.

Tables 32 and 33 indicate those respondents who have or have not adopted COP by their "professionalism scores" (Chapter VI), controlling for police chief race. However, not much information is gleaned until two categories "more professional" and "less professional" are created on both tables. On Table 33, when two categories are formed "more professional" (10 - 14) "less professional" (4 - 9), following results were indicated. In the "more professional" category of blacks, their numbers are evenly divided between adoption and non-adoption (12.5%). For non-blacks,

---

[46]Referring, again, to the situation in Houston, Tx., where the mayor indicated that he was not satisfied with the "results" of neighborhood oriented policing. As a result, he demoted the police chief, Elizabeth Watson, and selected a retired assistant chief who would return the department to the traditional way of policing.

18.8% indicated that community oriented policing has not been adopted (13.0% had not adopted).

Table 32.--Professionalism Criteria Rating, by Police Chief Race

Rating	N (%)	COP Adoption Black (%)		Non-Black (%)	
		Y	N	Y	N
14	.06 (1)	0 (0)	0 (0)	1.4 (1)	0 (0)
13	.06 (1)	0 (0)	0 (0)	1.4 (1)	0 (0)
12	3.0 (5)	1.0 (1)	0 (0)	1.4 (1)	4.3 (3)
11	5.4 (9)	1.0 (1)	4.1 (4)	1.4 (1)	4.3 (3)
10	18.0 (30)	10.4 (10)	8.3 (8)	7.2 (5)	10.1 (7)
9	26.0 (43)	18.7 (18)	4.1 (4)	13.0 (9)	17.3 (12)
8	20.0 (33)	7.2 (7)	15.6 (15)	8.6 (6)	7.2 (5)

Table 32, continued.

7	11.5 (19)	14.5 (14)	1.0 (1)	4.3 (3)	1.4 (1)
6	5.4 (9)	4.1 (4)	1.0 (1)	2.8 (2)	2.8 (2)
5	6.0 (10)	3.1 (3)	1.0 (1)	5.7 (4)	2.8 (2)
4	3.0 (5)	4.1 (4)	0 (0)	1.4 (1)	0 (0)
Total N	100.0 (165)	(62)	(34)	(34)	(35)

Table 33.--Professionalism Criteria, by Police Chief Race

Criteria	COP Adoption N (%)		Black (%)		Non-Black (%)	
	Y	N	Y	N	Y	N
10-14	12.7 (21)	15.1 (25)	12.5 (12)	12.5 (12)	13.0 (9)	18.8 (13)
4-9	45.4 (75)	26.6 (44)	52.0 (50)	22.9 (22)	36.2 (25)	31.8 (22)
Total N	100.0 (165)		(96)		(69)	

However, when looking at the "less professional" category (72.1% of all respondents), the following is revealed. Of "less professional" blacks, 52% indicate adoption of community oriented policing. Of non-blacks, the percentages are somewhat closer with 36.2% indicating adoption and 31.8% indicating non-adoption. Here there is an indication that those who are "less professional" are more likely to be involved.

When looking at Witham's (1985) Professionalism Scale Rating (Table 34), collapsing categories into "more professional" (scores 3 - 5) and "less professional" (scores 0 - 2), the following occurs (Table 35). Here it is apparent that of the group who were "more professional", 28.9% indicated involvement in community oriented policing, while 71.0% indicated not being involved. Of those who were "less professional", 65% indicated involvement, while 43% indicated not being involved.

Table 34.--Professional Scale Rating Score by COP Adoption, Controlling for Police Chief Race

PSR Score		COP Adoption			
		Black		Non-Black	
	N (%)	Yes (%)	No (%)	Yes (%)	No (%)
5	5.5 (9)	1.0 (1)	2.0 (2)	6.1 (4)	3.2 (2)
4	11.1 (18)	1.0 (1)	6.2 (6)	6.5 (4)	11.4 (7)
3	6.8 (11)	1.0 (1)	6.2 (6)	0 (0)	6.5 (4)
2	24.8 (40)	10.4 (10)	15.6 (15)	6.5 (4)	18.0 (11)
1	23.6 (38)	21.8 (21)	6.2 (6)	14.7 (9)	3.2 (2)
0	27.9 (45)	22.9 (22)	5.2 (5)	22.9 (14)	6.5 (4)
Total	(161)	(56)	(40) (96)	(35)	(30) (65)

Table 35.--PSR by COP Adoption, Controlling for Police Chief Race

PSR Score	COP Adoption					
	N		Black		Non-Black	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
3 - 5	28.9 (11)	71.0 (27	17.6 (3)	82.3 (14)	38.0 (8)	61.9 (13)
0 - 2	65.0 (80)	34.9 (43)	67.0 (53)	32.9 (26)	61.3 (27)	38.6 (17)
Total	(91)	(70) (161)	(56)	(40) (96)	(35)	(30) (65)

Looking across racial lines, of those "more professional" blacks, 17.6% indicated involvement and 82.3% were not involved. Of "more professional" non-blacks, 38% were involved, while 61.9% were not.

When looking at the "less professional" police chiefs. Of the blacks, 67% indicated involvement. Of the non-blacks, 61.3% indicated involvement.

Again, the "less professional" were more likely to be involved in community oriented policing than those who scored "more professional".

The data can be summarized thusly. Analyzing both scales, of the group who were "more professional", the majority were not involved in community oriented policing, while 65.% of those who were "less professional" were.

The same pattern is apparent across racial lines with 82.3% and 61.9% of the "more professional" blacks and non-blacks, respectively, were not involved in community oriented policing.

Still, in order to gain additional information about these police chiefs, the job knowledge (attitudes) scores were, again, assessed looking for a possible correlation between job knowledge (community oriented/traditional) and professionalism.

Table 36 (Job Knowledge Score by Professionalism Criteria Rating) indicates that for both racial groups, the majority of chiefs who scored "less professional" possessed job attitudes that were "community oriented". "More professional" chiefs were more likely to possess job attitudes indicative of traditional beliefs.

Table 37 (Job Knowledge Score by Professionalism Scale Rating) indicates that, again, for both racial groups, "less professional" chiefs were more likely to possess job attitudes supportive of community oriented policing. However, there is a slight difference in terms of traditional job attitudes. For blacks, 16% of those who scored "less professional" also possessed traditional beliefs, while 10.0% of those who were "more professional" posssessed traditional attitudes.

For non-blacks, 16% of those identified as "more professional" were likely to possess traditional job attitudes as opposed to 3% of those who were "less professional".

In this case, race is statistically significant (signficance level .0002)

Table 36.--Job Knowledge Score by Professionalism Criteria Rating

Attitude Score	N (%)	Less Professional Black (%) (4 - 9)	Less Professional Non-Black (%)	More Professional Black (%) (10 - 14)	More Professional Non-Black (%)
Community Oriented 10 - 14	77.0 (127)	68.0 (65)	57.0 (39)	10.0 (10)	19.0 (13)
Traditional 0 - 9	23.0 (38)	7.0 (7)	12.0 (8)	15.0 (14)	13.0 (9)
Total N	100.0 (165)	(72)	(47)	(24)	(22)

Table 37.--Job Knowledge Score by Professionalism Scale Rating

Attitude Score	N (%)	Less Professional Black (%) (0 - 2)	Less Professional Non-Black %	More Professional Black (%) (3 - 5)	More Professional Non-Black (%)
Community Oriented 10 - 14	77.0 (127)	68.0 (65)	61.0 (42)	6.0 (6)	20.0 (14)
Traditional 0 - 9	23.0 (38)	16.0 (15)	3.0 (2)	10.0 (10)	16.0 (11)
Total N	100.0 (165)	(80)	(44)	(16)	(15)

Summary

This chapter examined community oriented policing as an organizational philosophy that police chiefs may also use in their quest toward professionalism.

Through assessment of the components of community oriented policing, it was shown that the philosophy was supportive of all the classical professionalism criteria. Discussion also related that while community oriented policing could serve as a vehicle to assist in gaining professional status, it may be difficult to implement because of the changes in the attitudes and beliefs of the police agency personnel.

It was acknowledged that, sometimes, in order to initiate change, a police chief must be selected from outside the police agency. However, this may cause additional internal problems because of the possibility of sabotage from agency personnel.

Data showed that the majority of respondents felt that change was easier for an outside chief to accomplish. However, they also indicated that a chief from the outside was more prone to internal opposition than one selected from the inside. This supports the contention of the literature.

Since there may be difficulty in implementing

community oriented policing, analysis was conducted to determine the rate to community oriented policing adoption by police chief method of selection (inside/outside). First, data revealed that 56.5% of police chiefs had adopted COP. Of those, 35.4% were selected from the inside and 21.1% were selected from the outside.

Career path on the way to the position of police chief was also analyzed to determine if those police chiefs who serve in a particular class of position are more likely to be involved in COP. Data indicated that those who had spent the majority of their career in administrative type positions were more likely to be involved in COP.

Finally, there was the question of whether "more" professional police chiefs are more likely to be involved in COP than those who are "less" professional (according to their scores on a professionalism scale rating). The data revealed that police chiefs who were "less" professional were more likely to be involved in COP than those with higher professionalism scores.

Although adoption of COP can assist in the police chief quest toward professionalism, there does not

appear, at this time, to be a correlation between high "professionalism" scores and adoption.

CHAPTER VII

CONCLUSIONS AND RECOMMENDATIONS

This chapter describes the conclusions drawn from this study and makes recommendations concerning the professionalization of American police chiefs, current and future.

It is unfortunate that there is so little research on these public administrators whose impact, values, and attitudes have the potential for affecting, not only, every law enforcement officer in the United States, but also, the lives of each and every person residing, working, or visiting this country. Although policing is a governmental function that is carried out by thousands of law enforcement agencies with very localized responsibilities and jurisdictions, the collective performance of these agencies should be of vital interest to all. If American policing is to keep abreast of a rapidly changing society, its diversity and challenges, these agencies cannot continue to operate without agreed upon set of values that is common to all

police agencies. Scholars, practitioners, and citizens need to take concerted action to identify policing related problems and to develop strategies to rectify these difficulties.

In answer to the question the forms the basis of this examination and is the title of this dissertation, "Police Chief Professionalism: Does Race Make a Difference?", the answer is, "no" they are not and it (race) does not make a difference in the possession of attitudes that are supportive of professionalism. This answer is not the result of finding that one racial group of police chiefs is professional and that another is not. It is the result of the overall finding of this research that police chiefs, as a group are not professional.

Many have written that this is so (that chiefs are not professional). However, out of three (3) studies of police chief professionalism (Keil and Ekstrom, Witham, and this study) each have indicated that police chiefs are not professional and, therefore, support the claims made in the literature about police chiefs. This study is unique in that it is the only one that assessed the classical criteria of professionalism adding additional data and support to the previous findings.

It is also unfortunate that police chiefs cannot legitimately claim this status, for perhaps, if they were professional, the incident that provided the impetus for this research might not have occurred. The police chief involved would have been bound by a "code of ethics", similar to that of city managers.

It is also recognized that in today's society, "codes of ethics" are breached every day. However, if there existed a "professional organization" consisting of police chiefs with censure authority and police chiefs had to perform "professionally" in order to maintain certification, the researcher may have had an avenue through which to redress this incident. It is ironic that this police chief, after the arrest of one of the department's officers, stated in a televised interview that her (the officer's) actions and subsequent arrest, "...stained the badge..." we all wear when his own actions are a stain and a "corruption of values".

The police chief sets the tone for the attitudes and behaviors that all agency personnel model. The corruption of values and agency trust is just as vile and the corruption of public trust. Professionalism could be the first step in ethical policing.

Conclusions

This study examined police chief attitudes concerning the nature of the job and whether these attitudes were supportive of the concept of professionalism. These attitudes were also examined in order to determine if they differed along the lines of race. In examining these attitudes two methods were used. The first was a self-administered questionnaire and the second was focus group comprised of five police chiefs.

There are four major conclusions to be drawn from this study.

Police Chief Professionalism. The data presented in this study supports the contention of the literature that police chiefs have yet to become professionalized. Using the classical professionalism criteria, H_1 (Police chiefs as a group are professional, possess attitudes that are supportive of the classical professionalism criteria, as determined by a Professionalism Scale Rating) was tested as was not supported by the data. Every police chiefs possesses some attitudes supportive of professionalism, but none possess all.

However, this study provides that while no police chief possesses attitudes that are supportive of all of

the professionalism criteria, police chiefs, as a group, do indicate the possession of attitudes and some personal characteristics, e.g., education, that are supportive of all the criteria. All police chiefs possess some. No police chief possesses all. This provides an indication that police chiefs are not as bumbling as those who have written have led students of police chiefs to believe.

Data also indicates that race is not significant in explaining possession of the attitudes.

Therefore, there exists the possibility that through training and raising the job requirements of police chiefs, professional type attitudes and characteristics can become part of the police chief's make-up.

In terms of race, while the claim to professionalism is illegitimate, in determining if "black police chiefs are 'more' professional than non-black police chiefs" (H_2), the following was found. Scoring police chiefs across the professionalism criteria, it was determined that black police chiefs did not possess more, quantitatively, professional attitudes than non-black police chiefs.

Further, using the same criteria utilized by Witham

(1985) for determining professionalism, a combination of education and experience, police chiefs are not professional. As indicated in this study, 47.9% of blacks have a bachelor's degree or higher and 65.1% of non-blacks meet Witham's minimum educational level. In this case, blacks did have lower educational levels, overall, than non-blacks.

When assessing experience, both blacks and non-blacks were lacking. In this case, 91.6% of blacks and 81.2% of non-blacks had experience with only one police agency and they had no other governmental experience. Experience was also limited because there were 47.9% of blacks and 31.8% of non-blacks who had served twenty-one (21) years or more with their current agency.

As a result, the educational level combined with the lack of experience outside of policing resulted in both groups being classified as "not professional". The difference between the score means of the two groups was not significant enough to classify one group as "more" or "less" professional than the other. However, this lack of educational and experience supports the contention of many who have written about the police chief that their view of the job and responsibilities may be very narrow and parochial in scope. Therefore H_2

is not supported by the data.

Regarding H_3, "Police chiefs who score higher on the professionalism scale rating (PSR) are no more likely to command police agencies with a community oriented management orientation than agencies with a traditional management orientation", the data revealed the following.

When the professionalism scores from both scales were analyzed in combination with community oriented policing adoption, it was found that police chiefs who were "less" professional were more likely to be involved in community oriented policing than those who were "more professional". Therefore, H_3 is supported by the data.

The focus group of police chiefs was asked if they could provide an explanation of why the above exists. After a period of silence, one chief indicated that although (in spite of the findings) he believed himself to be professional, the decision to adopt community oriented policing had nothing to do with whether he was or was not professional. His rationale for community oriented policing was because he realized that traditional policing strategies for controlling crime had not been successful. He felt that although COP incorporated strategies of the past, e.g., foot patrol,

there was no reason not to try. It could not be any worse than the current state. The others agreed and stated that the question of professionalism never entered the "philosophical equation" to choose to go the COP route.

There were also additional issues that were explored in this study. Those issues impact the concept of professionalism. Each will be discussed below.

Job Knowledge In terms of job knowledge, using a majority criteria (51%), it was found that police chiefs agreed on major components of the job and were found to be predominantly "future or community oriented" in their beliefs. This community oriented direction as has been pointed out can assist in the achievement of professional status for police chiefs. However the task of possible future research will be to determine whether these attitudes and beliefs are indicative of actual police chief behaviors.

Police Chiefs and Career Paths. Another area that was assessed had to do with whether career paths to the position of police chief differed for blacks and non-blacks, and, if so, whether career path assisted in explaining differences in management orientation.

Data indicated that all respondents had worked

patrol; 77.1% of blacks and 81.2% of non-blacks had been assigned to investigative positions; 93.7% of blacks and 94.2% of non-blacks had administrative positions; and 43.7% of blacks and 30.4% of non-blacks had technical assignments. Race did not prove significant in any of these areas.

When asked in which type of position that majority of the career was spent, blacks indicated administration (56.0%) and non-blacks, patrol (47.5%). However, when asked whether or not their departments had adopted community oriented policing and controlling for race, those who spent the majority of their career in administrative positions indicated that their departments were involved in community oriented policing (57.1% for blacks, 51.4% for non-blacks). Therefore, it can be offered that police chiefs who have spent the majority of their career in administration are more likely to head departments that are involved in community oriented policing.

Since the data did not speak to this issue, the panel of police chiefs was asked for a possible explanation.

Based on their collective experience which had been primarily administrative, they felt that they were able

to gain a broader view of policing and managerial strategies that if they had been limited to patrol. In administration they felt they were exposed to more in terms of theoretical and empirical models of policing and were able to conceptualize the "bigger picture" of policing. They were not constantly dealing with the "negatives" in policing (criminal element, etc.) and felt that they had not become totally "jaded" and trapped in the traditional beliefs of policing.

Professionalism and Community Oriented Policing.

In assessing community oriented policing, it was shown that the philosophy is supportive of the professionalism criteria. Therefore, it can be concluded that adoption of COP can assist police chiefs in accruing "professionalism points".

When analyzing COP adoption and professionalism, data revealed that police chiefs with lower "professionalism scores" were more likely to be involved in community oriented policing. However, without additional research, it would not be prudent to state that there is a correlation between COP adoption and professionalism.

Executive Training. A fourth conclusion of this study that is supported by the data is that there is a

need for a standardized curriculum in executive development training that specifically addresses the job areas discussed in this study in terms of defining the job and achieving professionalism. As indicated by the data, training is available. However, there needs to be research conducted on what constitutes the curricula of these programs and whether or not they assist in preparing the police chief for the challenges presented by a diverse workforce and society and assist in the quest for professionalism. It is offered that programs such as that provided in the Chief Executive Seminar sponsored by the Florida Department of Law Enforcement could provide the basis for broadening police chief perspectives (the curriculum can be found in Appendix C).

Policy Implications

As the result of this study, the following recommendations are worth considering.

As indicated above, there is a need for a review of current executive development training to determine if it has or has the potential to assist police chiefs in developing more (quantitatively) professional or community oriented attitudes and behaviors. A national professional organization could take the lead in this

review. This push for a national organization is based on the researcher's belief that policing is a national issue and the only was for police chiefs to become professional is if all "buy into" this quest. As indicated by the data, the International Association of Chiefs of Police is the one organization to which the majority of police chiefs belong. It is internationally recognized as a leader in policing and could garner the necessary support of its members.

Second, if police chiefs believe that having professional status is important to their position, there should be a law enforcement wide focus that gives the issue priority. However, there is an important aspect to consider.

Police chiefs and policing have for decades attempted to use the classical professionalism criteria. Perhaps, the criteria may need to be modified and made specific to the unique needs of the police chief. These criteria could take into account the classical standards the police chief attitudes support and also those aspects of community oriented policing that lend themselves to professional attitudes and behaviors. As an outline the following are being suggested as Police Chief Professionalism Criteria:

- Mandatory educational levels and certification to maintain the position;
- Commitment to strategies and/or programs that support basic social values;
- Behaviors that indicate a receptiveness to including the community in determining appropriate policing strategies within their neighborhoods (within agreed upon parameters);
- Commitment to and behaviors indicating the creation and maintenance of an organizational environment in which police personnel collectively commit themselves to the objectives of the police agency;
- A code of ethics that respects and ensures the rights of all individuals inside and outside the police agency and has appropriate reinforcement strategies to ensure and reward positive behaviors;
- Leadership that fosters the belief and provides examples of behaviors to ensure that all police personnel are an integral part of the network of community problem solving resources that includes other city and private sector agencies.
- Leadership that creates and maintains an organizational environment whereby police personnel take

and accept responsibility for improving the quality of work and community life.

This modified criteria requires leadership that may be different from that which many police chiefs have become accustomed. It requires the ability to lead by example and to share power, not only, with police personnel, but also with the community. After all, it is only by the "permission" of society, that police exist and are able to enforce laws.

This leadership requires "turning the hierarchy upside down" to become a "lowerarchy" wherein the only legitimate reason for the existence of "ranking" police personnel is to ensure that those who have direct contact with the client base have the resources necessary to carry out their mission.

This, then relates back to the development of a standardized curriculum. If "police chief" professional standards are developed, then it follows that they would form the basis for the training curricula.

The development of the standards and curricula also have implications for all of policing. If there are recognized standards and training, they could become the foundation for recruit selection and training. It is at this level that police officer socialization first

begins to take hold. As other in-service curricula are developed and presented, the culture of policing can slowly be changed and attitudes that are accepting of and that celebrate cultural diversity inside and outside the police agency can become institutionalized.

This is the beginning of a changed socialization process for all in policing. The socialization process for the police chief needs to be studied so that it can be better understood and how it impacts the attitudes and behaviors of personnel throughout the police agency.

Until there is a concerted and sincere effort on the part of police chiefs to lead the way in examining the police culture and the socialization process, policing will probably not become professionalized. Without an analysis of the culture that teaches, approves and reinforces less than professional behavior on the part of police officers at all ranks can be expected to continue. This less than professional behavior includes corruption, excessive and illegal use of force against minorities. As written by Murphy and Williams (1990), nearly all of the major civil disturbances in the 20th century that have occurred in America have been the result of negative interactions between the police and the community. America and its

citizens deserve better.[46] The police chief, as a vital and key public administrator has the opportunity to impact American society and the social ills that plague this country like no other public official. He/she can affect the lives of each and every person in this country through the personnel he/she leads.

The police chief is changing, developing attitudes that acknowledge, celebrate, and utilize the diversity that exists in each person in this country and the police agency. If law enforcement is to "change" and become "better" in terms of controlling and/or managing crime in the 21st century, the police chief is an important component. He/she can hold the key to a better society.

America will better. This research provides the start. Additional research should focus on the attitude-behavior linkage of this important person.

---

[46]The rioting in Los Angeles after the verdict in the beating case of Rodney King by Los Angeles Police Department police officers and the community uproar over the indifference to the plight of the Laotian youth on the part of the Milwaukee officers in the Jeffery Dahmer case are examples of how the police are out of control. As a result of the Jeffery Dahmer case, the researcher, as a consultant to the Police Foundation in Washington, D.C., is working with the Milwaukee Police Department to develop training curricula to address the issues presented in this paper.

APPENDIX A QUESTIONNAIRE

Gayle A.H. Fisher-Stewart
7515 Dundalk Road
Takoma Park, Maryland 20912

Dear Chief:

First, let me introduce myself. As indicated above, I am Gayle Fisher-Stewart, an eighteen year veteran with the Metropolitan Police Department in Washington, D.C., where I currently hold the rank of captain. I am a member of the National Organization of Black Law Enforcement Executives, the International Association of Chiefs of Police, and a graduate of the F.B.I. National Academy, and currently a graduate student at the University of Maryland, College Park. The purpose of this introduction is to request your assistance and participation in a study I am conducting in order to complete requirements for my graduate degree.

The study is to define the attitudes of police chiefs and determine how those attitudes affect the management of police agencies.

Although an identification number has been assigned to the questionaire, no department or chief will be identified in the study other than by size groupings, e.g. "departments having over 500 sworn members" or a "mid-west department serving a population of less than 500,000". The identification number serves as a control should additional mailings be required. All responses will remain anonymous and confidential. As this study is for educational purposes, only I will have access to the raw data.

It would be greatly appreciated if you could assist in this endeavor and return the survey in the enclosed envelope by _____. Should you have any questions, please do not hesitate to contact me at the address above or on 301-589-3032 (home) or 202-727-9544 (office).

Thanking you in advance,

Gayle Fisher-Stewart

DEFINITIONS

A. **Police Chief:** Chief law enforcement executive for the police agency having responsibility for the day-to-day operations of the agency. May have any of the following titles: police chief, commissioner, superintendent, or a military rank. However, there are no other police officials ranking higher in the chain of command.

B. **Community oriented policing:** Could also be called problem-oriented policing, neighborhood oriented policing, community empowerment policing. The concept is accepted as a philosophy rather than a program or tactic to deal with crime and order maintenance problems within the community served by the police agency (Wilson, 1982; Schnelle et al, 1987)

C. **Top governmental official:** Can have the following titles; mayor, city manager, county executive or similar designation.

SECTION I. THE POLICE CHIEF'S ROLE

Directions: Please indicate your feelings toward each statement using the following scale:

- **5 – Strongly Agree**
- **4 – Agree**
- **3 – Undecided**
- **2 – Disagree**
- **1 – Strongly Disagree**

The statements concern the role of "police chief" and are not necessarily actions you take or believe that you should take in your current position.

The Police Chief and the Community

I.1 Police chiefs should be vocal advocates of any public policy that positively affects the community his/her department serves.

5 4 3 2 1

I.2 Police chiefs should be vocal advocates of only public policy relating to law enforcement issues that positively affects the community his/her department serves.

5 4 3 2 1

I.3 In becoming a vocal advocate within the community, there exists the danger that when stepping out and making him/herself heard, the police chief may find him/herself at odds with those elected officials to whom he/she must answer.

5 4 3 2 1

I.4 The position of police chief is not fully utilized to the benefit of the community he/she serves.

5 4 3 2 1

I.5 Police chiefs need to take a more active role in communicating with top elected officials on matters affecting the community.

5 4 3 2 1

I.6 Police chiefs need to involve citizens when determining policies/strategies that affect the community.

5 4 3 2 1

I.7 The community does not understand the nature of policing in today's society.

5 4 3 2 1

I.8 The community does not understand the political forces that impact on the delivery of police services.

5 4 3 2 1

The Police Chief and the Police Agency

I.9 The role of the police chief should be one of actively participating in the day-to-day operations of the police agency.

5 4 3 2 1

I.10 The role of the police chief should be to provide direction, vision, and leadership to the organization.

5 4 3 2 1

I.11 Police chiefs should leave the day-to-day operations of the police agency to department managers.

5 4 3 2 1

I.12 The role of the police chief should be one that advocates an organizational philosophy that deals with the root causes of crime.

5 4 3 2 1

I.13 The role of the police chief should be one that advocates an organizational philosophy that is primarily concerned with the enforcement of laws.

5 4 3 2 1

I.14 The role of the police chief should be primarily concerned with maintaining the organization (organizational survival) within the governmental and political environment.

5 4 3 2 1

The Role of Education and the Police Chief

I.15 The role of education in law enforcement has been debated for at least the past 20 years with seemingly little consensus of opinion coming to light.

Please indicate the minimum level of formal education a police chief should possess upon appointment to that rank (check one).

_____ A. High school (GED) graduate (proceed to question no. I.17)

_____ B. Associate degree (or equivalent hours)

_____ C. Bachelors degree

_____ D. Masters degree

_____ E. Ph.D. (or equivalent professional degree)

_____ F. There should be no minimum education requirement

I.16 Should you feel that there should be a minimum formal educational requirement (other than high school) for the position of police chief (check one):

_____ A. The course of study should be limited to specific areas.

_____ B. Any course of study should be accepted.

Directions: Please indicate your feelings toward the following statements using the following scale:

- **5 — Strongly Agree**
- **4 — Agree**
- **3 — Undecided**
- **2 — Disagree**
- **1 — Strongly Disagree**

The Role of Education and the Police Chief, cont.

I.17 Those at the level of police chief should be required to participate in a mandatory certification course of study in order to maintain the position of police chief.

5 4 3 2 1

The Police Chief's Autonomy

(**Definition of top governmental official:** Can have the following titles; mayor, city manager, county executive or similar designation.)

I.18 Only the top governmental official should have authority to censure the police chief.

5 4 3 2 1

I.19 Only an advisory board consisting of other police chiefs should have authority to censure a police chief.

5 4 3 2 1

I.20 Only an advisory board consisting of other police chiefs should set qualification standards for the position of police chief.

5 4 3 2 1

I.21 Only an advisory board consisting of other police chiefs should set criteria for the evaluation of police chiefs.

5 4 3 2 1

I.22 The top governmental official should have the authority to establish performance criteria for the evaluation of the police chief.

5 4 3 2 1

I.23 The top governmental official should have the authority to establish selection criteria for the position of police chief.

5 4 3 2 1

I.24 The top governmental official should be required to consult with an advisory board consisting of police chiefs when determining selection criteria for the position of police chief.

5 4 3 2 1

I.25 The top governmental official should be required to consult with an advisory board consisting of police chiefs when establishing evaluation criteria for the position of police chief.

5 4 3 2 1

I.26 Decisions made by the police chief in the interest of the community the police agency serves should be subject to review by only the top governmental official.

5 4 3 2 1

I.27 Decisions made by the police chief in the interest of the community the poilce agency serves should be subject to review by only an advisory board consisting of other police chiefs.

5 4 3 2 1

I.28 The police chief should be permitted total autonomy to manage the police agency without review from other police chiefs.

5 4 3 2 1

I.29 The police chief should be permitted total autonomy to manage the police agency without review from the top governmental official.

5 4 3 2 1

I.30 The top governmental official should be the only one to determine the extent to which he/she is involved in the day-to-day operations of the police agency.

5 4 3 2 1

Directions: Please rank the following statements in terms of importance to you with "1" being "most important" and "3" being "least important".

I.31 The police chief's function should be to:

_____ A. through the policy agency, serve the client (community)

_____ B. enhance personal skills and maintain position

_____ C. maintain control of personnel within the police agency

I.32 Do you as the police chief of your agency feel a stronger allegiance to (please rank order according to the previous instructions):

_____ A. profession of police chief

_____ B. your agency as a member of that agency

_____ C. the governmental structure of which the police agency is a part

The following statements/questions require a personal response. Please check one response only.

I.33 Do you consider yourself a ***PROFESSIONAL?***

_____ Yes

_____ No

I.34 Do you consider **POLICING** a **PROFESSION**?

_____ Yes

_____ No

Directions: Please indicate your feelings toward the following statements using the following scale:

- **5 — Strongly Agree**
- **4 — Agree**
- **3 — Undecided**
- **2 — Disagree**
- **1 — Strongly Disagree**

The Police Chief and the Decision Making Process

I.35 The decision making process of the police agency should include input from all levels of the organization.

5 4 3 2 1

I.36 The decision-making process of the police agency concerning programs/tactics that affect the community the agency serves should include input from the community.

5 4 3 2 1

The Police Chief's Appointment

I.37 A police chief appointed from outside the police agency will be able to implement change in the organization easier than a police chief appointed from inside the organization.

5 4 3 2 1

I.38 A police chief appointed from outside the police agency is more vulnerable to opposition from those within the organization than a police chief appointed from inside the organization.

5 4 3 2 1

Please indicate your feelings toward the following statements using the following scale:

- **5 — Strongly Agree**
- **4 — Agree**
- **3 — Undecided**
- **2 — Disagree**
- **1 — Strongly Disagree**

Your Relationship with the Top Governmental Official of Your Community

Hudnut (1985) offers that [P]olitics attempts to impose external political influence on the operations of the department and is unhealthy for the police agency , while [p]olitics eschews political leveraging, believes in merit and performance, and is inherently good. Concerning the role of [P]olitics in the management of your agency.....

I.40 The [P]olitics involved in the position of police chief get in the way and hampers your management of the police agency.

5 4 3 2 1

I.41 The top governmental official is too involved in the day-to-day operations of your police agency.

5 4 3 2 1

The Police Chief and Community Pressures

I.42 A police chief feels greater pressure from community members of his/her racial group concerning delivery and quality of police services.

5 4 3 2 1

I.43 A police chief has a greater obligation to members of the community of his/her racial group concerning the delivery and quality of police services than that due members not of his/her racial group.

5 4 3 2 1

SECTION II. DEPARTMENT INFORMATION

II.1 Size of Department (Number of Personnel):

A. Sworn _____

B. Civilian _____

II.2 Racial Composition (percentages):

A. African-American _____

B. White _____

C. Native American _____

D. Hispanic _____

E. Asian _____

F. African-Carribean _____

G. Other (please specify with percentages)

_____ _____

_____ _____

II.7 Accreditation Efforts: Many police agencies have sought accreditation through the Commission on Accreditation for Law Enforcement Agencies (CALEA). Please indicate your agency's level of participation.

A. Will not seek accreditation _____

B. Will seek accreditation, but not currently in the accreditation process _____

C. Currently involved in the accreditation process _____

D. Agency has received accreditation. _____

Concerning the appointment of the police chief:

II.8 Traditionally, has the police chief been selected from within the police agency?

_____ A. Yes

_____ B. No

II.9 In the last twenty years, has your agency ever selected a police chief from outside the police agency?

_____ A. Yes If "yes", could you provide the number of outside chiefs selected? Indicate "UNK" if unknown. _____

_____ B. No

II.10 Were you appointed from within the department?

____ A. Yes From what rank were you promoted to your current position? _____

____ B. No If "no", what was your previously held position?

_____

II.12 Command structure: Please indicate if any of the following police positions/ranks are above the rank of police chief (check all that apply; if none, check "none"):

None _____

Deputy Commissioner _____

Assistant Commissioner _____

Commissioner _____

Public Safety Director _____

Superintendent _____

Other (please indicate)

_____

_____

_____

_____

If you indicated that there are additional ranks/positions above the rank of police chief, do you as police chief have responsibility for the day to day operations of the police agency?

____ A. Yes

____ B. No If "no", which of those checked above has responsibility for the day to day operations of the police agency?

_____

SECTION III. PERSONAL/CAREER EXPERIENCE VARIABLES

In this section, please provide information concerning your personal and career experiences.

III.1 Age:

A. Your current age (in years) _____

B. Age at appointment to current position _____

III.2 Race (please indicate your preferred racial designation):

African American _____

African Carribean _____

White _____

Hispanic _____

Asian _____

Native American _____

Other (please indicate): _____

III.3 Are you a sworn member of your police agency, i.e., have powers of arrest?

_____ A. Yes

_____ B. No

III.4 Educational Level (please indicate the highest level you have attained):

A. High School (or GED) _____

B. Some College _____

C. Associate Degree (or equivalent hours) _____

D. Bachelors Degree _____

E. Masters Degree _____

F. Doctorate (or equivalent professional degree) _____

If you checked any items C, D, F, or H, please indicate your area of concentration or major for each level.

Associate _____

Bachelors _____

Masters _____

Doctorate _____

III.6 Professional or Job-Related Training

A. Are you a graduate of the FBI National Academy?

_____ Yes

Was participation a prerequisite for selection to the position of police chief?

Yes _____ No _____

_____ No

B. Have you participated in training conducted by any of the following (please check all that are applicable):

_____ National Organization of Black Law Enforcement Executives

_____ International Association of Chiefs of Police

_____ Police Management Association

_____ National Black Police Association

_____ Police Executive Research Forum

_____ Northwestern Traffic Institute

_____ Federal Law Enforcement Training Center

_____ International Association of Women Police

_____ National Organization of Black Women in Law Enforcement

_____ Federal Executive Institute

____ University or College Affiliated sponsored courses (other than formal education experience)

____ Agency sponsored in-service training

____ Mandated agency/state/region re-certification (in-service)

____ Other (please list no more than three)

_____

_____

_____

Chief Executive Experience

III.7 Please indicate the number of agencies in which you have served as police chief (include current agency).

_____

III.9 Please indicate the size (sworn personnel) of the agency(-ies) in which you have served as police chief (check as many as are applicable):

____ less than 50

____ 51 – 100

____ 101 – 499

____ 500 – 999

____ 1000 – 4999

____ 5000 – 9999

____ 10,000+

III.10 Total Years Law Enforcement Experience: Please include all law enforcement experience.

_____

A. Please indicate the type of law enforcement experience you have had during your career (check all that are applicable):

____ local/municipal

____ state

____ county

____ federal

____ sheriff department

____ other (please specify _____)

III.11 Total number of years with current agency: _____

III.12 Total number of years as Police Chief with current agency: _____

Professional Organizations

III.13 Professional Membership – National Law Enforcement Organizations (please check as many as applicable and indicate level of participation):

National Org.Black Law EnforcementExecutives(NOBLE) _____

International Association of Chiefs of Police(IACP) _____

Police Management Association (PMA) _____

National Black Police Assoc.(NBPA) _____

Police Executive Research Forum (PERF)_____

National Org. of Black Women in Law Enforcement (NOBWLE) _____

International Association of Women Police(IAWP) _____

Other (please list):

_____
_____
_____
_____

III.14 Concerning membership in professional law enforcement organizations:

Do you use information available or published by any of the organizations in the decision-making process of your agency?

____ A. Yes

____ B. No

Do you consult other police chiefs when making decisions affecting your agency?

____ C. Yes

____ D. No

The Role of Race and the Police Chief

III. 15 Within your law enforcement career, have you been or believed that you have been denied promotion because of your race?

_____ Yes

_____ No

III.16 Within your law enforcement career, have you been or believed that you have been denied a position or assignment because of race?

_____ Yes

_____ No

III.17 Do you believe that your race was a consideration in your current appointment to the position of police chief?

_____ Yes

_____ No

III.18 Do you believe that your race has aided, hindered, or has been of no consequence in your relationship with the top governmental executivef?

_____ Aided

_____ Hindered

_____ Has been of little or no consequence

III.19 Do you believe that your race has aided, hindered, or has been of no consequence in dealing with the majority racial group in your community?

_____ Aided

_____ Hindered

_____ Has been of little or no consequence

III.20 Do you believe that your race has aided, hindered, or has been of no consequence in dealing with the minority racial groups in your community?

_____ Aided

_____ Hindered

_____ Has been of little or no consequence

Career Progression

III.21 Please list the types of positions you have held during your law enforcement career (e.g., patrol, administration, investigative, technical).

III.22 In which type of position would you say that you have spent the majority of your career (please check one response)?

_____ Patrol

_____ Investigation

_____ Administration

_____ Technical

_____ Other (please specify: _____)

SECTION IV. CRIME CONTROL

IV.1 Many law enforcement agencies are moving toward a community-oriented policing philosophy to guide the managerial operations of the agency:

A. Has your agency adopted a community oriented policing concept?

____ Yes

____ No

Do you foresee your agency adopting community oriented policing within the next five (5) years?

____ Yes

____ No

If "no", which of the following has influenced that decision (check as many as applicable):

_____ Budgetary concerns

_____ Lack of support in the upper rank structure (managers, administrators)

_____ Lack of support in the lower rank structure (supervisory and line personnel)

_____ Lack of support in the governmental structure (mayor, city council, etc.)

_____ Lack of community support

_____ Other (please specify):

_____

IV.2 Would you consider your agency, at the present time to be (choose one):

_____ Traditional based, where the focus is on reactive strategies to crime control, i.e., high crime visibility, rapid response to calls for service; the enforcement of laws; and control of agency personnel through heavy reliance on written rules and regulations. (Legalistic as defined by O.W. Wilson)

OR

_____ Service or community oriented, where there is active involvement on the part of the community in the decision-making and policy making processes of the police agency; proactive crime prevention strategies and increasing the discretionary decision-making of the patrol officer. (Community oriented as defined by J.Q. Wilson)

OR

_____ In transition from a traditional, law enforcement based, agency to a community oriented based agency

OR

_____ Other. Please specify:

SECTION V. COMMUNITY VARIABLES

V.1 About the governmental structure of your community (please check the appropriate form of government. If not listed, indicate under "other"):

A. mayor/city council _____

B. city (county) council only _____

C. mayor only _____

D. city manager _____

E. city manager/city council _____

F. county executive only _____

G. Mayor/selectmen _____

H. Mayor/aldermen _____

I. Selectmen only _____

J. Aldermen only _____

K. other (please specify):

_____ _____

V.3 If your governmental structure has a mayor, city manager, county executive or similar position, please indicate the race and sex (otherwise indicate N/A):

_____

V.4 If your governmental structure has a city/county council, (or similar structure) please indicate the sex and race numerically (otherwise indicate N/A):_____

	African American	White	Hispanic	Native American	Asian	Other
Male						
Female						

V.5 In the governmental structure, who is considered your "immediate supervisor"?

____ Mayor

____ Deputy Mayor

____ Council chairperson

____ City Manager

____ County Executive

____ Selectman

____ Alderman

____ Other (please specify):
_____

Thank you for taking the time to complete this survey. The information will be invaluable to me in my endeavor.

Please return the survey in the enclosed stamped, self-addressed envelope.

Gayle Fisher-Stewart

APPENDIX B DATA TABLES

Table 37.--Years as Chief of Police, by Police Chief Race

Years	N (%)	Black (%)	Non-Black (%)
< 1	8.6 (14)	7.3 (7)	10.4 (7)
1 - 3	38.0 (62)	44.8 (43)	28.4 (19)
4 - 5	21.5 (35)	21.9 (21)	20.9 (14)
6 - 10	18.4 (30)	18.8 (18)	17.9 (12)
> 10	13.5 (22)	7.3 (7)	22.4 (15)
Total N	100.0 (163)	(96)	(67)

Table 38.-- Years with Current Agency, by Police Chief Race

Years	N (%)	Black (%)	Non-Black (%)
< 1 year	2.4 (4)	0 (0)	5.8 (4)
1 - 5	26.0 (43)	29.1 (28)	21.7 (15)
6 - 10	13.3 (22)	12.5 (12)	14.5 (10)
11 - 15	6.6 (11)	2.0 (2)	13.0 (9)
16 - 20	10.3 (17)	8.3 (8)	13.0 (9)
21 -25	23.3 (38)	22.9 (22)	23.1 (16)
26 or more	18.1 (30)	25.0 (24)	8.7 (6)
Total N	100.0 (165)	100.0 (96)	100.0 (69)

Table 39.-- Years in Law Enforcement, by Police Chief Race

Years	N (%)	Black (%)	Non-Black (%)
< 10	1.2 (2)	0 (0)	3.0 (2)
10 - 15	8.6 (14)	10.4 (10)	6.0 (4)
16 - 20	31.3 (51)	35.4 (34)	25.4 (17)
21 - 25	29.5 (48)	20.8 (20)	41.8 (28)
26 - 30	17.8 (29)	22.9 (22)	10.4 (7)
31 - 40	11.6 (19)	10.5 (10)	13.4 (9)
Total	100.0 (163)	(96)	(67)

Table 40.-- Agencies Served as Police Chief, by Police Chief Race

Number	N (%)	Black (%)	Non-Black (%)
1	86.2 (142)	91.6 (88)	81.2 (56)
2	11.2 (18)	7.3 (7)	15.9 (11)
3	1.7 (3)	0 (0)	2.8 (2)
4	.9 (2)	1.0 (1)	0 (0)
Total N	100.0 (165)	(96)	(69)

Table 41.--Appointed from Inside, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Yes	60.0 (99)	68.8 (66)	47.8 (33)
No	40.0 (66)	31.2 (30)	52.2 (36)
Total N	100.0 (165)	(96)	(69)

Table 42.-- Have to Maintain Certification to be Police Chief, by Police Chief Race

Yes/No	N (%)	Black (%)	Non-Black (%)
Yes	72.1 (119)	72.9 (70)	71.1 (49)
No	27.9 (46)	27.1 (26)	28.9 (20)
Total N	100.0 (165)	(96)	(69)

Table 43.--Police Chief Educational Level, by Police Chief Race

Level	N (%)	Black (%)	Non-Black (%)
High School or Less	7.4 (12)	10.4 (10)	3.0 (2)
Some College	22.2 (36)	27.1 (26)	15.1 (10)
Associate	15.4 (25)	14.6 (14)	16.8 (11)
Bachelor's	32.1 (52)	33.3 (32)	30.3 (20)
Master's	19.1 (31)	12.5 (12)	28.7 (19)
Doctorate or equivalent	3.8 (6)	2.1 (2)	6.1 (4)
Total N	100.0 (162)	(96)	(66)

Table 44.-- Area of Concentration at Highest Level of Education by Police Chief Race

Concentration	N (%)	Black (%)	Non-Black (%)
Criminal Justice	41.3 (68)	39.5 (38)	43.4 (30)
Sociology	1.2 (2)	0 (0)	2.8 (2)
Administration of Justice	3.6 (6)	4.1 (4)	2.8 (2)
Management	1.8 (3)	2.3 (2)	1.4 (1)
Public Administration	12.1 (20)	8.3 (8)	17.3 (12)
Law	2.4 (4)	0 (0)	5.7 (4)
Other	18.8 (31)	22.9 (22)	13.2 (9)
N/A (no degree)	18.8 (31)	22.9 (22)	13.2 (9)
Total N	100.0 (165)	(96)	(69)

Table 45.-- Other Law Enforcement Experience, by Police Chief Race

Type	N (%)	Black (%)	Non-Black (%)
Local or Municipal	100.0 (165)	58.2 (96)	41.8 (69)
State	8.4 (14)	8.3 (8)	8.7 (6)
County	16.3 (27)	12.5 (12)	21.7 (15)
Federal	3.6 (6)	4.1 (4)	2.8 (2)
Sheriff	14.5 (24)	7.3 (10)	20.2 (14)
Other (Military Police)	13.8 (9)	4.1 (4)	7.2 (5)

Table 46.-- Agency Size, by Police Chief Race

Size	N (%)	Black (%)	Non-Black (%)
< 50	65.0 (106)	62.5 (60)	68.7 (45)
51 - 100	15.0 (25)	16.7 (16)	13.4 (9)
100 - 499	8.6 (14)	8.3 (8)	8.9 (6)
500 - 999	5.5 (9)	5.2 (5)	6.0 (4)
1000 - 4999	4.3 (7)	5.2 (5)	3.0 (2)
5000 - 9999	0 (0)	0 (0)	0 (0)
10000+	1.2 (2)	2.0 (2)	0 (0)
Total N	100.0 (163)	(96)	(67)

Table 47.-- Racial Composition of Police Agencies

Race	Racial Composition (%) 0	<1	1-5	6-20	21-50	51-75	76+
Black	41.9	3.4	10.3	17.1	17.1	4.3	5.1
White	3.4	.9	1.7	2.6	8.5	12.0	70.9
Native American	82.9	6.0	8.5	.9	.9	0	0
Hispanic	59.0	3.4	17.1	15.4	4.3	0	0
Asian	82.9	7.7	8.5	0	0	0	0

Table 48.-- Traditional Selection from Inside, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Yes	66.3 (108)	72.9 (70)	56.7 (38)
No	33.7 (55)	27.1 (26)	43.2 (29)
Total N	100.0 (163)	(96)	(67)

Table 49.-- Form of Government, by Police Chief Race

Form	N (%)	Black (%)	Non-Black (%)
Mayor/City Council	44.2 (73)	50.0 (48)	36.2 (25)
City/County Council	3.0 (5)	4.2 (4)	1.4 (1)
City Manager	2.4 (4)	2.1 (2)	2.9 (2)
City Manager/ Council	32.1 (53)	33.3 (32)	30.4 (21)
County Executive	1.8 (3)	0 (0)	4.3 (3)
Mayor/Alderman	2.4 (4)	2.1 (2)	3.0 (2)
Selectman only	1.8 (3)	0 ( )	4.3 (3)
County Manager	3.7 (6)	2.1 (2)	5.8 (4)
Mayor/Manager	4.9 (8)	4.2 (4)	5.8 (4)
Other	3.7 (6)	2.1 (2)	5.8 (4)
Total N	100.0 (165)	100.0 (96)	100.0 (69)

Table 50.-- Race of Top Governmental Executive, by Police Chief Race

Race	N (%)	Black (%)	Non-Black (%)
Black	6.1 (10)	9.4 (9)	1.4 (1)
White	91.5 (151)	87.5 (84)	97.2 (67)
Native American	1.2 (2)	2.1 (2)	0 (0)
Hispanic	1.2 (2)	1.0 (1)	1.4 (1)
Total N	100.0 (165)	(96)	(69)

Table 51.-- Population of Sample Cities, by Police Chief Race

Population	N (%)	Black (%)	Non-Black (%)
1,000,000+	3.6 (6)	4.1 (4)	2.9 (2)
500,000 - 999,999	4.2 (7)	3.1 (3)	5.8 (4)
100,000 - 499,999	3.6 (6)	4.1 (4)	2.9 (2)
10,000 - 99,999	21.8 (36)	20.8 (20)	23.1 (16)
5,000 - 9,999	25.4 (42)	29.1 (28)	20.1 (14)
< 5,000	41.2 (68)	38.5 (37)	44.9 (31)
Total N	100.0 (165)	(96)	(69)

Table 52.-- Racial Composition of Sample Cities, by Police Chief Race

50% or more	N (%)	Black (%)	Non-Black (%)
50%+ Black	6.1 (10)	7.3 (7)	4.4 (3)
50%+ Non-black	93.9 (155)	92.7 (89)	95.6 (66)
Total N	100.0 (165)	58.2 (96)	41.8 (69)

Table 55.-- Chief to be Hands-on, by Agency Size

Hands-on	Size Agency N (%)	A (%)	B (%)	C (%)	D (%)	E (%)	F (%)	G (%)
Disagree	42.9 (70)	24.5 (40)	6.7 (11)	6.1 (10)	1.8 (3)	2.4 (4)	0 (0)	1.2 (2)
Undecided	9.2 (15)	6.7 (11)	1.2 (2)	.06 (1)	.06 (1)	0 (0)	0 (0)	0 (0)
Agree	47.9 (78)	33.7 (55)	7.3 (12)	1.8 (3)	3.0 (5)	1.8 (3)	0 (0)	0 (0)
Total N	100.0 (163)	(106)	(25)	(14)	(9)	(7)	(0)	(2)

Note: A = <50; B = 51 - 100; C = 101 - 499; D = 500 - 999; E = 1000 - 4999; F = 5000 - 9999; G = 10,000+

Table 56--Chief to be Hands-On Manager, by Educational Level

Hands-On	N (%)	Educational Level HS (%)	Some (%)	AS (%)	BS (%)	MS (%)	Ph.D (%)
Disagree	41.3 (67)	2.4 (4)	9.2 (15)	6.1 (10)	11.7 (19)	10.4 (17)	1.2 (2)
Undecided	9.2 (15)	.06 (1)	.06 (1)	3.0 (5)	3.7 (6)	1.2 (2)	0 (0)
Agree	49.3 (80)	4.3 (7)	12.3 (20)	6.1 (10)	16.6 (27)	7.4 (12)	2.4 (4)
Total N	100.0 (162)	(12)	(36)	(25)	(52)	(31)	(6)

Table 57.--Chief to be Hands-On Manager, by Years as Police Chief (Current Agency)

Hands-On	N (%)	Years as Police Chief <1 (%)	1 - 3 (%)	4 - 5 (%)	5 - 10 (%)	>10 (%)
Disagree	41.7 (68)	3.6 (6)	18.4 (30)	7.9 (13)	6.7 (11)	4.9 (8)
Undecided	8.5 (14)	1.2 (2)	1.2 (2)	1.2 (2)	1.8 (3)	3.0 (5)
Agree	49.7 (81)	3.6 (6)	18.4 (30)	12.2 (20)	9.8 (16)	5.5 (9)
Total N	100.0 (163)	(14)	(62)	(35)	(30)	(22)

Table 58.-- Chief to be Hands-on, by Appointment from Inside

Hands-on	Appointment from Inside		
	N (%)	Yes (%)	No (%)
Disagree	32.7 (54)	16.9 (28)	15.7 (26)
Undecided	9.0 (15)	3.6 (6)	5.4 (9)
Agree	58.1 (96)	39.3 (65)	18.7 (31)
Total N	100.0 (165)	(99)	(66)

Table 59.--Chief to be Hands-on, by Years with Current Agency

Hands-on	N (%)	Years with Agency <1 (%)	1-5 (%)	6-10 (5)	11-15 (%)	16-20 (%)	21-25 (%)	26> (%)
Disagree	47.8 (79)	2.4 (4)	9.6 (16)	10.3 (17)	1.2 (2)	4.2 (7)	9.6 (16)	10.3 (17)
Undecided	8.4 (14)	0 (0)	3.0 (5)	1.2 (2)	0 (0)	.06 (1)	1.8 (3)	1.8 (3)
Agree	43.8 (72)	0 (0)	13.3 (22)	1.8 (3)	5.4 (9)	5.4 (9)	11.5 (19)	6.0 (10)
Total N	100.0 (165)	(4)	(43)	(22)	(11)	(17)	(38)	(30)

Table 60.-- Chief to be Hands-on, by Years in Law Enforcement

Hands-on	N (%)	Years in Law Enforcement <10 (%)	10-15 (%)	16-20 (%)	21-25 (%)	26-30 (%)	31-40 (%)
Disagree	37.4 (61)	0 (0)	2.4 (4)	10.4 (17)	11.0 (18)	7.3 (12)	6.1 (10)
Undecided	11.6 (19)	.06 (1)	0 (0)	3.6 (6)	3.6 (6)	1.2 (2)	2.4 (4)
Agree	50.9 (83)	.06 (1)	6.1 (10)	17.1 (28)	14.7 (24)	9.2 (15)	3.0 (5)
Total N	100.0 (163)	(2)	(14)	(51)	(48)	(29)	(19)

Table 61.-- Operations Left to Managers, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	38.2 (60)	43.5 (40)	30.8 (20)
Agree	61.8 (97)	56.5 (52)	69.2 (45)
Total N	100.0 (157)	(92)	(65)

Note: with $x^2 = 2.61746$, with 1 degree of freedom, and a significance level of .5170, race is not statistically significant.

Table 62.--Managers Should Manage, by Size Department

Manage	N (%)	Size Department A (%)	B (%)	C (%)	D (%)	E (%)	E (%)	F (%)
Disagree	36.1 (59)	28.2 (46)	3.6 (6)	0 (0)	2.4 (4)	1.2 (2)	0 (0)	.06 (1)
Undecided	3.6 (6)	1.2 (2)	1.2 (2)	0 (0)	1.2 (2)	0 (0)	0 (0)	0 (0)
Agree	60.1 (98)	35.5 (58)	10.4 (17)	8.5 (14)	1.8 (3)	3.0 (5)	0 (0)	.06 (1)
Total N	100.0 (163)	(106)	(25)	(14)	(9)	(7)	(0)	(2)

Table 63.--Managers Should Manage, by Police Chief Educational Level

Manage	N	Educational Level HS	Some	AA	BS	MS	Ph.D
Disagree	38.8 (63)	3.0 (5)	9.8 (16)	4.9 (8)	12.9 (21)	5.5 (9)	2.4 (4)
Undecided	4.3 (7)	1.2 (2)	0 (0)	.06 (1)	1.2 (2)	1.2 (2)	0 (0)
Agree	56.7 (92)	3.0 (5)	12.3 (20)	9.8 (16)	17.9 (29)	12.3 (20)	1.2 (2)
Total N	100.0 (162)	(12)	(36)	(25)	(52)	(31)	(6)

Table 64.--Managers Should Manage, by Years as Chief of Police

Manage	N (%)	Years as Chief <1 (%)	1-3 (%)	4-5 (%)	5-10 (%)	>10 (%)
Disagree	39.3 (64)	3.7 (6)	14.1 (23)	8.6 (14)	8.6 (14)	4.3 (7)
Undecided	2.5 (4)	0 (0)	1.2 (2)	1.2 (2)	0 (0)	0 (0)
Agree	58.3 (95)	4.9 (8)	22.7 (37)	11.7 (19)	9.8 (16)	9.2 (15)
Total N	100.0 (163)	(14)	(62)	(35)	(30)	(22)

Table 65.--Managers Should Manage, by Years in Law Enforcement

Manage	N (%)	Years in Law Enforcement <10 (%)	10-15 (%)	16-20 (%)	21-25 (%)	26-30 (%)	31-40 (%)
Disagree	38.0 (62)	0 (0)	3.0 (5)	12.2 (20)	11.0 (18)	8.5 (14)	3.0 (5)
Undecided	5.5 (9)	0 (0)	.06 (1)	1.8 (2)	1.8 (2)	.06 (1)	.06 (1)
Agree	56.4 (92)	1.2 (2)	4.9 (8)	17.1 (28)	16.5 (27)	8.5 (14)	7.9 (13)
Total N	100.0 (163)	(2)	(14)	(51)	(48)	(29)	(19)

Table 66.--Managers Should Manage, by Appointment from Inside

Manage	N (%)	Inside Appointment Yes (%)	No (%)
Disagree	38.8 (64)	23.6 (39)	15.1 (25)
Undecided	3.0 (5)	1.2 (2)	1.8 (3)
Agree	58.2 (96)	35.1 (58)	23.0 (38)
Total N	100.0 (165)	(99)	(66)

Table 67.--Managers Should Manage, by Years with Current Agency

Manage	N (%)	Years <1 (%)	1-5 (%)	6-10 (%)	11-15 (%)	16-20 (%)	21-25 (%)	26> (%)
Disagree	40.0 (66)	1.2 (2)	10.3 (17)	6.8 (11)	2.4 (4)	3.0 (5)	9.7 (16)	6.6 (11)
Undecided	3.0 (5)	0 (0)	1.8 (3)	0 (0)	0 (0)	.06 (1)	.06 (1)	0 (0)
Agree	56.9 (94)	1.2 (2)	13.9 (23)	6.7 (11)	4.2 (7)	6.6 (11)	12.7 (21)	11.5 (19)
Total N	99.9 (165)	(4)	(43)	(22)	(11)	(17)	(38)	(30)

Table 68.--All Levels of Agency Involved, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	9.9 (16)	10.4 (10)	8.9 (6)
Undecided	1.9 (3)	0 (0)	4.5 (3)
Agree	88.3 (144)	89.6 (86)	86.6 (58)
Total	100.0 (163)	(96)	(67)

Note: $x^2 = 4.433$ with 2 degrees of freedom and a significance level of .3957, race is not statistically significant.

Table 69.--All Levels of Agency Involved, by Agency Size

All Levels	N (%)	Agency Size A (%)	B (%)	C (%)	D (%)	E (%)	F (%)	G (%)
Disagree	6.1 (10)	5.5 (9)	.06 (1)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Undecided	1.8 (3)	1.8 (3)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)	0 (0)
Agree	92.0 (150)	57.6 (94)	14.7 (24)	8.5 (14)	5.5 (9)	4.2 (7)	0 (0)	1.2 (2)
Total N	100.0 (163)	(106)	(25)	(14)	(9)	(7)	(0)	(2)

Table 70.--All Levels of Agency Involved, by Police Chief Educational Level

All Levels	N (%)	Educational Level HS (%)	Some (%)	AA (%)	BS (%)	MS (%)	Ph.D (%)
Disagree	6.7 (11)	0 (0)	1.2 (2)	2.4 (4)	2.4 (4)	.06 (1)	0 (0)
Undecided	1.8 (3)	0 (0)	.06 (1)	.06 (1)	.06 (1)	0 (0)	0 (0)
Agree	91.3 (148)	4.3 (7)	20.3 (33)	12.3 (20)	29.0 (47)	18.5 (30)	3.7 (6)
Total N	100.0 (162)	(12)	(36)	(25)	(52)	(31)	(6)

Table 71.--All Levels of Agency Involved, by Years as Police Chief

All Levels	N (%)	Years as Chief <1 (%)	1-3 (%)	4-5 (%)	5-10 (%)	>10 (%)
Disagree	8.5 (14)	0 (0)	2.4 (4)	1.8 (3)	3.0 (5)	1.2 (2)
Undecided	1.8 (3)	0 (0)	.06 (1)	0 (0)	0 (0)	1.2 (2)
Agree	89.5 (146)	8.5 (14)	34.9 (57)	19.6 (32)	15.3 (25)	11.0 (18)
Total N	100.0 (163)	(14)	(62)	(35)	(30)	(22)

Table 72.--All Levels of Agency Involved, Inside Appointment

All Levels	N (%)	Inside Appointment Yes (%)	No (%)
Disagree	6.6 (11)	2.4 (4)	4.2 (7)
Undecided	1.8 (3)	.06 (1)	1.2 (2)
Agree	91.5 (151)	56.9 (94)	34.5 (57)
Total N	100.0 (165)	(99)	(66)

Table 73.--All Levels of Agency Involved, by Years with Current Agency

All Levels	N (%)	Years <1 (%)	1-5 (%)	6-10 (%)	11-15 (%)	16-20 (%)	21-15 (%)	26> (%)
Disagree	10.3 (17)	2.4 (4)	.06 (1)	0 (0)	0 (0)	1.2 (2)	2.4 (4)	3.6 (6)
Undecided	5.4 (9)	0 (0)	.06 (1)	0 (0)	0 (0)	0 (0)	1.2 (2)	3.6 (6)
Agree	84.2 (13()	0 (0)	.06 (1)	13.3 (22)	6.6 (11)	9.0 (15)	19.3 (32)	10.9 (18)
Total N	100.0 (165)	(4)	(43)	(22)	(11)	(17)	(38)	(30)

Table 74.--All Levels Involved, by Years in Law Enforcement

All Levels	N (%)	Years <10 (%)	10-15 (%)	16-20 (%)	21-25 (%)	26-30 (%)	31-40 (%)
Disagree	6.7 (11)	1.2 (1)	0 (0)	3.0 (5)	3.0 (5)	0 (0)	0 (0)
Undecided	1.8 (3)	0 (0)	0 (0)	1.2 (2)	2.4 (4)	0 (0)	0 (0)
Agree	91.4 (149)	1.2 (1)	8.5 (14)	27.6 (44)	25.1 (40)	17.7 (29)	11.6 (19)
Total N	100.0 (163)	(2)	(14)	(51)	(48)	(29)	(19)

Table 75.-- Maintain Organization in Political Environment, by Police Chief Race

Category	N (%)	Black (%)	Non-Black (%)
Disagree	53.1 (86)	45.8 (44)	63.6 (42)
Undecided	14.2 (23)	16.7 (16)	10.7 (7)
Agree	32.7 (53)	37.5 (36)	25.7 (17)
Total N	100.0 (162)	(96)	(66)

Note: $x^2 = 5.02527$ with 2 degrees of freedom and a significance level of .4035, race is not statistically significant.

Table 76.--Maintain Organization, by Agency Size

Maintain	Agency Size							
	N (%)	A (%)	B (%)	C (%)	D (%)	E (%)	F (%)	G (%)
Disagree	50.3 (82)	24.5 (40)	9.8 (16)	6.1 (10)	4.9 (8)	4.2 (7)	0 (0)	.06 (1)
Somewhat	9.2 (15)	7.3 (12)	.06 (1)	1.2 (2)	0 (0)	0 (0)	0 (0)	0 (0)
Agree	40.4 (66)	33.1 (54)	4.9 (8)	1.2 (2)	.06 (1)	0 (0)	0 (0)	.06 (1)
Total N	100.0 (163)	(106)	(25)	(14)	(9)	(7)	(0)	(2)

Table 77.--Maintain Organization, by Police Chief Educational Level

Maintain	N (%)	Educational Level HS (%)	Some (%)	AA (%)	BS (%)	MS (%)	Ph.D (%)
Disagree	58.6 (95)	1.2 (2)	16.6 (27)	5.5 (9)	20.3 (33)	11.7 (19)	3.0 (5)
Undecided	9.2 (15)	.06 (1)	2.4 (4)	2.4 (4)	1.2 (2)	2.4 (4)	0 (0)
Agree	32.1 (52)	5.5 (9)	3.0 (5)	7.4 (12)	10.4 (17)	4.9 (8)	.06 (1)
Total N	100.0 (162)	(12)	(36)	(25)	(52)	(31)	(6)

Table 78.--Maintain Organization, by Years as Chief of Police

Maintain	N (%)	Years as Chief <1 (%)	1-3 (%)	4-5 (%)	6-10 (%)	>10 (%)
Disagree	78.5 (128)	6.1 (10)	29.4 (48)	17.1 (28)	15.3 (25)	10.4 (17)
Undecided	9.2 (15)	0 (0)	2.4 (4)	.06 (1)	3.0 (5)	3.0 (5)
Agree	12.2 (20)	2.4 (4)	6.1 (10)	3.6 (6)	0 (0)	0 (0)
Total N	100.0 (163)	(14)	(62)	(35)	(30)	(22)

Table 79.--Maintain Organization, by Inside Appointment

Maintain	N (%)	Inside Appointment Yes (%)	No (%)
Disagree	53.9 (89)	40.6 (67)	13.3 (22)
Undecided	9.7 (16)	5.4 (9)	4.2 (7)
Agree	36.3 (60)	13.9 (23)	22.4 (37)
Total N	100.0 (165)	(99)	(66)

APPENDIX C

Curriculum for "Chief Executive Seminar", sponsored by the Florida Department of Law Enforcement

CHIEF EXECUTIVE SEMINAR

The goal of the Chief Executive Seminar is to advance criminal justice professionalism by providing the means for criminal justice leadership to further define its purpose, values, and goals. A major emphasis is on facilitating excellence in leadership and fostering the ability to influence and manage change.

After completion of the Chief Executive Seminar, the participants will:

- Recognize the relevance of futures studies to anticipate and manage the future;
- Possess an overview of past and current methods to anticipate and influence the futures in both general and criminal justice specific instances;
- Be aware of emerging issues that influence the shape of the future of criminal justice in Florida;
- Develop greater organizational effectiveness.

SESSION I - DEFINING THE FUTURE
- Futures Overview
- Trends, Events, Demographics
- Implications of the Future

SESSION II - FACING ORGANIZATIONAL REALITIES
- Managing Human and Technical Resources
- Managing the External Environment
- Power Negotiations

SESSION III - THE LEADERSHIP CHALLENGE
- Leadership - Vision & Ethics
- Strategic Management
- Managing Change

All sessions will be held at Wakulla Springs Conference Center and are scheduled from 8:00 AM to 5:00 PM. Evening sessions are scheduled from 7:00 PM to 8:30 PM.

For more information call Director Jim Sewell at (904)487-4089

SESSION I - DEFINING THE FUTURE

Session I presents a framework for studying and managing the future. An introduction to forecasting techniques to enable participants to identify and analyze emerging trends and issues will also be presented. Major problems and limitations of forecasting are reviewed. The session focuses on demographic changes and identifying major emerging issues important to the future of Florida criminal justice.

At the end of this session, participants will be able to demonstrate the knowledge to:

1. Understand the definition of futures study.
2. Understand the assumptions of futures study.
3. Understand the components of futures study.
4. Understand the rationale for systematically analyzing alternative futures.
5. Understand the misconceptions of futures study.
6. Understand an individual's role in relation to futures study.
7. Understand the role of futures study in criminal justice.
8. Understand the methods and techniques of futures research available for managing the future.
9. Understand events, trends, and emerging issues that may shape the environment in which criminal justice will be conducted in the future.

rev. 9/7/90

SESSION II - FACING ORGANIZATIONAL REALITIES

Understanding trends of human resource management enables participants to address such issues as managing a diverse workforce and the increased flexibility needs for policies, systems, and management practices in organizations. Issues arising from private and public applications of high technology are discussed to prepare participants for the impact of these advances in criminal justice.

Managing the External Environment is designed to acquaint the participant with ways of federal, state, and local governments in seeking and seizing new opportunities to deliver services in new and innovative ways to existing or new clientele.

At the end of this session, participants will be able to demonstrate the knowledge to:

1. Identify the elements of human resource management.

2. Identify the nature of the diverse workforce of the future.

3. Identify the definition of organizational culture.

4. Identify the implications of managing criminal justice agencies.

5. Identify management strategies for managing technology.

6. Identify the relationship of management and politics in the criminal justice environment.

7. Identify the federal, state, and local political processes.

8. Identify the negotiating types, strategies, and leverages.

9. Identify techniques for sizing up negotiators.

rev. 9/7/90

SESSION III - THE LEADERSHIP CHALLENGE

This session provides an overview of leadership behaviors and a conceptual framework is presented for identifying, developing, creating, and implementing a vision and an empowering environment in an organization.

During this session, the concept and benefits of strategic management are introduced as they relate to future directions of the organization. An overview of the components of the successful management of change are identified.

At the end of this session, participants will be able to demonstrate knowledge to:

1. Identify elements of leadership.

2. Identify the definition of visionary leadership.

3. Identify the strategies for creating and implementing a vision.

4. Identify the definition of facilitative leadership.

5. Identify the most urgent ethics problems facing criminal justice executives.

6. Identify strategies for ethical management.

7. Identify the definition for strategic planning.

8. Identify the benefits of strategic planning.

9. Identify the definition of change.

10. Identify the successful components of the management of change.

11. Identify the components of decision making at the executive level.

rev. 9/7/90

REFERENCES

Allport, Gordon W. (1935), "Attitudes", in C.A. Murchison A Handbook of Social Psychology, Clark University Press, Worchester, Mass.

Andrews, Allen H. (1985), "Structuring the Political Independence of the Police Chief", in W. Geller (ed.), Police Leadership in America, Praeger, New York.

Barnard, Chester I. (1938), The Functions of the Executive, Cambridge, Mass.: Harvard University Press, 1968.

Bennis, Warren (1984), Taking Charge, New York, Harper and Row.

Bittner, Egon (1975), The Functions of the Police in Modern Society, Jason Aronson, New York.

Bogardus, E.S. (1931), Fundamentals of Social Psychology (2nd ed.), Century, New York.

Bonner, John T. (1973), "Leadership for Lawmen", The FBI Bulletin, December 1973.

Bouza, Anthony V. (1990), The Police Mystique: An Insider's Look at Cops, Crime, and the Criminal Justice System, Plenum Press, New York.

_____"Speaking His Mind", Law Enforcement Technology, Vol. 18, No. 9 (October 1991).

Brezeczek, Richard J. (1985), "Chief-Mayor Relations: The View from the Chief's Chair", in W. Geller Police Leadership in America, Praeger, New York.

Broderick, John J. (1987), Police in a Time of Change, Waveland Press, Prospect Heights, Ill.

Brown, Lee P. (1985) "Police-Community Power Sharing", in W. Geller (ed.) Police Leadership in America, Praeger, New York.

_____"President's Message: Values and Ethical Standards Must Flow From the Chief", Police Chief, Vol. 53, No. 1 (January 1991).

Bussom, Robert S. et al (1981), "The Nature of Police Executives' Work", National Institute of Justice, Mimeographed.

Carter, David L. and A. Sapp (1988), "The State of Police Education: Critical Findings, Police Executive Research Forum, Washington, D.C.

Carter, David L. et al (1991), "Survey of Contemporary Police Issues: Critical Findings", Police Executive Research Forum, Washington, D.C.

Cohen, Jerry, "The Lore and Legend of Ed Davis", in "The LAPD: How Good Is It?", A Special Report from the L.A. Times (December 1977).

Drucker, Peter F. (1973), Management: Tasks, Responsibilities, Practices, Harper and Row, New York.

Fry, L.W. and Berkes, L.J. (1983) "The Paramilitary Police Model: An Organizational Misfit", Human Organization, Vol. 42, No. 3, 1983.

Enter, Jack E. (1986), The Rise to the Top: An Analysis of Police Chief Career Patterns", Journal of Police Science and Administration, Vol. 14, No. 4 (1986).

_____"The Role of Higher Education in the Career of the American Police Chief", The International Review of Police Development", Vol. 9, No. 2 (Summer 1986)

Gates, Daryl F. (1992), Chief: My Life in the LAPD, Bantam Books, New York.

Germann, A.C. (1962), Police Executive Development, Charles C. Thomas, Springfield, Ill.

Green, Jack R. (1988) "Police and Community Relations: Where Have We Been and Where Are We Going? in Critical Issues in Policing: Contemporary Readings, Dunham and Alpert (eds.), Waveland, Illinois, 1989.

Greene, Jack R., and S.D. Mastrofski (1988), Community Policing: Rhetoric or Reality, Praeger Press, New York.

Greenwald, A. (1968) Psychological Foundations of Attitudes, Academic Press, New York.

Grosman, Brian A. (1975), Police Command, Macmillan, Toronto.

Hanna, Donald G. (1987), Police Chief Handbook on Developmental and Power Management, Charles C. Thomas, Springfield, Ill.

_____(1990), Police Executive Leadership, Stripes Publishing Co, Champaign, Ill.

Hudnut, William H. (1985), "The Police and the Polis: A Mayor's Perspective", in W. Geller (ed.) Police Leadership in America, Praeger Publications, New York.

Hughes, Everett C. (1959) "The Study of Occupations", in R.K. Merton, L. Broom, and L.S. Cottrell, Jr. (eds), Sociology Today, New York; Basic Books.

Katz, D. and R.L. Kahn (1966) The Social Psychology of Organizations, John Wiley, New York.

Keil, T. and C. Ekstrom (1978), "Police Professionalism: Community, Departmental, and Career Correlates", Sociology of Work and Occupations, Vol. 5, No.4, Nov. 1978.

Kelly, Michael J. (1975), Police Chief Selection, A Handbook for Local Government, Police Foundation and International City Management, Washington, D.C.

Kuykendall, Jack L. and Burns, D.E., "The Black Police Officer: An Historical Perspective", Journal of Contemporary Criminal Justice.

Lewcock, Thomas F. and O.J. Barba, "Managers and Police Chiefs: Friends or Foes?", Public Management, Vol. 70, No. 6 (June 1988).

Mayo, Louis A., (1985) "Leading Blindly: An Assessment of the Chief's Information about Police Operations", 1985, Police Leadership in America: Crisis and Opportunity, 1985, William Geller (ed.), Praeger Publications, New York.

_____ (1983) "An Analysis of the Role of the Police Chief Executive, Ph.D. dissertation, American University.

Mecum, Richard V. (1979), "Police Chief Professionalism: A New Look at an Old Topic", The Police Chief, 46 (8): 46-49.

Menke, B.A. et al (1982), "Police Professionalization: Pursuit of Excellence or Political Power?", Managing Police Work: Issues and Analysis, Jack R. Greene (ed.), Sage Publications, CA.

Moore, Mark H. and D.W. Stephens (1991), Beyond Command and Control: The Strategic Management of Police Departments, Police Executive Research Forum, Washington, D.C.

Murphy, Patrick V. (1985), "The Prospective Chief's Negotiation of Authority with the Mayor", in W. Geller (ed.) Police Leadership in America, Praeger, New York.

National Advisory Commission on Criminal Justics Standards and Goals (NAC), (1976), Police Chief Executive: Report of the Police Chief Executive Committee of the International Association of Chiefs of Police, U.S. Government Printing Office, Washington, D.C.

National Institute of Justice, Black Crime: A Police View, Conference Report, Joint Center for Political Studies, Washington, D.C.

National Law Enforcement Technology Survey, "Demographics of Police Agencies", Law Enforcement Technology, Vol. 18, No. 9 (October 1991)

Niedershoffer, Arthur (1967), Behind the Shield: The Police in Urban Society, Doubleday, Garden City, NY.

Pavalko, R.M. (1971) Sociology of Occupations and Professions, F.E. Peacock, Itasca, Ill.

President's Commission on Law Enforcement and the Administration of Justice (1967), The Police, Government Printing Office, Washington, D.C.

Price, B.R. (1977) Police Professionalism, D.C. Health, Lexington, MA.

Regoli, Robert et al (1990), "Career Stage and Cynicism Among Police Chiefs", Justice Quarterly, Vol. 7, No. 3 (Sept. 1990).

Reiss, A.J. (1968) "Professionalization of the Police" in A.F.Brandstatter and L.A. Radelet (eds.) Police and Community Relations, Glencoe Press, Beverly Hills, CA.

Rosenberg, M. (1960) "A Structure Theory of Attitudes Dynamics" Public Opinion Quarterly, 24.

Schnelle, J.F. et al (1987), "Law Enforcement and Crime Prevention" in Behavioral Approaches to Crime and Delinquency, Morris and Braukman (eds.), Plenum, New York.

Selznick, Phillip (1957), Leadership in Administration: A Sociological Interpretation, Harper and Row, New York.

Shanahan, Donald T. (1975), "The Changing Police Leadership", a presentation made before the Tenth Interagency Workshop, Sam Houston State University, The Institute of Contemporary Corrections and the Behavioral Sciences, Huntsville, Tx.

Sherman, Lawrence W. (1985), "The Police Executive as Statesman", Police Leadership: Crisis and Opportunity (1985), Praeger Press, New York.

Skolnick, Jerome H. (1966) Justice Without Trial, John Wiley, New York.

Souryal, Sam S. (1977), Administation and Management, West Publishing Co., St. Paul, Mn.

Standberg, Keith W., "Chiefs on Management", Law Enforcement Technology, Vol. 18, No. 9 (October 1991).

Steele, Shelby (1990), The Content of Our Character, Steinman, Michael and C.W. Eskridge (1985), "The Rhetoric of Police Chief Professionalism", FBI Law Enforcement Bulletin, 54 (2): 26-29.

Sullivan, P.S. (1989), Minority Officers: Current Issues, Critical Issues in Policing: Contemporary Readings (1989), (eds) Dunham and Alpert, Waveland Press, Prospect Hgts., Ill.

Thibault, Edward et al (1990), Proactive Police Management, Prentice-Hall, New Jersey.

Thurston, L.L. (1931) "The Measurement of Social Attitudes" Journal of Abnornal and Social Psychology, 1931, 26: 249-269.

Tichy, Noel M. and M.A. Devanna (1986), The Transformational Leader, John Wiley and Sons, New York.

Trojanowicz, Robert C. and B. Bucqueroux (1990), Community Policing: A Contemporary Perspective, Anderson Publishing Co., Cincinatti, Oh.

Trojanowicz, Robert C. and D.L. Carter, (1990) "The Changing Face of America", FBI Law Enforcement Bulletin, 59(1): 6-12.

Tully, Edward J. (1990) "The 1990s: New Days, Old Problems", The Police Chief, LVII (1): 34-36 and 53.

Vollmer, H.M. and D.L. Mills (1966) Professionalization, Prentice-Hall, Englewood Cliffs, NJ.

Williams, Hubert and P. Murphy, "The Evolving Strategy of Police: A Minority View", Perspectives on Policing, National Institute of Justice, No. 13 (January 1990).

Wilson, James Q. (1972) Varieties of Police Behavior, Atheneum, New York.

Wilson, James Q. and G. Kelling (1982) "The Police and Neighborhood Safety: Broken Windows", Atlantic Monthly 127 (March): 29-38.

Wilson, Jerry V. (1975), Police Report, Little, Brown, and Co., Boston, Mass.

Wilson, O.W. (1938), Municipal Police Administration, Chicago: Institute for Training in Municipal Administration, 7th Ed., 1971, International City Management Association, Washington, D.C.

Witham, Donald C. (1985), The American Law Enforcement Chief Executive: A Management Profile, Police Executive Research Forum, Washington, D.C.