Police Organization and Administration

CJ 3600
Professor James J. Drylie
Week 4
Organizational Theory

• To better understand organizations it is important to ask the question *cui bono*, or who benefits

• Blatt and Scott identify four types of formal organizations:
  – Mutual benefit
    • Members are prime beneficiary: Police labor unions – PBA or FOP
  – Business concern
    • Owners are prime beneficiaries: IBM, Microsoft, PSE&G
  – Service
    • Specific group/client: Community mental health center
  – Commonweal
    • Beneficiaries are the public: police departments
Traditional Organizational Theory

• Traditional theory is associated with organizations that are described as:
  – Mechanistic
  – Closed systems
  – Bureaucratic
  – Stable

• There are 3 stems of traditional theory
  – Scientific management
  – Bureaucratic model
  – Administrative or management theory
Scientific Management

• Frederick Taylor (1856-1915)
  – Considered the father of scientific management, Taylor sought the “one best way” to do work.
  – Find the most physically and time-efficient way to sequence tasks
  – Use rigorous and extensive controls to enforce standards.
Authority was not a position in a hierarchy, it is knowledge.

- Functional supervision: people were responsible for directing certain tasks even though it cut across organizational lines
  - Payroll
  - Firearms
- Exception principle: routine matters should be handled by lower-level managers and higher-level managers should only receive reports of deviation above or below standard performance levels.
The Bureaucratic Model

• Max Weber (1864-1920) considered the founder of modern sociology.

• Weber’s bureaucratic model
  – The principle of hierarchy
  – Specified areas of competence
  – Official duties are bound by rational rules
  – Administrative acts, decisions, rules are recorded
  – The “rights” of a position belong to the job, not the person
  – Employees are appointed based on qualifications
  – Members do not own the means of production
Weber’s Rational-Legal Authority

- The bureaucratic model rested on the rational-legal authority vested in the position.

- This in contrast to
  - Traditional authority which is rooted in traditions, illustrated by monarchies.
  - Charismatic authority stems from exceptional sanctity, heroism, or exceptional character of a person.
Administrative Theory

• Also known as management theory
  – Seeks to identify generic or universal methods of administration
  – More compatible with the bureaucratic model than scientific management.
  – Several principles
    • Division of work – specialization
    • Unity of command
    • Unity of direction
    • Esprit de corps
PODSCORB

- Planning – a broad outline
- Organizing
- Staffing
- Directing
- Co-ordinating
- Reporting
- Budgeting
  - Adapted from a functional analysis
Critique of Traditional Theory

- Does not adequately allow for personal growth
- Develops group think
- Does not account for the informal group
- No adequate judicial process
- Does not adequately resolve differences
- Communication & innovation are thwarted
- Cannot assimilate new technology
Open Systems Theory

• Developed in the 1920s
• Organizations are described as
  – Flexible
  – Adaptive
  – Organic
• Three major divisions:
  – Human relations
  – Behavioral systems
  – Open systems
Human relations school

- Developed in reaction to the mechanistic orientation of traditional organizational theory
- Elton Mayo (1880-1949) a Harvard business professor
- Conducted a series of experiments beginning in 1927 at the Western Electric plant in Hawthorne, IL
The Hawthorne Experiments

• Looked at the organization as a social system.

• Two projects
  – Telephone relay study involved 5 women and changes to the work (+-) environment.
    • Experimenters replaced supervisors – less strict
    • They were receiving attention
    • They became a close knot group
  – Switchboard wiring study involved 14 men put a reasonable piece rate for production.
    • Expected to see increased productivity based on economic incentives. The informal group frowned on
      – Rate buster
      – Chisler
      – Squealer
      – Officious
What does this mean

- The level of production is set by social norms
  - Not by physiological capacities
- Often workers react as a group, not as individuals
- The rewards & sanctions of the group significantly affect behavior and limit economic incentive
- Leadership has an important role in setting and enforcing group norms
  - There is a difference between formal & informal leaders
The Needs Hierarchy

• Abraham Maslow (1908-1970) was a psychologist who developed the needs hierarchy to explain individual motivation.

• There are 5 categories of human needs:
  – Physiological or basin human needs
  – Safety needs
  – Belongingness and love
  – Self-esteem
  – Self-actualization
Physiological needs – food, shelter, and water

Safety need – physical, financial, and job security

Belongingness & Love – work group, family, and parents

Self-esteem

Self-Actualization
Motivation-Hygiene Theory

- Frederick Herzberg (1923-2000)
  - Conducted research on the attitudes of workers in 11 different work sites
  - Saw 2 sets of variables operating in the work environment
    - Hygiene factors
      - The term is rooted in the health-care field and is used to refer to factors that create an unhealthy environment
    - Motivators
      - Relates to the work itself
<table>
<thead>
<tr>
<th><strong>Hygiene Factors</strong></th>
<th><strong>Motivators</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisory practices</td>
<td>Achievement</td>
</tr>
<tr>
<td>Policies &amp; Administration</td>
<td>Recognition</td>
</tr>
<tr>
<td>Working conditions</td>
<td>Challenging work</td>
</tr>
<tr>
<td>Interpersonal relationships</td>
<td>Increased responsibility</td>
</tr>
<tr>
<td>Status</td>
<td>Advancement</td>
</tr>
<tr>
<td>Effects of work on life</td>
<td>Opportunity for growth</td>
</tr>
<tr>
<td>Job security</td>
<td></td>
</tr>
<tr>
<td>Money</td>
<td></td>
</tr>
</tbody>
</table>
Immaturity-Maturity Theory

- Chris Argyris (1923-) is a proponent of more open participative organizations.
- Believes that as we advance from infancy to adulthood the healthy individual advances from immaturity to maturity.
- Views formal organizations as having certain properties that do not facilitate growth into the mature state.
• Specialization reduces initiative by requiring individuals to use fewer skills.

• The chain of command leaves people with little control over their work.

• Unity-of-direction means that the objectives of the work product are controlled by the leader.

• Narrow span of control can increase subordinate dependency, submissiveness, and passivity.
<table>
<thead>
<tr>
<th>Infancy-immaturity</th>
<th>Adulthood-maturity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Passive</td>
<td>Self-initiative</td>
</tr>
<tr>
<td>Dependent</td>
<td>Relatively independent</td>
</tr>
<tr>
<td>Behaving in a few ways</td>
<td>Increased behavior</td>
</tr>
<tr>
<td>Erratic &amp; shallow interests</td>
<td>Deeper interests</td>
</tr>
<tr>
<td>Short time perspective</td>
<td>Longer perspective</td>
</tr>
<tr>
<td>Subordinate position</td>
<td>Superordinate position</td>
</tr>
<tr>
<td>Lack of self-awareness</td>
<td>Self-awareness and control</td>
</tr>
</tbody>
</table>
• The needs of the healthy individual and the organization come into conflict.
  – The employee may leave the organization.
  – Workers may develop defensive mechanisms, such as daydreaming, psychosomatic illness, aggressiveness, blaming, or rationalizations.
  – Workers may lower their standards
  – Informal groups may develop and oppose the formal organization
  – Worker may do nothing and remain frustrated
Theory X and Theory Y

Douglas McGregor (1904-1964) Noted two different assumptions that managers make about people:

- Theory X
  - Average worker is lazy and will avoid work
  - People must be coerced, controlled, directed, and threatened with punishment to achieve organizational goals
  - Average person prefers to be directed
• Theory Y
  – The effort in work and play are natural
  – People will exercise self-control in the service of objectives
  – Commitment is a function of the rewards associated with achievement
  – The average person, under proper conditions, seeks and accepts responsibility
  – Imagination and ingenuity are widespread throughout the organization
  – The intellectual potential of workers are only partially utilized
Open vs. Closed Systems

- The closed system assumes complete rationality, optimizing performances, predictability, internal efficiency, and certainty.
  - The closed system sees little need for interaction with its environment.

- The open system seeks and imports new sources of energy and transforms this energy throughout the system

- Seeks input from the larger environment