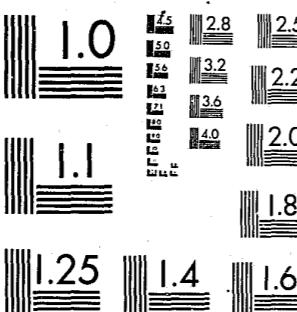


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ORGANIZATION DEVELOPMENT:  
REVITALIZATION OR REORGANIZATION

William E. Nay

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ACQUISITION

## INTRODUCTION

Over the years, as law enforcement has evolved from a voluntary night watch to the modern day police organization, the role and functions of the department have made dynamic changes. Until recently, the organizational design has remained constant. This appears evident in the major texts that have been written: Police Administration (Fuld 1909), Police Administration (Graper, 1921), Municipal Police Administration (International City Management Association, 1943), and Police Administration (Wilson, 1950).

With the advent of the human behavior movement, the literature (and titles) of police management texts have taken on a new emphasis: Administrative Behavior & Police Organization (Munro, 1974), Effective Police Administration: A Behavioral Approach (More, 1975), Police Revitalization (Caiden, 1977), and Police Management and Organizational Behavior: A Contingency Approach (Roberg, 1979).

Organization Development (OD) is a new concept in management theory and has evolved from the human behavior theorists. Its application in police organizations has been limited, in part due to its infancy, but for the most part due to the resistance to change. As Organization Development emerges as an accepted technique in modern organizations, Criminal Justice agencies must take a critical look at its major components and determine how best to apply them to a police organization.

I have attempted to do just that, but first I found it useful to analyze the historical development of the police organization. The predominant style today is still the Traditional, or Classical Management Theory. This is a bureaucracy in its finest sense, so my next task was to identify what a bureaucracy is.

While most police organizations have become highly bureaucratic structures, they are under seige by both internal and external turbulence and change. One school of thought is that bureaucracy is dysfunctional in contemporary organizations, and to survive the organization must undergo dramatic revision. Will it be enough to restore the energy, force, and principle characteristics (revitalization) to the structure, or will we have to effect changes (reorganization) to the structure.

If it is changes that are needed, than Organization Development has been offered as one answer to rescue our faltering system. I have attempted to define what an OD program is, and the steps needed to implement OD in an ongoing organization. I have also reviewed the efforts by the South San Francisco Police Department to implement OD starting in 1972.

A better understanding of OD may give us some options for the future. Even if the turbulence reaches a point where change is demanded, it will not be an easy transition. It would do well to consider what Machiavelli said long ago:

"It must be considered that there is nothing more difficult to carry out, nor more doubtful of success, nor more dangerous to handle, than to initiate a new order of things." 1

#### ORGANIZATIONAL DESIGN FOR CRIMINAL JUSTICE MANAGEMENT

##### The Development of the Police Organization

In the early 1800's the law enforcement function was a civic duty. Most often this consisted of a night watch, composed of non-paid citizens. Some of the more well off citizens started to pay the poorer citizens to take their turn at the watch. Finally this evolved into a paid nightwatch, and then into the first police departments. Still following many of the English traditions, these departments were designed around "Peel's Principles",

which were the fundamentals that guided Sir Robert Peel in the formation of police agencies in England. The first of these principles set the framework that is still in place today: The police must be stable, efficient, and militarily organized under government control.<sup>2</sup>

The first departments slowly began to put their officers in uniform, but they were still very much under popular control. This period in the mid 1800's came to be known as the "Spoils Era", due to the influence that local politics had on the appointment and retention of the officers. During these years, gross lack of discipline, dishonesty, drunkenness, and extortion were the rule rather than the exception on city police departments.<sup>3</sup> This prompted the reform movements that led to the "Progressive Era".

The primary efforts during the "Progressive Era" were to overcome police inefficiency and excessive political influence. One of their victories in the 1880's was the enactment of civil service. The purpose was to provide uniformity and fairness to appointment and promotions within departments. During this time most departments were controlled by a multi-member board or commission.

By the early 1900's these commissions were being replaced by a single commissioner, as it was felt leadership should be in the hands of one individual so that prompt decisions and actions could be taken on critical matters. This concern was emphasized by Leonhard F. Fuld in 1909, along with many other principles of police administration, which included: (1) specialization of duties, (2) duties clearly defined, and (3) constant supervision by supervisors.<sup>4</sup> These concepts were further reinforced by Raymond B. Fosdick in 1915 with his conclusions that they were necessary in order to have a "sound mechanical organization".<sup>5</sup>

The efforts of the early reformers were just starting to become

effective, when in 1919 Congress ratified the Eighteenth Amendment. Graft and corruption was revived in the wake of prohibition as the police attempted to enforce an unpopular law. The drive to organize the police continued and in 1921 Elmer D. Graper published a hand-book on American police administration. His principle focus was on the functional organization of a police department. Some other organizational issues that he addressed and subscribed to were: single executive leadership, hierarchy, and centralization.<sup>6</sup>

As prohibition ended we entered into the era of the "great depression". What is viewed as a tragic time for our country, may have been a new beginning for the police organization. The large number of unemployed allowed for a greater selectivity in hiring. College graduates, who could not find jobs, were attracted to police work, and the general educational level of the officers began to rise.<sup>7</sup>

In 1938 the International City Management Association published the first of seven editions of what has come to be known as the "green bible" of police administration. These editions, along with Bruce Smith in 1940, reiterated what the earlier writers had said, and added to it by placing the hierarchy into a "pyramid", and defined "span of control" and "unity of command".

This growing body of knowledge was combined into one text in 1950 by O. W. Wilson. His book became widely used by both students and police chiefs. There were few other texts during this time, and the period between 1950 and 1960 became a time of growth and training.

The police organization was taking on the form of a highly structured, efficient bureaucracy. It would seem that the reformers had succeeded in accomplishing their objectives.

#### Bureaucratization

The term bureaucracy is French in origin (*bureaucratie*). Apparently, the term derives from a woolen cloth (*burel*) used to cover writing desks.<sup>8</sup> This seems to reflect the administrative nature of most bureaucracies.

Max Weber (1664-1720) is credited with the origination of the concepts of "bureaucracy" with his classic essay, "The Theory of Social and Economic Organization". David Fellman presents Weber's definition of bureaucracy as:

The ideally efficient bureaucracy (which is to say, the ideally efficient mode for cooperative human activity), Weber wrote, is one characterized by a monocratic authority structure, by the elaborate articulation and recording of decision rules to guide subordinate officials in all their activities, by the making of personnel decisions on a strict merit basis, and by the total dependence of each official upon his job for his social status and livelihood.<sup>9</sup>

Roberg has characterized the Weber model as being highly formalized, impersonal, and authoritarian.<sup>10</sup> It is apparent the writings of Weber has influenced the style of the police organization. The bureaucracy we know of today is made up of a combination of theories. Weber's concepts primarily involved the structural characteristics of organization. A second line of thought was presented by Frederick W. Taylor in his theory of Scientific Management. Instead of being concerned with the power-structure, he concentrated on the individual and the practical problems of efficiency.<sup>11</sup> A major contribution has been the theories of Administrative Management, first presented by Henri Fayol, a French industrialist, and later in the United states by James D. Mooney and Alan C. Reiley.<sup>12</sup> Lyndall Urwick and Luther Gulick expanded the work of Fayol by emphasizing such principles as:

- (1) unity of command
- (2) departmentalizing by purpose, process, place, or clientele
- (3) authority commensurate with responsibility

- (4) utilizing the exception principle
- (5) limiting the span of control<sup>13</sup>

These can be compared to the major points by O. W. Wilson in his text:

- (1) unity of command
- (2) specialization in police service
- (3) delegation of authority
- (4) chain of command
- (5) span of control<sup>14</sup>

I think, when talking about bureaucracy, most individuals conjure visions of inefficiency, "red-tape", and irrationality. Contrary to this popular opinion, these theorists were describing a bureaucracy that is rational and efficient.

When Raymond Fosdick referred to the police department as a mechanical organization, I am sure he was emphasizing the structure and stability. His views parallel those of Burns and Stalker in their study of the environmental conditions effecting organizations. In the study, Burns and Stalker identified two types of managerial systems: mechanistic and organic. Roberg outlined the characteristics of the mechanistic system as a rigidly defined organization structure, with hierachial control, authority and communication.<sup>15</sup> This model resembles the characteristics of the Classical management style and that of bureaucracy.

The mechanistic style was found most appropriate in a stable environment, and the organic appeared most appropriate in an unstable constantly changing environment.<sup>16</sup> While the external environment was constantly changing, the internal environment of most police departments

was fairly stable under the authoritarian leadership of strong police chiefs. The stability was not to last though, as the departments hired younger, more educated officers, they found problems beginning to emerge from frustrated officers who could not utilize their creativity. Caiden characterized the problem when he wrote, "Creative people do not take kindly to paramilitary conformity, misplaced professionalism, rigid attitudes, anti-intellectualism, ostracism, mediocrity, and the doctrine of self-service."<sup>17</sup>

#### Turbulence in a Rapidly Changing Environment

The Classical management theories were task oriented, and only considered the formal organization. Much of the task orientation came from Taylor's theory of scientific management. In following this school of thought the individual employee was an important consideration in efforts to improve efficiency. This consideration led to the famous studies undertaken at Western Electric's Hawthorne plant. The intent of the study, undertaken by Elton Mayo, was to search for causal variables in the physical environment that had an effect on production by the employee. This included varying the lighting conditions in the work environment. The real discovery of the group was the realization of the extent to which shared values of the group determined the behavior of its members.<sup>18</sup> The researchers identified a closely knit informal organization that seemed to control this behavior. The importance of the informal organization led the way for the "human relations" approach to organizational management.

The results of the Hawthorne study were extensively reported by F. J. Roethlisberger and W. J. Dickson in 1939.<sup>19</sup> The United States was coming out of the depression and getting ready for war. The police organization was struggling to adopt the Classical style of management. In 1940 Bruce Smith wrote that the failures of the police organization were linked to the

fact it had sprung up from small beginnings and had only gradually acquired complex structural features, and that except for rare exceptions, the departments were being run by men with no prior experience in large scale management.<sup>20</sup> Here at last someone was seeing the need to apply sound management practices to the police organization, but this was still a narrow focus, as the model was still to be the Classical style without regard to the Hawthorne studies and the informal organization.

This would become a critical error, the structure of most police departments provided for a strong informal organization: entry at the bottom, no lateral movement, no interaction with outside organizations, highly inbred, traditional, and all "rookies" were firmly indoctrinated into the group norms.<sup>21</sup>

The effect on behavior by the informal group caused the focus of the management theorists to concentrate on human behavior. The central place that the research looked at was leadership. This research was dominated by the work of Mayo at Hawthorne, and by Kurt Lewin on styles of leadership in groups of children in Iowa.<sup>22</sup> Kurt Lewin also developed the classical formula that stated: Behavior(B) is a function(f) of both the person(P) and the environment(E).  $B=f(P,E)$ <sup>23</sup>

The next question to be answered was what motivates this behavior. In 1943, Abraham Maslow presented his theory of the "Hierarchy of Needs". His theory was accepted by many without any empirical validity. In 1959, Frederick Herzberg conducted experiments which resulted in his two-factor theory of motivation. His two factors were related to Maslow's hierarchy of needs by identifying similar higher and lower level of needs.

In 1960, Douglas McGregor identified the dichotomy between the Classical theories and the Human Relations theories. He called his theories "X" and "Y". Theory X seemed to be compatible with the characteristics of the Classical style, and Theory Y seemed to represent the Human Relations

style. Maslow compared these theories with his theory of motivation and perceived that the assumptions of Theory X were based on the lower level needs, and that this implied that there were no higher level needs. His response to this was:

Since there is so much evidence that there are such needs, Theory X is not only distasteful in a democratic society on moral principles, but it is also scientifically false.<sup>24</sup>

He was not the only one to start questioning the Classical style of management. In 1961, John P. Kenney, former President of the American Society of Criminology, wrote:

Man in his work situation is no longer perceived along with machines and material as merely one of the elements of production. The worker is much happier and productive if motivated by a democratic leadership which recognizes human dignity, fosters a satisfying social environment, cultivates a feeling of belonging, and develops two-way communication.<sup>25</sup>

In speaking of the criminal justice agencies Kenney goes on to say:

An evaluation of the "machine" its structure, command lines, internal relationships, and utilization of personnel, essential for getting the job done, can give us insight heretofore unknown.<sup>26</sup>

At the time of publication of Kenney's article, O. W. Wilson was probably working on the draft of the second edition of his text extolling the virtues of the Classical style of management. It is no wonder then that Kenney's article was included in a group under the sub-title of "Controversial Issues in Twentieth Century Criminology".

The second edition of O. W. Wilson's text was published in 1963, and the police organization became more and more bureaucratic. Problems began to emerge that created instability within the internal environments of many police departments. The increased educational level of patrolman that began in the depression continued to rise, which only caused further frustrations. Technology was also growing, especially in transportation and communication. As the cities grew so did patrols, which put more officers in cars to cover

the expanding area. There was less and less communication with the average citizen. It seemed that the only contact the police had with citizens was in making arrests. The informal organization in the police organization was being further bound together. The turmoil came to a head with the civil rights movement. The police soon found out they were not effective against the demonstrators, which quickly turned into riots.

The National Advisory Commission on Civil Disorders found the wide chasm between the community and the police. The commission reported that:

It is axiomatic that effective law enforcement requires the support of the community. Such support will not be present when a substantial segment of the community feels threatened by the police and regards the police as an occupying force. 27

The need for human relations training was evident, and many departments began to implement them. The emphasis was on relations with the community, the human relations theories would still have to wait. Even though the theories were not utilized on the internal environment to any great extent it is felt these early human relations classes opened the door.

Adding to the problems were the perceived changes in the goals of law enforcement. In the beginning of the reform movement the paramount objectives were assumed to be crime prevention and criminal apprehension. Harry More suggests that with the arrival of the human relations approach there has been a change. The assumptions know are that either there is little the police can do about the crime rate, or that efforts to combat crime cannot succeed without there being highly-motivated officers operating in a sympathetic or at least cooperative community. 28

The community was not to become more cooperative. Besides the civil rights movement, the drug problem was growing, there were increased hostility about the countries involvement in Vietnam, and then Watergate. The community

no longer trusted government, bureaucracy, or the police. James Richardson reflected the depth of the problem when he wrote:

To have a low-status position in a low-status organization is to be doubly cursed in a bureaucratic society, which unfortunately is the position of patrolman in many American police departments. 29

The inefficiency in the police organization became apparent in the rapidly rising crime rates. In 1965, President Johnson established a commission on Law Enforcement and Administration of Justice to study the problem. In February 1967, the commission completed its study in which it made a number of recommendations. In regards to the organizational structure the commission recommended:

Each state, through its commission on police standards, should provide financial and technical assistance to deaprtments, to conduct surveys and make recommendations for improvement and modernization of their organization, management and operation. 30

Few departments rushed out and started to make changes. One of the problems was in identifying exactly what changes were needed. In October 1971, the Law Enforcement Assistance Administration (LEAA) appointed a National Advisory Commission to formulate for the first time, national criminal justice standards and goals. In 1973, the commission recommended specific guidelines, which are covered in six volumes. Under the section on Responsibility For Police Service, the commission recommended that every Police Chief Executive:

- Should, in conjunction with the annual budget preparation, review the agency's organizational structure in view of modern management practices and provide for necessary change.
- Should not be encumbered by traditional principles of organization if the agency goals can best be achieved by less formal means. 31

It appears that what Kenney was trying to say in 1961 had finally become evident. There was a need to diagnose and change the police organization.

It appears the "Mechanistic" police organization can no longer survive in the unstable environment that it is living in. The organization, and society as a whole, has begun to see the need to view itself as a system. The system of organization as an ongoing process with a need to be highly flexible in an unstable environment. The change that must be made is to an "organic" organization, which would require a contingency approach to management. OD is one method that can be used to effect this change.

#### ORGANIZATION DEVELOPMENT

*Frankly, I am not totally sure what Organizational Development is, and many of its practitioners do not seem to know either. Probably least sure of all are some OD client organizations.*

Frederick Herzberg<sup>32</sup>

As a client organization, police departments should have a good understanding of what OD is prior to any attempts to implement it. I will attempt to give the reader a brief understanding of what OD is. If the practitioners, as well as Herzberg, are not totally sure of what OD is then I hope you will understand the difficulty in describing it.

#### The Evolution of the OD Movement

The literature of Wendell French and Cecil Bell credit the emergence of OD to three basic sources: (1) the laboratory training movement, (2) the development of survey research and feedback methodology; and basic to both of these (3) the writings, efforts, energy, and impetus of Kurt Lewin.<sup>33</sup> I would credit the evolution right back to the Hawthorne study. Many of the writings of Lewin were a direct result of the information generated by the study. Also, it was during the Hawthorne study that the techniques of interviewing were perfected.<sup>34</sup> These interviews appear to be an early form of survey research and feedback.

It was the refinement of the techniques begun at Hawthorne that were used in the National Training Laboratory in 1947, which is considered the evolution of "T-groups". These "T-groups" involved strangers, which caused some difficulty in the transfer of the ideas and methods to the organizational setting. This problem was solved by the use of teams, from the same unit, which was a link to the total organizational focus of Douglas McGregor, Herbert Shepard, Robert Blake and others.<sup>35</sup>

In the late 1950's, many developments came about through the OD efforts of Herbert Shepard with Esso Standard Oil. These developments were: (1) emphasis on intergroup as well as interpersonal relations, (2) the requirement for active involvement in and leadership of the program by top management, (3) the need for on-the-job application, (4) the use of an instrument developed by Blake and Mouton (which was later developed into the managerial grid), and (5) more resources were devoted to team development.<sup>36</sup>

#### OD: What It Is, and What It Isn't

There are probably as many definitions for OD as there are behavior scientists. The definition that best represents the universal characteristics of OD is by Richard Beckhard:

Organization Development is an effort (1) planned, (2) organization-wide, and (3) managed from the top, to (4) increase organization effectiveness and health through (5) planned interventions in the organization's "processes", using behavioral-science knowledge.<sup>37</sup>

There are already many organization-wide plans that are managed from the top. The major difference here is the acceptance of the organization's processes, the use of planned interventions, and the use of behavioral-science knowledge. With the help of Beckhard, Bennis, Lippitt, Miles, French, Bell, and many others I will attempt to bring these characteristics into closer perspective:<sup>38</sup>

1. Nature and scope of the effort: A long-range and sustained response by top management to changes in the internal and external environment of the organization that effects the whole system.

2. Nature of activities/interventions: A process of initiating, creating, and confronting needed changes by using reflexive self-analytic methods of applying behavioral science for system improvement.

3. Targets of interaction/activities: The organization as a total organic system, to include its beliefs, attitudes, values and structures, especially the organization's decision making, problem solving, communication, and renewal processes.

4. Knowledge Base: The theory and technology of applied behavioral science, including action research.

5. Desired goals, outcomes, or end states: Increased organization effectiveness, ability to adapt to change, and improved functioning of the organic system.

If any of these elements are missing then you probably do not have an OD effort. Many individuals, and organizations, believe that a single intervention or program is OD. The program is not, in and of itself, an OD effort unless it is ongoing and a part of the total system. The requirement of being a long-range and sustained effort is the source of many problems. Many of the OD failures are a result of either attempts to implement change too fast without sufficient planning and training, or they fail to continue an initial program with follow-up and renewal. A good example of this type of failure was the attempts by the New York Police Department to implement Team Policing.

Another common error occurs when an organization, or change-agent, attempts to implement a particular intervention on the basis of a preference

for the program, rather than an identified need of the organization.

Roger Harrison cautions that consideration must be made to the depth of the individual emotional involvement in the change process, and should be used as a central concept for differentiating change strategies.<sup>39</sup>

Keith Davis describes the typical OD effort as having the following steps:

1. Initial diagnosis: initial interviews to determine the type of OD program needed.
2. Data collection: surveys to determine the organizational climate and behavioral problems.
3. Data feedback and confrontation: work groups review the data and establish priorities for change.
4. Action planning and problem solving: develop specific recommendations for change.
5. Team building: the process of building trust and opening lines of communication so the members of the organization work as a team.
6. Intergroup development: following the development of natural teams, there may be development among larger groups comprising several teams.
7. Appraisal and follow-up: evaluate the ongoing process and develop additional programs as needed.<sup>40</sup>

Most OD efforts will utilize all, or most of these steps. Anything less is not an OD effort. Emphasis must be placed on the totality of both the whole organization effort and the process.

#### Interventions

Argyris defines "intervention" as follows: "To intervene is to enter into an ongoing system of relationships, to come between or among persons, groups, or objects for the purpose of helping them."<sup>41</sup> The interventions in OD focus on (1) the individual, (2) dyads/triads, (3) teams and groups, (4) intergroup relations, and (5) the total organization.

The interventions can be most anything. Some are as simple as interviews and questionnaires, or as complex as a whole program such as in the managerial grid by Blake and Moutan. Some of the more commonly known activities are T-groups, survey feedback, confrontation meetings, and team building. Many of the interventions have been designed into programs from the theories of leading behavioral scientists. The major programs and their creators are:

- |  |                      |
|--|----------------------|
| 1. Managerial Grid   | Blake & Mouton       |
| 2. Systems 1 to 4  | Likert               |
| 3. 3-D Management  | Reddin               |
| 4. Leadership Effectiveness and Adaptability Description (LEAD)            | Hersey & Blanchard   |
| 5. Continuum of manager-nonmanager behavior                                | Tannenbaum & Schmidt |
| and a recent addition designed specifically for Criminal Justice agencies: |                      |
| 6. Mapping Police Organizational Change (MPOC)                             | Roberg & Kuykendall  |

Roberg and Kuykendall devised their theory of change for the police organization based on the Burns-Stalker study of the mechanistic versus the organic organization. They have identified basic constructs of the mechanistic and organic models and placed them on a continuum utilizing Harrison's guides on the depth of interventions. The results is a "map" for changing to a more effective and efficient police organization.<sup>42</sup>

OD has been utilized by a limited number of police organizations. I have selected the efforts of the South San Francisco police department as a model to show how it has been used successfully.

#### The South San Francisco Police Department \*<sup>43</sup>

In 1970, the South San Francisco police department was a highly mechanistic, bureaucratic organization. It was plagued with all the problems that have been presented in this paper. At the height of their problems the Police Chief (who was the center of the problem) left the department to take up a position in another city. A Sergeant with eleven years with the department was selected as the new Chief. Over the next two years he made many changes, which were for the good of the department, however, this was not enough. There were still problems so they decided to implement an OD program.

In March 1972, the Chief contracted with the University of Southern California, School of Public Administration, to act as the change-agent. I will use Keith Davis' guide to analyze their program.

1. Initial diagnosis: Members of the school came up and did some initial interviewing, and gave out reading assignments.
  2. Data collection and 3. Data feedback and confrontation: The staff and supervisors were involved in seminars which included survey feedback.
  4. Action planning and problem solving: Committees were formed in the areas identified with problems. The committees were made up of personnel at all levels of the organization. The initial committees consisted of a report committee, a uniform committee, a scheduling committee, and an employee evaluation committee. The Chief also gave increased latitude and authority to division commanders in controlling the operations within their assigned areas.
- I did not find any mention of team building or intergroup development activities. This step should not have been skipped as when they reviewed the process after about a year, one of the primary problems was communications.

Some of the other problems that were encountered in the first year resulted from the conflict of schedules that did not take seniority into account, and the officers became frustrated with the committees and the added responsibilities. They felt the program had subordinated their personal goals to those of the organization's goals.

The department continued the annual appraisal and follow-up sessions where they redefined the problems and implemented new programs based on the changing needs. In November 1974, the department went into its third session. At the end of three days the problems had been prioritized and four major areas were selected for immediate attack: (1) Communications Section, (2) Records Section, (3) vehicle maintenance, and (4) career development. I find this a dramatic switch in the priorities of the first session. The initial problems seemed to focus more on the effects the organization had on the individual officer. These new problems take on more of a focus on the problems of the organization on the task.

In later sessions a survey that was conducted to determine the impact of change and time commitment factors affecting the department. The consensus opinion was that OD had experienced success within the department. I think the success of the effort is based on the extent the department followed the definition of an OD program. It was planned, organization-wide, managed from the top, to increase organizational effectiveness and health through planned interventions in the organization's processes using behavioral-science knowledge.

#### REVITALIZATION OR REORGANIZATION

The success of OD in the South San Francisco Police Department is the exception, not the rule. The success followed reorganization and a sustained effort at renewal. Gerald Caiden has defined revitalization for police as the

capacity for self-renewal.<sup>44</sup> This objective was achieved, but at the cost of a total commitment by the organization. OD is a technique that seems to revitalize an organization through planned reorganization. You can not change the structure of police organization over night. For the most part, the police organizations of today are still very mechanistic, bureaucratic, and traditional. The need to change is becoming more apparent every day.

The question is whether police leadership will accept the challenge. The community is on the verge of demanding change. We must seize the moment before it is too late and effect the changes ourselves. Warren Bennis has predicted the end of bureaucracy as we know it today. To prepare for this end he recommends that we embrace a new concept of leadership. This new concept will include four important sets of competencies:

1. Knowledge of large, complex human systems;
2. practical theories of intervening and guiding these systems, theories that encompass methods for seeding, nurturing, and integrating individuals and groups;
3. interpersonal competence, particularly the sensitivity to understand the effects of one's own behavior on others and how one's own personality shapes his particular leadership style and value system; and
4. a set of values and competencies which enables one to know when to confront and attack, if necessary, and when to support and provide the psychological safety so necessary for growth.<sup>45</sup>

The question is not revitalization or reorganization, it is

Reorganization And Revitalization.

\*This work was performed under the auspices of the U.S. Department of Energy by Lawrence Livermore Laboratory under contract No. W-7405-Eng-48.

Footnotes

<sup>1</sup> Niccolo Machiavelli, The Prince, translated by Luigi Ricci, revised by E. R. P. Vincent (New York: New American Library of World Literature, Inc. 1952), p.55.

<sup>2</sup> Raymond E. Clift, A Guide To Modern Police Thinking (Cincinnati: The W. H. Anderson Company, 1970) p.11.

<sup>3</sup> Robert E. Blanchard, Introduction to the Administration of Justice (New York: John Wiley & Sons, Inc, 1975) p.82.

<sup>4</sup> Harry W. More Jr., Effective Police Administration: A Behavioral Approach (St. Paul: West Publishing Company, 1979) p.13.

<sup>5</sup> Ibid. p.14

<sup>6</sup> Ibid. p. 22.

<sup>7</sup> Blanchard, op. cit., p.83

<sup>8</sup> "Bureaucracy", Collier's Encyclopedia (New York: Mac Millian Educational Corporation), Volume 4, p. 732.

<sup>9</sup> National Advisory Commission on Civil Disorders, U.S. Riot Commission Report (New York: Bantam Books, 1968) p. 301

<sup>10</sup> Roy R. Roberg, Police Management and Organizational Behavior: A Contingency Approach (St Paul: West Publishing Company, 1979) p. 25

<sup>11</sup> Nicos P. Mouzelis, Organisation and Bureaucracy (Chicago: Aldine Publishing Company, 1968) p.79.

<sup>12</sup> Roberg, op. cit., p. 26

<sup>13</sup> Roberg, op. cit., p. 28

<sup>14</sup> O. W. Wilson, Police Administration (New York: McGraw-Hill Book Company, 1963) p. 36-68.

<sup>15</sup> Roberg, op. cit., p. 195

<sup>16</sup> Roberg, op. cit., p. 198

<sup>17</sup> Gerald E. Caiden, Police Revitalization (Lexington, Mass.: Lexington Books, 1977) p. 347.

<sup>18</sup> Mouzelis, op. cit., p.98.

<sup>19</sup> Ibid. p. 203

<sup>20</sup> More, op. cit., p.22

<sup>21</sup> James F. Richardson, Urban Police in the United States (Port Washington, New York: National University Publications, 1974), p.49.

<sup>22</sup> Nicos P. Mouzelis, Organisation and Bureaucracy (Chicago: Aldine Publishing Company, 1968) p. 110.

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<sup>26</sup> Ibid. p. 185.

<sup>27</sup> Alan A. Altshuler, The Politics of the Federal Bureaucracy (New York: Dodd, Mead & Company, 1973), p. 3.

<sup>28</sup> Harry W. More, Jr., Contemporary Criminal Justice (San Jose: Justice Systems Development Inc., 1977) p. 89.

<sup>29</sup> Richardson, op. cit., p. 121.

<sup>30</sup> President's Commission of Law Enforcement and Administration of Justice, The Challenge of Crime In A Free Society ( U.S. Government Printing Office: Washington D.C., 1967) p. 113.

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<sup>36</sup> Ibid. p.16.

<sup>37</sup> Ibid. p. 6.

<sup>38</sup> Ibid. p. 9

<sup>39</sup> Ibid. p. 327

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