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Women in Police Management

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ABSTRACT

A new era has arrived embracing the need for diversity in the workforce. The increasing application of community policing, the need for diverse ideas at all levels of the organization, and a solid representation of a large segment of the community necessitates the focus of developing women for police management. For these reasons the need for women in police management and a better understanding of manageable solutions to enhance the opportunity for women to achieve career goals in management positions must be examined.

In order to assess the need and provide potential solutions for preparing women for police management positions interviews with women in law enforcement were conducted and results were compared with available literature. The women interviewed indicated a clear need for more women at all levels of law enforcement including advancement into management. The study supported the importance of recruiting initiatives, informal support systems and formal career development in order for women in policing to achieve these career goals.

Law enforcement agencies will continue to be challenged with the need to bring diversity and enhanced communication and leadership qualities to the decision making level of their department. Recognizing the need and developing women for advancement in policing will help meet the needs and demands of the future.

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INTRODUCTION

Is there a need for the advancement of women into police management positions? How can women in policing be developed to promote into these positions?

A new era has arrived embracing the need for diversity in the workforce. The increasing application of community policing and the change from traditional methods of solving community problems presents the need for diversity of ideas at all levels of the police organization. The men and women in Law Enforcement are indeed members of the community they serve. Women represent a tremendous segment of the community thus presenting the need for representation of this part of the community.

The social aspects and practices inherent in the early years that began to define a role for women in the field of policing set a foundation and level of acceptance for women in an institution perceived as “masculine” in orientation. The enactment of legislation and the movement towards a more community-centered philosophy of policing brought change and opportunity increasing the number of women in policing, yet, female representation in policing remains minimal. Ineffective recruiting efforts fail to attract qualified female applicants. More innovative ways of reaching female applicants is needed. The successful hiring of female applicants will increase the numbers of women in policing offering a better opportunity for organizations to advance women into management positions. Informal support systems provide encouragement, confidence and acceptance. The informal interaction of role models and leaders play a major role in the development of women in terms of obtaining career goals. It can be argued that the informal support system of an organization will often influence who will advance into management positions.

The lack of formal career development in an organization hinders opportunity for women. Performance feedback and leadership development by superiors is essential. Experience in various units can provide skills and knowledge needed for women to develop into viable candidates for management positions.

The purpose of this research is two fold: to examine the need for women in positions of police management and provide the understanding and manageable solutions needed to enhance the opportunity for women to achieve career goals in management. Methods of research will include the examination of literature in the areas of the history of women in policing, recruiting efforts, informal support systems, formal career development within the police organization, and interviews with women in policing. The result of this project is likely to reveal there is a slow progression of women advancing into police management. There is a need for review and improvement in the areas of recruiting, informal support systems and formal career development for women. The recognition and implementation of this research will result in more women achieving career goals which will bring a more diverse element at the management level, provide a balance of leadership for the department and offer a more visible representation of a large segment of the community.

REVIEW OF LITERATURE

Gold (1999) noted that the dire need for reform for female prisoners in the late 1800s brought about the first role of women in policing as police matrons. Matrons were charged with caring for the female prisoners and ensuring they were kept separate from men. The appointment of police matrons was significant to the role of women in policing. It officially recognized the importance of women in policing to handle female and juvenile offenders, the matrons paved the way for women to move from volunteers to

paid professionals in the Criminal Justice System, and this began the movement toward placing women into non-traditional law enforcement roles (Gold, 1999).

According to Levit (1998) early constitutional cases regarding women in the work environment placed gender in the biological category. In 1869, Myra Bradwell passed the Illinois State Bar exam but was prohibited from obtaining a license to practice law. In 1873, the U.S. Supreme Court affirmed that the privileges and immunities under the 14th Amendment did not extend to the practice of law. The legal rights of women were minimal because women were believed to have inferior physical capacities. Justice Bradley claimed that men were the natural protectors and defenders of women and women were naturally delicate, timid and unfit for many occupations (Gold, 1999).

Gold (1999) reported that Marie Owens, a Chicago police officer widow, was appointed by the mayor of Chicago in 1893 to assist detectives with cases involving women and children. She was on the department's payroll for 30 years and received a pension upon retirement. In 1905, Lola Baldwin in Portland, OR became the first female in the U.S. with the powers of arrest. Her appointment was to protect the women and children at the Lewis and Clark Expedition. In 1910, Social Worker Alice Stebbins Wells became the first official female officer. She was appointed to the Los Angeles Police Department yet wore no uniform and carried no gun. She was often depicted as a boney, muscular and masculine figure. To obtain her position with the LAPD, Wells collected one hundred signatures of prominent citizens and submitted the petition to the mayor. Wells has been credited as the founder of the International Association of Policewomen which is known today as the International Association of Women Police (Gold, 1999).

Hamilton (1924) suggested that the policewomen of the early 1900s were viewed as social service workers who were there to assist the policemen; not replace them. They were expected to seek a quiet and unassuming manner to prevent crime. In so doing, her proven sincere, honest, and earnest good work would dispel any antagonism that may have originally existed from the men (Hamilton, 1924). In 1924 Mary E. Hamilton, New York City's first policewoman, wrote of her career experiences in "Policewoman." In answering the ultimate question of why policewomen were necessary, her answer was - progress (Hamilton, 1924).

As Gold (1999) has noted, by the end of WWI there were policewomen in two hundred cities throughout the nation; however, the Great Depression began reducing the numbers of women in policing. By 1932, the International Association of Policewomen was disbanded due to lack of funding. Other public agencies assumed the social worker roles that women had filled in policing. The women's bureaus that had been formed became far removed from the crime fighters' police profession leaving the women's bureaus as miscellaneous complaint bureaus. Police women declined throughout the states between the 1930s and 1940s. For a brief time during WWII, women reentered law enforcement as auxiliary police to assist the policemen but were terminated following the war. The 1950s and 1960s brought women back in to policing as clerical and communication personnel, meter maids, parking attendants or officers in crime prevention and juvenile units working cases involving females and juveniles (Gold, 1999).

The 1960s brought significant changes for women in law enforcement. Gold (1999) indicated in 1961, Felicia Shpritzer sued the New York City Police Department on behalf of all policewomen that were barred from taking the civil service sergeant

promotional exam. As a result of the lawsuit, Shpritzer and Gertrude Shimmel, who topped the civil service list, became the first two women sergeants. By 1965 President Lynden B. Johnson had formed the President's Crime Commission. The Commission called for the recruitment of women and minorities and the expansion of women's assignments. The Commission asserted that the recruitment of women and minorities was for the "good of police-community relations" (p.20). In 1968, the Indianapolis Police Department assigned the first female police officer to patrol (National Center for Women & Policing [NCWP], 2003).

Further enactment of several pieces of legislation would begin setting precedence that would affect women in policing. The Omnibus Crime Control and Safe Street Act of 1968, as noted by Gold (1999), were created to implement the recommendations of the President's Crime Commission of 1965. The Law Enforcement Assistance Administration (LEAA) was created to supply state funding for criminal justice planning, innovation and training. The LEAA funded numerous criminology and criminal justice programs in community colleges and universities. The LEAA programs and the regulations of the Equal Employment Opportunity drew many women into associate and bachelor degree programs in Criminal Justice (Gold, 1999). The Equal Employment Act of 1972 amended the Civil Rights Act of 1964 bringing equal opportunity to women in law enforcement careers. Prior to this change in law in 1971, women accounted for only 1.4% of sworn officers in municipal agencies and 2.7% of sworn officers in suburban agencies (Dunham & Alpert, 1997). According to Dunham & Alpert (1997), prior to the Equal Employment Opportunity Act of 1972, most women were eliminated from eligibility as police officers because of height and weight requirements. Courts ruled that departments failed to prove that height and weight

requirements correlated to superior job performance.... As legal pressures mounted in the early 1970s to assign women to patrol, nine studies were conducted evaluating women on patrol in departments of varying size and geographical locations. In all but one phase of evaluation, the evaluators concluded that female patrol officers were equally effective as the male patrol officers. The study also found that the public was equally satisfied with the female patrol officers (Alpert, 1997). The NCWP (2003) pointed out that studies have shown citizens prefer that female officers respond to calls involving potentially dangerous situations because women are better able to defuse these situations. One study indicated that 93% of respondents strongly preferred a man and woman team respond to citizen concerns (NCWP, 2003). A recent study of seven major U.S. police departments indicated that only 5% of citizen excessive use of force complaints involved female officers with 2% of the complaints being sustained. Only 6% of the dollars paid out by large police agencies in court judgments and settlements in excessive use of force complaints involved female officers (NCWP, 2003).

In 1972, the *National Center for Women's Policing* survey indicated police agencies with more than 100 sworn officers consisted of only 2 % sworn female officers (NCWP, 2001b,). In 2001, NCWP (2001b) reported that women accounted for only 12.7% of all sworn officers in law enforcement agencies with 100 or more sworn officers. Women comprised only 8.1% of all sworn personnel in agencies with fewer than 100 officers. These figures indicated that women represented only 11.2% of sworn law enforcement personnel in the U.S. This was considerably small compared to the 46.5% of women that were in the labor force. Women in large police agencies declined from 14.3% in 1999 to 13.0% in 2000 to 12.7% in 2001. This rate would take several generations for women to achieve equal representation in large police agencies. Sworn

women in large police agencies held only 7.3% of top command positions, 9.6% of supervisory positions and 13.5% of line officer positions. Sworn women in small and rural agencies held only 3.4% of top command positions, 4.6% of supervisory positions and 9.7% of line officer positions. Fifty-five and nine tenths percent of the larger agencies reported no women in command level positions and 97.4% of small and rural agencies had no women in command level positions. This indicated that women continued to be excluded from policy-making decisions in police agencies (NCWP, 2001b).

Diversity of ideas and balance is needed for any organization to be in tune to the needs of the people they serve. NCWP (2001a) has stressed that women often have different life experiences than men, thus offering a different perspective to policing. The presence of women in policing often brings about change in departmental policies and procedures that are beneficial to men and women (NCWP, 2001a). National and international research has demonstrated that women officers use a style of policing that is more likely to de-escalate confrontation, rely less on physical force, less likely to utilize excessive force, and respond more effectively to violence against women (NCWP, 2001).

In the *Messenger* article, *Feminine Traits Beneficial in Policing*, Garrison (2000) examined the research of Susan L. Miller, associate professor of sociology and criminal justice. Miller spent several years in a mid-sized Midwestern city with a population of 250,000 interviewing a diverse group of officers and citizens and doing ride-a-longs with patrol car and foot patrol officers. Miller's interest was in determining if traditionally female characteristics such as cooperation, compassion, trust, non threatening demeanor and interpersonal communication had a place in police work where traditional

masculine traits such as toughness, physical intimidation and aloofness seemed to be preferred and prized. Miller found that “feminine” traits were at the heart of a successful community policing program. Initially, only officers of color and female officers were attracted to the community policing programs which was developed to resolve tensions between the citizens and officers and improve the resident’s quality of life. More white male officers became involved as the program grew. Male officers who had been “traditional police officers” found that community policing could be life-altering. While most of these officers would not describe their new interpersonal skills as feminine in nature, they had developed skills they used in the neighborhood that had not normally been used in patrol car assignments (Garrison, 2000).

Although society has become increasingly accepting of women in more nontraditional type roles, the gender role stereotypes tend to remain consistent (Farmer & Associates, 1997). Miller (1998) has asserted that those feminist traits once used to exclude women from patrol duties have moved to the forefront and been elevated as essential to community policing practices and agendas (Miller, 1998). Miller (1998) also suggested that gender based constructs within policing need to be reevaluated. Despite the assignment of feminine type traits associated with women and the reintroduction of these qualities as ideal for a community policing officer, the community policing model involving the use of different approaches to policing should be gender neutral (Miller, 1998). Legal actions have brought about change, but this may not be sufficient. Women’s access and influence is paramount to reaching positions that contribute to shaping policy (Belknap, 1996).

Recruiting Efforts

Recruiting efforts play a major role in the success of women in law enforcement careers. NCWP (2001a) suggested a recruitment committee comprised of individuals committed to increasing diversity by gender and race in the agency be formed to develop a recruitment program. Recruiters should be trained in information such as the reason women may not have considered careers in law enforcement and issues unique to police women (NCWP, 2001a).

Many agencies must adhere to Civil Service rules and regulations. NCWP (2001a) emphasized that Civil Service rules often mandate how agencies rank and hire their eligible applicants. Higher scores did not necessarily make one person more qualified than another. Banding groups of scores or expanding the "Rule of 3" to 5 or 10 should be considered to increase diversity in hiring (p. 78).

Most agencies require some type of psychological and medical testing in their selection process. Psychologists and doctors providing psychological evaluations and medical exams should be selected who show no bias toward women for law enforcement positions (NCWP, 2001a). Background investigators also play a crucial part in the recruiting and selection process. It is important that these investigators are free of bias towards women in these positions (NCWP, 2001a).

NCWP (2001a) asserted that a diverse group should be selected for any oral interview board. Each member should be trained on how to ask non-discriminatory and job-related questions. An emphasis should be placed on those skills most suited for a community policing type of service (NCWP, 2001a). Furthermore, each agency should examine their entire selection process for potential adverse impact on women applicants

including the percentage of women and men who pass each step of the selection process (NCWP, 2001b).

Recruiting efforts have often placed a very large emphasis on the physical strength of applicants. As such, NCWP (2001a) noted that approximately 14% of the armed force members are women. Recruiting those from the military may bring applicants who are physically fit, disciplined and mature with higher character yet the paradox is the military values have been likened to the traditional model of crime fighting with the emphasis on fighting, rather than those values congruent with community policing (NCWP, 2001a). Sufficient research has indicated that police officers are not typically killed in the line of duty because of physical weakness but due to poor judgment or circumstances beyond their control. There are no documented cases indicating negative outcomes due to a female officer's lack of strength or aggression (NCWP, 2003). The "less than lethal" technology that is now available has reduced the requirement and reliance on the use of physical force that negatively impacts women (NCWP, 2001a, p. 83).

High achieving women, as suggested by Farmer & Associates (1997), receive a dual message telling them to exert their intelligence, improve their skills and develop a successful career while they must also devote their time and energy to their children. Literature tends to support an increase in role conflict in women (Farmer & Associates, 1997). Research is needed on the feasibility of child care availability in organizations where women are in the minority. This variable affects the retention and career development of women (Farmer & Associates, 1997).

For women to aspire to a career, it is crucial to have role models that demonstrate an incorporation of family and work in their lifestyle (Farmer & Associates,

1997). Only 14% of sworn officers nation wide are female making female officer role models less visible to the community and those women seeking career opportunities. Additionally, officers tend to encourage the recruitment of friends and relatives and mentor them in the selection and training process. Therefore, an agency that is predominately male will tend to recruit male applicants (NCWP, 2001a).

The Institute for Women in Trades, Technology & Science (IWITTS, 2002) in collaboration with the Albuquerque, New Mexico Police Department developed and tested strategies that would increase the number of female recruits in the academy. Short term strategies included assessment of departmental recruiting practices, women in policing career fair, development of marketing strategies, featuring females in brochures, flyers and posters, and free media coverage. Target initiatives included gyms, stores, clubs, the military, bookstores, malls, hair salons, women's centers, colleges and women connected to the employer such as civilian workers, ride-a-longs, aunts, sisters, wives and daughters. Their long term strategies included developing ties with the school system, internet job postings and developing ties to the adult job training community. IWITTS found that free media coverage featuring female officers was the number one strategy for successfully recruiting females into traditionally male-dominated jobs. The Albuquerque PD's participation in the IWITTS recruiting strategies increased the number of women recruits from 10% to 25% in just two recruitment classes.

Agencies with high turnover rates in female officers continue to recruit females thus giving the false impression that affirmative action measures have made strides. In order for agencies to address this misperception they must move beyond recruitment efforts to long term retention strategies (Doerner, 1995). Slahor (2003a) pointed out in

2002, LAPD Mayor James Hahn partnered with Chief William Bratton to set a new direction for the LAPD and improve services to the city. Attrition and recruitment problems were prevalent. Hahn attributed increase in female applicants to the department's restoration of community policing, the availability of physical fitness training programs to applicants prior to the academy, mentors partnered with recruits in the academy, improved disciplinary policies, flexible scheduling and day care.

Mineard (2003) observed that the decline in the number of police applicants across the country and the emergence of the Generation X has prompted the need for reevaluation of recruiting practices. Employees of the Generation X value participative opportunities in their work roles, stable shifts to plan their personal lives and day care benefits. Policies easing restrictions of residency requirements will more likely attract this generation of applicants who desire the personal freedom and ability to decide what is best for their families.

A 1998 survey done by the International Association of Chiefs of Police revealed that those agencies that actively recruit women have women officers that are more likely to seek promotion in the agency (NCWP, 2001a).

Informal Support Systems

It is becoming clearer in the modern policing environment that women who perceive they are treated equally with men in job placement, promotion and mentoring are more likely to remain in the law enforcement profession (Gold, 1999). Bardura's *Model of Perceived Self-Efficacy* as reasoned by Farmer & Associates (1997) emphasized four basic experiences that were critical to influencing career interest. They included hands on experience or performance accomplishment, observing or hearing others describe a task, verbal encouragement by others that he or she can accomplish

the task and the freedom to attempt the task without anxiety or pressure. A null environment or indifference to a woman's career aspirations or achievements would not foster her commitment to a career.

Farmer & Associates (1997) reported that a research study done by Hollinger and Fleming (1992) on six high achieving career women found that the career development of these women were influenced by family, high school counselors, teachers, personal obstacles, and role models or lack of role models. "Despite their empowering attitudes toward women, the influences they experienced growing up were not always supportive of women. In fact, many times they received confusing messages - expectations for them to achieve but also negative attitudes suggesting that women could not achieve in the work world....As a high achieving individual, one is supposed to be assertive, independent, self-motivated, and intelligent and career oriented, but as a woman, these characteristics seemed less feminine." (Farmer & Associates, 1997, p.102). These women expressed personal characteristics of self-doubt and fear of failure although they recognized their accomplishments and achieved success. The women described how their paths to success were paved with obstacles of sexism and racism. Several accepted these obstacles as progression towards their goals. In planning for their future, all the women expressed interest and concern in how they would be able to balance their work and family life. Farmer & Associates (1997) also noted that a study by Hackett, Esposito, and O'Halloran (1998) demonstrated that self-efficacy or a person's self-belief that they 'can do it' was more of an influence in career choices than their actual abilities. The researchers found that positive experiences with career role models spurred career commitment and educational aspirations.

Betz and Fitzgerald (1987) claimed that the level of recruit-peer group interaction was directly related to the level of early turnover. A person's passage into the organization was facilitated by peer interaction. This interaction reduced the strain and tension prevalent in assimilating in an organization. In a predominately male organization women were not present in sufficient numbers allowing for a significant peer group of women. This often made it difficult for women to integrate into groups composed largely of their male colleagues. This not only presented a career adjustment barrier but removed a valuable coping mechanism. Mentoring within an organization not only would provide support for new officer's integration into the department but would foster confidence and self-esteem, provide access to information and resources, affirm the officer's potential and enhance empowerment (Bennett & Hess, 2001).

According to Dunham and Alpert (1997) many female officers are not afforded the opportunity to act with decisiveness and confidence because of the protectiveness of many of the male officers. Some men adopt the practice of paternalism that prevents equality in the workplace. They may seek to "help" or "protect" women from difficult tasks in exchange for their submissiveness or dependence. This often in return serves to control women in the workplace and stigmatize them as inferior.

Chalmers (2001) suggested in *Marketing Masculinities: Gender and Management Politics in Marketing Work*, that understandings of sexual differences tended to be hierarchical with masculinity viewed as typically higher in value than feminism. This resulted in the social ordering of opportunities and rewards elevating the masculine. Equating masculine with value and authority not only impacted the way one felt, thought and acted in gender relations, it implied the designation of power. Men and women had different access to achieving their goals. Men and women were positioned differently in

power relations. Men were typically in a position to develop closure strategies with other men in order to increase their potential for mobility.

A poll taken by Law & Order Magazine, as noted by NCWP (2001a), reported that 9% of male officers openly accepted females as officers, 34% accepted the women slowly and 38% had problems accepting the women. Many women do not seek promotion because there is not a supportive climate in the agency encouraging women to aspire to promotions. There should be an advocacy for the promotion of women in an agency. In some agencies Chiefs, Sheriffs, or command staff personally contact and encourage individual women to take promotional exams. Some agencies have mentoring systems that encourage women to seek promotion and some high ranking women set personal goals to seek out, support and mentor women for promotion. Leaders inspire, challenge, enable, encourage and model (Kouzes & Posner, 1995). Mentoring will take place at all levels of an organization if the agency's chief administrator and command staff act as mentors and send the message that they want officers to succeed (NCWP, 2001a).

NCWP (2001a) has suggested that the first women promoted in positions face additional challenges. The community and media are often interested in the first female promoted and this can cause resentment from peers or those who may believe a woman was given a 'man's job'. These women are often placed under enormous scrutiny of having the ability to get the job done. Administrators should be aware of these added pressures and support and mentor these women.

Informal mentoring networks, as surmised by NCWP (2001a), have long been existing supports in law enforcement agencies. Veteran officers have provided guidance and support to new officers and mentored them towards building their skills and moving

up the ranks. Unfortunately, the vast number of these networks has not typically included women in these mentoring opportunities. This is an important tool in retaining women officers. Belknap (1996) believed that lack of access to male-dominated networking within the work place is a problem area for women presenting the “damned-if-you-do, damned-if-you-don’t” dilemma. Women that socialize with men are often assumed to be having an intimate relationship with them. Women who refrained from the social setting of their male colleagues risked not receiving valuable job or promotional information.

Doerner (1995) has noted that while women and men are attracted to police work for similar reasons, women have often left the profession under different circumstances. Discontent over the “constant barrage of sexist barriers” reflected in supervision, male co-worker hostility, and lack of promotional opportunities accounted for high turn over rates in female officers. (Doerner, 1995, p.199.)

The lack of female field training officers (FTOs) has reinforced the attitude that women are less capable or less competent as officers. FTOs are mentors to inexperienced officers. FTO applicants should be carefully screened in their ability to work with and support female officers (NCWP, 2001a).

NCWP (2001a) reported that in 1994, a group of women in the Houston, Texas Police Department formed a women’s advisory committee to address some of the problems women in the agency were facing. This effort led to the creation of the Women’s Issues Office. The office was staffed by a sergeant who had direct access to an executive assistant chief. The office acted as liaison to cases involving sexual harassment and discrimination, the office assisted in coordinating departmental

responses to formal complaints, acted as a sounding board for complaints and assisted women on personal matters.

Formal Career Development

Continued learning is the key to success and essential for personal and organizational vitality (Kouzes & Posner, 1995). “Balanced performer” managers accomplish departmental goals by developing and empowering others to be top performers. Training and educating is one of management’s most fundamental responsibilities. The quality and amount of training is directly related to the department’s effectiveness and efficiency. Training also signifies management’s interest in the development of their employees (Bennett & Hess, 2001). It has been often said that the volume of employee misconduct and performance failures is directly related to the quality and amount of training they receive (Iannone, 1994). Utilization of an employee’s college education and training opportunities in their areas of interest will develop employees and help them attain their career goals (Mineard, 2003). NCWP (2001a) has suggested publicizing and allowing women to attend training conferences as a cost-effective way of providing women the opportunity to learn valuable skills that will help them on the job and prepare them for promotional opportunities. Women will also bring these skills back to the department and share with colleagues.

Women continue to face a greater challenge than men in being expected to prove they can supervise and lead. This often discourages many women from seeking promotion (NCWP, 2001a). In *The Leadership Challenge*, Kouzes & Posner (1995) described leadership as “the art of mobilizing others to want to struggle for shared aspirations”. People do not follow positions; they follow leaders. Leadership is a mixture of practices and behaviors. Leaders motivate others to want to act and achieve because

of the credibility they have (Konzes & Posner, 1995). A review of leadership studies noted the tendency to identify effective leadership qualities with masculine traits stigmatizing women as less effective leaders (Dunham & Alpert, 1997). Iannone (1994) observed that most men had grown up in a male-dominated culture and had often found it difficult to accept the direction and control of women supervisors. Although totally unjustified, women have often been required to prove themselves over and over again because of the perceptions that women are not good leaders. Women supervisors must dispel this notion. It is vital that women newly promoted to supervisory positions receive training and development in the area of leadership (Iannone, 1994).

Slahor (2003b) noted that Dr. Elsie Scott, Director of Training for the Detroit Police Department in a speech at the National Center of Women and Policing Eighth Annual Leadership Conference in Los Angeles, stressed the need for leadership training in the advancement of women in law enforcement. Dr. Scott believed it was essential that women be trained to be confident in themselves and their abilities. Their right to succeed or fail must be identical to those of their male counterparts. Women should be learning strategic planning, written communication and speaking skills, conflict resolution, ethics, and motivational skills (Slahor, 2003b).

Kouzes and Posner (1995) contended that research had shown that people who received formal training in the workplace were 30% more productive a year after their training than those who received no formal training. Senior executives with the Honeywell Corporation were interested in improving the career development program for their managers so they implemented a six year research program to determine how managers learned to manage. Their study concluded that job experiences and assignments were the most important areas of opportunity for learning. Other people or

mentors ranked second with formal education and training playing a significant role (Kouzes & Posner, 1995).

NCWP (2001a) wrote that women were often denied the opportunity to temporarily fill a higher class position. Reasons that may have been given were the officer had not received particular training, the officer had not acted in this particular capacity before or there was a larger pool of senior officers that could fill the position. This out of class work experience often impacted promotional opportunities (NCWP, 2001a). Delegating officers to perform supervisory duties in the absence of the supervisor will provide opportunity for supervisory development (Iannone, 1994). NCWP (2001a) stressed that promotional criteria often considered an officer's prior assignments. This often hindered a female officer. Many women were placed in positions for which they were well suited such as sexual assaults, crime prevention, juveniles, and domestic violence. These types of positions were often not valued by promotion interview panels. Women were often denied assignments in traditionally male units such as SWAT, motorcycles, street crime and gang units, academy instructors, and field training officers. This limited women's experiences and adversely impacted their ability to promote. Assignment opportunities should be gender-neutral. All personnel needed to develop skills in various types of assignments. This would reinforce to women that they were just as competent, valued, and supported in promotional opportunities (NCWP, 2001a).

Performance appraisal is the key to employee development (More & Wegener, 1996). Bennett and Hess (2001) have asserted that a professional performance standard will be mission related, attainable, have specific measurable results of behavior, be nondiscriminatory, be practical to monitor, clearly delineates between

satisfactory and unsatisfactory results and will be within the officer's classification. Performance evaluations should not require excessively high expectations. The goal is growth; not perfection. Performance evaluations will establish a common understanding of work objectives, standards, and performance levels. The appraisals are tools for providing officers' feedback and suggestions, identifying training needs, and setting goals for future performance. Their primary purpose is to improve employee performance (Bennett & Hess, 2001).

NCWP (2001a) reasoned that even though agencies had updated their performance evaluations to reflect community policing criteria, traditional gender role expectations may result in unfair standards of evaluation. Men may be highly rated for their performance in working with children's activities while women have often been rated as merely acceptable because of the assumption that women are doing what simply comes natural. Myths about women officers such as not being physically strong enough or brave enough to do police work can cause performance evaluators to hold women to higher standards than men in order to consider them as equally competent. Performance evaluations have frequently been used as deciding factors in making decisions for transfers, specialty assignments and promotions. It is essential for law enforcement agencies to develop fair and unbiased performance systems. Subjective criteria such as "command presence" can be problematic for female officers. Bias can consciously or unconsciously creep in to performance evaluations. Performance evaluations should be based on behavior with specific examples in order to eliminate prejudice and bias. Supervisors must be trained on how to avoid discrimination in evaluations. Evaluators need to know how to document good and bad performance and how to use the evaluation system as a tool to improve performance. The supervisor and

officer should develop clearly defined goals for the evaluation period. The goals that are set should be evaluated to determine if they are equitable for men and women. It should be clearly understood how success will be measured (NCWP, 2001a).

Mineard (2003) argued that the Generation X employee desired an active role in the workplace. This quality was conducive to the highly emergent strategies of community policing. Patrol officers are encouraged to make decisions and solve problems as they determine best. Private industries have shown great success in implementing the team approach. Each employee's ideas should be accepted openly and be allowed to feel they are active participants.

Some police agencies promote the use of pre-evaluations that allow officers the opportunity to provide input on their accomplishments prior to the formal evaluation. This will promote a fair, impartial and sincere approach for supervisors in developing and preparing officers for advancement (Bennett & Hess, 2001). If these pre-evaluations are implemented, departments should be aware of female officer self-perceptions. Betz and Fitzgerald (1987) noted that research had shown that women tended to estimate themselves lower in levels of ability, performance, and expectancies for future success in many achievement situations even though their performance was objectively better than that of males. These performance expectancies were found in girls as young as preschool and elementary school age. Additional studies showed that female's lower expectancies for success occurred primarily on tasks that lacked clear performance feedback, masculine-stereotyped tasks and those tasks that included elements of competition or social evaluation. Unfortunately, these conditions were often prevalent where career achievement occurred. Consequently, female's tendencies to

underestimate themselves can negatively influence their career development (Betz & Fitzgerald, 1987).

Performance evaluations are often used to make decisions about promotions and transfers, identify department wide training needs, and make determinations for disciplinary actions. Those receiving ratings in the acceptable range may be considered for special assignments, pay raises or promotion. Those rated below the acceptable range might receive counseling, demotion, salary reduction or termination (Bennett & Hess, 2001). Research showed that if a certain category of people were believed to generally be incompetent, then an individual who represented that group may be viewed more negatively and less likely to be evaluated by factors other than ability (Levit, 1998). Departments must guard against this type of tendency.

The performance interview will determine the success of the feedback. Bennett and Hess (2001) suggested that the appraiser's attitude and sincere interest in leading their employee towards growth and improvement is far more important than any particular counseling technique during the appraisal interview. The role of judge and defendant would likely result in a waste of time. Criticism may be forthcoming but it should be constructive. The emphasis should always be on strengths rather than weaknesses (Bennett & Hess, 2001).

METHODOLOGY

The purpose of this research was to examine if there was a need for the advancement of women into police management positions and, if so, how women in policing could be developed to promote into these positions.

It was hypothesized that this research would likely reveal a slow progression of women advancing into police management reducing diversity, balance of leadership and visible representation of a large segment of the community. It would further reveal the need for review and improvement in the areas of recruiting, informal support systems, and formal career development for women.

The research involved in depth interviews of a small sample size focusing on qualitative research which would contribute to a progression of future quantitative study. Six women who had been in police management (lieutenant and above in rank) were interviewed during a Texas Law Enforcement Women's Conference. Each were informed that actual names would not be listed in the final research paper. All women that were asked to interview agreed to be interviewed. All women were from Texas agencies with a sworn population that varied from 22 to 5,200.

The interviews were structured around a list of topics to allow for open-ended discussion and elaboration of experience and opinion. The topics included the perceived need for women in police management positions, factors contributing to each woman's career advancement/development and suggestions for enhancing development and progression of women into police management positions.

FINDINGS

Subject "A" Interview

Subject "A" was an Assistant Chief from a small police department with forty-five sworn officers. The agency had one female sergeant, one female juvenile officer and one female patrol officer. "A" had a bachelor's degree and had been in this agency for twenty years. She began her career as a dispatcher and promoted through the ranks to Assistant Chief. There were two men appointed to Assistant Chief prior to her

appointment. She contributed the four year delay of her appointment to the politics of the department; meaning there was a belief that a female could not do the job of Assistant Chief.

“A” expressed the issue of women in management positions as an *opportunity* rather than a *need*. She believed there was a need for someone to address the issue of women in law enforcement management positions because there were not many women in these positions.

“A” attributed her success to the desire to succeed, the goals she set for herself, her husband as a mentor, her reputation of being fair, and her training. She believed that most women did not reach management positions because they did not believe they were capable of doing the job. This may very well be because they did not have the support of peers and/or family. Her husband, a police officer, was there to “back her and push her” giving her confidence.

Subject “B” Interview

Subject “B” was a Major in a large state agency of approximately 224 sworn officers. The agency had approximately twenty female line officers and three female lieutenants. The youngest tenured lieutenant had been in that position about fifteen years. “B” had a bachelor’s degree and had been in the state agency for twenty-one years.

“B” attributed her success to hard work, the willingness to transfer throughout the state which enabled her to meet people, learn different aspects of the organization and prove that she could do the job, a male Captain who encouraged and supported her to receive training, and her involvement in various organizations. “B” expressed her

appreciation for the men who mentored her towards her success but felt she had to learn to adapt to an atmosphere less relaxed and comforting than if she had received female mentoring.

“B” believed there was an absolute need for women in law enforcement management positions. She described women as more detail oriented, better communicators and better community liaisons. In order for women to reach these positions they will need recognition, reward, and in-house support from administrators. Men had a networking system that women did not typically experience. Men go to the golf course or fishing boat and “talk shop”. This would often be where the “deal is made” for the transfer or career enhancement opportunity. By nature, it is easier for men to talk around the table with each other than with women, however, “B” believed just as women have had to work very hard to prove themselves in a predominately men’s career, men must make a more concerted effort to break down those barriers and be inclusive of women. “B” described a meeting she was in with her male counterparts. When she tried to participate, she would be cut off. She attempted to raise her tone and was accused of being angry.

In contrast, women have not had a large pool of women mentors and have yet to experience a comfortable networking system. Most women have been trained or conditioned if they are given a task; they need to just do it. Asking for help could be seen as being incapable. Women must learn to get past this.

Women needed to feel they had support and equitable treatment. At one point in her career “B” had the opportunity to mentor a female lieutenant. One of her top administrators would call another administrator and question the closeness of their

working relationship and project the idea that the lieutenant was just her “puppet”. “B” challenged the thought that two men would not be talked about in this manner.

For women to thrive and succeed they needed the support of their agencies to attend women conferences and become involved in associations and organizations. This would give women mentoring, training, confidence and networking experience.

Subject “C” Interview

Subject “C” had been employed for a month in a federal agency. Prior to her career change, she was an agent in another federal agency for 2 ½ years and a lieutenant for 10 ½ years in a large Sheriff’s Department. Female agents accounted for approximately 1 % in her present agency. The numbers for the other agencies were unknown. “C” had about 60 hours of college credit.

“C” attributed her success as a lieutenant to her desire to promote and the mentoring of a male lieutenant. Her mentor encouraged and supported her to study and test for promotion. “C” wanted to reach an administrative position in order to more actively affect change in the organization and make it a better place to work. Promotion also meant financial increase.

“C” believed there was a need for more women in management positions. She encouraged training, confidence in ability, and involvement in women’s organizations in order to receive mentoring and networking opportunities. Men would tend to take other men “under their wings” and mentor them through the ranks. Women had the tendency to perceive other women as there to “take their place”. Involvement in women organizations would teach women how to mentor each other.

Subject “D” Interview

Subject "D" was Captain in a small Sheriff's Department. The department had twenty-two patrol officers. She was the only certified female officer. "D" was a paralegal for eighteen years prior to her career in the Sheriff's Office. She held a bachelor's degree and had been with the department for five years.

"D" began as a dispatcher in the department and worked her way through the ranks to corporal, sergeant and captain. "D" believed her determination and education afforded her success in law enforcement management.

"D" also believed there was a need for women in management positions. Women would bring a different perspective and open communication. She stressed the importance of education for women to achieve success. "D" did not have a mentor to support her development but strongly supported mentoring for women in law enforcement.

Subject "E" Interview

Subject "E" was a lieutenant in a police department of approximately 5,200 sworn officers; approximately 565 of which were females. There were about ninety female sergeants, twelve female lieutenants and two female assistant chiefs. "E" had a bachelor's degree and had been with the agency for seventeen years.

"E" contributed the largest part of her success to mentors she had in the agency. Most of her mentors were male supervisors who encouraged and supported her in the promotional testing process. These mentors recognized her hard work and potential. They were instrumental in removing roadblocks that allowed her time to study for the civil service test. As lieutenant, "E" had a female mentor in the executive layer of the department who encouraged and supported her in testing and pursuing further

movement up the ranks. In order for “E” to reach the rank of lieutenant she took thirty days off to devote to studying for the written portion of the test.

“E” was a big proponent of the need for women in law enforcement management. By virtue of their gender, women would bring a different perspective than their male counterparts. Women analyze problems differently, bring options to undercover work and bring a different view to decision making at the management level. Women bring representation of a very large part of the community. This establishes credibility within the community.

“E” viewed the promotional process as the biggest barrier to women promoting. There are many women who are the primary caretakers of their family. They may not be in a position to take the time away from work or from family obligations to study in great length for the written portion of the civil service exam. There are many qualified women who have proven their potential to become very good supervisors or managers but may not necessarily score high enough on the written portion of the promotional process to have the opportunity to be part of the assessment phase. Until the number of women in the department increase at a greater rate, the pool of qualified women in which to test and choose from will be minimal.

It is very difficult to recruit women as police officers. Women need to see law enforcement as a viable career option. TV and movies tend to often portray police work as constant action of chasing “crazy crooks”. Society’s perception is slowly moving in the direction of gender neutrality in police work. As young girls and young women become more accustomed to seeing women in uniform out in the community, they will see the role of police officer as a viable career option. There are more male role models

and male managers in law enforcement. These men need to be supportive of their female officers and mentor those who would make good supervisors and managers.

Subject "F" Interview

Subject "F" was a lieutenant in an agency with approximately 5,200 sworn officers. She held a Bachelor's and Master's degree and had been with the department for nineteen years.

"F"s success was a result of desire, hard work, and mentoring. "F" supported, and encouraged another sergeant through the studying process for the lieutenant position. She planned to continue supporting this lieutenant as they aspire to promote to the next rank. "F" received mentoring from two females at the executive level of the department.

"F" believed there was a need for more women in management positions. Women bring a different perspective. They are more conscientious of how their decisions will affect others.

In order for women to reach management positions they must have the desire to reach those positions and the commitment to take the time to study for the promotional test. Many women do not seek promotion because they either cannot commit the time away from their children and families to study or make the shift change necessary when they are promoted. One must literally put their family on hold to study for 1 ½ months. "F" believed it was imperative for departments to provide a more nurturing and supportive environment that would simply encourage women to seek supervisory and management positions. The one on one encouragement and mentoring is important. Compared to the 1980's when only 3 to 10 women would test for promotion, there were now 30 to 50 that tested in her department. As the numbers of women in the department increased, the number of women testing for positions would increase. "F" believed that

departments should be more proactive in recruiting for women through publications, media coverage, women's colleges and other locations that woman frequent. Law enforcement is a rewarding profession but departments do not seem to promote the profession enough in that manner.

DISCUSSION/CONCLUSION

Is there a need for the advancement of women into police management positions? How can women be developed to achieve these positions? The purpose of this study was to examine the need for women in police management and provide the understanding and manageable solutions needed to enhance opportunities for women to achieve career goals in management.

It was hypothesized that this research would likely reveal the slow progression of women advancing into police management. The research would further indicate the need for review and improvement in the areas of recruiting, informal support systems, and formal career development. The recognition and implementation of the research would result in more women achieving career goals, a more diverse and balanced element to police management, and more visible representation of a large segment of the community.

The literature examined clearly supported the need for advancement of women into police management. Additionally, the study indicated the importance of recruiting initiatives, informal support systems and formal career development for women to achieve the goal of management.

Each subject interviewed revealed a small percentage of women in management positions in their respective agencies. Each department also had minimal representation

of women in sworn positions. All of the interviewees believed there was a need for more women in police management; one stressing the opportunity as compared to need.

During the discussion of their success in reaching management positions, desire and hard work was clearly a consensus for each woman. All but one followed up with mentoring as a factor in their success. Education and training was suggested by four of the six interviewed. Five had earned bachelor degrees and one 60 hours of formal education. While those interviewed did not specifically articulate the need for a formal career development plan, each chose a path of formal development through higher education.

Each interviewed subject was asked what recommendations they would make to agencies seeking to develop women for management positions. An informal support system or mentoring was the overwhelming focus from each woman.

The percentage of sworn women in the agencies the interviewees represented coupled with the literature examination of recruiting efforts indicated the need for closer review of recruiting practices. To have a larger pool of qualified female officers to advance into management there must be a larger number of female recruits.

A larger interview sample could have offered a more varied or a more cohesive response. This should be considered for future quantitative measures.

Demands will continue to be placed on law enforcement agencies to provide superior service to their communities. Women will bring diverse ideas, enhanced communication, representation and leadership qualities to the decision making level enabling law enforcement to prepare for and meet the needs and demands of the future.

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