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Police Chiefs' Perceptions of Supervisors' Membership in Subordinate Officers' Unions

Mark P. DeRosia
Walden University

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College of Social and Behavioral Sciences

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Mark P. DeRosia

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Review Committee

Dr. Deborah Laufersweiler-Dwyer, Committee Chairperson,
Criminal Justice Faculty

Dr. Mark Langevin, Committee Member,
Criminal Justice Faculty

Dr. John Walker, University Reviewer,
Criminal Justice Faculty

Chief Academic Officer
Eric Riedel, Ph.D.

Walden University
2019

Abstract

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by

Mark P. DeRosia

EdD, Walden University, 2012

MA, California State University, Dominguez Hills, 1997

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Criminal Justice

Walden University

February 2019

Abstract

Police supervisors who enjoy membership in their subordinates' police union may contribute to organizational discord by failing to enforce organizational policy among their subordinates. The purpose of this multiple case study was to examine the perceptions of 9 municipal chiefs from a west coast state in the United States regarding how supervisors' membership in their subordinates' police union affects policy enforcement and how supervisor enforcement of policy may impact police officer discipline. The conceptual framework was based on dual-commitment conflict theory. Data were collected using semi structured interviews and e-mail questionnaires. Data were member checked and cross-interpreted through coded analysis. Findings indicated that supervisors' membership in their subordinates' police union affected disciplinary outcomes. Participants' recommendations to address dual-commitment conflict included removal of supervisors from their subordinates' union, removal of supervisors' investigative duties, and outsourcing of critical investigations involving subordinates. The implications for social change can be observed in increased organizational transparency and police accountability, which may assist in enhancing police-community relationships.

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Dedication

This study is dedicated to the future law enforcement leaders in the United States. Honesty and integrity are the hallmark of our profession, and ethical play should not be something that begins at the time of promotion into a supervisory, management, or chief of police position. These traits should be at the core of our value system.

Acknowledgments

It is with a great amount of gratitude that I recognize several people who gave me guidance, encouragement, and the benefit of their knowledge and experience during my journey. First and foremost, I would like to recognize Dr. Deborah Laufersweiler-Dwyer, my committee chair. She has been a great inspiration to me during this process. Her caring attitude and genuine interest in her students and mentees are without question.

Next, Dr. Mark Langevin, my committee member, was the balance I needed in my scholarly work and he was there to provide it. He was always available to me during this process, and he assisted me in producing a quality document that I hope will serve the law enforcement profession in promoting greater transparency and accountability.

My university research reviewer, Dr. John Walker, must also be acknowledged as being an integral member of my team. Without his keen eye, I would still be working to complete this document. His kind words and encouragement are greatly appreciated.

To my wife, Deborah, I am not so certain that she knew what she was getting herself into 35 years ago when she married me. She has helped me grow in my chosen profession and as a husband and father, and has always been there to support my endeavors. She was very happy when I completed my Doctorate of Education, and the look on her eyes when I expressed my desire to complete another doctoral program was priceless. She eagerly agreed and has been here for me during this entire journey.

Several other people come to mind whom I would like to recognize. This program through Walden University has given me the opportunity to meet and work with so many great people. I would like to recognize two law enforcement professionals who are

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Chapter 1: Introduction to Study

Conflict in the workplace has been studied for many years by a variety of scholars interested in the effects that conflict has in the workforce. Research on conflict in the workplace has been focused on three types. The first type of conflict involves violence in the workplace in which workers or employers are injured (Kristen, Banuelos, & Urban, 2015). One example was a U.S. postal worker who was being investigated for workplace violence issues who walked into his workplace and shot and killed his supervisor (Guarnieri, 2017). These incidents bring renewed attention to workplace safety.

The second type of conflict involves employer-employee group relationships, which sometimes occurs in the media. Employee-employer conflict includes the struggles, real or perceived, that certain organizations and employees have regarding workplace conditions, benefits, and the inability to come to a negotiated agreement to settle the conflict (Lewin & Gollan, 2018). The Atlantic Telephone and Telegraph situation was one example of employer-employee conflict in which management and employees could not agree on the terms and conditions of their employee benefits (Pressman, 2017).

The third type of conflict occurs within organizations. This conflict has been described as a dual-commitment conflict by Angle and Perry (1986) and involves an employee's challenge to remain dually committed to the organization and to his or her labor union. Unlike workplace violence conflict that can occur at a moment's notice based on issues that may have been brewing for a period of time, dual-commitment conflict is not as easy to understand. Scholars have investigated whether dual-

commitment conflict can occur between management and the union, and under what conditions it can exist.

Within law enforcement, police officers are promoted to supervisory positions from among the rank-and-file personnel. Many employers work to coach, mentor, and develop future leaders so that when attrition occurs, planned or otherwise occurs, there are qualified personnel who can step in to avoid disrupting the inner workings of the organization (LeCounte, Prieto, & Phipps, 2017). By promoting from within, the organization makes a calculated gamble that the person promoted will serve the best interests of the organization while remaining a qualified and able leader of his or her staff. However, LeCounte, et al. (2017) questioned this internal hiring process. When investigating the hiring of organizational leadership positions, LeCounte et al. (2017) noted that hiring or promoting from within an organization may not be the most favorable option as these candidates tend to reflect the current organizational culture, which may not benefit the organization in the long term.

It may be challenging for a person to lead others within a group when he or she has been working side by side in a field or investigatory situation, with members of the group. The issue becomes whether the supervisor can enforce the rules and regulations when he or she shares a common union interest with members of the group. In some California municipal policing agencies, supervisors who are members of their subordinates' police union have committed procedural violations when conducting misconduct investigations of their union peers that resulted in reductions in officer discipline (A. Aguil, personal communications, January 28, 2016).

Chapter 1 provides the background of the study regarding the problem of policy compliance by police supervisors in law enforcement agencies. Chapter 1 also includes the problem statement, purpose of this study, research questions, nature of this study, and conceptual frameworks used. Terms used in this study are defined. Assumptions, delimitations, and limitations of the study are explained. The chapter concludes with the significance of this study and a summary.

Background

In many unions, solidarity and loyalty among the members are usually high, and the issues the union faces are routinely resolved in favor of the membership by their executive board. More (as cited in Magenau & Hunt, 1996) noted that since the 1950s, one of the challenging forces within police agencies has been police unions. Levinson (2017) noted that during the 1980s when many cities experienced financial problems, some cities gave police unions more control in organizational decisions exchange for increased salaries. In some cases, this increase in organizational control by unions through increased influence on the organization has resulted in complaints against officers hitting barriers from completing the complaint process (Levinson, 2017). Goldstein (1967) noted that complaining parties often have a desire to get back at the officer and they make false complaints against these officers. As a result, when a legitimate complaint is received, a police supervisor may attempt to discredit the allegation made by a person if that person has committed a previous offense (Goldstein, 1967).

Goldstein (1967) suggested that police officers often assume defensive positions based on past experiences relative to false complaints being levied against them by

complainants. Other defensive factors can also include the dangerous nature of the job, deprivation of certain job benefits, and a fraternal spirit among officers tends to bind them together. Goldstein also noted that when challenged, officers will support the version of an event that is supportive of the officer in question. Vickovic and Griffin (2013) found that some applicants who are testing for promotion to a supervisory rank state that they will support the organizational policy if promoted, but they do not always live up to that expectation once promoted.

There are several reasons why supervisors fail to comply with organizational policies or procedures. For example, employees may feel that they do not have an emotional attachment to the organization or its goals (Kehoe & Wright, 2013), or the violating supervisor may not have a clear understanding of the issues involved in the complaint at the time of receiving the complaint (Sheyner, 2016). Walker (2008) discussed that extensive study had been done on police unions as well as the police subculture, and noted that it is not known to what extent police unions and collective bargaining affect officer accountability. It is also not known whether a supervisor's membership in his or her subordinate officers' bargaining unit influences how investigations are conducted.

My review of the literature revealed that researchers had not examined whether a police supervisor's membership in a subordinates' bargaining unit influenced the type and amount of discipline a police officer receives for sustained violations of misconduct. However, there was research on organizational commitment and how dual commitment may conflict with organizational interests (Barling, Fullagar, Kelloway & McElvie, 1992; Barling, Wade, & Fullagar, 1990; Fullagar, Barling, & Christie, 1991; Gottlieb & Kerr,

1950). Researchers had also addressed the issue of police officers not being appropriately investigated or disciplined for violations of policy and law, which may perpetuate community views that police officers are above the law (Herbert, 2006).

Hickman (2016) reported that of the 26,556 use-of-force complaints received on police, only 8% (2,124) were found to be true. This figure was consistent with the Human Rights Watch (HRW, 1998) that reported on police brutality and accountability in the United States. This group noted one of the barriers to investigating officer misconduct was a failure to punish officers who commit human rights violations (HRW, 1998). According to Wolfe and Piquero's (2011) study on organizational justice and police misconduct, police officers who associate with peers who engage in deviant activity are very likely to subscribe to a subculture that advocates that officers should protect their coworkers regardless of the misconduct alleged. Dutta (2014) reported that the decentralization of policing resulted in unprofessional and inefficient policing, and that some police departments get away with subpar levels of officer training, poor work practices, and corruption. Delattre (2006) discussed how policies, procedures, and good supervision might serve to help officers with forming habits of excellence. However, the United States Department of Justice (USDOJ, 2015) uses a different approach to promoting justice when a law enforcement organization does not properly investigate staff misconduct. Under 42 U.S.C. § 14141, the USDOJ has the authority to investigate law enforcement agencies for misconduct that may have not been properly dealt with or investigated by the offending agency when a pattern or practice of misconduct that could constitute a violation of a person's civil rights is suspected.

The current study was required for a variety of reasons. First, this study contributed to the existing body of knowledge regarding dual-commitment conflicts through an in-depth exploration of commitment conflicts found in organizations. Findings may assist law enforcement and human resources professionals in understanding how dual-commitment conflicts experienced by supervisors may disrupt the orderly operation of an organization. Findings may also help managers to explore new approaches that promote police officer accountability by reducing dual-commitment conflicts for supervisors. Finally, findings may be used to enhance police-community relationships by promoting police officer accountability, cooperation, trust, crime reporting, and crime reduction.

Problem Statement

The problem seen in some California police agencies is that some police supervisors have committed procedural errors when investigating allegations of misconduct by their subordinate officers that subsequently result in reductions in police officer discipline. As a matter of California law, if a police agency investigates complaints against its officers, the agency is required to publish a written policy and make it available to the public (California Penal Code § 832.5 (a) (1), n.d.). Police agencies are also expected to enforce police officer accountability so that community trust and cooperation will not erode, and law enforcement officers will not view themselves as being above the law. When complaints occur, law enforcement must investigate these allegations of misconduct in a fair and unbiased manner, keeping the interests of the community and the involved officer(s) equally in mind. Some police

agencies have established how-to procedures for investigating officials to use during these investigations for allegations of misconduct.

These same agencies must, by California law commonly referred to as the Police Officers Bill of Rights, advise the accused officers under investigation of certain rights that they enjoy by law. These rights are not to be confused with the rights afforded to an accused person guaranteed under the 5th Amendment of the Bill of Rights in the U.S. Constitution. Although some supervisors ensure that officers are afforded these procedural rights when conducting misconduct investigations, some do not. For example, in one Southern California municipal police department, police supervisors who are members of their subordinates' employee union have made investigative errors by not affording police officers accused of misconduct their procedural rights while investigating misconduct issues. These errors included accused officers not being able to secure representation, and supervisors making certain inquiries that could result in officer discipline before the officer receives notification that they are subject to an internal affairs investigation (A. Aguil, personal communication, January 28, 2016). These errors often result in disciplines for sustained violations of misconduct being reduced. If the chief of police did not reduce disciplines, the organization could have been subjected to monetary sanctions from the courts, as well as revocations of disciplines if an accused officer sues the agency for these procedural violations. A single violation of this Government Code section can result in a maximum fine of 25,000 dollars (California Penal Code § 832.5 (a) (1), n.d.).

A gap in the literature revealed that previous empirical inquiries had not addressed supervisory dual-commitment conflicts when the supervisor was a member of

his or her subordinates' police union. Researchers had not examined how this conflict impacts misconduct investigations of subordinates for policy violations. Although researchers had explored dual-commitment conflicts within organizations, these investigations did not address the conflicts a supervisor may experience when working with not only management but the rank-and-file members of the union, including his or her subordinates.

Purpose of the Study

The purpose of this qualitative multiple case study was to explore the perceptions of 27 California chiefs of police concerning how a police supervisor's membership in his or her subordinate officers' police bargaining unit may cause a dual-commitment conflict when police supervisors decide whether to comply with the organizational policy. These perceptions were specifically focused on policies related to investigating allegations of police officer misconduct and enforcing rules and regulations.

Research Questions

The central research question was the following: How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct? The sub questions were the following: (a) How are the union executive board members involved in the policy-making process that may have an impact on cooperation within the organization? (b) How does a police supervisor violate policy relative to misconduct investigations that result in discipline reductions? (c) How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce the organizational policy? (d) How is the organizational commitment of supervisors to enforce policies relative to conducting

subordinate misconduct investigations impacted by their membership in their subordinates' union?

Conceptual Frameworks

Supervisors receive proper training regarding requirements and guidelines for ensuring that accused officers' procedural rights are respected during investigations of misconduct. When supervisors do not afford the officer those rights, this raises a question about the relationship a supervisor has with his or her subordinates within their union. The purpose of this study was to examine the perceptions of chiefs of police regarding whether they view a supervisor-union membership affiliation as having any implied or real expectation for supervisors to make intentional procedural errors that favor reductions in discipline imposed on fellow union members.

The framework for this study was based on the previous work of researchers regarding dual-commitment conflicts in organizations. Although closely tied to the work in organizational commitment conducted by Mowday, Porter, and Steers (1982), dual commitment is focused on the organizational and union interactions. The organizational commitment framework focuses specifically on an individual's commitment to remain with an organization based on his or her relationship with the organization or his or her personal needs (Meyer & Allen, 1997). The organizational commitment framework does not address the competing interests of the organization and established unions within the workplace. Although some researchers argue that dual commitment exists within organizations, it is difficult to prove without a conceptual framework (Iverson & Kuruvilla, 1995). Perrewé and Ganster (2010) noted that studies addressing the commitment people have to their organization and their union have been conducted.

Although there have been numerous studies on dual commitments with varying findings relative to whether commitment issues exist and why, or how they may result in conflict between the two groups (Barling et al., 1990; Fullagar et al., 1991; Gottlieb & Kerr, 1950; Sherer & Morishima, 1989). Barling et al. (1992) found that where there was no conflict between the organization and the union, dual commitment was possible. If a conflict exists between police supervisors and their shared subordinate union, there is a possibility that this conflict can be reduced or eliminated to ensure compliance with policy by supervisors.

Nature of the Study

I employed a social constructivist framework to examine the phenomenon. Social constructivism allows researchers to construct knowledge from the perspective of the participants to make meaning of their observations and experiences (Creswell & Cresswell, 2017). Social constructivism accounts for interpretation of the individual experiences based on the participants' knowledge of the phenomenon and can provide a better understanding of why a given phenomenon is occurring than those methods used by positivists. Positivist researchers argue that knowledge acquisition occurs through the verification of hypotheses with quantitative data to ensure objectivity and reliability (Guba & Lincoln, 1994). In a social constructivist research approach, knowledge is obtained through qualitative means such as conducting interviews, field observations, focus groups, and other qualitative means to gain this understanding of the experiences of the participants (Lincoln & Guba, 1985).

This specific study addressed the perceptions and beliefs of chiefs of police regarding the phenomenon of police supervisors failing to follow policy when conducting

misconduct investigations that result in reductions in police officer disciplines. Data were collected through semistructured interviews and thematic analysis of the data through the use of Atlas ti data analysis software. A qualitative approach was the best method to explain participants' perceptions and beliefs. A qualitative method was selected to provide insight into why the phenomenon was occurring and to provide a rich array of information regarding the problem (see Speake et al. 2015).

Case studies have been used to investigate individual groups as well as larger select groups. To better understand phenomena, a researcher must first consider whether to conduct a single group study or a multiple group study. The case study allows the researcher to identify common themes specific to an individual group or selected groups (Gustafsson, 2017). The versatility in being able to explore one or more groups is a benefit of the case study as a researcher may, with the appropriate analysis and interpretation, provide knowledge to stakeholders that may be used to decrease incidents of the phenomenon (Zach, 2006).

Definition of Terms

Citizen complaint: Comments by a person regarding alleged police misconduct that represents a formal expression of injustice (Terrill & Paoline, 2015).

Discipline: Corrective action taken against a police officer that will result in a letter of reprimand, loss of pay, benefits, suspension without pay, or termination (California Government Code, Section 3300, 2005).

Dual-commitment conflict: An allegiance in such dual membership situations that forces an either-or choice (Angle & Perry, 1986).

Internal affairs investigation: An administrative investigation originated by an agency against a member of the agency for allegations of misconduct and limited to noncriminal investigations (Thurnauer, n.d.).

Legitimacy: Certain feelings and beliefs about the system of authority that would cause a willingness to obey the system of authority (Weber, 1919).

Meet and confer: A legal requirement for an agency to meet in good faith to discuss any changes to organizational policy or procedure that may affect working conditions of employees (California Government Code, Section 3505, n.d.).

Misconduct: Nonadherence to rules, regulations, guidelines, and commonly accepted professional codes or norms (Okonta & Rossouw, 2014).

Municipal police department: A law enforcement agency established by city charter or ordinance that enforces the laws of the state and municipality with a primary focus of performing those law enforcement duties within their jurisdictional boundaries (Miller, 2015).

Organizational justice: A perception and expectation of fairness in procedures and distribution of rewards across all dimensions of an organization (Barclay, Skarlicki, & Pugh, 2005).

Union: A collective bargaining group that routinely negotiates with their employer for collective bargaining purposes as well as working together with the employer to improve conditions and terms of employment (National Labor Relations Board, n.d.).

Union board member: A rank-and-file member of a union who is elected by the union members to hold an executive position within the union and charged with the daily

operation of all union matters, while maintaining his or her role as an employee of the organization (Devoren, n.d.).

Assumptions

I assumed that participants would provide honest and candid responses, feedback, and other organizational historical data regarding how a supervisor's dual commitment to the organization and his or her union does or does not impede his or her ability to effectively comply with policy relative to conducting investigations of alleged misconduct. This assumption was based on the fact that police chiefs are the senior member of their department and charged with holding officers accountable and for ensuring fair dealings with their staff and their communities. Police agencies maintain personnel records that in the absence of consent or a warrant must remain confidential. I assumed that agencies would not provide access to any documents about issues regarding supervisors failing to follow policy; however, I also assumed that they would provide information regarding the number of disciplines that had been reduced due to procedural errors made by supervisors during misconduct investigations.

Scope and Delimitations

Because this study addressed dual-commitment issues of police supervisors who are members of their subordinates' union, only those agency chiefs were invited to take part in this investigation. Each participant was required to be a full-time police officer appointed as the chief of police for the participant agency. The participants were required to have at least 1 year of full-time service as the chief for the participant agency at the time of interview. This study was initially limited to 27 chiefs of police throughout the state of California, with equal numbers of chiefs spread across three geographical

locations within the state and based on the size of their agency. I assumed that data from 27 participants would ensure saturation.

Limitations

As a result of the case study design, one limitation was that only chiefs of police would participate in this study and not union members. Therefore, only a management viewpoint was obtained and not a union perspective or the perspectives of police agencies in which supervisors do not enjoy membership in their subordinate officers' police union. Findings from this study may require further research regarding the issue of dual-commitment conflicts a supervisor may experience due to membership in his or her subordinates' police union.

Significance of the Study

As a result of procedural errors when supervisors conduct alleged officer misconduct investigations, some police officer disciplines have been reduced as a way to mitigate potential future litigation of the matter in state courts. This failure by some police supervisors to follow organizational policy or existing laws regarding police officer procedural rights has had negative consequences for the agency because a false message is often sent to the community and the organization that officers are above the law. When these incidents occur, they become troublesome in that the chief executive officer's ability to hold staff accountable can be diminished (Kadleck, 2003). Equally important, unions may attempt to influence policy and working conditions (Davis, 2013), and often defend their members when they are accused of wrongdoing even when the wrongdoing is not condoned by the union (Lopez, 2014).

Holding police officers accountable is paramount if a police organization is to maintain its legitimacy with the community and within the profession. Highly charged and publicized police-community incidents that have resulted in civil unrest and have called for police reform seem to be commonplace across the United States. This research contributed to the existing body of literature by providing insight into ways to increase police officer accountability. Findings may be used to improve community trust, community cooperation, and crime reporting through officers being held accountable for violating policies, rules, regulations, and laws (see USDOJ, 1991).

Summary

The problem that was occurring was that some police supervisors who were members of their subordinates' police union were committing procedural errors when conducting misconduct investigations of their subordinate union members, which had resulted in discipline reductions for sustained violations of misconduct. Numerous studies have addressed law enforcement conduct issues such as police accountability, trust, complaints by citizens, and police-community relationships. Little research, however, had been conducted on how dual-commitment conflicts might be related to policy-setting, organizational legitimacy, and transparency and accountability as a group. Police unions have considerable influence on their members. As public servants, police officers are responsible for enforcing the laws in a fair, unbiased manner, and using discretion when it is appropriate to do so. In using discretion, an officer must look to the goal that its use would bring. A discretion goal might include giving a traffic violator a break instead of a citation, which might encourage voluntary compliance with the rules of the road by the driver at a later time. However, when an officer is observed failing to stop at stop signs, a

driver who received a citation for the same violation may begin to question the value of the law when it does not apply to everyone. Conversely, a supervisor charged with enforcing organizational policy who does not enforce or who selectively enforces a policy against certain employees may provide reason for others to follow suit and violate the policy as well. Whether supervisors' failures to enforce a policy resulted from individual decision-making or a concerted effort on the part of the police union required exploration.

This study addressed gaps in the literature through examination of the phenomenon from the perspective of chiefs of police. The findings may empower organizations to consider alternative methods of promoting supervisors, training newly appointed supervisors, or providing alternative union membership options for supervisors that may reduce supervisory errors. Further, the findings may be used to develop new strategies to increase police officer accountability that may result in enhanced community trust and cooperation, increased crime reporting, and reduced crime. Chapter 2 provides a review of the literature addressing the phenomenon of dual-commitment conflict within municipal police departments.

Chapter 2: Literature Review

The problem seen in some police agencies is police supervisors who enjoy union membership in their subordinates' police union are committing procedural errors when conducting investigations of their subordinates for allegations of misconduct. As a result of these errors, punishment for sustained allegations of misconduct has been reduced in some cases by chiefs of police to avoid future court-imposed sanctions against the departments.

Although there is no one clear definition of a police union, the National Labor Relations Board (n.d.) described an employee union as a collective bargaining group that routinely negotiates with the employer for collective bargaining purposes, as well as working together with the employer to improve conditions and terms of employment. Negotiations include salary increases, benefits, working conditions, policy input, and other situations within and outside of the agency (Kadleck, 2003; Magenau & Hunt, 1996; National Labor Relations Board, n.d.; Wilson & Buckler, 2009). More (as cited in Magenau & Hunt, 1996) noted that "police unions have been a challenging force in the world of policing since at least the 1950s" (p. 1316). These comments appear relevant today.

Kadleck (2003) noted that collective bargaining can change the relationship between the department and the police employee organization. Hewitt and Salerno (as cited in Kadleck, 2003) found that police unions can reduce the ability of the chief of police to oversee a police department. The International Association of Chiefs of Police (IACP, 2015) noted that law enforcement executives bear great responsibility in ensuring that their police officers uphold the law and that their department's policies are clear. The

chief of police should work closely with his or her police union to develop early intervention systems to identify indicators of future misconduct (IACP, 2015). However, Magenau and Hunt (1996) reported that a police union could use political means to gain support for issues that they support or oppose.

Ring (2014) observed that police unions are “using far too much of their substantial influence to protect bad apples” (para. 8). For example, in 2002, a Portland, Oregon police officer was charged with felony assault and several other crimes against his ex-girlfriend (Nelson, 2002). In his article regarding the crimes alleged by the officer, Nelson (2002) noted that although the Portland police officers’ union had previously denounced domestic violence, and held a fundraiser for the officer’s legal defense. To further exemplify how police unions may deal with misconduct issues of their officers, in 2012, a police officer in Philadelphia was captured on video striking a woman with his fist. The officer was terminated from the department for his conduct. In response, the Fraternal Order of Police in Philadelphia condemned the firing and stated that the firing sent the wrong message to police officers (Ng, 2012). When discussing police shootings of civilians by members of the Chicago Police Department, Releford (2015) reported one retired Chicago police officer as stating,

You have unions that, whenever there’s a police shooting, they give you a story that makes the public think in every case of a policeman shooting someone that a male black subject was running down the street holding his pants, and he turned around and aimed a gun at a policeman. (p. 5)

These incidents of police unions protecting officers at all costs seem to be a common theme throughout the United States. Police unions work to protect their

members by making attempts to minimize discipline imposed by management or by downplaying the conduct. Kuye and Mafunisa (2003) discussed how a conflict of interests could interfere with public duties and responsibilities. Kuye and Mafunisa noted that when these interests are placed before the interests of the public, objectivity and judgment are likely to be compromised.

During exploration of police supervisory procedural errors, consideration must be given to supervisors' organizational commitment being in possible conflict with their commitment to the bargaining unit where they enjoy the benefits of membership. Commitment to an organization is seen as a psychological state that helps bind the person to the organization (van Vuuren, de Jong, & Seydel, 2007). When supervisors fail to follow policy, their organizational commitment may come into question. Loyalty to a group is important, and it should be possible to maintain loyalty to both the union and the organization while performing duties in a professional and ethical manner. However, Angle and Perry (1986) found that dual commitment to a union and organization can be problematic. Angle and Perry noted that supervisors may be faced with "either-or choices" (p. 44) based on loyalty attachments.

Unions have a strong influence on their members, and some supervisors do not want to be the person who is responsible for initiating an investigation against an officer that could result in discipline and perhaps impede the officer's career path (Harris & Worden, 2014). Vickovic and Griffin (2013) acknowledged that solidarity between supervisors and subordinates could be high when supervisors receive promotions from within the ranks. This solidarity could give cause for supervisors to be concerned about how their loyalty to their union is interpreted when they are required to investigate a

subordinate's alleged violation of policy. Also, an argument could be made that the supervisor has not clearly defined his or her organizational identity as a supervisor (Keskes, 2014), or perhaps he or she does not have a good understanding of the job requirements that he or she is expected to perform (Palumbo, Miller, Shalin, & Steele-Johnson, 2005). Research has revealed that a police union's top priority is to protect its members (USDOJ, 2003).

In this chapter, I provide a brief review of the historical perspective of how and why police unions came into existence. Some of the impacts that police unions have on their agencies are examined. I also discuss police accountability and transparency as applied to fair and impartial investigations of police officer misconduct. The meet-and-confer process regarding a union's right to meet and discuss issues related to organizational policy provides additional reason to consider how conflict can occur within an organization. Additionally, I examine the policy-making frameworks that are most commonly used in law enforcement.

These frameworks were explored to determine how they fit into the overall scheme of maintaining effective relationships with organized bargaining units relative to policy compliance and organizational trust. Legitimacy theory was used to understand how compliance to a policy will usually occur when employees view the policy as being established through legitimate means by management. Finally, this chapter addresses the concept of the dual-commitment theory to explain how organizational and union relationships may be adversarial as a result of struggles that some supervisors experience with dual-commitment conflict.

Literature Review

The literature review included published articles and journals to provide a historical perspective of police unions and their impact within police organizations, policy-setting issues related to police unions as well as police transparency, transparency and accountability, legitimacy, and dual-commitment conflict theories. The process to locate this information was broad yet structured to include any relevant source that could provide insight into the phenomenon being investigated. Published journals and peer-reviewed articles were obtained from Google Scholar and the Walden University library using the ProQuest Criminal Justice, SAGE Journals, EBSCO, Psych Info, and Soc Index databases. Internet websites were searched to obtain historical facts regarding early policing and the specific police organizations. During the search for articles and journals, the following key words were used: *abuse of power, accountability, advocacy coalition, criminal justice, dual commitment, favoritism, history of police unions, human resource management, legitimacy, meet and confer, organizational justice, organizational identity, organizational commitment, police misconduct, public trust transparency, and solidarity*. All sources reviewed were evaluated to determine whether they had any pertinent information that would apply to this study.

Historical Perspective of Police Unions

Colonial policing in the United States was a for-profit, part-time venture, and was often funded through private sources (Waxman, 2017). Policing during these early times included police officers performing duties specific for the region. In the West, towns appointed sheriffs or constables to enforce the laws. Towns were free to hire whomever they felt could do the best job to deter problems, and often these people had a reputation

to be able to use a gun (Metz, 1983). In the South, police officers' duties' included slave patrols. In the North, police officers were often used to protect shipping interests of business owners. Many of these colonial police officers did not wear uniforms or badges, were drunks or other petty criminals, served as night watchmen, and were supervised by a constable (Uchida, 1997). These watchmen had very poor reputations within their communities (Waxman, 2017).

Beginning in the early 1900s, many questions about the operation of U.S. police forces were raised by the officers, management, government officials, and citizenry. Government officials looked abroad to London, England to answer some of the questions and make improvements to their departments. In 1829, Sir Robert Peel established and successfully managed the Metropolitan Police Department in London (Uchida, 1997). By all accounts, Peel developed a well-groomed police department where a variety of standards such as wearing a uniform and badge, following a code of conduct, and completing training enhanced professionalism in the organization (Uchida, 1997). Like Peel, local U.S. municipal government officials believed police officers should wear a uniform to enhance their legitimacy and to improve officer recognition. The police officers, however, were concerned that wearing uniforms might cause them to stand out in their communities in a negative way (Uchida, 1997). These officers also believed that due to the violent nature of many criminals during the time, uniforms could be one of the causes of assaults or other violence being committed against officers (Uchida, 1997).

Another issue between government officials and police officers was whether officers should be allowed to carry firearms. Early U.S. policing efforts followed Peel's approach. London police officers were not allowed to carry firearms, and this approach

was considered in cities across the United States as officials struggled with issues such as the use of force by their officers (Walker & Katz, 2012). However, the police officers subjected to this no firearm policy later argued that due to the violence occurring in the country, firearms were a necessary tool to keep them safe. After voicing their safety concerns, the officers were required to wear uniforms but were given clubs and service pistols to protect themselves while performing their duties (Uchida, 1997).

Transparency and Public Accountability

Police unions have proven useful in obtaining enhanced employee benefits. Unions have also proven that they can provide officers with added layers of employment protection when it comes to allegations of misconduct. Keenan and Walker (2004) noted that no other group of public employees is afforded more due process protection than police officers. These protections can be seen in states like California that enacted California Government Code 3300 et al., which is known as the Police Officers Bill of Rights. This law gives police officers, correctional officers, and other public safety personnel certain rights that are not normally enjoyed by other public employees when allegations of misconduct are alleged. For example, in California, police officers can be ordered to speak with internal affairs investigators under threat of termination. If they do and the information that they provide, incriminating or otherwise, cannot be used in most criminal actions against the officer. Also, officers may not be interrogated by more than two people at a time. Interesting enough, these protections are afforded to an officer even when the officer's involvement in the investigation has not been established (CGC, 2005). These rights are also afforded to all officers if there is any indication that some

form of discipline, other than a memorandum of counseling or verbal warning will be administered to the officer (CGC, 2005).

In providing these administrative due process rights, questions arise as to whether these protections impede the investigation of allegations of misconduct by an officer, or if these protections somehow prevent police officer accountability (Keenan & Walker, 2004). It has long been the intent of the CGC to ensure officer rights are protected through the provisions of the Code. These rights were developed to ensure administrative investigations are conducted by the organization with a clear set of standards in mind. The CGC requirements are not the issue when it comes to alleged officer misconduct. The problem occurs when a supervisor fails to afford an officer their procedural bill of rights before questioning, or when they commit other types of procedural shortcomings required by CGC. When these procedural errors occur, it becomes difficult for law enforcement executives to hold officers fully accountable for misconduct issues (Noelliste, 2013). The inability to hold officers accountable where the punishment fits the violation is troublesome. Law enforcement executives should do everything possible to maintain the public trust for their agency (Laine, 2009), while still ensuring fair and impartial administrative investigations take place. When police executives are not able to hold officers accountable for wrongdoing, public trust can quickly erode (Laine, 2009; Rosenbaum et al., 2015).

Liderbach et al. (2007), when studying one Midwest city police agency, found that less than 2% of some 120 complaints made against officers were determined to be sustained. Further, during the investigation of the use of force by police officers at a large California police agency, it was found that only a small number of the agency's officers

were responsible for most of the use of force incidents. Research has shown that plans such as early warning systems (Brandl & Strosshine, 2012); attempts at changing job attitudes of police officers (Terrill & Poaline, 2015); and, having fair and consistent management decisions regarding officer discipline (Noelliste, 2013), can have a positive impact on reducing officer misconduct. It would seem logical then, that when these steps are taken to curtail misconduct by officers, supervisors would embrace the organization's policies and actively enforce them equally with all staff. Further, it would also seem logical that a supervisor would ensure department policies are followed and investigations of complaints concerning officers are investigated in an unbiased manner. However, the preceding statement does not appear to be the case as some supervisors continue to violate policies that they are charged with enforcing. If training and discipline are designed to correct improper behavior but has not, the question must be asked, "Why?" Stephens (2011) noted that "Unfortunately, the approaches police use fall well short of achieving their primary purpose and leave the department, employees, and the community with concerns" (p. 2). This is a good point within this research to recognize, as did Brandl and Strosshine (2012) that not all officers violate policy and those that do comply, may be left wondering why they are required to comply with policy while others are not.

In most cases, the types and amounts of the discipline are nearly impossible for a manager to make public as these matters are subject to personnel or state laws relative to confidentiality. Although an argument could be made to publish information regarding the types and discipline received on a larger department where it would be difficult to learn the identity of the violating officer, this approach might not be as effective in

smaller agencies. In smaller agencies, officers might become more aware of issues based on the agency's size and rumor mills where officers are better able to determine who the violator was. The inability to publish discipline results makes it difficult for managers to obtain buy-in from officers as they may see no benefit in following a policy as no severe discipline is believed to be administered. Further, what may seem by officers as being an unfair management practice due to favoritism or other reasons to administer minor discipline, could have a negative effect on organizational legitimacy if this perceived lack of discipline continues to exist (Gibson & Nelson, 2013; Trinkner, Tyler, & Goff, 2016).

There have been studies that have investigated employee and supervisory relationships but little research concerning supervisors that do not comply with policy relative to conducting investigations of their subordinates. Vickovic and Griffin (2013) examined the conditioning effect that supervisors have on subordinate correctional officers regarding a commitment to the organization. One reason for this lack of support from some supervisors was due to the para-military nature of the organization where there is high regard for solidarity among the staff (Vickovic & Griffin, 2013). Vickovic and Griffin (2013) noted that upon promotion to a supervisory position, solidarity between the supervisor and those he served with has mostly gone unchanged. Terrill and Poaline (2015) discussed how job attitudes could compromise police legitimacy. Research has shown that some officers that promote to a supervisory position might not be willing to take appropriate action when violations are alleged or have occurred (Vickovic & Griffin, 2013).

Based on research, the solidarity a supervisor has with their subordinates and a supervisor's organizational commitment can become at odds with each other, or even

adversarial when there is a strong bond between supervisors and line-staff. As noted previously, recommendations by researchers have been provided that may reduce complaints and some officer misconduct (Worden et al., 2012) however, often discipline reductions occur because of procedural errors by supervisors. This problematic issue makes it difficult to enforce staff accountability. Suderman (2009), as reported by Stephens (2011) in an article entitled, *Police discipline: A need for change*, noted that there had been several incidents where chiefs of police have recommended discipline and the officers received less than what had been recommended. Given that Angle and Perry (1986) has noted that dual-commitment situations can be problematic, a closer examination of a police supervisor membership in their subordinates' employee bargaining unit and how policy may or not be enforced due to commitment conflicts that result in policy violations by police supervisors is needed.

Policy-Setting

Historically, an organization's chief executive officer establishes policies within the workplace and requires their employees to follow them. Over time, police unions have secured the right to review and provide input into the policies that management desires to implement. Often, unions have been successful in abolishing policies or bringing legal actions to alter or stop a policy from implementation. This right to review and provide input into police operations is known as "meet and confer." In organizational policy setting, two methods can be used to implement policy. The first method involves work within coalitions to hopefully come to some consensus on the policy (Sabatier & Jenkins-Smith, 1988), and the second method involves management implementing a policy with little or no input from those affected by the policy (Sutton, 1999). Just

because a policy is established, that in itself does not mean that it will be followed as there must be a willingness to follow it. Understanding how policy can be established is an important first step to in understanding how an organization may or may not gain policy compliance from the employees.

Meet and Confer Requirements

The California Government Code (CGC), Title 1, Division 4, Chapter 10, Section 3505, mandates that when certain public policy changes occur that may affect working conditions, employees have the right to meet and confer with the policy-maker to discuss any concerns the employees have regarding the policy being proposed or changed (CGC, 2017). Meet and confer does mean meet and agree, but it does mean that certain actors can be heard in good faith by the policy maker regarding any concerns that they may have regarding any proposed new public policy or proposed changes to existing public policy. Meet and confer is applicable within the workplace for such issues as changing sick leave policies, changing work requirements, establishing or adjusting alternative work schedules, or establishing and changing performance standards (CGC, 2017).

Not all issues of change within a workplace automatically trigger a meet and confer process as governing agencies do maintain certain rights regarding the implementation of programs or equipment. These changes, however, do not relieve the agency of at least notifying a union of the proposed changes so that they can meet and confer over the impact of the change (CGC, 2013). For example, if an agency were to change a type of computer software where the employees were not previously required to input data into the system, and as a result of the change they will be required to enter data, a meet and confer would be required for the impact of the change only. In this meet

and confer process, employees would be allowed to voice their concerns, but the agency is not required to agree or modify the new policy unless there is employment contractual or legal requirements or mandates that would require such changes.

The term good faith is a term that is often open to interpretation. By California law, a good faith effort means that a genuine attempt to reach an agreement before a decision is made regarding a proposed action to be taken (CGC, 2017). Trust plays a vital role in a successful negotiation during the initial process and over the long-term (Kong, Dirks, & Ferrin, 2014). To have effective policy enforcement, supervisors must have trust in management and believe that management is fair in their decisions and policy implementation. Research has shown that police officers are more likely to comply with policies when they perceive that they are being treated fairly by their supervisors and have trust in them (Haas, Van Craen, Skogan, & Fleitas, 2015). Just like police officers, it would seem logical that police supervisors must have trust and faith in their managers that they are fair if they are to support and enforce organizational policies.

Coalition Policy-Setting

The Advocacy Coalition Framework (ACF) is based on Sabatier and Jenkins-Smith's (1988) work and is a policy-making framework that can be used to deal with complicated public policy issues. While most applications of the ACF deal with environmental and energy-related issues, increased use of the ACF has been seen in other areas of research (Fischer & Miller (Eds), 2006). The ACF is entrenched in five foundational principles; (1) it places a central role on scientific and technical information when determining the scope, complexity, or causes of a problem, (2) it requires a timeframe of at least 10 years to properly evaluate, (3) it sets the policy subsystem as the

primary unit of analysis instead of the government agency or policy, (4) it expands those who may be involved within coalitions, and (5) that policies and program incorporate various theories (Weible, Sabatier & Flowers, 2008). This framework can involve multiple actors from within and outside the organization, some of which that will challenge the legal authority of the policy-setter that make decisions (Sabatier & Jenkins-Smith, 1988). The ACF was originally developed because Sabatier and Jenkins-Smith (1988) believed that other policy theories did not take into account multiple actors' that influence policy decision making. They also believed that other policy theories relied too heavily on a linear progression and a more fluid model was required (Sabatier & Jenkins-Smith, 1988).

Many of these policy decisions can be highly charged due to the nature of the policy such as the use of force, implementation of certain equipment such as body-worn cameras, or special assignments. Some of these policies are more internalized and specific to an agency and results in less public attention such as shift schedules, vehicle take-home programs, and updates to policy based on changes in the law. The ACF recognizes that because of the different interests within the groups involved, decisions are made regarding policy even though there may be levels of uncertainty by some within the group (Sabatier & Jenkins-Smith, 1988).

Coalition members possess deep core beliefs that are considered normative, fundamental beliefs that span multiple policy sub-systems and are very resistant to change. Policy core beliefs are normative empirical beliefs within a sub-system and are less-resistant to change. Additionally, members also possess secondary beliefs that are considered policy preferences and are very susceptible to change (Sabatier & Jenkins-

Smith, 1988). Also, perceptual filters allow coalition members to see what they need and want to see. The ACF accounts for the fact that coalitions will shop for the best venue to increase their chances of winning a dispute. A coalition may also demonize the opposing coalition (Sabatier & Jenkins-Smith, 1988). Demonizing is known as “devil shift,” which is nothing more than attempts at framing their enemy by describing the opposing coalition as evil and having less-power than they have (Sabatier, Hunter & McLaughlin, 1987).

Understanding these beliefs and perceptual filters, policy brokers, that are usually uninterested third-parties that are trusted by the various coalitions, will attempt to negotiate and find compromises between the coalitions. Negotiation occurs by bringing the deep core beliefs and policy core beliefs into perspective relative to the intent and purpose of the public policy. While in practice the use of a policy broker (negotiator) provides a layer of fairness into the process (Svensson, 2013), they are not often used because of trust issues might exist within the various coalitions. McGovern (2016) suggested that credibility and trust are not immediate and must be built over time. Svensson (2013) argued that sometimes a biased negotiator is more effective in reaching consensus than a neutral one as they can provide more protections to their associates.

The manner in which an ACF operates is one in which coalitions of similar interests are sought out by actors that would best support a certain position regarding a serious public policy issue. In a public policy regarding police officer discipline, for example, the chief executive may seek to support of those with similar views such as other law enforcement executives, city attorneys, or perhaps their human resources department. Consideration must also be given to the silent actor who could be a new or

changed law or incident that brought on the need for policy implementation or change. Other coalitions such as the police union, union attorneys, community figures, or politicians, to name a few, may form relative their interest in protecting officers through reduced disciplines, minimizing salary reductions, or other interests of the coalition. Coalitions jostle for power and influence as the safety in numbers indicates support of each other's coalition. Martin and Richards (1995) discussed how disputes between coalitions in such areas as the control of AIDS, cold weather fusion, and the abortion pill exist and can be so volatile that major issues regarding decision-making and policy implementation will go left unresolved.

Public-policy issues within law enforcement exist as well, and law enforcement executives implement policy and procedure for a variety of reasons. Some of these policies or procedures may be mandated by law such as pursuit policies and use of force. Other policies may address operational or procedural issues within the organization. In the end, whatever public policy is developed regarding an organization, and as noted by Sabatier and Jenkins-Smith (1988), the impact of such policy may take years to evaluate fully. The ACF is good for explaining the battles or the flow, magnitude, and nature of conflict and a visual diagram of how all the moving parts fit into the process, but it does have its limitations. The ACF could be viewed by some as being an adversarial framework. It is considered weak on policy learning relative to how coalitions learn over time, but it does consider the policy-oriented learning process that will take place over shorter periods (Jenkins-Smith & Sabatier, 1994). Time is not on the side of this framework for quick evaluations, and once a policy has been placed into effect, it may

take years for the policy decision to produce the desired outcome (Sabatier and Jenkins-Smith, 1988).

Even with the limitations of the ACF relative to short-term evaluation efforts and the adversarial roles that may play-out with the process by certain actors, the ACF does provide excellent stability within meet and confer requirements established by CCG. By allowing for all issues to be brought to the table for discussion and consensus cannot be obtained, all coalitions are still afforded an opportunity to express their concerns and provide alternative suggestions to the proposed policy. The ACF, however, does not guarantee that all coalitions will agree and comply with proposed changes to an existing policy or a new policy seeking to be implemented. With the length of the evaluation time required to determine if the policy has been effective, the impacts, successes, or failures of the changes are not immediately known which can be problematic in some policies being implemented where shorter-term results are required. Some law enforcement policies are not designed for long-term evaluation such as complying with Constitutional or statutory changes in the law which have civil torts or criminal prosecution implications attached. These types of policies require immediate availability to the knowledge that will either confirm or not if the policy is being complied with.

Linear Policy-Setting

A linear approach to policy development and implementation is calculated, focused, and often an adversarial approach by a decision maker through a closed-system of key actors and viewing the policy issue through a singular lens. These policy issues may be viewed as “high politics” issues (Sutton, 1999) where they are evaluated to ascertain if the change or new policy is required. High politics issues in the past have

usually pertained to political issues of inter-state relations but can also include other issues as levels like politics can overlap (Dikshit, 1999). Examples where a linear approach could be used within law enforcement might include issues dealing with the use of force policies based on changes in the law, or law enforcement's dealings with the community, citizen complaint policies that enhance transparency and accountability, or other highly charged or controversial public policy issues. These issues may be viewed by the policy maker as policy issues that will be implemented without the benefit of outside influence so that certain legal requirements or expectations are fully complied with. These policies may also be considered non-negotiable, and compliance shall occur even when objections are raised by other actors that may provide input regarding the new policy or policy change.

Sutton (1999) discussed that in a linear approach to public policy development there might be "low politics" policy issues that have less impact or importance, and a wider group of actors may be involved in the policy decision-making process. Dikshit (1999) described "low politics" as issues that relate to day-to-day human survival relative to public administration or other fields such as public health, education, or welfare administration. In law enforcement, such issues as work schedules or vacation policies, overtime policies, or other low priority issues that the decision maker is willing to provide some leeway to those that the policy will affect may be the topic of discussion. The "low politics" policies can have more immediate effects wherein a "high politics" issue may require years to evaluate completely (Sutton, 1999). One of the primary faults with the linear policy decision model, according to Sutton (1999), is that very little consideration is given to the interests or knowledge of other actors. On an international

level for example, in the past governments have failed to include the interests of non-state actors, but have been pushing to widen the balance of interests in many public policy issues by recognizing non-state actors' interests (Hocking & Smith, 1997). These issues may have some form of carry-over or parallel interest to those of other actors such as drug sales, child abductions, environmental issues, trade, and the new growing concern of domestic and international terrorism to name a few. Just like in government affairs where a certain government does not take into consideration the interests of other governments where a potential for conflict exists, conflict can also arise within law enforcement agencies where the chief executive fails to take into account the interests of other actors.

When setting policy through either the ACF or LP, there are several areas of concern that must be considered. Coalitions may philosophically have similar core beliefs regarding an issue when they begin the ACF process. However, often a policy change will be viewed as not being in the best interest of a coalition, and the coalition will make every effort to influence the policy to conform to the specific coalition's desires (Weible, 2005). When this influence is not successful, and the policy will eventually be implemented, the coalition may verbally or in writing reject the public policy and seek further assistance through the Courts or other venues to reverse or modify a policy (Sabatier & Jenkins-Smith, 1998). Until further intervention occurs, if any, and with the knowledge that they must still comply a coalition may make attempts to resist the policy through non-compliance efforts. Parker (2000), in a report addressing concerns about reducing the risk of policy failure and the challenges to regulatory compliance, noted that there are three common assumptions in regulatory compliance. These assumptions are, (1) that a coalition will be aware and understand how to comply with a policy, however,

due to rapid increases in the type and number of new regulations can make compliance assumptions unrealistic, (2) the willingness of the target group to comply due to a variety of issues which can include pressure from enforcement activities, and (3), the degree to which the target group can comply (Parker, 2000). All three issues as noted by Parker (2000) would appear on their face to be valid concerns for non-compliance of policy in some fashion with either the ACF or LP policy-setting processes. The second assumption (the willingness to comply) however could be viewed by the policy-setter as a cause for willful non-compliance when, for example, a police union's belief the policy is unfair, and the overall interest of the policy does not favor the employee.

Legitimacy Factor in Policy Compliance

The Legitimacy Theory (LT) (Weber, 1919) is a complicated theory to apply equally across all spectrums of government, communities, or the workplace. For example, in examining the LT, a key issue becomes defining what legitimacy is or what it means, and to whom (Suchman, 1995). One of the biggest reasons for this belief is that there may be varying responses from those that researchers would ask regarding the legitimacy of one's government (Booth & Seligson, 2009). Research does not provide one clear definition of legitimacy. However, a general definition can be extracted from Tyler and Jackson's (2013) research wherein they surmised that legitimacy is established when a participant has certain feelings and beliefs about the system of authority that would cause a willingness to obey the system of authority. Sternberg (2015), when discussing the European Union, explained that perhaps that political legitimacy deals more with the will of the people and the benefits to them. While the LT originally dealt with issues of a nation-state and its citizens, von Billerbeck and Gippert (2017) believed

that a wholesale definition of the LT was one of the major problems with the theory. They described that for a variety of reasons such as the fluidity of power relations, contextual factor changes, and actors that are constantly changing, the legitimacy definition needed to be redefined (von Billerbeck & Gippert, 2017). While the LT has been useful in areas of peacekeeping issues, there are still many unanswered questions that research has not answered regarding further uses of the LT (von Billerbeck & Gippert, 2017).

Bartels and Johnston's (2013) study of the legitimacy of the United States Supreme Court found that the Court was grounded in the ideological preferences and beliefs of the American people. They also found that legitimacy was high in the Court when the American people agreed with their rulings, but when they did not agree, legitimacy declined (Bartels & Johnson, 2013). Gibson and Nelson (2013) did not concur with the evidence presented and noted that Bartels and Johnston's (2013) findings were not in keeping with previous research on the Court. According to Gibson and Nelson (2013), upon conducting their own research to re-investigate Bartels and Johnston's (2013) findings regarding the relationship between ideology, performance satisfaction, and the Court's legitimacy, found that there was perhaps a loose connection with some people regarding the legitimacy of the Court and how satisfied they were with the Court's decision. They also noted that a single grievance with the Court regarding a case decision would not cause an overall lack in legitimacy, but a group of grievances could call the legitimacy of the Court into question by certain actors (Gibson & Nelson, 2013).

Understanding how legitimacy plays into framing the motivations of police unions is important as the research suggests that generally a union's top priority and the

main focus is that of protecting their members. Police organizations, like many other governmental service providers, are extensions of a government and as such, represent the interest of the government while still attempting to maintain control. Legitimacy, which deals with the beliefs regarding a political system or organization, goes far beyond philosophy and can directly have a say in a system's stability and authority (Weber, 1919). Legitimacy has a connection to compliance and according to Tyler and Jackson (2013), "makes theoretical sense" (p. 1). Accordingly, if the legitimacy of a government or organization is called into question, the stability of that system can be affected (Booth & Seligson, 2009). This belief by Booth and Seligson (2009) is supported by Tyler and Jackson's (2013) research findings when they reported that legitimacy of the police and courts is based on personal experiences and are increased when a person perceives that they are being treated fairly, and is undermined when treatment is perceived as unfair.

Dual Commitment

Dual commitment can be defined as a situation where a person's loyalty is divided between two groups (Oxford Reference, 2018), and this loyalty conflict has long been the focus of many research studies. Much of this research has involved commitment relative to conflicts between the organizational and union issues. Between the 1950s and 1960s, organizational commitment research focused on the specific subject of dual commitment, also referred to as dual allegiance, because unions began to surface during this time in history (Strauss, 1977; Angle & Perry, 1986). The general questions during these early investigatory times dealt with whether union employees can form simultaneous commitments to their union and organization or does union membership require members to choose as to their commitment to the organization or union (Angle &

Perry, 1986). Over time, there have been varying research results by scholars in attempting to answer these questions relative to dual commitment.

Previous research focused on the union and organization relative to conflicts that may exist due to simultaneous group/organizational loyalty. This research examined organizational employees within a variety of settings. However, no research was located that has specifically investigated supervisors that belong to employee unions and how dual-commitment conflicts may play a role in organizational justice. The previous research has not investigated supervisors that belong to their subordinates' unions. However, it may be possible to draw information from these studies that may shed insight into the possible factors that may contribute to a supervisor's commitment conflicts.

When investigating dual-commitment conflicts, Gottlieb and Kerr (1950) found that the structure of an employee attitude had a high degree of integration of the union-management attitudes, noting that workers who favored the union also favored management. Research has revealed that when the organization can contribute to the organizational strategic conditions, the commitment between an organization and a union can transform into win-win situations (Beckmann, Hielscher, & Pies, 2014). Sherer and Morishima (1989) found when investigating dual commitment that no commitment relationship between the company and a union exists thus a more adversarial workplace may occur. Fullagar, Barling, and Christie (1991) determined that dual commitment is dependent upon whether a union is protective or aggressive. Their investigation identified that dual commitment between the organization and union is most favorable with members of protective unions, and in aggressive unions, the members favored a single commitment to their union (Fullagar, Barling, & Christie, 1991). Research has also found

that where there is no conflict between the organization and the union, dual commitment is possible (Barling, Wade, Kelloway, & McElvie, 1992).

Fullagar, Barling, and Christie (1991) reported that with few exceptions, citing Angel and Perry (1986) and Thacker and Rosen (1986) as those exceptions, most pre 1990 dual-commitment studies had not been based on a theory or any form of theoretical basis, and with little attempt to understand the conceptual basis for understanding dual commitment. The lack of theory based inquiry was also noted by Iverson and Kuruvilla (1995) when they reported on dual commitment in their quantitative investigation of three different worker groups from three different countries. They found that while they could not reject the possibility that dual commitment may exist within organizations, no researcher has been able to find a method to conceptualize dual commitment (Iverson & Kuruvilla, 1995).

Meyer, Morin, and Vandenberghe (2015) investigated dual commitment of employees by examining organizational support from their organization and supervisors. Their approach was used to view the issue of commitment through a person-centered research strategy. This strategy acknowledged that a person's commitment mindset (Becker, 1992; Meyer & Herscovitch, 2001; Reichers, 1985) and their commitment to different groups (Allen & Meyer, 1990; Meyer & Allen, 1991) can combine and account for varying levels of commitment as discussed by Meyer et al. (2015). They noted that by identifying subgroups that share common make-up and profile relative to their mindset regarding the target, these subgroups could be compared regarding other variables to include those that may be viewed as consequences of commitment (Meyer et al., 2015). In examining the personal-centered commitment approach, affective, normative, and

continuance are three commitment mind-sets that can be applied to this inquiry (Allen & Meyer, 1990; Gellatly, Meyer, & Luchak, 2006). Normative commitment involves a sense of commitment to the organization through obligation (Allen & Meyer, 1990). When this specific mind-set is combined with other commitment mind-sets such as affective commitment which is an emotional attachment to an organization, and continuance commitment which involves the believed cost involved with leaving the organization (Allen & Meyer, 1990), higher levels of discretionary efforts were observed when the employee had lower levels of affective or continuance commitment (Gellatly, Meyer, & Luchak, 2006).

Ugboro (2016) discussed that trust issues between organizational management and the labor unions is one of the causes for the two groups to work to resolve labor-related problems so that there are satisfactory resolutions. Further, hostile relationships and distrust among these two groups can be a result of the adversarial relationship between management's authority and the union's compliance to that authority (Gray, Myers, & Myers, 1999).

Gordon, Beauvais, and Ladd (1984) found that it is possible for a person to maintain commitments to varying groups at the same time. Their findings appear to be theoretically correct as a person might have several groups that they remain loyal and committed to (Fullagar, Barling, & Christie, 1991). For example, a person might simultaneously remain committed to their job, family, and outside interests such as coaching a youth sports team, teaching, pursuing their education, and sporting activities or hobbies. People can maneuver through these relationships on a daily basis resolving minor conflicts as they arise while still not causing strains in their loyalty to a specific

group. However, commitment levels can decrease when certain factors come into play (Fullagar, Barling, & Christie, 1991). Singular events inside an organization may cause conflict; however, the conflict may not be sufficient to increase the likelihood of decreased loyalty or commitment. However, ongoing complaints of management by a union can result in trust or legitimacy issues (Gibson & Nelson, 2013). Barling, Wade, and Kelloway (1992) found that dual commitment is possible when the elimination of conflict occurs between the union and organization.

Summary

Prior research has focused dual commitment on a variety of groups such as construction workers, medical care professionals, and workers in factories. These studies give cause for reflection on the fact that while each group is different based on job duties, they all hold close similarities regarding salary, benefits, working conditions, and job fulfillment. As much as they are equal, they are distinctly different as well. What causes concern for one group may not be of concern to another. Research has found that police officers view themselves as a special group where the rules do not apply to them, and officers will take great efforts to be removed from issues of scrutiny when they can do so (Herbert, 2006). While this may be predictable behavior for a line level police employee, supervisors are held to a higher standard as they are required to be key members in policy enforcement within their organization. Failing to enforce policy has not removed police supervisors from scrutiny, but instead, placed additional scrutiny upon them.

Police unions have come a long way since policing began within the US. As police agencies evolved into modern police departments, coalitions were formed that sought to represent these officers in their everyday work-related issues. Over time, these

coalitions became organized and were recognized by management as bonafied bargaining groups that would represent the rank and file officers. These coalitions have been able to successfully provide influence into the policy-making decisions for police agencies across the Nation based on the interest and concerns of their members.

In digesting the public policy-setting process when using the ACF and the LP, it is understandable that certain groups such as the police union might express apprehension regarding certain public policies. For example, Lima (2015) found that most officers believed that the police union had more power than their chief of police and that many staff did not trust some managers in their departments. This distrust, according to Lima (2015), can be a result of what officers perceive as a lack of management support when it comes to contacts with the public relative to use of force, officer-involved shootings, or internal affairs investigations. Other factors influence this distrust such as the belief management is a political pawn for the community or local governing official, or a belief that the chief of police will do almost anything to keep their job. This belief is echoed by Dubord (2010) and Lima (2015), by noting that police unions have sufficient power and influence to help determine if a chief of police keeps his or her job or not. Chiefs of police set policy, attend meetings, establish budgets, perform administrative duties, meet officials as well community members to discuss concerns, and have little time for patrol duties or spending copious amounts of time with his or her staff. The dynamics and requirements of the job of a chief of police may result in police unions perceiving that a chief's interest lies somewhere other than with the officers.

While establishing and maintaining the trust of the employees of the organization is key in policy enforcement and areas of internal cooperation (Vanhala, Heilmann, &

Salminen, 2016), a linear approach to policy setting does not appear to be applicable for establishing policy within a police agency when existing law requires the meet and confer process. Accordingly, even with the limitations of the ACF, it may be a more effective and useful public policy setting framework that is available to police executives to adhere to the meet and confer requirements. Research has found that the ACF often requires many years to ascertain the benefits, if any, of a policy (Koebele, 2016; Sabatier & Jenkins-Smith, 1988). Research has also found that when coalitions are brought together to develop public policy, not all coalitions will agree and sometimes a policy broker is not able to effectively gain consensus among the groups (Sabatier & Jenkins-Smith, 1998). Additionally, policy changes can alter the sense of identity of a coalition when it is threatened (Northrup, 1989). Northrup (1989) found that identity is not only a personal issue but an issue that can also affect a group which may result in conflict. While the police unions' primary focus is concerned with the rights of their membership and not necessarily those of the organization (Keenan & Walker, 2004; Davis, 2013), the chief of police has many focuses that they must be concerned with. While both the union and organization could work collectively to ensure everyone's needs are met, this is often not the case. History and research have found that police unions will influence and protect their members at all cost (USDOJ, 2003).

As reported by Walker (2016), the ability for police management to control police officer behavior has been the focus of scholarly research and is an area of continued interest by scholars. Davis and Bailey (2017) noted that police management is a top-down structure with an emphasis in the organization functioning under task and policy driven performance. When the police cannot police their own how can they be expected to

police their community? In the end, trust and public confidence in police officers (Nix, Wolfe, Rojek, & Kaminski, 2015) is at an all-time low in the United States. When officers believe the deck is stacked against them by management and their community, there is a potential for their trust and confidence in the organization to diminish and begin to call into question the organizational legitimacy (Nix, Wolfe, Rojek, & Kaminski, 2015; Walker, 2016). Van Vuuren, de Jong, and Seydel (2007) noted that where winning is the goal, one must consider their commitment to the project. If maintaining organization legitimacy and community trust are included in the major goals for an organization, then achieving the goal of increase officer accountability through properly conducted misconduct investigation should be considered an organizational win.

The causal factors of why some supervisors commit procedural violations that result in discipline reductions for their subordinates have not been investigated. In the case of police unions, the answer as to why procedural violations occur is not so easily answered. There are many group dynamics that surface within law enforcement that must be considered. A singular theory or framework may not accurately explain the phenomenon that is occurring. Each of these issues has theories that provide individual insight into such behavior or belief that may result in minor organizational conflict. Also, each of the identified causal factors combined may also play a vital role in why a police union's distrust in the organization.

In the next chapter of this investigation, a thorough discussion takes place regarding the research methods that were used within this investigation. The introduction to Chapter 3 is an overview of the contents of that chapter.

Chapter 3: Research Method

The purpose of this study was to describe the perceptions of chiefs of police regarding how police supervisors' membership in their subordinates' employee bargaining unit impacts supervisors' organizational commitment when investigating allegations of misconduct by subordinates. These perceptions were explored through face-to-face interviews and e-mail correspondence. In this chapter, I describe the research design, instrumentation, participants, rationale for using the qualitative method, sampling, data collection and analysis, role of the researcher, how confidentiality was addressed, and how ethical issues were mitigated.

Research Design Rationale

A qualitative multiple case study was used to explore perceptions of chiefs of police regarding whether dual-commitment conflict exists when police supervisors are members of their subordinate officers' police union, and how this conflict impacts policy compliance relative to investigating allegations of misconduct by their subordinates. A qualitative approach was appropriate for this study to explore participants experiences in dealing with issues of policy enforcement by supervisors that may have been influenced by dual-commitment conflict. Qualitative methodology is used to investigate phenomena in their natural setting (Teherani et al., 2015). With this methodology, the researcher makes no effort to control the outcome of the study but instead attempts to view the world from the perspective of the participants (Sutton & Austin, 2015). One of the main differences between qualitative and quantitative research is that in qualitative research, the researcher is the primary data collection tool and analyzes the data to determine why events occur or what meaning participants ascribe to these events (Teherani et al., 2015).

An important note of discussion revolved around the value of qualitative methodologies (Lowhorn, 2007). Unlike quantitative methods, qualitative data collection methods such as semistructured interviews allow participants to expound on their responses that may include varying points of view regarding a certain phenomenon (Gill, Stewart, Treasure, & Chadwick, 2008). Qualitative research can be defined as more exploratory in that it helps to explain an underlying phenomenon through emerging themes (Creswell & Creswell, 2017).

In the current study, there was no attempt to test a theory or hypothesis. In choosing a qualitative method of study, I considered what information was sought. The central research question for this investigation was the following: How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct? This question addressed whether a supervisory dual-commitment conflict exists. The subquestions focused on the areas of (a) transparency and accountability, (b) legitimacy, (c) policy-setting, and (d) union membership as possible factors that increase the likelihood of such conflict. Because I was concerned with learning the perceptions of chiefs of police regarding this phenomenon, simple yes or no questions were not sufficient to extract meaningful understanding from their responses, and data could not be obtained through structured questionnaires or field observations (see McIntosh & Morse, 2015). Semistructured questions were chosen over online surveys or other data collection methods. This approach provided me with an opportunity to observe nonverbal communication and ask follow-up questions if they were needed. Oltman (2016) discussed how observing a participant in a face-to-face setting allows the researcher to view nonverbal cues such as

body language that can provide a rich array of information that the research can add to the transcript of the interview.

The case study design is used to describe the phenomenon through the participants' perspective (Yin, 2017). Another important consideration for choosing this method of inquiry is the fact that a rich array of data can be gleaned from this approach (Lincoln & Guba, 1985). Further, case studies allow the researcher to study individual groups as well as larger groups. To better understand phenomena among groups, a researcher must consider conducting a single case study or a multiple case study. The case study design allows the researcher to identify common themes specific to an individual agency or groups (Gustafsson, 2017). In the current study, I examined how and why the phenomenon was occurring, and provided suggestions regarding methods to combat future procedural violations in the law enforcement profession.

Role of the Researcher

There was only one researcher in this study. I conducted all interviews, collected supporting historical data, analyzed and interpreted data, and produced a final written document of the investigation. Findings contributed to the body of knowledge regarding improved police-community relationships and trust. My role was to ensure a quality, ethical, and credible product. First, it was important choose appropriate methodology was the study. I used a case study design to gain insight into participants' perceptions of the phenomenon. My role was to remain objective and set personal or professional bias aside so I could remain detached and be an uninvolved information seeker. In examining the potential for bias or other issues that may influence participants' responses, such as

power relationships, I found no conflicts. Findings may be used to enhance accountability of police officers while acknowledging that not all police officers act inappropriately.

It is important to acknowledge that perhaps law enforcement officers, in general, may view that they are on the attack by communities across the United States (Flurry, 2015). This feeling may be based in part on perceived or real police officer misconduct and the fact that many communities are becoming more vocal regarding the transparency of their police. I conducted this study to understand the dynamics of the phenomenon from police chiefs' perspectives.

Methodology

In this section, I explain how this study was carried out. This section includes a description of the setting, sample, participants, instruments, and data collection and analysis. This section provides greater detail on where and how knowledge concerning the phenomenon was obtained.

Setting and Sample

There are approximately 286 municipal police departments located in 58 counties throughout the state of California. Although the number of square miles for each of these municipalities is not known, the state of California makes up 163,696 square miles of the 3.797 million miles of land mass in the United States. California is also ranked third in the nation in size. Due to the number of municipal law enforcement agencies in the state, a manageable number of participant agencies was initially set at 27 agencies. Although qualitative research is not designed to be generalized to a larger population, to better understand the factors that may influence the phenomenon, I recruited 27 agencies to participate in this study. Malterud, Siersma, and Guassora (2016) noted that the

prevailing concept in determining participant size in qualitative research is data saturation. Failing to achieve data saturation has a negative impact on the validity of the study (Fusch & Ness, 2015). According to Lodico, Spaulding, and Voegtle (2010), when conducting qualitative research, the sample should contain no less than 20 entities. However, Creswell (1998) noted that for case study research, a sample size of 25 to 30 is recommended to obtain saturation. Morse (1994) recommended that 30 would be sufficient. Based on these recommendations, I concluded that 27 participants would be sufficient to obtain data saturation.

Because this study addressed dual-commitment conflict related to police supervisors enjoying membership in their subordinate officers' union, only those agencies were invited to participate. The rationale for deselecting agencies in which supervisors are not part of their subordinates' union was that these agencies would not have provided data to answer the research question. All municipal police agencies were sent an e-mail (See Appendix A) inviting those who met the criteria for participation to respond. Because only chiefs of police were allowed to participate in the study, participant contact information was requested so that participants could later be contacted for the interview.

Participants

The sampling method to recruit participants was purposive, and participants were selected from municipal police agencies where police supervisors were members of the police officer union for their subordinates. Purposive sampling is widely used in qualitative research and is described as a nonprobability sampling method that is selected based on the study purpose (Lavrakas, 2008). Purposive sampling is one way in which a

researcher can obtain information-rich cases for a study (Patton, 2015). The proposed sample size was 27 participants. I ensured confidentiality by assigning each participant a code number and by avoiding use of participant or agency names. Chief of police selection criteria included (a) currently serving as a chief of police and (b) being a chief of police for at least 1 year. Agency size was considered as well. Agencies were broken down into three categories: (a) 1-50 sworn staff, (b) 51-100 sworn staff, and (c) 101 or more sworn staff. The chief of police was included in the agency size. By placing agencies into groups and geographic locations, I was able to examine whether agency size or location impacted the phenomenon.

Instruments

My review of existing literature did not reveal any qualitative data collection instruments that were appropriate for this study. Therefore, I developed an instrument (See Appendix D). Based on my review of the literature, I identified four areas of inquiry pertinent to the phenomenon. Content validity of the interview questions was based on previous research findings. The instrument allowed me to explore the perceptions of chiefs of police regarding (a) policy-setting (Sabatier & Jenkins-Smith, 1988; Sutton, 1999), (b) legitimacy (von Billerbeck & Gippert, 2017), (c) accountability and transparency (Gibson & Nelson, 2013; Trinkner et al., 2016), and (d) union membership (Hewitt, 1978; Kadleck, 2003; Salerno, 1981). This instrument assisted in establishing whether the affective commitment (Allen & Meyer, 1990; Gellatly et al., 2006) of police supervisors may favor the police union and not the organization, which may account for any dual-commitment conflicts a police supervisor may experience.

Data Collection Plan

The invitation letter (see Appendix A) was sent to all municipal chiefs of police within the state of California. Once the e-mail responses were received and reviewed, participants were selected based on the selection criteria, and an interview invitation e-mail was sent to prospective participants (see Appendix B). Although I had proposed 27 participants to be interviewed for this study, nine participants were interviewed because data saturation was achieved after nine interviews. The agencies selected included three agencies from each geographic location in California, (a) southern California, (b) central California, and (c) northern California. Additionally, of the three agencies from each geographic location, one agency was selected that had 50 or fewer officers, one agency that had 51 to 100 officers, and one agency with 101 officers or more from each region.

Each chief of police was contacted via email or telephone to confirm their availability and the date, time, and location of their interview. The interviews were scheduled and the participants were met at the approved data collection location. Face to face interviews were conducted unless other interview procedures such as a Skype or telephone interview were required.

Interview Data

It was important that the study participants fully understand their involvement in the current study where data would be collected from them (Lewis, 2015). An Informed Consent Form was provided to each participant before their interview was conducted with them. This form was developed by use of a standard Walden University sample Informed Consent Form with specific information added that was specific to my research. Each participant was required to read and acknowledge verbally and with their signature

that they understood their right to decline to participate in the research study. Each participant was made aware of (a) the background and purpose of the study, (b) the procedures used, (c) potential risks and benefits of the study, (d) compensation, (e) confidentiality, and (f) voluntariness of their participation and right to withdraw from the study.

Not only was the researcher's contact information placed within the Informed Consent Form, but the name and contact information of the Walden University representative that could answer further participant questions was provided. Since each participant was only interviewed on a single occasion, permission was sought to conduct a follow-up contact with them in the event clarifying information was required. A plan was developed in the event data saturation was not obtained, which included contacting additional participants from the established participant pool that were not used for the current study in the same manner as those originally selected. Each participant was debriefed before concluding the interview and advised that they will be provided a one to two-page summary of the approved study if they specifically requested one.

Those chiefs of police that agreed to a face to face interview within their work location, unless other methods such as Skype or other conferencing software were used due to unforeseen reasons, were audio recorded for accuracy purposes. The participants were again explained of their right to withdraw at any time, and that their interview would be recorded with an audio recorder. The participants were also advised that the entire interview should take no longer than 1-hour. Establishing rapport and building trust was important in improving the likelihood of honest responses. Each participant was advised of my background in law enforcement, reassured that the researcher had no

preconceived beliefs regarding the results of the study and that by them sharing information with the researcher, there was no intent to embarrass, judge, or belittle the participant or their agency. Open-ended questions were used to elicit a rich array of responses and experiences from the participants (Gill, Stewart, Treasure, & Chadwick, 2008). Attachment (D) was used to record field notes as the method to document any thoughts or observations regarding nonverbal cues that may be displayed by the participant. It was important for me to be able to refer back to the interview later during the data analysis process. The use of the audio recorder enabled me to capture the rich information and experiences that were described by the participants. Atlas ti qualitative analysis software was used to analyze the data once it had been transcribed.

Data Analysis

To properly analyze data, the researcher must first ensure that they understand the data. In some cases, discrepant data may be clarified by a participant should a question not be fully understood when responding to interview questions. However, discrepant data will allow the researcher to conduct a more subtle analysis of the data, and perhaps negative cases will strengthen the study results. This process may require that once the data is transcribed, it is read and reread several times to fully understand it. Yin (2012) discussed how case study research is about how people perceive and speak about their experiences by answering “how or why questions” (p. 5). The data collected in this study described the perceptions, beliefs, and experiences of the participants’ and as such, it was important to code the data to identify themes that may emerge. The research questions dealt with specific issues of inquiry and the data analyzed was consistent in content to those questions (Leech & Onwuegbuzie, 2011). Thematic analysis was used to link

common text and words to themes. Thematic analysis has been widely used in qualitative research as it can provide additional interpretation of various aspects of a research subject (Braun & Clarke, 2006). The data were collected and entered into the Atlas ti software to uncover and systematically analyze the complex data that might be hidden in the unstructured data (Lewins & Silver, 2007).

Influencing factors

Over time, job attitudes regarding how management views and treats employees have changed. The inclusion of police unions into the equation of organizational cooperation and commitment, whether considered good or bad, has been a force that police management has had to contend with for years. Research has shown that a commitment to support organizational beliefs and policy may come into question for some supervisors who were promoted from within the rank and file line staff (Vickovic & Griffin, 2013). The current study explored the perceptions of chiefs' of police relative to how dual-commitment conflicts might exist for a police supervisor who is a member of his or her subordinates' police union. The belief is not all supervisors that are promoted from within the rank and file police officer component would experience conflict in their commitment to uphold the organizational policy. Those supervisors who experience some form of dual-commitment conflict develop this conflict based on past knowledge or experience that they have encountered. Perhaps supervisors who are not members of their subordinates' police union will develop better coping skills when dealing with employee related issues. The central research question for this investigation was: *How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct?* Four factors were identified

for this study that were explored to gain knowledge into how they may relate to the conflicts a police supervisor might experience relative to policy enforcement. These factors were (a) policy development, (b) transparency and accountability, (c) legitimacy, and (d) union membership.

Policy development factor. The policy development factor was examined because researchers have reported that when coalitions begin the public policy setting process, feelings and emotions can run high among certain groups within the various coalitions (Sabatier & Jenkins-Smith, 1988; Sabatier, Hunter & McLaughlin, 1987). Research has found that it would not be uncommon for a policy setter to expect that certain policies may not be enforced for a variety of reasons, and the lack of desire to comply with the policy is one such reason (Parker, 2000). The competing interests between coalitions may also account for some of the reasons for this lack of policy support (Weible, 2005). This factor assisted in helping to understand how policy setting within the organization can impact whether a police supervisor may or may not enforce a policy and why. This factor is directly related to subquestion 1: *How are the union executive board members involved in the policy-making process that may have an impact on cooperation within the organization?*

Transparency and accountability factor. In exploring the factor relative to transparency and accountability, research revealed that police officers feel that they need to protect their own at all cost (USDOJ, 2003). Prior research found that some police officers will not report officers that violate policy, and some will go as far as lying to cover for these officers (DeRosia, 2012). Research has also found that some applicants for promotion to supervisor have reported that they would embrace and enforce

organization policy but after being promoted, did not live up to the expectation of meeting this commitment (Vickovic & Griffin, 2013). Thus, research subquestion 2, *How does a police supervisor violate policy relative to misconduct investigations that result in discipline reductions?* explored data that could help explain the phenomenon.

Legitimacy factor. The legitimacy factor was used to discuss feelings and beliefs regarding the perceptions of chiefs of police in the relationship to how and why their authority to make decisions, set policy, or impose discipline is called into question by the union. Research has found that when the legitimacy of the organization or management is called into question, employee satisfaction in the organization can be called into question (Walker, 2016; Nix, Wolfe, Rojek, & Kaminski, 2015). The impression of management or the organization being unfair may result in a failure by some employees to obey or enforce the policy. Research subquestion 3, *“How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce the organizational policy?”* assisted in providing a better understanding of the perceptions and beliefs of the participants relative to legitimacy factors that may contribute to lack of policy enforcement.

Union membership factor. The union membership factor was explored to ascertain the perceptions of chiefs of police regarding how the union may place undue influence on supervisors who are members of the rank and file police union, to do their part in protecting officers at all cost. The previous reporting in the area of union influence is well noted in the fact that some unions will support officers that are accused of wrongdoing, even when the evidence is compelling that the officer was guilty of the violation (Nelson, 2002; Ring, 2014). Research subquestion 4, *“How is the*

organizational commitment of supervisors to enforce policies relative to conducting subordinate misconduct investigations impacted by their membership in their subordinates' union?" examined union-related factors that may result in a lack of policy enforcement relative to the union and organizational interests.

Issues of Trustworthiness

Validity and reliability are always of concern in qualitative studies and was addressed in the current study in several ways. Heale and Twycross (2015) defined validity in qualitative research as the extent to which an idea is measured. Validity can be accomplished in several ways. Obtaining data saturation is one way to increase the validity of a qualitative study (Fusch & Ness, 2015). The triangulation of data through eliminating bias and including rich verbatim descriptions of the participants' accounts that may produce more comprehensive findings will occur (Noble & Smith, 2015). Noble and Smith (2015) reported that another method to help establish validity is through the literature review regarding the study focus. Most of the research did not specifically address procedural errors relative to dual-commitment conflicts being investigated in this study; however, the literature did provide support that there are dual conflicts that exist within organizations that will cause strained relationships.

Generally, reliability can be defined as the ability to obtain the same results if a quantitative researcher was to duplicate or repeat the study (Morse, 2015). Seeking to establish reliability in a qualitative inquiry is different than those methods used in quantitative research methods. The goal however in either inquiry is the same, and perhaps it is the process to achieve this goal that must be addressed. That is why the quality of the qualitative study (Seale, 1999) is important. To ensure the quality of this

study, every effort to ensure that this research was credible in its design, neutral in the investigation, consistent with acceptable qualitative methods, conforming to proven approaches, and providing dependable results (Lincoln & Guba, 1985) took place. Not only was an exploration of existing literature conducted, approved qualitative investigatory protocols were followed. Also, a review by the Walden University Institutional Review Board (IRB) and my Dissertation Committee occurred to ensure that the criteria by Lincoln and Guba (1985) were met for this current study.

Ethical Considerations

Ethical considerations were critically evaluated in preparation for this current study. The focus remained in the area of ensuring that participants experienced confidence in no harm coming to them. Harm considerations were identified as professional embarrassment to the participants, confidentiality, and the voluntariness of their participation. Full disclosure as to my former employment as a chief of police was made so that the participants could feel at ease in speaking with an interviewer who could relate to their experiences. In preparation for this study, I completed the National Institute of Health's ethic training, and ensured that this study met the requirements of the Walden University's IRB.

Confidentiality issues were discussed in this chapter along with informed consent notifications that discussed how data would be reported and its subsequent retention protocols. Protocols that included maintaining all data, notes, and files within a locked filing cabinet in my office at my residence with access restricted to only myself. Each participant signed an Informed Consent Form acknowledging that they understood the risks and benefits of participating in this study. Destruction protocols based on the

Walden University IRB requirements of five-years were discussed with each participant and were provided in the Informed Consent Form. All participants were provided with my e-mail address and telephone contact numbers should they have any questions, concerns, or other information that they would like to provide at a later time.

Summary

Chapter 3 outlined the design and various methods that were used to conduct this current research study. The study and research design were explored as to whether a dual-commitment conflict exists for supervisors who are members of his or her subordinates' union, and how their union membership may affect policy enforcement relative to misconduct investigations. During the participants' interviews, several questions concerning specific issues related to conflicts with policy setting, organizational trust, legitimacy, and transparency, and how these issues may cause conflict for a supervisor that enjoys membership in their subordinate officers' union were discussed. The recruitment and sampling method used to select this study's participants were discussed. A total of 27 police chiefs throughout the state of California were recruited for participation in this study; however, only nine were needed to attain data saturation. Equal numbers of police chiefs were selected based on agency size and location within the state. The plan for data collection, analysis and subsequent interpretation, as well as the measures and instruments used in this study, were discussed in this chapter. My role as the researcher, trustworthiness issues, and the ethical considerations for this study were also discussed.

In the following Chapter, a review of the results and the findings of this study is provided.

Chapter 4: Results

This multiple case study focused on the perceptions and beliefs of 9 chiefs of police in California regarding whether police supervisors' membership in his or her subordinates' union had any impact on disciplinary outcomes, based on procedural errors supervisors made during misconduct investigations of their subordinate union members. A locally developed 24-question Dual-Commitment Questionnaire was used to explore the perceptions and beliefs of chiefs of police concerning (a) policy-setting, (b) transparency and accountability, (c) legitimacy, and (d) union membership, and how each might impact the dual-commitment conflict among police supervisors.

In Chapter 4, I describe the data collection setting, participant demographics, and data collection methods. I also explain the data analysis techniques used in this study and the trustworthiness of the data. The results of the study and a summary of the Chapter are also provided.

Research Question

How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct?

Research Setting

The setting for the collection of data varied based on the individual participant. Each data collection location was either a private office setting or an area free from disruptions. The location selected by each participant was based on the need to minimize disruptions, allow confidential information to be shared, be comfortable, and promote rapport and trust (see Marshall & Rossman, 2016). One participant felt comfortable in a

quiet meeting room within a restaurant, while four participants chose their work office for the interview.

Due to constraints related to travel, one participant was interviewed over the telephone. Although technology such as video conferencing was available to them, some participants were not authorized by their respective jurisdiction to have such software installed on their work computers due to security concerns. Three participants responded to the interview questions via e-mail as they were not available to be interviewed due to distance constraints, anticipated length of the interview, scheduling conflicts, vacation, or lack of access or authorization to video conferencing software. The negative effect of not conducting interviews face-to-face was the inability to observe body language or facial expressions, which may have triggered clarifying or probing questions.

Participant Demographics

This study consisted of nine chiefs of police throughout the state in which they are employed. The age, number of years of service, and race of each participant were not collected because this information was not relevant to the information sought in this study. Each chief of police did, however, have at least 1 year of experience as a seated police chief. The sample consisted of a geographically diverse group of chiefs of police throughout the state. No geographical location had a significantly larger number of participant chiefs. Two chiefs were female, and the other chiefs were male. Three chiefs reported that they had been involved as a union representative or union executive board member at some time in their career before being sworn in as chief of police. All chiefs had worked their way up the promotional ladder (police officer, corporal, sergeant, lieutenant, captain, deputy chief) before achieving the position as chief of police. Some

chiefs were hired from outside the department while others were hired from within the organization after maneuvering through their organization's rank structure.

Data Collection

After I received approval from the Walden University institutional review board (IRB) (Approval # 06-01-18-0187008), the Chiefs of Police Association executive director sent a statewide e-mail to all chiefs of police within the state. Although the e-mail was sent to all chiefs of police, the e-mail provided a study invitation that only applied to chiefs who met the selection criteria. This method was used because the executive director had no knowledge of which chiefs would meet the criteria. This invitation (Appendix A) included a request for chiefs who met the selection criteria and were willing to participate in the study to respond via e-mail or telephone. Responses were reviewed to ensure that one geographic area of the state was not overrepresented, per the approved IRB data collection plan. The target number for the sample was 27 because I assumed that 27 participants would be required to obtain data saturation (see Creswell, 1998). A total of nine chiefs of police responded to the invitation. Each respondent was contacted via e-mail and was provided a Notification of Selection and Request for Interview Form (Appendix B). The data were collected over 3 months beginning in June 2019.

The data collection process for most participants was semistructured interviews, which allowed me to ask clarifying questions or expound on participant responses. The 24-question interview guide addressed four areas of inquiry: (a) policy-setting, (b) transparency and accountability, (c) legitimacy, and (d) union membership. All participants that were interviewed agreed to have their interview recorded so that I could

refer back to them for clarification purposes. Thoughts and observations were recorded into a reflective log that was used during the data collection process. The face-to-face and telephone interviews lasted approximately 65 minutes. In addition to the data that were recorded via the recording device, notes were taken on the interview guide.

E-mail was used to collect data from three participants due to circumstances that prohibited a face-to-face meeting. In addition to travel costs, other considerations to allow e-mail data collection included the inability to schedule sufficient time for a face-to-face interview or telephone call or Skype meeting. Although e-mail was not the most desirable method to collect data because it prevented observation of body or language cues (see Meho, 2006), e-mail allowed me to collect critical data that otherwise would not have been obtained. Participants who did not have sufficient time for a face-to-face or telephone interviews used secured e-mail systems and remained committed to making themselves available for clarifying telephone calls if required.

Lefever, Dal, and Matthiasdottir (2007) noted that the use of online resources to obtain research data is not advantageous for reaching large numbers of participants due to the potential of incorrect e-mail addresses or the lack of desire by a person to participate in a study. However, in the current study, the number of participants using e-mail was low, and each provided his or her correct e-mail address and expressed a strong desire to participate in the study. Although e-mail data collection may have limitations in some studies (Lefever et al., 2007), this data collection method provided the three participants an opportunity to carefully consider their responses, reflect on their previous experiences as a chief of police, and clearly articulate their responses.

Data Analysis

Data analysis was guided by the primary research question: How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct? The subquestions for this study were the following: (a) How are the union executive board members involved in the policy-making process that may have an impact on cooperation within the organization? (b) How does a police supervisor violate policy relative to misconduct investigations that result in discipline reductions? (c) How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce the organizational policy? (d) How is the organizational commitment of supervisors to enforce policies relative to conducting subordinate misconduct investigations impacted by their membership in their subordinates' union? Each participant's responses were transferred to Atlas ti where they were identified as interview, telephone, or e-mail sources.

Atlas ti was used to create one specific code: Supervisory Dual-Commitment Conflict. The Supervisory Dual-Commitment Conflict code consisted of preliminary subcodes: (a) policy-setting, (b) transparency and accountability, (c) legitimacy, and (d) union membership. The preliminary codes were identified based on the literature review as factors that may influence policy compliance by a supervisor. This data analysis software was used to examine word similarities or differences in each subcode to identify themes. A closer analysis of the data, once coded through Atlas ti, was required to further refine themes for this study. Excel spreadsheets were used to conduct the final data analysis. Discrepant data were dealt with by conducting a "more careful examination of the manner in which they manifested themselves...which might orient us toward

searching for alternative meanings they might conceivably represent” (McPherson & Thorne, 2006, p. 4). This was done by comparing and contrasting field notes, the participants’ responses, and nonverbal cues projected by some participants during the interview process to ensure the data that were provided was what was meant to be conveyed by the participants.

The dual-commitment interview questions (Appendix D) consisted of 24 questions designed to elicit the perceptions and beliefs of chiefs of police regarding whether a supervisor’s membership in his or her subordinates’ police union affects the type and amount of discipline a subordinate officer receives. I also explored procedural errors a supervisor makes when conducting an internal affairs investigation. The interview questions elicited perceptions from each chief of police regarding the central research question. The participants’ perceptions and beliefs were important as they served as mechanisms to validate responses that they would later provide during the data collection process. It allowed for each participant to provide a response to their prior union involvement other than membership, if any, such as a shop steward, union representative, or elected union board member for a police association. Prior union involvement by a participant may or may not account for any discrepant data that may be identified.

SQ 1 dealt with policy setting and how the unions’ involvement in the policy-setting process. To answer *SQ1*, participants were asked six questions regarding policy setting to gauge their perception of where the union interests were more focused on, specifically the organization, the union members, or perhaps shared. This data was entered into Atlas ti for initial coding and theme identification.

SQ2 examined the participants' perceptions relative to transparency and accountability. Participants responded to five questions specifically designed to ascertain their perceptions as to whether police supervisors that are members of their subordinates' police union will actively enforce rules, regulations, and policies of the department without bias for the organization or in favor of their fellow union members. This data was also entered into Atlas ti for initial coding and theme identification.

SQ3 investigated the participants' perceptions concerning organizational and management legitimacy. *SQ3* consisted of five questions that specifically explored how legitimacy is challenged by police supervisors when choosing to enforce the organizational policy? The collected data from the participants were entered into Atlas ti for initial coding and theme development.

SQ4 explored the perceptions of the participants' regarding a police supervisor's membership in their subordinate's police union. There were six questions asked that sought to elicit responses and recommendations from the participants relative to how a supervisor's organizational commitment is impacted by this union membership. This data was also entered into Atlas ti for initial coding and theme development.

Trustworthiness

The question as to how trustworthy the data in this research is articulated by explaining within this report how it was established. It is vital that the investigative findings provide an authentic representation of the phenomenon that is occurring through the lived experiences of the participants' (Curtin & Fossey, 2007). In this study, several of the qualitative trustworthiness criteria addressed by Curtin and Fossey (2007) were embraced. They noted that trustworthiness can be established through using certain

considerations that can help provide evidence of validity and reliability (Curtin & Fossey, 2007). Some of these ways to establish trustworthiness were through (a) thick description of the data, (b) triangulation strategies, (c) member checking, and, (d) transferability, to name a few (Curtin & Fossey, 2007).

Adding to the trustworthiness of this study is seen in that Atlas ti data analysis software was initially used to assist me in the organization and management of the data. However, while data analysis software such as Atlas ti and others assist the researcher in managing their collected data, these software programs also can alienate the researcher from their data (Ryan, 2009), which required me to use thematic coding to finalize the study findings. Finally, trustworthiness was noted in the fact that data saturation was obtained, meaning that the various participants were able to confirm through their responses the data that was provided by the other participants. A brief discussion regarding the criteria that was used to assist me in establishing trustworthiness is presented below.

Description of the Phenomenon

While supported by the literature regarding dual-commitment conflicts between union employees and their organization, supervisory dual commitment between his or her union and organization has not been empirically explored. The description of the phenomenon that is being observed by the participants' is consistent with the original problem noted within this study.

Triangulation Strategies

Triangulation is the use of multiple data sources in research to gain a full understanding of the phenomenon occurring (Patton, 1999). Triangulation helps to make

the connection between the different data and not all data will be similar or connect. Source triangulation was used to examine the different data provided by the participants through the use of the same instrument for each participant. By analyzing these varying viewpoints within the data and establishing codes, patterns, and themes emerged that were routinely consistent among the participants. In the current study, internal validity questions contained in the collection instrument were asked that would allow for a different response from the participants, but validate other questions posed differently.

Member Checking

Member checking is another method to assist in establishing trustworthiness (Shenton, 2004). Members were checked by asking three study participants to review the interpretations of the data collected. Also, as the data was being collected during the interviews, informal member checking took place. Finally, upon these members' initial review of the initial findings, they provided the following responses regarding the accuracy of the data analyzed:

Member A. "Based on what I have read, I think the nail has been hit squarely on the head with the hammer. This is what I have been saying for a long time. Supervisors are not troops and should not be part of a troop union."

Member B. "What has been presented is a fair assessment of what's going on. Too bad we had to get to a study to figure out what we should already know. This is not rocket science."

Member C. "I agree with your findings. While I do not believe the supervisors need to be thrown out of their union, there needs to be checks and balances in place to

ensure that they are ethical in the performance of their duties and being fair and consistent in their actions.”

Credibility

Credibility was maintained in the current study as the number of participants used allowed for data saturation to occur mid way through the data collection and analysis period. Also, the data and findings were verified by the use of member checking. Creswell (1998) discussed how member checking was an important step in maintaining credibility. All participants were provided the opportunity to recontact the researcher to correct or clarify information that they had provided, or to submit additional information that they may have previously overlooked. Although all participants were informed at the onset when providing data for this study that they could receive a two-page summary of the results, only one made such a request and was provided that summary. One participant was subsequently recontacted and advised that they believed the summary provided a clear picture of the phenomenon.

Transferability

The current study explored the phenomenon from the perspective of the participants, where the results would be transferable outside the participants' organizations. This study is transferable and applicable in similar contexts (Curtin & Fossey, 2007). A case study is not designed to be generalizable to larger populations as it is a singular unit where the phenomenon is being studied. However, a multiple case study, such as this current investigation, is more apt to provide for generalizability as nine geographically different police agency chiefs provided data for this study. Also, other companies or organizations that employ workers where an established chain-of-command

is used, and the supervisors are members of their subordinates' union will be able to apply the findings of this study to assist in resolving, or minimizing supervisory dual-commitment conflicts.

Dependability

Dependability in qualitative research is very similar to the idea of reliability in quantitative research (Lincoln & Guba, 1985). An “inquiry audit” (Lincoln & Guba, 1985) was used by examining not only the processes that were used to conduct this study but also the final investigative product for consistency. Overlapping methods that were used to collect data for this study included, interviews, e-mail, member checking, and concurrence of the findings by one participant based on the two-page summary of the results, all lend themselves to aiding in establishing the dependability required. The required critical evaluation of the processes to collect data, analysis of the data, and developing a theory that is needed when evaluating a study's dependability was conducted (Shenton, 2004). Finally, a code-recode process was used in the study (see Petty, Thomson, Stew, 2012). This was accomplished by initially coding the data and then waiting approximately one week and then again reviewing the data and recoding it a second time and then compared the results. The results in both coding processes were consistent with each other.

Confirmability

Maintaining researcher objectivity is paramount to conducting research. Confirmability deals with to what extent the research can be verified by others. To help in establishing confirmability of this study, a journal was maintained and used where reflections could be recorded concerning thoughts relative to the data collected during the

data collection process. Note taking took place while the interviews were being conducted. During the data analysis process, categories, codes, and themes (see Shenton, 2004) were used.

Results

This section contains a summary of the findings for this multiple case study. The primary research question for this study was: How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct? To answer this question, it was divided into four sub-questions (*SQ*): (a) How are the union executive board members involved in the policy-making process that may have an impact on cooperation within the organization? (b) How does a police supervisor violate policy relative to misconduct investigations that result in discipline reductions? (c) How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce the organizational policy? (d) How is the organizational commitment of supervisors to enforce policies relative to conducting subordinate misconduct investigations impacted by their membership in their subordinates' union?

Themes

An analysis of the four identified areas of interest was conducted to answer the research question. This analysis yielded several themes for each area of interest. After the responses for each *SQ* were analyzed, coded, and themes emerged, these themes were compared and contrasted among all four *SQs* to identify any emerging themes between the groups. The themes that emerged were: (a) policy must benefit employee/union, (b)

communication and accountability failures, (c) organizational conflict, and (d), bifurcation of supervisors.

After all the data was initially coded, a one week waiting period took place, and rerecoding of the data occurred to ascertain if the results were different or not. The results did not change after the recoding process took place. Table 1 depicts the final identified themes.

Table 1

Final Study Themes

<i>Variable</i>	<i>Codes</i>	<i>Theme</i>
Policy-setting	Participatory One-sided Strained	Policy benefits employee/ union
Transparency and accountability	Inconsistent enforcement Leadership failures Favoritism by supervisors	Communication and accountability failures
Legitimacy	Favoritism Organizational discord Separation	Organizational Conflict
Union membership	Conflict of interest Dual conflicts Selective enforcement	Bifurcation of supervisors

When exploring each of the identified themes individually, a deep and rich description of the perceptions of the participants can best be put into perspective. The following discussions of the theme findings are provided.

Policy Benefiting Employee/Union

Questions 1, 2, 3, 4, 5, and 6 all sought to learn from the participants how the police union is involved in the organizational policy-setting process (*SQ1*). All participants agreed that a “meet and confer” between police management and the union was generally used for most policy-setting processes. Meet and confer is closely related to Sabatier and Jenkins-Smith (1988) ACF wherein consensus between coalitions with varying viewpoints can most often be obtained to establish or modify the policy. However, an interesting observation in the data included that all participants indicated that a police union and union membership interests were routinely a major point of discussion during the “meet and confer” process. This finding is consistent with the USDOJ (2003) who noted that officers feel a need to protect their own. Most participants described the “meet and confer” process as often adversarial. While most responses indicated that the policy-setting processes were strained, it was also pointed out that it is possible to work with a union to establish policy within their departments. This belief is supported by Sabatier and Jenkins-Smith (1988). However, they note that even though a consensus is gained, it requires time to adequately evaluate the effectiveness of the policy (Sabatier & Jenkins-Smith (1988)).

The following passages were taken directly from the interview guide for some participants relative to the police union’s involvement in policy-setting:

Chief N1. “The relationship at times seems adversarial in that board members focus seems to focus on employees’ needs over organizational needs.”

Chief C1. “Generally I think that the union wants to protect their officers and enforcement of policy on its face is stated, but not actually followed in most cases.”

Chief S1. “Collaborative as long as you have the right people involved. I think most of the time they appreciate being involved instead of “here is a new policy, live with it.”

Table 2 below depicts the themes developed for the union’s involvement in policy-setting.

Table 2

Union Involvement in Policy-Setting

<i>Questions (paraphrased)</i>	<i>Codes</i>	<i>Themes</i>
1. Union involvement in policy-setting	Involved One-sided	
2. Process used to set policy	Meet and confer	Participatory
3. General theme of union involvement	Union must win Protection of officers One-sided	
4. How does union support new policy	Must have buy-in Generally supportive Only if employee benefits	One-sided
5. All parties relationship during process	Strained One-sided Respectful with purpose Challenging	Strained
6. Policy-setting process described	Awkward Generally good Difficult	

Communication and Accountability Failures

In examining questions 7, 8, 9, 10, and 11, relative to transparency and accountability (*SQ2*), participant perceptions included supervisor's enforcing policy in an inconsistent manner and supervisors making unreliable supervisory decisions.

Participants indicated that communication failures and lack of supervisory accountability were also areas of concern relative to this question. Communication failures were noted in the data as such issues as supervisors failing to report violations up the chain-of-command, or by only providing limited information or "half-truths" to management regarding conduct issues. These communication failures speak directly to a lack of supervisory accountability and fall in line with Noelliste (2013) who, when discussing police officer accountability, noted how procedural errors could result in officers not being held fully accountable for misconduct. Supervisory "buy-in" regarding policy also came into question by several of the participants. At least three participants reported that the lack of "buy-in" by a supervisor and then the failure to enforce the policy, questions the authority of the management team's ability to issue certain departmental policies. In fact, one participant noted that when the union believes a policy is not lawful, or sometimes to "test the waters" regarding making efforts for management to rescind a policy, the union attorneys will get involved in an effort to convince the chief to modify or rescind a policy by threats of grievances or lawsuits.

The inaction of a supervisor to follow a policy established by the chief can have a direct and negative effect on organizational stability (Booth & Seligson, 2009), which is being observed by the participants in such ways as discipline reductions, low morale,

failures to comply with other policies by staff, and questions the legitimacy of a chief to establish organizational policy.

Most participants had observed the favored treatment of some employees by supervisors and indicated that not all employees receive equal treatment from their supervisors. For example, when asked in what ways supervisors violate policy relative to misconduct investigations that result in discipline reductions, several participants responded by noting:

Chief N2. “When they are in the same union, it is awkward for them. They have to investigate the complaint, know it is valid and then try to defend it. Depending on defense to charges, this can lead to ethical concerns on the sergeant that knows the defense is based on non-facts.”

Chief C1. “They have violated sections of Government Code 3300, and then the union attorneys call threatening to sue if we do not get rid of the information gained from the investigation that was in violation of the officer’s rights. Instead of understanding the officer violated policy, and support the organizational policy, the supervisor, in my opinion, purposely violates the Government Code to get the officer off, or at least lessen the impact of any discipline the officer might receive.”

Chief S2. “Because they are members of the same union it is better to protect the union/officer than exemplify leadership and supervision. It can be summarized as “us versus them.”

Table 3 below depicts the themes that emerged for this *SQ*.

Table 3

Participant Responses to the Issue of Transparency and Accountability

<i>Questions (paraphrased)</i>	<i>Codes</i>	<i>Themes</i>
7. Supervisor expression to enforce	Some good/bad Uses union to bring issues	
8. Failure to notify management	Some violations unreported Supervisors cover for staff Unreliable enforcement	Inconsistent Enforcement
9. Decisions affecting transparency	Failure to take responsibility Failure to take action Failure to engage conduct	Failed Leadership
10. Issues in conducting investigations	Understands MOU better Poor understanding of policy Favoritism if employee liked	
11. Protecting their own (union members) versus them	Favors officers Not exemplifying leadership Failure to supervise	Favoritism

Organizational Conflict

Questions 12, 13, 14, 15, and 16 related to *SQ3* which obtained the participants' perceptions of how the organization and managerial legitimacy is questioned by supervisors when choosing to enforce organizational a policy or not. Participants described that while they do not know specifically why a supervisor fails to fairly enforce organizational policy, several issues relative to improper policy enforcement emerged.

All participants described at least one or more issues that result due to supervisors failing to a enforce policy. These include, but not limited to, low morale, grievances,

threats of union legal action, and relationships become awkward or strained. Scholars have reported many of these issues in prior research, such as strained relationships as noted by Angle and Perry (1986). The following excerpts describe some of the comments from the participants' relative to organizational conflict theme.

Chief N3. "It causes a breakdown in morale. Rather than take ownership, it is a tale of two realities. Supervisors fail to see their role as leaders."

Chief C3. "I think supervisors get pressure from their union to cover for their troops. The troops complain of unfair treatment by some supervisors."

Chief S3. "Whenever policies aren't followed it causes problems. Supervisors must be consistent across the department, so there are a clear standard and expectation. This eliminates the perception of favoritism."

Refer to Table 4 below for themes that emerged.

Table 4

Participant Responses to Organizational and Managerial Legitimacy

<i>Questions (paraphrased)</i>	<i>Codes</i>	<i>Themes</i>
12. Questioning of legal authority	Members favored Willfully violate policy	Favoritism
13. Factors impacting policy compliance	Communication Buy-in Empowerment Laziness	
14. Lack of policy enforcement	Breakdown in morale Supervisor shopping Blaming each other Failure to see their role Destroys unit cohesiveness	Discord
15. Issues with inconsistent policy enforcement	Continued sub-standard work Inconsistent accountability Morale issues	
16. Possible issues with policy enforcement based on membership	Need to be separated Unification by union members	Separation

Bifurcation of Supervisors

When examining the alternatives to supervisors being members of their subordinates' union (SQ4), participants provided a variety of alternatives relative questions 17, 18, 19, 20, 21, and 22. In total, all participants agreed that bifurcation of supervisors from the investigatory process or the union was necessary to ensure fair, impartial investigations, enforcement of the policy, and the treatment of staff. Kehoe and Wright (2013) spoke to this very issue when they discussed how an employee that lacks an emotional attachment to the organization might very well violate policy. This belief

can hold true for a police supervisor as well. At least one participant believed that a police supervisor could enjoy membership in their subordinates' police union, but also acknowledged that steps to reduce any dual-commitment conflicts must take place such as removing the responsibility of supervisors to conduct investigations on their subordinates. Participants described a variety of recommendations in respects to making positive steps to eliminate dual-conflict issues for organizational police supervisors. Some of these recommendations are depicted in the comments below.

Chief N4. "Cut the snake off at the head! Remove the supervisors from the union or remove their responsibility for investigation of misconduct allegations."

Chief C4. "Remove the supervisors from their troop's union and either put them in a mid-manager's union or start a supervisor's union. Whatever happens, they should be removed so there is no conflict regarding the union, supervisor, and the organization."

Chief S4. "Outsource all conflict cases."

Table 5 below depicts *SQ4* themes that were developed during the data analysis process.

Table 5

Responses for Supervisors Membership in Their Subordinate Officer Union

<i>Questions (paraphrased)</i>	<i>Codes</i>	<i>Themes</i>
17. Ability to conduct misconduct investigations	Down-playing conduct Simple mistakes Not allowed to No impact	Conflict of interest
18. Supervisory dual-commitment conflict caused by membership	No impact Pressure from union Unification is issue Power in numbers	
19. Officers protect their own	Supervisors play favorites Not for major violations Selective when they do Not an issue Lack of enforcement	Selective enforcement
20. Mitigation methods	Own union Remove from employee union Do not allow to investigate same union personnel Professional standards unit Increased training Enhanced accountability	Bifurcation
21. Advantages/disadvantages of supervisors as members of union	Pass on management views No full-service supervisor Not assigned investigations No advantage to membership	Limitations
22. Supervisory commitment	Union Union during negotiations Organization	Union

Summary

This Chapter focused on the analysis, coding, theme development, and the results of data collected during this study. The data addressed themes specific to four areas of interest. The themes that emerged were strained relationships, inconsistent enforcement, leadership failures, favoritism, organizational discord, conflict of interest, selective enforcement, and bifurcation. The themes were narrowed through the use of thematic coding. The following overall themes emerged: (a) policy benefiting staff, (b) communication and accountability failures, (c) organizational conflict, and (d), bifurcation of supervisors. The research question: *How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct?* was answered by the themes that were developed through the examination of four subquestions that are listed below.

1. How are the union executive board members involved in the policy-making process that may have an impact on cooperation within the organization?
2. How does a police supervisor violate the policy relative to misconduct investigations that result in discipline reductions?
3. How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce the organizational policy?
4. How is the organizational commitment of supervisors to enforce policies relative to conducting subordinate misconduct investigations impacted by their membership in their subordinates' union?

The data collected from the participants depicted that the phenomenon is occurring at varying degrees of severity, but each participant confirmed that the

phenomenon was occurring. The data analyzed provided a depiction of how the participants understand the extent to which how a police supervisor's membership within their subordinates' union may affect the type or amount of discipline an officer receives for sustained misconduct violations. The results also suggest that supervisory membership in their subordinates' union may be possible if certain actions are taken to eliminate supervisory dual-commitment conflicts for police supervisors. Chapter 5 will focus on the interpretation of the research findings, study limitations, recommendations, implications, and conclusion of this study.

Chapter 5: Discussion, Conclusions, Implications, and Recommendations

The perceptions of chiefs of police were examined relative to concerning their understanding of how a police supervisor's membership in his or her subordinates' police union might impact discipline received by a subordinate. I investigated the participants' perceptions by exploring four factors that were believed to be connected to the dual-commitment conflict that supervisors may experience between their organization and their union. This chapter provides the interpretations of the findings of this study. I discuss this study's limitations and recommendations that were developed from analysis of the data. The implications of this study and the study's conclusion are also presented.

Interpretation of Findings

In examining the perceptions of the participants regarding dual-commitment conflicts with police supervisors and their membership in their subordinates' police union, and how this membership may impact employee discipline, four factors that were believed to contribute to the phenomenon were investigated. Based on the data analysis, each factor was found to have been related to the phenomenon that was occurring.

Policy-Setting

In exploring how the policy-setting process impacts the phenomenon under investigation, I examined the methods used by the participants to develop a new policy or make policy changes, and whether the police union was involved in the policy-setting process. I also examined issues such as how supervisors embrace these policies, how the participants viewed the union attitude regarding support of the new or modified policy, and whether management's expectation for policy enforcement was genuine.

The method used to establish policy is an interactive, meet-and-confer process involving the chief 's office and the police union (CGC, Section 3505, n.d.). Meet and confer is similar to the Advocacy Coalition Framework (ACF) described by Sabatier and Jenkins-Smith (1988) except that there are two coalitions involved in the policy-setting process compared to several coalitions in the ACF process. The meet-and-confer process involves union members working in concert to make their concerns known and get their position accounted for within a policy. Like the ACF process, the meet-and-confer process can be hostile at times between the groups. In the current study, the meet-and-confer process was described as being strained at times; however, the participants noted that it is possible to successfully maneuver through the policy-setting process. In evaluating the length of time it takes to properly evaluate the results of the new or changed policy, Sabatier and Jenkins-Smith (1988) noted that it can take years. The participants in the current study discussed how, depending on the supervisor and his or her acceptance of the policy, the policy may or may not be followed as expected by the policy-setter. The participants acknowledged that whether a policy is followed depends on the overriding interest of the union and whether the union members will benefit from the policy. The need for lengthy periods to evaluate a new policy is inconsistent with prior research such as Sabatier and Jenkins-Smith's (1988) study. Perceptions of the current study participants revealed that many supervisors would selectively enforce the policy or show favoritism to some staff early on after the policy had been established. According to the data, when there was an implied expectation that supervisors would enforce the policy as written, police chiefs had a genuine concern during the policy development and implementation phases that this would probably be an unrealistic

expectation. This finding is consistent with the research of Herbert (2006) who reported that police officers see themselves as a special group where the policies do not apply to them.

Participants in the current study indicated that some supervisors play favorites with employees. Some employees have policy violations overlooked by supervisors, while others are held to strict policy compliance and receive some form of discipline for violating policy. Participants also described other perceived supervisory issues such as failing to keep management properly informed and failing to engage employees when policy violations are observed. Based on the perceptions of the participants, policy-setting was related to the second factor: transparency and accountability.

Transparency and Accountability

How accountability and transparency apply to the phenomenon that is occurring is important in understanding dual-commitment conflicts, which require supervisors to make choices when prioritizing their commitment to the organization or the union membership. In responding to questions on accountability and transparency, participants indicated that often supervisors would sidestep accountability responsibilities by reporting issues to the union instead of performing their supervisory duties as required by their job description or department policy. The participants' described a perceived us-versus-them mentality by some supervisors. This mentality by some supervisors may be associated with the police subculture (see Willis & Mastrofski, 2017). Participants described a culture in which police union interests take precedence over organizational interests. For example, participants described instances in which supervisors would not report violations for fear of getting the employee in trouble, and later discussed with

other union members that they must take care of each other. Vink, Tummers, Bekkers, and Musheno (2015) described such behavior by public service personnel as normal when they were confronted with two or more responsibilities. Vink et al. (2015) also noted that choosing one interest over another will have costs associated with that choice.

The perception among the participants was that some supervisors may have conflicts in how they are supposed to act with subordinate union members and still support their organization as a supervisor. All participants indicated that supervisors would downplay misconduct, and some would fail to report violations or would engage employees who are violating policy. These actions are consistent with the finding by Vickovic and Griffin (2013) that supervisors do not always live up to the expectation of supporting the organization once promoted to supervisor. These perceived failures to act as a leader were described by the current study participants as the supervisors having a better understanding of their rights under their bargaining unit memorandum with their employer, and less of an understanding of their own organization's policies and regulations or their duties as a supervisor. Data analysis from the current study indicated that transparency and accountability are directly tied to the type and amount of discipline an officer receives, and that some supervisors have not lived up to the organizational expectations relative to policy enforcement and staff accountability. The participants provided data that indicated supervisors will play favorites with some employees and not report violations. They also said that some supervisors would withhold information from management when some officers violated policy. The lack of enforcement and reporting allow some officer misconduct to go unchecked or corrected.

Legitimacy

Like some coalitions within the ACF process that challenge the authority of the policy-setter (Sabatier & Jenkins-Smith, 1988), police unions can and often do challenge the authority of their chief of police relative to the policies that a chief establishes. The legal authority of a sitting chief to establish policies was not the focus of this inquiry because a chief's duty to establish policy is not only expected by city councils, staff, and communities, but there are also certain legal mandates that require certain policies to be established. The legitimacy factor addressed the participants' perceptions regarding a supervisor's belief that the organizational policy and authority of management is legitimate. The belief that a policy is not legitimate is grounded in a subordinate's beliefs that the policy-setter has no legal authority to implement such policy other than those that may be required by law.

The participants all indicated that at some point most supervisors willfully violate policy, and the reason for such violation among supervisors varies. Lack of buy-in on policy, laziness, or the failure to see their role as a supervisor were some of the perceptions noted by the participants for supervisors failing to enforce a policy. Some participants indicated that they believe that some officers will never be able to transition from a subordinate to a supervisor. Participants noted that some supervisors would never be able to come to a consensus that policy is implemented based on existing law, organizational needs, or necessity. According to participants, these supervisors will routinely have grievances with the organization regarding most decisions made by the management team, and will be vocal to their fellow union members when they disagree with management policy.

Bartels and Johnston (2013) found that a single grievance regarding a decision made by the U.S. Supreme Court may not be sufficient to cause the Court's legitimacy to come into question by some people. Numerous complaints by a group regarding the Court's decision may, however, call the Court's legitimacy into question (Gibson & Nelson, 2013). The participants in the current study perceived that when some supervisors believe an action taken against an employee is inconsistent with actions taken against other employees for similar violations, supervisors will complain to the union, council members, and in some cases community members about a chief's ability to take such action. This perception is consistent with findings from Van Craen and Skogan (2017) who noted that organizational legitimacy might be challenged by supervisors when they believe that the organization's procedural justice system is flawed in some manner.

Findings from the current study indicated that there is a perceived connection between the legitimacy of certain organizational policies and whether a policy may be complied with by police supervisors. When policy compliance is not enforced fairly across the organization by supervisors who play favorites with certain employees, fail to engage misconduct issues, or are lazy in their supervisory duties, the supervisor undermines the authority of a chief of police to establish a policy that governs employee conduct or other job duties.

Union Membership

Researchers have explored dual-commitment conflicts concerning employees and their organizations (Barling et al., 1990; Barling et al., 1992; Fullagar et al., 1991; Gottlieb & Kerr, 1950), but researchers had not explored supervisors who belong to their

subordinates' union, and how supervisors' membership in that union may affect their commitment to the organization and the union. In the current study, I examined the perceptions of the participants regarding how a supervisors' membership in their subordinates' police bargaining unit may impact their commitment to the organization. Specifically, I examined how this membership impacts police officers' disciplinary outcomes when supervisors investigate allegations of misconduct.

The interesting point for discussion regarding union membership by police supervisors is that most participants believed that supervisors could remain within their subordinates' union if certain duties were taken away from the supervisors. One participant noted that high profile cases that require investigation of employee misconduct should not be given to supervisors who belong subordinate officers' unions. Participants reported that outsourcing a high-profile case would achieve two goals. First, no conflict for the supervisor would exist in which the supervisor would have to choose between the interests of the organization and a fellow union member. Second, the idea of increase credibility for the investigation might be embraced by the community or department members. These are important considerations as there is a wealth of research that indicates police officers will do their best to protect their own (USDOJ, 2003). The data analysis also revealed that some participants believed that supervisors should not be allowed to investigate any misconduct by his or her subordinate union members, and all allegations of misconduct should be referred to a professional standards unit. The data indicates that the participants believe that supervisors cannot be trusted enough to investigate certain allegations of misconduct when they enjoy union membership with their subordinates'. The participants perceived that the supervisor's commitment was

generally geared toward the organization. Further, the participants noted that supervisors had a high commitment to the union when the issues applied to salary and benefits. While the data indicated that the participants perceived a high commitment to the organization, the data depicts a different image of where a police supervisor's commitment is directed.

How an employee feels regarding their commitment and obligation to the organization may be different based on their standing and position within the organization (see Vickovic & Griffin, 2013). These failures of effectively and fairly enforcing organizational policy call into question a supervisor's commitment to the organization as the decision whether to enforce policy or not is usually dependent upon what benefit fellow union members will gain.

Limitations of the Study

Limitations in qualitative research can be viewed as issues that a researcher cannot control (see Queirós, Faria, & Almeida, 2017). In this current study, there were three limitations that are worthy of discussion. The first limitation is the human factor of the participants. Atieno (2009) discussed how investigators must understand the framework in which the participants interpret their "thoughts, feelings, and actions" (p. 14). Participants provided a wide array of information that was able to be coded. This study was not designed to explore, in-depth, each participants years of service, positions previously held, and how past conflicts were resolved to fully understand their management style or how they interact daily with their supervisors or police unions. Management styles, experiences with union issues, and the resolution of those issues are important to understand. By understanding these issues, an explanation of why one

participant may have conflicting views regarding supervisory membership in subordinate unions than other participants might be learned.

Recommendations for Further Study

This area of research, other than this limited study, has virtually gone unexplored. This study was limited to only the perceptions and beliefs of chiefs of police as to why the phenomenon was occurring, and future exploration of the phenomenon may provide different perspectives by other study groups. Creswell (1998), as reported by Sinkovics, Penz, and Ghauri,(2008), noted that investigators should seek out those who can contribute to the evolving theory.

Future recommendations include conducting studies specific to police supervisors or unions to ascertain their perspectives regarding why this phenomenon may be occurring. Also, this study was limited to only agencies where police supervisors were a member of their subordinates' police union. Perhaps future study would include agencies where supervisors are not members of subordinate unions to ascertain if perceptions are different where no dual-commitment conflict exists. Future study regarding how a chief of police that has held a union board executive position within the police officers' union might impact a supervisor's organizational commitment could also prove informative and useful relative to the phenomenon being experienced. While qualitative studies can provide a deep and rich understanding of the participants' perceptions and beliefs, a quantitative approach may confirm just how wide-spread the dual-commitment conflict may be occurring within police organizations.

Implications for Social Change

Law enforcement is viewed by communities to be service providers that are called upon when help is needed. They are also the people that are called when a person feels that they did not receive a level of service that meets our service expectations. History has revealed a long-standing practice of police officers covering for their own and the research as shown that police officers view themselves as a special group of within society (Herbert, 2006). Supervisors are charged with the day-to-day oversight of their staff to ensure that policies are followed and that the staff meets their organization's minimum standards for providing services to their communities.

The implications for social change can be observed in increased organizational transparency and police accountability, which may assist in enhancing police-community relationships. The benefits of such enhanced relationships include improved police-community trust, increased crime reporting, enhanced community cooperation, and reductions in criminal activity within communities.

Implications

This study has identified that the participants believe that there are varying degrees of policy noncompliance when supervisors enjoy membership in their subordinates' police union. This study also identified that through thematic coding these same participants' perceptions revealed that policy setting, transparency and accountability, legitimacy, and union membership are all intertwined into noncompliance of policy for many supervisors. Figure 1 depicts the participants' perceptions as to which factors are related policy noncompliance by some supervisors.

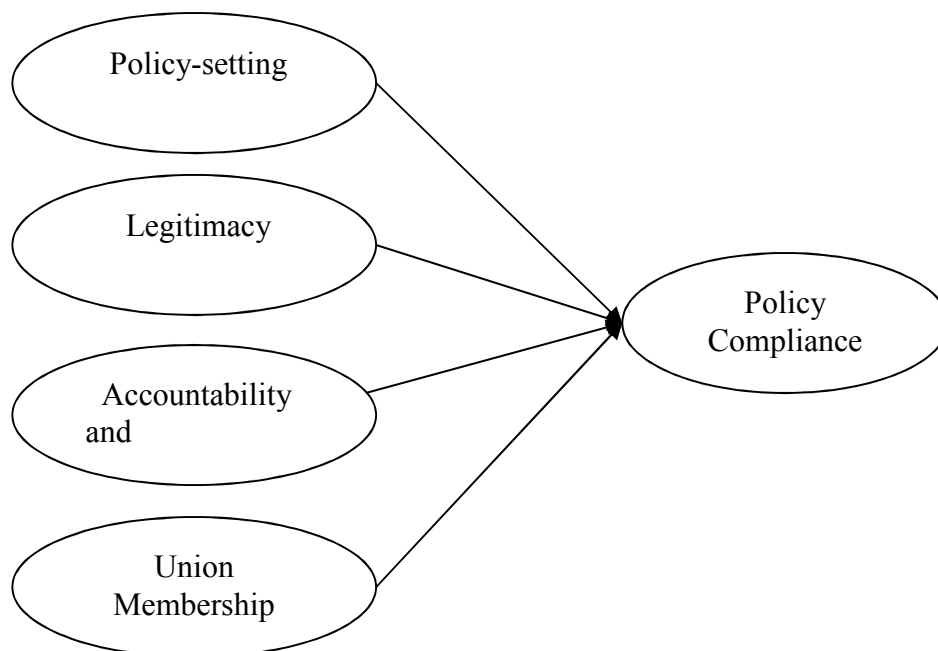


Figure 1. Participants' perceptions of factor relationships.

When answering the *RQ* "How does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct?", the conduct of some supervisors relative to the four variables examined in this study cannot be discounted. In this study, it was discovered that many of the supervisors who are members of their subordinates' union will play favorites to some employees while holding others fully accountable for their actions. Supervisors will fail to report violations by staff, and in some cases downplay misconduct of select officers.

Further, the participants perceive that many supervisors fail to understand their role within the organization as a leader, and will often fall back to their union in an attempt to have interference ran for them instead of showing the ability to lead. Additionally, there is a high probability that many supervisors will not enforce some department policies and this is to be expected, but not accepted by the chiefs that

participated in this study. To curtail these failures in the future, many participants believed that investigative duties for supervisors regarding misconduct for their staff should be limited or eliminated. If removal of a supervisor from these investigatory duties is required based on the participants' responses, it is because the results of misconduct investigations might be compromised by the supervisors. The end result of supervisors experiencing a dual-commitment conflict is that this conflict can negatively affect the type or amount of discipline an officer would receive for a sustained violation of misconduct.

Recommendations

There are internal challenges when police agencies go outside the department to recruit police supervisors in an effort to curtail procedural errors by supervisors and decrease dual-commitment conflicts. Hiring from the outside where the incoming supervisor is not known to their new subordinates may have an advantage. However, organizational morale and promotional opportunities are seen as a deterrent to conducting outside supervisory recruitments as the perception of employee growth may be decreased. Common ground must be reached that will afford officers the investigatory protections that they are entitled during misconduct investigations, while at the same time providing the organization and community with assurances that fair and impartial investigations are being conducted that ensures sustained wrongdoing does not go unpunished.

Understanding that dual-commitment conflicts exist and why they occur is an important first step in reducing the severity of the impact that it has on an organization. Dual-commitment conflicts will continue to exist within organizations unless change is implemented. When public trust and confidence in a police agency comes into question,

so can the agency's legitimacy to police. The research has shown that not all supervisors who are promoted from within the department's ranks will live up to the expectations placed on them by the organization. The findings of this study reflect that there is a perception among participants that a dual-commitment conflict exists when supervisors are members of their subordinate officers' union, and this conflict does negatively impact misconduct investigations and the resulting discipline for sustained acts of misconduct.

Further, dual-commitment conflict may continue within organizations if supervisors are to remain within their current union or if other steps are not taken to reduce the impact that the dual-commitment conflict causes. If supervisors are to remain in their subordinates' union, then oversight of supervisors that are assigned investigations or removal of the investigatory requirement from a supervisor's job requirement may be needed. If after taking steps to limit these dual-commitment conflicts for police supervisors and the phenomenon continues, removal from their current union may be a required next logical next step to curtail the conflict issue.

Conclusions

This multiple case study explored select chiefs of police perceptions and beliefs concerning whether a dual-commitment conflict existed for police supervisors when supervisors enjoyed membership in their subordinates' police union. Specifically, this study was concerned with whether this membership caused a conflict that could affect the type and amount of discipline an officer would receive for sustained misconduct investigations. The perceptions expressed by the participants provided a picture of certain inappropriate conduct committed by some police supervisors that was inconsistent with their roles and responsibilities as a supervisor. It was revealed in this study that policy

setting, transparency and accountability, legitimacy, and union membership all played some role in how a supervisor enforced policy, and ultimately how employees that violate policy may or may not be disciplined.

Policies that govern the conduct of all members of an organization are generally based upon the “collective ideas of the constituency” (Nickell & Roberts, 2014, p. 3). As such, dishonesty within the organization is viewed to be unacceptable behavior for police officers at all levels of the organization, and is embedded in legislative mandates, professional standards, and community expectations. Police departments spend countless training hours and funds each year to train their staff on these ideas, ideals, and legal mandates to ensure policy compliance is obtained and maintained. However, Nickell and Roberts (2014) noted that what an organization talks about cannot always be translated into action.

Failing to hold police officers accountable for not following policy can send a message to other officers and the community that there are no ramifications for violating policy, and that perhaps officers are above the law. Sending such a message can ultimately affect the trust that a community has with their police department. It is recognized that not every police supervisor will experience dual-commitment conflicts as a result of their membership in their subordinates’ police union, there is a great potential that many supervisors will experience conflict between their duty to enforce policy and their commitment to their union and fellow union members. Research has shown that even when a person is promoted to a supervisory position within their organization, they do not always live up to the organizational expectations placed upon them.

History and the literature has shown that where a community trusts their police, improved relationships exist. By reducing supervisory dual-commitment conflicts, increased officer accountability may take place. Police agencies that are transparent with their communities most often develop trusting police-community relationships were increased cooperation between the two groups exist (Laine, 2009; Rosenbaum et al., 2015).

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Appendix A: Study Invitation

Dear Chief:

My name is Mark DeRosia and I am a retired police chief residing in southern California and also a doctoral student at Walden University. I am recruiting municipal police chiefs for a very important study. I am conducting a qualitative study entitled “Dual Commitment: Exploring Police Chiefs’ Perceptions of Supervisory Membership in Subordinate Officer Unions.” This correspondence is designed to inform you of my upcoming research and seek your assistance by agreeing to be considered as a study participant. Your agency is not an invitee to this research as it is your perceptions only that this research is concerned with.

The study will explore whether or not a dual-commitment conflict exists for a supervisor between the organization and police union. In addition, I am specifically exploring how this membership effects policy enforcement during misconduct investigations of subordinates by police supervisors. I will interview each participant using specified questions. Each interview will be audio recorded and last approximately 45 minutes. At all times I will use pseudonyms and all information will be kept confidential.

Due to the nature of this study, I am only seeking to interview chiefs of police from departments where the police supervisors are members of their subordinates’ police union. I plan to begin collecting data by _____. In order not to inconvenience you in any way, it would be my plan to come to your location to conduct this short interview, or if a face-to-face interview is not possible due to travel, whether, or scheduling issues, a telephone or Skype interview with you.

If you decide to respond to this correspondence, please note that not all Chiefs’ of Police that meet the study inclusion criteria will be interviewed due to logistical and cost issues.

My goal is to interview nine chiefs from your geographic location and a total of 27 chiefs state-wide. Your time and consideration is greatly appreciated. Participation in my study will help me fulfill my requirements for a Ph.D. in Criminal Justice at Walden University. I look forward to hearing from you soon.

If you would like to be voluntarily participate in this study, please e-mail me at mark.derosia@waldenu.edu or contact me by telephone at 661-733-7733.

Sincerely,

Mark P. DeRosia, Ed.D.
Walden University Ph.D. Student

Appendix B: Notification of Selection and Request for Interview

Dear Chief _____,

Thank you for your response to my request for information regarding my study regarding concerning police supervisor dual-commitment conflicts between their police union and the organization as it would apply to policy enforcement, and more specifically, investigation of allegations of misconduct of their subordinate union members.

I wish to assure you that any information that you provide during this interview will be kept confidential, and when the study results are reduced to writing, your name will not be included in the final report. A one to two-page summary of the approved study will be provided to you.

I also wish to make it known to you that there are no hidden agendas in this study. With all the incidents regarding police accountability and trust that have surfaced over the last few years, this study will explore how a police supervisor's dual-commitment conflicts may contribute to some of the problems that are being experienced. As professionals within law enforcement, both past and present, we should look for ways to improve our relationships with our communities. The benefits of such review allow us to take a critical look at what we are doing and make improvements where needed, if any. If dual-commitment conflict does not appear to be applicable, this study will not have been in vain as focus on other issues that may contribute to the problem may be explored.

This study, once completed, will be a valuable addition to the existing research on organizational commitment by police supervisors, and hopefully provide some insight into how to improve this commitment. Attached is a copy of the Informed Consent regarding my study which provides a variety of disclosures that you need to be aware of and agree with. If you agree to continue your involvement and provide me with your experiences regarding organizational commitment, I would like to schedule an appointment so that you and I are able to meet.

I will be contacting you within the next two weeks to discuss a time, date, and location for your interview.

Very respectfully,

Mark P. DeRosia, Ed.D.
Walden University, PhD Student

Appendix C: Dual-Commitment Interview Questions

Agency Size (Sworn Officers) including the Chief of Police: _____

Your experience involved in union business:

Please describe any experience that you may have had serving as a union representative, shop steward, elected police union board member, or other position within an employee union or bargaining unit.

Research question (RQ-1):

Generally, how does supervisory membership in a subordinate's union affect the type and amount of discipline an officer receives for sustained violations of misconduct?

The following questions address specific issues based on what research has shown may have some relationship to commitment issues:

Policy Setting (Sub-Question 1):

Focus: How are the union executive board members involved in policy-making process that may have an impact on cooperation within the organization?

1. How is the police union involved in making policy for the organization?
2. What process is used to include their involvement, if any?
3. What is the general theme of the union when they are involved in policy setting? (i.e., protection of officers, compliance with policy, etc).
4. How does the police union deal with new or modified policy within their ranks, i.e., activity support it, fight it, etc?
5. How is the management-union relation described during the policy implementation planning process?
6. The policy setting process with union involvement can be best described as (a) pleasant (b) awkward (c) difficult. Please explain your response.

Transparency and accountability (Sub-Question 2):

Focus: How does a police supervisor violate policy relative to misconduct investigations that result in discipline reductions?

1. How do supervisors express their desire to enforce (or not) organizational policy to their subordinates?

2. Describe any incidents where supervisors kept information that may be vital to a management decision away from the management team?
3. What issues have you experienced regarding a supervisory decision regarding a policy that you have implemented that has affected transparency and accountability of a subordinate relative to potential discipline? Please describe.
4. What is the biggest issue that you have noted regarding a supervisor relative to conducting administrative investigations of misconduct on a subordinate? (i.e., does not understand the policies, law, or other).
5. It has been said that police officers will protect their own. What is your belief regarding this issue and why?

Legitimacy *Sub-Question 3*):

Focus: How is the organizational and managerial legitimacy questioned by police supervisors when choosing to enforce organizational policy?

1. How does your police union question the legal authority of policies you develop and implement?
2. What factors have impacted whether or not you obtain compliance by police supervisors regarding a policy you have implemented?
3. How has a supervisor's lack of taking a corrective action to a policy that you have set caused conflict in the organization?
4. What types of conflict has your office experienced due to inconsistent policy enforcement by police supervisors?
5. How is it possible for a supervisor to enforce rules on their subordinates' when they are all a part of the same union?

Union Membership (*Sub-Question 4*):

Focus: How is organizational commitment of supervisors to enforce policies relative to conducting subordinate misconduct investigations impacted by their membership in their subordinates' union?

1. How has a supervisor's ability to conduct administrative misconduct investigations been impacted by their membership in their subordinates' union?
2. How does (if at all) the union cause commitment conflicts between the organization and union for a police supervisor when the supervisor is a member of their subordinates' union.
3. Describe how you perceive the statement that a police supervisor will protect their officers' at all cost.
4. How could conflict issues for a supervisor best be mitigated?
5. What are the advantages (or disadvantages) of a supervisor being a member of their subordinates' union?
6. How would you describe a supervisor's commitment to:

- a. Field of law enforcement
- b. The organization
- c. Their union