

TENTH EDITION

# THE POLICE IN AMERICA

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AN INTRODUCTION

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**Mc  
Graw  
Hill**



## THE POLICE IN AMERICA: AN INTRODUCTION, TENTH EDITION

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# Preface

*The Police in America: An Introduction* provides a comprehensive introduction to the foundations of policing in the United States today. Descriptive and analytical, the text is designed to offer undergraduate students a balanced and up-to-date overview of who the police are and what they do, the problems they face, and the many reforms and innovations that have taken place in policing. The book is designed primarily for undergraduates enrolled in their first police or law enforcement course—such as an introduction to policing, police and society, or law enforcement systems.

## Changes in the Tenth Edition

The tenth edition of *The Police in America: An Introduction* has undergone extensive revision. In response to reviewer feedback, we have not only updated all of the statistical information but also provided new examples of several important issues throughout the book. We have also included coverage of the latest research and practices in policing. Some of the most important changes we have made for the ninth edition are as follows:

- Chapter 1, “Police and Society,” has been completely revised to use the President’s Task Force on 21st Century Policing as a framework for understanding the police in America.
- Chapter 2, “The History of the American Police,” has been expanded to include discussion of the national police crisis that began in 2014 following the tragic events in Ferguson, Missouri, and reached a new level on intensity in 2020 following the death of George Floyd.
- Chapter 3, “The Contemporary Law Enforcement Industry,” has been revised and updated to include the most current data on law enforcement organizations.
- Chapter 4, “Police Organizations,” has been revised to include the most important new research on law enforcement organizations, including contemporary issues surrounding police unions.
- Chapter 5, “Police Officers I: Recruitment and Training for a Changing Society,” has been completely revised to incorporate the important new developments related to police training. The chapter also covers the police “workforce crisis” in which police departments are having difficulty recruiting and retaining high-quality officers.
- Chapter 6, “Police Officers II: On the Job,” includes a completely revised discussion of the police officer subculture and its impact on police officer behavior.
- Chapter 7, “Patrol: The Backbone of Policing,” includes new material on the distribution of patrol officers, the operation of 911 call centers, and was revised to include the latest research on innovations in police patrol.



- Chapter 8, “Peacekeeping and Order Maintenance,” has been expanded to include a new section on policing people with COVID-19 and new research on policing traffic, domestic violence, and other social problems.
- Chapter 9, “The Police and Crime,” has been revised to include the latest research on detective work, criminalistics, and policing gangs, drugs, and terrorism.
- Chapter 10, “Advances in Police Strategy,” has been revised to include new sections on the Chicago Alternative Policing Strategy (CAPS) Program and zero-tolerance policing.
- Chapter 11, “Police Discretion,” has been revised to include new perspectives on the complexity of officer exercise of discretion. New material has also been added on strategies for effectively controlling discretion.
- Chapter 12, “Legitimacy and Trust and Confidence in the Police,” has been completely revised to incorporate the new interest in and reforms related to legitimacy because of the national police crisis, 2014–2016. New material has been added on the various police actions that cause serious problems in the relations between the police and communities of color.
- Chapter 13, “Police Corruption,” includes a new section on police lying and dishonesty, and has been revised to incorporate new perspectives and research on police corruption.
- Chapter 14, “Accountability of the Police,” has been extensively revised to include material and the full range of both internal and external accountability mechanisms.
- Chapter 15, “The Future of Policing in America,” includes new sections on the National Integrated Ballistic Information Network (NIBIN), targeting offenders through big data, the special role of body-worn cameras and bystander videos, and protest policing. It has also been updated to include discussions of the latest developments related to technology, employment, and police research.

## Overview of the Contents

---

Part I, “Foundations,” provides students with an introduction to policing in America. It explains the role of the police in the United States, along with the realities of police work and the many factors that shape policing. It also traces the history of the police from the creation of the first modern police department through the many new developments that can be found in policing today. The section concludes with a discussion of the characteristics of the contemporary law enforcement industry, including a section on the Department of Homeland Security.

Part II, “Officers and Organizations,” begins with an explanation of the characteristics of police organization, the role and influence of police unions, and a discussion of the theoretical rationales for why police organizations behave the way they do. It also includes an explanation of police recruitment, selection, and training practices, as well as a discussion of the characteristics of American police officers. The section covers the reality shock that officers encounter when beginning their job, the concept

of police culture, and the relationship between the attitudes of the police and the behavior of the police.

Part III, “Police Work,” includes explanations of what the police do and how they do it. Among the subjects covered are the functions of patrol, the delivery of services, and the effectiveness of traditional policing strategies. This section also discusses the various problems that the police face while on the job and the strategies they use to respond to these problems. The section closes with a discussion of advances in police strategy, such as community policing, problem-oriented policing, and zero-tolerance policing.

Part IV, “Issues in Policing,” covers the various problems that police officers and police organizations encounter. The chapter on police discretion explains the nature of police discretion, sources of discretion, and how police organizations have attempted to control discretion. The section also includes a chapter on legitimacy and police–community relations. Attention is placed on citizen perceptions of the police, police perceptions of citizens, and sources of police–community relations problems. Special emphasis is placed on race and ethnicity and its implications for policing in the United States. This section includes chapters on police corruption and police accountability, which discuss different types of police misbehavior and the strategies used to hold the police accountable.

Part V, “Challenges for a New Century,” concludes the book with a chapter on the future of policing in America.

## Pedagogy

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A number of learning devices are included to make the text easier to teach and, for students, easier to learn, enlivening the material with practical, concrete examples and applications:

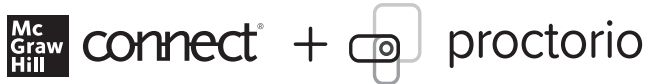
- Boxes called “Police in Focus” discuss a series of important issues in policing. This feature is designed to highlight particularly important points and can serve as the basis for class discussion. In each case, references are provided for students who want to pursue the issue further.
- Sidebars throughout the book expound on important concepts and feature contemporary issues related to the chapter.
- Cross-reference icons direct students to material elsewhere in the text that can further illuminate chapter topics.
- Chapter-opening outlines guide students through each chapter.
- Key terms are highlighted in the margins, boldfaced in the text, listed at the end of the chapter, and defined in a comprehensive glossary at the end of the book.
- End-of-chapter case studies—real-world examples that highlight major concepts or ideas from most chapters—enable students to begin to apply what they have learned.
- “Internet Exercises” at the end of each chapter can be used by students for further web-based study.
- “For Discussion” questions at the end of each chapter can be used to stimulate classroom discussion.

# connect<sup>®</sup>

The tenth edition of *The Police in America: An Introduction* is now available online with Connect, McGraw Hill Education's integrated assignment and assessment platform. Connect also offers SmartBook for the new edition, which is the first adaptive reading experience proven to improve grades and help students study more effectively. All of the title's website and ancillary content is also available through Connect, including:

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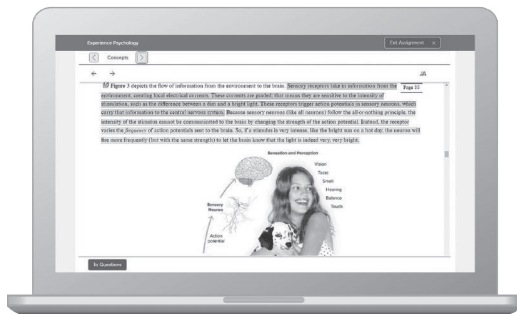
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- Jordan Cunningham,  
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## Acknowledgments

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Charles Katz would like to thank the many people who have contributed to the completion of this edition and to acknowledge his colleagues at Arizona State University, who have always been supportive and who have been willing to lend a helpful hand when asked. Special thanks, too, to four people in particular: to Charles's parents and his wife Keri, who have always been loving and supportive (this book, and his other work, is just as much a result of their dedication and efforts as his own), and to his coauthor Sam Walker. Sam has always been supportive, whether it be professionally or personally, and his insights continue to influence Charles today.

**Samuel Walker**  
**Charles M. Katz**



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# Foundations

- CHAPTER **1** Police and Society
- CHAPTER **2** The History of the American Police
- CHAPTER **3** The Contemporary Law Enforcement Industry



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CHAPTER

# 1

## Police and Society

### CHAPTER OUTLINE

*The Goals of This Book*

#### **Why Do We Have Police?**

##### **A Framework for Understanding the Police and Policing**

##### **A Democratic Police**

Democracy and Accountability

##### **A Legitimate Police**

Procedural Justice

Practices That Build Legitimacy

Legitimacy and Police—Public Interactions

Legitimacy, Trust, and Race and Ethnic Relations

##### **An Open and Transparent Police**

Practices That Create Openness and Transparency

##### **An Accountable Police**

Police Accountability: Goals and Methods

Accountability on Police Use of Force

Collecting and Analyzing Data on Use of Force

Accountability in Routine Police—Public Contacts

Training to Prevent Bias in Police Activities

Independent Investigations and Review of Critical Incidents

##### **An Effective Police**

The Complex Responsibilities of the Police





Ineffective Strategies for Controlling Crime and Disorder  
 Effective Strategies for Controlling Crime and Disorder

Partnerships with the Public  
 A Special Case: The Police and the Mentally Ill  
 Research and Policing: Evidence-Based Programs

**Summary**  
**Key Terms**  
**For Discussion**  
**Internet Exercises**

## The Goals of This Book

The police are an important institution in American society. We rely on them to control crime, maintain public order, and provide services to members of the public. But they are also involved in controversy: over fatal shootings, the use of force, equal treatment of all people, and many other issues. *The Police in America* addresses all these issues by providing a comprehensive picture of policing in America. It describes what police do (see Chapter 7); the different problems that arise; the decisions that officers make; and who those officers are, including who applies to be police officers and how they are selected. It also covers important issues in day-to-day policing, such as police patrol and how it has changed over the years (Chapter 7), police officer exercise of discretion (Chapter 11), and legitimacy and community relations (Chapter 12). Police personnel issues include how police officers are selected, the demographic profile of police officers today (Chapter 5), the factors that shape officer behavior (Chapter 6), and how police organizations operate (Chapter 4). Chapter 2 examines the history of policing in America and how traditions that were created many decades ago continue to influence policing today.

Before we begin, in this chapter we provide a framework for understanding the police in America. The framework that follows is adapted from the *Final Report of the President's Task Force on 21st Century Policing*. The Task Force was the first-ever presidential commission or task force devoted exclusively to the police. The *Final Report* brought together all the best current thinking about the police in America today.<sup>1</sup>

## Why Do We Have Police?

Why do we have police? What purpose do they serve? What do we want them to do? How do we want them to do these things? How do we make sure they do what we want? What do we do if they engage in misconduct?

These are all basic questions related to the role of police in society. Most Americans think they know what the police are: They are the officers who patrol the street where they live. Why do we have them? Most people would answer that they are there to fight crime and protect us.

Unfortunately, the answers most people give are too vague. Policing is extremely complex.<sup>2</sup> The police have multiple responsibilities, which are divided into three main areas: controlling crime, maintaining order, and providing services to the public. Each of these areas is extremely complex. Even the idea of “fighting crime” is complex. For example, should the police make arrests in every single case, including very minor ones such as a minor in possession of beer?

The police solve this dilemma by using their discretion not to enforce all the laws all the time. People stopped by an officer while driving are often let go with a



We examine the police and crime in detail in Chapter 9.

