

listened more to the concerns and suggestions of the line supervisors and officers. The administrator still made the final decisions, but information was generally sought from the line staff and their opinions were considered. Officers working under administrators with this style had a greater sense that their opinions mattered and that the administrator valued their input. An additional benefit of the democratic style was that the administrators had power by virtue of both their position and their charisma, which inspired teamwork and task accomplishment.⁶⁸

CASE STUDIES

The following three case studies deal with corrections personnel roles and functions and will help the reader to consider some of the chapter information concerning employee behaviors. The first case study shows the kinds of problems faced by a middle manager in a prison and the ways in which he or she spends time during a tour of duty; the second and third case studies involve jail and parole scenarios, respectively.

The Wright Way

Lieutenant Bea Wright has been in her current position in the state prison for 1 year and is the shift supervisor on the swing (evening) shift, which consists of 20 officers. There is also a recreation and development lieutenant who oversees the yard, commissary, and other high-use areas during the shift. Wright begins at 4:00 P.M. by holding a roll call for officers, briefing them on the activities of the day, any unusual inmate problems or tensions in progress, and special functions (such as Bible study groups) that will be happening during the evening. Soon after roll call, Wright has the staff conduct the very important evening count—important because inmates have not been counted since the morning. At about 5:00 P.M., Wright determines that there are only four COs in the dining room with 1,000 inmates, so she contacts other units (such as education, library, recreation) and asks them to send available staff to the dining hall for support. After dinner, Wright finds a memo from the warden asking her to recommend ways of improving procedures for having violent inmates in the Special Housing Unit (SHU) taken to the recreation area in the evening. Wright asks two of her top COs who work in the SHU to provide her with some preliminary information concerning the system in place and any recommendations they might have. While walking the yard, Wright observes what appears to be an unusual amount of clustering and whispering by inmates by race; she asks a sergeant to quietly survey the COs to determine whether there have also been unusual periods of loud music or large amounts of long-lasting foodstuffs purchased in the commissary (together, these activities by inmates might indicate that a race war is brewing or an escape plan is being developed). Furthermore, as she is on the way to her office an inmate stops her, saying that a group of inmates is pressuring him to arrange to have drugs brought into the prison and he fears for his safety. Wright arranges for him to be called out of the general population the next day under the guise of being transported to a prison law library, at which time he can meet privately with an investigator and thus not draw suspicion to himself for talking to the staff. At about 9:00 P.M., Anderson, a CO, comes to her office to report that he overheard another CO, Jones, making disparaging remarks to other staff members concerning Anderson's desire to go to graduate school and to become a warden some day. Anderson acknowledges that he does not get along with Jones and is tired of his "sniping," and he asks Wright to intercede. She also knows that Jones has been argumentative with other staff members and inmates of late and makes a mental note to visit with him later in the shift to see if he is having personal problems.

Questions for Discussion

1. Does it appear that Lieutenant Wright, although fairly new in her position, has a firm grasp of her role and performs well in it?
2. In what ways is it shown that Wright seeks input from her subordinates?
3. How does she delegate to and empower her subordinates?
4. Is there any indication that Wright is interested in her COs' training and professional development?
5. In which instances does Wright engage in mediation? In management by walking around?

The Wraung Way

Randall Wraung has been a shift supervisor at the Granite County Detention Facility for the past 3 years. He was promoted to sergeant, performed patrol duties, and had about 10 years' experience in the sheriff's office. Wraung enjoys taking new hires under what he terms his "unofficial tutelage," priding himself on the fact that he knows every aspect of the jail's operation.

Wraung is supervising a newly hired deputy, Tom Sharpe, who is a graduate of the local university's criminal justice program and, like all new hires, is initially assigned to detention. Sharpe finds Wraung to be an interesting and outspoken person. In their conversations about work in the jail, Wraung decides to give Tom some insights.

"I have some good advice for you, kid, and for anyone else going into this job." Wraung continues, "First, try to get out of the jail and into a patrol car as soon as you possibly can. Office politics are extremely bad in here, where you're surrounded and watched by brass all the time. Plus, you can't use any of your university education or academy training 'inside,' so you'll want to get out on a beat as soon as possible.

"Second, I find that you have to be realistic about your chances for having any positive influence with the scum who come through here. Oh, I've worked with lots of people who thought they could change the world in here. Me? Well, I'm a realist. Let's face it. We get the people everyone else has given up on, so what can we be expected to do? I tell visitors that 'We get the cream of the crap here,' and I mean it. Don't set your expectations very high, and you won't be disappointed. I have always been able to keep a good perspective. Hell, the top brass around here and the politicians over at the courthouse give us plenty to laugh at. All you need to do when you're down is look at some of the orders these clowns put out and some of the things our glorious leaders tell the public about treatment, efficiency, blah, blah, blah. I personally don't believe stuff like boot camp and the jail's educational and industry programs even belong here.

"The job tends to get you down if you let it. I have found that you have to find a relief from all the frustrations you experience and the problems created by some of the SOBs who come through here. About once a week, the gang and I hold 'choir practice' at a bar down the street. After about five or six beers, this place and the world look a helluva lot better. People who don't work in corrections can't understand the need to let off a little steam once in a while. Gladly, I am half way to being able to just retire and walk away from this place."

Questions for Discussion

1. Assume that you are Wraung's lieutenant and, while standing in the hallway, you overhear this conversation. What would be your immediate reaction to Wraung's expression of his views of the job and the inmates? To Sharpe? What long-term actions would you take with Wraung and/or Sharpe?
2. If you were Wraung's supervisor, would you feel compelled to look into, leave alone, or halt the "choir practices"?
3. Assume that you are Sharpe; of all the points made by Wraung, are there any with which you agree? Disagree? Why or why not? Is there any value whatever to listening to such candor from someone like Wraung?

4. Is Wraung the sort of employee who should be supervising others? Dealing at all with the public?
5. Do you believe such cynicism is common in corrections? In criminal justice generally? In most other occupations? Explain your answer.

"Cheerless Chuck" and the Parole Officer's Orientation Day

"So, you're the new parole officer with a criminal justice degree from the university? Well, I hope you last longer than the last recruit I had. She meant well, but I guess her idealistic ideas about the job of parole officer couldn't handle the realities of the work. In a way, I understand what she went through. Same thing happened to me 12 years ago when I started this job. There I was, fresh out of college with a brand new diploma with *Social Work* written on it. I figured that piece of paper made me a social worker, and I better get right to work fixing society. It didn't take me long to realize that the real world was different from what I had learned in college. It was like I had been trained as a sailor, and I was about to set out on a voyage, but I couldn't take the time to steer the ship because I was so busy bailing water. The crises we deal with here make it darned difficult to do the work we all see needs to be done. Years ago, when I first started with the parole department, things were a lot better than they are now. Caseloads were lower, fewer people were getting parole who didn't deserve it, and the rest of the criminal justice system was in a lot better shape, which made our jobs a lot easier to do.

"Think about it. We vote in politicians who promise the public that they are going to 'get tough' on crime, and the first thing they do is allot more money for law enforcement stuff: beat cops, car computers, helicopters, and so on. These things are great, but all they do is add more people to a system that is already overloaded. No one gets elected by promising to build more courts or add jail and prison space or hire more probation and parole officers. Eventually, these added police officers arrest more people than the system can handle. The courts back up, which in turn messes up the prisons and the jails. The inmates stuck in these crowded places get tired of living like sardines, so they sue the prisons and jails. Remember, the Constitution prohibits cruel and unusual punishment. A lot of times inmates' complaints are legitimate, and they win. The judge orders the prison to lower its population to a reasonable level, which forces the parole board to consider more inmates for early release. They come knocking on our doors, hoping we can get them out of the mess that politics and budgets have created. Nobody mentions giving the parole department more officers or a bigger budget for added administrative help. No, the bucks go to the flashy, visible things like cops and cars.

"Meanwhile, in the last 10 years, our average caseload for a parole officer has increased 75 percent. We have more people who need supervision, and we are doing it on a budget that has not kept pace with the remainder of the criminal justice system. This wouldn't be so bad if the system was at least adding things to other areas, like the jail or the courts. The problem here is that we depend on the jail to hold our parolees who have violated their conditions. We catch some of them using booze or drugs, and we are supposed to bring them into the county jail to wait for a hearing to decide if they are going back to prison or back on the street. But the jail has its own set of problems. A couple of years ago the U.S. district court slapped a population cap on our jail. If it goes over that population, the jail will not accept our violators. So we send them home. If they get into more serious trouble, we call it a new crime, the police arrest them, and the jail has to take them. Then they have to sit and wait for the court to catch up, since the courts are not in much better shape than the jail. I guess the job would be easier if the prisons were doing their jobs, too. I can't really blame them, since the prisons are funded in much the same way that parole is. We are not 'glamorous' places to send your tax dollars, but if the prisons were getting more money, they might be able to improve the quality of inmate they send to us. Maybe a little more vocational training and substance abuse counseling so that they could stay off the booze and drugs. Possibly then fewer of these parolees would wind up back behind bars a few years later.

"The worst part about the job is the caseload. We presently have so many on parole that I am lucky if I can get a phone call to each of them once a week and maybe a home visit once a

month. You can't tell me that a phone call and a home visit are really keeping these guys from committing crimes. The sad part about it is that with the proper budget and staff, we could really make a difference. We spend so much time bailing water out of the boat that we don't realize that there is no one steering and we are just drifting in circles.

"By the way, my name is Charlie Matthews, but everyone calls me Chuck. I'm a supervisor here as well as the designated new-employee orientation specialist and all-round public relations person. I hope I've not depressed you too much on your first day, but now is a good time to drop your idealism and get to work 'bailing.' What're your views and ideas?"

Questions for Discussion

1. Should Chuck be retained as orientation coordinator? Why or why not?
2. How would changes in politics affect the parole system directly and indirectly?
3. How does an old criminal justice planning adage that "you can't rock one end of the boat" seem to be applicable to what Chuck says about law enforcement getting so much new political funding and the subsequent impact on the courts and corrections components?
4. What administrative problems and practices might be responsible for this agency's situation?
5. Why do crowded jails and prisons make the job of parole officers more difficult?
6. How could practices of the jails and prisons change the success of the parole system?
7. Based on Chuck's assessment of the local situation, where do you believe the greatest misconceptions about courts and corrections exist?

Summary

This chapter examined the criminal justice employees who work in correctional institutions and probation and parole agencies, with particular emphasis placed on administrators. Certainly, as noted in Chapter 10, substantial pressures are now placed on these administrators by the external and internal environments. They must maintain a secure environment while attempting to offer some treatment to their clients, who should not leave incarceration

or probation/parole in a much worse condition than when they entered. At the same time, another increasingly difficult challenge is that these administrators must constantly strive to maintain a competent, dedicated, non-corrupt workforce that will also uphold the primary tenets of incarceration: providing a secure environment while ensuring that inmates are treated with respect and dignity.

Questions for Review

1. What is meant by the term *new old penology*?
2. According to DiIulio, what are some major principles of successful prison administration?
3. What are some of the major problems encountered by prison or jail employees?
4. What problems contribute to corrections officers' stress and burnout, and what can their administrators do to alleviate them?
5. What are the eight types of COs? How do age, length of service, type of assignment, and education affect where one fits in this typology?
6. What are the means by which corrections personnel can become corrupted, and what can their administrators do to address and prevent it?

decentralized decision making, and ongoing career development. Greater consideration by government of privatization (discussed earlier) as an attempt to save money may also affect corrections practices as well as how corrections personnel approach their work: The "threat" of privatization may compel public employees to believe that their job security is endangered, thus stimulating them to provide better services at lower cost in the public sector.¹²⁹

The expanding use of computers is also having a substantial impact throughout the corrections field, performing what were previously time-consuming and labor-intensive tasks. Corrections will also be especially challenged to meet the needs of its changing population, including increasing numbers of female offenders as well as those who have AIDS or are physically impaired, very young, or elderly. Nor is there expected to be any decline in the number of correctional clients suffering from drug or alcohol addiction or mental disorders.

Correctional administrators of the future must try to harness and direct the change process. According to Alvin Cohn, the progressive correctional manager is proactive, views the organization as a system, and plans for and attempts to control its future.¹³⁰

CASE STUDIES

The following case studies will help the reader to understand some of the challenges facing today's correctional administrators and provide opportunities to consider the application of chapter materials.

Double, Double, Toil and Trouble

There seems to be trouble brewing in a nearby medium-level adult prison. Inmate informers have noted several conditions indicating that a riot may be imminent: Inmates are stocking up on long-term items (e.g., canned goods) in the commissary and banding together more throughout the institution by racial groupings; furthermore, inmates are seen standing in or near doorways, as if preparing for a quick exit. Over the past several months, the inmates have become increasingly unhappy with their conditions of confinement—not only with the usual bland food, but also with the increasing number of assaults and gang attacks—and many are either very young, nonviolent offenders or very old and frail. The staff has also become increasingly unhappy, particularly with their low salaries and benefits, perceived unsafe working conditions and attacks on officers, institutional overcrowding, the increasing number of sexual attacks among inmates, and greater amounts of drugs and other forms of contraband found in the cellblocks. They demand that the prison administration ask the courts to give more consideration to house arrest and other intermediate sanctions. They also want the legislature to consider privatization of the prison.

You are the state's prison system director. The governor's office has asked that you prepare an immediate position paper for the chief executive setting forth a plan for dealing with this prison's current situation.

Questions for Discussion

1. What are the critical issues that should be dealt with immediately?
2. How would you proceed to defuse the potential for a riot?

2. What are some of the important *current* themes and issues that you would take to the forum concerning a corrections administrator's job to indicate its complexities and challenges?
3. How would you describe the changing nature of the corrections administrator's role and the *future* issues and challenges of this position?

Summary

This chapter has examined several major contemporary and future issues confronting correctional administrators. It is clear that many, if not all, of these issues do not have easy or quick solutions and will continue to pose challenges to correctional administrators for many years. Included in this discussion were several new forms of diversion termed *intermediate sanctions*.

Corrections agencies bear the brunt of the combined effects of increased crime,

tough mandatory sentencing laws leading to increased incarceration of offenders, a get-tough public and justice system attitude toward crime that permeates the country, overcrowded prisons, and large probation and parole caseloads. As a result, and as this chapter has shown, they must develop new ways to deal with offenders.

Questions for Review

1. What are some primary substantive and administrative issues facing corrections administrators?
2. What are correctional administrators' roles in preventing and dealing with sexual coercion? What is known about the extent and nature of this problem?
3. How can prison administrators interdict and treat the drug problem?
4. What are some challenges confronting correctional administrators with respect to sexual violence?
5. How would you delineate the major arguments for and against inmates being issued condoms? Attack dogs being used in prisons?
6. What administrative considerations apply to the potential problem of hostage taking in detention facilities?
7. What has been the impact of three-strikes laws on jails and prisons?
8. What are some advantages and disadvantages of privatization?
9. Why are intermediate sanctions being used so widely?
10. What do *intensive supervision* and *electronic monitoring* mean?
11. How can shock probation further the goals of corrections? Boot camps/shock incarceration? What successes and problems have been found with these practices?
12. What are some of the future issues challenging corrections administrators?

Related Websites

Building Blocks for Youth
<http://www.buildingblocksforyouth.org/issues/transfer>

Center for Policy Alternatives
<http://www.stateaction.org/issues/issue.cfm/issue/JuvenileTransferReform.xml>

3. What would be your response to the suggestions for prison privatization and the use of intermediate sanctions?
4. What, if anything, might be done to address the concerns of the inmates? The staff?

"Out-of-Town Brown" and the Besieged Probation Supervisor

Joan Casey is a career probation officer. She majored in criminal justice as an undergraduate, holds memberships in several national correctional organizations, attends training conferences, and does a lot of reading on her own time to stay current in the field. Casey began working for the Collier County Probation Department soon after she graduated from college and was promoted to a supervisory position, where she supervises an adult probation unit consisting of eight seasoned probation officers. The unit is responsible for investigating approximately 80 offenders a month and preparing presentence investigation (PSI) reports on them. Collier County's Probation Department made the front page of the local newspapers twice in the past month. Both times it was a nightmare for the chief probation officer, Jack Brown, and the entire agency. "Northside Stalker Gets Probation!" screamed the first headline, and then, just a week later, "Collier County Soft on Crime!" Brown called a management team meeting: "Better PSIs," he said, "or heads are gonna roll!" Everybody got the point. This week Brown is on annual leave and Casey is the designated officer in charge. One of Casey's probation officers has recommended intermediate sanctions for a 23-year-old man who murdered his stepfather with a knife after suffering many years of physical and mental abuse. The young man had no prior record and had been an incest victim since he was 5 years old; he is considered an otherwise nonviolent person, a low recidivism risk. Casey is aware of the probation officer's recommendation and agrees with it. However, she receives a call from a well-known veteran local television anchor—a strong crusader in the local war against crime. He knows the young man will be sentenced tomorrow.

Questions for Discussion

1. What should Casey's response be to the reporter (other than hanging up or telling him to call back) concerning the agency's recommendation?
2. If Casey elects to discuss her officer's recommendation for some form of intermediate sanction, how can she justify such sanctions in general and in this case specifically?
3. Do you feel that the probation officer's recommendation based on these facts is correct? Why or why not?
4. Which form of intermediate sanction would appear to hold the most promise for the offender in this case?

A Corrections Futures Forum

Assume that your jurisdiction is planning a new week-long futures-oriented program, "Leadership Forum for 2015," which will bring together professionals from the business and governmental sectors. Topics to be discussed at the forum include a wide array of area issues, challenges, methods, and concerns. Assume further that you are a prison or probation/parole administrator. After applying for and being selected to attend this program, you are advised that you are to make a 60-minute presentation concerning your profession generally, as well as the future challenges facing your local corrections organization.

Questions for Discussion

1. Using some of the materials discussed in the chapters of this book dealing with corrections organization and administration, how would you briefly explain to this group your role as a chief executive of your agency?

- Superiors usually make demands for loyalty when the agency is under attack, not when the agency is stable and business is conducted "as usual."
- Personal loyalty to superiors ignores the fact that some superiors are not worthy of loyalty; hundreds of supervisors and administrators are fired or disciplined each year for violating agency rules.
- Loyalty is a one-way street (superiors need not return the loyalty).⁵⁹

In sum, there are three types of loyalty for justice practitioners to follow, and to think about before offering their loyalties unconditionally; ranked from most important to least important, they are as follows:

First is *integrated* loyalty, the highest and most virtuous level of loyalty at the workplace. It is the genuine concern of each worker for the values and ideals of the profession, honoring the ideals of accountability, rationality, fairness, and good will. This is the cornerstone of all workplace loyalties and is pursued before any institutional loyalty.

Second is *institutional* loyalty; it is the obligation of each agency member, including subordinates and superiors, to support the agency's mission. Examples include the obligation of police, court, and probation and parole officers to be loyal to agency policies, rules, and regulations. This form of loyalty is the most supportive and durable, and should be positioned ahead of loyalty to superiors.

Finally, there is *personal* loyalty, the lowest level of loyalty in the workplace because it is mechanical in nature. Examples include the obligation of deputy sheriffs to be loyal to their sheriff. This form of loyalty is the most volatile and temporal, and should never replace institutional loyalty.⁶⁰

In the final analysis, criminal justice administrators need to educate themselves in the exercise of workplace loyalties—both as an asset and as a detriment—as it relates to ethics, public service, and the public good. They must act in good faith, and at a minimum must be certain that the loyalties of their subordinates are legally and morally justified.

CASE STUDIES

Following are seven case studies.⁶¹ Some are hypothetical, whereas others are based on real-life situations. They pose ethically relative (shades-of-gray) dilemmas for command, supervisory, and officer-level personnel.

True ethical dilemmas have no clear or obvious solutions. Often, all choices are no-win in nature. Consider the questions posed at the end of each case study.

Setting Up Mr. Smith

Assume that the police have multiple leads that implicate Smith as a pedophile, but they have failed in every attempt to obtain a warrant to search Smith's car and home, where evidence might be present. Officer Jones feels frustrated and, early one morning, takes his baton and breaks a rear taillight on Smith's car. The next day he stops Smith for operating his vehicle with a broken taillight; he impounds and inventories the vehicle and finds evidence leading to Smith's conviction on 25 counts of child molestation and possession of pornography. Jones receives accolades for the apprehension.

Questions for Discussion

1. Do Officer Jones's ends justify the means?
2. What if he believes he is justified in "taking bad guys off the streets"?
3. What if he argues that he is correct in using this approach because he was molested as a child?
4. What constitutional issues are involved?

Rogers and the Risqué Resident

Officer Rogers has commenced a problem-solving project in a comparatively affluent neighborhood that is plagued with transients and prostitutes. One of his first activities in dealing with the problem is to conduct a rather cursory door-to-door survey of residents to learn what they know about these problems. At one residence, Miss Larue, recently divorced, seductively dressed in a nightgown, and slightly intoxicated, says she is a cousin of the chief's and asks the officer to come in to talk and have lunch.

Questions for Discussion

1. What should Rogers do?
2. Assume that Rogers's supervisor, Sgt. Tracy Zane, is driving by, witnesses this conversation, and sees the officer enter the woman's home. What should Zane do?

Bonding with Blackwood

There have been problems between rival gang members in one section of the city. Officer Blackwood works with both sides to alleviate the tension and tries hard to develop programs and rapport and to gain gang members' respect. Eventually, the situation calms down. Soon Blackwood begins observing carloads of young men, many of whom are underage, driving around and drinking in public. When she confronts them, they tell Blackwood that she should "be cool" about their "harmless" drinking because they're cooperating with her and are no longer shooting at each other. They obviously want to take advantage of their new rapport with Blackwood.

Questions for Discussion

1. How should Blackwood respond?
2. At what point do/should the police sacrifice their ethical and legal expectations in attempting to develop rapport and calm in the neighborhood?

Burns Goes Ballistic

Officer Burns is known to have extreme difficulty relating to persons of color and others who are socially different from himself. This officer never received any sensitivity or diversity training at the police academy or within the department. His supervisor fails to understand the magnitude of the problem and has little patience with Burns. So, to correct the problem, the supervisor decides to assign Burns to a minority section of town so that he will improve his ability to relate to diverse groups. Within a week, Burns responds to a disturbance at a housing project where residents are partying noisily. He immediately begins yelling at the residents to quiet down; they fail to respond, so Burns draws his baton and begins poking residents and ordering them to obey his orders. The crowd immediately turns against Burns, who then has to radio for backup assistance. After the other officers arrive, a fight ensues between them and the residents. Several members of both sides are injured, and numerous arrests are made.

Questions for Discussion

1. How could the supervisor have dealt better with Burns's lack of sensitivity?
2. What should the supervisor/administration do with Burns?
3. Are any liability or negligence issues present in this situation?

Justice in Jeopardy?

A municipal court judge borrows money from court employees, publicly endorses and campaigns for a candidate for judicial office, conducts personal business from chambers (displaying and selling antiques), directs other court employees to perform personal errands for him during court hours, suggests that persons appearing before him contribute to certain charities in lieu of paying fines, and requires court employees to act as translators for his mother's nursery business.

Questions for Discussion

1. Which, if any, of these activities is unethical? Why?
2. Taken together, would these activities warrant the judge's being disciplined? Removed from office? (See the outcome at the end of the case studies.)

The Jackboot Jailer

Dale has worked in the county jail for 7 years. He is a dedicated, competent employee who is well respected by colleagues and administrators alike. But personal problems have arisen in his life: His wife of 10 years is filing for divorce, and his young daughter has serious behavioral problems. On this particular day, Dale reports for work tired and irritable after dealing with problems at home. One 18-year-old inmate quickly begins to get on his nerves. Small and "yappy," the boy never stops whining, carrying on for several hours with his high-pitched, increasingly maddening talk. Finally, after telling the boy to "shut up or else" several times, Dale loses control and slaps him hard on the face, leaving a welt and a small cut; the blow is loud enough to be heard by other inmates. For the first time, Dale has lost his temper and taken out his frustrations on an inmate. Another officer is sent to cover his post, and Dale goes to the superintendent's office. He recounts the incident, concluding, "I did it, I hit him hard and I deserve to be fired. Or would you let me resign? I'm very sorry it happened this way."

Questions for Discussion

1. As the superintendent, what would you do? Fire Dale? Allow him to resign? Take some other course of action?
2. How much weight, if any, should legitimately be given to his personal problems?
3. To what extent, if any, would your decision be guided by the institution's subculture?

Malice Over Manners

You have been employed for 2 months as a corrections officer at a detention center with about 15 young offenders, most of whom have psychological problems. You are beginning to fit in well and to be invited to other staff members' social functions. During today's lunchtime, you are in the dining room and notice eight of the youths sitting at one table. One of them is an immature 18-year-old whose table manners are disgusting. Today, he decides to pour mounds of ketchup over his meal, swirling it around his plate and then slurping it into his mouth. He then eats with his mouth open and spits the food across the table while talking. You, the other officers, and even

other inmates are sickened by his behavior. A fellow officer, Tom, gets up and tugs the boy away from the table by his shirt collar. The officer sets the boy's tray of food on the floor and orders him to get down on all fours next to it. "Your manners are disgusting," Tom says. "If you're going to eat like a dog, you may as well get down on all fours like a dog; get down there and lick the food off the plate till it's clean." Tom later tells you that he acted out of frustration and the desire to use a "shock tactic" to change the boy's behavior.

Questions for Discussion

1. What, if anything, should you do in this situation?
2. Did Tom act professionally? Ethically?
3. Should you have intervened on the boy's behalf?
4. What would you do about this incident if you were the superintendent of this institution and it was reported to you?

[Note: Case Study 13.5, describing the activities of a municipal court judge, actually occurred in a Nevada court; the judge was removed from office.]

Summary

This chapter has examined criminal justice employee behavior from an ethical standpoint. Ethics form the foundation for behavior. It is important that police, courts, and corrections administrators and subordinates understand ethics and the role ethics plays in the performance of their duties. It is also important that these leaders understand the incipient and dangerous nature of noble cause corruption, in which their employees (and the community) may support unethical actions if they are deemed worthwhile to accomplish a good end.

Corruption has few easy remedies. As indicated in the chapter's opening quote (which is often attributed to Frank Outlaw but whose origin is in dispute), the bad seek to cloak themselves in secrecy. To avoid rotten apples, criminal justice administrators need to maintain high standards for recruitment and training. And to avoid rotten structures, these kinds of agencies need leaders who will not tolerate corruption, institutional procedures for accountability, and systematic investigation of complaints and of suspicious circumstances.⁶²

Questions for Review

1. How would you define *ethics*? What are examples of relative and absolute ethics?
2. What is the meaning of *noble cause corruption*, and how does it apply to policing?
3. Which do you believe are the most difficult ethical dilemmas presented in the case studies? Consider the issues presented in each.
4. Should police accept minor gratuities? Explain why doing so might be permitted, per

- Withrow and Dailey's model of circumstantial corruptibility.
5. How could community policing pose new ethical problems?
6. In what ways can judges, defense attorneys, and prosecutors engage in unethical behavior?
7. In what substantive ways do the police and corrections subcultures resemble each other?
8. How may corrections officers in prisons be unethical?

CASE STUDIES

The following case studies will help the reader to consider some of this chapter's materials concerning sexual harassment and ADA issues.

A Neanderthal Lives!

You are an administrator in a small minimum-security facility where the day shift is composed of four veteran male officers and one new female officer. The woman is a member of a minority, has a college degree from a reputable out-of-state university, and is married to a member of the armed forces. There have been recent reports from your supervisors of obscene and racially offensive remarks and drawings turning up in the female officer's mailbox, but you have not seen any such materials, nor has the woman complained to you about such occurrences. Today, however, your day shift sergeant storms into your office with a piece of paper he says was just removed from the conference room bulletin board. It shows a "stick figure" woman and contains several racial slurs and comments to the effect that "women don't belong in this man's business, and you should go back where you came from." The woman saw this material, and the sergeant says she is now in the conference room, crying and distraught.

Questions for Discussion

1. What would you do about this situation? Should you ignore it? Call the female officer to your office?
2. If you bring her in and she says that you should just leave the matter alone, should you pursue it?
3. If you determine which officer is responsible for these materials, what disciplinary action (if any) would you deem warranted? On what grounds?

At the Heart of the Matter . . .

A police sergeant suffers a heart attack and undergoes a triple bypass operation. It is now 4 years later, and he takes and passes the written and oral examinations for lieutenant but is denied promotion solely because of his heart attack. The agency claims that because lieutenants can be assigned as shift commanders, they must be able to apprehend suspects and engage in high-speed pursuits. In truth, middle managers in the agency are rarely involved in situations requiring high levels of physical stress. The officer has exercised regularly and has had a strong performance record prior to and after his heart attack. Medical opinion is that his health is normal for someone of his age. The agency has adopted community policing, providing the opportunity for a manager to be assigned to one of several lieutenant positions that do not entail physical exertion. The sergeant sues the agency for violating provisions of the ADA.

Questions for Discussion

1. Is the sergeant "handicapped" within the meaning of the law?
2. Is the sergeant otherwise qualified for the position of lieutenant?
3. Was the sergeant excluded from the position solely on the basis of a handicap? Explain your answer.
4. Should the sergeant prevail in the suit? If so, on what grounds?¹²⁰

assistance, the court ruled that this behavior established a causal link between the officers' inaction and the boy's death.⁹⁰

It is clear that correctional administrators must ensure that their organizations are cognizant of their legal responsibilities and their expanded custodial role in dealing with their detainees.

CASE STUDIES

The following three case studies will help the reader apply some of this chapter's materials to real-world issues involving employee rights, law, policy, and decisions concerning whether disciplinary action is warranted.

Consider the following situation and determine how you, the administrator, would handle it from a disciplinary standpoint.

Lost Love—and a Lost Laborer?

A police officer, Blake, is dispatched to a domestic violence call; on his arrival, a woman runs out of the house screaming, "Help me! He's going to kill me!" Her right eye is swollen. She also tells the officer, "I've had it with his drinking and womanizing and told him to pack up his things and go. That's when he began beating me."

You, a lieutenant, heard the call go out to Blake from Communications, but at shift's end you cannot find any offense report concerning the matter submitted by Blake. You ask Blake about the report, and he tells you that on entering the home he observed another officer, Carter, who works in your agency, who commented, "Thanks for coming out here, but things are cool now. She slapped me once, and I dealt with it. I admit I got a little out of hand, but it's under control. She's nothing but a cheating, money-grubbing louse." Blake admits that he purposely avoided completing a report, deciding to consider it "like an offsetting penalty in football" and to overlook the matter.

Questions for Discussion

1. What would you, as the lieutenant and shift commander, do about this situation?
2. Should you call the female victim, or Officer Carter, into your office for an interview?
3. What action should you take if you do bring them both in, separately, and they deny that the incident occurred?
4. Suppose that you bring the woman in and she indicates that she wants to drop the matter because "it's happened before"; do you pursue it?
5. If you determine that Blake is in fact culpable for not reporting the incident, what actions (if any) should you take? On what grounds?

Bicycle Blues in Baskerville

Baskerville has a population of about 100,000, with an ethnic composition of 52 percent Anglo, 38 percent African American, and 10 percent Latino. The police force, however, composed of 200 sworn officers, has only about 20 percent women and minority officers. The city's central business district has deteriorated since the opening of a new shopping mall on the outskirts of the city, and the chief of police is receiving pressure from the mayor and the governing board to reduce crime in the central business district—where the largest percentage of minorities and lower-income residents in the city resides. The chief of police receives a federal grant to implement a bicycle patrol unit composed of one sergeant and five patrol officers in the central business district. The Baskerville Police Association (BPA) is the certified collective bargaining agent for all police

officers and police sergeants. The collective bargaining agreement has a seniority bidding clause for all shifts and certain designated job assignments, but the agreement does not include a bike unit. Therefore, the city attorney has advised the chief of police that he can select the five officers and one sergeant without complying with the collective bargaining agreement. The chief—under pressure from the city manager, mayor, and council to ensure that women and minority officers are given preference for these new assignments—knows that if he follows the collective bargaining agreement, only the most senior officers and sergeants, all older white males, have a chance of getting the assignments. The chief posts a notice stating that officers can apply for the new bike patrol unit but that he will ultimately make the selection without regard to seniority. Several senior officers and sergeants then file a grievance with the BPA alleging that the chief has violated the agreement's seniority bidding provisions. Next, several female and minority officers approach the BPA president and say that the association betrayed them by not upholding their right to gain these high-profile assignments. The local newspaper editorializes that the chief has made the right decision, if not legally, at least morally. If the dispute heightens, the chief of police knows that his job might be in jeopardy; conversely, the BPA president may face a recall election if he is perceived as letting the chief get away with violating the agreement—and also faces a divided membership if the BPA is perceived as fighting only for its older white male members.

Questions for Discussion

1. What are the key issues in this case?
2. What steps should be taken by the police chief and union leadership in response to this crisis?
3. Who are the key stakeholders in the situation, and what are their interests?
4. What options are available to the police leadership?

Campus Conundrum

You are a new administrator in a medium-sized university police department. The campus normally has about 15,000 students, growing to about 25,000 people for home football games. It is a Saturday afternoon and there is such a game, with all police personnel being deployed in the stadium, as is customary. Suddenly a sergeant (one who is popular, and prone to dumping a load of trouble in your lap and then walking away) storms into your office. He reports that one of your officers—a younger one who has recently been divorced and, as part of his new lifestyle, purchased a motorcycle—has appeared in the football stadium wearing an earring. You also learn that no formal dress code exists for the department.

Questions for Discussion

1. Should the sergeant ignore the matter?
2. Do you tell the sergeant to have the officer remove the earring?
3. Do you summon the officer to your office (leaving fewer people for crowd control)?
4. What might be a compromise action until the game is over or until a dress code is enacted?

Summary

This chapter examined two broad areas of criminal justice administration that pose serious challenges: drug abuse and personnel. The latter is discussed as it relates to discipline, liability, collective bargaining, and labor relations.

It is clear from these discussions that criminal justice leaders need to understand the kinds of initiatives that can be undertaken for handling the problem of drug abuse, as well as what works. Examples of successful

CASE STUDIES

The following case study challenges the reader to consider what he or she would do as an administrator in a city that is experiencing severe financial times, and to confront the question of what kinds of services both inside and outside the agency might be cut or eliminated in order to maintain public safety. This scenario also points out the kinds of crisis management that require so much of an administrator's time and preclude the kinds of strategic planning that should be done.

The Emptying Horn of Plenty

The chief of police in a small (20,000 population) city has seen nearly one-third of the agency's officers leave in the last year. Budget cuts, attrition, and better salaries in other regional agencies have been the impetus for the departures. Furthermore, the city council is proposing a 15 percent cut in the police budget for the coming year. Citizens are already complaining about delays in police responses and about having to drive to the police department to make complaints or to file reports. The county sheriff has offered in the local newspaper to provide backup for the city when needed, but the chief of police believes the sheriff to be power hungry and primarily motivated by a desire to absorb the city's police force into his agency. Severe cutbacks have already been made in the Drug Abuse and Resistance Education (DARE) and gang prevention programs, and other nonessential services have been terminated. A number of concerts, political rallies, and outdoor events—all of which are normally peaceful—will be held soon during the summer months, requiring considerable overtime; the chief's view is that "It's better to have us there and not be needed than vice versa." Federal grants have run out.

One of the chief's staff suggests that the chief propose to the city council a drastic reduction in the city's parks, streets, or fire department budget, those monies being transferred to the police budget. The council, in turn, already wants to explore the possibility of hiring private security services for some events. Exacerbating the situation is the fact that violent crimes are increasing in the jurisdiction.

Questions for Discussion

1. What measures could the chief implement or propose to the council to slow or eliminate the resignations of sworn personnel?
2. How might the chief obtain more revenues or, alternatively, realize some savings for the department?
3. Should the chief go public with the idea of reducing budgets in the parks or other city departments?
4. How should the chief deal with the local sheriff's offer?

The Tourist Trap

You are a veteran in a medium-sized police department, with the rank of major, and are often asked to consult with and assist in writing grants for smaller police agencies that are experiencing problems. The City of White Springs is a rural community of about 3,000 year-round residents. However, given that it is both a prime skiing and shopping location, during the summertime and Christmas holidays, the tourist population will easily double that number on any given day. Normally there are few crime or traffic problems, but during the past few years the growing

number of local beer taverns and nightclubs has increased the incidence of alcohol-related problems—fighting, domestic violence, drunk driving, and so forth. A small military base about 40 miles away has increasingly contributed to these problems. Your force of seven full-time and four part-time reserve officers is becoming strained and burned out during these peak times. More and more time is also spent with false burglar alarms, starting dead batteries, unlocking vehicles, and so on. There is no more money in the budget for additional hires, and the department's \$50,000 overtime budget has been exceeded the past 2 years, causing unhappy council members to dip into other municipal budgets to bail you out. The town's charter requires that all members of the police force be graduates of the state police academy or trained by the department (for reserve officers).

Questions for Discussion

1. What are the major issues involved?
2. What are some possible solutions to the problems?

Summary

This chapter focused on a singularly important area of financial administration, budgeting, and included its elements, formats, and potential pitfalls. Emphasis was placed on the need for administrators to develop skill in budget formulation and execution.

This chapter also discussed the budget process and different types of budgets. No single budgeting format is best; through tradition and personal preference, a hybrid format normally evolves in an organization. Nor should an administrator, under normal circumstances, surrender control of the orga-

nization's budget to another individual or body; the budget is integral to planning, organizing, and directing programs and operations.

Finally, it was shown that particularly hard times have befallen state and local units of government since 9/11 and the recession of 2008 and later. In these times of fiscal exigency, the justice administrator should attempt to become knowledgeable about, and recommend, sound means for reducing expenditures through changes in policy.

Questions for Review

1. What is a budget? How is it used?
2. What is a budget cycle? What is its importance in budgeting?
3. What is involved in formulating a budget? In its approval and execution?
4. List four budget formats used in the past. Which type is used most frequently? What are its major advantages and component parts?
5. What are some of the very serious fiscal problems that units of government are now experiencing, and what are some criminal justice policymakers doing to reform sentencing laws to reduce corrections expenditures?