

**The Bill Blackwood
Law Enforcement Management Institute of Texas**

Value Based Management

**An Administrative Research Paper
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Required for Graduation from the
Leadership Command College**

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ABSTRACT

The purpose of this research is to explore the principles of value based management, and to determine if this concept can be altered to conform to traditional law enforcement personal policies. Law enforcement's extensive leadership training does well defining leadership traits and supervisor techniques, but fails to teach how to communicate and establish values as core beliefs within its organizations. Many publications were explored related to value based management and three of the police agencies examined currently use, or are in the process of using, value based management as part of their organizational structure. The concept of value based management has evolved from a core understanding of *community policing*. All police agencies must first embrace community policing and create a firm base of trust within the organization before introducing these theories. The author's conclusions will demonstrate that this concept is extremely difficult to put into practice. Large adjustments will have to be made within the hierarchy of command and the organizational structures in order to effectively apply the concept of community policing and value based management.

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INTRODUCTION

Law enforcement organizations are challenged with many functions. These functions include providing efficient services to the community, along with looking for ways to improve employee motivation, attitude, and trust. Many organizations are beginning to realize employee trust is a key element toward improving motivation and is directly linked to providing efficient community service. One method used to improve trust is by defining values through mission statements and encouraging management teams and officers to emulate these values as they conduct business within the community. However, the values, goals, and strategic planning expressed through mission statements often go unspoken, are confusing, and the intended meaning is unclear.

Numerous organizations have taken the challenge to develop managers into effective leaders through training and by making attempts to better define their values. In fear of falling behind, law enforcement organizations are determined to keep abreast of current technological and philosophical advances, but are failing in their attempts to define their values and in transferring these values into effective leadership roles. The extensive leadership training provided through the countless institutions across this nation all do very well at defining leadership traits and supervisor techniques, but fail to teach supervisors how to communicate and establish these values as core beliefs within law enforcement organizations. These organizations have become focused on improving services. However, these same organizations have forgotten where the community perspective of effective service comes from.

The purpose of this research is to explore the principles of value based management, and to determine if this concept, used by many Future 500 organizations, can be altered to conform to traditional law enforcement personal policies. This research will conclude with techniques used

to identify organizational values and methods not only to communicate, but also to make the organizational values a part of employees' everyday decision-making process. Special consideration will be given to the concept of whether or not values are more than just written words and further examine whether or not values can be taught and made a part of an organization's core structure.

Articles and publications related to value based management techniques, both in the private and law enforcement organizations, will be examined to establish the core philosophical concepts of these principles. Police agencies that have made (or are in the process of making) their values a part of their organizational structure will be evaluated on techniques they have used to launch this change within their department. Finally, a survey using questions related to employee trust in law enforcement leaders will be developed to assist in defining a true value based management system.

The anticipated findings of this research should demonstrate a growing desire among law enforcement executives to explore methods to gain employee trust and improve the overall quality of service it provides to the community. Ideally, using a value based management system will encourage trust among law enforcement employees, improve customer service and serve as an ethical foundation to an organization.

Communication between first line officers and command staff is a key factor in creating an atmosphere of trust. Establishing a core value based management belief system within any organization should remove barriers of communication between officers and management and assist with the philosophical changes organizations must undergo to stay competitive in the private and public sectors. In order to accomplish these goals, organizations must learn the

fundamentals of how to communicate and establish their values as core beliefs among employees.

REVIEW OF LITERATURE

The two key words, value and trust, have not been academic terms used within traditional law enforcement supervision and leadership literature. When reviewing the glossary of four well known law enforcement publications such as: *Supervision of Police Personnel*, *Elements of Police Supervision*, *Public Personnel Management Contexts and Effective Supervisory Practices*, the words, value and trust, are never found unless one searches deep within the books contents. In the late 1990's, thanks to authors such as Ken Blanchard, Michael O'Conner, and R. M. Kramer, the words values and trust are now headliners when discussing leadership roles within the public sector. Within the last two to three years, a few law enforcement organizations have begun to realize that teaching department values and developing trust among all employees are key elements towards maintaining stable organizations and communities.

'Value based management' is the current phrase used by organizations, both private and public. This technique (used to instill organization trust among employees) is a long and well thought out process that can achieve great success through profits, quality of life, and quality of service. According to Blanchard & O'Connor (2003), law enforcement has come a long way from the days of "command and control approach to one of developing people and teams" (p.120). Blanchard suggests that managers and supervisors change their roles within organizations to ones of "coaches, supporters, and facilitators," as compared to "critics and evaluators" (p. 120). This concept has evolved from authors like James Black when he wrote *Positive Discipline* in 1970 and many who followed this principal and began administering discipline to ensure an increase in moral. In 1997, Tony Simmons, of the Roanoke, Texas Police

Department, enforced the benefits of this concept while working on his administrative research paper with The Bill Blackwood Law Enforcement Management Institute of Texas (LEMIT). His thesis was supported by many interviews with first line supervisors and middle managers and concluded with how positive discipline changed the overall morale in every police department who dared to change.

In order to achieve success through a value based policing approach, organizations must instill trust among its employees and with the public they serve. In today's society it is very difficult to find a day in the financial news that does not described some type of publicity related to major corporate scandals. In R. M. Kramer's *Trust and Distrust in Organizations*, this type of organizational distrust is described and exposes how it may cause a widespread concept of fraud within The United States financial system. Violations of trust within today's market place (or within employees of organizations) affect expectations and shapes behavior. Research has shown that trust plays an important role in determining the perceived risks and rewards an organization is willing to take regarding financial decisions or performance in the work place. Kramer's review found that people with a low degree of trust decrease their cooperation with employers and reduce efficiency within business organizations. When feelings of optimism and positive thinking become commonplace, employees began to achieve great success through profits, quality of life, and quality of service (Kramer, 2004).

Where trust comes from and how trust can be improved upon may be the underlying key to a value based management system. Trust is one of the most difficult topics to research, overcome or to establish. Organizational and interpersonal levels of trust are interrelated and affect each other (Gray and Garsten, 2001). The contents of the news journal, *Trust, Control and Post-Bureaucracy* argues that a full understanding of organizational trust is not possible without

reference to the individuals who are members of the group. Subsequently, a full understanding of personal trust is not possible without an awareness of the organizational background in which such personal trust or distrust develops. The aforementioned journal begins to explain the more complicated issues when trying to overcome either personal or organizational distrust (Garsten & Grey, 2001).

METHODOLOGY

The primary purpose of this examination is to address the concept of value based management. The question presented considers whether or not values are more than just written words and further examines whether or not values should be taught and made a part of an organization's core structure. This hypothesis is simple and hopes to conclude that this type of system will improve customer service and serve as an ethical foundation to any organization. There are many articles and books on various topics related to ethics and values. To find credible sources, the author will focus on the key terms such as *value-based management* and *principle based policing*. Both topics should lead to publications or organizations practicing or describing this concept.

A few printed publications and articles have interpreted this concept by describing what it takes to become a value-based-organization and have explored its relationship with organizational trust. The concept of trust or distrust within organizations is not a simple topic and can cause a researcher to take many turns. In order to keep this topic focused, a straightforward questionnaire will be designed to answer five uncomplicated questions which include the following: 1) What do you feel is the core reason for employee distrust of management? 2) What percentage of your subordinates, have expressed their concern with either organizational or individual distrust? 3) When improving communications with subordinates,

what type of distrust would be easier to overcome? 4) What process would best assist you when attempting to improve employee organizational trust? 5) What process would best assist you when attempting to improve employee individual trust? Multiple choice answers will be developed that will direct a controlled response either towards two or four specific attitudes (see Appendix A). The size and nature of the survey sample will be reserved for police supervisors and students enrolled in the Bill Blackwood Law Enforcement Management Institute of Texas (LEMIT).

A second informal survey will be given to over 50 officers within the Arlington Texas Police Department, which asks many of the same questions listed above. This survey will be administered verbally to offset the hesitance (from first line officers) to be candid with written questionnaires. The primary focus will be to understand why first line officers are often collectively untrusting toward administration.

FINDINGS

The response rate from the surveys was high with approximately 90 percent of all surveys returned. Each question was analyzed and compared to reviewed publications. The survey given on organizational and individual distrust did not support what was thought to be a key element for the core reason of employee distrust of management. The vast majority of all questioned felt the key element was to overcome individual trust rather than organizational or institutional trust. Overall, the distrust of management or the organization as a whole was not really relevant and this outcome will definitely cause many to search within them-selves when trying to understand the lack of employee motivation and productivity. The last two questions asked examined what process would best assist the officer when attempting to improve employee institutional trust and individual trust. The majority of supervisors responded by suggesting that a better understanding

of the decision making process (made by command staff), outlining their core values, vision, and a strategic plan would better assist them when overcoming institutional distrust. However, when addressing the issue of overcoming individual distrust, most felt better communication with their immediate supervisors and with their subordinates was needed.

In the verbal survey asked among many first-line patrol officers, a high percentage express a concern over distrust with their immediate supervisor. Even with this overall feeling of individual distrust, the majority questioned also stated that it would be easier to overcome individual, rather than institutional trust issues.

During the survey process, what proved to be difficult was locating police organizations currently practicing a value based management policy. Three organizational Mission Statements were examined and explored for key concepts of this management system: Sonoma County Sheriff Department, California, Arlington, Texas, and Wheaton, Illinois. Each department has explored this concept and has become known for their innovative ideals towards Community Based Policing, and their attempts towards Value Based Policing. The case study on Wheaton Illinois is the foundation for this research paper. Results of an Executive Summary on the “Citizen Perceptions of Wheaton (IL) Police Department” was explored to discover the effectiveness of their five years working with their value-based-management system.

A summation of the majority of all publications and articles written on value based management systems (within police agencies) determined that it evolved from a core understanding of community policing. Without this core concept, the idea of leading an agency into a value-based system would never be reached. For instance, a police agency must first embrace the concepts within community policing before introducing theories such as trust and values among its employees.

Within the public sector, organizations have developed detailed statements describing their mission, vision, and core values. The mission statement should announce why an organization exists, while the vision statement articulates the organization's philosophy and the course it will take to realize its future. A statement of core values declares an organization's fundamental system of beliefs and provides a principle-based guide for decision-making and conduct consistent with the organization's mission and vision. The three principles with the managing-by-values process involve gaining clarity of the organization's values, communicating effectively to both internal and external customers, and aligning values with daily practices. "In an organization that truly manages by its values, there is only one boss – the company's values" and "real change doesn't happen until it happens inside people. It's a change not in what people see but in what they see with...organizations don't make managing by values work – people do" (Blanchard & O'Connor, 2003, p.144). These are three simple concepts, but also three concepts that cannot be reached by the vast majority of both public and private organizations. Unless police organizations constantly demonstrate their commitment to values like honesty, integrity, fairness, and cooperation, they will continue to fail in strengthening employee trust.

The evaluation of the three aforementioned police agencies; Sonoma County Sheriff Department, California, Arlington municipal police department, Texas, and Wheaton municipal police department, Illinois, all have established core values such as commitment, integrity, efficiency, leadership, and compassion. The Sonoma County, California Sheriff Department's core values all center on their commitment to quality service and to the betterment of their community. Their mission statement/core values are listed as "In partnership with our communities, we commit to provide professional, firm, fair and compassionate law enforcement and detention services with integrity and respect." Their officers give a detailed account on how

they use these values with their decision-making skills. During an unrelated training session in 2003, Sonoma County Sergeant Robert Gordon, gave an in-depth account on how these values are taught during the onset of their training and are discussed when making critical decisions among senior staff members. Sonoma County Sheriff Bill Cogbill understands the basic concepts with value based management and has installed core values throughout his organization, beginning with the recruit officers. Sergeant Gordon explains that the listed values during the initial stages of training and becomes second nature when applying the concept to decision making skills. Since the value based management concept has been with the Sonoma County Sheriff's officers for many years, there was no actual before and after data.

The City of Arlington, Texas Police Department is a leader among law enforcement agencies across the United States regarding community policing polices and mentors other agencies on the applications of these concepts. Within recent years, the Arlington Police Department, under the guidance of Police Chief Dr. Thereon Bowman, introduced a new mission statement (along with strategic goals and departmental values). This mission statement lists: service, integrity, respect, education, leadership, accountability, teamwork, and innovation. Dr. Bowman introduced the value statement to the Command staff and made specific attempts to introduce the values throughout the department. When speaking with first line supervisors within the Arlington Police Department, they have yet to begin to grasp the true meaning of the value statement and how they apply to the decision making process. Most pull a printed card listing the mission statement and values from their shirt pocket and are prepared to read from this card if ask to recite departmental core values. The Arlington Police Department has not yet failed, but will need to focus more on implanting these values through the training and mentoring of younger officers.

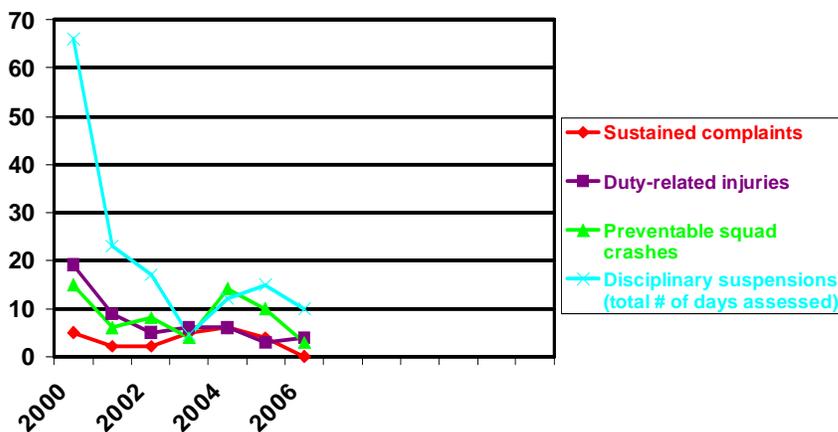
The most successful in defining these values is the Wheaton, Illinois, Police Department. This Department was the focus of many law enforcement agencies when in January, 2000 their Chief made a decision to remove all of their *General Orders, Standard Operating Procedures, and Personal Policies* and replace them with eight employee principles. These eight principles now govern their day-to-day operations and guide their decision making process. The principles of this organization have enhanced their values and formed the basis of their management style serving “as the foundation and axiom upon which the department establishes its policy, strategy, tactics and actions” (Principles of the Wheaton Police Department, Appendix B). The summary statement of these principles affirms: *The department as a whole, and each officer and employee of the Wheaton Police Department, by adhering to these principles will be effective and successful and will avoid the negative consequences of not following these directions, which include the loss of public respect, public cooperation, ineffective law enforcement and/or disciplinary action* (Principles of the Wheaton Police Department, Appendix B).

This remarkable accomplishment could not have been completed without a high degree of organizational trust. In October 2004, Wheaton Illinois Police Chief Mark Field lectured at The Center for Law Enforcement Ethics conference (Southwest Law Enforcement Institute, Plano, Texas). Chief Field described his reasons for this change and how all-current decisions made and employee conduct issues now center on these principles/values.

In April 2005, Southern Illinois University Center for Public Safety’s Police Study prepared an executive summary titled, “Citizen Perceptions of the Wheaton (IL) Police Department” to assess the views of the residents of the city. The conclusion is that an overwhelming satisfaction with the Wheaton Police Department. Survey data was provided by Chief Field showed: 97.3% Wheaton police officers are “honest, 92.8% - police officers can be

trusted to make the right decisions, 95% - have a great deal of respect for the Wheaton Police Department, 84.7% - say it is an excellent place to live, 11.5% - say it is a good place to live, and 71.8% - say they feel safe in Wheaton. Not only has the management within this department succeeded with public satisfaction, but it has gained the trust and respect of its officers. Chief Field provided a graph illustrating current trends related to sustained complaints, duty-related injuries, preventable squad crashes, and disciplinary suspensions.

Trends – Key Indicators 2000 ? June, 2006



Each of these agencies is renowned for their commitment to community policing, leadership, and for their commitment to innovative ideas. However, only two agencies, Wheaton and Sonoma, focused on gaining the trust of their employees and empowering their employees to use the values with their decision making skills.

DISCUSSION/CONCLUSIONS

The purpose of this research was to explore the principles of value based management and to determine if this concept, used by many Future 500 organizations, can be altered to conform to traditional law enforcement personal policies. This research concludes with techniques employed to identify organizational values and methods used not only to communicate, but also to make the organizational values a part of an employee's everyday decision-making process. Are values more than just written words and can values be taught and made a part of an organization's core structure? After reading and summarizing publications and/or articles on value based management, the author concludes that this concept is much more difficult to put into practice. Applying this concept to police organizations will take a huge adjustment in organization structures as well as within the hierarchy of command.

In today's society, officers are demanding fair treatment and require much more from their supervisors, including an overall feeling of trust. Job performance, stress and the overall quality of decision-making skills begin to suffer after employee suspicion and skepticism sets in. Is there a cure for distrust? Once violated, can trust be regained? Because distrustful individuals tend to turn away from the experiences that have violated their trust, they are unable to generate new experiences that could rebuild their confidence. According to Kramer (2004) "Consequently, presumptive distrust tends to become perpetual distrust" (pp. 569 – 598).

Authors who have researched this topic all agree that managers can achieve trust by demonstrating concern, maintaining an open line of communication and behaving consistently.

In *Law and Order*, Gove (2006) wrote an article titled "Follow the Leader." The article focused on how individual patrol officer are more influenced and motivated through their first-

line-supervisors and exposes how the Sergeant's control often influenced the overall positive and negative attitudes of their agencies. The thought behind this article may be the key for implementing a value based management system in a law enforcement organization.

Introducing and selling the agencies values to first-line-supervisors, trainers, and natural leaders is the key to "readjusting personal attitude, perceptions, and commitment..." (p. 144).

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APPENDIX/APPENDICES

A

A. Survey.

The following survey is a part of the graduation requirements for The Bill Blackwood Law Enforcement Institute of Texas. Facts gathered from the survey will be used in an administrative research paper devoted to examining trust within a law enforcement organization. The questions have been designed for first line supervisors. I would appreciate your assistance with this questionnaire and any comments and/or advice with the listed topic.

Please forward completed forms to Sergeant Jerry L. Hataway #895, Arlington Police Department through an email address of, hatawayj@ci.arlington.tx.us or fax 817-459-5716.

Check the answer which best fits your opinion. Additional comments are welcomed.

- 1. What do you feel is the core reason for employee distrust of management?**
 - a. Overall distrust of management or organization [Institutional trust]
 - b. Distrust focused on one or more person or persons. [Individual trust]

- 2. What percentage of your subordinates, have expressed their concern with either distrust based on Institutional or Individual trust?**
 - a. [Under 25%] b. [Between 26% and 50%] c. [Between 51% and 75%] d.[Over 76%]

- 3. When improving communications with subordinates, what type of distrust would be easier to overcome?**
 - a. Institutional.
 - b. Individual.

- 4. What process would best assist you when attempting to improve employee Institutional trust?**
 - a. Better understanding of the decision making process made by Command Staff by outlining their core values, vision, and strategic plan.
 - b. Better communication between first line supervisors and subordinates.

- c. Specific training on communication techniques for supervisors.
- d. Ignore the issue of the employees' expressed distrust with the organization.

5. What process would best assist you when attempting to improve employee Individual trust?

- a. Better understanding of the decision making process make by Command Staff outlining their core values, vision, and strategic plan.
- b. Better communication between first line supervisors and subordinates.
- c. Specific training on communication techniques with supervisors.
- d. Ignore the issue of the employees' expressed distrust with the individual.

APPENDIX/APPENDICES

B

PRINCIPLES OF THE WHEATON POLICE DEPARTMENT

Principle Base Defined

The principles of the Wheaton Police Department embody the department's philosophy, vision and values. These principles serve as the foundation and axiom upon which the department establishes its policy, strategy, tactics and actions.

In completing its mission - to protect and serve the community of Wheaton - the department as a whole and each of its members as individuals are responsible for adhering to all principles, and their associated values.

By adherence to these principles and values, the department will endeavor to create a partnership with the community and maintain the level of public trust necessary for the continuation of the department's role.

Principle 1 - Respect

Police employees are delegated with duties and powers, granted by the public, to protect and serve the community. Dedicated to such empowerment, police employees shall hold in high esteem each person they serve. Respect for life and the dignity of person's serves as a basis for decisions, action, and our treatment of others.

Often the police are called upon to be caregivers, in rendering aid or settling disputes. Respect for another's situation coupled with compassion for those involved or affected, encourages public cooperation and continued support of the law enforcement mission.

Associated Values

1.01 ATTENTION TO DUTY. As most police work is performed without close supervision, the responsibility for the proper performance of an officer's duty lies primarily with the officer. An officer carries a responsibility for the safety of the community and their fellow officers. The officer best discharges this responsibility by the faithful and diligent performance of his/her assigned duty. Anything less violates the trust placed in the officer by the people, and nothing less qualifies as professional conduct.

1.02 COURTESY. Effective law enforcement depends on a high degree of cooperation between the Department and the public it serves. The practice of courtesy in all public contacts encourages understanding and appreciation; discourtesy causes contempt and resistance. The majority of the public are law-abiding citizens who rightfully expect fair and courteous treatment by Department employees. While the urgency of a situation

might preclude the ordinary social amenities, discourtesy is not excusable. The practice of courtesy by an officer is not a manifestation of weakness; it is, on the contrary, consistent with the firmness and impartiality that characterizes a professional police officer.

Principle 2 - Balance

The department recognizes its function being divided into three areas: order maintenance, law enforcement, and community service. Each employee balances his/her efforts based on the public's requests, expectations and trust. The quality of community life warrants a reasonable approach to the department's deployment of personnel, resources and efforts.

Associated Values

2.01 PREVENTION OF CRIME. Peace in a free society depends on voluntary compliance with the law. The primary responsibility for upholding the law therefore lies not with the police, but with the people. Since crime is a social phenomenon, crime prevention is the concern of every person living in society. Society employs full-time professional police to prevent crime, to deter it, and when that fails, to apprehend those who violate the law.

Crime is a symptom of ills within society which are not the responsibility of the Department to cure. The Department is responsible, however, for interacting with the community in a partnership to generate mutual understanding so that there may be public support for crime prevention. Community involvement is essential to facilitate a free flow of information between the public and the Department to assist in the identification of problem areas and to inform the public of crime statistics and trends. Additionally, knowledge of the community is necessary so that each Department employee may be instilled with a sense of concern for the crime problems and law enforcement needs in their assigned area of responsibility.

The prevention of crime remains a basic obligation of society. When it becomes necessary to rely on police action to secure compliance with the law, society has failed in this responsibility.

2.02 DETERRENCE OF CRIME. While there are certain crimes that cannot be deterred, crimes committed against property and against innocent victims in public places are reduced by police patrol. Street crime is curbed by the potential criminal's fear of immediate apprehension or by the increased likelihood of his detection. The deterrence of crime requires the investigation of behavior which reasonably appears to be criminally directed. In deploying patrol forces to deter crime and to inspire public confidence in its ability to ensure a peaceful environment, the Department must endeavor to strike a balance between the desirable deterrent effect of visible patrol and any undesirable appearance of oppression. In the long-run, however, it must be the people, not the Department, who determine the limitations on their freedom.

2.03 APPREHENSION OF OFFENDERS. The administration of criminal justice consists of the identification, arrest, prosecution, punishment and rehabilitation of a law violator and it has as its objective the voluntary compliance with the law as an alternative to punishment. Once a crime has been committed, it is the duty of the Department to initiate the criminal justice process by identifying and arresting the perpetrator, to obtain necessary evidence, and to cooperate in the prosecution of the case.

As the certainty of swift and sure punishment serves as an effective deterrent to crime, the Department must diligently strive to solve all crimes and to bring the perpetrators to justice.

2.04 RECOVERY AND RETURN OF PROPERTY. The actual costs of crime are difficult to measure; there cannot be a dollar value assigned to the broken bodies, ruined lives, and human misery which are its products. However, it is possible to observe the steadily mounting cost of stolen property. This loss as well as the other costs of crime must ultimately be borne by its victims. To minimize the losses due to crime, the Department makes every reasonable effort to recover stolen property, to identify its owners, and to ensure its prompt return.

2.05 MOVEMENT OF TRAFFIC. To facilitate the safe and expeditious movement of vehicular and pedestrian traffic, the Department must enforce traffic laws, investigate traffic accidents, and direct traffic. To enforce compliance with traffic laws and to develop driver awareness of the causes of traffic accidents, the Department appropriately warns, cites, or arrests traffic law violators. Traffic accidents are investigated to protect the rights of the involved parties, to care for the injured, to determine the causes of accidents so that methods of prevention may be developed and, when a traffic law violation is discovered, to gather necessary evidence to prosecute the violator. The Department maintains traffic enforcement efforts to direct vehicular and pedestrian traffic and to provide information to the public in assisting them to arrive at their destination safely and expeditiously.

2.06 PUBLIC SERVICE. Often, because there are no other public or private agencies available, the public relies upon the Department for assistance and advice in many routine and emergency situations. For this reason and because there is frequently a potential for crime, the Department regularly responds to incidents where it is not contemplated that an arrest will be made. Saving lives and aiding the injured, locating lost persons, keeping the peace, and providing for many other miscellaneous needs are basic services provided by the Department. To satisfy these requests, the Department responds to calls for service and renders such aid or advice as is necessitated or indicated by the situation.

2.07 PRIORITY OF HANDLING CALLS FOR SERVICE. It is not always possible for the Department to respond to every call for service; therefore, the Department must endeavor to organize available resources to provide efficient service. Priority of call assignment depends on many factors, and it is normally the responsibility of the on-duty field supervisor or communications personnel to make such assignments; however, an

officer in the field may be required to decide whether to continue on an assigned call or handle a citizen's complaint or other observed event and cause the call to be reassigned. Such determination should be based upon the comparative urgency and the risk to life and property of the assigned call and the intervening incident. When it is impossible for an officer to handle a citizen's complaint or an observed event, the officer should, if circumstances permit, either give directions for obtaining such assistance or personally initiate the necessary notifications.

Principle 3 - Fairness

The police are respected in a free democratic society only when fairness flows from the police to the public. Police decisions, actions and rapport must be fairly applied to all persons without prejudice or bias. Each member of the department is entrusted to be equitable, fair and just in their interactions with all persons regardless of age, race, gender, creed, physical condition, economic status, or political affiliations.

The Wheaton Police Department prides itself on providing fair, impartial treatment to all persons in each and every contact.

Associated Values

3.01 OFFICER CONTACTS WITH THE PUBLIC. In each contact with the public, an officer must be aware that his/her actions, appearance, and statements are those of the Department. For this reason, and because of the inherent potential for conflict in many police contacts, an officer should develop a fair, impartial, and reasonable attitude and perform tasks in a businesslike manner. Statements to the public and other members of the department must be the result of considered judgment and be absent of personal opinion, bias, or editorial comment. Extended conversation which reflects the officer's personal opinions will normally be considered inappropriate.

3.02 RESPONSIVENESS TO THE COMMUNITY. The Department should be responsive to the needs and problems of the community. While the Department's task is governed by the law, the policies formulated to guide the enforcement of the law must include consideration of the public will. This responsiveness must be manifested at all levels of the Department by a willingness to listen and by a genuine concern for the problems of individuals or groups. The total needs of the community must become an integral part of the programs designed to carry out the mission of the Department.

3.03 OPENNESS OF OPERATION. Law enforcement operations in a free society must not be shrouded in secrecy except where necessary as a tool in a particular enforcement situation. Crime statistics and traffic statistics will be reported to the public accurately. The Department should strive to make known and accepted its objectives and policies.

Principle 4 - Integrity

The police profession must stand and represent to the people a strong, incorruptible force upon which the people can rely for protection, support and aid. Honesty, openness and stability on the part of the police provide a foundation for continued public trust, confidence and cooperation. In its relations with its own members, the public, and the criminal justice system, the department must remain straightforward, sincere and honorable. This most honorable and demanding profession requires that only those with integrity serve in its ranks.

Associated Values

4.01 COMPLIANCE WITH LAWFUL ORDERS. The Department is an organization with a clearly defined hierarchy of authority. This is necessary because unquestioned obedience of a superior's lawful command is essential for the safe and prompt performance of law enforcement operations. Superior officers shall recognize that the most desirable means of obtaining compliance are recognition and reward of proper performance and the positive encouragement of a willingness to serve. However, negative discipline may be necessary where there is a disregard of lawful orders, commands, directives, written policy or training bulletins, or lack of accountability or responsibility.

4.02 USE OF INTOXICANTS. There is an immediate lowering of esteem and suspicion of ineffectiveness when there is public contact by a Department employee evidencing the use of intoxicants. Additionally, the stresses of law enforcement require an employee to be mentally alert and physically responsive. Except as necessary in the performance of an official assignment, the consumption of intoxicants is prohibited while an employee is on duty. Nor is an officer to consume intoxicants to such a degree that it impairs his/her on-duty performance.

4.03 FINANCIAL OBLIGATIONS. Public employees have stable incomes upon which they may forecast future earnings. For this reason, and because of public confidence in their responsibility, it is relatively easy for Department employees to contract financial obligations which, if not controlled, may become an impossible burden. Such financial distress may impair the individual's effectiveness and tends to bring discredit upon the Department. Employees shall avoid incurring financial obligations which are beyond their ability to reasonably satisfy from their anticipated Department earnings.

4.04 REFUSAL TO WORK. The alternative to law and its enforcement is anarchy and its resulting devastation. An officer's commitment to public service and professional ethics precludes his/her engaging in strikes or similar concerted activities. For these reasons, police officers do not have the right to strike or to engage in any work stoppage, sick out, or slowdown. It is the policy of this Department to seek the removal from office of any officer or civilian employee who plans or engages in any such strike, work stoppage, sick out or slowdown.

4.05 DISCIPLINE. It is essential that public confidence be maintained in the ability of the Department to investigate and properly adjudicate complaints against its members. Additionally, the Department has the responsibility to seek out and discipline those

whose conduct discredits the Department or impairs its effective operation. The rights of the employee as well as those of the public must be preserved, and any investigation or hearing arising from a complaint must be conducted in an open and fair manner with the truth as its primary objective. The Department accepts complaints against its members and fully investigates all such complaints to the appropriate disposition.

4.06 LOYALTY. In the performance of the duty to serve society, an officer is often called upon to make difficult decisions. Discretion must be exercised in situations where the officer's rights and liabilities and those of the Department hinge upon the officer's conduct and judgment. An officer's decisions are not easily made and occasionally they involve a choice which may cause personal hardship or discomfort. An officer must be faithful to the oath of office, the principles of professional police service, and the objectives of the Department, and in the discharge of one's duty officers must not allow personal motives to govern their decisions and conduct.

Principle 5 - Ethical Performance

In a position of public trust, police officers are held to a higher standard of conduct. Police conduct must be consistently within the law and set the example for others. Decisions made by police officers have extensive and varied implications for those persons involved and the community at large. Ethical performance and behavior by the police provides a foundation upon which the community's quality of life rests. When the police represent and stand for noble principles, repel corruption and adhere to the law, the community and its quality of life remain firm.

Associated Values

5.01 POLICE ACTION BASED ON LEGAL JUSTIFICATION. What is reasonable in terms of appropriate police action or what constitutes probable cause varies with each situation. Different facts may justify either an investigation, a detention, a search, an arrest, or no action at all. The requirement that legal justification be present imposes a limitation on an officer's action. In every case, an officer must act reasonably within the limits of his/her authority as defined by constitutional law, statute and judicial interpretation, thereby endeavoring to ensure that the rights of both the individual and the public are protected.

5.02 PROFESSIONAL STANDARD OF SERVICE. The Department cannot be aware of each circumstance in the City where police action or assistance may be required. The Department is dependent upon members of the community for such information. The people, in return, expect the Department to respond to requests for police service within a reasonable time and to satisfactorily perform the necessary service. A person calling for police assistance expects to be provided with a service. As a practical matter, the extent of the service may necessarily be limited, but, regardless of its extent, a professional quality of service should be rendered in all cases.

5.03 THE NATURE OF THE TASK. Law enforcement operations consist of many diverse activities which are directed toward the attainment of Department objectives.

Activities such as patrolling, conducting field interviews, and issuing traffic citations are not objectives in themselves; rather, they are methods of achieving the real objectives of preventing and deterring crime, arresting criminal offenders, and preventing traffic accidents.

Decisions in law enforcement operations frequently must be made in an instant, and the lives of officers and others may depend upon the quality of those decisions. An officer is confronted in stress situations with both criminal and non-criminal behavior, and he/she must be capable of making a reasonable response in both cases. An officer must base his/her conduct and action in each instance upon the facts of the situation as they reasonably appear, relying upon experience, training, and judgment to guide one toward morally justified and lawful decisions and actions.

Principle 6 - Reverence for the Law

In enforcing the law, the police must act within the law as set forth by the framers of our Constitution, the Bill of Rights, state statute and judicial interpretation. Their purpose is to provide for enforcement of the law with fundamental fairness and equity. Through the Bill of Rights the dignity of the individual person in America was placed in a position of importance.

A peace officer's enforcement should not be done in grudging adherence to the legal rights of the accused, but in a spirit of seeing that every accused person is given those rights as far as it is within the power of the police.

In the discharge of our enforcement of criminal statutes, the peace officer must scrupulously avoid any conduct which would make him a violator of the law.

The end does not justify the means. Since we enforce the law, we must not break it ourselves. We are responsible to enforce the law and work within its boundaries.

Associated Values

6.01 RESPECT FOR CONSTITUTIONAL RIGHTS. No person has a constitutional right to violate the law; neither may any person be deprived of his constitutional rights merely because he is suspected of having committed a crime. The task of determining the constitutionality of a statute lies with the court of proper jurisdiction, not with an officer who seeks to properly enforce the law as it exists. Therefore, an officer may enforce any federal, state, or local statute which is valid on its face without fear of abrogating the constitutional rights of the person violating that statute. An officer who lawfully acts within the scope of his/her authority does not deprive persons of their civil liberties. The officer may, within the scope of his/her authority, make reasonable inquiries, conduct investigations, and arrest on probable cause. However, when an officer exceeds that authority by unreasonable conduct, the sanctity of the law is violated.

6.02 INDIVIDUAL DIGNITY. A recognition of individual dignity is important in a free system of law.

An officer must treat a person with as much respect as that person will allow, and must be mindful that the people with whom one is dealing are individuals with human emotions and needs. Such conduct is not a duty imposed in addition to an officer's primary responsibilities, it is inherent in them.

Principle 7 - Community Policing

Community policing is a philosophy, an old time-tested philosophy which bases itself on the following:

Public Approbation of Police. The ability of the police to perform their duties is in part dependent upon public approval of police existence, actions, behavior and the ability of the police to secure and maintain public respect. The ability of the police to secure public approval and cooperation is directly related to the efforts of the agency to earn and maintain public support.

Crime Prevention: The basic mission for which the police exist is to prevent crime and disorder. The true measure of an effective law enforcement team is the minimization of crime.

Public Are the Police: The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police. The police are the only member of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interest of community welfare.

People Working with Police: The task of crime prevention cannot be accomplished by the police alone. This task necessarily requires the willing cooperation of both the police and the public, working together toward a common goal.

People Working with People: Since the police cannot be expected to be on every residential or business block every hour of the day, a process must be developed whereby each person becomes concerned with the welfare and safety of his neighborhood. When neighbors work together, they can prevent crime.

Associated Values

7.01 ROLE OF THE INDIVIDUAL OFFICER. Community relations is manifested in its most common form in the numerous daily encounters between individual officers and citizens. It is at this level that reality is given to the unity of the people and the police and where the greatest burden for strengthening community relations is laid.

In dealing with people each officer must attempt to make his/her contact one which creates respect for the officer as an individual and professional and one which generates the cooperation and approval of the public. While entitled to personal beliefs, an officer cannot allow individual feelings or prejudices to enter into public contacts. However, since an officer's prejudices may be subconsciously manifested, it is incumbent upon the

officer to strive for the elimination of attitudes which might impair impartiality and effectiveness.

7.02 TRAINING IN HUMAN AND COMMUNITY RELATIONS. The selection process for police officers is designed to choose the most qualified and to eliminate those who are physically, emotionally, mentally, or socially unfit. Those selected, however, are representative of the community at large and as such, are subject to having the same prejudices and biases found in much of society. Exposure to crime and its aftermath can tend to harden and render insensitive an officer whose sympathetic understanding is needed to properly perform his/her duties. The Department must provide initial and continuing training in human and community relations to help officers avoid this hardening of attitude and to imbue in each officer an understanding of their partnership role in the community.

Principle 8 - Test of Police Effectiveness

The true test of police effectiveness is the minimization of crime and the presence of public order. It is not the evidence of police action in dealing with crime and disorder. Ultimately, the department and each of its members are responsible to the people.

Associated Values

8.01 PRIMARY OBJECTIVE. A large urban society free from crime and disorder remains an unachieved ideal; nevertheless, consistent with the values of a free society, it is the primary objective of the Wheaton Police Department to as closely as possible approach that ideal. In so doing, the Department's role is to enforce the law in a fair and impartial manner, recognizing both the statutory and judicial limitations of police authority and the constitutional rights of all persons. It is not the role of the Department to legislate, to render legal judgments, or to punish.

Summary Statement

The department as a whole, and each officer and employee of the Wheaton Police Department, by adhering to these principles will be effective and successful and will avoid the negative consequences of not following these directions, which include the loss of public respect, public cooperation, ineffective law enforcement and/or disciplinary action.