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THESIS

**THE ADMINISTRATIVE TRINITY:
A VALUE BASED SOLUTION TO POLICE REFORM
IN THE UNITED STATES**

by

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September 2021

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   Current calls for police reform consistently focus on three areas: a lack of effective policy, over-inflated budgets, and incomplete data. As such, this thesis asks which role the administrative trinity—the functions of policy, budget, and technology—plays in police professionalization and reform. This thesis explores literature related to professionalization and the administrative functions in the armed forces and civil-military reform. Additionally, nine executive leaders from Scottsdale and Tempe, Arizona, were interviewed to better understand the role that these three administrative functions have on their police departments and the perceptions of professionalism. The research identified a relationship between the values of the community, the process in which the administrative trinity is applied, and the professional legitimacy that is perceived by the community. In this context, this thesis recommends that to support reform efforts, police departments should ensure alignment of their values to how they adopt policy, implement budgets, and evaluate through technology.

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**THE ADMINISTRATIVE TRINITY: A VALUE BASED SOLUTION
TO POLICE REFORM IN THE UNITED STATES**

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Submitted in partial fulfillment of the
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**MASTER OF ARTS IN SECURITY STUDIES
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ABSTRACT

Current calls for police reform consistently focus on three areas: a lack of effective policy, over-inflated budgets, and incomplete data. As such, this thesis asks which role the administrative trinity—the functions of policy, budget, and technology—plays in police professionalization and reform. This thesis explores literature related to professionalization and the administrative functions in the armed forces and civil-military reform. Additionally, nine executive leaders from Scottsdale and Tempe, Arizona, were interviewed to better understand the role that these three administrative functions have on their police departments and the perceptions of professionalism. The research identified a relationship between the values of the community, the process in which the administrative trinity is applied, and the professional legitimacy that is perceived by the community. In this context, this thesis recommends that to support reform efforts, police departments should ensure alignment of their values to how they adopt policy, implement budgets, and evaluate through technology.

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LIST OF ACRONYMS AND ABBREVIATIONS

ALEAP	Arizona Law Enforcement Accreditation Program
BJS	Bureau of Justice Statistics
CAD	computer aided dispatch
CALEA	Commission on Accreditation for Law Enforcement Agencies
CFO	Chief Financial Officer
CIO	Chief Information Officer
COO	Chief Operations Officers
DMS	document management system
FBI	Federal Bureau of Investigations
GAO	U.S. Government Accountability Office
GPRAMA	GPRA Modernization Act of 2010
GRPA	The Government Performance and Results Act of 1993
IRB	International Review Board
IT	information technology
LEMAS	Law Enforcement Management and Administrative Statistics
LPR	license plate reader
NIBRS	National Incident Based Reporting System
OBC	on-body camera
PERF	Police Executive Research Forum
RFP	Request for Proposal
RMS	Record Management System
UCR	Uniformed Crime Reporting

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EXECUTIVE SUMMARY

This thesis seeks to explore the current calls for police reform, police professionalization and legitimacy, and the role that policy, budget, and technology have on these efforts. The literature suggests that professionalization of an industry results from specialization and autonomy, and once achieved, the industry achieves legitimacy from those that it serves.

Researchers differ regarding how legitimacy is achieved. According to Jann and Wegrich, specialization in public service and administration is gained through experiences and direct involvement in the issues in their domain more than formal education.[1] Whereas, Eric James supports specialization through dedicated study, agreed upon by Erik Dane who believes that experts have greater understanding of the complexities in their role, which supports better decision-making related to the details.[2] Once specialization is accomplished, whether through education and/or experience, the professional is offered the opportunity to work autonomously. However, those in bureaucratic professions are afforded less personal autonomy than those in other industries.[3] At such time that an industry is specialized and granted the authority to operate at some level autonomously from others, legitimacy is achieved. Iztok Rakor states, "authority is justified—that is, legitimate—if it is an expression of the will of the people," defined as "ex ante, or input legitimacy."[4]

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[1] Werner Jann and Kai Wegrich, "Generalists and Specialists in Executive Politics: Why Ambitious Meta-Policies so Often Fail," *Public Administration* 97, no. 4 (December 2019): 845–60, https://doi.org/ 10.1111/padm.12614.

[2] Eric James, "The Professional Humanitarian and the Downsides of Professionalisation," *Disasters* 40, no. 2 (2016): 35, https://doi.org/10.1111/disa.12140; Erik Dane, "Reconsidering the Trade-Off between Expertise and Flexibility: A Cognitive Entrenchment Perspective," *Academy of Management Review* 35, no. 4 (October 2010): 581–82, https://doi.org/10.5465/amr.35.4.zok579.

[3] Harold L. Wilensky, "The Professionalization of Everyone?," *American Journal of Sociology* 70, no. 2 (1964): 137–58, https://www.jstor.org/stable/2775206; and Richard H. Hall, "Professionalization and Bureaucratization," *American Sociological Review* 33, no. 1 (1968): 92–104, https://doi.org/10.2307/ 2092242.

[4] Iztok Rakar, "Public Participation and Democratic Legitimacy of Rulemaking, A Comparative Analysis," *Danube: Law, Economics and Social Issues Review* 8, no. 2 (2017): 60, https://doi.org/10.1515/ danb-2017-0005.

This thesis is the synthesis of literature related to professionalization, as well as the processes related to the foundations of administrative processes, specifically in the armed forces. More specifically, the literature identifies how the functions of policy, budget, and technology, which will be referred to as the administrative trinity, are applied in the security sector and its applicability to policing. Interviews were conducted with nine executive leaders from local government administration in Scottsdale and Tempe, Arizona, and asked about the roles of policy, budget, and technology in their police departments as they relate to perceptions of professionalism.

Through this body of literature and the analysis of interview responses, it was determined that the processes of policy, budget, and technology are the mechanisms in which an organization adopts, implements, and evaluates their values. The organization first adopts their values through their creation and enacting of policy. Next, the organization implements the budget that allows the organization to carry out the policy directives adopted through day-to-day operations as designated by the organizational values. Lastly, the organization procures technology that will support these operations, which in turn creates data that is used to evaluate the operational mission and ultimately evaluate if the values were effective as originally established in policy. If the values are not incorporated through these means, or the values reflected are not in alignment with those of the organizations or the community, reorganization is required.[5]

This body of work provided understanding of the detailed process of the administration in the armed forces, but also highlighted three significant gaps as the process relates to law enforcement:

1. Failure to connect reform with the trinity.

2. Alignment of values with the trinity.

3. Lack of research in policing administration.

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[5] Bruce Buchanan and Jeff Millstone, "Public Organizations: A Value-Conflict View," *International Journal of Public Administration* 1, no. 3 (January 1979): 261–305, https://doi.org/10.1080/01900697908524362.

As such, recommendations moving forward from this work include:

1. Public education and stakeholder engagement.

2. Departmental scans and assessments.

3. Data collection and research.

This body of research provides a value-centric solution to police reform in the United States. With continued calls for reform to policing, the time has come to reexamine organizational values through the explicit lens of policy, budget, and technology. Do policies, budget, and technologies accurately and thoroughly reflect the expressed values of the community and the established values of the organization?

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I.   INTRODUCTION

Police reform has a long history in the United States. In the 1930s and 1940s, civic groups sought to professionalize police service by providing autonomy to focus on investigating crime and then again in the 1950s and 1960s when police administrators sought to transform policing by increasing efficiencies, focusing on quality of personnel, and using existing technology.[1] However, the autonomy afforded to policing through these professionalization reforms may have swung too far. Throughout the public dialogue, many have voiced concerns that police operate without oversight and have overextend their duties of public service. As such, members of the community have criticized policing in three consistent areas: lacking policies, over-inflated budgets, and incomplete data, as detailed in Figure 1.[2]
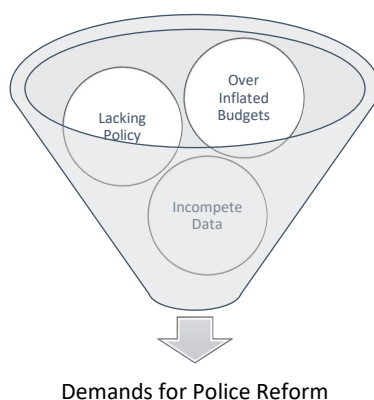
Figure 1: Inputs That Result in Demands for Police Reform.

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[1] David Alan Sklansky, "Police and Democracy," *Michigan Law Review* 103, no. 7 (June 2005): 1742–43, http://www.proquest.com/docview/201127006/abstract/842F354EA63549AAPQ/1.

[2] Widely referenced calls for reform include #8CantWait (policies), #DefundThePolice (budget), and MappingPoliceViolence.org (data). Campaign Zero, "8 Can't Wait," 8 Can't Wait, accessed October 4, 2020, https://8cantwait.org/; Tara O'Neil Hayes, "Assessing Calls to Defund the Police: Police Budgets and Employment Levels," *American Action Forum* (blog), September 29, 2020, https://www.americanactionforum.org/research/assessing-calls-to-defund-the-police-police-budgets-and-employment-levels/; Campaign Zero, "Mapping Police Violence," accessed June 20, 2020, https://mappingpoliceviolence.org/.

Police departments have endeavored to counter these criticisms, through efforts such as modifying policies, slashing budgets, and publishing swaths of data online for public consumption.

The offices of policy, budget, and technology exist in all industries and are foundational to the daily operations of an organization. In the private sector, these administrative operations are managed by C-Suite executives—Chief Operations Officers (COO) for policy, Chief Financial Officer (CFO) for budget, and Chief Information Officer (CIO) for technology. In the public sector, these roles are not as clearly defined as in large private industries but are equally critical. In policing, the disparity has an impact on the public perception of professionalism of the industry. Moreover, these administrative operations occur out of sight, well away from public images of the blue uniform, the black and white car, the badge, and a gun. Thus the public has little insight into the development of police policies, budgets, and technologies. In this thesis, these key roles will be referred to as the administrative trinity, as Figure 2 shows.

Policy > Budget > Technology
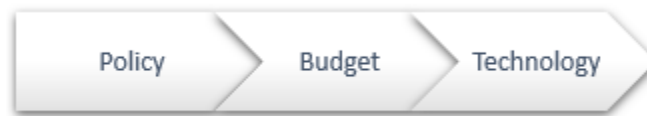
Figure 2: Administrative Trinity.

While work on and in the administrative trinity happens behind the proverbial scenes, the outcomes of these foundational functions are highly visible, particularly in any conflict between professionalism in policing and public expectations. The American public demands excellence, stability, and consistency in law enforcement administration to ensure accountability and legitimacy. In response, police departments are adopting measures to meet public expectations in accountability, legitimacy, innovation, and national coherence, as a way to highlight the professionalization of the industry.[3] However, the connection

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[3] Christopher Stone and Jeremy Travis, *Toward a New Professionalism in Policing* (Washington, DC: National Institute of Justice, 2011), https://www.ncjrs.gov/pdffiles1/nij/232359.pdf.

between these foundational functions in this trinity and the measures of professionalization are not widely apparent, resulting in distrust and demands for change.

A.   RESEARCH QUESTION

What role does the administrative trinity play in police professionalization and reform?

B.   LITERATURE REVIEW

Reform efforts have spanned a century as the community and the industry have tried to define professionalization and what it means for the very specific role of the American police department. A corpus of literature defines professionalization in different ways. The *Sociology of Work* defines the concept of professional work as specific knowledge applied to address societal values, freedom from oversight of others in the outgroup of responsibilities, and exclusive control of specific functions.[4] Eliot Freidson supports this definition of professional work broadly, but further specifies professionalization as a process requiring consensus of what a profession entails.[5] In regard to the process to which Freidson refers, Tracey Adams defines professionalization as a "set of processes and strategies through which leaders in an occupation strive to obtain (and then maintain) professional status, authority, and privileges for occupational practitioners in a specific social-historical context."[6] Over the last several decades, these concepts have been studied in a variety of professions, including the medical and legal professions, the military, and policing. Max Weber supports the importance of specialized training over the course of several years in his explanation of political professionalization.[7] Freidson contends that professions constitute more than formal knowledge alone; they also have

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[4] Kevin T. Leicht, "Professional Work," in *Sociology of Work: An Encyclopedia*, ed. Vicki Smith (Thousand Oaks, CA: SAGE Publications, Inc., 2013), 710.

[5] Eliot Freidson, *Professional Powers: A Study of the Institutionalization of Formal Knowledge* (Chicago: University of Chicago Press, 1986), 31.

[6] Tracey L. Adams, "Professionalization," in *Sociology of Work: An Encyclopedia*, ed. Vicki Smith (Thousand Oaks, CA: SAGE Publications, Inc., 2013).

[7] Max Weber, H. H. Gerth, and Wright Mills, *From Max Weber: Essays in Sociology* (New York: Taylor & Francis Group, 2013), 87, ProQuest Ebook Central.

various forms of protection from competition because of the shared responsibilities.[8] Samuel Huntington succinctly summarizes professionalization as expertise, responsibility, and corporateness.[9]

1.   Specialization

A common theme throughout the literature of professionalization is the need for industry-specific specialization. Harold Wilensky, for one, asserts the process of professionalization as involving two distinct criteria: technical expertise and professional norms.[10] This level of technical expertise, he argues, need not to be based in scientific doctrine, but broadly adopted as true throughout society. This distinction can be observed in the specialization of religious leadership, distinctly different from the medical profession but considered, he stresses, equally specialized in practice.[11] Eric James, who agrees with Wilensky, corroborates that technical expertise can be established through intense focus on the task at hand or through the dedicated study of a certain industry, both implicitly and experientially.[12] Further, as Erik Dane reasons, those who are identified as experts in their given industry are said to have greater understanding of the vast complexities and connections within their domain, related to the finer details of their responsibilities, and are able to make better decisions from their detailed understanding of these connections.[13] Larson goes further to suggest part of professionalization is to participate in specialized training, stating that institutionalized training, professional associations, adherence to a code of ethics, work autonomy and colleague control are all elements of the professional phenomenon.[14] Each of these concepts implies that the intentional, detailed focus

[8] Freidson, *Professional Powers*, 35.

[9] Samuel P. Huntington, *The Soldier and the State: The Theory and Politics of Civil-Military Relations* (Cambridge, MA: Belknap Press, 1957), 8.

[10] Wilensky, "The Professionalization of Everyone?"

[11] Wilensky, 138.

[12] James, "The Professional Humanitarian and the Downsides of Professionalisation," 187; and Dane, "Reconsidering the Trade-Off between Expertise and Flexibility," 580.

[13] Dane, "Reconsidering the Trade-Off between Expertise and Flexibility," 581–82.

[14] Magali S. Larson and Magali Sarfatti Larson, *The Rise of Professionalism: A Sociological Analysis* (Berkeley, CA: University of California Press, 1979), 208.

combined with the knowledge of a specific area or responsibility supports the professional's ability to operate, and thus specialization is a value to those who are served through the professionals work.

Several scholars emphasize the need for specialization; however, they debate the way in which they achieve this detailed understanding of the industry. Samuel Huntington endorses the importance of specialization as expertise, specifically through two phases of education: first, a broad background and second, specialized skills and knowledge of the profession in question.[15] A detail within Huntington's definition of the Military Officer as a professional cannot be ignored. Although several different areas of technical expertise involving the military officer (engineering, intelligence, legalities, etc.), he applies them all with a singular mission that connects the military officer as a professional in and of itself: the management of violence.[16]

In contrast, Jann and Wegrich define specialization in the context of public service and administration through experiences rather than through a lens of formal education.[17] The authors contend that specialized expertise lies in the policy makers' role related to specific areas of responsibility, with hands-on access to the issues to be addressed. The authors support the idea that experiential expertise counters the educational specialists' inability to be flexible and transfer their skillset to other areas[18] Jann and Wegrich go further and claim "such specialization leads to the 'selective perception' of reality as a key strategy for reducing complexity under conditions of bounded rationality."[19] Dearborn and Simon first introduced this concept of bounded rationality, finding that when facing organizational wide problems, specialists focused primarily on their area of leadership rather than the broader concerns, internalizing their lens.[20] Dane details a wariness toward

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[15] Huntington, *The Soldier and the State*, 9.

[16] Huntington, 11.

[17] Jann and Wegrich, "Generalists and Specialists in Executive Politics."

[18] Jann and Wegrich, 848.

[19] Jann and Wegrich, 848.

[20] DeWitt C. Dearborn and Herbert A. Simon, "Selective Perception: A Note on the Departmental Identifications of Executives," *Sociometry* 21, no. 2 (1958): 140–44, https://doi.org/10.2307/2785898.

specialized expertise is also supported through the concept of cognitive entrenchment in which experts lack an ability to be flexible and are slow to adapt.[21] Although this philosophy of detailed knowledge through experience deepens understanding of the very localized details of a professional, it can focus the professional too narrowly and hamper his ability to fully serve the customers at hand.

In summary, expertise can be established through technical and detailed educational training as well as through hands-on experiential training. In both schools of thought, the professional can apply his detailed body of knowledge to the task at hand but must be cautious of falling victim to siloed approaches to the work.

2.   Professional Autonomy

The concept of professional autonomy exists within the literature and examines both the professional and professionalism as two intertwined yet distinctly different entities. Harold Wilensky asserts that those who have gone through the steps for professionalization "acquired extraordinary autonomy—the authority and freedom to regulate themselves and act within their spheres of competence."[22] The first step in professional autonomy is to act as a professional. Richard Hall goes further, addressing the attitude of being a professional.[23] Hall refers to this attitude as professional autonomy, "wherein the professional is expected to utilize his judgement and will expect that only other professionals will be competent to question this judgement."[24] However, both Wilensky and Hall suggest that the level of bureaucracy that a profession must adhere to affects autonomy. Those professions that are highly bureaucratic have less allowance for personal autonomy.[25] Samuel Huntington approaches the attitudinal perspective of autonomy among professional military officers' from that of the "military mind," or the

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[21] Dane, "Reconsidering the Trade-Off between Expertise and Flexibility."

[22] Wilensky, "The Professionalization of Everyone?," 146.

[23] Hall, "Professionalization and Bureaucratization."

[24] Hall, 93.

[25] Wilensky, "The Professionalization of Everyone?"; and Hall, "Professionalization and Bureaucratization."

"values, attitudes, and perspectives…in the performance of the professional military function."[26] Huntington claims the human nature of man as weak, making it necessary for military mind of the professional military man to respond to this weakness in the management of violence and war.[27] He continues, "a value or attitude is part of the professional military ethic if it is implied by or derived from the peculiar expertise, responsibility, and organization of the military professional."[28] The concept of autonomy exists due to a specific, and for Huntington, critical component of society that only those within the profession are qualified to adequately address and thus must maintain their independent ability to respond to as needed.

Therefore, the professional is judged according to the professionalization of the industry. Although the ability to operate independently from external bodies that may not have the same understanding of a task or industry is vital, it can come at a cost. Andrew Abbott explains the status paradox of professionals, in which those with high autonomy may risk the breakdown of relationships within the industry, affecting interprofessional respect and status.[29] Abbot contends that "professional purity," the "ability to exclude nonprofessional issues or irrelevant professional issues from practice" falls to those who have established the highest levels of professionalization and therefore control the ability to make autonomous decisions for others who may not experience such status in the profession.[30] The personal attitudes of one or more select professionals then have the ability to shape the profession as a whole.

In conclusion, according to scholars, the process of professionalization includes extensive understanding of tasks and adherence to standard expectations of their role by the industry and its customers. As industries have moved through this process of professionalization, professionals have gained legitimacy and established basic

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[26] Huntington, *The Soldier and the State*, 61.

[27] Huntington, 63.

[28] Huntington, 61.

[29] Andrew Abbott, "Status and Status Strain in the Professions," *American Journal of Sociology* 86, no. 4 (1981): 819, https://www.jstor.org/stable/2778344.

[30] Hall, "Professionalization and Bureaucratization," 823–24.

expectations by which they operate. This professionalization provides the opportunity to function autonomously within their field.

3.   Legitimacy and Ethics

An additional theme within the literature of professionalization is legitimacy and ethics. Harold Wilensky argues that adherence to professional norms is part of the process that industry takes in its way toward professionalization.[31] Wilensky states that adherence to industry norms is met by setting regulations and licensure requirements.[32] Eliot Freidson reaffirms the importance of credentialing, by way of regulatory oversight bodies with professional licensing, private credentialing through industry-specific organizations, and accreditation processes for both institutions and individuals—all have their role in establishing professional positions.[33] Regardless of the method of achieving legitimacy, the recognition of such legitimacy through formalized processes supports the professional not only within their industry but also to the public.

Meeting professional norms can be observed in professions such as the legal field which requires that attorneys pass the Bar exam to practice law in their jurisdiction. For example, in Eric James's view, passing the Bar exam ensures that attorneys possess the specialized knowledge required of their industry and therefore meet the criteria set forth by the American Bar Association and the legitimate threshold of the legal profession.[34] This adherence to professional norms achieving the minimum standard and receiving licensure through Bar approval can increase legitimacy of the profession, thereby identifying that mastery was achieved. Although the Bar provides an example of an individual achieving legitimacy within a profession, professional norms are also established more broadly. Cristiana Matei identifies "professional norms are institutionalized through legally approved and transparent policies for recruitment, education, training and promotion, in accordance with the goals of the democratically

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[31] Wilensky, "The Professionalization of Everyone?"

[32] Wilensky.

[33] Freidson, *Professional Powers*.

[34] James, "The Professional Humanitarian and the Downsides of Professionalisation."

elected civilian leadership."[35] Thus, in Matei's view, these processes and procedures developed by elected and/or appointed officials de facto and de jure provide legitimacy and establish ethical norms for the armed forces. This framework supports Freidson's point of institutional credentialing, which "provides it with the legal right to operate or to represent itself as providing a service" and he goes further, saying these credentials serve as "conformity to some set of standards, and insofar as those standards bear on the composition and disposition of the internal division of labor and management of the organization."[36] As such, the process of industry norms and processes strengthen the professional by also strengthening the field in which he or she operates. In summary, this body of literature advocates for recognition of industry specialization, and thus legitimacy in a professional's work, through formalized processes established by authoritative and legislative bodies.

Scholars argue that in bureaucratic professions, the rules and regulations that are upheld by the professionals who serve as well as the public's perceived needs form the basis of legitimacy. For example, Gau, in a discussion of modern governmental bureaucracy, contends:

> Modern governmental bureaucracies derive their power justification from formalized rules, duties, and procedures to which all agents of those bureaucracies must adhere at all times. This rational or legal legitimacy depends upon society-wide endorsement of the rules, duties, and procedures both in the abstract and in the manner in which they are enacted by the employees of these bureaucracies.[37]

In this instance, not only the professionals themselves but also the public served determine adherence to professional norms. Iztok Rakar, who believes that "authority is justified—that is, legitimate—if it is an expression of the will of the people," supports this

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[35] Thomas C. Bruneau and Florina Cristiana Matei, eds., *The Routledge Handbook of Civil-Military Relations* (London: Taylor & Francis Group, 2012), 31, ProQuest Ebook Central.

[36] Freidson, *Professional Powers*, 72.

[37] Jacinta Gau, "Procedural Justice and Police Legitimacy: A Test of Measurement and Structure," *American Journal of Criminal Justice* 39, no. 2 (June 2014): 188, https://doi.org/10.1007/s12103-013-9220-8.

source of legitimacy and further defines this theory as "ex ante, or input legitimacy."[38] However, Rakar further articulates that this ex ante legitimation does not exist in hierarchical industry as it would break the lines of authority and legal process, such as the process of elections.[39] In this instance, the legitimacy arises from the political process and the public must trust that the politician will act in a way that aligns with its values. Weber claims that the politician will naturally adjust to the average ethical standards.[40] However, these theories of legitimacy run counter to those described by Wilensky and Huntington.

In sum, scholars do seem to agree that achieving professionalization requires some established criteria of consistent behavior for the industry, both from the industry itself as well as from the public in which it serves. Without these standards, the profession cannot hope to achieve legitimacy in its practice.

C.   RESEARCH DESIGN

To explore what role the administrative trinity has in police professionalization and reform, a combination of research methods were used to clarify professionalization, define administrative functions, and identify connections to current calls for police reform. The research process for administration and professionalization included a review of available literature from the study of law enforcement, professionalization, and administration in the armed forces and civil-military reform. The research process also included interviews with local law enforcement executive professionals from two Arizona communities, with questions specific to administrative functions and perceived professionalism of the police organizations in their city.

Originally, the research interviews set out to compare two Arizona communities that used different staffing models within their police departments. One department selected for this study is the Scottsdale Police Department, which also supports a lived reality sociological approach, as the information provided is from my own professional

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[38] Rakar, "Public Participation and Democratic Legitimacy of Rulemaking, A Comparative Analysis," 60.

[39] Rakar, 73.

[40] Weber, Gerth, and Mills, *From Max Weber*, 110.

experience as a Director with the organization. The second agency featured is Tempe Police Department, a neighboring organization to Scottsdale. These two police departments share several characteristics, including jurisdictional overlap, similarity in size, feedback from citizen satisfaction surveys, and likeness in criminal behavior and statistics.

To complete this exploration, I used primary sources including interviews with the local experts in policing from the above-mentioned cities, citizen surveys for the communities evaluated, and Bureau of Justice Statistics (BJS) survey results for law enforcement statistics. The Naval Postgraduate School International Review Board (IRB) has reviewed the interview questions (Case ID# 2967) and determined that this does not involve human subjects, and as such, IRB approval was not required to proceed. Secondary sources—for example, academic literature regarding administrative processes—were also reviewed during this investigation. This thesis is the culmination of this research. However, it also suggested that there is a gap in the available literature and data in the application of the administrative trinity in law enforcement, which is further explained in this thesis and is the foundation for the recommendations provided.

D.   AUTHOR'S EXPERIENCE

This thesis will include the works cited in addition to my professional experience, gained through my role as the Director of Strategic Initiatives Division with the Scottsdale Police Department. In this role, I oversee the department's Planning, Research, and Accreditation Section with the responsibilities of policy, data analytics, accreditation, and special projects for the Office of the Chief. I also oversee the department's Budget Section, which directs the entirety of police department financials, to include accounting, operational budgeting, and grant management. Lastly, within my span of control is the Records Section for the department, which operates as the main repository for all department records and is responsible for the public release of information. My experience is the culmination of education, training, certification, professional affiliations, and direct involvement with the processes discussed in this thesis for both the department and the City as a whole. I serve as the City of Scottsdale Data Analytics Team Leader, the President of the International Association of Law Enforcement Planners (IALEP), and President of

the Arizona Police Accreditation Coalition. Through these assignments I have direct involvement in the following: policy development, management, and accreditation evaluation; budget development, implementation, and oversight; and data analytics, including uniformed crime reporting, use of force reporting and analysis, internal affairs reporting and analysis, staffing allocation and workload analysis, open data initiatives, and other special projects.

II.   THE ADMINISTRATIVE TRINITY

I sought to examine policy, budget, and technology, evaluating the literature of the armed forces to gain an understanding of the factors that dominate calls for police reform. Together, these three functions form the Administrative Trinity, and their implementation reflects the values of the organization. The relationship between police and the armed forces was selected for this research since both lie in security sector, and also had a role in the police professionalization movements in the 1950s and 1960s.[41] The literature regarding the process of governance in military administration is extensive, specifically in civil-military reform, but the literature on local policing is lacking. Timothy Edmunds explains that the act of security extends beyond the military institution into the system of security at large, clarifying that national level security provided by the military and local level security provided by police are distinctly different.[42]The most distinct difference is rooted in the Posse Comitatus Act, which prohibits the use of the United States military in domestic response without approval of Congress or the Constitution.[43] Although the focus of the military may be foreign, and police oversee the domestic responsibility of protecting the community, both are responsible for the continuous protection of the American people and both employ the administrative trinity to this end.

The military and police both have the same service mission, to protect the public and are responsible to the values of the public by way of civilian oversight. This similarity in how organizations adopt their values through their processes of policy, budget, and technology are particularly pertinent to policing and provide a strong example for how policing should think about the trinity. Throughout the literature, I identified a consistent theme in how the armed forces apply the trinity and establish values first through adoption

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[41] Sklansky, "Police and Democracy," 1743; Timothy Edmunds and Bruneau, Thomas C., "Security Sector Reform," in *The Routledge Handbook of Civil-Military Relations*, ed. Thomas C. Bruneau and Florina Cristiana Matei (London: Routledge, 2012), 48–49.

[42] Edmunds and Bruneau, Thomas C., "Security Sector Reform."

[43] Jennifer K Elsea, *The Posse Comitatus Act and Related Matters: The Use of the Military to Execute Civilian Law*, CRS Report No. R42659 (Washington, DC: Congressional Research Service, 2018), https://fas.org/sgp/crs/natsec/R42659.pdf.

of policy, then implementation through the budget process, and later evaluation with the use of technology. The military process of administration through this trinity provides an optimal model for policing, and fulfils gaps that currently exist in the understanding of police administration from the broader community.

Buchanan and Millstone discuss the impact of values on an organization, which they define as "the relatively stable conceptions of the desirable which guide, structure, and give meaning to organizational behavior…we conceive the values as institutionalized imperatives in the sense that they shape the incentive and normative systems…by structuring what is expected."[44] In this way, the actions of government are guided by the values which are inherent in the service delivery to the broader public and are essential to the function of public organizations. Buchanan and Millstone further state that the various values that are in place within public administration are "able to command agency time, energy, resources and attention. Each requires the expenditure of resources in its pursuit."[45] Said differently, the values of the organization require intention and attention on the part of the organization to be implemented.

Frank Goodnow declares that two functions exist within any government: politics and administration.[46] Politics is the action of the legislative, elected officials to create policy and the executive, or the administration, to execute the legislative policy into action. The public manager is responsible for enacting the actions of government. However, it is important to note that politics and administration cannot be separated. "Politics must have a certain control over administration."[47] Mark Moore supports this separation, stating that administrations identify the processes to carry out legislative policy, which in turn creates public value.[48] Moore posits that, "value is rooted in the desires and perceptions of

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[44] Buchanan and Millstone, "Public Organizations," 263.

[45] Buchanan and Millstone, 268.

[46] Frank J. Goodnow, *Politics and Administration; a Study in Government* (London: The Macmillan Company, 1900), 22, https://catalog.hathitrust.org/Record/006514823.

[47] Goodnow, 24.

[48] Mark H. Moore, *Creating Public Value: Strategic Management in Government* (Harvard University Press, 1997).

individuals."[49] Moore continues that the value can be created through allocation of funds and authority, and establishing the processes that meet the citizens' needs.[50] Barth and Chattopadhyay echo the role of values, or core values, within a public organization, consume available resources, fuel employee decisions, and establish organizational norms.[51] Further, they emphasize the importance of communicating core values throughout the organization and their implementation by organizational leadership.

The role of the public administrator is a critical component of government, guiding organizations to implement the policy created by the legislature. Legislation should encompass community values and establish process for the implementation, ensuring value of the process itself. In support of this process by the administrator, Moore states:

[T]he story about the value to be produced must be rooted in accurate reasoning and real experience; and the real operating experience of the organization must be available to the political overseers through the development of appropriate accounting systems that measure the performance and cost of the organization's performance.[52]

The public manager can hold several titles in government—admiral, city manager, police chief, for example. Regardless of the title, the expectation of the citizenry is that the public manager will be a professional leader and will ensure that the values of the community are reflected in the organizations policy, budget, and technology.

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[49] Moore, 52.

[50] Moore, 52–53.

[51] Thomas J. Barth and Jacqueline Chattopadhyay, "A Tale of the Half Full or Half Empty Cup: Core Values in Local Government Organizations in Practice," *State and Local Government Review* 50, no. 4 (December 1, 2018): 259–69, https://doi.org/10.1177/0160323X18820643.

[52] Moore, *Creating Public Value*, 54.

A.   POLICY

Any policy, if it is to be effective, requires careful co-ordination for both its development and, just as importantly, its implementation.[53]

The values and goals of an organization are acculturated through the adoption of policies and procedures. These policies are crafted to clearly articulate the responsibility of the given organization and to ensure expectations are consistently established. In democratic societies, the laws themselves represent this delineation of responsibilities. These laws are developed by legislative bodies and enacted by the executive. At the organizational level, the delineation of responsibilities may consist of internal policies and procedures developed by the staff and enacted by the chief executive officer. Regardless of the institutional level, the policy process includes development, implementation, and evaluation.

1.   Policy Development

Policy establishes the values of the organization and how they carry out their mission by creating a practical framework that guides employees on how they are to act in the execution of their duties. A new policy is developed when a gap is identified in existing processes or a new process must be established. Larry Gerston contends that the policy-making process starts when triggering mechanisms or disturbances to routine require intervention by those in positions of power.[54]

The process of developing policy varies greatly depending on the institution. At the highest level of governance, the legislature has the responsibility to create law. Officials are elected by their communities with the expectation that the community values will be represented by the policy which the legislator drafts. This process sets the standards for the

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[53] Thomas C. Bruneau, Florina Cristiana Matei, and Sak Sakoda, "National Security Councils: Their Potential Functions in Democratic Civil-Military Relations," *Defense & Security Analysis* 25, no. 3 (2009): 257, https://doi.org/10.1080/14751790903201406.

[54] Larry N. Gerston, *Public Policy Making: Process and Principles*, 3rd ed. (New York: Routledge, 2014), 70.

nation at large and formally establishes parameters for government institutions.[55] For example, in their holistic framework for civil military relations reform, Pion-Berlin and Martinez highlight the criticality of established policy by citing defense laws that differentiate military from police roles.

The policy development process in governance is formalized and deeply procedural, following set time frames in which the legislature proposes policy, collaborates, and adopts through majority vote. Bruneau, Matei, and Sakoda emphasize the importance of collaboration during this development phase and state, "[I]f any of the likely players are not involved, or some degree of consensus achieved, implementation will not take place."[56] This process provides the framework for consistency for decisions makers but must include the proper information and stakeholders if it is to be successful and align with policy objectives.

At the organizational level, the policy process becomes more granular, focusing on how law will be supported through departmental policies and procedures. This detailed policy process allows flexibility in how an organization addresses the laws enacted by the legislature and vary greatly depending on the culture of the organization and the desires of the community. In local policing, members of staff craft policy, detailing how employees will enforce the law. This development process includes broad policy statements that clarify the parameters within which employees complete the expected task, or, are specific in the detailed steps that one must take to accomplish the task. Although all police departments are responsible for enforcement of federal, state, and local law, departments are not currently federally required to have their own policy manual that directs their actions in enforcement of such laws. As such, the policy development process varies significantly from one organization to another. The process of policy development concludes when the policy is crafted, revised, accepted and published.

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[55] David Pion-Berlin and Rafael Martinez, *Soldiers, Politicians, and Civilians: Reforming Civil-Military Relations in Democratic Latin America* (Cambridge, United Kingdom: Cambridge University Press, 2017), 30.

[56] Bruneau, Matei, and Sakoda, "National Security Councils," 257.

2. Policy Implementation

The implementation of policy, once adopted, is more complex, particularly in instances in which it must be enacted by several different organizations. Pion-Berlin and Martinez concur that simply having a policy in writing is insufficient; the policy must be carried out "in practice" as "institutions are the vehicles with which power balances and law can be translated into preferred, stable pattens of conduct."[57] Thomas Edmunds reminds that "translating such ambition into practice is easier said than done. Indeed, the very institutional complexity…presents considerable challenges of policy implementation in practice."[58] The departments and organizations overseeing the policy scope institute legislation at the federal level. In context of the military, any and all military branches are responsible for policy adopted by the executive, but the policy's implementations vary depending on the scope and ability of a given branch.

Although military policy is well-defined, policy requirements for policing are lacking. One might assume that all police departments have their own established, current, and legally sound policy manual that drives the organizational decision making. However, at the time of this writing no federal laws require a policy manual in police organizations.[59] The Bureau of Justice Statistics completes a census of police agencies through the Law Enforcement Management and Administrative Statistics (LEMAS) by sending a survey to all police departments that employ one-hundred or more sworn officers. A survey is currently underway at the time of this writing. The most recent LEMAS data available was published in 2016 and includes reports of policies and procedures where agencies were asked about 21 specific policy topics and whether the agency had a related policy in place.[60] Topics included use of force, employee conduct, complaint procedures, racial

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[57] Pion-Berlin and Martinez, *Soldiers, Politicians, and Civilians*, 30.

[58] Edmunds and Bruneau, Thomas C., "Security Sector Reform," 51.

[59] The lack of supporting literature on this fact supports the findings of this thesis that more attention must be made to the functions of the administrative trinity. The source of this information is through the author's lived experience as a subject matter in the area of police policy and administration.

[60] Connor Brooks, Elizabeth Davis, and Shelley S. Hyland, *Local Police Departments: Policies and Procedures, 2016*, ed. Edrienne Su, NCJ 254826 (Washington, DC: Bureau of Justice Statistics, 2016), 4, https://www.bjs.gov/content/pub/pdf/lpdpp16.pdf.

profiling, and responses to significant events. Despite the significant risk and liability related to the policies mentioned previously, the adoption of these policies is not consistent across responding agencies. Of the agencies that responded to the survey, 97.2 percent of responding agencies stated they had a deadly force policy in place and 94 percent of departments had a use-of-force policy. This inconsistency in policies emphasizes the fact that not all mid-size and larger police departments that responded to the LEMAS survey are addressing high-volatility areas of policing the same. Though adoption of individual policies across the industry may not be consistent, an internal policy manual for employees could be. The impact of policy on a police department was emphasized by Orrick, stating that a policy manual provides "staff with the information to act decisively, consistently, and legally and promotes confidence and professional conduct among staff."[61] This lack of policy adoption and consistency across police departments discredits the professionalism of policing by creating inconsistencies in how high visibility incidents are handled which heightens distrust by the community.

3.   Policy Evaluation

Adoption does not ensure implementation. Therefore, an established evaluation process is required. Bruneau, Matei, and Sakoda contend that "policy, even one developed through a robust inter-agency process resulting in consensus, is unlikely to be implemented unless there is some organization with the power to demand information and penalize agencies and individuals if they do not provide the information in a complete and timely manner."[62] Ensuring that policies are implemented by an organization, however, can be done in several ways. Specifically, Bruneau, Matei, and Sakoda refer to National Security Councils, which have an authoritative presence over military relations to ensure implementation of policy. In local policing, this process is done through accreditation and evaluation of policy implementation. The Commission on Accreditation for Law

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[61] W. Dwayne Orrick, *Best Practices Guide for Developing a Police Department Policy-Procedure Manual* (Washington, DC: International Association of Chiefs of Police, 2018), 1, https://www.theiacp.org/sites/default/files/2018-08/BP-PolicyProcedures.pdf.

[62] Bruneau, Matei, and Sakoda, "National Security Councils," 258.

Enforcement Agencies (CALEA), an international authority, as detailed in Figure 3 provides standards of best practice for law enforcement agencies:

Standard
•Value through Best Practice

Policy
•Department Adoption

Proof of Compliance
•Department Implementation

Assessment
•Evaluation of Department Adoption
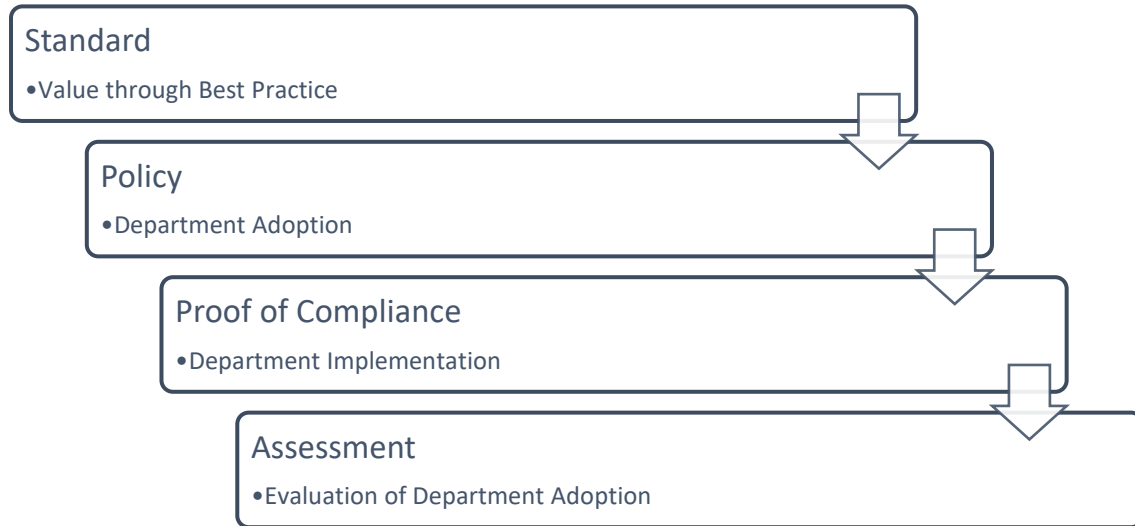
Figure 3: Police Accreditation Process.

Agencies seeking accreditation must provide supporting policies that meet these international standards and provide proofs of compliance with their policies, which are later assessed by experienced professionals.

Articulating an organization's values through the development of policy is an arduous process, requiring several iterations as well as support from decision makers and subject matter experts. The process of framing the organizational values and cementing them in policy enables organizations to identify optimal ways to meet those expectations. The responsibility lies with the organization to incorporate these policies into practice by implementing the procedures in daily operations while constantly evaluating their effectiveness. Developing, implementing, and evaluating policies that reflect and support an organization's values is paramount to professionalization in policing.

B. BUDGET

Roles and missions cannot be effectively implemented without adequate resources, including money, personnel, equipment, and training.[63]

The clearest way to identify policy implementation is to evaluate the budgeting process for organizational alignment with policy priorities. Following an organization's money reveals the values and priorities of the institution. Once an executive or legislative body identifies its policy priorities, the budget should reflect and support those initiatives in how funds are allocated across the broader institution. Jeanne Kinney Giraldo describes the budget process for defense spending in four parts: budget formation, budget enactment, budget implementation, and budget assessment and audit.[64] This process is typical of any governmental budgeting process and, while pertinent to the civil-military reform in the context of Giraldo's explanation, it runs parallel to the process in which local policing is budgeted in the United States.

1. Budget Formation

Although policy articulates the values of an institution or organization, budget supports the implementation and enactment of those values. Budget formation is an ongoing process that provides government a regular opportunity to evaluate its values and priorities, allowing for change depending on a potential shift in priorities at a given time. Governmental budgeting is often constrained by established processes and oversight, but budget has greater flexibility than its underlying policies and is reviewed and updated more frequently than policy.

Government institutions are tasked with identifying the total funds available through various income streams and allocating those funds across several sectors responsible for providing services to the general public. Jeanne Kinney Giraldo explains the implication of this allocation by saying "final overall budget is a monetary expression

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[63] Bruneau, Matei, and Sakoda, 256.

[64] Jeanne Kinney Giraldo, "Defense Budgets, Democratic Civilian Control, and Effective Governance," in *Who Guards the Guardians and How: Democratic Civil-Military Relations*, ed. Thomas C. Bruneau, and Scott D. Tollefson (Austin, TX: University of Texas Press, 2006), 178–207, ProQuest Ebook Central.

of the priorities of the nation."[65] The executive and legislative bodies exemplify their values in how they determine to allocate funding across the various sectors that make up the overall governmental institution. This process is challenging as decision makers are tasked with balancing and providing several competing needs to the public including social services, infrastructure demands, and security. Competing needs are carefully weighed and considered with the knowledge that a limited pool of funds is typically available. Either way, security spending often accounts for a significant portion of a public budget, whether nationally in defense spending or at the local level with public safety.

Once the executive allocates funds across the various public sectors, individual sectors are required to further allocate the funds within their own institutions. When administrative bodies are developing the overall budget, clear understanding of the organizational needs are critical in order to appropriately allocate funds to achieve their goals. These needs are typically articulated in the form of budget requests that support the sector's goals and objectives. As Giraldo states, "Neither decision can be made in isolation from the other."[66] Through this process, the executive is presented a clear understanding of the needs of each sector and can prioritize funding to the areas with the greatest need or where the values and priorities of the public are most likely to be met. At the national level, Giraldo provides the example of the ministry of defense which outlines policies and expected outcomes with clear objectives and metrics to evaluate success in the form of strategy documents or white papers within the organization to support the individual units in their budget proposals.[67] She further states that this is "particularly important when major reform is required, or changes are controversial."[68] In summary, the process of budget formation requires collaboration across all sectors of the institution and must reflect the values and operational needs.

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[65] Giraldo, 181.

[66] Giraldo, 182.

[67] Giraldo, 185.

[68] Giraldo, 185.

2.   Budget Enactment

The second stage of the budget process varies greatly from organization to organization but essentially allows policy makers the opportunity to evaluate the recommendations of the executive. Jeanne Kinney Giraldo reminds her reader that "the writing of laws…is a periodic event, but the need for the legislature to approve and review expenditures is a perennial source of influence."[69] This recurring process ensures that the legislature is provided the opportunity to continuously evaluate the needs of the citizens, and these ongoing needs and shifting priorities have short-term impacts on the ability to act. With emphasis and action depending on the organization at issue, this step provides the legislature the opportunity to review the proposed budget, request additional information or considerations, revise as they see appropriate, and finally enact into policy.[70] Despite varying requirements for the budget adoption process, each organization is usually constrained to a timeline that must be met to allow for implementation at the start of the new budget year. For example, the federal budget year begins in October of each year; if a final budget has not been adopted by Congress and signed by the President by the start of the new fiscal year, there are no approved funds to allow spending, resulting in a government shutdown.[71] (The timeline requirements could also result in similar shut down measures in local government if the legislative body fails to agree on a budget.)

Access to accurate information is a critical component for the legislature when considering a wide-reaching, all-encompassing budget. Information comes from a variety of sources. The specificity of the budget proposal itself is one method of informing the legislature. Known as line-item budgeting, this process includes each item or task as its own individual request. Line-item budgeting provides the significant detail to every dollar spent and can use past budgets as a starting point, with explanations to any modifications. Zero-based budgeting requires organizations to start the budget over each budget cycle, ensuring that every dollar allocated has been evaluated and reallocated for the new year.

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[69] Giraldo, 181.

[70] Giraldo, "Defense Budgets, Democratic Civilian Control, and Effective Governance."

[71] John Haughey, "The Federal Budget Timeline & Process," FiscalNote, October 2020, https://fiscalnote.com/blog/14-steps-to-the-federal-budget-timeline.

This approach is also the most taxing regarding the development time. Priority-based budgeting represents another option by which budgets are proposed according to the values of an organization. Budget requests are aligned directly to the organizational priorities in value-centric categories. Regardless of the process an organization uses to present its budget to the elected officials, the transparency of the individual sectors is crucial for informed decision-making.

Security concerns related to the public nature of defense spending makes transparency difficult because of the potential breach of sensitive operational needs. For example, a defense organization may need technology or equipment to combat a current threat. Revealing the expenditure may provide intelligence to those who wish to do harm, mitigating the operational success of the purchase. In an effort to balance the sensitive nature of security concerns while still providing adequate information to the decision makers, executives in defense sectors should have sufficient access to sensitive data during the budget enactment process in order to provide pertinent information while still maintaining necessary security measures.[72] Because the budget for defense institutions is publicly funded, transparency in budget allocation is a necessary component and is exemplified through the enactment process. The ability to articulate the need for funds as they relate to organizational priorities bolsters the professionalism of an institution and reinforces the public's confidence in the organization.

3.   Budget Implementation

Enactment of the budget by the legislative body authorizes the organization to spend the funds over the course of the fiscal term. Ideally, budget implementation is carried through as proposed and any modification is properly justified and documented. Again, the budget process allows more flexibility to account for unexpected disruptions to the adopted budget plan, but legitimate processes should take these discrepancies into consideration and reallocate accordingly to process and procedure. COVID-19, for example, recently affected global budgets forcing government bodies to quickly shift funds in order to address

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[72] Giraldo, "Defense Budgets, Democratic Civilian Control, and Effective Governance."

the numerous competing concerns to already adopted budgets. Budgets must responsibly reflect the current needs while holding true to the organization's core values.

4.   Budget Assessment and Audit

Government spending is subject to assessment and audit for two overarching reasons: to determine whether the spending met the intended goals and priorities (assessment) and to ensure the proposal was carried out as enacted (audit). Some sectors benefit from visible and specific measures of success related to funds spent. Thomas Bruneau supports this variance, saying, "In some sectors of the public realm, education or transportation, for example, efficiency can be measured to some degree by kilometers of roads laid, numbers of bridges or schools built, or percentage of students who graduate, per tax dollar spent."[73] The measurement of success as it relates to social services and public safety is often more difficult, as money spent is often to support the lack of something. In defense spending, Giraldo highlights that "the number of enemies deterred" is not an easy task to quantify.[74] She goes on to emphasize, "Officials nevertheless must openly debate this issue, establish policy objectives and indicators of effectiveness, and design spending to achieve consensually agreed-upon defense goals."[75] The task of assessment is much easier when clear outcomes are identified at the onset of the budget process as part of the allocation and proposal. A clear outline of how the budget allocation will support a specific priority and detailing what success will look like after implementation provides a clear context to align expenditures to outcomes. The responsibility lies with all parties involved, from the individual units receiving the funds to the legislature evaluating the effectiveness in the next budget cycle to consistently refer to the goals of the allocation.

The auditor formally evaluates whether or not funds have been used according to the policy adoption. The audit may be completed by formal offices such as the U.S. Government Accountability Office (GAO) or a local government Auditors Office. These administrative bodies have the authority to evaluate policies and practices to ensure

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[73] Edmunds and Bruneau, Thomas C., "Security Sector Reform," 40.

[74] Giraldo, "Defense Budgets, Democratic Civilian Control, and Effective Governance," 194.

[75] Giraldo, 194.

efficiency and accountability and to support the integrity of the governmental institutions. Alternatively, independent, private audit organizations from the civil sector may use their public access to records and spending to complete their own independent audits. Jeanne Kinney Giraldo advises findings "need to be received in a timely fashion so that they can be analyzed, and their findings integrated into next year's budget."[76] If an audit report finds that funds are not being used according to the policy enacted, the legislative body has the right to know and the responsibility to act accordingly in future budget considerations.

The four-step budget process is often simplified into the umbrella concept of "a budget," but, as detailed here, budget is an intricate, detailed process that undergoes many iterations, even after being enacted into policy. The responsibility falls on the individual units within sectors, sector leadership, governmental administrations, legislatures, and auditors to ensure the budget is allocated, enacted, and implemented according to the needs and the values of civil society.

C. TECHNOLOGY

In every profession there is a strain between traditional thinking and technical proficiency.[77]

Upon the allocation of required funds that support policy directives, organizations need the ability to implement their priorities and evaluate their success, as evidenced throughout the previous sections. Technology is a two-fold solution, implementation of policy using tools and resources, such as machines, and evaluation through data. First, technology has long-been the way in which security sectors carry out their organizational mission to implement policy. Morris Janowitz aligns the history of military innovation with growth in industrial technology and machinery, highlighting the demands of the military in conflict situations to adopt new innovative solutions to further their operational goals of warfare.[78] Similarly, organizations also gain the ability to assess progress of the tool

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[76] Giraldo, 195.

[77] Morris Janowitz, *The Professional Soldier: A Social and Political Portrait* (New York: Simon and Schuster, 1964), 22.

[78] Janowitz, *The Professional Soldier*.

through available data. Janowitz states, "[M]anagerial techniques based on statistics, mathematics, and the electronic processing of data, such as quality control and more recently, operations research, flourished first in the military."[79] The tools of technology are constantly evolving, and those in the security sector are at the forefront of this adoption of innovation due to the significant task of the management of violence, specifically the "military managers who are concerned for the scientific and rational conduct of war."[80] As the security sector evolves and becomes more and more dependent on complex technology, this role fulfilled by management also increases in importance.[81] These managers are tasked with technology adoption, technology implementation, and technology evaluation.

1. Technology Adoption

The adoption of the ideal technological solution in government typically goes through a complex procurement process, designed to ensure fiscal responsibility and assess the technology's ability to support the policy goals of the organization. The process varies depending on whether the subject is goods or services or one-time purchases or long-term contracts; cost also inflects the specific process. Generally, the organization identifies a need and posts a solicitation that details the needs and the scope of the desired solution. Companies submit how they meet this need and vendors are evaluated and selected; then the procurement process moves into contract management and acquisition of the procured thing or service.[82]

Standardization of technology supports transparency in policing, and when systems are created and adopted using different language, it impacts the ability to communicate effectively with the public. Janowitz discusses the variety of technology solutions available and the challenges involved, stating, "standardization of technical equipment has not had

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[79] Janowitz, 27.

[80] Janowitz, 21.

[81] Janowitz, 22.

[82] L Elaine Halchin, *Overview of the Federal Procurement Process and Resources*, CRS Report No. RS22536 (Washington, DC: Congressional Research Service, 2021), https://fas.org/sgp/crs/misc/RS22536.pdf.

priority in the United States military."[83] This lack of standardization is also true of other security sector technical solutions provided by private entities. Janowitz clarifies, "[E]laborate product differentiation and enforced technological obsolescence based on minor modifications are essential aspects of private enterprise in the United States."[84] The ongoing updates to solutions by vendors, as well as quickly changing priorities by the public, enacted through policy, make it a difficult process to adopt solutions that support an organization long-term. These ongoing revisions of technical systems require an organization to have several different technological solutions to support a variety of specific operational components. Examples of these different technical solutions in policing include a computer aided dispatch (CAD) system, a records management system (RMS), an evidence inventory control system, and a vehicle accident report system. Each of these systems within policing are often disparate systems that do not seamlessly integrate, complicating data sharing within and across organizations.

While writing on the complexities of military procurement, specific to technological automation, Hoffman et al. warn that "it is very difficult, where manpower, personnel, and training are concerned, to change the allocations and constraints of predecessor systems to reflect the needs of systems based on new technology."[85] Those who are tasked with the selection of optimal technology must be cognizant of these complexities when making their procurement decisions. Once an organization reaches a decision regarding the best technological solution, the procurement process begins, allowing the organization to purchase the desired product through the legal framework. Ultimately, clearly identifying the needs of the organizational operations, articulating them to the stakeholders through the referral process, and procuring the right solution to accomplish organizational objectives requires expert knowledge.

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[83] Janowitz, *The Professional Soldier*, 28.

[84] Janowitz, 28.

[85] Robert R. Hoffman et al., "Myths of Automation and Their Implications for Military Procurement," *Bulletin of the Atomic Scientists* 74, no. 4 (2018): 259, https://doi.org/10.1080/00963402.2018.1486615.

2. Technology Implementation

After the detailed analysis of a proper technical solution and a successful procurement process, an organization must then implement the technology within its operation. The process of implementation can be as simple as issuing equipment—for instance, a license plate reader (LPR), which merely requires a brief training tutorial to begin immediate use. Alternately, implementation may entail a time-intensive process; an organization-wide RMS involves years of transition and training, as one example.

The varying complexity of technology implementation may discourage an organization from moving forward with technical solutions. According to the 2013 Law Enforcement Management and Administrative Statistics (LEMAS) report on "Equipment and Technology," 25 percent of police departments that responded were still reliant on paper reports to transmit criminal incident reports to a central information system.[86] The Police Executive Research Forum (PERF) found that such technological systems as "[RMS] and [CAD] had the greatest impact on police agencies nationwide and were fundamental for carrying out fundamental professional policing activities. Further, it's critical for generating the data that the agencies themselves and the broader public are reliant on for decision making and accountability efforts."[87] Therefore, the manual process of paper reports used by a quarter of responding departments is significant to policing and calls into question the level of professionalism of policing, as a whole. Alternatively, while many agencies are using a technological system to complete criminal reports and are therefore generating significant amounts of data, these departments are all operating on different systems and using different vernacular. As such, agencies cannot keep up with changing trends in data collection or needs. Overall, the PERF study found adoption of technology in policing to be "ad hoc in response to a constellation of factors that includes executive staff decisions, perceived needs, community demands, and available funding."[88]

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[86] Brian A. Reaves, *Local Police Departments, 2013: Equipment and Technology*, NCJ 248767 (Washington, DC: Bureau of Justice Statistics, 2015), 6, https://bjs.ojp.gov/content/pub/pdf/lpd13et.pdf.

[87] Kevin Strom, *Research on the Impact of Technology on Policing Strategy in the 21st Century, Final Report* (Research Triangle Park, NC: RTI, International, Police Executive Research Forum, 2017), 2–3.

[88] Strom, 1–1.

3. Technology Evaluation

This constellation effect of technology adoption, paired with several disparate systems to fulfill a broad range of technical needs, requires ongoing evaluation to ensure that the solutions produce the required outcomes and meet the policy goals. Additionally, the use of technological solutions supports the creation of large amounts of data and when mined and utilized, aids organizations in conducting program evaluation related to the technology itself. This data also allows for the evaluation of the broader mission of an organization and reporting outputs to interested parties. Both are equally important. However, they are not equally enacted by security organizations.

First, the use of program evaluation for a specific technological solution allows the organization to know whether the solution has indeed accomplished what was initially intended when initially procured. The GAO details several legislative requirements to conduct program evaluation at the federal level: "The Government Performance and Results Act of 1993 (GPRA) and GPRA Modernization Act of 2010 (GPRAMA) established a framework for performance management and accountability within the federal government. Building on this foundation, Congress has since passed, among other laws, the Foundations for Evidence-Based Policymaking Act of 2018 (Evidence Act)."[89] Each of these legislative acts require the federal government to incorporate evaluation into the process of policy enactment and can include effectiveness, efficiency, identify related outcomes or unintended consequences, and inform future funding allocation.[90] In local policing, this process is not always required, but Bloomberg Philanthropies is encouraging jurisdictions to adopt similar evaluation criteria as part of the What Works Cities certification program.[91] The ability to effectively evaluate systems supports an organization in ensuring their values are being implemented according to their goals.

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[89] Lawrance L. Evans, *Program Evaluation: Key Terms and Concepts*, GAO-21-404SP (Washington, DC: Government Accountability Office, n.d.), 1, https://www.gao.gov/assets/gao-21-404sp.pdf.

[90] Evans, 4.

[91] What Works Cities, "What Works Cities Certification Assessment Guide," What Works Cities Certification, 2021, https://medium.com/what-works-cities-certification/what-works-cities-certification-assessment-guide-5c514f1dff1b.

Further, the use of data supports performance measurement, the ongoing updates on progress and outcomes for an organization. The National Police Technology Council declares "information is the lifeblood of policing therefore we must make the most of the masses of data made available to us enabling intelligence-led preventative policing and investigation, while continuing to meet citizen expectations regarding how we handle their data."[92] The management of data is not only useful in the day-to-day operations, such as determining where to focus attention to combat crime, but also in the evaluation of policing processes, providing quantifiable metrics aligned to the technology itself. Crime statistics, like the Federal Bureau of Investigations (FBI) Uniformed Crime Reporting (UCR) program allows the community to have an understanding of the type of criminal activity taking place there. Crime is categorized using codes adopted by all organizations to report crime. The current reporting program is referred to as the National Incident-Based Reporting System (NIBRS) and includes 28 different data categories per incident that is intended to provide more context to the crime. The reporting process is significantly improved through the use of technology. In fact, reporting agencies are required to certify the technology that is used to submit data, by showing six months of data that meets the system requirements.[93]   In this example, the requirement to report correctly requires adequate technology, and this reporting supports several different mechanisms for evaluating an organization. Technology in public organizations supports the implementation of programs and the execution of the values. To ensure that the needs of an organization are met, public entities must adhere to a strict procurement process to adopt the correct solutions, implement them within the organization through training, and include evaluation to determine whether the organization's needs were met by the solution.

4.   **Analysis**

The trinity of policy, budget, and technology forms the foundation of administration, with the values of the organization at the center of the process. More

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[92] National Police Technology Council, *National Policing Digital Strategy* (London: National Police Chiefs Council, Association of Police and Crime Commissioners, 2020), 2, https://www.apccs.police.uk/media/4886/national-policing-digital-strategy-2020-2030.pdf.

[93] Federal Bureau of Investigations, *NIBRS Certification Requirements* (Washington, DC, 2021).

specifically, policy establishes the procedures and expectations which are then carried out through the budgeting process for implementation. As a result of these budget adoptions, as set forth by policy expectations, new technology is procured and implemented, supporting evaluation of the policy intentions which should, in turn, reflect the values of the community, as detailed in Figure 4:

Technology → Values → Policy → Budget → Technology (cycle)
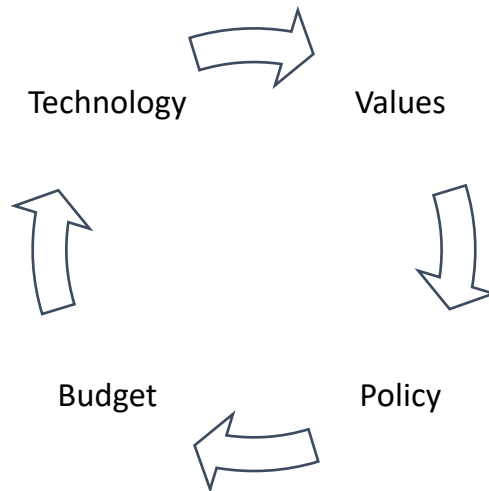
Figure 4: The Foundation of Administration.

Bruneau and Matei state succinctly that legislative bodies are typically responsible for the laws that define policy, the budgets that carry out policy, and ensuring that the beforementioned are indeed implemented as intended.[94] Although the legislative body indeed establishes the framework at the national level, in a local jurisdiction, organizations drive their operational decisions in support of their mission.

The administrative trinity provides government institutions the managerial foundation to reflect the values for their operational mission, through the functions of policy, budget, and technology. The way in which the organization adopts policy ensures that the values of the organization are engrained in the procedural expectations. These values are then implemented by the organization through the day-to-day operations that are

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[94] Bruneau, Matei, and Sakoda, "National Security Councils," 258.

made possible through the budget process, which align with policy and procedure. To ensure that the operational goals are functional, technology is procured to carry out the operational mission and later evaluated through the available data to determine whether the values of the organization were carried out as intended. Therefore, the administrative trinity, when applied in government institutions, supports the professional legitimacy of the organizations. As noted, Iztok Rakar believes that "authority is justified—that is, legitimate—if it is an expression of the will of the people;" however, in the hierarchical organizations of military bureaucracy discussed in this chapter, the legitimacy arises from the political process, and the public must trust that the politician will act in a way that aligns with its values.[95] As such, the public manager is responsible the action of governing in a way that reflects the will of the people as adopted by the legislature to ensure professional legitimacy of their industry.

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[95] Rakar, "Public Participation and Democratic Legitimacy of Rulemaking, A Comparative Analysis," 73.

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III. LAW ENFORCEMENT EXECUTIVES AND PROFESSIONAL POLICING

Application of the administrative trinity differs greatly across sectors, as well as within specific industries. To gain understanding of the administrative trinity in practice and its impact on professionalization, I interviewed public managers from two neighboring communities in Arizona. The leaders identified for this interview process represent management of the administrative trinity in the daily operations of these organizations. The way in which these two organizations implement the trinity varies slightly, further highlighting the nuances that come with policy, budget, and technology. Each of the nine leaders in Scottsdale and Tempe emphasized the importance of their organization's values and the impact that these values have on the professionalism of policing. Despite the expressed impact of values, their clear understanding of the trinity, and the highly professional organizations that they lead, when asked about the functions of the trinity, they recognized no strong connection between the implementation of the trinity and the professionalism of their organization. This gap further supported my realization of the disconnect in the process of how the trinity its implemented and its direct impact on professionalism. This chapter details the process by which two Arizona Police Departments apply the trinity and the views of professionalism in their organization.

A. THE ADMINISTRATIVE TRINITY IN PRACTICE

In local government, legislative requirements and processes dictate how the overall administrative trinity is implemented at the macro level, but the internal processes of how a department establishes policy, allocates budget, and uses technology are more flexible. In policing, there are several variations of implementation models, including using sworn police officers or civilian specialists for the tasks related to policy, budget, and technology.

The nine interviewees, identified in Table 1, were selected for their macro understanding of their communities, their expertise in the field of policing and leadership, as well as the direct functional oversight of policy, budget, and technology in their organizations.

Table 1: Interview Participants and Roles.

Position	Scottsdale, Arizona	Tempe, Arizona
City Manager	Jim Thompson	Andrew Ching
Chief of Police (current)	Jeff Walther	Jeff Glover
Chief of Police (Past)	Alan Rodbell	Sylvia Moir
Assistant Chief	Helen Gandara	David Humble
Assistant Chief		Brenda Buren

Both communities are Council-Manager forms of government, where the city managers in report to the City Mayor and Council and are responsible for the daily management of city operations. The Chief of Police reports directly to the City Manager in both communities, with the Assistant Chiefs sharing formal reporting structures to the Chief of Police. The Assistant Chiefs interviewed during this process manage the operational functions of policy, budget, and technology. Assistant Chief Buren and Assistant Chief Gandara are both civilian employees, whereas the other executive leaders interviewed are all sworn POST certified law enforcement officers.[96] During the research period, there were several transitions in both cities, including positions held by Chief Rodbell, Chief Moir, and Assistant Chief Humble.

All interview candidates were asked the same six questions, which were meant to illicit their understanding of the trinity in their organizations and any impacts on perceived professionalism of their department:

1. How does the Tempe/Scottsdale PD define professionalism?
2. What is the public's perception of professionalism in the Tempe/Scottsdale PD?
3. What functions of the department strongly support the public's perception of the Tempe/Scottsdale PD?

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[96] Assistant Chief Buren retired in January 2020, prior to this research process but had a unique experience as it relates to the elements of the trinity serving as a civilian assistant chief overseeing the functions addressed in this thesis.

4. What is the current organizational structure for the Tempe/Scottsdale PD policy, budget, and technology functions?

    a. Who holds those assignments/responsibilities?

    b. How are they selected?

    c. How often do they hold that position?

    d. Who do they report to?

5. What impact does the Tempe/Scottsdale PD policy/budget/technology functions have on the department's definition of professionalism? Are there any examples of how these functions impacted the department's definition?

6. Has there been any changes to how the department has structured the positions of policy/budget/technology?

    a. If so, what were they and when did they occur?

    b. What was the reasoning behind those changes?

    c. What was the impact on the organization (if any)?

    d. What was the impact on the community (if any)?

The present analysis includes the interviews, as well as my own first-hand knowledge of the processes in which the administrative trinity is implemented within the organizations. Application of the trinity is viewed through the lens of my professional responsibilities as the Director of these functions for the Scottsdale Police Department and my professional relationships with staff in the Tempe Police Department.

B. POLICY

Excellence. Initiative. Integrity. This is what we stand for.[97]

With organizational values at each department's core, the leadership agreed that policies must reflect and remain consistent with their values and must also be aligned with

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[97] Helen Gandara, City of Scottsdale, assistant police chief, in person, March 11, 2021.

national police standards and expectations. This section addresses the way in which the departments address policy and the impact of values, as identified by city leadership.

The community observes the culture of an organization through its daily interactions, both personally and from afar. Chief Rodbell believes that front line supervisors and field training officers set culture and the Chief reinforces it in his role.[98] He continued, "[C]hiefs reinforce policies and regulations, through enforcement and accountability of the department. What is encouraged, like lifesaving and community service, versus what is discouraged through punishment such as violations of policy, sets the culture that the public sees." The importance of this expectation was also supported by Tempe Chief Sylvia Moir, who asserted that the policy "manual guides the standards we strive to achieve" while also taking into account the uniqueness of Tempe.[99] In both departments, the internal policy manual sets expectations, detailing how the organization will engage with the community by incorporating the shared values of the two departments: excellence, initiative, and integrity.

In both communities, the policy development process begins with the identification of a policy need. For example, in the 2020 election, Arizona voters approved the legalization of marijuana. As a result, each Arizona police department must reevaluate policy regarding its operational response to marijuana, decriminalizing past marijuana charges in department records, and the implications for personnel regarding recreational use. Policy directives in policing range from employees grooming standards, to the legal procedures of securing someone's property for safe keeping during an accident, or, as discussed at length by the public over the last year, the legal authority to use deadly force. In the City of Scottsdale, a civilian specialist is responsible for oversight of the policy process and daily management of the policy manual. The policy analyst initiates a workflow to the subject matter expert who is tasked with the responsibility to draft the policy. The draft policy is then reviewed by a cross-departmental committee including legal, risk management, human resources, and command staff.

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[98] Alan Rodbell, City of Scottsdale, retired police chief, in person, March 9, 2021.

[99] Sylvia Moir, City of Tempe, former police chief, phone, March 26, 2021.

In Tempe, per interview feedback, a sworn policy officer drafts the policy using available resources and a cross-departmental team, including the legal advisor and command staff, reviews the policy language. Within both departments, upon majority agreement of the policy and concurrence by the Chief of Police, the policy is adopted and distributed to the organization for implementation.

Although the distribution of a published policy does not ensure implementation, the method of distribution to the organization can affect its implementation, as does the ability to change policy as needed. This vital step was articulated by leadership in the interview process, with several individuals speaking to how they distribute policy and the impact it has had on their organizations. Both Scottsdale Police and Tempe Police implemented digital document management systems (DMS) in the last few years to house their policy manual, which allow for a structured policy workflow process, with electronic distribution and acknowledgement to the organization. This technological solution to policy management marked a significant change in both organizations, drastically transforming how the department manages its policy process and allowing for more change since the implementation than decades of policy management in the past. For example, the Scottsdale Police Department saw a 240-percent increase in revised policies from 2015, the year before the document management system was introduced, to 2020.[100] Scottsdale Chief Walther praised this DMS and the impact that it has had on the organization.[101] Chief Walther continued, saying "the system allows for quick and seamless revision and distribution, empowering the organization to quickly address policy needs," which bolsters the professionalism of the Scottsdale Police Department.[102] Tempe Assistant Chief Humble also spoke to the implementation of the document management system, stating it was "very helpful in modernizing a previously laborious task for making changes."[103]

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[100] The Scottsdale Police Department Planning, Research and Accreditation Section maintains an annual log of policy revisions which I have direct access to as Director.

[101] Jeff Walther, City of Scottsdale, police chief, in person, March 8, 2021.

[102] Walther.

[103] David Humble, City of Tempe, retired assistant police chief, phone, March 16, 2021.

Not only did the implementation of the document management system facilitate policy implementation, but it also streamlined the policy revision process. The previously complicated task of updating policy among several individuals and disrupted version control required manual review of several documents and delays as people reviewed and revised separate documents. The introduction of this DMS allowed for structure version control in which all parties see one document that can be revised by those with the appropriate permissions, expediting the review process, and ensuring that everyone is working of a single, most current document.

The implementation of policy within both departments is carried out through the day-to-day operations of policing and evaluated annually through the accreditation process. The Scottsdale Police Department has been accredited through the international accrediting body for law enforcement, the Commission on Accreditation for Law Enforcement Agencies (CALEA) since 1994.[104] At the time of this writing, both departments are in the self-assessment phase of accreditation with the state body for law enforcement accreditation, the Arizona Law Enforcement Accreditation Program (ALEAP).[105] Both police departments acknowledge the importance of evaluation from outside experts. By electing to participate in these accreditation programs, these departments seek to evaluate their policies and programs regularly, ensuring that they are still in alignment with best practices within policing.

In the accreditation process, the department provides documentation in support of standards that exemplify best practices in law enforcement through their department policies and proofs of compliance. As part of trained assessment teams, law enforcement experts review the documentation on a regular basis and determine compliance with an ongoing visual on-site assessment to see policy implemented in daily policing practice. The steps the assessors participate in include ride-alongs with officers, interviews with subject matter experts, hearings with the community, and building tours with department staff.

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[104] Amanda Willis, *City of Scottsdale, Video: Behind the Badge, Commitment to Professionalism* (Scottsdale, AZ: Channel 11, 2019), https://www.scottsdaleaz.gov/police/police-news/video-behind-the-badge-commitment-to-professionalism.

[105] Kevin Rhea, *ALEAP Enrolled Agencies* (Gilbert, AZ: AACOP, 2020).

This process ensures to both city leadership and the public that the Police Department follows the established policies and meets best practice expectations. Tempe Chief Moir discussed the recent enrollment of the Tempe Police Department in the state accreditation program and the decrease in organizational risk and liability as a result of the evaluation process.[106] The impact of accreditation was also brought up by Chief Rodbell, sharing that as a department, Scottsdale Police live out the standards of best practice by electing to participate in accreditation efforts and making it observable by others.[107] Chief Rodbell shared each assessment team spoke to this professionalism embodied throughout the organization. He continued, saying, "[T]he Scottsdale Police Department isn't resting on the status quo but seeks out opportunities to expand on best practices set by CALEA."[108] Accreditation provides police departments the opportunity to prove that they are actively carrying out their policies, and therefore their values, with best practice policing.

Although the significance of the creation and publication of best practices, as voiced by these officials, is crucial, the department's employees must embody these best practices in their interactions with the community. Assistant Chief Gandara emphasized the incorporation of values into everyday actions, saying, "[W]hat the department stands for and the actions the department takes are what exemplifies our definition of professionalism, displaying the expectation of policy in action."[109] The embodiment of values was further supported by Retired Chief Rodbell, as he described the demonstration of respect and fairness, as well as the importance of leaving every contact with personal dignity intact, as an integral component of the responsibilities of those in public safety and the accountability to the community in which the department serves.[110] Therefore, the organizations ability to follow policy and procedure supports the professionalism of the organization, which shows the community the values of the department in the daily interactions.

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[106] Moir, City of Tempe, former police chief.

[107] Rodbell, City of Scottsdale, retired police chief.

[108] Rodbell.

[109] Gandara, City of Scottsdale, assistant police chief.

[110] Rodbell, City of Scottsdale, retired police chief.

The City of Tempe shared a similar perspective of the professionalism of their organization and articulated the importance of integrity, honesty, and respect throughout their interactions with the community. Assistant Chief Humble reiterated the internal and external importance of the Golden Rule and how department staff treat each other, as well as being the responder that they would want to arrive on a call for their own family in an emergency.[111] Scottsdale Chief Walther echoed this sentiment, "[I]f an organization sees themselves as above the community, the department becomes an occupying force, and this perception negatively impacts the legitimacy of the organization."[112] Chief Walther continued, "[T]he department's foundational relationships that are developed internally are also reflected externally and are leveraged in a way that demonstrates the professionalism of the police within Scottsdale."[113] Both organizations' representatives spoke at length regarding the principles of values within their cities and the intricate weave of these principles through the daily interactions, which are established in the department's policy process.

The cities' leadership also spoke to the importance of policy revision and how critical that revision process is to the professionalism of the police department. Assistant Chief Humble emphasized this priority as he stated that annual changes to laws and best practices occur, and the policies must be updated regularly to reflect these changes.[114] He continued, stating, "[I]f a police department has a bad policy, it makes for a bad police department, and it can be used against [the department] in court."[115] Chief Humble's detail on the importance of having sound policies that align with the expectation of a professional police department was reinforced by Chief Rodbell, noting that "[T]he expectation on how the organization does business and the demonstration of those expectations are established

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[111] Humble, City of Tempe, retired assistant police chief.

[112] Walther, City of Scottsdale, police chief.

[113] Walther.

[114] Humble, City of Tempe, retired assistant police chief.

[115] Humble.

in policy and when adhered to, it supports the department in court, showing that the Scottsdale Police Department does the right thing."[116]

Foundationally, these two police departments both benefit from having a detailed process for policy development, implementation, and evaluation. Although they operate with two different staffing structures, Scottsdale has civilian specialists who oversee the policy process and Tempe has a sworn rotational specialty assignment overseeing the policy process, the leadership across both communities acknowledged the impact of policy on the professionalism of their own organizations.

C.   BUDGET

Budget reflects the values of the city.[117]

The community perception of their police department's professionalism likely is rooted in the adoption of values and established in policy and the processes in which the organization implements said values. As previously stated, a community expects that its elected officials will support the communities' ideals and values when developing and implementing policy priorities, and therefore assume that the legislative body is already supporting its constituents' values through its legislative responsibilities. The budget process—adoption, enactment, implementation, and assessment of processes and procedures—is the visible indication of an organization's values and priorities and provides the framework for organizations to carry out these values operationally. Tempe Chief Sylvia Moir supported the significant impact of values in by succinctly stating, "[B]udget reflects the values of the city."[118] Throughout this section, the process in which the cities of Scottsdale and Tempe implement their values through the budget process will be detailed and supported through feedback from the interview process.

At the local level, the task of developing a budget varies from municipality to municipality. In the cities of Scottsdale and Tempe, budget cycles are an annual process in

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[116] Rodbell, City of Scottsdale, retired police chief.

[117] Moir, City of Tempe, former police chief.

[118] Moir.

which the individual departments are responsible for preparing budget requests to be presented to city leadership for consideration. It varies slightly between the two communities as Scottsdale has two appointed officers, the City Treasurer and the City Manager, who serve as two separate authorities, each reporting directly to the Mayor and Council. The budget is presented to both the city manager and treasurer prior to council presentation, where they later defend different segments of the budget proposal: operational actions and financial oversight. The Tempe City Manager, however, works with staff, as the Chief Financial Officer reports directly to the city manager, to develop the budget. The city manager presents all segments of the budget proposal to council for adoption. In both processes, the city departments are considered as a whole by Mayor and Council. The city manager's office is expected to be mindful of the resources available to their communities, the priorities of the cities, goals and objectives, presenting a budget that meets all of those competing demands for consideration. Upon the budget's presentation, the process moves to the next step which is budget enactment. Tempe City Manager Ching spoke to the budgeting process, stating that organizations are asked to do far more with far less, particularly after the 2008 recession and again during the COVID-19 pandemic.[119] As such, he noted that professional policing means having conversations about whether or not the police are the right responder to a situation, providing mental health calls as an example. He said that the Tempe Police welcome these conversations, and the budget has reflected these decisions over time.

In Arizona, the budget enactment process requires several presentations of the budget to City Council, which allow city leadership the opportunity to justify their budget proposal, explain changes in the requests from the prior year, and answer questions from the Council. The Council can then publicly debate the proposal in the public meeting, identify changes they wish to see considered, and express their policy priorities for the upcoming year. The feedback from these meetings is provided to staff and addressed in the weeks between each meeting. During this process, the executive is Council's main point of contact for any ongoing budget questions. Instances in which budget questions relate to

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[119] Andrew Ching, City of Tempe, city manager, virtual, March 23, 2021.

specific unit requests may be, in turn, referred to and asked of department executives, but the intention is that the initial budget request by each division includes sufficient information to empower the city manager to address Council's questions. In the final budget adoption meeting, all changes requested during the budget enactment process are expected to be included, and the final budget is presented to Council for a final vote. This vote moves the budget from a proposal to the adopted budget for the upcoming fiscal year. At this point, the adopted budget becomes policy to be implemented by the organization in the upcoming fiscal year.

The nature of the overall mission of public safety and the personnel required to accomplish this task makes defense spending, or in the case of local municipalities, police spending, a significant proportion of the total dollars allocated in the overall budget. The daily demands of personnel are a significant cost in salary and benefits, not to mention the tools and resources to achieve the mission of public safety. For example, the Police Department accounts for 35 percent of the general fund expenditures in the City of Scottsdale FY 2021/22 budget, of which 84 percent of annual expenditures is for personnel services.[120] With only 16 percent remaining in the police budget after staffing is considered, strategic resource allocation and prioritization is required for tools and resources. Scottsdale City Manager Dr. Thompson discussed the role of budget and these limited funds at length. Technology is changing rapidly, as are the expectations by the public. Dr. Thompson provided examples such as on-body camera programs or a cloud based computer aided dispatch and records management system, which have recently become expected by our community, but find their place in the lean budget, balancing against personnel costs and pensions that must be maintained.[121] He underscored the obligation to make sure that these demands are all addressed through fiscal responsibility and forecasting future trends as well, making the most of what is available for the police

[120] City of Scottsdale, *City of Scottsdale FY2020-21 Operating Budget* (Scottsdale, AZ: City of Scottsdale Budget Division), accessed April 24, 2021, https://www.scottsdaleaz.gov/Assets/ScottsdaleAZ/ Finance/Archive/FY+1953-54+through+FY+2020-21/FY2020-21Volume+2DivisionOperatingBudget.pdf.

[121] Jim Thompson, City of Scottsdale, city manager, in person, March 10, 2021.

department to carry out its objectives.[122] Additionally, considerations must be made in times of crisis. During the 2020 COVID-19 pandemic, the city of Tempe was asked to make significant changes to their budget to account for anticipated budgetary impacts, and consequently the Tempe Police Department lost 28 positions from its allocated personnel, as Tempe Chief Glover reported.[123] This significant decrease in personnel requires an organization to evaluate the values and priorities of the community and adjust operations to ensure that service delivery is still maintained and implemented in a way that supports safety and crime prevention.

While the budget process is a clear example of values of the community, the actions of the department should also align with these values. These values must also be embodied by personnel. Scottsdale Assistant Chief Gandara emphasized the value of one-to-one experience of employees and the public and the representation of excellence and initiative in how the Scottsdale Police Department conducts investigations and resolves problems.[124] Chief Gandara advocated transparency with the public, stating that "interactions should exemplify the integrity of the department through transparency of the organization's communication to the public on a variety of matters. It's what we do, how we look, the way we speak to others."[125] Chief Rodbell echoed Assistant Chief Gandara's comments when explaining how the department presents itself publicly to the community is a crucial element of the perception of professionalism.[126] Scottsdale Chief Rodbell emphasized that "very few people within a community have personal contact with the department. Most hear of the organization through radio, social media, or the news and gauge their perception on those portrayals."[127] He further described what most in the community see is the quality and cleanliness of a patrol vehicle, the quality of the uniform, and functioning and current equipment when out in the community. Chief Rodbell

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[122] Thompson.

[123] Jeff Glover, City of Tempe, police chief, virtual, March 19, 2021.

[124] Gandara, City of Scottsdale, assistant police chief.

[125] Gandara.

[126] Rodbell, City of Scottsdale, retired police chief.

[127] Rodbell.

continued the discussion of community interactions, stating, "[F]or those that [sic] do have interactions with Scottsdale Police employees, they will tell others how the interaction was and how they were treated, which will have an impact on the broader perception of the [professionalism] of the police department."[128] This sentiment was supported by Tempe Police Chief Glover, stating, "[I]t takes a village," regarding the roles of the organization that support the perception of police department professionalism.[129] Chief Glover continued by relaying the significance that each employee has in providing the level of customer service that the city of Tempe expects of their police department.

The detailed work of developing a budget requires a strong understanding of the needs of the organization, the desires of the community, and the proper tools to accomplish these objectives. Both organizations have civilian specialists who oversee the daily management of the budget function in the organization, which the leadership supported as a critical area in their organizations and were strongly tied to the professionalism of their departments. The complex requirements within the public budgeting demands the nuanced understanding of processes and restrictions, broad understanding of the organizational needs as well as the individual needs of each unit, and adherence to the limitations of finite budget allocations. The complexity required lends itself to highly technical experts who specialize in public budgeting. When combined with tenure of these specialists, the organizations can trust that they will have the financial resources required to meet the operational demands to meet the mission and uphold their values. A detailed, specialized understanding of the public budgeting process allows for clear articulation of the needs of the organization within the parameters of procedure, ensuring that the organization has the necessary personnel and equipment to do the jobs at hand.

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[128] Rodbell.

[129] Glover, City of Tempe, police chief.

D.   TECHNOLOGY

The world is changing immensely with more and more technology.[130]

Technology in policing both supports the operational mission of the organization and provides the ability to evaluate success. Technology in policing is broad; examples include access cards for secure buildings, equipment used to catch speeders, on body cameras (OBC) that record and replay an event, document management systems that maintain policies, or records management systems that hold case logs, evidence, and arrest reports. This section focuses on the process in which the cities of Scottsdale and Tempe both adopt, implement, and evaluate technology and the impact technology has on both organizations through the lenses of their city leadership. The technology systems in these organizations support their mission and provides them better solutions for decision making, as well as the data to evaluate their effectiveness.

In the Scottsdale Police Department, technology comprises a section of civilian specialists who oversee the day-to-day operation of technology and manage the systems that manage large swaths of data creation. Additionally, a separate section of the Scottsdale Police Department oversees data analytics specifically related to performance evaluation and metrics, which is also staffed with civilian specialists. Alternatively, the city of Tempe uses a hybrid model of sworn generalist detectives who operate as program managers for police technology and collaborate with the City of Tempe information technology (IT) staff, who are civilian employees outside of the police department. A civilian unit of analysts support performance and data analytics within the Tempe Police Department.

Adherence to procurement procedures ensure that organizations are fiscally responsible while securing the resources necessary to achieve a certain task or function. Scottsdale abides by the standard procurement processes, which include the use of public requests for proposals, structured contracts, and purchasing limitations set through requestions, as well as strict adherence to Racketeer Influenced and Corrupt Organizations

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[130] Thompson, City of Scottsdale, city manager.

(RICO) regulations.[131] Following these procurement requirements includes providing a detailed explanation of service needs and outcomes when beginning the RFP process or using sole-source procurement methods for very specific organizational needs. Upon evaluation of available solutions and the funds available through the budgeting process, subject matter experts make informed decisions and move forward with procuring the necessary resources. The procurement process includes police department staff, the city of Scottsdale Purchasing Department, city Risk Management, IT (when applicable), and city Legal. This process can take up to several months to accomplish, from initial identification of the need to implementation within the department.

Implementation of solutions can range in the time required from first receiving the equipment or resource and full use by the organization. These implementation periods can be as quick as the click of a button – for example, installing a new technical solution such as a software for facilitating virtual meetings. Alternatively, implementations can take months, even years, when the solution is broad and complex. A years-long transition to a new cloud-based RMS and CAD that Scottsdale Police Department is currently underway, requiring participation from across the organization to ensure the system meets the needs of everyone. This technological solution touches every aspect of the organization and is the central repository for all police operations, from the initial call into the communications dispatch center to the final report used in court proceedings. This technical solution is also responsible for collecting significant amounts of data that is used in determining staffing allocations, performance metrics, and statistics used for federal reporting of crime, force, and case clearances. This solution is twofold in its impact on the organization, providing the tool in which operations are managed such as receiving and responding to calls for service and investigation of criminal cases, as well as the evaluation of workload to ensure goals are met by the organization.

Technology undoubtedly had an impact on the professionalism of these two police departments. Specifically, the policy DMS, the on-body camera programs, and the data

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[131] Office of the United State Department of Justice, "9-100.000 Organized Crime And Racketeering," Justice Manual, February 19, 2015, https://www.justice.gov/jm/jm-9-110000-organized-crime-and-racketeering.

analytics and performance dashboards that the cities use to share information were mentioned as having an impact on the professionalism and legitimacy of policing. Retired Assistant Chief Humble advocated the ability to procure new tools and resources that support professional policing through the budget process, stating that the ability to have more technical options is safer for everyone.[132] He provided a concrete example of a domestic violence call. Previously a responding officer would have a radio and a gun—not a lot of options. However, now they have numerous tools available, such as talking, a taser, an Arwen,[133] and are equipped with an OBC, all of which provide them resources to assist in their response to the call and supports a safer resolution for everyone.[134] Tempe City Manager Ching also spoke to the use of technology and increasing automation in policy systems such as police reports and case status.[135] He highlighted that technology is a community expectation, like the OBC program, and is transformative for the industry where community members expect that the camera is standard issue for an officer and that the video footage will be available for incidents, particularly those that are high visibility.[136] The technical solutions described here increase the professionalism of the department by providing several resources to resolve conflict and provide the information to be transparent with the public, meeting the expectations set by their communities.

Feedback from the community was a critical element to these leaders, in which evaluative tools were used to monitor the interaction of policing with the community and evaluating whether their operational values were reflected through these interactions. Such tools as citizen satisfaction surveys and accreditation were mentioned by several of the interviewees as indicators as to how the organizations are meeting their own expectations, as well as their community; and the use of performance metrics and regional benchmarking initiatives.

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[132] Humble, City of Tempe, retired assistant police chief.

[133] Arwen is a less-lethal weapon used in policing to deploy impact rounds that are not intended to cause serious physical harm. "ARWEN Less Lethal," ARWEN, 2020, http://arwenlesslethal.com/about/.

[134] Humble, City of Tempe, retired assistant police chief.

[135] Ching, City of Tempe, city manager.

[136] Ching.

Scottsdale Retired Chief Rodbell, Chief Walther, Dr. Thompson and Tempe City Manager Andrew Ching all referred to the historical Citizen Survey results to exemplify the favorable view of their communities Police Departments.[137] Chief Walther shared that in the most recent survey results, the public's cumulative perception quality of life in Scottsdale at 97 percent, and police services at 85 percent.[138] While lower than years prior, this survey was polled during a pivotal year in policing nationwide and is still reflective of an overall positive perception of the police department. This example was also provided by Dr. Thompson, emphasizing the above average responses for police services due to the responsiveness and respect shown by Scottsdale Police officers.[139] Dr. Thompson emphasized that the positive perception of the Scottsdale Police Department is not only visible through the citizens surveys, but also the very successful tourism industry that Scottsdale receives and the desire for events planners to hold several signature events in the community. He continued by saying the entire state of Arizona benefits from beautiful weather and scenic views, but Scottsdale provides a safe community with a lot of options for dining and entertainment because everyone, residents, businesses, and visitors, feel safe when in our community.[140] The leadership in these two organizations discussed the impact that technology has on their departments and the ability to meet the expectations of their community through improved operations and data for evaluation. The external feedback provided through surveys further supports their assertion that technology has on carrying out the values of the police department.

E.   ANALYSIS

The values that are instrumental to these police departments—excellence, initiative, and integrity—cannot be said, they must be lived—adopted through policy, implemented

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[137] Rodbell, City of Scottsdale, retired police chief; Walther, City of Scottsdale, police chief; Thompson, City of Scottsdale, city manager.

[138] National Research Center, Inc., *The National Community Survey, Scottsdale, AZ Community Livability Report 2020* (Boulder, Colorado: National Research Center, Inc., 2021), https://www.scottsdaleaz.gov/Assets/ScottsdaleAZ/Performance+Management/Citizen+Survey/ 2020+Scottsdale+NCS+Combined+Survey+Reports.pdf.

[139] Thompson, City of Scottsdale, city manager.

[140] Thompson.

through the budgeting process, and evaluated through the available technology. These leaders consistently emphasized that their organizational values were a critical component to the professionalism of their organizations and policing at large. The literature suggests that the administrative trinity is the organization's way in which they inculcate values. The practical experience of these nine leaders in progressive communities, all of whom emphasize the importance of values in day-to-day operational responsibilities, suggest that the values of the organization lends itself to being the professional police departments that they are.

This perceived professionalism is not mere conjecture—both communities are recognized as Bloomberg Philanthropies What Works Cities, Tempe receiving the Gold Certification and Scottsdale holding a Silver Certification.[141] The Bloomberg Philanthropies What Works Cities process evaluates cities and their implementation of data governance and related open data initiatives, program evaluation and contract management, and stakeholder engagement of city leadership and members of the community.[142] The involvement of these communities further supports the value that both organizations place on evidence-led decision making and that their claims of professionalism are indeed verified through formal evaluative means.

These nine organizational leaders each consistently emphasized the importance of values, were clear in their understanding of the trinity. They also lead organizations that are recognized as professional by the industry standards. Yet, the clear connection between the trinity and professionalism was lacking in this discussion. This omission further draws attention to the gap that is foundational to successful police reform. I have no doubt that policy, budget, and technology are critically important to these leaders, both from these interviews and my participation in how they lead their organizations. However, the trinity is so routine and engrained into the daily tasks that these leaders who have clearly articulated the importance of professionalism and work diligently to support that professionalism in all police organizations, did not see the direct relationship to the task of

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[141] Bloomberg Philanthropies, "What Works Cities Certification," What Works Cities, 2021, https://whatworkscities.bloomberg.org/certification/.

[142] What Works Cities, "What Works Cities Certification Assessment Guide."

conducting these functions of policy, budget, and technology in their organizations. These critical elements of administration are the quiet song that hums in the background, setting the tune for the organization, but are overlooked in the percussion of daily operations.

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IV.   ANALYSIS AND RECOMMENDATIONS

Application of the administrative trinity cements the values of the organization by adopting policy that reflects their said values, implementation of resources in support of values, and evaluating initiatives related to these values through available technology. As a result of the trinity, those in policing adhere to the processes of professionalization and achieve legitimacy. However, when a disconnect occurs between the values of the organization and how the administrative trinity is implemented, organizations lose legitimacy from the public and reform is required. Current calls for police reform are rooted in this disconnect between the values of the public at large and the application of the administrative trinity in American policing.

A.   THE STORY OF THIS RESEARCH

In the early stages this thesis, I was interested in question of who is the best fit for managing functions related to police reform: policy, budget, and technology. Through this body of research, I quickly recognized that I was investigating the incorrect question, and I needed to step back from asking who is best suited to oversee the implementation of the trinity and, instead, seek to identify where police reform should begin. First, I needed to better define the functions themselves—policy, budget, and technology—and better define their impact on a public organization. I coined this trio of operational functions as the administrative trinity and evaluated their implementation in the armed forces. The military served as a strong parallel to policing and was prevalent, but I recognized a lack of similar research available in regard to policing to support my analysis. In evaluating the literature of civil-military relations-related reform, I found that the role of the trinity within the security sector was influential in instilling the values of the organization throughout operational missions.

A fundamental thread of organizational values is woven throughout the literature relating to professionalization and public governance. The distinct difference of public sector is the enactment of values in providing a special type of service to the public, such as education or safety. This distinct role of the government requires that the public manager

be well-suited to enact the value-based policies into practice, and this is done through professional organizations—highly specialized service areas that have gained autonomy to operate in their narrow scope of service delivery. Therefore, the values of an organization support professionalism of an organization which gains professional legitimacy, as detailed in Figure 5, as supported by the interviews with Scottsdale and Tempe leadership.

Organizations
Legitimacy

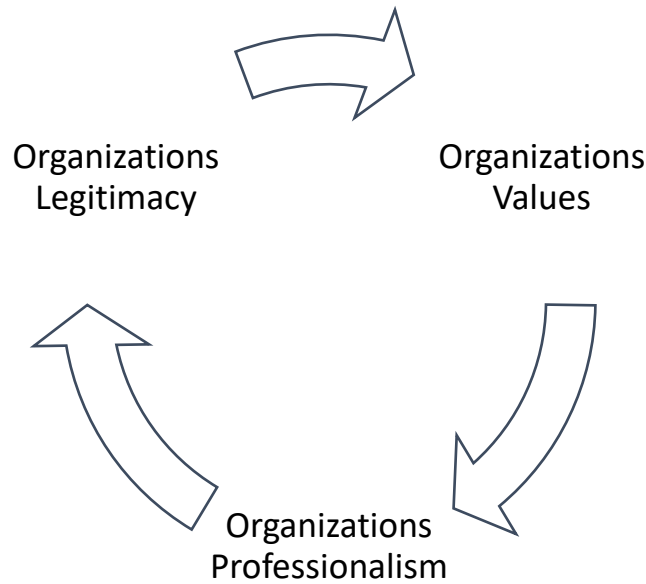Organizations
Values

Organizations
Professionalism

Figure 5: Professionalism Cycle.

This body of research in the literature asserts that a public organization declares their values through the adoption of policy, implements their values as enacted through the budget, and evaluates their values through technology and data. In each of the three trinity elements is a mirrored process as shown in Table 2.

Table 2: Mirrored Trinity.

Policy	Adoption (of values)
Budget	Implementation (of values)
Technology	Evaluation (of values)

When a disconnect exists between the values of the organization and the way in which they carry out their mission, or how they apply the trinity, the professionalism of the organization or industry is questioned, and legitimacy is fractured. Buchanan and Millstone provide a framework centered around three core values in public organizations: administrative rationality, democratic morality, and political survival, which all exist together, but can oftentimes conflict.[143] The authors "posit a 'dialectal tension' in which an agency mediate between the environmental forces that support each of the innately contradictory values. Agencies assiduously cultivate powerful political support, while simultaneously cultivating the goodwill of the public-at-large by emphasizing their democratic bona-fides."[144] The authors continue that if the balance of these values is disrupted, the result is death and/or reorganization is required. The process that is required of this reformation is significant, as Buchanan and Millstone attest that "few bureaucratic processes consume as much energy and resources, attract as much attention, or generate as much passion as reorganization."[145]

When the application of the trinity in policing is misaligned with the values of public, reform is required. Police reform should begin with the police departments themselves but must be rooted in the values of the community that they serve. The distinct difference between military reform and that of local policing is the size and scope of the industry. The armed forces are large, undoubtedly – but overall, its few in organizational numbers and the general public is that of the nation. In local policing, each community is distinctly different, and the values of the community should be reflected in how their

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[143] Buchanan and Millstone, "Public Organizations," 266.

[144] Buchanan and Millstone, 290.

[145] Buchanan and Millstone, 291.

government institutions implement the trinity. This disparate nature suggests that inconsistencies in how reform is implemented will always exist across the industry. Police departments that are holding true to the application of the trinity and alignment to their community values may not require a significant reform to their operational functions.

The departments included in this project could be excluded from this need for overwhelming reform, as they both hold their values in high importance to their day-to-day interactions and support their professionalism through evaluative methods. However, none of the leaders of either organization said that they were above change. Rather, both communities expressed the need to be continuously seeking to improve their methods and ensure that they are meeting the expectation of their citizens. Yet industry wide, to ensure continued professionalism the emphasis made by these leaders must be constant throughout or else industry legitimacy will be lost.

B.   GAPS

The literature discussed in this thesis suggests that the administrative trinity supports an organization in aligning their operational initiatives to the values the organization finds important to their mission. The interviews with municipal leadership suggests that values and the trinity has a strong impact on the perceived professionalism of their organizations. The applicability of civil-military process and the related literature, and the experience of leadership suggests that the application of the administrative trinity and alignment of values within an organization supports the professionalism of the police department, both internally and as perceived by others. Asserting that reform must begin with police departments evaluating the process in which they implement the trinity. This research also identified several gaps between civil-military relations literature and the application in practice of policing that should be addressed to ensure that reform has the foundation to be successful, which I have identified and proposed solutions to resolve.

1.   Failure to Connect Reform with the Trinity

The gap between the administrative trinity—policy, budgets, and technology—and the values of the organization further disconnects the organizational professionalism, which places legitimacy of the organization, and more broadly, the industry into question.

The importance of the trinity is lost behind the daily operations and highly visible tactical operations of American policing. Patrol and dispatch operations serve on the frontline and are therefore the most relatable image of the police. However, national calls for police reform point to lacking policies, overinflated budgets, and the lack of accountability through available data.[146] At no point in the dialogue does anyone ask how these topics of reform occur. Further, the connection between values of the organization and the perceived professionalism do not appear to be distinct to how organizations implement the administrative trinity, even to the organizations themselves. To understand the "what" (policy, budget, available data), one must also understand the process of "how" it is developed, "who" is responsible, and "why" this matters.

This disconnect is also apparent in how law enforcement responds to the public regarding significant incidents, crime sprees, or case outcomes. Over the last year and a half, police executives were frequently called upon to respond to the public in order to provide explanation of events and detail department initiatives related to policy, budget, and technology. However, these responses were often reactive to a very specific event or a targeted question. Inconsistently do departments communicate the process in which they have come to decisions. The lack of communication could be for a variety of reasons, none of which is relevant to the scope of this particular thesis. However, what is relevant is the lack of communication regarding the how, who, and why of the trinity.

2.   Alignment of Values with the Trinity

The importance of values cannot be forgotten. This body of research asserts that when a disconnect exists between the organization's values and the implementation of the administrative trinity, a decay in the legitimacy will occur, and a reorganization, or reform, will be required. The community members calling for large-scale police reform have made it abundantly clear that policing at large does not reflect all community values and must be

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[146] Ram Subarmanian and Leily Arzy, "State Policing Reforms Since George Floyd's Murder | Brennan Center for Justice," Brennan Center for Justice, May 21, 2021, https://www.brennancenter.org/our-work/research-reports/state-policing-reforms-george-floyds-murder.

reimagined. The process of aligning values requires the police departments themselves to look within and modify operational response to reflect the expectations of the public.

3. Lack of Research in Policing Administration

The processes of policy, budget, and technology in American policing are rarely discussed in academic literature. A significant amount of literature exists on outcomes of specific policies, or specific solutions. For example, literature on OBC programs is extensive, but rarely does it connect to the initial steps of adopting said programs. Even less common is literature dedicated to the public manager's role in overseeing these duties in policing. Within industry literature, finding data on the functions assigned to the tasks of policy, budget, and technology was hopeless. While the LEMAS survey is robust in the questions regarding staff resources of several specialty assignments, such as school resource units, SWAT teams, or communications centers, no questions related to the staffing processes of the administrative trinity were asked. These surveys include specific questions of overall budgets, specific high-liability policies, and use of technical systems, but the survey also lacks the connection between the outputs of the trinity and the input of body of work responsible for its creation. The existing survey development suggests that the outcomes themselves, policies, the overall budget allocation for a department, and technical solutions, are important, but how they are decided is overlooked.

These gaps revolve around a lack of connection to community held values, a lack of understanding of the processes of the administrative trinity, and gap in available research and supporting data. While these gaps continue to exist, little hope for successful reform exists.

C. RECOMMENDATIONS

Reform is possible. To resolve this disconnect from community values, increase understanding of processes, increased research will require intentional focus and collaboration of those within policing, the public, and academia.

1.   Public Education and Stakeholder Engagement

Assuming those outside of policing will understand how policing is managed without being given context and information is not an option. During the interview process, Tempe Assistant Chief Brenda Buren noted that police chiefs are more visible now than ever before, and the interactions and communication from these police executives are providing opportunities to provide more understanding of what it requires to run a police department.[147] As such, the conversation around the functional responsibility of policy, budget, and technology should be more intentional within the industry and with the community. This process goes beyond the scope of accreditation hearings and budget proposals. These conversations should be normalized into the ongoing communication with the community through regular presentations from executives with the community and in the departments themselves. Educating the public with clearer communication around the policy, budget, and technology process with those outside of the organization support professionalism and legitimacy.

It must be stated that the public questions surrounding policies, budgets, and available technologies are not misguided. These questions are valid and must be addressed, but these questions and demands for change will not address the root cause of the concern. The industry cannot expect the public to fully understand the scope of their questions when the industry has not been open about the parameters within which policing operates. Policing must take the responsibility to be transparent about how the trinity is applied within their organization, and how it aligns with organizational values.

2.   Departmental Scans and Assessments

If organizational values are out of alignment with the community, professionalism will suffer, and legitimacy is lost. Therefore, police organizations must have a clear understanding of their values and do a full organizational scan on their policies, budget allocations, and evaluation of their available technological solutions to ensure consistency between what is important to them and how they do business.

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[147] Brenda Buren, City of Tempe, retired assistant police chief, phone, March 30, 2021.

3. Data Collection and Research

To conduct academic research, better data is required from the industry. The Law Enforcement Management and Administrative Statistics (LEMAS) survey asks several administrative questions of law enforcement agencies, including questions related to staffing, policies, budgets, and technology. However, no questions related to the staffing structures of the functions of policy, budget, and technology exist despite similar questions related to other operational functions. Without this department data on how the trinity is implemented within policing, researchers and law enforcement will not be able to adequately research this topic. Further research needs to be conducted on the role of the administrative trinity in law enforcement. To begin understanding the process to reform the areas of policy, budget, and technology, policing must understand how these practices are carried out and the standards that they are held to as an industry in the United States. The research in civil-military relations on policy, budget, and technology should be modeled and applied to civil-police relations in the United States.

Future research should seek to further evaluate the functional responsibility of the administrative trinity. What is the optimal fit for the demands of the operational management of policy, budget, and technology and what impact does the staff assigned to these roles have on the broader organization?

D. CONCLUSION

The relationship between values and professional legitimacy is woven throughout the process in how a public organization oversees the daily operations of policy, budget, and technology. When the administrative trinity is applied successfully and aligns with the values of the organization, the professionalism of the organization is visible to their community and legitimacy is achieved. However, if a gap exists in how an organization adopts policy, implements the budget, and evaluates (or not) operational functions by way of technology and the values that they declare as important, a breakdown of the professionalism of the organization occurs. In order for a police organization, or any organization, to achieve institutional reform, the organization must examine and identify their values to ensure they reflect their organizations mission and the value of those they

serve. The organization must develop clear, concise, and implementable policies that encompass those values. The organization must establish a budget that reflects and honors those values. The organization must gather, store, evaluate, and report data to continually examine their efficacy and maintain transparency with their stakeholders and those they serve. Police reform begins with the administrative trinity.

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