

**FBI** LAW ENFORCEMENT BULLETIN

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# Policing a Manmade Wonder



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# FBI LAW ENFORCEMENT BULLETIN

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Policing a Manmade Wonder

**The Cover:** Over the years, the Chesapeake Bay Bridge-Tunnel, a manmade wonder, has sustained considerable damage. Yet, no one has been injured in any of these emergencies. See article p. 1. (Photo courtesy of Studio III, Norfolk, Va.)

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William H. Webster, Director

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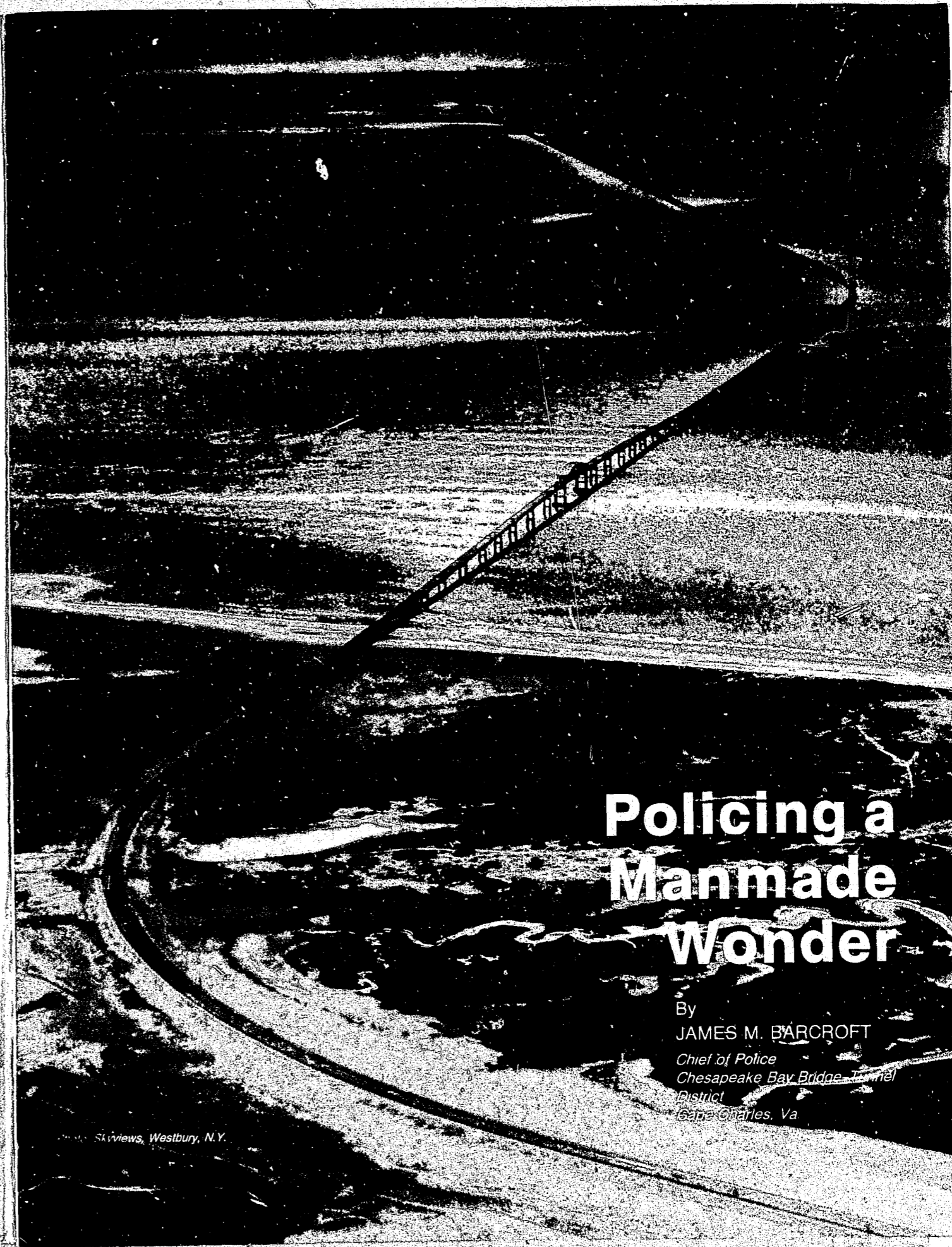
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# Policing a Manmade Wonder

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"... the present promotional systems used by police departments ... are inadequate to allow blacks to rise to a level in their department's rank structure that will be representative of their percentage in the department's work force."

The first part of this article discussed existing barriers that hinder efforts to increase the number of blacks in executive positions. The conclusion deals with available methods that could assist in rectifying this problem.

#### ALTERNATIVE METHODS

##### Present System

The major premise of this paper is that the present promotional systems used by police departments, which include a performance evaluation, a written test, and an oral interview, are inadequate to allow blacks to rise to a level in their department's rank structure that will be representative of their percentage in the department's work force. Many factors account for this dilemma. A review of the literature has indicated that blacks receive average performance rating scores regardless of their level of performance. This, coupled with low test scores of blacks and low seniority, gives one an understanding of why blacks have a low representation in higher ranks.

##### Planning Alternatives

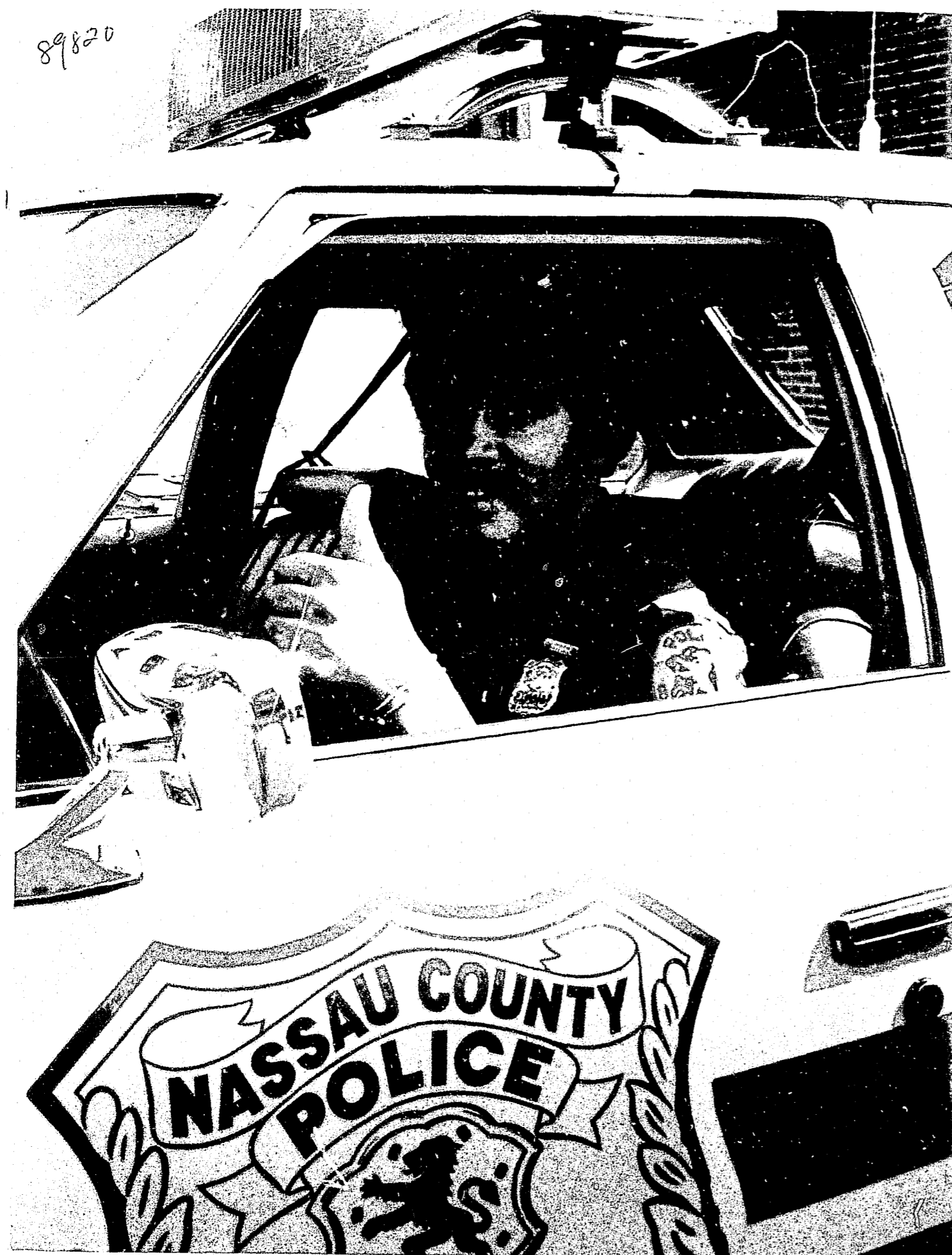
In developing alternatives, there must be a well-planned and executed affirmative action program based upon present case law and problem identification. Alfred W. Blumrosen in his article, "Equal Employment Opportunities in the Eighties: The Bottom Line," stated that "just as the seventies were dominated by the *Griggs* decision, the eighties will be dominated by radiations from the decision in the *United Steelworkers of America v. Weber*,"<sup>31</sup> which was handed down in 1979. That decision protects employers' programs that are geared toward increasing the proportion of minorities in skilled jobs through race-specific actions. Just as *Griggs* adopted a principle known as "adverse impact" to identify discriminatory practices, the *Weber* case supports another principle, the "bottom line," which is geared toward improving the employment position of minorities and women. This principle will permit a direct attack on social indicators of job discrimination, i.e., the higher em-

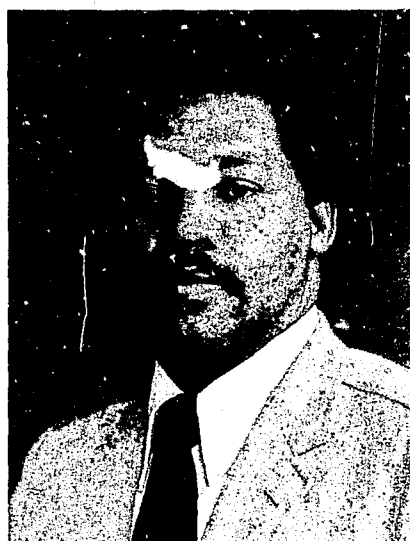
ployment rate, the lower occupational status, and the lower income levels of minorities and women.<sup>32</sup> The premise behind the bottom line principle is that Congress intended to increase employment opportunities for minorities and women, thereby improving their economic and social status. The bottom line principle protects employers who improve employment opportunities from direct discrimination claims by minorities and reverse discrimination claims by white males.<sup>33</sup> This protection may take the form of: (1) A complete defense against discrimination claims; (2) a decision by administrative agencies not to proceed against such an employer; (3) a factor favorable to an employer, which is to be taken into account in a discrimination suit brought against the employer by a minority group member or female; or (4) a basis for denying injunctive relief.<sup>34</sup> A recent Supreme Court case, *Connecticut v. Teal*,<sup>35</sup> could remove this bottom line protection afforded by *Weber*.

## Strategies for Increasing the Number of Black Police Executives

(Conclusion)

By  
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Trooper Moore



Joe Ginter  
Deputy Director

### Optional Selection Systems

Some possible optional selection systems include expanding the rule of 3 to a rule of 10, assessment centers, exempt positions, lateral entry, rank-jumping, and banding of candidates.

The Illinois Department of Law Enforcement expanded its selection rate to a rule of 10 in 1980. This expansion resulted in 12 minorities and women being promoted in the first year of its implementation.<sup>36</sup>

The assessment center approach has shown favorable results; however, the creation of exempt positions that will allow blacks to be appointed to executive-level positions seems to be the surest way to increase their numbers in higher ranking positions. Proposals for lateral entry have been met with stubborn resistance in most police departments; therefore, the likelihood of this being a successful alternative is not promising at this time.

Rank-jumping allows an officer to compete for a higher rank, normally two steps above his present position. Finally, banding candidates together is another option. This allows for a bottom line cutoff score, and all persons in the band are equally eligible for promotion. Under its pending consent order, for example, New Orleans has agreed to promote blacks and whites on a one-to-one basis using "bands" of candidates who pass the test.<sup>37</sup> This process will allow authorities to pick equal numbers of blacks and whites from among those in the band without picking anyone certified as having a lower score.

The military has distinguished between "fully" qualified and "best" qualified. This differentiation lies at the heart of moving blacks more rapidly into higher ranks.<sup>38</sup> Eli Ginzberg in his article, "EEO's Next Frontier: Training and Promotion," stated:

"Nobody should be promoted, in my view, who is not judged competent to perform at the level at which he or she is to be assigned. Such a promotion makes no sense for the individual, the individual's group, or the company. However, I think it does make sense to select minority candidates who are fully qualified for preference in promotion. There is no other way to achieve an improved balance in the higher ranks. Moreover, the justification for such a procedure lies not only in reducing past discrimination but also in recognizing that judgments about the 'best' qualified are likely to be more subjective than those about the 'fully' qualified who constitutes a larger group."<sup>39</sup>

The question of how to increase blacks to positions of authority will long be debated; however, the options that have been discussed should serve as a starting point to enhance the process. The only safe policy for employers to follow in the future is to consider everyone who is hired in any open position to be in the pool of potential promotables.<sup>40</sup>

### SELF-DEVELOPING STRATEGIES

#### Understanding the Organization

Since the passage of the 1972 Equal Employment Act, many blacks have been recruited and hired for positions in police departments, sheriff's departments, and State police agen-



cies through the process of affirmative action. The entry of these officers into these departments has resulted in numerous changes. Many of these changes have resulted in blacks being promoted to firstline supervisory and executive positions. For example, both Washington, D.C., and Atlanta, Ga., police departments showed a 48-percent black representation among their sworn officers. Atlanta's black officer representation at the rank of captain and above represents 59 percent of its hierarchy, as compared to Washington, D.C.'s 33 percent. Detroit's highest civil service police rank, which is lieutenant, shows a 32-percent black representation.<sup>41</sup> These data are not typical of the majority of police departments. It appears that

these particular departments have developed their own strategies for promoting blacks to executive positions. Black officers in other departments continue to face the same problems in their quest for upward mobility as they did in the hiring process. At the heart of the struggle for upward mobility in police departments is "power." The controlling majority do not want to share with blacks or be subject to the legitimate power that comes with upward mobility.

In developing strategies, blacks must understand what barriers they will face in their quest for upward mobility. If they are to succeed, they must understand the nature of organizations. The first obstacle that they should expect to face is resistance to

change and the political nature of the organization. In other words, the political power game is very real in today's organizations.<sup>42</sup> Robert Miles stated that "conditions that threaten the status of the powerful or encourage the efforts of those wishing to increase their power will stimulate the intensity of organizational politics and increase the proportion of decision-making behaviors that can be classified as political as opposed to rational."<sup>43</sup> Affirmative action and the external political process have begun to erode the political power base of the majority in urban police departments. White administrators are mandated to develop policies that will reduce their own power base. This process causes a natural conflict, and blacks should recognize the dilemma of these administrators when developing their strategies.

### Resistance to Change

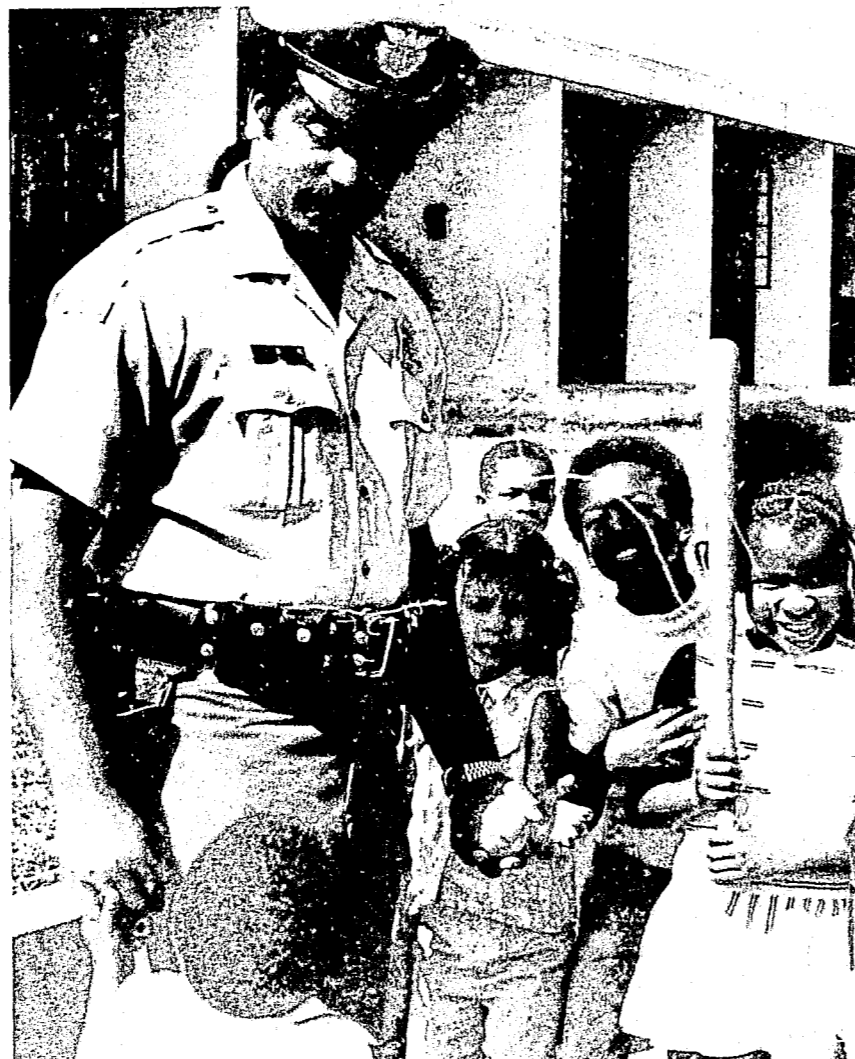
Proposals for change are almost certain to encounter internal and external obstacles for individuals and groups.<sup>44</sup> Rather than being attributable to personality characteristics, the course of resistance may be rooted in the past experiences of those facing change. It is not unreasonable to assume that a good deal of change in an organization is planned for the organization's benefit at the individual's expense. Secondly, lower-level members of organizations may have had direct experience which has led them to associate change with negative consequences.<sup>45</sup> Black officers must realize that no other group will look

out for their interests or advocate change for them. Therefore, black officers must form organizations to relay their message for them.

#### Building Specific Political Strategies

Once black officers understand and accept the theory that contemporary organizations are largely political systems, they can begin to develop specific strategies that can help them acquire the power to operate successfully as executives. One of the most comprehensive lists of strategies for modern managers came from Dubrin.<sup>46</sup> A look at several of these strategies may provide important insight into power and politics in modern organizations.<sup>47</sup>

- 1) *Maintain alliance with powerful people.* This is critical to the acquisition of power in an organization. An obvious coalition would be with members of other important departments or with members of upper-level departments.
- 2) *Manipulation of classified information.* Observational studies by Henry Mintzberg and others have clearly demonstrated the importance of obtaining and disseminating information.
- 3) *Make a quick showing.* This is a strategy to look good on some project or task right away in order to get the right people's attention.
- 4) *Collect and use IOU's.* This strategy says that the power-seekers do other people favors, but it should be made clear that they owe something in return and are expected to "pay up" when asked.



- 5) *Fabianism.* This is a strategy of going slow and easy—an evolutionary rather than a revolutionary approach to change.
- 6) *Camel's head in the tent.* This strategy is one of going one step at a time instead of trying to push a whole major project or reorganization attempt. One small change can be a foothold that the powerseekers use as a basis to get other, more major things accomplished.

Obviously, the strategies discussed are only representative and not exhaustive of the possible strategies for developing one's career. The black officer must educate himself regarding these and other strategies if he is to reach and survive in the upper level of management.

#### Promotional Strategies

In the not-too-distant past, the black community showed concern over the lack of black executives in police departments. Police administrators responded by saying they "would promote blacks to these positions, but they can't pass the examination, or they don't pass high enough to be reached on the promotional register. If

they pass the exams, they will be promoted."<sup>48</sup> In an article on policies for increasing the number of black police executives, it was noted that:

"Service in specialized units or special training has a significant effect on an officer's 'suitability for promotion' and his place on the promotional roster. The opportunity for assignment and training for favored staff functions has been systematically denied blacks. Lack of knowledge and experience in these critical functional areas have been an effective bar to promotion. Discriminatory assignment and promotional practices largely account for the demise of black executives in staff and command positions.

"When blacks do penetrate specialized units, they are often denied opportunities to attend seminars, workshops, or advanced study courses, dubious reasons are often cited; for example, budgetary limitations, availability of slots, or the irrelevance of the program to one's present assignment."<sup>49</sup>

According to the author of the article, the promotional problems that blacks faced in Washington, D.C., led him to form a promotional study group in 1959 that challenged and overcame departmental barriers to promotion. He further stated that "all nine officers that attended the study session were promoted" and concluded by saying that supervisors may continue to give bad performance ratings, but fortunately, "we can overcome this handicap."<sup>50</sup> However, to do so he stated, "blacks must assume the attitude that you might beat me with the rating system, but I'll beat you with the books." Unfortunately, the author is right, and until we have a more

equitable promotional system, we must accept this reality. However, organizations must realize that qualified blacks should not have to bear the burden of overcoming low performance ratings in order to be promoted.

#### Using a Mentor

The term "mentor" dates back to Greek mythology—Mentor having been the wise counselor and friend to whom Ulysses entrusted his own son while he was on a 10-year odyssey.<sup>51</sup>

Other words, such as "sponsor," "coach," and "senior advisor," have been used to describe this type of relationship. When applied to modern-day organizations, the term conveys the image of a senior executive who can counsel and guide younger individuals as they move ahead in their careers.

The existence of mentor relationships in the private sector has been documented. One recent survey of over 1,200 top officials of the Nation's largest companies, for example, indicated that two-thirds of the executives had informal mentors or sponsors at some point in their careers.<sup>52</sup> The obvious conclusion from these studies is that if white males need mentors to succeed in organizations, it is also essential for blacks to have mentors if they are to succeed.

The black officer cannot negotiate the barriers alone; however, these suggested strategies, coupled with organizational efforts, can be a beginning for increasing the number of blacks to executive positions in police departments.

#### ROLE OF HIGHER EDUCATION

##### Education and Law Enforcement

A major relationship has evolved during the past decade between the police and institutions of higher education. Hundreds of colleges and universities have established programs to educate police officers, and thousands of police officers and individuals aspiring to careers in law enforcement have enrolled in these programs. Few efforts to improve police operations in recent years have received such enthusiastic and widespread support as the general notion that police officers should be educated.<sup>53</sup>

It is recognized that it makes little sense to train students exclusively for administrative positions that are not available to them until they have served for years at the operating level in a police agency. It is a recognized fact that future police leaders have a greater need for a broad education that acquaints them with critical issues in the profession than they have for courses on how to run a police agency. The biggest shift is an acceptance of the idea that police personnel at the operating level should have a higher education.<sup>54</sup> Several prominent schools have now established a curriculum to provide police administrators with needed skills to operate efficiently and professionally. Among those offering law enforcement-related courses is the Southern Police Institute, the idea of which originated with a Swedish economist, Gunnar Myrdal. In 1944, Mr. Myrdal, author of *An American Dilemma*, wrote:

"It is my conviction that one of the most potent strategic measures to improve the Southern Interracial

**"Once black officers understand and accept the theory that contemporary organizations are largely political systems, they can begin to develop specific strategies that can help them acquire the power to operate successfully as executives."**

situation would be the opening of a pioneering modern police college in the south, which would give a thorough social and pedagogical training as well as technical police training."<sup>55</sup>

Mr. Myrdal's conviction was one of prophecy, for "The Southern Police Institute was established at the University of Louisville in 1951 to provide education and training for public police administrators from Southern and bordering states."<sup>56</sup> The university has graduated more than 2,500 persons from its Administrative Officers Course; Northwestern had graduated more than 2,100 officers as of 1979.<sup>57</sup>

#### Role Universities Play in Career Development

As a member of the 68th Administrative Officers Course at the University of Louisville, I was 1 of 5 black officers enrolled in a class of 48. This representation is a growing trend of blacks that are attaining executive and managerial positions in departments that use higher education for training.

It is apparent that black managers face additional problems that Caucasian managers do not face, including the social interaction dilemma, credibility due to affirmative action, black cultural values vs. corporate or organizational norms, isolation, overcoming paranoia and defensiveness, and how to incorporate one's black identity into effective management styles.<sup>58</sup>

With the Southern Police Institute being founded on the principle of helping to solve southern interracial problems through training, it would seem appropriate that this school would research the training needs of the black police manager and provide

seminars or other training to help them overcome barriers to upward mobility.

The American Management Association has recognized these needs for black managers in private industry and has developed seminars for these managers.<sup>59</sup> The success of the program is being evaluated; however, it is my opinion that every black police manager would benefit from such a program.

#### Summary

With the influx of black police officers into police departments, and with their desire to become a part of the management team, the best possible training must be afforded these officers. The officers, the organization, and educational institutions must recognize that the problems of the black officer, due to past historical practices and the environmental obstacles he will face once he becomes an executive, must be addressed.

The black officers must take it upon themselves to prepare for the role of executive.<sup>60</sup> Once the barriers are removed by the organizations, they can no longer depend on affirmative action for their upward mobility. They must become politically astute, use mentors, form study groups, and use educational institutions to gain upward mobility.

The educational institutions must play a major role in the process of increasing the number of black police executives. They must use research to measure the discriminatory environment of organizations and develop methods for eliminating its effects. Research must also be conducted for the purpose of determining the type of training black supervisors and executives need to become effective managers. Universities must take the lead

in fighting the obvious backlash that occurs due to blacks being promoted. Finally, these universities must expose their classes to black lecturers and black police executives. The Southern Police Institute was founded for the purpose of education and improving interracial relations. It appears that this concept must be revisited to deal with the internal racial problems in today's modern organizations. **FBI**

#### Footnotes

<sup>51</sup> Alfred W. Blumrosen, "Equal Opportunities in the Eighties: The Bottom Line," *Employee Relations Journal*, vol. 6, No. 4, Spring 1981, p. 34.

<sup>52</sup> *Ibid.*

<sup>53</sup> *Ibid.*

<sup>54</sup> *Ibid.*

<sup>55</sup> 29 FEP Case 1, 1982.

<sup>56</sup> Robert Moore, *FY-83 Affirmative Action Plan*, Springfield, Ill., FY 83, p. 27.

<sup>57</sup> *Supra* note 15, p. 38.

<sup>58</sup> *Supra* note 1.

<sup>59</sup> *Ibid.*, p. 35.

<sup>60</sup> *Ibid.*, p. 36.

<sup>61</sup> Peggy E. Tripplett in a letter to the author, September 30, 1982.

<sup>62</sup> Fred Luthans, *Organizational Behavior* (New York: McGraw-Hill, Inc. 1981), p. 405.

<sup>63</sup> *Ibid.*

<sup>64</sup> Leonard Territo, "Planning and Implementing Organization Change," *Journal of Police Science and Administration*, vol. 8, No. 4, 1980, p. 396.

<sup>65</sup> *Ibid.*

<sup>66</sup> *Supra* note 42, p. 404.

<sup>67</sup> *Ibid.*, p. 407.

<sup>68</sup> Burtell Jefferson, "Policies for Increasing the Number of Black Police Executives," Illinois Department of Law Enforcement, *National Institute of Law Enforcement and Criminal Justice Publications*, Washington, D.C., October 1977, p. 129.

<sup>69</sup> *Ibid.*

<sup>70</sup> *Ibid.*

<sup>71</sup> Rudi Klaus, "Formalized Mentor Relationships for Management and Executive Development Programs in the Federal Government," *Public Administration Review*, July/August 1981, p. 490.

<sup>72</sup> *Ibid.*

<sup>73</sup> Herman Goldstein, *Policing a Free Society* (Boston: Ballinger Publishing Company, 1977), p. 33.

<sup>74</sup> *Ibid.*, p. 333.

<sup>75</sup> George D. Eastment and James A. McCain, "Education, Professionalism, and Law Enforcement in Historical Perspective," *Journal of Police Science and Administration*, vol. 9, No. 2, 1981, p. 128.

<sup>76</sup> *Ibid.*, p. 285.

<sup>77</sup> *Ibid.*, p. 128.

<sup>78</sup> Floyd Dickens, Jr., and Jacqueline B. Dickens, *The Black Manager* (New York: Amaco, 1982), p. 3.

<sup>79</sup> William Regional, "Self-Development Strategies for Black Managers," *American Management Association*, Chicago, Ill., March 22 to 25, 1982.

<sup>80</sup> *Supra* note 58.

## 1982 FBI Crime Index

For the first time in any annual period since 1977, serious crime in the United States dropped 4 percent in 1982, as compared to 1981. This is according to preliminary 1982 Crime Index figures compiled by the FBI Uniform Crime Reporting Program.

Collectively, the Index's violent crimes fell 3 percent in volume. Murder and robbery each declined 7 percent; forcible rape was down 5 percent. Only aggravated assault showed an increase—1 percent.

All property crimes showed decreases. Burglary fell 10 percent; larceny-theft, 1 percent; motor vehicle theft, 3 percent. This accounted for a 4-percent total decline in property crime offenses in 1982.

Last year, the number of arsons committed was down 12 percent from the 1981 level. When arson was considered in the Crime Index total, the overall percent change remained the same.

Regionally, the total Crime Index volume fell 7 percent in the Northeastern States, 6 percent in the North Central States, 2 percent in the Western States, and 1 percent in the Southern States. The Nation's rural and suburban areas each registered annual decreases of 6 percent, while cities with populations of over 50,000 recorded a 3-percent decline.

## Number of Officers Slain Remains The Same

Preliminary Uniform Crime Reporting statistics reveal that 91 law enforcement officers were feloniously killed in the United States and its territories during 1982, the same number of line-of-duty deaths that occurred in 1981. The totals for the past 2 years were lower than for any annual period in the preceding decade.

Fifty-seven of the slain officers were city policemen, 27 were employed by county law enforcement agencies, 5 were State-level officers, and 2 were Federal officers. Law enforcement agencies have cleared 86 of the 91 slayings.

Of the officers slain, 81 were killed by firearms. Handguns were used in 60 of the murders, rifles in 17, and shotguns in 4. The murder weapons used in the remaining 10 incidents included vehicles, knives, personal weapons, and a blunt object.

Fourteen officers were killed attempting to thwart robberies or were in pursuit of robbery suspects, 3 died while handling burglary-in-progress calls or were pursuing burglary suspects, and 19 were attempting other arrests when slain. Seventeen officers lost their lives responding to disturbance calls, and 13 were slain enforcing traffic laws. The remainder were killed investigating suspicious persons or circumstances (10), in ambush situations (9), transporting or handling prisoners (3), dealing with mentally deranged individuals (2), and during a civil disorder (1).

Regionally, 41 officers were slain in the Southern States, 21 in the North Central States, 18 in the Western States, 7 in the Northeastern States, 3 in Puerto Rico, and 1 in the Mariana Islands.

**END**