

FIRST EDITION

**CRIMINAL JUSTICE  
MANAGEMENT  
AND LEADERSHIP**

AN ANTHOLOGY

*EDITED BY*

**John DeCarlo and  
Eric Dlugolenski**



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AND LEADERSHIP**

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Edited by John DeCarlo and Eric Dlugolenski

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# INTRODUCTION TO THE CURRENT EDITION

**M**anagement and leadership are two concepts that transcend many areas of endeavor. Whether you are trying to run a tech company, an airline, a medical or law practice, or an organization within the criminal justice system, the basic principles found in the domains of management and leadership serve to structure the organization and keep it running successfully while achieving its goals. Although management and leadership sometimes overlap, the two subjects are fundamentally different. Managers strive to get groups of people to accomplish goals and objectives with a high degree of efficacy and effectiveness.

Luther Gulick, an American political scientist, expanding upon Henri Fayol's management principles, devised an acronym that encapsulates the basic functions of management. The acronym uses the mnemonic POSDCORB to help enumerate the tasks in which a manager engages. They are as follows:

- **P**lanning
- **O**rganizing
- **S**taffing
- **D**irecting
- **C**oordinating
- **R**eporting
- **B**udgeting

Each one of these areas is vitally important to managing an organization and keeping it running smoothly. Like other areas of expertise, management has evolved over the years and experienced different eras. Early management thought centered mainly on industrialization.

The Industrial Revolution gave way to new organizational theories that fostered a novel way of thinking about the best way to organize work, called *scientific management*.

As work continued to diversify and managers and academics studied ways in which production could be made more efficient, the scientific management era gave way to the social person era, in which the needs of the people doing the work were studied to make organizations even more efficient. Finally—and most of what will be covered in this anthology—we entered the modern era of management in which we began to concentrate on new theories and practices. Organizational behavior, systems management, and the obligations and opportunities of organizations began to be studied and built upon, adding to the work of understanding and conducting management that had occurred before modern times.

Leadership is tightly connected to management because most organizations that are managed also have a leader. There are different types of leadership, but they all have in common certain elements. Managers count value, which leaders create. Managers have subordinates; leaders have followers. Managers control groups of people to accomplish goals; leaders influence, motivate, and enable workers to succeed.

Leaders need managers to keep the organizational ship afloat and running smoothly in its journey to achieve the group's goals. The readings in this book are curated to show how this leadership/management/worker dance occurs and how all the parts of an organization intertwine and work when directed professionally.

This book is primarily intended for students of criminal justice management and leadership. Others interested in the various parts of the criminal justice system and how they work (or don't) may also be interested in this book. The readings and discussions touch upon issues of management and leadership that don't necessarily end in the criminal justice system but are relevant to other areas of endeavor in which people collaborate and are managed and led.

The primary purpose of this text is to supply examples and discussions of management and leadership from scholars and practitioners that allow students to understand both the theoretical bases and real-world outcomes of both good and bad management and leadership in organizations. With the criminal justice reform movement of the 2020s well under way, criminal justice organizations are seeking innovative ways to make the changes called for by social and legislative groups while retaining the foundational functions that they must deliver to communities daily.

After studying the chapters in this edition, students will be able to take away examples of what has worked, what hasn't, and promising aspects of criminal justice management. Students of management and leadership will be able to learn to lead and implement change in criminal justice organizations and fulfil the mandates of those organizations in a way that is consistent with the needs of clients of the criminal justice system.

The book is organized by units and chapters. The three main units are as follows:

1. Culture and Management
2. Organizational Management
3. Establishing Leadership

The units contain readings that are relevant to the topics on which the units focus. Every unit has an introduction, which discusses the unit's overall topic, how each reading ties in, and what the reader should expect to learn. In addition, each individual entry has pre- and post-reading questions. These questions are designed to assess students' learning and distinguish between conventional wisdom and beliefs that the students may have at the start of the chapter as well as their new perceptions as a result of the reading.

We have compiled the readings in this book to provide current and future practitioners of the varied fields within criminal justice with a go-to reference book on management and leadership. As a field, criminal justice fulfills the mandates that every citizen expects from their respective government: protection and safety. Crime is a vexatious problem in the United States and worldwide. Giving practitioners of criminal justice in courts, policing, and corrections both empirical research and methods of managing and leading their organizations is vitally important. We wish that all the readers of this book will use the information in it to innovatively and efficiently provide the important services that the criminal justice system brings to communities everywhere.

John DeCarlo, October 2022

# UNIT 1

## Culture and Management

### INTRODUCTION

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The first unit of the book showcases four readings, which are in the order that follows:

1. Mary Eleanor Wickersham's "Spotlight on Police Culture"
2. Catherine Gardner's "The Impact of Police Culture on Organizational Change: The Case of Police Use of DNA"
3. George L. Kelling's "The Evolution of Contemporary Policing"
4. Jeremy G. Carter's "Organizational Influences on Police Change and Intelligence"

In "Spotlight on Police Culture," Mary Eleanor Wickersham borrows from the field of social psychology and equates organizational culture with a corporate schema. She explains the effect on organizational thinking of pre-assumptions that are handed down through culture from more experienced officers to younger officers. She also lists several areas that are traditionally passed along through the enculturation of police agencies. Wickersham finishes the reading with several ideas on how to change culture in policing that apply not only to that field, but to other areas of the criminal justice system as well. For additional reading that can supplement the ideas presented by Wickersham, we can also borrow from the field of sociology. In his book, *Police Work: The Social Organization of Policing*, Peter Manning proposes that a large portion of the way criminal justice organizations work is based on dramaturgical sociology, or the established roles that police and other groups play in civilizations, and how they can preordain culture and behavior by members of those organizations.

The second reading in this unit is a case study on the eponymous impact of police culture on organizational change. In this reading, Catherine Gardner examines what are called *facilitators* and *inhibitors to change*. This theme has been examined before in the Wilmington split-force

experiment by James Tien and in my book about the adoption of community policing, *Police Leaders in the New Community Problem-Solving Era*. In this reading, Gardner discusses his discovery of resistance to change at the middle-management and front-line levels. This organizational schism was examined previously in the 1983 study titled *Two Cultures of Policing: Street Cops and Management Cops* by Elizabeth Reuss-Ianni. Author John Crank also looked deeply at police culture in his 1998 book, *Understanding Police Culture*. A later book, *Police Culture: Adapting to the Strains of the Job* by Eugene Paoline and William Terrill, also surveyed the cultural issues that affect leadership, management, and organizational culture. We mention these works so that the reader who is seeking additional knowledge on the subject can easily access it.

Our third reading is George L. Kelling's "The Evolution of Contemporary Policing." This work will serve to frame for the reader the modern historical context in which police culture and leadership have evolved. As social forces apply pressure on organizations, those organizations change in response to the needs of society. Policing and criminal justice in general are highly demonstrative of the ways in which culture changes as a reaction to the needs of their constituencies. Some changes may be positive, whereas others are negative. Other needed changes may not occur due to the fact that the cultural status quo sometimes has a stickiness to it that is sometimes interpreted as tradition and sometimes lacks the resources to effect cultural and organizational change.

The last reading in this unit is "Organizational Influences on Police Change and Intelligence" by Jeremy G. Carter. In this work, the author examines the theoretical bases that are used to frame police organizations and how change might be affected by them. Carter examines intelligence-led policing from two perspectives and discusses the impact on innovation that each of these viewpoints might have.

## UNIT 1 PRE-READING QUESTIONS

These questions are meant to be answered before the student reads this particular unit. It will be helpful to return to these questions and reanswer them after—hopefully—your knowledge and opinions have been altered by absorbing the material that you have read.

1. What is organizational culture?
2. In your opinion, how do you think cultures are established in businesses?
3. In your opinion, how can cultures in organizations be inhibitory to progress and innovation?
4. What forces in society do you think influence culture the most?
5. What do you think the mechanisms of cultural transmission are in organizations?
6. Can a culture in an organization be instilled that actually helps the organization and its constituency? Give examples.
7. Do you think that most of the elements of an organizational culture that develop independently are based on fact?
8. How do traditions that are negative or positive develop in organizations?
9. How do organizational cultures reflect societal cultures?
10. What is one of the elements that you would instill that would change a nonproductive culture in an organization?

## READING 1.1

# Spotlight on Police Culture

Seeing the Red Flags of Organizational Cultures Gone Wrong

*Mary Eleanor Wickersham*

### TAKEAWAYS

- Managers face more than fiscal liability when their law enforcement agencies are out of control; a broken trust with the public is even more damaging in the long term.
- Real change in policing organizations must derive from changes in the organizational culture.
- Managers must recognize and address the warning signs of a dysfunctional culture that reflects an “us vs. them” mentality.

National news coverage of alleged police misconduct has grabbed the nation’s attention and had a direct impact on local government managers. The serious and long-term impact of police misconduct is the broken trust between residents and law enforcement organizations that occurs when negative perceptions of police values are reinforced by allegations of unnecessary use of force. And to this is added the potential fiscal liability of police wrongdoing.

*The Wall Street Journal* reported in July 2015 that the top 10 cities with the largest police departments had paid nearly \$250 million in police misconduct cases in 2014 alone. Smaller cities are not exempt either.

The city manager of Inkster, Michigan, reported that his city—population less than 25,000—would have to levy additional taxes to fund a \$1.4 million 2015 misconduct settlement. The long-term cost of the broken relationship between residents and law enforcement only grows as trust further erodes.

According to an April 2015 ABC News report, law enforcement agencies are seeing a decline in applicants, and recruitment is down by as much as 90 percent in some cities as policing

Mary Eleanor Wickersham, “Spotlight On Police Culture,” *Public Management*, vol. 98, no. 2, pp. 14–16, 18. Copyright © 2016 by International City/County Management Association (ICMA). Reprinted with permission. Provided by ProQuest LLC. All rights reserved.



has lost some of its allure. This tarnish is due at least in part to low pay, high stress, and heavy workloads, but negative stereotyping of officers is increasingly a factor, according to police recruiters cited by ABC News.

“The significant improvements made in police-community relations over the last 25 years seem to have eroded,” says Cedric Alexander, immediate past president of the National Organization of Black Law Enforcement Executives and chief of police, DeKalb County, Georgia. “This strain—not just with minorities but now with the larger community—has grown along with the perception of overzealous policing, a phenomenon largely driven not by data but by citizen documentation of incidents by cellphone and video and sharing on social media.”

All too often, police and residents find themselves in a standoff in which neither side comes out the winner.

How did those appointed to serve and protect become perceived enemies of a significant proportion of the population, specifically minorities and those of color, in so many American communities?

Part of the answer lies in the organizational culture that has developed in many policing organizations, where cultural assumptions reinforce the “them-versus-us” attitude apparent since the Los Angeles Rampart neighborhood police scandal in the late 1990s.

## Eye on Organizational Culture

Just as individuals have habits of thinking called schema, organizational culture is essentially a corporate schemata. Through workplace experience, employees often develop assumptions about organizational expectations. As values are shared, employee behaviors adapt to meet those expectations and over time, the organization develops its own distinctive culture.

In policing organizations, assumptions that derive from the culture are often passed along through more experienced officers, who effectively show new hires “how it’s done around here.” Although discretionary decision making is an integral part of policing, the individual’s behaviors and responses in discretionary action will slowly adjust to meet the expectations of the organization itself.

Policing operations can be high-risk enterprises. It is vital for public managers to look carefully at the organizational culture of their policing agencies to determine the existence of any warning signs, which may require a review of the values of the policing entity and, in some cases, the local government itself. Here are nine warning signs:

### *Fear of reporting wrongdoing due to lack of trust.*

Timely and mandatory reporting of wrongdoing must be a condition of employment in all law enforcement agencies. When there is a lack of trust in the system, when employees believe there will be retaliation, and when they think reporting has no value, they are less likely to report. Without opportunities to address problems that are identified through reporting, there is no opportunity for correction, and rule breaking may be interpreted as the norm.

The unwritten “Blue Wall of Silence” in police departments may stem from a culture of stress driven by the public, the hierarchy, and internal investigations. Having a safe route for reporting can help change this dynamic.

### *Failure to adequately address ethical violations.*

In his classic 2005 article in *The Princeton Review*, “The Cognitive and Social Psychology of Contagious Organizational Corruption,” author John Darley makes two important points about where organizations go wrong. First, he subscribes to the “bad barrel” theory, not the “bad apple theory.”

Policing agencies rightly spend much time looking at the backgrounds of their potential employees, but even good people placed in bad situations can do wrong, especially when such actions go unpunished or are accepted. Darley says that when organizations fail to adequately address ethical violations, others are more likely to perform the same actions.

What is tolerated is repeated, a process he describes as “entrainment.” Before long, an ethical organization can turn into a corrupt one.

### *Too much rigidity and too little humanity.*

Professor Rosemary O’Leary reminded readers of her 2006 book *The Ethics of Dissent* that rule-driven organizations can tend to make employees “go around the rules.” While most

police organizations are hierarchal, there must be opportunities for employees to make and learn from mistakes, to explore alternative ideas for handling difficult situations, and to offer creative solutions to problems.

Getting officer feedback is essential. Law enforcement organizations where rules are perceived as unfair or prejudicial to a certain class of employees and those where rules are not justified or explained can also lead to rule bending and, ultimately, to rule breaking.

### *Lack of training.*

Training for officers often fails to address discretionary decision making, focusing more on hard skills like legal procedure, shooting guns, self-defense, and driving. The recent, large number of police shootings of unarmed victims provides an indication of the haste with which some officers draw their weapons.

Some law enforcement agencies are now using videos with changing scenarios that let officers practice discretionary action, after which they and their supervisors can critique decisions. “Ethical practice is not simply a matter of knowing and following a set of rules,” explain authors Terrance Johnson and Raymond Cox in a 2004 article published in *Public Integrity*. “It also requires the use of discretion and making split-second judgments.”

“Rules are not enough in such situations,” the authors write. “What should be taught is a “framework for decision making that fosters ethical decisions. ...”

### *Organizations in which the end justifies the means.*

In 1995 in a book chapter in *The Legacy of Anomie Theory*, author Deborah Cohen explains that unethical and criminal behavior is the natural outcome of a society in which “the end justifies the means.” When organizational goals are unattainable or when performance expectations are unrealistic, employees may interpret those demands as an excuse for rule bending or breaking.

Organizational wrongdoing is often the result of a misplaced emphasis on performance measurement in lieu of the core mission of the agency. Police departments that set quotas and have competitions for arrests, convictions, or traffic stops, may, in the eyes of employees, be effectively sanctioning rule breaking to achieve goals.

### *Absence of leadership focus and insistence on ethical behaviors.*

Author Tim Hallett wrote in *Sociological Theory* in 2003 that leaders have the power to “define the situation.” Defining the culture does not happen overnight, but a focus on ethical actions and public service must come from the top and be consistent.

Empowering employees, providing consistent supervision and discipline, and supporting employees through mentorship are key actions for organizations that desire to build an ethical culture. When managers complain about the cost or time away from work for ethics training, so will the employees. When leaders tacitly accept or ignore even covert prejudice, such

attitudes may spread. Johnson and Cox explain that “[t]he culture of being above the law ends only when leaders enforce rules against corrupt behavior and then recognize right behavior.”

### *When the workforce does not mirror the citizenry.*

A well-established principle in public management is that the bureaucracy should, relatively speaking, look much like the public it serves where gender and race are concerned. The theory holds that inclusion of minority groups should help ensure that their ideas, feelings, issues, and concerns are recognized in government.

There is an old saw that says that people tend to hire people who look like themselves. It’s easy for local governments to get into the trap of hiring someone recommended by or related to a fellow employee or depending for recruitment on the same tired methods, thereby limiting the field of candidates.

Broad recruitment efforts with an emphasis on a diverse workforce that is similar to the constituency served can help avoid problems like those in Ferguson, Missouri, but only if the workforce is given the opportunity to share its opinions and concerns.

### *“Us-vs.-them” mentality.*

Widespread corruption in some police departments is, according to Johnson and Cox, due in part to training that creates an us-vs.-them mentality that is deeply inculcated into the organizational culture from academy through service.

The spate of well-publicized police brutality and misuse-of-force allegations and convictions has exacerbated this us-vs.-them feeling in the law enforcement community. When the public responds and police departments go on the defensive, they are more likely to shift into “protect our own” mode, which can further erode an ethical culture.

Johnson and Cox believe that leaders can change the culture by integrating the organization’s ethical vision and goals into training, especially training in decision-making. They write: “As long as police see controlling the ‘enemy’ as the first priority, the ideals of serving the community, of saving the weak from those who would use intimidation, and of the badge as an image of public confidence will not be adopted.”

### *Negative outward symbols of the organizational culture.*

The militarization of many U.S. police departments has served as a symbol to some residents that the police have ultimate power and control. Part of this culture change has been driven by reductions in military force, leading to more surplus equipment, but in part, symbolic changes in dress and demeanor of officers have been driven internally and copied across communities.

“Imagery is important,” writes Radley Balko in a May 18, 2015, *Washington Post* story. “It’s an indication of how the police see themselves, how they see the community they serve, and

how they perceive their relationship with that community. And all of that in turn affects how the community views the police.”

Regaining footing as public servants can start with a shift toward becoming a part of the community, not just community enforcers.

## Changing the Culture

Baltimore, Maryland, spent \$5.7 million in police misconduct lawsuits and related costs between 2011 and September 2014. Though one might assume that the department had been properly chastened and reformed, the death of Baltimore resident Freddie Gray led in 2015 to a \$6.4 million settlement with Gray’s family.

Departments routinely credit this type of problem to a few rogue cops or to a situation that got out of control. The officers who chained Freddie Gray in the back of the police van were doing what other cops in Baltimore had done without critique. That sort of ingrained culture is hard to change, but it is possible, and cultural change is essential for long-lasting transformation.

As law Professor Barbara Armacost put it in a 2003 *George Washington Law Review* article: “Real reform requires police organizations to accept collective responsibility, not only for heroism, but for police brutality and corruption as well.”

James Q. Wilson’s and George Kelling’s “Broken Windows Theory,” which suggests that strictly controlling minor disorders and vandalism can reduce more serious crime, has fallen out of favor as an overly aggressive model that has resulted in some of the disconnect between police departments and those they serve. But author Kelling still has good advice for departments to help them evolve into highly ethical organizations:

- “Emphasize police adherence to a process (application of knowledge, skills, and values), rather than any predictable outcome, because outcomes of police interventions are often wildly unpredictable regardless of officers’ skills, intent, and values.
- “Establish accountability standards that identify competent and excellent performance, violations of organizational rules, and incompetent or uncaring work, including performance within organizational rules.”

Policing is not easy. Officers come out of their academies with a high degree of discretionary power while experiencing high stress to get it right in situations they have never before experienced. Compound this highly charged atmosphere with an altered public perception of police in their communities, and departments are likely to grow more insular. There is the potential for the “Blue Wall of Silence” to become a fortress of silence.

Local government managers have an opportunity to create and support change in police departments out of touch with their communities, changes that will ultimately benefit communities that no longer trust the police. It’s time to get this right, but that means a frank assessment of the strengths and weaknesses of the culture.