

Increasing the Efficiency and Effectiveness of Law Enforcement Agencies: Evolving Managerial
Methods in the Areas of Budgeting, Training, and Organizational Stressors

Approved by paper advisor Dr. Dedra Tentis on December 19, 2011

Increasing the Efficiency and Effectiveness of Law Enforcement Agencies: Evolving Managerial
Methods in the Areas of Budgeting, Training, and Organizational Stressors

A Seminar Paper

Presented to the Graduate Faculty

University of Wisconsin Platteville

In Partial Fulfillment of the

Requirements for the Degree

Masters of Science in Criminal Justice

Whitney J. Jarvis

2011

Acknowledgements

There are several people that have made my goal for higher education possible. This paper was one of my final obstacles that I had to overcome in order to complete my goal. I would like to thank the following for all of their support throughout this process.

First of all, I would like to thank all of my instructors that have given me the skills and knowledge to get to this point and help me continue on through my career, especially Dr. Cheryl Banachowski-Fuller and Dr. Dedra Tentis. Dr. Fuller always provided me with encouragement and direction in order for me to obtain my goal of a Masters Degree. Dr. Tentis, thank you for your patience, understanding, and pushing me to do my best.

Thank you to my parents, Mom and Thad, Dad and Chris, for all of your love and support. I would not be at the point I am today if you had not done such a wonderful job raising me and teaching me that I can do anything if I apply myself.

Thank you to my grandparents for helping me throughout my path to higher education. I know without their love and support I would not have been able to achieve this goal.

Finally, thank you to my fiancé Steve. I know that without you I would not have been able to complete this goal or this paper. Thank you for your support and encouragement. I look forward to sharing this accomplishment and all of my other accomplishments with you for the rest of our lives, forever and ever, promise, promise.

INCREASING THE EFFICIENCY AND EFFECTIVENESS OF LAW ENFORCEMENT AGENCIES: EVOLVING MANAGERIAL METHODS IN THE AREAS OF BUDGETING, TRAINING, AND ORGANIZATIONAL STRESSORS

Whitney J. Jarvis

Under the Supervision of Dr. Dedra Tentis

Statement of the Problem

Law enforcement budget cuts drastically impact law enforcement agencies and the communities that they protect and serve. In 2011 alone, budget cuts will lead to more than 42,000 law enforcement positions being cut throughout the nation (Johnson & Jackson, 2011). That means there will be 42,000 less people helping to protect and serve our communities. Crime rates are currently down from last year's statistics; however, research shows that less law enforcement can lead to an increase in crime (Johnson & Jackson, 2011). Law enforcement agencies that were forced to lay off officers and cut training programs are already seeing an increase in officer assaults and the nation as a whole is seeing a dramatic increase in officer fatalities (Audi, 2011; Jackman, 2010). Law enforcement managers need to be prepared to handle budget cuts in order to protect officers' job and lives, while they do one of the most important jobs to protect and serve communities throughout the United States. This paper focused on ways law enforcement managers can increase the efficiency and effectiveness of their agencies in order to more resourcefully use their funding and increase productivity within their agency.

The first topic that was addressed was budgeting. Research revealed that line-item budgeting may not be the most effective form of budgeting for law enforcement agencies to use. Line-item budgeting does not help agencies prioritize services or assist law enforcement managers with conveying the importance of funding to governing bodies. Line-item budgeting can lead to unidentified wasteful spending that negatively impacts law enforcement agencies especially during times of budget crisis (Whisenand, 2009).

The second topic that was addressed was officer training. Training was one of the first areas that law enforcement agencies cut during times of budget hardships. Law enforcement agencies do not realize a lack of training can negatively impact the efficiency and effectiveness of the law enforcement agency (Hess & Orthmann, 2012). Lack of training decreases the overall quality of officers and the productivity of the law enforcement agency. Failure to train lawsuits can result in agencies being forced to pay compensatory damages and attorney fees totaling over a million dollars. Law enforcement officer training is becoming more complex and must be maintained because their skills are perishable (Hess & Orthmann, 2012). The lack of continued training can result in the death of a civilian or an officer.

The final issue that was addressed in this paper was organizational stressors that lead to officer burnout. Officer burnout can be very costly to a department. If a department does not retain an officer and reap the benefits from training the officer, the department can lose anywhere from 50,000 to 100,000 dollars (Orrick, 2009). Organizational stressors that were identified as one of the primary causes of officer who report job dissatisfaction. Officer productivity and job performance were greatly affected when organizational stressors were increased. Officers identified bureaucracy, scheduling, and a lack of acknowledgement from administration as some of the primary organizational stressors that lead to officer burnout (Shane, 2010). Officer burnout is a serious issue for law enforcement managers to address because not only does it

affect effectiveness and efficiency of a law enforcement agency, it also impacts the health of the officer and can lead to officer suicide (Hess & Orthmann, 2012).

Method of Approach

The primary source of information was secondary data from previous case studies throughout law enforcement agencies not only in the United States but also throughout the world. The data was compiled and analyzed. The analysis focused on budgeting, training, and officer burn out. The secondary data gathered was presented in widely accepted published works by scholarly researchers as well as professionals in the field of criminal justice. The final analysis of the data revealed new managerial methods for law enforcement agencies that will assist managers during budget cuts.

Results of the Study

The evidence collected and presented throughout this paper revealed that efficiency and effectiveness of law enforcement agencies can be improved if agencies employ meaningful managerial methods. Law enforcement managers can depict the necessity of funding through alternative budgeting methods by identifying wasteful spending. High quality training can also increase the productivity and retention of officers. By adjusting managerial methods in the areas of scheduling and officer satisfaction productivity and officer retention can be increased. All of these changes can improve the effectiveness and efficiency of a law enforcement agency, which makes it easier to resourcefully use funding during times of budget cuts.

TABLE OF CONTENTS

	Page
APPROVAL	i
TITLE PAGE	ii
ACKNOWLEDGEMENTS	iii
ABSTRACT	iv
TABLE OF CONTENTS	vi
I. INTRODUCTION	1
○ Statement of the Problem	
○ Purpose of the Study	
○ Significance and Implications	
○ Limitations and Assumptions	
II. LITERATURE REVIEW	7
○ Budgeting	
○ Training	
○ Stress Related to Officer Burnout	
III. THEORETICAL FRAMEWORK	18
○ Theoretical Application to the Budgetary Process	
○ Theoretical Application of Social Learning and Andragogy	
○ Maslow's Hierarchy of Needs Applied to Officer Burnout	
IV. CURRENT MANAGERIAL METHODS	27
○ Line-Item Budgeting	
○ Lack of Training and the Impact on Law Enforcement Agencies	
○ Current Managerial Methods that Cause Stress Which Leads to Officer Burnout	
V. EVOLVING MANAGERIAL METHODS	37
○ Introduction	
○ Budgetary Process	
○ Maintaining Adequate Training	
○ Reduce Organizational Stressors	
VI. SUMMARY AND CONCLUSION	51
REFERENCES	55

I. INTRODUCTION

Budget cuts are currently one of the biggest issues within American law enforcement. A shocking 35 out of 50 states in the United States are faced with extreme budget problems and the remaining states are suffering but not at the same level of severity (Crime in America, 2010). The budget crisis could not come at a worse time as computer crime increased 22 percent from 2008 to 2009 and illegal drug use rates have increased to the highest level in nearly a decade (Federal Bureau of Investigation, 2010; Hananel, 2010). According to the Federal Bureau of Investigation (2010) a violent crime occurred every 23.5 seconds and a property crime every 3.5 seconds in 2010. Communities like Sacramento, California that chose to cut law enforcement budgets are seeing a much more drastic impact of crime. Sacramento saw a 43 percent increase in homicides, and assaults on officers increased 13 percent (Jackman, 2010). Even though crime rates showed a steady decline it is evident that crime continues to be a serious issue, especially in areas that have cut law enforcement budgets.

Funding issues have affected all levels of government. The federal government announced the Department of Justice will see budget cuts exceeding one billion dollars in 2011. Over half of the funding the federal government cuts goes towards funding assistance for local and state law enforcement agencies (Washington Post Editors, 2011). Grim crime statistics and a bleak forecast for law enforcement budgets comes at a time when law enforcement agencies are expected to provide more protection and services with fewer resources (Hess & Orthmann, 2012). Law enforcement managers are doled the task of how to make their law enforcement agency run effectively and efficiently in order to make budgets stretch farther over agency expenses. However, traditional forms of law enforcement management have become inadequate which impacts the effectiveness and efficiency of these agencies (Riley & Nwoke, 2007). The

following research presents suggestions on improving management methods based off case study analyses that confirm evolving methods to increase effectiveness and efficiency in hopes of alleviating budget stress.

A. Statement of the Problem

This researcher analyzed methods of improving three specific areas within law enforcement management. First, it is important to understand the impact budget cuts have had on law enforcement and how that relates to crime. Throughout the nation, hundreds of officers have lost their jobs as a result of budget cuts (Johnson, 2010). Recent data suggests budget cuts that lead to law enforcement layoffs increased crime in areas by 15 percent and victim assistant services by 25 percent (Johnson, 2009). Cutting law enforcement spending at the local, state and federal level would only mean fewer officers protecting and serving local communities. Some critics of federal law enforcement spending believe that federal grants that assist law enforcement agencies with hiring and support is wasteful spending. However, grants like the Community Oriented Policing Services (COPS) grant only provided funding equivalent to one percent of state and local law enforcement budgets. Even by increasing state and local budgets by one percent, the extra presence of law enforcement and the adoption of community policing decreased crime by 15 percent and made an impact on the War on Drugs (Worrall, 2010). The Uniform Crime Report revealed a decrease in violent and property crime after the COPS program was initiated (Federal Bureau of Investigation, 2010). This shows that even a one percent change in law enforcement budgeting can have a significant impact on crime. Increasing officer presence within communities throughout the nation impacts crime rates, and decreasing officer presence can lead to an increase in crime.

The budget process was the initial managerial function focused on in this paper. A law enforcement budget is a critical part of law enforcement management and directly correlates to the resources allocated to the department (Hess & Orthmann, 2012). Typically, managers use traditional forms of budgeting which may not be as effective or efficient as other methods of budgeting (Shane, 2005). The traditional form of budgeting is considered to be line-item budgeting. This form of budgeting does not take into consideration the amount of time spent on activities or services that law enforcement agencies provide. This poses the issue of funds being set aside for activities or services that are not major priorities for the law enforcement agencies (Shane, 2005). Law enforcement managers have other options that map out costs and display a better overall representation of the services that the agency provides for the community. Performance budgeting, program budgeting, activity-based costing and zero-based budgeting are new forms of budgeting that provide law enforcement with a good depiction of where money is spent and where cuts can realistically be made without drastically affecting the productivity of the department (Hess & Orthmann, 2012).

The second managerial function this paper examined was the provision of officer training, which is a large expenditure for many departments. Due to the large expense, training is one of the first areas that are affected by budget cuts. Roughly 70 percent of law enforcement agencies have cut their training budget as a result of recent budget cuts (Johnson, 2011). A lack of officer training can be very costly to departments. Officers who lack adequate training are considered problematic, which can lead civilian complaints and lawsuits (National Institute of Justice, 1999). Costly side effect of insufficient training includes officer burnout, which can lead to lower department productivity and officer retention (Shane, 2010). Law enforcement agencies that have good training programs reap the benefits of having well rounded officers. Training

also increases the challenge that many law enforcement officers are looking for and ultimately increases productivity (Terra, 2009). Officers that are well trained and have the capabilities to handle a wide variety of situations are less costly to a department because a single officer can handle a call for service versus two or more untrained officers.

The final managerial function that was explored throughout this paper was officer burnout in correlation to officer retention and productivity. Officer burnout is a large expense that many law enforcement managers do not consider when analyzing the budgets of their department. Officer burnout severely affects officer productivity and the overall productivity of the department (Hess & Orthmann, 2012). Research has shown that job dissatisfaction and organizational stressors are the key components to officer burnout (Crank & Caldero, 1991). Aside from overall job dissatisfaction, officer burnout can lead to officer suicide (Miller, 2005). Officer suicides increased from 141 officers in 2008 to 143 officers in 2009 (O'Hara & Violanti, 2009). If law enforcement managers are cognizant in recognizing officer burnout then they can battle it and change managerial methods to adapt to officer needs and even prevent an unnecessary and tragic death of a fellow officer. Creating policy and procedure for recognition of burnout and implementing preventative measures can help solve the problem of officer burnout and deficiencies in productivity among law enforcement officers.

Budget cuts are a reality in the world of law enforcement. Law enforcement managers are continually faced with making difficult decisions on how to protect and serve their community with fewer resources. Efficiency is vital to running a department on fewer resources while maintaining that same level of effectiveness. Law enforcement managers can increase their efficiency by evolving their budgeting methods, providing and maintaining adequate

training to law enforcement officers, and by implementing policy and procedure to prevent officer burnout.

B. Purpose of the Study

The purpose of the study was to identify methods to aid law enforcement managers in ways to increase the effectiveness and efficiency of their department through improving managerial methods. The goal was to find the answers as to how to increase the effectiveness and efficiency of law enforcement agencies, in order to provide the same protection and services to their community while operating on a lower budget. The suggestions presented were alternative methods to decrease costs and save departments money rather than cutting essential programs and services.

C. Significance and Implications

It is vital that law enforcement agencies evolve just as crime and criminals evolve (National Crime Prevention Council, 2001). Part of the evolution must not only be in adapting to new crimes that are being committed, but also how law enforcement agencies are being managed. The adaptation is due to the fact that the economy has forced government officials to drastically cut law enforcement budgets (Bohn, 2008). If agencies want to avoid officer lay-offs or programs cuts, it is necessary that they seek new managerial methods in order to improve the effectiveness and efficiency of their department.

Saving money is important for agencies especially during a budget crisis which many departments are currently experiencing throughout the nation. Research has shown that switching from traditional managerial methods (i.e. line budgeting and eight hour work shifts) to newer methods (i.e. activity based budgeting and ten hour work shifts) increases, the efficiency of departments and saved departments thousands of dollars (Shane, 2005; Sundemeier, 2008).

Simple changes that veer from the traditional norm of law enforcement management methods can make it easier for managers during budget crunches that force them to make difficult employment and service decisions.

The primary goal of law enforcement is to protect and serve their community to the best of their abilities. Replacing antiquated managerial methods that create unnecessary cost is important so that law enforcement agencies can succeed at accomplishing their primary goal while operating on a much lower budget.

D. Limitations and Assumptions

The limitations of this paper center on the fact that there was not a large amount of research and information on departments attempting other forms of budgeting procedures. Also, each department is a unique entity and different factors affect departments differently depending on the type of community it serves. The analysis of the information and the suggestion of evolving the managerial methods are made on a basis of generalization and do not take into consideration unique circumstances within some departments.

II. LITERATURE REVIEW

A. Budgeting

Budgeting is a major process for all law enforcement agencies. Budgets dictate and allocate all of the resources that are available for officers. According to research, the most traditional form of budgeting in law enforcement is line budgeting. In 2005, John M. Shane presented the article, *Activity Based Budgeting* in the FBI Law Enforcement Bulletin which explained a new form of budgeting that many chiefs throughout the nation have experienced a degree of success while using. Activity based budgeting focused on creating a budget that breaks down every resource and showed how and where money is being spent and where costs can be cut. The point of activity based budgeting was to make a department run more effectively and efficiently. Shane also argued that activity based budgeting was good for organizing a department and identifying the specialty departments that are needed. Another benefit of activity based budgeting was that it makes it much easier for law enforcement leaders to negotiate for more money in their budget for an upcoming fiscal year, because county boards or city councils are able to visibly see where money is going and where money is most needed (Shane, 2005). The only problem with activity based budgeting was that it is more time consuming. However, in the long run, there are many more benefits to the modernized budgeting system.

Other countries have also identified the need to modernize the law enforcement business operations. Rob C. Mawby, Geoff Heath, and Lynn Walley (2009) conducted a study that involved the restructuring of policing organizations in England and Wales. The study focused on identifying if job specialization and employing civilians in some of the positions of the department saved the department money. The research revealed activity based budgeting, community policing, and job specialization all helped the department save money. The study

was conducted as a result of a proposal to add civilian and contracted staff to law enforcement organizations in order for police officers to focus more on preventing and solving crime. Findings from the study showed a \$250,000 cost savings and found that introducing non-police staff to law enforcement organizations was a good way to save money and create a more effective law enforcement agency (Mawby et al., 2009). The key point identified was that support staff increased managerial professionalism and specialization of police officers. In conclusion, Mawby et al. (2009) found that workforce modernization does increase the effectiveness and the efficiency of the police department through better business practices. The modernization conducted in England and Wales was very similar to the activity based budgeting practices conducted in the United States. Both of the methods focused on breaking the budget down into specific activities to improve budgeting practices.

In an attempt to find the best practices within law enforcement agencies, the United States Department of Justice created a research program. The program was called the Police Executive Research Forum (PERF). The purpose of PERF was to identify successful budgeting tactics. PERF researchers sent out 490 surveys to law enforcement agencies serving a population of 50,000 or more. A total of 297 agencies responded and revealed that line-item budgeting was the most commonly used form of budgeting. Only ten percent of agencies used program based budgeting and only five percent used performance budgeting (PERF, 2002). However, PERF researchers stressed that strategic planning and budgeting should be done together throughout the budgeting process. Agencies also reported using other budgetary practices such as budget targets as well as obtaining funding from federal and corporate grants. Overall, the study revealed successful budgeting comes from strategic goal setting and organized planning (PERF, 2002).

Researchers found that there is a different approach taken by sheriffs and police chiefs in regards to handling their legislature proposed budget cuts. T. Casey LaFrance and MaCherie Placide (2009) presented a study, *Sheriffs' and Police Chiefs' Leadership and Management Decisions in the Local Law Enforcement Budgetary Process: An Exploration* that produced results which revealed that sheriffs are much more likely than police chiefs to cooperate with boards of supervisors. The study included interviewing sheriffs and police chiefs in Illinois, Wisconsin, and Iowa (LaFrance & Placide, 2009). The sheriffs and police chiefs were given a scenario that the council or board proposed their law enforcement agency needed to increase citation rates by 50 percent the next fiscal year or the department would face budget cuts. The sheriffs and chiefs were then asked how they would handle this and how they would approach the topic of budget cuts. The results revealed that sheriffs were most likely to cooperate with their council where police chiefs were more likely to go public, leave the position, or use leveraging to achieve and maintain their budget. Researchers believe that this was a result of sheriffs being elected officials and police chiefs being appointed. Sheriffs often have constituents that they can rely on to push legislatures to maintain their budget. On the other hand, police chiefs must fight and show to the council why the money was needed to produce the most effective policing in the area (LaFrance, & Placide, 2009).

B. Training

Another issue in regards to law enforcement organization effectiveness, efficiency and budgeting is officer training. In 2009, the Federal Law Enforcement Bulletin published an article by Mark J. Terra entitled *Increasing Officer Retention through Educational Incentives*. Terra presented both sides that many law enforcement agencies are faced in regards to training officers and law enforcement continuing education. First, training can be very costly for law

enforcement organizations and that is why many agencies cut training first when budgets get tight. However, Terra (2009) presented the argument that many officers leave an agency due to a lack of adequate training and education provided by the department. Terra (2009) proposed that training would retain officers for a longer period of time because it would increase job satisfaction and officers would feel more mentally fulfilled with new challenges (Terra, 2009). Another topic in regards to training is tuition reimbursement programs and pay differential. Many departments that suffer from budget shortages do not pay officers differentials if an officer has obtained a higher level of education or increased their skill set. Terra (2009) proposed that future research was needed to identify which training maximizes retention of officers, which in turn increases effectiveness and efficiency.

A department cannot run effectively and efficiently without the best officers possible and without the most current training. White and Escobar (2008) presented valid points as to areas law enforcement managers should be considering when hiring a new recruit for a department and the training that follows hiring officers. The first argument the researchers presented is that agencies should recruit the best applicant for the job, but agencies should focus recruitment efforts on minorities and females. The purpose of this is a law enforcement agency should represent the population it serves. White and Escobar also presented the topic of college education being a prerequisite in order to be hired by law enforcement agencies. In 1988, 65 percent of law enforcement officers had some college experience (White & Escobar, 2008). The increase of educated applicants raised the question as to whether if law enforcement agencies should increase education requirements. White and Escobar (2008) predicted the increase of college requirements for law enforcement employment will be seen in the near future.

Along with recruitment issues, White and Escobar (2008) also identified five areas of training that law enforcement agencies have never had to deal with until the last ten years. The researchers compared how the United States was handling the new issues of recruitments with the way other countries were handling the same issues. The first area that was analyzed was training in community policing. The United States is still transitioning from traditional policing to community policing and is not progressing as fast as some countries. However, in the area of technology, the United States is significantly further ahead due to the fact that a large percentage of officers have access to computers in their squad cars (White & Escobar, 2008). The other areas of training identified included diversity training, counter terrorism, and changing pedagogy. White and Escobar (2008) concluded that if departments fulfill the recruitment diversification and training increases then departments will be well rounded and ultimately more effective.

After recruiting officers and training new recruits, one must consider how to effectively keep those officers with the department. Officer retention and effectiveness of law enforcement agencies should be thoroughly researched. It is important for law enforcement agencies to be able to identify the motivations of becoming a police officer and if those motivations change over time. A department should know the motivations in order to recruit and retain the most qualified officers. In *Motivations for Becoming a Police Officer: Re-assessing Officer Attitudes and Job Satisfaction After Six Years on the Street*, White et al. (2010) presented a study involving the motivations of new recruits, and whether their motivations change over a six year period. White et al. used a study conducted by Raganella and White to compare data. White et al. used the same survey method and found the motivations overall have not changed since the study conduct by Raganella and White in 2004, but the ranking of motivations have changed. In

the first survey conducted by Raganella and White's, the opportunity to help people was ranked first. In the second survey conducted by White et al. job security was ranked first. The research also revealed gender and ethnicity had relatively similar motivations, but that white males had the highest level of job dissatisfaction (White et al., 2010). The focus of the study was to identify if law enforcement recruitment needed to be drastically changed. The researchers found that recruitment does not have to be changed but law enforcement agencies must be mindful that recruits are looking for career advancement. Recruits are also looking for good wages and job security (White et al., 2010). The stress of budget cuts, layoffs, and inadequate training could deter qualified applicants from going into the field of law enforcement.

The way law enforcement officers are trained should also be considered. Officers are now expected to not only have technical skills but also knowledge of how to solve problems. Birzer (2003) presented the idea that current style of paramilitary training that law enforcement officers must go through may not be the most effective way to train law enforcement officers. Law enforcement officers are geared more towards community policing, a more proactive style of policing, versus the traditional reactive style. The idea is that if police training implements andragogy law enforcement officers will be more effective in the community because this type of learning forces trainees to be self-directed and mission oriented. This is similar to the way officers will have to be in the field when they have successfully completed training (Birzer, 2003).

In conjunction with how officers are trained, the way that officers retain information and maintain their skill is also important for law enforcement agencies to consider. In the article *In-Service Training Older Law Enforcement Officers: an Androgical Argument*, Gregg Etter Sr. and Richard Griffin (2011) discussed the importance of continued training for law enforcement

and some of the obstacles that make it difficult for law enforcement agencies to train veteran officers. Etter and Griffin (2011) presented the fact that continued training is not only a legal requirement for law enforcement agencies but that law enforcement officers need continued training because their job requires skills that are perishable if not continuously used. For example, firearms and defensive tactics are two skills that are not regularly used but officers depend on them to save their life or the life of another (Etter & Griffin, 2011). They also suggested that in order for law enforcement trainers to effectively train officers they must be aware of the obstacles and address them. Some of the obstacles included negative feelings towards educational activities, due to costs, lack of time, feeling that increased education is underappreciated, and an unawareness of educational activities. Etter and Griffin (2011) found that law enforcement training should not only meet the needs of the organization, but also the needs of the officer. Agencies can have effective training if the obstacles are overcome and the needs of both the agency and the officer are taken into consideration (Etter & Griffin, 2011).

C. Stress Related Officer Burnout

One area of law enforcement that needs further research is job satisfaction. Job satisfaction can have a big impact on efficiency of a law enforcement agency and managers should be aware if they need to make policy changes to increase satisfaction and overall efficiency within their department. Dantzker (1994) found that job satisfaction can reveal what a department needs to change in order to increase productivity in a department. Dantzker (1994) created a special survey to specifically measure that satisfaction of law enforcement officers because such a tool had never been developed. This researcher suggested that job satisfaction in the field of law enforcement cannot be measured in the same way as other fields. The study was conducted in six departments and revealed the level of satisfaction was below midpoint. A

majority of officers were dissatisfied with one or more of the 23 job facets in his survey. The data revealed white male officers are the most dissatisfied, while male Hispanics are the most satisfied (Dantzker, 1994). The analysis of the data suggested departments should focus on specific issues within a department including: satisfaction of the age ranges of 25 to 45, satisfaction of sergeants, the way education incentives impacts job satisfaction for current officers and new recruits, and pay. Pay was the largest area of dissatisfaction. Dantzker (1994) suggested that managers should consider policy changes to create a more satisfied and efficient workforce.

A similar study conducted by John P. Crank and Michael Caldero in 1991 found organizational stress leads to the most dissatisfaction and lack of motivation among officers in medium size police departments. The study included 205 viable surveys from different departments containing 40 to 100 officers (Crank & Caldero, 1991). Previous research found the biggest stress that officers face is the dangers or potential dangers of the job. On the contrary, this study revealed that officers are concerned about the dangerousness of the job, but it does not cause near as much stress as department managers, shifts, policy, and other inner departmental issues. Officers were asked to give a statement in regards to what causes the most stress. The answers of the study revolved around officer judgment being questioned and inconsistency in policies. It is important to address the issues that cause stress because it can lead to a lack of motivation and increased resignation (Crank & Caldero, 1991). A lack of proactive policing is a huge detriment to effectiveness and efficiency of a department and should be addressed through evolving policies and procedures.

Shane (2010) analyzed the organizational stressors that are abundant in law enforcement agencies. Shane administered surveys to two different departments of similar demographics.

The surveys were a compilation of questions regarding job stress. The major stressors that greatly affected the effectiveness of officers and the overall efficiency of the agency included co-worker relations, training and resources, leadership, supervision, bureaucracy, and accountability (Shane, 2010). This is consistent with other research that suggested a lack of training and poor leadership leads to budgetary issues, which affects the overall effectiveness and efficiency of the law enforcement organization. The suggestion that Shane presented was that further research should be conducted within departments of different demographics, and the research could lead to departments focusing on how to alleviate the stress that most greatly affect agencies (Shane, 2010).

Another area that researchers identified as a concern for departments was scheduling. In a nationwide survey of police agencies, conducted by the National Institute of Justice, researchers from the Police Foundation identified a schedule that is most used by departments across the nation. The study included 300 county, township, and municipal police departments. Of those surveyed, 287 completed the survey with the most frequently used schedule being the eight hour shift. Most of these agencies used an eight hour rotating shift. However, 35 percent of larger agencies used a compressed ten hour shift (Amendola et al., 2006). The statistics showed that the rotating shift is effectively working for most agencies. However, other studies showed rotating shifts are unhealthy for officers and can lead to officer burnout. It has become evident more agencies are switching to the more compressed schedule which means more hours worked in a day, but more days off. This type of scheduling has proven to be more satisfying for officers (Amendola et al., 2006).

When law enforcement agencies are understaffed and budgets are tight, officers are forced to work overtime. Even when budgets are not tight, officers experience having to work

overtime for court, late shift arrests, or simply catching up on the necessary paperwork. This can lead to officers having little sleep or disrupted sleep which leads to fatigue. Researchers identified that fatigue is very harmful for officers and ultimately the law enforcement agency. Vila et al. (2002) presented the impact fatigue has on officers and departments. The study involved collecting data from 379 officers over a four to six month period which analyzed the level of fatigue while at work, as well as after work related accidents. The results of the study revealed officers have a very poor quality of sleep compared to the general population. Most officers were in the need of some type of clinical help to manage a sleeping disorder (Vila et al., 2002). The study also revealed that the compacted 12 hour shift with a consistent schedule was healthier for officers than an eight hour shift. Researchers also pointed out that shift rotation is very unhealthy for officers because the body must constantly adjust. Vila et al. (2002) suggested law enforcement managers need to be cognizant of how fatigue impacts their department in regards to effectiveness and liability. Also, managers should implement ways to handle fatigue in the department to decrease liability of accidents that occurs as a result of fatigue (Vila et al., (2002).

Other research has shown that 12 hour shifts significantly increase officer satisfaction. A Nebraska study conducted at the Lincoln Police Department revealed that 12 hour shifts significantly increased officer satisfaction. Officers reported feeling more rested when coming back to work, while the administration reported increased satisfaction with the amount of coverage (Sundemeier, 2008). Some concerns presented by Captain Jon Sundemeier (2008) of the Lincoln Police Department included fatigue, officers having a difficult time working longer than the 12 hour shift, and too much time in between days off and days of work. In regards to working longer than the 12 hours, some officers felt it was more difficult, but the majority of

officers did not feel it was difficult (Sundemeier, 2008). Officers were able to overcome some of the challenges the 12 hour shift created by using other offices to conduct follow up interviews preventing them from having to work longer than twelve hours. Another way they overcame some of the challenges was by holding nonemergency calls for the next shift. This again solved the issue of officers having to work longer than 12 hours. A significant fact of the study revealed was there was less sick time used. However, data could not necessarily indicate if there was a significant increase in output from the department. Overall, less sick time and higher satisfaction means that officers are less likely to leave the department which leads to decreased training and hiring costs (Sundemeier, 2008).

III. THEORETICAL FRAMEWORK

A. Theoretical Application to the Budgetary Process

The first theoretical discussion will revolve around the theory of budgeting. Some researchers argued there is currently no theory that truly depicts public budgeting (Gibran & Sekwat, 2009). According to researchers, the biggest issue with public budgeting is the question of how and why budgeting occurs has never truly been addressed. Throughout the years, researchers and policy makers have addressed the methodology of budgeting without gaining an understanding of the bigger picture (Gibran & Sekwat, 2009). This lack of understanding has led to different methods since the inception of line-item budgeting in 1921 (Gibran & Sekwat, 2009). Other researchers argued the best way to explain budgeting was with rational choice theory because it directly links budgeting with decision making processes determined by managers (Moll & Hoque, 2006).

Theorists began a breakdown of budgeting in the late 1800s and pushed for administrative reform of public budgeting with the passing of the Budgeting and Accounting Act of 1921. This act introduced line-item budgeting with the hopes of eliminating corruption and increasing efficiency (Gibran & Sekwat, 2009). In 1949, the Hoover Administration reformed budgeting again, and took on performance based budgeting because policy makers felt it could link the activities of the government directly with the costs to carry out these goals (Gibran & Sekwat, 2009). Program budgeting replaced performance based budgeting in the 1960s. Program based budgeting was based on the idea that budgeting should be based on goals and the inputs that are needed to accomplish each goal (Gibran & Sekwat, 2009). The core methodology behind program budgeting was to increase the rationality of the overall budgeting process. In the 1970s, another reform took place and zero based budgeting was developed. This form of

budgeting allowed policy makers to compare budgets by selecting one that achieved the overall objectives. This form of budgeting was very complex and forced governing bodies to act as if programs began with zero funding. Zero based budgeting proved to be too difficult for governing bodies. Researchers continued to reform budgetary procedures and still there is no true theoretical framework to explain the budget process (Gibran & Sekwat, 2009).

Throughout the search for the best budgetary process researchers have found many different ways to create a budget. However, the theoretical reason for budgeting or why a certain process is more effective than another has not been addressed (Gibran & Sekwat, 2009). Some critics of past budgeting methodology believe theoretical frame work is often lacking because methods are created within a political culture that entails a great amount of rationality.

Politicians are concerned about cost savings and showing to the people money is being rationally versus showing people why spending needs to occur. In addition, there are many other issues that impact spending and budgeting is not simply about dollars and cents. In fact, critics of current budget methods blame the lack of consideration for non-rational components that affect budgeting, such as public opinion, politicians, press, and intergovernmental relations for the overall lack of a solid or robust theory of budgeting (Gibran & Sekwat, 2009). These theorists believe the large amount of rationality within current budgeting methods is what prevents theorists from going beyond the function of budgeting and into the question of why certain budgeting decisions are made (Gibran & Sekwat, 2009).

In most cases, theorists that argue all components, both rational and non-rational, believe that open systems theory is a good conceptual starting point for developing budget theory and methodology. This group of theorists presented open systems theory because they feel it links the budgetary process with the goals of the organization. Researchers presented the idea that

budgeting is a cycle. The inputs of the organization are all of the components that affect budgeting, such as services, revenue, resources, demands and costs (Gibran & Sekwat, 2009). Governing bodies should take into consideration each component and the amount of resources needed to create an output (i.e. the component). The result of how the resources were utilized reveals what adjustments are necessary to increase the efficiency of the inputs. Some believe open systems theory is an effective starting point because it looks at an organization as a whole, and assumes the organization has adaptive behavior that could lead to the handling of the non-rational components (Gibran & Sekwat, 2009).

On the other hand, some researchers believe the best way to explain the budgetary process is with a rational choice theoretical lens. These theorists consider the budgetary process to be primarily a decision making process (Moll & Hoque, 2006). Rational choice theorists break the decision making process into multiple steps. The first step in the process is to define the problem. Once the problem has been defined, it's important to evaluate the proper way to address the issue and the inputs that are needed to address it. The process continues by implementing the best option that was discovered during the evaluation process. Lastly, it is essential to evaluate whether the selected alternative was the best solution for the defined problem (Moll & Hoque, 2006).

In order to have a true understanding of how rational choice theory applies, one must understand optimization. Optimization is when an organization makes a decision by choosing the alternative that requires the least amount of inputs and produces that greatest amount of output (Moll & Hoque, 2006). This can be applied to the budgetary process when deciding what activities and services require the most resources in order to solve a problem within a

community. Some supporters of rational choice theory believe it is the most efficient way to create a public budget (Fredrickson & Smith, 2003).

B. Theoretical Application of Social Learning Theory and Andragogy

Similar to budgeting, there are several theories that attempt to explain human learning. That is why it is difficult to suggest one specific theory that best addresses the most resourceful way to train law enforcement officers. However, proper application of training increases the efficiency, effectiveness, and the overall productivity of law enforcement officers (Birzer, 2003; Hess & Orthmann, 2012). Since the inception of community policing there has been debate within the law enforcement community as to the appropriate theoretical approach to officer training.

The current approach to law enforcement training, in most cases, is very militaristic, especially at the recruit level. The law enforcement culture as a whole focuses on a chain of command, subordination, and accountability, which is similar to how the military trains and organizes (Chappell, 2005). The paramilitary model is often first introduced while officers are at recruit academies. Officers are given information and are expected to retain it, with the idea there is no alternative answer. Researchers agree the militaristic style of training is effective when training technical and procedural skills, but there are doubts that this same style of instruction is as effective when training new styles of policing (Birzer, 2003).

The current militaristic approach of law enforcement training uses social learning theory as a framework. Social learning theory assumes that “all behavior is learned and the same learning process produces all behavior” (Chappell, 2005). It is applied to law enforcement training when instructors behave and act the way recruits are expected to behave throughout training and while working in the field of law enforcement. Social learning theory is derived from Sutherland’s

operant conditioning theory, and has proven to be successful in conditioning officers for the duties of the law enforcement profession, while considering the emotional situations officers will face when working in the community (Chappell, 2005).

However, some theorists believe the militaristic style of training does not focus enough on engaging new police recruit in the adult learning process. Andragogy focuses primarily on adult education and applying life experience to learning new things. Supporters of andragogical style of law enforcement training believe that proper socialization is necessary, but that experimental learning techniques need to be applied, which is not necessarily achieved with the militaristic approach (Chappell, 2005; Vodde, 2009). In a military style of law enforcement training officers are given the answer to a problem and then expected to remember that exact answer. On the other hand, andragogy encourages trainees to think through the problem and develop a solution. Officers are encouraged to explore alternatives and ask questions, in order to find the most effective solution (Hess & Orthmann, 2012).

Researchers who support evolving current training methods consider the traditional style of policing as a form of behavior modification that does not take into account different styles of learning (Birzer, 2003). Andragogy recognizes that adult learners, especially in the field of law enforcement, increase their knowledge for a wide array of reasons such as, advancing towards a promotion or adjusting skills and techniques to improve their own abilities. Officers are given the chance to learn from each other and voice opinions on topics when andragogy is applied to training (Vodde, 2012). The theory of andragogy does not only help officer become better problem solvers, it is goal based, so trainees feel there is a greater purpose for learning and retaining the new information (Birzer, 2003).

Law enforcement managers should be aware of what type of training is provided to officers and if it is addressing the goals of the department. Studies have revealed that officers spend 90 percent of patrol time working on calls for service that require the officer to use critical thinking to solve a problem within the community (Birzer, 1999). Officers are required to find solutions to problems that people within the general public need assistance with and many of the problems do not deal with a criminal offense. By applying andragogy to law enforcement training, officers become better problem solvers, and ultimately more effective and efficient at handling the wide variety of calls for service (Birzer, 1999).

B. Maslow's Hierarchy of Needs Applied to Officer Burnout

Officer burnout can be linked to the first two theoretical frameworks presented in this paper because issues that result from poor budgeting and lack of adequate training can lead to officer burnout. The link occurs because budgeting and training revolve around specific needs of law enforcement officers. These needs can range from the need of a job when there is discussion of layoffs due to budget cuts, to a feeling of self actualization while learning a new job related skill. These basic needs can be identified by applying Abraham Maslow's hierarchy of needs theory to basic management procedures to ensure officer needs are being met. If officer needs are not met this could lead to a lack of motivation. Motivation is a key component in the equation for performance and ultimately productivity. There are other factors that impact overall productivity, but if the drive to do the job is not met because of the officer feels important needs are not met it will directly impact the overall productivity of the law enforcement organization (Griffin & Moorhead, 2010).

Maslow's hierarchy of needs theory was presented in the paper with the understanding that not every need of every person can be met. It was presented as a suggestion for an

evaluation tool for managers to use to evaluate if officers are getting important needs in order to motivate officers and increase efficiency and effectiveness of the department. The premise of the theory states “a need is anything an individual requires or wants” (Griffin & Moorhead, 2010, p. 84). Maslow’s theory breaks the needs of people into five categories: self actualization, esteem, belongingness, security, and physiological needs. Some critics of the theory believe the break down that Maslow presented is too basic, and does not take into consideration differences among people, professionally, socially, or culturally. However, the breakdown is a basic base line or a generalization of needs that many researchers have continually used to create theories that focus on more specific needs (Griffin & Moorhead, 2010).

The breakdown of needs that Maslow presented is in the shape of pyramid. The base of the pyramid is considered to be a human’s basic psychological needs or the needs of sustenance, food, water, air or warmth. This is applied in an organizational stand point as the base salary or working conditions. If a person feels that the salary is not enough to support them or possibly a family then the position fails to meet the first basic need (Griffin & Moorhead, 2010; Mohammed-Abdulla, 2009). In terms of a law enforcement agency, officers could consider the lack of a raise or the threat of lay off as jeopardizing this basic need. The lack of the department meeting the need could lead to the officer leaving the department.

The second step of the pyramid is security needs. These needs revolve around officer safety and security: housing, clothing, freedom from worry and anxiety (Griffin & Moorhead, 2010). In a normal job setting this would specifically revolve around pension plans and health insurance (Mohammed-Abdulla, 2009). Officers are also concerned with pensions and health insurance, especially in time of budget cuts. However, another form of security that is a concern for law enforcement is the safety needs. If an officer feels the agency is not providing officers

with the appropriate protection in the field while on patrol the officer may feel the department is not fulfilling the necessary needs. An example of this is, if a department takes coverage from two officers to one officer due to budget cuts. The officer may feel that safety is at risk due to a lack of back up. If the officer feels safety needs are not being met while on duty this can lead to stress and lack of motivation.

Belongingness is the third rung on the pyramid and is the most socially motivated need (Griffin & Moorhead, 2010). However, this need greatly impacts law enforcement officers. Organizational stressors have been found to be one of the leading causes in officer burnout and lack of productivity (Shane, 2010). Belongingness revolves around the need to feel accepted. If the organizational stress causes organizational strife, then officers may feel a lack of belongingness due to differences in opinion on issues. The field of law enforcement has been considered to be a brotherhood. If an officer feels excluded from the group then it could result in serious safety concerns when the officers must rely on each other for survival in dangerous situations (Kaufmann & Beehre, 1989).

The second to last need is esteem needs. These needs cover individual need for self respect. Law enforcement is typically a thankless job, which may lead to officers feeling a lack of respect (Henson & Livingston, 2003). It is important that managers notice when employees are doing a good job and relay that recognition in some form. The employee needs to feel a sense of competency, achievement, and confidence (Mohammed-Abdulla, 2009). Law enforcement managers can help officers achieve esteem needs by giving promotions or awards based on performance (Griffin & Moorhead, 2010).

The final need on top of the pyramid is self actualization. This need is important to employees' motivation and revolves around employees feeling challenged. Then with the

challenge it is also important that employees feel a sense of achievement once the challenge has been overcome (Griffin & Moorhead, 2010). In the study conducted by Shane (2010) the need for self actualization was presented which revealed that officer burnout can be attributed to officers' lack of training and feeling of not being challenged by the job. Law enforcement managers can capitalize on fulfilling this need of officers by providing training that challenges officers while giving them a much wider skill set for performing job related tasks.

Maslow's hierarchy theory can be used as a framework for law enforcement managers to increase the motivation of officers. By giving officers a chance to fulfill needs there will be less organizational stress which results in a lower amount of officer burnout. A law enforcement agency will see an increase in performance, and the overall effectiveness and efficiency of a department if organizational stressors are rectified because officers will feel the necessary needs are met.

IV. CURRENT MANAGERIAL METHODS BEING USED BY LAW ENFORCEMENT MANAGERS

A. Line Budgeting

Budgeting is a crucial part of law enforcement. The way a law enforcement manager budgets can determine the overall success of a law enforcement agency (Orrick, 2004). A budget is considered to be “a list of probable expenses and income during a given period, most often one year” (Hess & Orthmann, 2012, p. 475). Law enforcement managers have many different entities that must be considered when creating a budget for a law enforcement agency. The simplicity of line-item budgeting allows managers to easily organize budgets. This why line-item budgeting is most commonly used by law enforcement managers (Hess & Orthmann, 2012).

Line-item budgeting allocates a specific category for each expense. The name is derived from the way a budget is formatted with each line representing an expense for the department. This type of budgeting was created in the early 1900s, and still is the most frequently used form of budgeting in business (Hess & Orthmann, 2012). A line-item budget displays a comparison of previous years to the current suggested budget. This format allows governing bodies to compare budget figures at a glance (Whisenand, 2009).

When using a line-item budget format, it is important for managers to break down expenses into appropriate categories. The manager must consider several types of costs that generate the budget. In most cases a department has two types of budgets; the operating budget and a capital budget. The operating budget is a projection for income and expenses, and is the overall picture of a department’s inputs and incomes (Hess & Orthmann, 2012). A capital budget on the other hand, deals with bigger items such as the purchase of a new vehicle or other expensive equipment. A capital budget differs from an operating budget because it contains items that are

tangible assets, have a useful life of a year or more, and exceed the minimum cost threshold of a department (Hess & Orthmann, 2012).

The more detailed a line-item budget is the more lines the budget will have. Managers need to break the budget down based on the type of expense that correlates with the item. For example, a line-item budget would have a specific line for salaries and wages. Salaries and wages are considered to be variable costs because the amount expended for these items will change based on the service provided or hours worked by each employee (Hess & Orthmann, 2012). Operating expenses like fuels, repairs, and utilities are also variable costs but each would be considered a specific item on a line-item budget. Equipment could be found on both budgets and can be considered a variable or fixed cost depending on the type of equipment being purchased and how often the department purchases it (Whisenand, 2009).

If a law enforcement manager completes an accurate budget it provides a quick and easy glimpse at the budgetary status of a department. However, this form of budgeting does have weaknesses that affect the overall effectiveness and efficiency of a law enforcement agency (Whisenand, 2009). First, line-item budgeting is not goal oriented. It is primarily designed to display inputs but does not project if the inputs were effectively used to government bodies or citizens (Whisenand & Ferguson, 2005). The main goal of line-item budgeting is for managers to save money and keep costs down. The problem is this method of budgeting does not investigate if the costs that are already being expended are being effectively applied to meet agency goals. Law enforcement managers tend to make percentage increases across each line-item without looking at the budget as a whole to analyze where there is a need for an increase, and where spending could be more effectively utilized (Orrick, 2004). Even though line-item budgeting appears to be simple to read, in actuality it requires at least four data sets; a budget

summary that breaks down expenditures by each department or program, a data set of work load indicators, a detailed data set of item and function, and all capital spending. If a data set is missing then part of the budget is missing, and the budget does not depict the whole picture of budgetary needs (Whisenand & Ferguson, 2005).

B. Lack of Training and the Impact on Law Enforcement Agencies

Law enforcement training is very important for agencies to maintain and continue throughout an officer's career. The building blocks of a recruit officers training are crucial, but continuing to build on the foundation is just as important, and tends to be overlooked in times of budget crisis (Hess & Orthmann, 2012). Officers have a very diverse job that requires them to be knowledgeable in many different areas; the law, technology of new equipment, policy and procedure of their department, problem solving, conflict resolution, and the list only gets bigger if the officer has a specialized position at a department. If a law enforcement agency does not provide adequate training, it can lead to a lack of productivity, increased civil liability, and officer burnout (Hess & Orthmann, 2010; Shane, 2010).

Training is often considered to be vocational instruction. On the other hand, education refers to increasing knowledge and understanding of a topic (Hess & Orthmann, 2012). For the purpose of this paper, training and education are going to be combined together and referred to solely as training. Officers must know the technical skills required to proficiently use a firearm, but officers are also required to be knowledgeable of the laws in regards to the use of force. Training and education go hand and hand when ensuring that an officer knows how to effectively do the job. "A department's efficiency and effectiveness are directly related to the amount and quality of training it provides" (Hess & Orthmann, 2012, p. 211).

Law enforcement agencies are responsible for providing different types of training. The first type of training is the recruit training. This training varies from state to state. Some states combine the law enforcement academy with vocational or community college programs. Other states maintain a separate academy that is run by the state (Etter & Griffin, 2011). Once the officer successfully completes the academy and is a certified law enforcement officer, a department is responsible for providing training in order for the officer to maintain the state certification (Etter & Griffin, 2011). Interestingly, 11 states do not even require mandatory training hours to maintain a law enforcement certification. The majority of states require departments to provide 20-40 hours of training a year for officers (Etter & Griffin, 2011). Law enforcement agencies must also provide specific training that is required by the federal or state law, which includes HAZMAT, blood borne pathogens, CPR, firearm qualifications and legal updates (Etter & Griffin, 2011).

One of the biggest reasons a law enforcement agency should maintain a training program is the risk for civil liability. Training is often considered a luxury which is why it is one of the first areas affected by budget cuts (Hess & Orthmann, 2012). However, in reality, cutting training funding can lead to very expensive law suits. Failure to train liability can occur at any level of an agency. If a mistake occurs and an agency cannot provide the necessary training records to indicate officers completed adequate training in order to avoid mistakes, then the law enforcement agency could face civil responsibility. This could result in the agency being required to pay money for compensatory or punitive damages. Along with paying for damages agencies must also pay high attorney fees. In some cases, agencies have paid over a million dollars for damages and attorney fees (Hess & Orthmann, 2012). Law enforcement agencies should provide training on use of force, vehicle operations, arrests, search and seizure, and other

specialization trainings because these are the most common areas where lawsuits arise (Hess & Orthmann, 2012).

The current era of policing demands more training of law enforcement officers. It also requires a different style of training (Chappell, Lanza-Kaduce & Johnston, 2010). The community policing era began in the 1970s, and it has taken a long time for the transition to occur from traditional policing (Chappell et al., 2010). Community policing focuses more on problem solving and working with the community towards fighting and preventing crime. The new style of policing is more proactive, versus the traditional style which focused on reactive policing. Law enforcement training now needs to include technical skills training and knowledge based training in order to fully implement community policing programs (Chappell et al., 2010). This poses a challenge for law enforcement agencies, especially when training funds are drastically or completely diminished as a result of budget cuts. Community oriented policing requires officers to be critical thinkers and take part in active problem solving while on the job. It takes time to find ways to teach a new skill set effectively. Officers also need time to retain and become proficient at the new skills. Research has shown that community oriented policing is better taught using andragogy, or adult learning, versus the traditional style of training which uses pedagogy (Chappell et. al., 2010). Training of officers should be more self-directed and focused on problem solving because those are the skills officers need to be effective. Overall, the style of policing, the necessity of skill sets officers requires while on duty, and how to effectively train officers is evolving.

In closing, it important that law enforcement managers maintain a training program for officers for many reasons. Officers are not only expected to be proficient at the technical skills the job requires, but also have a wide knowledge base to assist the community by using problem

solving techniques (Chappell et al., 2010). Managers must keep in mind that technical skills are perishable. If training is not continued once the officer has learned the skill, the officer may lose that skill. The inability for an officer to perform a skill in a time when it is most needed can put lives in danger (Etter & Griffin, 2011). A department losing millions due to a failure to train lawsuit can be detrimental to the department, but imagine being the manager that has to live with the fact a fellow officer died because training was not maintained due to budget cuts.

C. Current Managerial Methods That Cause Stress

Budgeting and training are only two tasks that law enforcement managers are responsible for maintaining. One area that tends to be overlooked as a managerial responsibility is assisting with stress management within the department. In fact, studies have revealed that bureaucracy and administration within law enforcement agencies are the primary causes of stress among law enforcement officers (Shane, 2010). Law enforcement officers acknowledge the job is dangerous and mentally prepare for the dangers the job entails. However, officers are not always prepared for the unique organizational stressors that occur within a law enforcement organization (He, Zhao, & Archbold, 2010). Managers need to be aware of the organizational stressors that greatly impact officers. The issues that cause the stress can be addressed before the stress leads to burnout, which leads to decreased job performance and productivity (He et al., 2010).

In order to understand officer burnout one must gain an understanding of stress. Stress can be positive or negative. However, in the context of this paper it is considered negative because there is an overload of stress which causes officer burnout. One definition of stress is “tension, anxiety or worry; can be positive, eustress or negative, distress” (Hess & Orthmann, 2012, p. 399). Eustress is present in law enforcement and is often responsible for officers surviving in dangerous situations. However, the negative impacts of distress can lead to many

diseases, depression or even suicide (Hess & Orthmann, 2012). Officers are also forced to deal with different levels of stress. One level is immediate stress that only lasts for a limited amount of time when an officer is in a dangerous situation. This is called acute stress or traumatic stress. This can be harmful to officers if the officers do not debrief after the traumatic incident (Hess & Orthmann 2012). The more debilitating stress that officers must overcome is chronic stress or cumulative stress. Both chronic and cumulative stressors are less severe than acute stress. However, acute stress has a time limit, and chronic and cumulative stressors are considered to be continuous (Hess & Orthmann, 2012). These are the constant day to day stressors that law enforcement officers must deal with that lead to officer burnout. Some of the stressors that lead to officer burnout include, dealing with administration, case loads, inconsistent scheduling and the lack of tools to assist officers with coping to the high stress environment (He et al., 2010).

Managers must be prepared to realize that the relationship managers have with officers, and how the department is managed can cause stress among officers. Law enforcement agencies primarily have a bureaucratic management style (Stojkovic, Kalinich, & Klofas, 2008). The purpose of this style of administration is to create a quasi military environment. There is a clear line of leadership and everyone within the organization is expected to follow that form of leadership (Stojkovic et al., 2008). In some situations this causes a gap in communication between management and line officers. The gap is often a result from little physical contact and is only intensified by the world of technology. Many law enforcement managers have started to rely on email or telephone to convey necessary messages to line officers. This lack of physical contact can lead to officers feeling there is a degree of misunderstanding and a failure of recognition from managers. Officers will also gain a sense of mistrust of management due to the

lack of physical contact with managers. These feelings will result in increased levels of stress among officers and can lead to burnout (Enter, 2006).

The bureaucratic environment causes administrators to have an enormous amount of power over a department with little input from line officers. This can lead to frustration among officers because officers may feel there is a lack of understanding from administration (Maguire, 2003; Shane, 2010). In some cases, a manager can have the power to change policy and procedure at any time (Maguire, 2003). The lack of knowledge or understanding of policy and procedure can greatly impact an officer's work performance (Stojkovic et al., 2008). Research has shown that effectiveness and efficiency is affected when departments that have over powering bureaucracy and a lack of consistency in policy. Researchers have concluded if there is too much control over officers it prevents officers from making decisions while handling calls for service (Maguire, 2003).

Law enforcement managers also have a great deal of control over the scheduling in an organization. Typically officers work shifts. This means there is an expectation for officers to work nights, days, weekends, and holidays. In many cases, officers must manage other responsibilities, such as personal or work responsibilities when not on a regular scheduled shift. This causes officers to sleep at different times throughout the day and night, which causes inconsistent sleep patterns (Shane, 2010). An inconsistent sleep pattern causes dangerous levels of fatigue that affect the effectiveness and efficiency of a law enforcement agency. A study revealed that 90 percent of officers reported being exhausted while on duty; another 85 percent reported driving while drowsy (Hess & Orthmann, 2012).

The constant changes in sleep patterns drastically impact the circadian system of the body. This is the body's biological time keeper. Officers who work nights are impacted more

because humans are diurnal and are biologically suppose to be awake during the day and asleep at night (Hess & Orthmann, 2012). When an officer must continuously change sleep patterns, it impacts the circadian system and causes a feeling of fatigue. The circadian system is only supposed to be altered by one hour or so per day (Hess & Orthmann, 2012). Officers, who stay awake for work or personal responsibilities after a scheduled shift, regularly throw off a sleep pattern by more than hour, which will lead to symptoms of fatigue (Hess & Orthmann, 2012). Along with officers failing to maintain a consistent sleep pattern, in some cases when officers are on call, officers are required to respond to a call for service only minutes after being woken up from a sleep cycle. Officers then suffer from sleep inertia, which is considered to be “the grogginess, the period of hypovigilance, impaired cognitive and behavioral performance that is experienced upon waking” (Hess & Orthmann, 2012, p. 409). Fatigue and sleep inertia can lead to officers making bad decisions, and has been equivocated to a person making decisions while legally intoxicated (Hess & Orthmann, 2012).

Law enforcement managers should be aware of the stressful impacts that fatigue has on officers. Managers should also be cognizant that stress, fatigue, and sleep inertia all greatly impact officer work performance which greatly impacts the overall efficiency and effectiveness of an agency. Officers who feel there is no control over the work schedule and are subject to fatigue, face stress levels that can lead to officer burnout (Hess & Orthmann, 2012; Shane, 2010).

Another issue that leads officer burnout is the lack of coping tools provided by law enforcement agencies to assist officers with handling stress (He et al., 2010). Stress can be deadly if not addressed. Studies have revealed that officers commit suicide at a higher rate than the general public (Gaines & Kappeler, 2008). Officers are eight times more likely to take their

own lives then become a victim to homicide (Gaines & Kappeler, 2008). Law enforcement officers are also more likely to have substance abuse issues, because officers utilize it as an inappropriate coping mechanism (Gaines & Kappeler, 2008). The main reason officers revert to negative coping techniques is because seeking help to deal with issues, like stress, can be seen as negative. This is especially true if help is sought from a counselor or mental health professional (He et al., 2010). It is vital for managers to be cognizant of the issues that cause stress and promote positive coping mechanism within the department.

Overall, officer burnout is an issue that can greatly impacts the effectiveness and efficiency of a law enforcement agency (Hess & Orthmann, 2012). Managers should be trained on how to identify stress and fatigue before it negatively affects officers and the department. There are many different issues within a law enforcement agency that can cause stress. Managers can alleviate these stressors by swiftly addressing the issue before it becomes debilitating for the officers and ultimately the department.

V. EVOLVING MANAGERIAL METHODS: SUGGESTION OF MEHTODS TO HELP INCREASE THE EFFICIENCY AND EFFECTIVNESS OF LAW ENFORCEMENT AGENCIES

A. Introduction

There are several different ways to increase the efficiency and effectiveness of a law enforcement agency. Throughout this paper the primary focus was examining the budgetary process, training of officers, and organizational stressor that result in officer burnout. The following section provided suggestions to agencies that wish to evolve the managerial process in these specific areas. The first section focused on budgetary alternatives and ways to increase revenue for the department. The second part of the section provided explanations as to why training is important for law enforcement officers and how to have a successful training program within the department. The section ends with suggestions on how to alleviate organizational stressors.

B. Budgetary Process

The most common form of budgeting within the world of law enforcement is line-item budgeting. This form of budgeting has been characterized as easy to produce and easy to for legislative bodies to understand (Whisenand, 2009). However, research has found that line-item budgeting does not necessarily accurately display the goals of a law enforcement agency. Researchers have also found that in order for an agency to be successful at the budgetary process the strategic goals of the department and budgeting must be done in unison. Agencies should focus on what the department needs and what the public needs and budget accordingly (Whisenand, 2009).

In order to identify what the community needs in regards to protection and services a law enforcement agency needs to ask community members, because sometimes people are afraid to

identify problem areas and fail to notify the agency (Hess & Orthmann, 2012). Law enforcement agencies can hire a private agency to go out and survey the community to identify problem areas, or approach it from a community policing standpoint by creating a task force with members from the law enforcement agency to handle the project. By surveying the community it allows people to give information anonymously about areas residents would like to see an increase in law enforcement activity (Hess & Orthmann, 2012). This can also be done by forming an advisory committee and including a representative from the different communities within the jurisdiction.

Along with obtaining the view of the community as to what protection and services are needed, in many cases government bodies inquire as to what resources are necessary for the agency to be more effective and efficient. One way a law enforcement agency can assist governing bodies with understanding the needs to the department and the community is by having them ride with officers (Hess & Orthmann, 2012). Once everyone has an understanding of the community's wants and needs, a law enforcement agency can use the information gathered along with agency call statistics to create goals for the law enforcement agency. This will assist agencies with identifying the areas that need funding the most, especially during times when resources are low and budget cuts are necessary (Hess & Orthmann, 2012).

One style of budgeting that can be put in place with the intention of meeting goals and improving effectiveness and efficiency is performance based budgeting (PBB). The major incentive for managers who use PBB is that agency funding is based on the overall performance of the agency. The resources that are allocated to the agency can be increased or decreased if the governing body feels the agency did not meet the previously established goals of the department. The purpose of this is to make managers more cognizant of spending and use funding more effectively and efficiently (Robinson & Last, 2009). This style of budgeting can be seen as a

way to successfully budget because goal setting and budgeting are both pointed towards the same objective (PERF, 2002). Performance based budgeting is similar to line-item budget because it uses comparative data to analyze if the department is performing better than the previous year. Some of the negative attributes of PBB are that there needs to be a good performance criterion for the department, and PBB is not always easily understood by governing bodies (Whisenand, 2009). However, these two negatives can be overcome through good budgetary presentation and open communication with the public and governing bodies. In comparison to line-item budgeting, PBB displays the goals of the department and there are negative repercussions for the department if the goals are not met. This differs from line-item budgeting because managers that use line-item budgeting often make a cut throughout the whole budget even if the law enforcement agency performance is good.

Program budgeting is another form of budgeting that requires the agency to identify goals and budget accordingly. The goals are based off the needs and wants of the community, which provides the agency with ideas for what programs and services the community needs (Whisenand, 2009). In some communities where juvenile crime is high the law enforcement agency may see an increased need for a school liaison program. Other communities may feel there is an issue with traffic violation during certain times of days and feel increased traffic enforcement is need. The department can set goals and create programs that meet the needs of the community. Once the programs are formed then the agency allocates funds based on the resources needed to make the program successful. The intent of this form of budgeting is to get governing bodies to focus on the need for the program versus the costs for supplies and equipment (Whisenand, 2009). A program based budget submission includes; statement of need, legal authority for the program, a statement of how it originated, objectives, a work plan, a

timeline of when the program will start and end, and an explanation of funding that will support the program (Whisenand, 2009). This differs significantly from line-item budgeting because it provides governing bodies with an exact explanation of why the funding is needed, and the means that are needed make the program successful. Program budgeting requires participation from all levels within the department, and makes law enforcement managers accountable for the programs the agency provides to the community. Law enforcement managers can also save successful programs during time of budget cuts that would not normally be saved using other forms of budgeting, because managers can show to governing bodies that the community feels there is a need for the program (Whisenand, 2009). Some governing bodies do not like program budgeting because it requires them to take risks. However, through appropriate risk management agencies can avoid implementing programs that take on too much risk (Whisenand, 2009).

Activity based budgeting is also a goal oriented budgetary process, and allows agencies to identify what activities require the most amount of resources to and budget accordingly. Activity based budgeting is an offshoot of activity based costing and a new form of program based budgeting (Hess & Orthmann, 2012; Shane, 2005). Activity based budgeting forms a nexus between calls for service, patrol time, specialized positions, and all of the other duties the department performs, and the cost that is required to fund these activities for the community. Managers are able to prioritize activities, and also visually see what activities require the most resources. By identifying the objectives of the department and prioritizing the objectives using activity based budgeting the law enforcement agency can depict the goals of the department and the governing body to the community (Shane, 2005). Activity based budgeting increases efficiency and effectiveness by showing managers which activities are truly important and most used to protect and serve the public. It also identifies wasteful spending and which activities do

not constructively use resources to assist community. This will ultimately help agencies during times of budget cuts because agencies can show to governing bodies the importance and necessity of the activities the law enforcement agency performs. Activity based budgeting can also save the department from having to layoff officers because it can show the importance officer numbers not only when crime rates are high in the community, but also when crime rates are down (Shane, 2005). Agencies should keep in mind that activity based budgeting requires a large amount of data collection. However, this is starting to become easier for law enforcement agencies due to computer aided dispatching programs (Shane, 2005). Activity based budgeting can improve the effectiveness and efficiency of a department versus line-item budgeting which does not help agencies prioritize programs or display the necessity of resources (Shane, 2005).

Zero based budgeting is another form of budgeting that is similar to performance based, program based, and activity based budgeting, however in many cases it has been found to be unsuccessful (Whisenand & Ferguson, 2005). This form of budgeting requires law enforcement agencies to imagine their budget is zero. They must explain and justify why funding is needed for each of the prior year's allocations (Hess & Orthmann, 2012). Zero based budgeting does require managers to articulate the needs for resources, but overall this form of budgeting has been found to be too time consuming and not helpful to agencies (Hess & Orthmann, 2012; Whisenand & Ferguson, 2005).

Law enforcement agencies can also try and find other ways to fund their programs, activities, and equipments during times of budget cuts. In some cases an agency can only spread a budget so thin before the agency must decide to start making cuts, no matter what form of budgeting method is used. When agencies require more funding there are several different avenues a law enforcement agency can try to gain more funding. Grant writing is on way an

agency can obtain funding for different programs. There are several federal and state grants that assist with hiring of new officers or purchasing of new equipment (Hess & Orthmann, 2012). Along with federal or state grants, some private corporations provide grants for law enforcement agencies. Another way is through fundraising and donations. Fundraising is especially easy and successful for funding neighborhood watch programs or K-9 programs. Donations from private parties or local business are similar to fundraising, but are simply just gifts of money to a law enforcement agency. Donations are simple but can really help a law enforcement agency get much needed resources (Hess & Orthmann, 2012). Charging for services has also proven to be successful at closing the gaps that budget cuts cause. Some agencies started charging for false alarm calls or going to noise disturbances within the same 12 hours. This has decreased the amount of disturbances and increased the revenue of the department. Another way to increase funding is through asset forfeitures (Hess & Orthmann, 2012). Asset forfeiture is revenue that comes as a result of a law enforcement seizing items or money that are proceeds of a crime (Hess & Orthmann, 2012). All of these are ways to increase funding within the department, which in turn allow funds to be placed in other areas of the budget. Funding can then be used more effectively in other areas versus using it in areas that can be funded by outside sources.

C. Maintain Adequate Training

Training has been identified as one of the many ways to increase efficiency and effectiveness of a law enforcement agency. Training programs are not only important to improving job performance and job satisfaction, but also to prevent the department from facing costly failure to train lawsuits (Hess & Orthmann, 2012). The problem identified with training is that it is very costly to law enforcement agencies. This is why in many cases it is the first area of the budget that falls subject to funding cuts (Hess & Orthmann, 2012). When agencies cut

training programs it affects the efficiency, effectiveness, professionalism, and productivity of the department, that is why it is important for agency to identify ways to continue training programs even when budgets are tight (Pinizzotto, Bohrer & Davis, 2011).

Training for law enforcement agencies starts with the academy. Law enforcement academies vary from state to state. The requirements for an academy is generally determined by the state. A law enforcement academy is considered to be the building blocks of a law enforcement officer's career (Gaines & Kappeler, 2008). However, training does not stop after the officer successfully completes the academy and should not stop throughout at any time during the career of an officer. The next step, in most situations consists of the officer being required to complete a field training program with the law enforcement agency in which an officer is hired. This training opportunity provides officers with the tools that are required to successfully work for the agency while following policy and procedure. Field training programs vary from department to department (Gaines & Kappeler, 2008).

Once an officer has successfully completed academy and field training, the officer is only required to complete yearly training required by the state. However, in many cases officers feel that training improves self worth and increased training will improve productivity (Hess & Orthmann, 2012; White & Escobar, 2008). Agencies should consider how to continue above and beyond state required training in order to reap the benefits of well trained officers. Training is an asset and investment to the department (Pinizzotto et al., 2011). In many cases, managers only see training as a luxury and look past the fact that training ultimately benefits the department as a whole (Hess & Orthmann, 2012). Continued training can be in the form of in house training, where the department holds training for its officers. On the other hand, there is also external

training which provides officers with a chance to get knowledge from outside the department and network with officers from other agencies (Hess & Orthmann, 2012).

The major problem with continuing training is costs associated with it. However, departments can use other methods to continue training while staying in budget. One major way to do this is by sharing costs with other agencies. If a department can hold multiagency training then the department can split costs and use other department resources (Hess & Orthmann, 2012). Law enforcement agencies can also seek out training grants or look for sponsors to help fund the training. Some training programs also provide scholarships for officers to alleviate the costs of training (Hess & Orthmann, 2012). If a department is trying to alleviate costs of extra training days for in-service training, the agency should consider having mini training session during roll call at the beginning of shifts. Commanders or managers can present refresher courses on policy and procedure, or print off other training material. These mini training shifts do not take much time from a shift and prevent a law enforcement agency from having to pay for the officer work an extra day while the officer goes through similar training (Hess & Orthmann, 2012). Law enforcement agencies can also consider using e-learning as way to increase the education of officers. Many colleges and universities are using distance learning programs through the internet. This allows officers to train from anywhere at any time while completing informative course work (Hess & Orthmann, 2012). All of these forms of training provide officers with increased skills and knowledge while promoting productivity within the department (Hess & Orthmann, 2012; Ortmeier & Meese, 2010).

The increase of higher education in law enforcement is also another way departments can expand the knowledge of officers. Some believe that higher education is important and others feel that training provided at the beginning of a law enforcement career is sufficient. However,

more and more officers have a higher education than just a high school diploma (Carter & Sapp, 1990). Research has found that departments should push for officers to continue education because it provides officers with a sense of fulfillment. The new challenges that higher education and additional training create for an officer increases job satisfaction, officer retention, and ultimately the efficiency and effectiveness of the department (Terra, 2009).

Training should also continue when officers become managers. A law enforcement agency cannot be as effective or efficient if law enforcement managers do not have the abilities to make the agency effective managers. A study conducted by the California Department of Corrections implemented a training program to prepare future law enforcement leaders (Stojkovic et al., 2008). The program identified that effective criminal justice administrators must have several different attributes in order to make them successful managers and the appropriate training can help build the elements that will make them good leaders. Effective managers should be honest, trustworthy, have a good attitude, good communication skills, and the ability to work with staff. Effective managers also understand that listening to staff helps achieve organizational goals. These are not skills that people automatically have and research has shown the continued training will assist at making managers more effective and efficient leaders (Stojkovic et al., 2008).

It is also important that effective managers have the ability to balance employee needs and the needs of the organization. An effective manager is prepared to handle the challenges of the agency and be able to have a wide array of strategies to make the law enforcement agency successful (Stojkovic et al., 2008). These attributes can be obtained by law enforcement managers through formal classes, mentoring programs, or on the job training by other law

enforcement managers that have experience. Managers should be cognizant that training does not stop once they get to a position of leadership (Stojkovic et al., 2009).

When organizing a training program for a department a manager should form solid goals and objectives of the training, similar to that of the budgetary plan. It is vital that managers recruit officers with the organizational goals in mind and find officers that best fit the department (Hess & Orthmann, 2012; White et al., 2010). If officers feel that training needs are not being met with the department and there is no room for career growth, there is a high chance the department will not be able to retain the officer (White et al., 2010). It is important to project the organizational goals and objectives to new recruits because agencies can lose fifty thousand to one hundred thousand dollars in training costs if an officer does not stay with the department (Orrick, 2009). Recruitment is important for law enforcement agencies, but in order for it to be effective and efficient managers must keep in mind that training is a good way to retain officers and the department can benefit from the assets that training provides (Hess & Orthmann, 2012; Orrick, 2009; White et al., 2009).

It is also important that law enforcement agencies realize the impact that lack of training has on the department and the officers within the agency. An officer's frustration and feeling a lack of fulfillment can lead to the officer leaving the agency (White et al, 2010). This in the end will cost more money for the agency versus if the agency would have continued to help the officer continue to expand their knowledge (Orrick, 2009). Training also helps improve officer techniques of arrest, search and seizure, and other controversial issues that can lead to costly lawsuits for agencies (Carpenter & Fulton, 2010; Hess & Orthmann, 2012)). Departments can find alternative ways to continue to train officers during times of budget cuts, and ultimately make the agency more effective and efficient (Hess & Orthmann, 2012).

D. Reduce Organizational Stress Which Causes Officer Burnout

Organizational stress can be directly related to poor job satisfaction. This also correlates to officer burnout and a decrease in productivity. If an officer has low job satisfaction the performance and productivity of the officer will decrease, and in turn the overall effectiveness and efficiency of the department is impacted (Dantzker, 1994; Shane, 2010). Managers should be cognizant of how to identify stress, and ways to prevent stress within the law enforcement agency (Finn, 1997). Research shows that organizational stressors are primarily the cause of officer burnout versus the stress related to the danger of law enforcement. Managers have the power to address stress within the department and make it a desirable place to work, which will increase officer retention and productivity through proper management of stress (Shane, 2010).

First, managers must be able to identify stress. There are common symptoms of stress. Law enforcement managers should know the symptoms, and have the skills to effectively address the situation before the stress negatively affects the officer and leads to officer burnout (Finn, 1997; Hess & Orthmann, 2012). Some of the common symptoms of stress includes: lack of productivity, increased tardiness or calling in sick, an unordinary amount of complaints from the public in regards to the officers actions, anxiety, or increased use of alcohol or other substances (Finn, 1997; Hess & Orthmann, 2012). Law enforcement managers can also see that stress is impacting the agency if there is an increase in stress related turnover and increased new recruit training costs (Finn, 1997).

Managers should make it a priority for officers to learn how to identify when stress is negatively affecting them (Hess & Orthmann, 2012). Managers can set up training for officers on how to appropriately manage stress. This training should emphasize the way to handle and original stressful event and then ways to assist officers with appropriate coping mechanisms

(Hess & Orthmann, 2012). Focusing on emotional survival of officers means teaching officers how to channel stress through alternative avenues like physical fitness, hobbies, and communicating what issues are causing stress. Law enforcement managers should emphasize that seeking assistance with stress management is a good thing and should not be viewed as negative by anyone in the department (Hess & Orthmann, 2012).

After managers and officers know how to identify stress, it is important the law enforcement agency implement measures on how to adequately prevent and handle stress. One great way to help officers handle organizational stressors is by having peer support groups or peer counselors within the department. One example of this is by having veteran officers assist new officers with complex paperwork and procedures. It also provides a healthy environment for officers to discuss agency issues (Hess & Orthmann, 2012). Peer counseling is also a way for officers to get help dealing with stress without officers feeling the stigma of going to a professional counselor. Peer counseling has been found to be an effective and low cost way for law enforcement agency to handle stress within the agency (He et al., 2010; Hess & Orthmann, 2012).

Peer counseling is effective at helping officers through chronic stress, but in some instances of traumatic stress it is necessary to bring in mental health professionals to assist with debriefing (Hess & Orthmann, 2012). Critical incident stress debriefing is when officers who experience critical incidents such as, a mass disaster or crash with multiple deaths, attend a meeting with a counselor as a group to allow officers to talk about the event (Hess & Orthmann, 2012). This helps officers cope with the initial event however; officers need to continue proper stress management in order to continue to emotionally survive through the rest of their career.

Improving the physical and psychological fitness of the law enforcement agency is another great way that managers can address managing stress (Hess & Orthmann, 2012). Physical fitness is important especially to law enforcement officers. Being physically fit helps officers with mental wellness and will give officers a feeling of accomplishment. Managers may not necessarily be able to force officers to be physically fit, but constant monitoring and a manager being in shape sets a precedent for other officers to follow (Enter, 2006). Working out also is way for officers to channel stress into a positive activity versus relying on substances or other bad habits (He et al., 2010). Along with channeling stress into a physical activity the psychological fitness of officers should be monitored with regular evaluations. Larger departments may have the funding to have police psychologists, but not all agencies have this luxury. However, agencies that do not have the extra funding for a police psychologist should still maintain some form of psychological review to ensure that officers are not falling victim to stress and officer burnout (Hess & Orthmann, 2012).

Managers should also be prepared to adjust methods of the management in order to assist with stress management within the department. In many cases, line officers feel their opinion or input in regards to an issue within the department is not heard by law enforcement managers (Crank & Caldero, 1991; Hess & Orthmann, 2012)). Law enforcement managers should have an open door policy. This will help line officers feel welcome to share opinions or input and alleviate feelings of mistrust or lack of understanding. Managers should also be prepared to support the decisions made by officers when the officer makes the correct decision based on policy and procedure even when a member of the community is not satisfied with the decision. A manager can help ensure officers will make the right decisions by having clear and distinct policy. Managers should also make sure officers have a clear understanding and are trained on

policy and procedure of the department in order to reduce confusion and frustration that causes officer stress (Finn, 1997). It is important that managers understand that open and clear communication between managers and officers increases trust and satisfaction, ultimately decreasing stress among officers (Hess & Orthmann, 2012).

One of the biggest areas of frustration that officers have with law enforcement managers is scheduling (Crank & Caldero, 1991; Finn, 1997). Scheduling greatly impacts the health and social life of an officer. Officers are expected to work days, nights, weekends, and holidays (Hess & Orthmann, 2012). Many departments have a schedule that rotates, which has been found to be very unhealthy for officers. In some cases agencies have allowed officers chose shifts and put an end to rotating shift. These departments have seen an overall increase in productivity (Finn, 1997). Fatigue greatly impacts officer's attitudes and can create a lot of stress. If an officer has a schedule that leads to a continuously changing sleep pattern it can lead to the officer having very serious health issues (Hess & Orthmann, 2012). It is important that managers are considerate of the toll that scheduling can take on officers. Managers should try to be flexible and attempt to accommodate to officers professional, personal, and family needs (Hess et al., 2010). Overall, having a schedule that officers feel is congruent to their life will help officers manage stress that affects productivity levels, officer retention and effectiveness and efficiency of the department (Crank & Caldero, 1991; Finn, 2010; Hess & Orthmann, 2012).

VI. SUMMARY AND CONCLUSION

Law enforcement budget cuts affect the community as a whole, not just the law enforcement agencies. Budget cuts may mean decreased enforcement, fewer officers or lower quality of officers to handle one of the most important jobs in the community, which is to serve and protect. It is nearly impossible to avoid budget cuts all together, especially when the economy is suffering. Law enforcement agencies need to be prepared to revert to other cost saving measures in order to provide the same amount of services for less money. This paper focused on ways law enforcement agencies can adjust budgeting procedures, training programs, and organizational environment to reduce stress in order to make the agency run more effectively and efficiently.

The first area that was investigated as a potential way that law enforcement agencies can adjust current methods and use alternative methods in order to increase the efficiency and effectiveness of a department was budgeting. Agencies throughout the United States are seeing drastic budget cuts. By the end of 2011, 12,000 police officers will have lost their jobs and an additional 30,000 county and municipal positions will also have been eliminated due to budget cuts across the nation (Johnson & Jackson, 2011). Budget cuts will lead to more crime, and the drastic cuts that have occurred over the last year could leave a lasting impression on law enforcement agencies for the next five to ten years or even permanently (Johnson & Jackson, 2011). Law enforcement managers are faced with the task of providing the same amount of protection and services with fewer resources available (Hess & Orthmann, 2012). This is why law enforcement managers should look at alternative forms of budgeting that prioritize programs and activities. Budgeting processes like activity based, program based, or performance based give governing bodies a clear depiction as to what services law enforcement agencies provide

and why the programs or services are vital for keeping the community safe (Whisenand, 2009). Improving budgeting methods is a simple and easy way to identify wasteful spending and make an agency more effective and efficient.

In many cases, budget cuts lead to cuts in law enforcement officer training. Law enforcement agencies feel that training is a luxury and training programs can be cut in order to use money elsewhere in the budget (Hess & Orthmann, 2012). However, research throughout the paper showed that cutting the training budget negatively impacts departments. Law enforcement agencies that have cut training funding are experiencing increased assaults on officers, which is horrifying in a year when law enforcement officer fatalities have dramatically increased from the previous year (Audi, 2011; Jackman, 2010). Law enforcement agencies need to provide adequate training to keep officers safe, and ensure that the officers are prepared to adequately protect and serve the community. Research also showed that law enforcement agencies run the risk for costly lawsuits if agencies are found to be at fault for failure to train officers. Lawsuits can cost agencies over a million dollars by the time the lawsuit is settled (Hess & Orthmann, 2012). In conjunction with the costs of lawsuits, failure to train officers can also lead to a lack of officer retention, which can cost an agency fifty thousand to one hundred thousand dollars in academy training and field training time (Orrick, 2009). Law enforcement agencies need to keep in mind that officers want to increase their skills and feel fulfillment from their job (Terra, 2009). Training is a very important entity of a law enforcement agency and even though some departments feel it saves money by cutting training funding it will only hurt the overall effectiveness and efficiency of the agency in the end.

Organizational stressors leading to officer burnout was the final topic addressed in this paper. Case studies presented in the literature review identified that organizational stressors are

the leading cause of officer burnout (Shane, 2010). Officers understand early on the job is dangerous and accept it. However, officers are not always prepared to handle the unique organizational environment of law enforcement agencies. In most cases, agencies are run as a quasi military organization (Hess & Orthmann, 2012). Officers feel there is a gap between administration and line officers. This type of administration makes officers feel that officers do not have any input or opinion in regards to department issues. There is also a lack of managers assisting officers with appropriate ways to manage stress (Crank & Caldero, 1991; Enter, 2006; Hess & Orthmann, 2012).

Along with the stress of dealing with administration, officers must also deal with the stress of inconsistent schedules that lead to increased fatigue. Law enforcement officers work odd hours and have inconsistent sleep patterns. In many cases, officers are on call, so at a moment's notice they can be called into work, which greatly disrupts their sleeping pattern. Law enforcement managers need to be conscious of the fact the obscure schedules impacts officers' health and personal life (Vila et al., 2002).

Research showed that if law enforcement managers are not cognizant of officers wants and needs within the department it greatly decreases productivity and performance, ultimately affecting the overall effectiveness and efficiency of the law enforcement organization (Shane, 2010). Law enforcement managers can adjust managerial methods to make officers feel more acknowledge, provide training for officers to have new challenges and increase self fulfillment, and adjust scheduling to improve the health of officers resulting in an agency with higher productivity and increased performance.

In conclusion, it is important for law enforcement managers to identify ways to increase the effectiveness and efficiency of the law enforcement agency. Law enforcement managers can

do this by evolving managerial methods and finding more resourceful ways to use funding. Law enforcement managers that are cognizant of the wants and needs of the community and officers can organize the department so that both are met. Law enforcement agencies are given the most important task of keeping communities safe. Agencies can succeed at this task even in times of budget cuts, as long as managers are effectively and efficiently using budgets and are aware of departmental and community needs.

REFERENCES

- Amendola, K.L, Hamilton, E.E., & WycKoff, L.A. (2006, March 24). *Law enforcement shift schedules*: Retrieved September 10, 2011 from <http://www.policefoundation.org/pdf/ShiftScheduleSurveyResults.pdf>
- Audi, T. (2011, September 9). Officer deaths rise despite drop in crime. *The Wall Street Journal*. Retrieved November 8, 2011 from <http://online.wsj.com/article/SB10001424053111904103404576559083222710682.html>
- Beck, C. (2011, September). Predictive policing: what can we learn from wal-mart and amazon about fighting crime recession? *The Police Chief*, Retrieved September 30, 2011 from http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id= 1942&issue_id=112009
- Birzer, M. L. (1999). Police training in the 21st century. *The FBI Law Enforcement Bulletin*, Retrieved November 8, 2011 from http://findarticles.com/p/articles/mi_m2194/is_7_68/ai_55343320/
- Birzer, M. L. (2003). The theory of andragogy applied to police training. *International Journal of Police Strategies & Management*, 26(1), 29-42.
- Bohn, K. (2008, October 23). *Police face cuts as economy falters*. Retrieved September 9, 2011 from http://articles.cnn.com/2008-10-23/justice/police.economy_1_officer-jobs-police-chiefs- training-budget?_s=PM:CRIME
- Carpenter, M. & Fulton, R. (2010). *Law enforcement management: what works and what doesn't*. Looseleaf Law Publication Inc. Flushing, NY.

- Carter, D. L., & Sapp, A. D. (1990). The evolution of higher education in law enforcement: Preliminary findings from a national study. *Journal of Criminal Justice Education*, 1(1), 59-85.
- Chappell, A. T. (2005). *Learning in action: Training the community policing officer*. (Unpublished doctoral dissertation, University of Florida) Retrieved November 8, 2011 from http://ufdcimages.uflib.ufl.edu/UF/E0/01/16/15/00001/chappell_a.pdf
- Crank, J.P., & Caldero, M. (1991). The production of occupational stress in medium-sized police agencies: a survey of line officers in eight municipal departments. *Journal of Criminal Justice*, 19, 339-349. Retrieved from Science Direct.
- Dantzker, M.L. (1994). Measuring job satisfaction in police departments and policy implications: an examination of a mid-size, southern police department. *American Journal of Police*, 13(2), 77-101. Retrieved from Hein Online.
- Enter, J.E. (2006). *Challenging the law enforcement organization: proactive leadership strategies*. Narrow Road Press. Dacula, GA.
- Etter, G. W., & Griffin, R. (2011). In-service training of older law enforcement officers: A andragogical argument. *International Journal of Police Strategies & Management*, 34(2), 233-245.
- Federal Bureau of Investigation. (2010). *2010 crime clock statistics*. Retrieved September 9, 2011, from <http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/offenses-known-to-law-enforcement/crime-clock>

Federal Bureau of Investigation. (2010, March 17). *Internet crime complaints on the rise*.

Retrieved September 9, 2011 from

http://www.fbi.gov/news/stories/2010/march/ic3_031710/internet-crime-complaints-on-thr-rise

Finn, P. (1997). Reducing stress: An organization centered approach. *The FBI Law Enforcement Bulletin*, Retrieved November 2, 2011 from

http://findarticles.com/p/articles/mi_m2194/is_n8_v66/ai_19951340/?tag=content;coll

Frederickson, H. George., and Kevin B. Smith. (2003). *The Public Administration Theory Primer*. Boulder, CO: Westview Press.

Gaines, L. K., & Kappeler, V. E. (2008). *Policing in america*. (6th ed.). Newark, NJ: Matthew Bender & Company Inc.

Gibran, J. M., & Sekwat, A. (2009). Continuing the search for a theory of public budgeting . *Journal of Public Budgeting*, 21(4), 617-644.

Griffin, R. W., & Moorhead, G. (2010). *Organizational behavior: Managing people and organizations*. (9th ed.). Mason, OH: South-Western, Cengage Learning.

Hananel, S. (2010, September 06). *Drug use higher than in nearly a decade, report finds use of meth, marijuana, and ecstasy rose sharply since last year, government report finds*.

Retrieved September 9, 2011 from <http://www.msnbc.msn.com/id/39200536/ns/health-addictions/>

He, N., Zhao, J., & Archbold, A. (2010). Gender and police stress: The convergent and divergent impact of work environment, work-family conflict, and stress coping mechanism of

- female and male police officers In R. Dunham & G. Alpert (Eds.), *Critical Issues in Policing* (pp. 534-551). Long Grove, IL: Waveland Press Inc.
- Henson, H. P., & Livingston, K. L. (2003). Law enforcement officers wanted: good people for a thankless job. *The FBI Law Enforcement Bulletin*, 72(4), 22-23.
- Hess, K. M., & Orthmann, C. H. (2012). *Management & supervision in law enforcement*. (6th ed.). Clifton Park, NY: Delmar, Cengage Learning.
- Jackman, T. (2010, September 29). *Police fear crimes increase as recession saps forces*. Retrieved September 9, 2011 from <http://www.washingtonpost.com/wp-dyn/content/article/2010/09/29/AR2010092907447.html>
- Johnson, K., & Jackson, D. (2011, October 24). Economic woes wear on u.s. police departments. *USA Today* . Retrieved November 8, 2011 from <http://www.usatoday.com/news/washington/story/2011-10-23/jobs-lost-economic-woes-hit-police-budgets/50885474/1>
- Kaufmann, G. M., & Beehre, T. A. (1989). Occupational stressors, individual strains, and social supports among police officers. *Human Relations*, 42(2), 185-197
- LaFrance, T.C, & Placide, M. (2010). Sheriffs' and police chiefs' leadership and. *International Journal of Police Science & Management*, 12(2), 238-255. Retrieved from Encyclopedia Britannica.
- Maguire, E.R., (2003). *Organizational structure in american police agencies: context, complexity and control*. State University of New York Press, Albany, NY.

- Mawby, R.C., Heath, G., & Walley, L. (2009). Workforce modernization, outsourcing and the “permanent revolution” in policing. *Crime Prevention & Community Safety*, 11(1), 34-47. Retrieved from Palgrave Journals.
- Miller, L. (2005). Police officer suicide: Causes, prevention, and practical intervention strategies. *International Journal of Emergency Mental Health*, 7(2), 101-14.
- Mohammed-Abdulla, J. (2009). *Determinants of job satisfaction among dubai police employees*. (Unpublished doctoral dissertation, University of Glamorgan) Retrieved October 4, 2011 from <http://dspace1.isd.glam.ac.uk/dspace/bitstream/10265/336/1/abdulla2009.pdf>
- Moll, J., & Hoque, Z. (2006). Rational choice theory. In Z. Hoque (Ed.), *Methodological Issues in Accounting Research: Theories and Methods* (pp. 7-17). London, England: Spiramus Press Ltd.
- National Crime Prevention Council (2001). *Evolving with technology*. Retrieved September 9, 2011 from <http://www.ncpc.org/topics/fraud-and-identity-theft/evolving-with-technology>
- National Insitute of Justice. U.S. Department of Justice, (1999). *Use of force by police overview of national and local data*. Washington, D.C.: Retrieved October 4, 2011 from <https://www.ncjrs.gov/pdffiles1/nij/176330-1.pdf>
- O'Hara, A. F., & Violanti, J. (2009). Police suicide: A comprehensive study 2008 national data. *International Journal of Emergency Mental Health*, 11(1), 17-23
- Orrick, D. (2004, Winter). Budgeting in smaller police agencies. *Big Ideas for Small Police Departments*. Retrieved November 8, 2011 from <http://www.theiacp.org/LinkClick.aspx?fileticket=nc1I8Kjo2ec=&tabid=407>

- Orrick, D. (2009, winter). Avoiding turnover by recruiting the right officer. *Big Ideas for Small Police Departments*, Retrieved November 8, 2011 from <http://www.theiacp.org/LinkClick.aspx?fileticket=+Y1bwyqWsv0=&tabid=727>
- Ortmeier, P. J., & Meese III, E. (2010). *Leadership, ethics, and policing, challenges for the 21st century*. (2nd ed.). Upper Saddle River, N.J.: Pearson Education Inc.
- Pinizzotto, A. J., Bohrer, S., & Davis, E. F. (2011). Law enforcement professionalism training is key. *FBI Law Enforcement Bulletin*, Retrieved September 9, 2011 from http://www.fbi.gov/stats-services/publications/law-enforcement-bulletin/april_2011/law_enforcement_professionalism
- Police Executive Research Forum. (2002). *Police department budgeting: A guide for law enforcement chief executives*. Washington, D.C.: U.S. Department of Justice.
- Riley, W., & Nwoke, S. (2007, February). *Review and analysis of quality improvement techniques in police departments*. Paper presented at Robert wood johnson foundation state health department conference, Cincinnati, OH. Retrieved November 8, 2011 from <http://www.phaboard.org/wpcontent/uploads/ReviewandAnalysisofQITechniquesinPoliceDepartments.pdf>
- Robinson, M., & , D. (2009). A basic model of performance-based budgeting. *Technical Notes and Manuals*, 9(1), 1-12. Retrieved from <http://blog-pfm.imf.org/files/fad-technical-manual-1.pdf>
- Shane, J.M. (2005). Activity-based budgeting. *FBI Law Enforcement Bulletin*, 74(6), 11-23.

- Shane, J.M. . (2010). Organizational stressors and police performance. *Journal of Criminal Justice*, 38(4), 807-818. http://www.jonmshane.com/Organizational_stressors.pdf
- Sundermeier, J. (2008, March). A look at the 12-hour shift: the lincoln police department study. *Police Chief Magazine*, 75(3), Retrieved March 3, 2011 from http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display_arch&article_id=1435&issue_id=32008
- Stojkovic, S., Kalinich, D., & Klofas, J. (2008). *Criminal justice organizations: Administration and management*. (4th ed.). Belmont, CA: Thompson Wadsworth.
- Terra, M.J. (2009). Increasing officer retention through educational incentives. *FBI Law Enforcement Bulletin*, 78(2), 11-15.
- Vila, B., Morrison, G.B., & Kenney, D.J. (2002). Improving shift schedule and practices to increase police officer performance, health, and safety. *Police Quarterly*, 5(1), 4-24. Retrieved from Sage Publications.
- Vodde, R. F. (2009). *Andragogical instruction for effective police training*. Amherst, NY: Cambria Press.
- Washington Post Editors. (2011, April 12). What's getting cut in the fy 2011 budget?. *The Washington Post*. Retrieved from http://www.washingtonpost.com/blogs/federal-eye/post/whats-getting-cut-in-the-fy-2011-budget/2011/04/11/AFMIynLD_blog.html
- Whisenand, P.M., (2009). *Managing police organizations*. Person Prentice Halle, Upper Saddle, NJ.

Whisenand, P. M., & Ferguson, R. F. (2005). *The managing of police organizations*. (6th ed.). Upper Saddle River, N.J.: Pearson Education Inc.,

White, M.D., & Escobar, G. (2008). Making good cops in the twenty-first century: emerging issues for the recruitment, selection and training of police in the United States and abroad. *International Review of Law Computers & Technology*, 22(1-2), 119-134. Retrieved from Informaworld.

White, M.D., Cooper, J.A., Saunders, J., & Raganella, A.J. (2010). Motivations for becoming a police officer: re-assessing officer attitudes and job satisfaction after six years on the street. *Journal of Criminal Justice*, 38(4), 520-530. Retrieved from Science Direct.

Worall, J. L. (2010). The effect of policing on crime: what have we learned? In R. Dunham & G. Alpert (Eds.), *Critical Issues in Policing* (pp. 37-50). Long Grove, IL: Waveland Press Inc.

