ABSTRACT

HOLLIDAY, BRADLEY SCOTT. The Relationship Between Police Mission Statements and Measures of Organizational Effectiveness: An Exploratory Study. (Under the direction of Dr. James R. Brunet).

Organizational mission statements gained popularity in the 1980s and have since become ubiquitous in both public and private organizations. Much of the extant research on mission statements has been in the corporate and nonprofit contexts, leaving a gap in the public context. In particular, scholarly inquiry into police mission statements is scant. This study fills this gap by building a broad-scale database on contemporary police department mission statements, thereby creating baseline data for exploratory research. Content analysis of 110 police mission statements reveals ten distinct themes recurring across the sample. A customer-focused composite score is constructed to measure the extent to which each mission statement is written from a customer-oriented perspective. Leveraging propositions from Goal-Setting Theory (GST) and David et al.'s (2014) customer-focused Mission Statement Theory (MST), this study examines whether a link exists between the ten themes, the customer-focused composite score, and the desired measurable outcomes. Community and police satisfaction survey data, FBI UCR data, a safety index, and a quality-of-life index are used to measure outcome variables.

Relative to the customer-focused composite score, findings from the bivariate and multivariate analyses show a positive association between the composite score and overall community satisfaction in the police, indicating support for both GST and MST. As goal specificity, in the form of the customer-focused composite score, increases so does the measure of expressed satisfaction in the police department. These findings suggest mission statements may be a useful tool for bolstering measured outcomes when they have a high composite score (i.e., include many customer-focused themes). Police executives might consider examining their

mission statements for the presence of these key themes and whether they are linked to specific positive outcomes for the community.

Results from other statistical models are mixed. Three themes are associated with intended outcomes in the expected manner, thereby supporting the corresponding hypotheses. Six themes are related to their outcomes in a manner counter to expectations. For example, crime rates are higher, on average, in those jurisdictions where the police express the goal of reducing crime in their mission statement. This study lays the groundwork for future studies on police mission statements and provides guidance for police executives as they consider the themes communicated in their department's mission statement and how they are connected to their measured outcomes.

Keywords: mission statement, police administration, goal-setting theory, customer-focused, community policing

The Relationship Between Police Mission Statements and Measures of Organizational Effectiveness: An Exploratory Study

by
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DEDICATION

For Dad, whom I deeply miss. The world is a better place because you were here. Thank you for faithfully following Christ and exhibiting his character to everyone. You were steadfast, loyal, humble, gentle, generous, kind, and faithful. You were the best. I can't wait to see you again. When everything is made new, I hope we get to play catch in the backyard again. I still have your glove.

[H. Joseph Holliday, M.D., surgeon extraordinaire, July 20, 1945 – August 5, 2024]

BIOGRAPHY

I grew up in eastern Tennessee, where I graduated from the Christian Academy of Knoxville in 1994. I earned a Bachelor of Arts degree in Biblical Studies from Bryan College in 2001. After college, I enrolled at Southeastern Baptist Theological Seminary in Wake Forest, NC, where I earned two degrees – Master of Divinity in 2005 and Master of Theology in 2006. I also earned a Master of Science degree in Criminal Justice from the University of Cincinnati in 2013.

I joined the Durham (NC) Police Department in January 2008 and currently serve as the Assistant Commander in the Professional Standards Division, Internal Affairs Unit. I have experience in patrol services, criminal and administrative investigations, crisis intervention, training, and recruiting. I am a 2014 graduate of the Administrative Officer's Management Program (AOMP) (70th Session) at North Carolina State University.

I am an Adjunct Professor at Durham Technical Community College (Durham, NC), where I teach courses in the Public Safety Administration degree program. I also serve as an instructor in the Basic Law Enforcement Training (BLET) program at Durham Tech.

My wife, Olivia, and I reside in the greater Raleigh, NC area with our two daughters, Maddie (11) and Kalei (7). We enjoy spending time outdoors together and playing MarioKart. I am an aspiring Appalachian Trail thru-hiker with plans to complete the journey when I retire from law enforcement in 2031.

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Thank you to my wife, Olivia, who has stood by my side for twenty years. You have encouraged and supported me through every step of this journey. I hope the time spent on this degree over the past several years can now be substituted with more fun family adventures.

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CHAPTER 1: INTRODUCTION

Throughout American history, policing has evolved through several paradigm shifts. From the establishment of the first municipal police force in Boston in 1838 to the modern era of policing, the missions, tactics, functions, and technologies employed by police officers have been in a state of flux. The history of policing in the U.S. can generally be divided into three time periods: 1) the political era, 2) the professional (*or* reform) era, and 3) the community era (Kelling & Moore, 1988). During the political era, which lasted from approximately 1840 to the early years of the 20th Century, local politicians appointed and promoted police officers. As a result, the police were sometimes used for corrupt purposes by politicians. In exchange for being appointed as police officers, for instance, officers were known to openly advocate for certain politicians, while dissuading citizens from supporting others (Kelling & Moore, 1988). Officers patrolled their beats by foot, had little in the way of technological resources, and conducted rudimentary investigations, particularly as compared to current standards (Kelling & Moore, 1988).

Police reform came about shortly after the turn of the 20th century with the advent of the professional era. During this period, focus shifted from strong political influences and appointments to the development of eligibility and recruiting standards, including the civil service system (Kelling & Moore, 1988). As a result, the police began to be regarded for their "politically neutral professional competence" (Moore & Kelling, 1983, p. 49). Officers operated with clear objectives, such as reducing crime and arresting offenders (Kelling & Moore, 1988). The arrival of the automobile increased police efficiency in responding to calls quickly and enhanced their effectiveness in conducting preventive patrols (Kelling & Moore, 1988; Moore & Kelling, 1983).

While the professional era saw positive change in the evolution of American policing, room for development remained. The reform measures of the community era, which began to emerge in the 1970s, were grounded in the principle promulgated by Lum & Nagin (2017), which asserts that citizens' views of the police, including the degree to which they regard the police as trustworthy and legitimate, should be a priority consideration for the police. During this transition from the professional era, the police began efforts to connect with community members by engaging in relationship-building and granting the public a measure of input into police activities. The prevalence of the community-oriented approach was exemplified by the federal government's formation of the Office of Community Oriented Policing Services (COPS) in 1994. The guiding philosophy behind the COPS approach is that a strong collaboration between the community and the police is the best approach for addressing community problems (U.S. Department of Justice Office of Community Oriented Policing Services, n.d.). In support of this philosophical approach, Zhao et al. (2003) observed a significantly stronger emphasis on order maintenance and service to the community in law enforcement agencies that incorporated community policing programs into their efforts.

Although some aspects of U.S. policing have remained constant through the years, the historical development of the profession is characterized by change and reform (Mastrofski & Willis, 2010). As demonstrated by the three distinct eras, police priorities, goals, and tactics have evolved over the years. In addition to big picture reforms, change has also been generated because of specific historical events, particularly significant crisis events. The tragedy at Columbine High School in 1999, for example, altered the way police respond to active shooter events (Martaindale & Blair, 2019). Similarly, the 9/11 terrorist attacks spawned greater law enforcement attention to anti-terrorism (DeLone, 2007; Mastrofski & Willis, 2010; Wael, 2020).

The federal government, particularly the FBI, for instance, radically shifted its focus to include counter-terrorism efforts after the 9/11 terrorist attacks (Wael, 2020).

The observed changes from one paradigm shift to another and in the responses to certain crisis events illustrate the need to examine the overarching mission and goals of the police. While some functions have remained constant, some priorities and goals are ever evolving. For at least the last two decades, many U.S. police agencies have employed mission statements to express their goals, values, and priorities (Hickman & Reaves, 2006). An examination of contemporary police mission statements, including their primary themes, can provide insight to what the police see as their main function or role in society. Additionally, research can show whether the police are being effective in achieving their stated mission. Are these mission statements merely a collection of words with no meaningful impact on the daily operations of the police or is there a clear connection between the goals specified in the mission statement and the agency's overall performance? This study explores this topic by examining a broad sample of contemporary police mission statements and indicators of police effectiveness. While police effectiveness will be discussed later in some detail, it is important to note up front that this study regards effectiveness as the achievement of the primary desired outcomes (i.e., measured outcomes) as they are expressed in the context of the mission statement.

1.1 Problem Statement

In simplest terms, a mission statement is a written expression of an organization's purpose (Alegre et al., 2018; Macedo et al., 2016). That is, it communicates the reason for the organization's existence and the most important objectives that it seeks to accomplish. The mission statement provides direction for members of the organization, which can affect their behavior and inspire them to achieve the objectives (Blair-Loy et al., 2011; Darbi, 2012).

Mission statements gained popularity in the 1980s, particularly in the corporate context (Alegre et al., 2018). Subsequently, mission statements have become ubiquitous, both in public and private organizations, and are arguably the most utilized management tool by executives (Analoui & Karami, 2002; Blair-Loy et al., 2011; Rigby & Bilodeau, 2015). Since their rise in popularity over the last four decades, mission statements have been the topic of much scholarly inquiry (Alegre et al., 2018). Much of the extant research has been either descriptive or prescriptive rather than analytic in nature. As such, most research simply describes the content of mission statements or prescribes the elements that ought to be included in mission statements (Bartkus & Glassman, 2008). In a review of 141 mission statements of Fortune 500 firms, for instance, Morris (1996) developed several guidelines by which diversified firms might create more effective mission statements. A few studies, however, have dived deeper to empirically analyze organizational performance as a function of the mission statement. Germain and Cooper (1990) found a positive correlation between firms with a customer service mission statement and measures of customer service performance. Similarly, Green and Medlin (2003), identified a positive relationship between well-developed, thorough mission statements and an organization's financial performance.

The common thread through much of the mission statement research is that it has been conducted within the corporate context (Blair-Loy et al., 2011). Mission statement research within the public sector is not nearly as prolific, with the policing context being particularly narrow. DeLone (2007) and Morreale and Lambert (2009) were among the first to conduct content analyses of police mission statements. They analyzed a selected sample of mission statements to determine the extent to which counter-terrorism and homeland security themes were included in the aftermath of the 9/11 terrorist attacks. More recently, Dario et al. (2022)

collected and analyzed a national sample of police mission statements to assess which styles of policing were primarily communicated in the context of the mission statement. Currently, no study has empirically tested the nexus between the police mission statement and organizational effectiveness (i.e., primary desired outcomes). This study fills that void.

In their review of the mission statement literature, Alegre et al. (2018) noted that statistical analyses employed in most research articles consisted primarily of "very basic descriptive statistics and mean comparison *t*-tests" (p. 469). Inferentially, more sophisticated statistical analyses are lacking. After reviewing the extant literature, further mission statement research is warranted, particularly in the context of policing, as it pertains to both content analysis and the correlation between the mission statement and organizational performance. To fill this gap, this study uses a uniquely crafted dataset to analyze the mission statements from 110 police agencies to uncover contemporary policing objectives, including major themes, and to assess the relationship between mission statement objectives and policing outcomes. In order to realize these purposes, this study identifies the predominant themes that exist across a broad sample of police mission statements and analyzes whether these objectives are meaningfully accomplished by way of measured outcomes.

Finally, the general lack of theory in mission statement research presents another gap in the literature. Alegre et al. (2018) noted, "one of the main gaps this literature presents is the lack of a theoretical corpus in which to be grounded" (p. 469). They identify the need for theoretical frameworks in mission statement research as a path for future research. Accordingly, this study addresses this gap in the literature by building a theoretical framework to analyze the relationship between police mission statements and departmental outcomes.

1.2 Background

Several questions guide all mission statement research investigations: 1) How do you study mission statements? 2) What are the major issues surrounding the study of mission statements? and 3) How are mission statements typically developed? As a way of providing background for the current study, this section will provide some answers to these questions, most of which have been documented in the literature. The current state of police mission statement research is presented, followed by a statement of purpose and specific research questions.

At least three clear trends emerge for the study of mission statements in the literature. First, analyses of content are the most common. In these studies, researchers examine key words, themes, specificity, brevity, and occasionally the length of statements. Comparisons and contrasts may also be made with other statements from similar groups. A benefit of this approach is the opportunity to document the major themes indicated in the mission statements from several organizations within a given industry. As a result, the major goals and objectives of an entire industry will emerge more clearly than if only a small sample were examined.

Second, a precedent is established in the literature for studying the nexus between mission statements and organizational effectiveness. Since mission statements delineate the major goals and objectives the organization hopes to achieve, researchers naturally want to know whether those goals are realized. In the literature, outcomes such as financial performance and customer service measures, which are discussed in more detail in Chapter 2, are calculated as functions of the mission statement (e.g., Bartkus et al., 2006). A benefit of this approach is that it offers insight into the organization's effectiveness at achieving its goals. As a result, executives may consider revising their mission statements, placing a greater emphasis on them, or ensuring enhanced employee commitment to the organization's mission.

Third, given the heavy research emphasis on corporate mission statements in the management literature, the primary approach to studying mission statements has been to examine the extent to which they focus on customer service delivery. Generally, these studies explore one or more of the following themes: 1) the identification of who the customer is in the mission statement, including the significance of the specific language chosen to refer to the customer, 2) the description of the services provided to the customer, and 3) the outcome the organization hopes to achieve for the customer by the services provided. By focusing on the customer in their statement of purpose, organizations may bolster their profitability and effectiveness. This customer-focused approach to the study of mission statements provides a particularly solid framework for the current study in the policing context, which will be discussed in more detail in the next section.

In addition to these approaches to the study of mission statements, Desmidt et al. (2011), in their meta-analysis of the first 20 years of mission statement research, identified seven specific ways mission statements have been operationalized in the literature. They divide these seven categories of operationalization into two groups: 1) a static focus and 2) a process focus (Desmidt et al., 2011). The static focus group includes those research studies which have operationalized mission statements by the mere presence of a mission statement, the components of the mission statement, and the quality of the mission statement. Quality is determined by the extent to which a mission statement, including its specific components, is congruent with the "theoretical ideal" mission statement (Desmidt et al., 2011, p. 475). A quality mission statement, then, contains most, if not all, of the specific components that would be included in the ideal statement.

The process focus group includes those studies that have concentrated on mission statement drivers, the development process, attitudes toward mission statements, and organizational alignment with mission statements. In the first type, researchers examine the motives and reasons (i.e., drivers) why managers develop mission statements. As Desmidt et al. (2011) noted, one of the core assumptions in these studies is that effectiveness may be a function of the reasoning for the mission statement at the outset.

Another process method of mission statement analysis focuses on the manner in which the statements were developed, which can include the methods used in mission development, the participants in the process, and other process characteristics (Desmidt et al., 2011). Important development processes may include the determination to include certain internal stakeholders, external stakeholders (e.g., community members), or the formation of a committee. Cochran et al. (2008) proposed a framework for developing an effective mission statement, which included a four-step process: 1) Orientation, 2) Component Analysis, 3) Communication Analysis, and 4) Applicability Analysis. Their helpful guide describes the importance of identifying the appropriate persons who should be involved in the formulation of the mission statement, the specific components to include, the need to ensure the statement is communicated effectively, and the need for the statement to be applicable in a variety of situations.

The final two methods for mission statement operationalization in the literature bear similarities. Some studies have examined employee attitudes toward the mission statement, which can include the degree to which employees are satisfied with the mission and committed to it. Attitude and commitment are important since they may have implications for performance (Desmidt et al., 2011). Similarly, the final type explores the extent to which management

systems within the organization are aligned with the mission statement. The higher the measure of congruence between the two, the more performance will be increased.

With a primary focus on mission statement themes and content, including their correlation to measured outcomes, the present study is best classified as a static investigation. As such, ample room remains for future research to study police mission statements from any of the other approaches discussed above. The following sections describe the current study in more detail.

1.2.1 Police Mission Statement Research

As in the private sector, many police departments have adopted mission statements over the past several years. At least as early as 2003, most of the largest U.S. police departments had a mission statement (Hickman & Reaves, 2006). Data collected from the 2003 Law Enforcement Management and Administrative Statistics (LEMAS) survey indicate 100% of agencies serving populations of 500,000 or more had a mission statement and 67% of the total surveyed departments had a mission statement (Hickman & Reaves, 2006). Nearly half (47%) of the total surveyed departments incorporated a community policing theme into their mission statements, while 20% did not incorporate such a theme (Hickman & Reaves, 2006).

Despite the extensive use of mission statements by U.S. police departments, scholarly research on police mission statements is scant. A search of several scholarly databases at the outset of this study yielded just two papers specifically related to police mission statement research. Both studies measured the extent to which police mission statements incorporated themes of terrorism or homeland security in the aftermath of the 9/11 terrorist attacks. In the first study, DeLone (2007) obtained mission statements from each of the 50 largest police departments in the United States. Since a secondary objective of his study was to determine the

ease with which mission statements could be located on agency websites, DeLone (2007) retrieved all 50 mission statements from departmental websites. He obtained statements in 2004 and again in 2006. He observed that none of the mission statements in his sample contained terrorism themes in 2004. In 2006, however, the Washington, D.C. Metro police department had incorporated such a theme, but was the only agency to do so. DeLone (2007) also discovered the majority of departmental mission statements could be located on agency websites within one or two clicks.

About two years later, Morreale and Lambert (2009) conducted a similar study to determine whether police agencies were incorporating homeland security initiatives into their mission statements and leadership strategies since 9/11. Like DeLone (2007), Morreale and Lambert (2009) also observed that almost none of their sampled police departments in the New England region modified their mission statements to reflect a focus on homeland security. Likewise, the feedback they received from surveyed police officers also revealed that homeland security was not being emphasized in their agencies as a mission to be pursued.

In a recent study, Dario et al. (2022) analyzed a national sample of police mission statements, which revealed dominant themes found in contemporary mission statements. Their research classified mission statement themes and patterns according to Wilson's (1968) model for policing styles to understand how departments present themselves in the context of their mission statements. According to Wilson's (1968) typology, Dario et al. (2022) placed observed themes into the three styles of policing (i.e., watchman, service, and legalistic). Overall, they found that 84% of their observations fit into at least one of the three categories, showing Wilson's (1968) model for policing to be relevant still. Service themes, which focused on community policing strategies, were the most prevalent, while legalistic themes, such as

enforcing the law, were the least. Additionally, they observed a fourth theme category, which they named *Legitimacy.* This category captured themes with an "outward-facing orientation toward public perception" (Dario et al., 2022, p. 899) that would not otherwise fit into one of Wilson's (1968) three types. Legitimacy themes, such as values and professionalism, accounted for the remaining 16% of their observations.

These three studies are the clearest examples of police mission statement content analyses to date. While they are distinct in their focus, they yield insight into the nature of police mission statements, both their content and the degree to which they might change to reflect new objectives. Still, further analysis of police mission statements is warranted, particularly since no study has probed the nexus between mission statement themes and organizational effectiveness (i.e., achievement of desired and measurable outcomes).

1.3 Purpose Statement

As noted earlier, the law enforcement mission has evolved throughout the years, as the history of policing in the United States reveals. Currently, the public requests police assistance for a wider variety of issues, problems, and concerns than perhaps any time in history. Every day, police officers routinely handle a variety of calls ranging from traffic collisions to missing persons to suspicious deaths to property disputes between neighbors. Given the multifaceted expectations placed on the police, it is necessary to define the mission of the police. That is, what specifically do the police hope to accomplish? What is their core function? Since the police mission is ever evolving and contemporary police officers are tasked with more responsibilities, an examination of current police mission statements is warranted. Therefore, the first purpose of this study is to chronicle the major themes included in contemporary police mission statements.

Next, this study moves to analyze police performance outcome indicators of effectiveness as a function of mission statement themes. Analyses like these are well-supported in the literature, though most are in the corporate context. The link between mission statements and organizational effectiveness has been demonstrated in firm financial performance (Bart et al., 2001; Green & Medlin, 2003) and in customer service outcomes (Germain & Cooper, 1990). Given the support for these types of analyses in the literature, the second purpose of this study is to examine whether police departments are effective at achieving their mission. The idea is to learn whether departments which specify a particular goal in their mission statement are more effective at attaining that goal than departments which do not include that goal in their mission statement. Again, this element of the study also fills a gap in the literature.

1.4 The Current Study

After reviewing the background and development of mission statement research over the past few decades, the need for exploratory research of police mission statements is apparent. Additionally, an examination into whether the police are effectively achieving the goals set forth in their mission statements is warranted. David et al. (2014) proposed that future mission statement research, including examinations of the nature and role of mission statements, should be applied "across industries" (p. 107). Similarly, Alegre et al. (2018) emphasized the notion that mission statements hold value for all organizations, not merely those typically studied in the literature. This study is among the first to answer this call in the context of policing, thus filling the gap in the literature. To guide the research, the following research questions are presented.

1.4.1 Research Questions

This study seeks to answer the following research questions:

RQ_1: What are the major themes found in contemporary police mission statements? That is, what do the police see as their most important goals and objectives as delineated in their mission statements?

RQ_2: Is there a correlation between police mission statement themes and desired outcomes? For example, are communities more likely to experience lower rates of property crimes when the police set the goal of reducing property crime in their mission statement? This question can be applied to each of the mission statement themes.

RQ_3: Alegre et al. (2018) noted the many opportunities available for future research given the overall lack of a theoretical link in much of the research. Following their proposal, the current study asks, in accordance with theoretical perspectives presented in the next chapter, whether citizens are more likely to express greater measures of satisfaction in the police when the police specify, in their mission statements, who their customers are and link desired outcomes to the customers.

1.5 Significance and Relevance

The police mission statement is the clearest and most concise declaration of the major objectives and goals the organization hopes to achieve. Examining whether police departments are effectively accomplishing their mission is a worthwhile inquiry. Therefore, the foregoing research questions are important. The findings in this study may offer support for one of the theories presented in Chapter 2. The findings may also have implications for executive management as they consider drafting (or re-drafting) their organizational mission statement. Additionally, the mission statement may have significant influence on employee behavior, including their level of integrity and the quality of service they provide to community members

(Darbi, 2012). This study both synthesizes and chronicles the major contemporary missions of the police and determines whether these statements are associated with enhanced effectiveness.

1.6 Delimitations

While this research contributes to the extant body of mission statement literature, it is subject to some noteworthy limitations. Rather than making observations longitudinally over the course of several years, this study makes cross-sectional observations for each of the agencies included in the sample. As a result, caution should be used for any assertion of causation. Instead, findings from this study may only show an association between mission statement themes and intended outcomes. Since an analysis of police mission statements like this has not yet been conducted, however, the cross-sectional nature of this study provides a viable starting point for additional research in the future.

Further, with more than 17,000 state and local law enforcement agencies operating in the U.S., the sample of 110 agencies used for this study is small in comparison. Agencies included in the sample were not selected at random, but were chosen primarily because data germane to this study were available for them. This study neither attempted to identify mission statements for every municipal police department in the U.S. nor did it attempt to identify police agencies which have not adopted a formal mission statement. Therefore, this study offers no comprehensive analysis of police mission statements and it does not provide a comparison between those agencies with mission statements and those without. The generalizability (external validity) of these findings is limited by the size and selection of included cases in the sample.

For each agency in the sample, mission statements were located on the agency website, either directly on the police department's home page or on departmental annual reports, which were accessible on the website. In every case, the statement was clearly identified as the

organization's mission statement. In many cases, agencies also adopted vision statements in addition to their mission statements. Vision statements are distinct from mission statements in their temporal orientation. Mission statements focus on current or near-term pursuits while vision statements have a more future, aspirational orientation. This study did not collect or analyze the vision statements, which is a potential limiting factor. However, given the broad precedent for mission statement specific research throughout the literature over the last several decades and the gap in police mission statement research, this study makes a unique contribution nonetheless. The analysis of police vision statements should prove fertile ground for future studies.

While each of the mission statements were made available online, it is unclear to what extent they are posted or publicized within each agency and each community. Mission statements that are prominently displayed in agency buildings, well-known among personnel, and often recited may be associated with more effective outcomes and mission fulfillment. This study did not account for these factors but offers it as a suggestion for future research. Similarly, this study made no attempt to make a connection between the content of mission statements and the actual practices of the organization. That is, it did not attempt to discern whether agency personnel are actively engaged in practices specifically designed to accomplish their mission. Also, the process by which mission statements were formulated is not the subject of study here. Finally, the precise inaugural year or date for each of the mission statements could not be identified, which presents another limiting factor.

1.7 Assumptions

A few assumptions were made within the context of this study that should be noted. These assumptions must hold true in order to maintain the study's reliability. First, it is assumed that information contained on departmental websites is accurate and current. Specifically,

mission statements posted on agency websites that were clearly identified as mission statements were accepted as the current official statements for each agency. Information on websites was presumed to be current and accurate.

Second, since this research uses survey data to measure some dependent variables (discussed in more detail in Chapter 3), perceptions of respondents are presumed to be comparable across jurisdictions. For instance, it is assumed that what people perceive to be equal treatment from the police is the same in Sacramento, CA as it is in Raleigh, NC. While regional differences certainly exist throughout the United States, indicators of equal treatment by the police toward all persons should remain the same. Similarly, citizen perceptions of police trustworthiness are assumed to remain constant across jurisdictions. That is, there is no reason to believe that respondents in Toledo, OH hold their police to lower standards of trustworthiness than do respondents in Richmond, VA.

Finally, actions and outcomes that constitute "quality police service" are presumed to be comparable throughout all cities in this study. In particular, citizen perceptions of the quality of service provided by the police are believed to be comparable. The concept of quality police service is a matter of some debate since not all people agree on what exactly the police ought to do. For those who hold the police ought to be proactive, they might look to arrest rates or number of traffic stops to adjudicate quality service. For others who believe the police ought to be building relationships with the community, they may be more likely to look at police participation in community events to determine quality service. In general, this study assumes that perceptions and measures of quality police service are consistent across municipalities.

1.8 Organization of the Study

The remainder of this dissertation is presented in four chapters. Chapter 2 evaluates the extant literature on mission statement research, paying particular attention to those studies having implications for this research. The theoretical framework is also presented in Chapter 2. Chapter 3 describes the data and analytical strategy employed by this study, including both content analysis and the statistical method. Testable hypotheses are also presented in Chapter 3. Findings from the statistical analyses are presented in Chapter 4 followed by conclusions and implications of the study in the final chapter.

CHAPTER 2: THEORY & PRIOR RESEARCH

The following review of relevant prior research provides a foundation for the present study by placing it within the context of the extant literature. As indicated earlier, a key contribution of this research is that it fills a gap in the literature by thematically analyzing contemporary police mission statements and measuring police organizational effectiveness (i.e., achievement of desired outcomes) as a function of the agency's mission statement. In order to attain a higher degree of certainty that no pertinent research was overlooked, the following databases were queried: 1) Google Scholar, 2) Web of Science, 3) Summon, which combines several different databases of articles and other documents with NC State University's library catalog, and 4) ProQuest. The following review provides a general overview of mission statement research, particularly those studies examining the link between mission statements and organizational performance. Additionally, a sketch of police effectiveness as it has been measured in the literature is also included. This review of the literature is organized thematically, beginning with general mission statement research while leading into research more specifically aligned with the current study.

2.1 Overview of Mission Statement Research

Once mission statements were popularly implemented by private corporations in the 1980s, researchers began studying them from a variety of viewpoints. Many of these studies analyzed the content of mission statements and were either descriptive or prescriptive in nature (Alegre et al., 2018; Bartkus & Glassman, 2008). Descriptive studies have outlined the components that are typically included in mission statements, while prescriptive studies have expressed the components that should be included in a mission statement (Bartkus & Glassman, 2008). Alegre et al. (2018) have provided a valuable contribution to the literature with their

systematic review of mission statement research, which essentially serves as documentation for the current state of mission statement research.

In their study, Alegre et al. (2018) observed that the research on mission statements has substantial room for further advancement. In particular, they noted that the majority of the quantitative mission statement studies employed "very basic descriptive statistics and mean comparison *t*-tests" (p. 469). The current study adds to the literature by employing a more sophisticated analytical strategy, which is described in detail in the next chapter. Also, Alegre et al. (2018) asserted that mission statement research should be expanded into contexts other than corporate and nonprofit, which this study does by examining police mission statements. They also noted that mission statement research could benefit from theory building and testing as that has generally been lacking in the extant literature. The following section presents four studies that have incorporated theoretical frameworks into their mission statement analyses.

2.2 Theory in Mission Statement Research

Another gap in the mission statement literature is the general deficit of theory building and testing (Alegre et al., 2018). The very nature of mission statements lends itself to being viewed through the lens of practitioners, particularly since mission statements are widely used as management tools (Analoui & Karami, 2002; Blair-Loy et al., 2011; Rigby & Bilodeau, 2015). Despite the practical nature of mission statement research, the opportunity for theory building and testing is available and a few studies have applied theory in this context. Alegre et al. (2018) noted that a "clear avenue for future research is to reinforce the theoretical framework related to mission statement research" (p. 469). This study fulfills this suggestion by applying and testing propositions from both Goal-Setting Theory and David et al.'s (2014) Customer-Oriented Mission Statement Theory. The following paragraphs present prior research that has applied and

tested theories in the examination of mission statements. Table 2.1 summarizes the selected research.

In a recent study in the discipline of linguistics, Mengqi et al. (2018) examined 118 corporate mission statements through the lenses of speech act theory and adaptation theory. In their application of speech act theory, they divided mission statements into five separate categories: assertives, directives, commissives, expressives, and declarations. They found that none of the sampled mission statements contained language that could be classified as either directive, expressive, or declarative. That is, the mission statements offered no directives to their intended recipients to take a specified action. They made no declarations in the attempt to immediately alter a current state of affairs. And, as generally objective statements, they did not express a psychological state. Assertive speech, on the other hand, accounted for 85% of the mission statements studied in that they made statements of truth and ideas and provided general information. The remaining 15% were comprised of commissives, which are speech acts designed to "commit the speaker to some future course of action" (Mengqi et al., 2018, p. 84). A commissives example in the context of policing would be "to enhance the quality of life."

In terms of adaptation theory, Mengqi et al.'s (2018) study examined the extent to which corporate mission statements adapt to the needs of the customer. That is, they consider whether the statement was customer-oriented, which is similar to theoretical propositions offered by David et al. (2014). Overall, they found the majority of sampled mission statements showed adaptation to customers as evidenced by frequently used words such as *customer*, *society*, *shareholder*, *serve*, and *provide* (Mengqi et al., 2018, p. 86). Their study offers an interesting perspective through the lens of linguistics. Given their attention to customer-focused language contained in the mission statements, a provocative follow-up study would examine the

correlation between customer-focused language in the sampled corporate statements and measures of customer satisfaction.

More recently, Maynard et al. (2020) examined the correlation between organizational mission statements and conservation strategies and practices through the lens of organizational identity theory. They compiled data from 173 zoos and 38 aquariums in North America. From this sample, they compared data gathered from mission statements with three conservation strategies: 1) the total amount of grant funding provided by each zoo, 2) the total number of partner organizations, and 3) the total number of projects for each zoo. Since organizational identity theory proposes a connection between an organization's mission and its practice, and since the mission statement represents a key ingredient in the identity of the organization, Maynard et al. (2020) posit a positive correlation between conservation practices and the measure of conservation themes contained in the sample of mission statements. Overall, they did not find support for organizational identity theory in the manner in which they tested it since they did not observe a significant correlation between the variables. Their study, however, makes a unique contribution given its application of organizational identity theory to mission statement research and its construction of a unique dataset from which to test the propositions.

Blair-Loy et al. (2011) conducted a similar study in their examination of the relationship between mission statements and organizational practices. Their study made a unique contribution by using as its dependent variable the presence of quality work-life practices for employees, which was previously unstudied. Through the framework of institutional theory, they sought to discover whether firms' mission statements with high quality work-life practices varied significantly from those firms without such practices. They used a sample of 41 publicly traded financial services firms to conduct their analysis. To establish the presence of work-life

practices, the authors included those firms appearing in the *Working Mother* magazine's top 100 list of best companies for employed mothers. Additionally, they incorporated data from the Kinder, Lydenberg, Domini, & Co.'s (KLD) ratings pertaining to firms' work-life practices.

Table 2.1
Examples of theoretical frames in mission statement research

Study	Theory	Unit of Analysis	DV	Theory Support
Mengqi et al. (2018)	Speech Act Theory/ Adaptation Theory	Mission statement content	Conceptual (Non-Empirical)	Supported
Maynard et al. (2020)	Organizational Identity Theory	211 zoos/aquariums (organization-level)	Grant funding, partner organizations, and projects	Not supported
Blair-Loy et al. (2011)	Institutional Theory	Financial services firms (organization-level)	Work-Life Practices	Supported
Van Nimwegen et al. (2008)	Stakeholder Dependency Theory/Resource Dependence Theory	490 companies (organization-level)	Resource Providing stakeholders addressed in MS	Supported

From their analysis, Blair-Loy et al. (2011) observed a positive correlation between firms with established work-life practices and the measure to which their mission statements placed an emphasis on employees. Conversely, firms with lesser work-life practices were more likely to emphasize profits or performance in their mission statements. The results of their study lend support to institutional theory in that firms with enhanced work-life practices also showed a focus on employees in their mission statements. The similarities between these firms are suggestive of mimetic pressures (i.e., the tendency of organizations to imitate one another) as these firms strive for survival and legitimacy.

Van Nimwegen et al. (2008) took somewhat of a different approach than most studies in that they placed mission statement content as a dependent variable in their analyses. Using

stakeholder dependency theory and resource dependence theory as guiding frames, they estimate the correlation between the importance of stakeholders (e.g., employees, customers, community) to the company and the inclusion of these stakeholders in the company's mission statement. They found that, on average, stakeholders who provided more resources to the organization were more frequently addressed in the organization's mission statement than those stakeholders who did not provide the needed resources. As a result, suppositions from both resource dependence and stakeholder dependency theories were supported by their findings. They suggest future studies on mission statement content be "based on the dependence of the company on stakeholders, rather than the dependence of stakeholders on the company as used in previous studies" (Van Nimwegen et al., 2008, p. 77). Their study offers a unique perspective by calculating mission statement content as a function of stakeholder groups.

These studies represent some of the few that have developed and tested theoretical frameworks in the study of mission statements. Each makes a unique contribution to the literature. Nonetheless, gaps remain and further theoretical exploration is warranted. For instance, no study has applied or tested a theoretical frame in the context of the police mission. The following section begins by discussing theoretical frameworks applied in extant studies of police effectiveness. Then, the theoretical framework employed by this study is presented.

2.3 Theoretical Framework For This Study

Examining the theoretical link between mission statements and the achievement of organizational goals and objectives may provide insight into organizational performance; that is, it may guide our understanding as to why some police departments are more effective than others. While some studies have examined the theoretical link between mission statements and performance (Bart & Baetz, 1998; David et al., 2014), no study has applied the same framework

to the policing context. The current study employs theoretical propositions from both goal-setting theory (GST) and David et al.'s (2014) customer-oriented mission statement theory (MST) to explain variations in organizational performance objectives. Specifically, this study assesses whether the existence of specificity and customer-oriented themes in a mission statement will bolster effectiveness.

Prior use of theory in the study of police performance and effectiveness can be observed throughout the literature. Boateng (2018), for instance, examined the relationship between measures of police performance and citizens' attitudes toward the police through the lens of performance theory, which suggests that citizens are more likely to trust high-performing organizations (Espinal et al., 2006). Boateng (2018) found support for the theory when he observed in his empirical study that, in general, "as citizens' trust and confidence in institutions increase, their perceptions of institutional performance increase" (p. 177). In an earlier study, Boateng (2014) examined the relationship between perceived organizational support and police officer effectiveness through the lens of organizational support theory. He observed that officers who believe their agency values their contributions and well-being are more likely to be high performers. In other words, his study found that organizational support is positively associated with officer effectiveness, which is consistent with the propositions of organizational support theory.

Human capital theory has also been employed to assess police organizational performance as a function of voluntary officer turnover. In accordance with human capital theory, Hur (2014) argued that police agencies incur costs when officers, in whom agencies have invested time, training, and resources, voluntarily separate from the agency. Additionally, Hur (2014) theorized that voluntary turnover would be positively associated with violent and property

crime rates within the sample of municipalities. His study found support for human capital theory and showed a strong positive association between voluntary turnover and crime rates (i.e., organizational effectiveness).

While several studies have used theory to explain police organizational effectiveness (the aforementioned are merely a few), there is a dearth of research examining theoretical links between mission statements and performance. Again, Alegre et al. (2018) noted the lack of theory in mission statement research as one of the main gaps in the literature. Accordingly, they recommended future research should construct theoretical frameworks for studying the relationship between mission statements and performance. This study does that by incorporating two theoretical frames, which are detailed in the following sections.

2.3.1 Goal-Setting Theory (GST)

Having established a precedent in the extant literature for the use of theory to explain police organizational performance and effectiveness, we now turn to the present study. This section describes the major propositions of GST and discusses their viability for linking police mission statements to organizational effectiveness. The foundation laid in this discussion provides the framework for the development of the empirical hypotheses presented in the next chapter.

In this study, GST is examined at the organizational level to explain the correlation between police department mission statements and measures of organizational performance. GST was conceived in the psychological sciences as an explanatory mechanism for enhanced individual performance as a function of clearly established goals (Locke & Latham, 1990). Shortly after its introduction, the theory burgeoned in popularity, gaining appreciable attention in the literature (Neubert & Dyck, 2016). In his analysis of 73 established organizational behavior

theories, Miner (2003) heralded GST as one of the most important theories of motivation in recent decades. Likewise, Neubert and Dyck (2016) referred to GST as an "exemplar theory" and cited it as "one of the most influential and popularized theories in management and organization behavior research" (p. 306).

At its core, GST proposes a positive relationship between specific, challenging goals and performance (Locke & Latham, 1990). For the goal to be most effective at boosting performance, it must be specific and of sufficient difficulty to present a challenge to the individual or organization pursuing the goal (Locke & Latham, 2006). Vague and easily attainable goals, on the other hand, are not correlated to enhanced performance, according to GST. A competitive swimmer seeking to boost her fitness and swim faster, for example, would not be well-served by the goal—Do Your Best (Locke & Latham, 2006). Rather, she should set specific, challenging (yet attainable) goals to increase her performance. For instance, she might set the goals of swimming for one hour each day, engaging in strength training four hours per week, and shaving one minute from her swim time by a specific date. Locke and Latham (2002) assert that specific and challenging goals like these are linked to an increase in performance.

Locke and Latham (2002) identify four mechanisms by which goals are linked to increases in performance. First, the pursuit of a specific goal narrows the focus of the individual or organization, thereby reducing distractions and directing attention to only those activities deemed to be consistent with the attainment of the goal (Locke & Latham, 2002; Neubert & Dyck, 2016). Second, the act of pursuing a goal can have an energizing function, whereby the pursuer experiences enhanced motivation for goal achievement. Third, specific goals that are associated with an expected time to completion can lead to an increase in persistent effort to achieve the goal. Goals with no clear deadline, on the other hand, may result in procrastination.

Finally, the pursuit of a goal may lead to the acquisition of "task-relevant knowledge and strategies" which can boost motivation to achieve the goal (Locke & Latham, 2002, p. 707).

While GST was originally applied at the individual level of analysis, it is equally applicable at the macro-level. In the literature, the theory has been used to explain group performance as a function of group goals (O'Leary-Kelly et al., 1994), organizational performance as a whole (Locke & Latham, 1990; Neubert & Dyck, 2016), and various levels of analysis in between (Locke & Latham, 2002). The seminal authors themselves, Locke and Latham, tout the viability of GST for describing organizational performance. They state, "All organizations require goals; otherwise they have no purpose in being and would not achieve anything" (Locke & Latham, 2019, p. 101). Further, they advise that organizational goals "should be challenging yet attainable" (Locke & Latham, 2019, p. 98). The organization, then, is appropriately analyzed within the GST framework.

2.3.1.1 Goal-Setting Theory in the Literature

Outside of the mission statement context, goal-setting theory has received appreciable attention in the literature. Since its inception, it has been applied in a variety of frameworks, including contexts such as organizational management, education, the labor market, pediatric rehabilitation, and employee job satisfaction. This section provides an overview of goal-setting theory as it appears throughout the literature. Table 2.2 presents a concise summary of the discussion.

Clements and Kamau (2018) employ the goal-setting theoretical framework to explore the career goals of university students, including their motivation for setting the career goals and whether they act on the goals by taking certain steps to increase the likelihood of future employment. In their 2015 cross-sectional study, they compiled survey data from 432

undergraduate students from 21 United Kingdom universities. The data yielded measures for the following variables: self-efficacy, mastery approach, goal commitment, perceived workload, proactive career behaviors, and perceived employability. Self-efficacy measures the extent to which the student believes she can perform well and be successful. Mastery approach is an achievement scale noting the student's drive to look for new opportunities to grow and gain knowledge. Clements and Kamau (2018) observed a positive correlation between students' measures of self-efficacy and mastery approach and their measures of proactive career behaviors and perceived employability. Therefore, they found support for goal-setting theory in that students who set specific and challenging goals showed greater signs of making progress toward their goals. They conclude by encouraging university faculty and staff to train students to foster proactive career behaviors and career skills-building.

In a more recent study, Demirkol (2021) applied goal-setting theory to understand job satisfaction among a sample of 1,970 Turkish National Police officers. Consistent with the major tenets of goal-setting theory, Demirkol (2021) posited that both goal specificity and goal difficulty would be positively related to officer job satisfaction. To measure goal specificity and difficulty, he used survey responses indicating whether participants believed their jobs to be demanding or challenging, whether they believed their jobs require a great deal of effort, skill, and knowledge, and whether they had a clear understanding of their job functions, for example. Overall, Demirkol (2021) found support for goal-setting theory by observing a positive correlation between goal specificity measures and respondent job satisfaction. The study also revealed a weak positive association between goal difficulty and job satisfaction, which did not provide adequate support for the hypothesized relationship. Demirkol's (2021) contribution to the GST literature is unique in that he appropriately makes a connection between goal specificity

and difficulty and the likelihood of goal attainment, which can appreciably increase employee satisfaction when the goal is realized.

Miller (2020) applied the GST framework within the context of the Spanish second language classroom. Study participants consisted of 165 undergraduate students in a Spanish review course at a large U.S. university. Miller (2020) randomly assigned participants to control and experimental groups. Those in the experimental group were given specific goals to work on throughout the semester, including regular feedback on the progress toward goal achievement. Results showed a significantly positive correlation between the goal-setting treatment and final course grades, lending strong support to the GST framework.

Table 2.2
Tests of Goal-Setting Theory in the Literature

Study	Context	Unit of Analysis	DV	Theory Support
Clements & Kamau (2018)	Job Market	Individual level (432 undergrad students)	Proactive career behaviors & employability	Supported
Demirkol (2021)	Police Job Satisfaction	Individual level (1,970 police officers)	Job Satisfaction Measures	Supported
Miller (2020)	Spanish second language classroom	Individual level (165 undergrad students)	Final Course Grades	Supported
Miles & Clenney (2012)	Business negotiations	Individual level (392 grad students-Study 1	Negotiation outcomes	Not Supported

Within the management context of business negotiations, Miles and Clenney (2012) utilized the GST framework to determine whether extremely difficult goals (i.e., those set above the challenging yet attainable level) produce greater outcomes in business negotiations or if they have diminishing returns. To answer this question, they conducted two studies. Their first study

incorporated a sample of 392 MBA students taking a negotiation elective course at a large state university. Participants in the second study included 490 undergraduate students taking a Principles of Management course also at a large state university. From their analyses, Miles and Clenney (2012) observed that when students set extremely difficult negotiation skills they were able to achieve greater negotiation outcomes, on average. This result counters general GST, which asserts that goals must be challenging, yet attainable, in order to enhance goal attainment. After conducting a survey of the literature, no other study was identified that examined extremely difficult goals in the same manner as Miles and Clenney's (2012) study, which makes theirs a unique contribution.

The last two GST papers included in this review are conceptual, rather than empirical, in nature. They expand on the core propositions of GST by considering factors that may influence the sustainability of GST over time. In their response to the call to cultivate alternative management theories which could influence organizational practice, Neubert and Dyck (2016) constructed a version of GST where goal-setting could be more sustainable over time and they provided several examples for practitioners. Specifically, they stretch GST beyond mere task completion (i.e., goal attainment) in the workplace to the notion that people desire a life balance and also seek to obtain fulfilling relationships, community enhancement, social justice, and the betterment of the world around them (p. 308). By focusing on these holistic desired outcomes (i.e., multiple kinds of goals), people are more likely to experience success in pursuing their goals. Therefore, managers should avoid focusing solely on short term task-oriented goals, but should encourage employees to pursue holistic goals that will satisfy both work and personal desired outcomes.

Finally, in their theoretical contribution to an understanding of the GST framework, Fried and Slowik (2004) explored whether the injection of time into the pursuit of specific, challenging, and attainable goals might have a moderating effect on goal attainment. They assert that the contributions of GST are limited since they have failed to "systematically incorporate the dynamic role of time" (Fried & Slowik, 2004, p. 404). To fill this gap, they offer ten theoretical propositions pertaining to the role time might play in the GST framework. For example, they speculate the likelihood of attaining two or more specific and challenging goals might be diminished if adequate time is not allowed between the pursuit of the goals. Additionally, they posit that individual success at goal attainment will vary depending on the particular career stage in which the individual is pursuing the goal. In short, their contribution shows how the incorporation of time might enhance our understanding of organizational behavior and GST. While not a test of GST itself, the study plows fertile ground for future empirical research.

2.3.2 Mission Statement Theory (MST)

Given that a large share of mission statement research has been conducted in the business realm, it follows that some studies have examined mission statements through the lens of customer service. Corporations, of course, exist to provide some type of good or service to their customers for a profit. Theoretically, profits and other desired outcomes are positively associated with the quality of customer service provided by the company. Germain and Cooper (1990), for instance, found that quality customer service measures were greater for those companies with a customer service mission statement than for those without.

According to David et al.'s (2014) customer-oriented Mission Statement Theory (MST), mission statements written from a customer perspective (i.e., customer-focused) are positively associated with measures of customer satisfaction. While governments do not provide goods or

services for profit in the same way as corporations, they do provide services to their citizens, who may be considered their customers. The police, in particular, provide a variety of services within the community. Examining their mission statements with a customer service lens is necessary and this is the first study to apply MST to the context of policing.

How police departments think about the residents within their jurisdiction is important. For example, the manner in which they refer to their residents (i.e., customers) in their mission statements may be significant. Do they refer to them as residents, citizens, community members, partners, or ignore them altogether? Do they view their citizens as partners and seek to build relationships with them? In their content analysis of customer-focused mission statements, David et al. (2014) provide guidance for researchers to examine mission statements through the customer service lens. They also offer a new framework for drafting customer-oriented mission statements. Specifically, they identify nine mission statement components that can distinguish the degree to which the organization is customer-oriented. The more these nine components are present in the mission statement, the higher the measure of customer satisfaction will be. The nine components are:

1. *Customers* – Identification of the organization's customers
2. *Services* – The major service(s) provided by the organization to its customers
3. *Markets* – Geographic region in which the organization provides its service(s)
4. *Technology* – Whether the organization utilizes the latest technology in the industry
5. *Concern for Survival and Growth* – Degree to which the organization is committed to overall growth and betterment
6. *Philosophy* – Basic organizational beliefs and values

7. *Self-Concept* – The organizational brand (i.e., distinguishing characteristics of the organization)
8. *Concern for Public Image* – Identifies whether the organization is responsive to community concerns
9. *Concern for Employees* – Identifies whether employees are considered a valuable asset

In addition to examining selected police mission statements for the nine customer-oriented components, this study also incorporates David et al.'s (2014) suggestion for operationalizing the components in order to analyze them quantitatively. Specifically, a 1 to 3 scale is used, where 1=the component is absent, 2=the component is present but not written from a customer perspective, and 3=the component is present and is written from a customer perspective (David et al., 2014). Since nine components are indicated, final scores will range from 9 to 27, where 9=none of the components are present and 27=all of the components are present and are written from a customer perspective. David et al. (2014) posit the final composite score will be positively associated with customer satisfaction, which they propose for both firms and governmental organizations.

2.4 The Link between Mission Statements and Organizational Effectiveness

The nexus between mission statements and organizational effectiveness is of particular importance for this research study. Since the mission statement is a declaration of the organization's top goals, values, purposes, and desired outcomes, an examination of organizational outcomes calculated as a function of the mission statement is necessary in order to determine if the statement is merely words or if it produces true meaning. As previously mentioned, the examination of mission statements and their effect on performance finds both

precedence and support in the literature. The bulk of these studies come out of the for-profit business literature.

In an examination of 162 large companies listed in major U.S. stock exchanges, Green and Medlin (2003) found a significant positive correlation between the thoroughness of a company's mission statement and its financial performance. Bart et al. (2001) found similar results in their study of 83 large Canadian and U.S. business organizations. They also observed a positive relationship between mission statements and financial performance, but noted the relationship to be mediated by several factors, including employee behavior and mission commitment. Bart and Baetz (1998) examined the mission statements in a dataset consisting of 136 large Canadian organizations and found moderate support for a link between mission statement content and firm performance.

Mission statements have also been shown to be influential in customer service outcomes. In a survey of customer service managers, Germain and Cooper (1990) observed higher measures of customer service performance in those organizations with a customer service mission statement. Hirota et al. (2010) also found support for mission statements in their examination of 128 large Japanese firms. They observed that corporate mission "has a significant impact on corporate policies that determine employment, board, and financial structures" (p. 1134).

As mission statement research has evolved over the years, researchers have ventured from the corporate context into new domains. Davis et al. (2007), for instance, explored an academic context and found further support for the importance of mission statements in their survey of senior business students from 16 different universities. They observed a strong correlation between university mission statements that included an ethical statement and the

ethical convictions held by the students. Similarly, Palmer and Short (2008) analyzed the mission statements of 408 business schools and found school performance to be related to mission content. Mission statement research has even reached into the field of nonprofit studies. In a study of 101 philanthropic organizations in Ohio, Sheehan (1996) learned 89% of the organizational mission statements expressed the goal of making an impact outside of the organization, such as enhancing others' quality of life.

2.5 Measures of Police Effectiveness

In his distinguished paper, Behn (2003) observes that performance measurement is a consistently important topic across nearly all industries, both public and private. He argues that public managers ought to be concerned with performance measurement because their primary purpose is to improve performance. With that premise in mind, Behn (2003) subdivides performance measurement for public managers into eight purposes or categories. The first purpose—*Evaluate*—seeks to provide insight into how well the agency is performing. In accordance with this guideline, this study primarily focuses on the evaluation aspect of performance management in the sense that it examines the extent to which agencies are achieving the measurable desired outcomes expressed in their mission statements.

In terms of evaluating police effectiveness in realizing their performance objectives, some indicators have been used consistently for several decades. Sparrow (2015) identifies these indicators as: 1) crime reduction, 2) clearance rates, 3) response times, and 4) enforcement productivity. Sparrow (2015) argues this narrow approach inadequately measures actual police effectiveness and has created an environment in which statistics have been manipulated by some agencies to artificially enhance the perception of effectiveness. He recommends a broader and more comprehensive approach to assess effectiveness. For instance, he proposes the use of

relevant citizen survey data as a potential measure for effectiveness. In accordance with Sparrow's (2015) recommendations, this study adopts a holistic approach to evaluating police effectiveness by using a variety of data to estimate effectiveness as a function of the goals expressed in the mission statement.

Some determinants of effectiveness in the public sector are markedly different from those in the private sector. Since public institutions are not profit-driven, for instance, effectiveness is not measured in terms of financial gain. Police effectiveness, in particular, is ambiguous and could be calculated as a function of crime rates, case clearance rates, or better police-community relations. Given the myriad of functions that contemporary police officers are expected to perform, effectiveness could manifest itself in a variety of forms. Moreover, police effectiveness can often be subjective in that what one person perceives as effective another may perceive as coercive or discriminatory. Accordingly, research on police effectiveness can generally be divided into two categories: those that measure effectiveness according to the public's subjective perception of the police and those that measure effectiveness more objectively against a given standard (i.e., crime rates).

Zahnow et al. (2017) examined the subjective perception of effectiveness in their study of urban communities in Brisbane City, Australia. They found that residents living in closer proximity to violent crime were more likely than residents farther removed from violent crime to express greater confidence in the police and view the police as being effective. While this may seem counter-intuitive, their reasoning was that those persons in closer proximity to violent crime had more visual contact with the police as they witnessed their response to crime. As a result, their confidence in the police was bolstered. Perception, then, can be an important indicator of police effectiveness. The use of social media by the police, for example, may be

correlated with enhanced police-community relations and the public's cooperation with the police in solving crimes (Beshears, 2017).

Perception is a two-way street. In terms of perceived police effectiveness, not only do citizens' perceptions matter, but officers' perceptions may also affect the outcome. In a recent study, Wu and Boateng (2019) found that officers who viewed citizens' cooperation more favorably also viewed themselves as being more effective in their jobs. In addition to their view of those external to the organization, officer perception of internal forces may also have an impact. Boateng (2014), for instance, found a positive correlation between officers' perceptions of organizational support and their belief that they were effective in their jobs.

Another branch of policing studies has sought to remove subjectivity from effectiveness by measuring it against a given standard. Santos (2014), for instance, measured effectiveness in terms of crime reduction and calculated it as a function of crime analysis. She found that the utilization of crime analysis can significantly reduce crime when it is used in conjunction with certain policing strategies, including community policing, problem-oriented policing, and hot spots policing. Telep and Weisburd (2012) also advocated for the use of these same policing strategies as effective means for reducing crime. Lum et al. (2017) explored the use of technology by police as a means for enhancing police effectiveness.

Perhaps the most important study on police effectiveness was the landmark Kansas City preventive patrol experiment in the early 1970s (Kelling et al., 1974). In this controlled trial consisting of fifteen patrol beats, five Kansas City patrol beats received intense proactive policing, five beats received normal routine patrol, and five received no preventive patrols but reactive patrol only. The researchers found that enhanced police presence had no significant effect on crime reduction, implying that the saturation of geographical areas with more police

officers has no effect on crime rates (Kelling et al., 1974). In a 2009 randomized controlled trial of the effectiveness of police foot patrols, however, the researchers found that increased police foot patrols were significantly correlated to reduced violent crime (Ratcliffe et al., 2011).

Crime is a pervasive phenomenon that effects nearly every community. The police are the primary persons responsible for preventing, reducing, and solving crime. As a result, many studies, in addition to those already mentioned, have explored the relationship between policing strategies and effective outcomes. Lum et al. (2017) explored the use of technology by police as a possible tool for reducing crime.

2.6 Summary

In sum, mission statements have received an appreciable amount of attention in the academic literature for the past three decades. The context of these studies has primarily been in the private sector, leaving a gap in the public domain, particularly policing. This review of relevant prior research presented a general overview of mission statement research, paying particular attention to some of the theories explored in the literature. In addition, this review provided an overview of the link between mission statements and organizational effectiveness as it has been examined in the extant research. Finally, three studies specifically examining police mission statements were discussed. The next chapter presents the methodological strategy and data for the current study.

CHAPTER 3: METHODOLOGY

3.1 Introduction

The development of mission statement research within the corporate and nonprofit contexts over the past few decades has resulted in a rich body of literature, creating fertile conditions for its application within the field of public administration. Particularly, this study applies lessons learned from previous research to the function of mission statements within the field of policing. As discussed in the last chapter, prior mission statement research has ranged from merely content analysis to various measures of statement effectiveness. The current study adopts a blended approach to the examination of police mission statements, which will be discussed in detail in this chapter.

Accordingly, the remainder of the paper tests and analyzes whether mission statements are correlated to equivalent results in policing as are those in private corporations. This study utilizes a uniquely constructed dataset in order to accomplish this task. The first section of this chapter describes the data, including the population, sampling frame, and data collection procedure. Next, the variables and the way they are measured are described in detail. Proposed relationships between the variables are then introduced as testable hypotheses in order to guide data analysis. The analytical strategy employed by this study is discussed, including bivariate and multivariate analyses. The chapter concludes by addressing two issues in the research design: validity and reliability.

3.2 Research Design

As indicated in the preceding chapter, the literature on mission statement research has established a noteworthy correlation between mission statements and performance objectives. Therefore, it is expected that a correlation also exists between police mission statements and

performance outcomes. Accordingly, this is a quantitative non-experimental study designed to assess the relationship between police mission statements and certain outcome indicators, which are specified later in the chapter. Since no experimental intervention is utilized in this research, arguments for effect and causation are avoided. Rather, correlational conclusions are drawn by the measure to which outcome variables occur in significant ratios relative to explanatory variables. This approach is appropriate for exploratory research as it can establish a baseline for future research.

3.3 Population and Sampling Frame

All law enforcement agencies operating in the U.S. are not equal as they vary in both territorial and subject-matter jurisdiction. As a result, their missions can vary significantly. To establish comparability, this research limits the population to municipal police departments in the U.S. since they serve similar functions within their municipalities. The sampling frame is further narrowed to U.S. municipalities with populations of 100,000 and greater. According to 2020 census data, 323 U.S. cities fall into this category. This sampling frame is chosen since these agencies represent the largest and most prominent U.S. police departments for which data is most readily available. It is important to note certain local government public safety organizations, including sheriff's offices and special-purpose police (e.g., transit, housing, school district), are not part of the sampling frame.

3.3.1 Sampling Procedure

Sample selection criteria consisted primarily of data availability. Data for this study, which are described in more detail in the next section, are open source. Therefore, all jurisdictions included in this study have data available on the world wide web for the measurements identified in this research. The sampling procedure used in this study, then, is that

of convenience sampling. As a result, the sample is not random. After identifying those agencies serving populations of 100,000 and greater (i.e., 323 agencies), the sample was narrowed based on retrievable data. To be included, police agencies needed to have a clearly identifiable mission statement. Additionally, measures for the outcome variables needed to be available. After data collection, the sample was comprised of 110 police agencies from 39 states (approximately 34% of the population). The sample is indicated in Table 3.1 and the departments are arranged alphabetically by state.

While the sample is not random, the selected cities are diverse and broadly representative of American police departments. For instance, the selected agencies represent 39 states and serve populations ranging from 101,733 to 2.3 million. Additionally, the annual violent crime rate per 100,000 residents ranges from 35 to 1,868 within the sample. This is the first broad-scale database on police department mission statements that has been archived and as such it constitutes baseline data for future research based on expanded sampling. The sample is appropriate for exploratory investigation of the research questions posed. While definitive confirmation of the hypotheses raised must await a random sample or a more comprehensive census of all police department mission statements, the findings based on the present sample give substantial expectations about the findings which might emerge from a more perfect sample in the future.

3.4 Data

This study utilizes a unique dataset specifically compiled to conduct this research. Data were gathered from six separate sources and aggregated into a single set. Mission statement data, which comprise the explanatory variables examined in this study, were obtained from selected municipal police department mission statements. For each of the 110 agencies in the

Table 3.1
Sample

Birmingham, AL	St. Petersburg, FL	Greensboro, NC	Memphis, TN
Huntsville, AL	Tampa, FL	Raleigh, NC	Nashville, TN
Mobile, AL	Atlanta, GA	Winston-Salem, NC	Amarillo, TX
Anchorage, AK	Hawaii, HI	Lincoln, NE	Austin, TX
Little Rock, AR	Honolulu, HI	Omaha, NE	Corpus Christi, TX
Chandler, AZ	Des Moines, IA	Albuquerque, NM	Dallas, TX
Gilbert, AZ	Boise, ID	Henderson, NV	El Paso, TX
Glendale, AZ	Fort Wayne, IN	Las Vegas, NV	Fort Worth, TX
Goodyear, AZ	Indianapolis, IN	Reno, NV	Garland, TX
Phoenix, AZ	Topeka, KS	Newark, NJ	Houston, TX
Scottsdale, AZ	Wichita, KS	Rochester, NY	Irving, TX
Tempe, AZ	Lexington, KY	Buffalo, NY	Mesquite, TX
Bakersfield, CA	Louisville, KY	Akron, OH	Pearland, TX
Fresno, CA	Baton Rouge, LA	Cincinnati, OH	Plano, TX
Irvine, CA	New Orleans, LA	Cleveland, OH	San Antonio, TX
Sacramento, CA	Worcester, MA	Columbus, OH	Sugar Land, TX
San Diego, CA	Baltimore, MD	Dayton, OH	Salt Lake City, UT
San Francisco, CA	Grand Rapids, MI	Toledo, OH	Chesapeake, VA
Ventura, CA	Lansing, MI	Oklahoma City, OK	Newport News, VA
Aurora, CO	Minneapolis, MN	Tulsa, OK	Norfolk, VA
Colorado Springs, CO	Saint Paul, MN	Portland, OR	Richmond, VA
Denver, CO	Kansas City, MO	Salem, OR	Virginia Beach, VA
Fort Collins, CO	St. Louis, MO	Philadelphia, PA	Bellevue, WA
Pueblo, CO	Jackson, MS	Pittsburgh, PA	Seattle, WA
Hartford, CT	Cary, NC	Columbia, SC	Spokane, WA
Fort Lauderdale, FL	Charlotte, NC	Chattanooga, TN	Madison, WI
Miami, FL	Durham, NC	Knoxville, TN	Milwaukee, WI
Orlando, FL	Fayetteville, NC		

sample, mission statements were located on the World Wide Web. In most cases, statements were displayed on the agency's homepage or were easily located within one or two clicks. In a few cases, mission statements were found on agency annual reports, which were also publicly available on department websites. In every case, the statement was clearly indicated as the "Mission Statement" employed by the agency. Prior studies have examined the degree to which

mission statements are prominently displayed on organizational websites, including their accessibility (i.e., the number of clicks it takes to find them) (see, for instance, Bart, 2001; Pacios & Pérez-Piriz, 2019.). While these studies offer unique insights, a specific look at the prominence and accessibility of police mission statements on department websites is beyond the scope of this study so it is offered as a suggestion for future research.

Crime statistical data, including overall crime rates, violent and property crime rates, and arrest rates, were compiled from the 2020 FBI Uniform Crime Report (UCR). Much of this data is reported through the National Incident-Based Reporting System (NIBRS), while some is reported through the Summary Reporting System (SRS). Since the UCR program did not transition to NIBRS-only data collection until January 1, 2021, several agencies were still reporting SRS data only or a combination of SRS and NIBRS data. Despite the variation in reporting platforms, complete 2020 UCR statistical data are used for this study.

All community-level data (i.e., *population, race, income, age, education,* and *poverty*) were accessed from the Social Explorer database and are for year 2020. Social Explorer is an aggregate database that collects data from trusted sources, including the U.S. Census Bureau, Centers for Disease Control, and the Federal Bureau of Investigation. *Quality of Life* data were compiled from the U.S. News & World Report's list of the 150 Best places to live in the U.S. in 2020-21. The list provides a quality-of-life index score for each of the included cities.

Safety index data were retrieved from Wallethub's list of the "Safest Cities in the U.S." (McCann, 2022). The home and community safety index compiled by the team of researchers, is a composite score derived from 18 metrics, including, for example, the number of mass shootings, assaults per capita, thefts per capita, hate crimes per capita, and traffic fatalities per

capita, to name a few. Each of the 18 metrics are weighted in order to derive the overall composite score for each city.

Finally, remaining data were taken from community and police satisfaction surveys that were distributed specifically for residents within the sampled cities. The published survey results were publicly available on the World Wide Web. Sample selection criteria consisted of retrievable survey data that included measures for the dependent variables: *Satisfaction*, *Trust*, *Equality*, and *Community*. While each survey communicated the total number of responses received, indicating the *N* for each survey, the data were presented as aggregate data. Each survey portrayed responses in terms of percentages. For instance, the reports indicate that a certain percentage of respondents answered they strongly agree with the statement, and so forth. Therefore, the dependent variables are coded to reflect accurately the percentage of responses in each response category. Each survey gathers data from the general population regarding their perceptions of the police department. The responses were not obtained only from persons who recently had contact with the police or had filed a complaint with the police. Therefore, the outcomes represent the perceptions of the general population in each municipality.

3.4.1 Data Collection Procedures

This study's data collection procedures fall into two general categories: observational and secondary data compilation. Mission statements were observed on departmental and city websites, examined for thematic elements, and data was extracted from the observations. All remaining data (i.e., UCR, Social Explorer, Safety, and Satisfaction Surveys) were compiled into a secondary dataset from pre-existing and separate data collections.

3.4.2 Instrumentation

This study incorporates data obtained from separate survey instruments. Outcome variable data, discussed in more detail below, were compiled from the community and police satisfaction survey reports. The surveys were not created or administered by this researcher, but were retrieved either from open sources on the World Wide Web or through email correspondence with municipal representatives. While the surveys were not all conducted by the same surveying company, they each were commissioned by the respective municipality and were administered by organizations qualified to conduct market research and surveying. For instance, the ETC Institute, a leading research and survey company, specializes in community satisfaction surveys for governmental organizations. They used a stratified random sample to administer each of their surveys. Likewise, the National Research Center, Inc., another leading survey research and evaluation firm, is the preferred survey provider of the International City/County Management Association (ICMA).

Table 3.2
Mission Statement Themes

Mission Theme	Observations
Partner with Community	59
Promote Safety	53
Provide Exceptional Service	53
Minimize/Reduce Crime	43
Improve Quality of Life	36
Protect Life	31
Enforce Laws	24
Protect Property	23
Fair/Equal Treatment	15
Build Trust	11

3.5 Content Analysis

Content analysis consisted of the examination of 110 mission statements from different municipal police departments across the U.S. Mission statements were evaluated for primary themes and for variance. No restrictions were placed on either the number or the type of themes that could be identified. If a theme was repeated in the same mission statement, then it was counted only once for that statement. Ten distinct themes emerged from the analysis that were then coded in the data. The ten themes are indicated in Table 3.2 in descending order.

3.6 Measurement of Variables

3.6.1 Dependent Variables

The four ordinal dependent variables in these analyses (i.e., *Satisfaction, Trust, Equality,* and *Community*) are taken from survey responses that were recorded on a 5-point Likert scale, where 1 = Strongly Disagree/Strongly Dissatisfied, 2 = Disagree/Dissatisfied, 3 = Neutral, 4 = Agree/Satisfied, and 5 = Strongly Agree/Strongly Satisfied. Therefore, for all items 1 indicates the negative end of the spectrum and 5 indicates the positive. The dependent variable *Satisfaction* is measured from survey responses that ask respondents to indicate their overall satisfaction in the level of service provided by the police department. The variable *Trust* is measured from survey responses that ask respondents to indicate whether they trust their police. *Equality* is measured from survey questions that included assessments of non-discriminatory behavior, fair treatment, and bias by the police. And *Community* indicates the degree to which respondents agreed the police department has established a relationship or partnership with the community. Specific survey questions used to measure each of the four variables are indicated in Table 3.3.

Table 3.3
Measures for Four Ordinal Dependent Variables

Survey Data
Survey Questions Used to Measure *Satisfaction (Service):*
"Please rate the quality of police services overall"
"Overall agency performance"
"Please rate your satisfaction with the overall quality of police services"
"Overall impression of the city police"
"The police provide quality service to the residents of my community"
"How satisfied are you with the PD overall?"
"How would you rate the job the police are doing serving citizens in your neighborhood?"
Survey Questions Used to Measure *Trust:*
"How much trust do you have in the police department?"
"The police perform job with honesty and integrity"
"The police department is seen as honest"
"I am confident in the ability of the police department to serve my needs"
"To what extent do you agree or disagree that police officers are trustworthy"
"How much do you trust police officers?"
"How would you describe your level of trust and confidence in the police department?"
"The police have earned my trust"
"If you were in trouble, how likely would you be to ask a police officer for help?"
Survey Questions Used to Measure *Equality:*
"Please rate your satisfaction with the ability of police officers to treat all people fairly and with respect"
"Do you think the police treat all racial and ethnic groups equally?"
"City police treat all people with respect"
"The police treat people fairly"
"PD personnel treat residents of different races/ethnicities equally"
"To what extent do you agree or disagree that police officers treat everyone equally"

Table 3.3 (continued)

"PD officers respect the rights of individuals and treat people fairly"

"The police treat everyone fairly regardless of who they are"

"How often do you believe the race of a citizen affects how police officers do their job?"

Survey Questions Used to Measure *Community:*

"Thinking about the police in your neighborhood, what is your satisfaction with their approachability?"

"Please rate your satisfaction with the police department's efforts to develop and strengthen relationships with community members"

"How would you describe the relationship between the police and the neighborhood where you live?"

"City police are responsive to community issues"

"How satisfied are you with the PD's responsiveness to public concerns?"

"PD is trying hard to maintain good relations with the community"

"Please rate your satisfaction with the effectiveness of community policing efforts"

"Please rate your satisfaction with the overall police relationship with your community"

"The police have positive relationships with the community"

"PD officers are respected by their community"

"Please rate the ease of contacting the police department"

"Rate community outreach programs"

"Rate the Police Department's proactive community engagement efforts"

"To what extent do you agree or disagree that police officers consider the views of the people involved before making their decisions"

"Please rate the overall quality of police related education programs"

"Please rate your satisfaction with police safety education programs"

While many survey reports provided raw data in terms of responses, not every report did. Each report, however, indicated responses in percentages, which afforded the foundation for the

construction of the dependent variables and yielded 100 observations for each city. For example, 21% of the respondents in Austin, TX indicated they were *very* satisfied with the overall quality of police services in their city. Therefore, 21 observations for Austin were coded as 5. In the same manner, 45% of respondents indicated they were satisfied with the quality of police services, which resulted in 45 observations being coded as 4. Data coding continued in this manner for each of the sampled cities for which a survey report was available. While *Satisfaction* measures were available for each surveyed city included in this study, not all survey reports included measures of *Trust, Equality,* and *Community*. Therefore, the estimated models in which these three variables are the outcomes only include the cities with these measures. The number of observations (*N*) for each of the models is indicated in the respective Table.

The dependent variable *Quality Life* is an index score that measures the overall quality of life in each city. The index comes from the U.S. News & World Report's list of the best U.S. cities in which to live in 2020. The index is a weighted score based on crime rates, quality and availability of health care, quality of education, well-being (i.e., social and financial factors), and a commuter index (U.S. News & World Report, 2020). As such, *Quality Life* goes beyond mere crime rates and assesses the broader context of the overall quality of life in each community. Other dependent variables in these analyses are used to measure crime rates. The quality-of-life index is appropriately applied in this study since the police play a vital role in the overall quality of life in a community.

Four dependent variables are continuous and are taken from the 2020 FBIs UCR. *Crime* is the overall crime rate for each given jurisdiction and is calculated as the number of total crimes per 100,000 residents in one year. *Violent Crime* is comprised of homicides, armed robberies, and aggravated assaults and indicates the rate of these violent crimes per 100,000

residents each year. *Property crime* is a composite of burglaries, larcenies, and motor vehicle thefts and marks the overall property crime rate per 100,000 residents. And *Arrest Rate* indicates the rate of arrests per 100,000 residents for each of the sampled cities.

3.6.2 Independent Variables

The thematic mission statement variables are dichotomous. Thus, thematic variables are coded 1 for those measures in which the police department's mission statement has identified the given theme and coded 0 for those measures where the theme is not mentioned in the department's mission statement. Therefore, the interpretation of the results compares those cases where a mission statement theme is present to those cases where it is not.

3.6.3 Operationalization of the Customer-Focused Mission Statement Themes

Chapter Two presented the major tenets of David et al.'s (2014) Mission Statement Theory (MST). The authors offered nine distinct mission statement themes and posited that customer satisfaction measures would be correlated to the presence (or absence) of these themes in the mission statement. The more themes are present in the mission statement and the more they are written from a customer focus, the higher the measure of customer satisfaction, according to their theory.

To test this argument, this study incorporated eight of the nine themes into the independent variable *MS Composite Score.* David et al.'s (2014) third component, *Markets*, which identifies the geographic area in which the organization operates and competes, was not incorporated into the overall composite score for this study since the geographic area of operations for police departments is clearly established and is therefore not an objective that needs to be defined in their mission statements. For each of the eight remaining themes, a code of "1" was entered if the theme is absent, a "2" was entered if the theme is present, and a "3" was

entered if the theme is present *and* written from a customer-focused perspective. The final composite scores, then, have the potential to range from 8 to 24, where 8 represents the absence of each theme in the mission statement and 24 represents the presence of each theme and that each theme is written with a customer focus. The following describes how each of the eight themes were operationalized to create the *MS Composite Score* independent variable.

Customers

This first theme conveys whether the mission statement identifies specifically who the department's customers are. Most of the sampled mission statements, 80, make no mention of the agency's customer. 17 statements reference the customers, but not from a customer-focused perspective. That is, they make no mention of the services provided or positive outcomes expected for the customer. And finally, 13 statements identify customers and do so in a customer-focused manner. For example, the Worcester (MA) Police Department identifies its customers as "the citizens of the City of Worcester," including "city residents, businesses, and visitors." They note their mission is to provide their customers with "a safer community . . . the highest level of public safety and quality of life through exceptional police services." Similarly, the Irving (TX) Police Department names their customers as the city's "residents, visitors, and businesses" and establishes their mission to "deliver exceptional services and promote a high quality of life" for their customers.

Services

As David et al. (2014) describe, the *Services* theme includes any identification in the organizational mission statement of the major services provided by the agency. The thematic analysis employed in this study shows six major services provided by sampled police departments that are incorporated into their mission statements. These services are enforcing the

law, enhancing safety, reducing crime, protecting life, protecting property, and providing high quality services. For the purpose of the *MS Composite Score*, a "1" is entered where none of these services are noted in the statement. Where even one of the services is mentioned, a "2" is coded. A "3" is entered where the service is linked to some intended positive outcome for the customer. Of the sample, 20 statements include no mention of any of the six indicated services. 42 statements, on the other hand, identify one or more service and tie it to a customer-focused outcome. The Lansing (MI) Police Department, for example, identifies two services—reducing crime and preserving public safety—and connects them to "making our city a better place to live, work, and visit."

Technology

This theme captures whether the organization is "technologically current" (David et al., 2014, p. 99). Therefore, if the organization utilizes the latest advances in technology to accomplish positive outcomes for its customers and expresses this objective in their mission statement then a score of "3" would be entered for the composite score. While a detailed analysis of the benefits and challenges of technology for law enforcement agencies is beyond the scope of this study, many agencies across the U.S. have elected to incorporate technology, in one form or another, into their enforcement efforts. (Scott, 2015). In this analysis of 110 mission statements, only one statement mentions technology – the Dayton (OH) Police Department. In their statement, they note, "The Dayton Police Department, through genuine community partnerships, utilizes comprehensive crime reduction strategies, supported by innovative technology, to provide effective and efficient service that enhances quality of life and safety for our community." Since they note their use of "innovative technology" to provide positive outcomes

for their customers, Dayton received a "3" on this measure. All other agencies in this study, received a "1" as technology was absent from their mission statements.

Concern for Survival and Growth

This theme captures whether the agency expresses a commitment to survival and growth, which, in the corporate context, can mean financial profitability and increasing the customer base. In the current study, the concepts of survival and growth are captured by a department's expression to enhance the quality of life for community members. Since quality of life includes measures of happiness, comfort, and overall satisfaction in the community and with the police department, it corresponds to David et al.'s (2014) view of survival and growth.

For this variable, each agency received either a "1" (absence of *Quality of Life* in the mission statement) or a "3" (enhancing the *Quality of Life* is indicated). Even without a specific customer-focused outcome attached to *Quality of Life,* the mere mention of the goal to enhance the quality of life strongly implies the intent to increase it for everyone in the community. Therefore, a code of "2" is not considered a viable option for this measure. After analyzing the themes, 67 mission statements do not include the variable *Quality of Life.* The remaining 43 include the variable and are coded "3" as a result.

Philosophy

Philosophy identifies the "basic beliefs, values, aspirations, and ethical priorities" of the organization (David et al., 2014, p. 99). The Cleveland (OH) Police Department, for example, identifies professionalism, respect, integrity, and dedication as four of their values in their mission statement. Similarly, the Oklahoma City Police Department recognizes integrity, compassion, accountability, respect, and equity as their values. The Virginia Beach Police Department states the need for the agency to treat people with equity and impartiality, which is

an example of an ethical priority. Overall, 53 of the sampled statements do not include any philosophical element and are coded as "1." 20 statements contain at least one belief, value, or ethical priority, but with no clear tie to a customer-focused outcome. And 37 statements receive a "3" for this theme since they present their statement of belief, value, or ethical priority from a customer-focused perspective.

Self-Concept

Self-concept encompasses those characteristics that distinguish the organization from others or that make it a leader in the field. Since one of the re-occurring themes revealed from the content analysis of the sampled mission statements is *to provide exceptional (or excellent) police services,* this theme is used to operationalize the idea of self-concept. 52 of the sampled agencies express their desire to provide a level of service above and beyond (i.e., *exceptional/excellent*) a basic level of service, which denotes their self-concept of being premier law enforcement agencies. 58 statements do not include a self-concept theme and are coded as "1." Of the 52 which do include the theme, 11 are coded as "2," while 41 are coded as "3." Worcester, MA and Spokane, WA, both coded as "3," serve as two examples of statements tying excellent service to a customer focus. The Worcester Police Department states, "It is our mission to promote the highest level of public safety and quality of life, through *exceptional police services* to city residents, businesses and visitors." And the Spokane Police Department expresses it is, "committed to providing *excellence in policing*, enhancing the safety and security of individuals, and building partnerships to better the lives of our community members as a whole."

Concern for Public Image

The degree to which an agency is responsive to community concerns is the degree to which it is concerned for its public image, according to David et al. (2014). Therefore, the *MS Community* variable, which measures whether the agency endeavors to build a partnership with the community, is used to operationalize the concern for public image concept. 42 of the sampled agencies do not state this objective and are coded "1." 13 mission statements receive a "2," while 55 statements are coded as "3." For each of the 55, the agency linked the goal of partnering with the community to at least one customer-focused positive outcome. The Little Rock (AR) Police Department, for example, states they are "committed to protecting life and property through teamwork with the community."

Concern for Employees

This theme expresses whether the department's employees are regarded as valuable assets and whether their role is important for achieving positive outcomes for community members. In the sample of 110 statements, the majority (103) do not mention employees and were coded as "1." Four statements note employees as assets (Amarillo, Bellevue, Philadelphia, and Omaha), but not from a customer-focused perspective. These were coded as "2." Finally, three statements express the importance of employees for customer service outcomes (Cincinnati, Dallas, and Minneapolis) and were coded as "3." The Cincinnati Police Department, for example, states, "The Cincinnati Police Department will develop personnel . . . to promote effective partnerships with the community to improve the quality of life . . .."

3.6.4 Control Variables

The empirical models in the multivariate analyses include six important control variables that are conceptually believed to have an impact on each of the dependent variables. *Population*

measures the total residential population within each municipality for the year 2020. As indicated in Table 3.4, the population range for the sample is quite large (101,733 – 2,313,238). To produce more meaningful and interpretable coefficients, the distribution of the *Population* variable was normalized by log-transformation prior to running the analyses. *Income* measures the median family income within each municipality and is in 2020 inflation-adjusted dollars. Since the *Income* variable also represents a large range ($31,838 – $129,497), the distribution of the *Income* variable was also normalized by log-transformation prior to running the analyses. *Race* represents the percentage of the total population that can be classified as White/Caucasian. *Age* represents the median age of the total population. *Education* is the percentage of the population 25 years or older with a bachelor's degree or higher. And *poverty* is the percentage of the population age 18 to 64 for whom poverty status has been determined who are living in poverty.

Table 3.4
Summary Statistics for the six Control Variables

	Obs	***Mean***	***SD***	***Min***	***Max***
Variable					
Population	110	426,948	374,685	101,733	2,313,238
Income	110	$61,151	$19,082	$31,838	$129,497
Race	110	59%	15%	16%	88%
Age	110	35	3	28	48
Education	110	37%	12%	15%	69%
Poverty	110	15%	5%	4%	29%

3.7 Hypotheses

This research examines the relationship between police mission statement themes and their associated outcome measures. To answer the research questions presented in chapter one, the foregoing data were compiled, organized into variables, and empirically analyzed. The general intent of the study is to determine whether the police are effectively achieving their

publically-stated goals. As discussed in chapter two, propositions from David et al.'s (2014) Customer-Focused Theory indicate higher measures of customer satisfaction will be found where organizations include customer-focused themes in their mission statements. Similarly, Goal-Setting Theory posits that goal realization will be positively associated with specific goals compared to vague or general goals. This study uses the customer-focused composite score to measure goal specificity. Therefore, as the composite score increases, so does goal specificity. In accordance with the theoretical propositions outlined by GST and MST, the following hypothesis is tested:

> *H_1:* Goal specificity, in the form of a high customer-focused composite score, will be positively associated with overall citizen satisfaction in the police

The following additional testable hypotheses indicate the anticipated relationship between police mission statements and the dependent variables. According to tenets of procedural justice theory, citizens are more likely to trust the police and view them as legitimate authority figures when the police act in ways that are procedurally just (Tyler, 2003). Procedurally just behavior includes the respectful and equal treatment of all persons (Reisig et al., 2007; Papachristos et al., 2012; Tyler & Fagan, 2008). In addition, the police must be honest, trustworthy, and grant community members a voice in the context of policing decisions within the community (Tyler & Blader, 2003; Tyler, 2004; Mazerolle et al., 2013). As police departments operate under the guiding philosophy of procedurally just initiatives expressed in the mission statement, it is expected that the community's perception of the police will be affected. Therefore, the following are posited:

> *H_2:* The measure of trust that community members have in the police will be greater in those communities where the police set the goal of *building trust* in their mission statement

H_3: The community's belief that the police treat all people equally will be greater in those communities where the police set the goal of *equal treatment* in their mission statement

H_4: The community's belief that the police are building a relationship with them will be greater in those communities where the police set the goal of *building community relationships* in their mission statement

H_5: The community's judgment of the quality of police services will be greater in those communities where the police set the goal of *providing high quality service* in their mission statement

For those municipalities wherein the police express the goal of enhancing the quality of life within the community, the overall quality of police services, and the overall measure of community safety, it is hypothesized that:

H_6: Quality of life will be greater in those communities where the police set the goal of *enhancing the quality of life* in their mission statement

H_7: Measures of safety will be greater in those communities where the police set the goal of *promoting safety* in their mission statement

Finally, the police are ultimately tasked with crime-fighting. Yet not all agencies included in this study specified the reduction of crime in their mission statements. It seems reasonable to expect that agencies who set specific goals of enforcing the law and reducing crime in their missions should be associated with lower crime rates and higher arrest rates. Therefore, the following hypotheses are also tested:

H_{8a}: Property crime rates will be lower in those communities where the police set the goal of *protecting property* in their mission statement

H_{8b}: Violent crime rates will be lower in those communities where the police set the goal of *protecting life* in their mission statement

H_{8c}: Overall crime rates will be lower in those communities where the police set the goal of *minimizing crime* in their mission statement

H_{8d}: Arrest rates will be higher in those communities where the police set the goal of *enforcing the law* in their mission statement

After considering the study's research questions, the compiled data, and the hypothesized relationships between the variables, it is time to consider the analytical strategy. The following section presents the analytical methods this study employed to test the hypotheses.

3.8 Analytical Strategy

3.8.1 Bivariate Analyses

Data analysis begins with a study of variable correlation to establish whether predictor and dependent variables are associated with one another in the manner hypothesized. The correlation analyses provide an initial indication of the strength of the relationship between the variables. In the first five hypotheses, the predictor variables are binary and the outcomes are ordinal. Therefore, these relationships are analyzed using polychoric correlation, which is the most appropriate technique for these variables (Garson, 2013). Results from Spearman's Rho and Kendall's Tau-B correlation analyses are also presented to demonstrate consistency in the findings across each procedure. Dependent variables in the remaining six models are continuous, while the predictor variables are binary. Therefore, polyserial correlation models are estimated to analyze the relationship between these variables as it is the most appropriate method (Garson, 2013).

3.8.2 Multivariate Analyses

Eleven multivariate models are fit to further test the hypothesized relationships between the variables. Categorical outcomes are incorporated into the first five multivariate models. As noted earlier, these categorical data were collected from the community satisfaction surveys and are ordered on a 5-point Likert scale, where 1 = Strongly Disagree/Strongly Dissatisfied, 2 = Disagree/Dissatisfied, 3 = Neutral, 4 = Agree/Satisfied, and 5 = Strongly Agree/Strongly Satisfied. Likelihood ratio tests were run for each of the five models to determine whether

ordinal regression would be the best fit. Each test returned significant findings, indicating the models failed the parallel lines assumption critical to ordinal regression.

Given the failure of the parallel lines test, the decision was made to collapse the five categories of the dependent variables into two and run binary logistic regressions models. This approach to addressing the significant variance of the regression slopes across the levels of the dependent variables is supported in the literature (see, for instance, Garson, 2014 and Jeong & Lee, 2016). Therefore, the categories of Agree/Satisfied (4) and Strongly Agree/Strongly Satisfied (5) were collapsed into a single category and coded as "1." This category, then, represents respondents' positive and favorable views of the police. The Strongly Disagree/Strongly Dissatisfied (1) and Disagree/Dissatisfied (2) categories were collapsed into a single category and coded as "0" to indicate negative views of the police. And since this research is interested in identifying and isolating favorable views (e.g., satisfaction) of the police, the Neutral (3) category is seen as a lack of these favorable views and is therefore collapsed into the "0" category. These five models indicate the odds of being in one outcome category or another given the predictor variables included in the analyses.

In the remaining six multivariate analyses, outcome variables are continuous. Therefore, in these procedures OLS regression models are fit to estimate the relationship between the mission statement themes and their corresponding outcomes.

3.9 Validity

Every effort was made in this study to ensure methodological decisions were grounded on a solid conceptual basis so that theoretical concepts were accurately converted into observable measures. As Garson (2016) notes, "Statistical tests such as Cronbach's alpha do not replace conceptual decisions on *which* items we should include to measure our concepts" (p. 15). The

community-level control variables incorporated into the multivariate models, for example, are frequently used within the scholarly community as controls that are closely associated with the dependent variables discussed in this chapter.

As indicated in Chapter 2, the rich body of extant literature on mission statement research has established the validity of examining the correlation between organizational mission statements and measures of organizational effectiveness. This study follows suit, applying those same concepts into the context of police mission statements, while using established measures of police effectiveness. In a manner consistent with prior research, this study analyzes mission statement content for frequently reoccurring themes and measures those observations against the outcomes the organization hopes to achieve.

In terms of research design, this is a quantitative non-experimental study that avoids arguments for effect and causation since no experimental intervention is introduced. This type of research approach is appropriate for exploratory research and can establish a baseline for future research. Additionally, the analysis of available data, apart from experimentation, has strong support within academic research, particularly within the social sciences, as a viable means for advancing knowledge. Therefore, the research design employed by this study is sound and internally valid. Although the sample is not random, it is diverse and broadly representative of police departments in midsize to large U.S. cities. Nonetheless, the non-random sample may introduce a selection bias inadvertently affecting internal validity. Additionally, the non-random sample may present concerns over external validity since caution must be advised before generalizing the findings of this study to the whole population.

Construct validity is established in this study, in part, by the operationalization of the customer-focused mission statement themes (*MS Composite Score*) previously discussed. The

manner in which the variables were operationalized follows guidance provided by David et al. (2014) by incorporating their themes into this study and assessing whether they were connected to a positive outcome for the customer. The resulting numeric codes (*MS Composite Score*) represent the construct (i.e., the degree to which the mission statement is customer-focused) they are intended to measure.

Additionally, construct validity is observed in the use of survey data for four of the dependent variables. Each of the surveys were not identical to one another in terms of the precise wording in their survey questions. The researcher made conceptual decisions regarding the indicator each question was intended to measure. As seen in Table 3.3, each of the questions used to measure *Trust*, for example, are clearly intended to measure the degree to which respondents trust the police, despite the fact they are not worded precisely the same. Convergent validity, then, is established in that the included survey questions measure the same construct being measured.

Finally, the bivariate and multivariate statistical procedures employed by this study are widely recognized as valid methods for analyzing data and are often used by academic researchers (see Meyers et al., 2017, for example). The statistical procedures outlined in the previous sections were selected as they were deemed by the researcher to be the most appropriate given the nature of the variables being analyzed. Statistical validity, then, is established within this study by properly applying appropriate procedures. Accordingly, the conceptual basis, the variables used, the constructs on which they are grounded, and the statistical techniques used to analyze them establish the internal validity of this study.

3.10 Reliability

Since this study obtained and analyzed data from reliable sources and employed well-established analytical procedures, it is expected the results would be reproduced were the research to be repeated under the same conditions. Were the same dataset to be analyzed by another researcher, results are expected to be the same as those indicated in the next chapter. Measures for violent crime rates, property crime rates, and arrest rates, for example, were obtained from the FBI Uniform Crime Report, which is regarded as an authoritative source for these data. Similarly, data obtained from the community satisfaction surveys were reported by organizations (e.g., the ETC Institute) specializing in conducting market research and surveying.

The reliability of this study is further indicated by the consistency with which it measures organizational effectiveness in the context of policing. Crime rates, for example, are regularly tied to police effectiveness (and ineffectiveness) within the scholarly community (see Gultekin, 2009, for example). And, as can be seen in David et al. (2014), customer satisfaction serves as a reliable indicator of organizational effectiveness. Accordingly, the data used and the manner in which they are operationalized to measure the constructs employed in this study establish the study's reliability.

CHAPTER 4: FINDINGS

4.1 Introduction

This study investigates the most prevalent themes contained in contemporary police mission statements. In addition, it asks whether police departments are effectively achieving the goals set out in their mission statements, including whether the presence of customer-focused elements in the mission statement results in higher measures of satisfaction in the police department. The findings presented in this chapter are organized according to the research questions posed. Thematic elements and samples of the source material from which they are derived are presented in the next section, followed by results from the empirical models.

4.2 Mission Statement Themes

Results from the content analysis of the 110 sampled mission statements reveal ten prevalent themes across the sample. The ten themes were indicated in the previous chapter in Table 3.2. As indicated, the goal of *partnering with the community*, or *working together with the community*, is the most common theme and observed in 59 mission statements. By comparison, the least prevalent theme is *building trust,* which was observed in 11 mission statements. Table 4.1 shows examples of the mission statement source material from which the themes originated.

Table 4.1
Dominant Themes Found in Police Mission Statements

Ten Mission Themes
1. Police will Minimize/Reduce Crime
Samples of Actual Language:
"The mission of the Durham Police Department is to minimize crime"
"we reduce crime through public education, prevention, and awareness"
"we commit to reducing the levels of crime"
"we are committed to . . . the prevention of crime"
2. Police will work in Partnership with the Community

Table 4.1 (continued)

Samples of Actual Language:

"building problem-solving partnerships with our citizens"

"through a cooperative partnership with all citizens"

"to work in partnership with the community"

"dedication and excellence by working in partnership with our neighborhoods and community"

"by working in partnership with our citizens to creatively solve problems"

3. **Police will Improve the Quality of Life**

Samples of Actual Language:

"the Raleigh Police Department exists to preserve and improve the quality of life"

"The mission . . . is to enhance the quality of life"

"committed to . . . improving the quality of life for all people"

"to enhance the quality of life throughout our City"

"we are committed to enhance the quality of life"

4. **Police will Protect Life**

Samples of Actual Language:

"The mission of the Winston-Salem Police Department is to protect life and property"

"work in partnership with the community to protect life and property"

"provide professional police services to . . . protect life and property"

"exists to serve the community by protecting life and property"

5. **Police will Protect Property**

Samples of Actual Language:

"to work in partnership with the community to protect life and property"

"we are committed to the protection of life and property"

"to protect the lives and property of the people we serve"

"will strive to protect the life, property, and personal liberties of all individuals"

6. **Police will Build Trust**

Table 4.1 (continued)

Samples of Actual Language:

"culture of service that builds trust and legitimacy in all communities"

"dedicated to providing service . . . that builds trust"

"building trust in partnership with our community"

"we nurture the public's trust by holding ourselves to the highest standards"

"we strive to maintain the trust and confidence of our citizens"

7. **Police will Promote Safety**

Samples of Actual Language:

"provides for the safety and well-being of all"

"To keep you, your family, and our community safe"

"reduce fear and provide for a safe environment"

"committed to providing a safe community"

"partner with our community to create a safe city"

"so people can live without fear in a safe environment"

8. **Fair/Equal Treatment**

Samples of Actual Language:

"enforcing laws with equity and impartiality"

"deliver exceptional police services with professionalism and fairness"

"through the delivery of fair and impartial police services"

"enforce the law impartially with due regard for the constitutional rights of all citizens"

"we recognize the need for fair and impartial enforcement of the law"

9. **Police will Enforce the Laws**

Samples of Actual Language:

"enforce laws while safeguarding the constitutional rights of all people"

"to solve crime problems and to enforce the laws"

"promote a safe city through prevention of crime and enforcement of laws"

"enhance the quality of life through . . . enforcement of laws"

Table 4.1 (continued)

10. Police will Provide Exceptional Service

Samples of Actual Language:

"To provide professional and compassionate police services"

"providing police services with integrity and a spirit of excellence"

"empower victims of crime through excellence in service"

"provide quality service to all of our residents and visitors"

"We accomplish this by delivering quality police services"

4.3 Summary Statistics for the *MS Composite Score*

As noted in the previous chapter, the MS composite score is based on the eight selected customer-focused mission statement themes offered by David et al. (2014). Of the 110 sampled statements, two received a score of "8," indicating they did not contain any of the themes. While no statement received a perfect score of 24, two statements were coded as "20." Summary statistics for the MS composite variable are indicated in Table 4.2. The next section presents results from both the bivariate and multivariate analyses of the relationship between the MS composite variable and community satisfaction in the police departments.

Table 4.2
Summary Statistics for the Mission Statement Composite Score

	Obs	***Mean***	***SD***	***Min***	***Max***
Variable					
MS Composite	110	13.073	2.904	8	20

4.4 Relationship Between Customer-Focused Themes and Satisfaction in the Police

Next, we turn to the first of several empirical models employed by this study. An initial analysis of the relationship between the MS composite score and satisfaction in the police was performed by fitting three correlation models (*polyserial, Spearman's rho, and Kendall's tau-b*).

Results are a non-directional measure of association. The three procedures were selected for two reasons: 1) *Satisfaction* is ordinal and 2) to check for consistency across the models. As noted in the last chapter, the ordinal *Satisfaction* variable was compressed into a binary variable for the purpose of the multivariate procedure presented below. The same correlation models were run with *Satisfaction* as binary and, although coefficients were slightly different, results were consistent with those presented in Table 4.3.

While correlation does not necessarily reflect significance, both Spearman's rho and Kendall's tau-b compute significance for the correlation coefficient. Results are presented in Table 4.3. A positive correlation between the MS composite score and community satisfaction in the police is observed across all three models, which provides preliminary evidence to support the foregoing hypothesis. While the coefficients do not show a particularly strong correlation, they do demonstrate the general positive relationship between the two variables. Since correlation does not suggest causality (Garson, 2013), no conclusions are drawn regarding the directional relationship between these variables.

Table 4.3
Correlations between the mission statement composite score and community satisfaction in the police

Satisfaction	Polyserial	Spearman's Rho	Kendall's Tau-B
		Prob > | t | = 0.1202	Prob > | z | = 0.1173
MS Composite	0.0123	0.0189	0.0150

To further investigate the relationship between these two variables, this study fits a binary logistic regression model with six community-level control variables. Results of the analysis are presented in Table 4.4 as odds ratios (Exp(β)). As indicated, a positive association is observed between the MS composite score and the dependent variable, which is consistent with results

from the bivariate analyses above. On average, as the MS composite score increases by one point, the odds of respondents' expressing satisfaction in the police increase by a factor of 1.041, controlling for other effects in the model.

Table 4.4
Binary logistic regression analyzing the relationship between the mission statement composite score and community satisfaction in the police

					N	6,793
					Wald χ^2	318.45
					Probability > χ^2	0.0000
		Robust			Pseudo R^2	0.0403
Satisfaction	Odds Ratio	Std. Err.	z	P > | z |	[95% Conf. Interval]	
MS Composite	1.0412***	0.0101	4.14	0.000	1.0215	1.0612
Population	0.7101***	0.0266	-9.15	0.000	0.6599	0.7641
Race	1.0180***	0.0067	2.70	0.007	1.0049	1.0312
Income	0.6975	0.2194	-1.15	0.252	0.3766	1.2920
Age	0.9776**	0.0097	-2.29	0.022	0.9589	0.9967
Education	2.8160***	1.0493	2.78	0.005	1.3566	5.8454
Poverty	0.0003***	0.0004	-6.15	0.000	0.00002	0.0038

***, **, and * indicate statistical significance at the $p < 0.01$, $p < 0.05$, and $p < 0.10$ levels, respectively.

4.5 Relationship Between Trust, Equality, Satisfaction, and Community Measures

After observing positive associations between the MS composite score and community satisfaction in the police across each of the foregoing models, attention is now turned to analysis of the remaining variables obtained from the community satisfaction surveys. These outcome variables measure community trust in the police, the feeling the police treat all persons equally, the belief the police are building relationships with the community, and the expression of satisfaction in police services. These variables are ordinal data recorded on a 5-point Likert scale. Data analysis began with bivariate analyses of correlation. As before, three procedures were performed since each of the four outcome variables are ordinal and to establish consistency. The

dependent variables in this case are binary, so polychoric correlation is used in place of polyserial.[1]

As indicated in Table 4.5, results are consistent with one another across each of the models. Positive associations are observed between two of the sets. Departments that express the goal of building partnerships with the community in their mission statement are associated with community members who express the belief the police department is building community partnerships. Likewise, community respondents who express higher measures of satisfaction in police services are associated with departments that express the goal of providing high quality services in their mission statement. Trust and equality, however, are both negative across each of the models. Departments expressing the goals of building trust and providing equal treatment are associated with lower measures of trust and equality.

Table 4.5
Correlations between four mission statement themes and four community survey measures

	Polychoric	Spearman's Rho	Kendall's Tau-B
MS Trust ↔ Trust	-0.3748	-0.1782***	-0.1625***
MS Equal ↔ Equality	-0.1751	-0.1116***	-0.1008***
MS Community ↔ Community	0.0656	0.0485***	0.0441***
MS Service ↔ Satisfaction	0.0712	0.0644***	0.0590***

*** Indicates significance at the 99% confidence level

[1] The outcome variables *Trust, Equality, Satisfaction*, and *Community* were compressed into binary variables for the purpose of logistic regression. This researcher decided to keep these variables as ordinal for the correlation models. To check for consistency, Pearson correlation was run with the binary mission statement variables and the binary outcome variables. Results from that analysis are consistent with the results presented in Table 4.5.

Survey data were further analyzed by incorporating the same community-level control variables as before. As noted in the previous chapter, the categorical dependent variables were compressed into binary variables since the models failed the parallel lines test. Therefore, binary logistic regression models are fit to estimate the relationships. Results, shown in Table 4.6, are expressed as odds ratios (Exp(β)). The results are consistent with the observations made in the bivariate analyses; that is, *Satisfaction* and *Community* both show a positive effect, while *Trust* and *Equality* both show a negative effect. The odds of survey respondents expressing satisfaction with police services are increased by a factor of 1.162 in those cities where departments express the goal of providing high quality services in their mission statement compared to those departments who do not, controlling for other effects in the model. Similarly, the odds of survey respondents indicating they believe the police department is building positive relationships with the community are increased by a factor of 1.256 in those cities where departments express that goal in their mission statement compared to those who do not, controlling for other effects in the model.

Unlike *Service* and *Community*, the odds ratios for *Trust* and *Equality* both show a negative effect, indicating the presence of these goals in the mission statement is negatively associated with the intended outcome. The odds of respondents conveying trust in the police are reduced by a factor of 0.314 in those cities where the police declare the goal of building trust in their mission statement compared to those who do not, controlling for other effects in the model. Similarly, the odds of respondents indicating their belief the police treat all persons equally are reduced by a factor of 0.625 in those cities where the police declare the goal of equal treatment in their mission statement compared to those who do not. Results for each of the four models indicate significance at the 99% confidence level.

4.6 Relationship Between Overall Crime, Violent Crime, and Property Crime Measures

Data analysis continued by testing for correlation between each of the six remaining independent variables and their corresponding outcome measures. In each of the six models, the

Table 4.6
Binary logistic regression models analyzing the relationship between mission statement themes and four separate outcomes

	Models			
	(1) ***Satisfaction***	**(2)** ***Trust***	**(3)** ***Equality***	**(4)** ***Community***
MS Service	1.162***			
	(0.065)			
MS Trust		0.314***		
		(0.043)		
MS Equality			0.625***	
			(0.069)	
MS Community				1.256***
				(0.081)
Population	0.722***	0.917**	0.980	0.999
	(0.027)	(0.038)	(0.056)	(0.042)
Race	1.019***	1.546	2.983***	1.029***
	(0.007)	(0.415)	(0.788)	(0.008)
Income	0.644	0.353***	2.087**	2.477***
	(0.207)	(0.115)	(0.776)	(0.860)
Age	0.984*	0.981*	1.062***	0.952***
	(0.009)	(0.011)	(0.013)	(0.010)
Education	2.630***	7.020***	0.732	0.913
	(0.972)	(2.835)	(0.313)	(0.374)
Poverty	0.0003***	0.0003***	0.530	0.071*
	(0.0004)	(0.0004)	(0.853)	(0.100)
N	6,793	5,367	4,369	5,343
Wald χ^2	313.18	242.15	198.82	174.77
Probability > χ^2	0.0000	0.0000	0.0000	0.0000
Pseudo R^2	0.0391	0.0347	0.0373	0.0294

Notes: Robust standard errors are reported in parentheses below the coefficients.
***, **, and * indicate statistical significance at the $p < 0.01$, $p < 0.05$, and $p < 0.10$ levels, respectively.

independent variables are binary, where 1 = the theme is present and 0 = the theme is absent, and the outcome variables are continuous. Therefore, polyserial correlation is used for the bivariate analyses. Tables 4.7 and 4.9 present the results from these six tests of correlation. As indicated in Table 4.7, positive associations are observed for the three measures of crime rates and their corresponding mission statement themes. The positive associations between mission statement themes and violent crime rates, property crime rates, and overall crime rates indicate higher rates in those cities where the departments include these goals in their mission statements, which is counter to the hypothesized relationships. While these correlations provide initial evidence for the nature of these relationships, further analysis is needed, results of which are shown in Table 4.8.

Table 4.7
Polyserial Correlations

Binary Variable	Continuous Variable	*N*	Correlation	Standard Error
MS Protect Life	Violent Crime	110	0.2427	0.1163
MS Protect Property	Property Crime	110	0.2404	0.1288
MS Reduce Crime	Overall Crime Rate	110	0.1442	0.1204

After running the polyserial correlation models, this study fit three OLS regression models, whereby the three crime rate measures were calculated as functions of their corresponding mission statement themes. Results were consistent with those from the bivariate analyses. As shown, positive coefficients are observed across all three models. On average, rates of violent crime per 100,000 residents are 147.24 higher in those cities where the police department expresses the goal of preserving life in their mission statement when compared to those departments who do not, controlling for other effects in the model. The *Violent Crime* coefficient is significant at the 95% confidence level.

On average, property crime rates per 100,000 residents are 580.82 higher in cities where the goal of protecting property is expressed in the police mission statement as compared to those departments who do not, controlling for other effects in the model. Additionally, the overall crime rate is higher, on average, where police express the goal of reducing or minimizing crime in their mission statement. Both the *property crime* and the *overall crime* coefficients are

Table 4.8
OLS regression analyzing the relationship between mission statement themes and measures of overall crime, violent crime, and property crime

	Models		
	Overall Crime	***Violent Crime***	***Property Crime***
MS Reduce Crime	4.755*		
	(2.551)		
MS Protect Life		147.237**	
		(72.256)	
MS Protect Property			580.82*
			(353.20)
Population	0.035	1.120	-0.976
	(0.030)	(0.722)	(3.283)
Race	-1.930	-640.57***	-963.40
	(9.365)	(225.43)	(1363.85)
Income	-0.784***	-11.473***	-43.064***
	(0.170)	(2.984)	(16.342)
Age	1.423***	11.457	52.762
	(0.519)	(10.664)	(54.316)
Education	71.678***	527.32*	3500.1**
	(18.112)	(300.58)	(1439.96)
Poverty	241.622***	621.77	232.61
	(49.202)	(841.39)	(5065.28)
N	110	110	110
Prob > F	0.0000	0.0000	0.0000
R^2	0.7069	0.4526	0.2109
Root MSE	14.09	290.34	1342.1

Notes: Robust standard errors are reported in parentheses below the coefficients.
***, **, and * indicate statistical significance at the $p < 0.01$, $p < 0.05$, and $p < 0.10$ levels, respectively.

significant at the 90% confidence level. Both *Income* and *Poverty* are consistently related to the outcome measures across all three models in an expected manner. Other results are mixed. Next, the remaining three variable pairs are analyzed.

4.7 Relationship Between Quality of Life, Arrest Rate, and Safety Measures

Data analysis concluded with bivariate and multivariate analyses of the remaining variable pairs. Polyserial correlation is again used, given the independent variables are binary and the outcome variables are continuous. Results of the correlation analyses are indicated in Table 4.9. A positive association is observed between *MS Quality* and the quality of life index, which provides preliminary evidence in favor of the hypothesized relationship. Contrary to expectations, however, negative correlations are observed between *MS Enforce Law* and the arrest rate and between *MS Safety* and the safety index. To explore the relationships between these variables further, multivariate regression models were employed, using the same community-level control variables as the previous models.

Table 4.9
Polyserial Correlations

Binary Variable	Continuous Variable	*N*	Correlation	Standard Error
MS Quality	Quality of Life Index	75	0.2978	0.1228
MS Enforce Law	Arrest Rate	108	-0.2136	0.1501
MS Safety	Safety Index	96	-0.0029	0.1292

This study fit three additional OLS regression models, whereby the three outcome variables—quality of life index, arrest rate, and safety index—were calculated as functions of their corresponding mission statement themes. Results for quality of life and the arrest rate were consistent with those from the bivariate analyses, but the safety index coefficient turned positive in the OLS regression model. As shown, positive coefficients are observed for *MS Quality* and

MS Safety. On average, departments who express the goal of enhancing the quality of life in their mission statement scored 0.429 points higher on the quality of life index than did departments who did not express the same goal, controlling for other effects in the model. The *MS Quality* coefficient is significant at the 99% confidence level.

Table 4.10
OLS regression analyzing the relationship between mission statement themes and measures of quality of life, arrest rates, and safety

	Models		
	Quality of Life	***Arrests***	***Safety***
MS Quality	0.429***		
	(0.125)		
MS Enforce Law		-419.73	
		(381.998)	
MS Safety			0.646*
			(8.516)
Population	-0.0008	-5.351	0.385***
	(0.001)	(3.273)	(0.120)
Race	2.021***	285.8	-43.745
	(0.522)	(836.08)	(36.734)
Income	0.022*	-45.067***	-0.754
	(0.013)	(12.724)	(0.716)
Age	-0.029	63.176	0.565***
	(0.044)	(53.364)	(0.115)
Education	0.863	529.67	12.119
	(0.944)	(2105.33)	(54.022)
Poverty	-3.401	-6590.37	234.66
	(2.594)	(4573.31)	(187.43)
N	75	108	96
Prob > F	0.0000	0.0000	0.0000
R^2	0.4044	0.1422	0.2884
Root MSE	0.5707	1566.2	42.787

Notes: Robust standard errors are reported in parentheses below the coefficients.
***, **, and * indicate statistical significance at the $p < 0.01$, $p < 0.05$, and $p < 0.10$ levels, respectively.

On average, measures on the safety index are 0.646 higher in cities where the goal of enhancing safety is expressed in the police mission statement as compared to those departments who do not, controlling for other effects in the model. The MS Safety coefficient is significant at the 90% confidence level. Additionally, the arrest rate per 100,000 residents is 419.73 lower, on average, where police express the goal of enforcing the law in their mission statement. This result is contrary to the hypothesized relationship that rates of arrest will be higher when the police establish the goal of enforcing the law in their mission statement.

4.8 Summary

Content analysis of the 110 sampled police mission statements yielded ten dominant and recurring themes observed in contemporary police mission statements. These themes are indicated in Table 4.1 where samples of precise language found in selected mission statements are shown to demonstrate the source for each theme. The ten themes are employed as independent variables in the foregoing statistical models to estimate their relationships with their intended outcomes. Prior to examining the themes, analyses of the *MS Composite Score* variable were conducted. Both the bivariate and multivariate analyses of the estimated relationship between the *MS Composite Score* and the community's satisfaction in the police indicate a positive relationship between the two, which supports arguments made by David et al. (2014).

One of the desired outcomes of this research was to provide insight as to whether the police are being effective in achieving the goals they set in their mission statements. Of the ten most prevalent goals (i.e., themes), results are mixed regarding effectiveness. Bivariate analyses show three themes—*MS Community, MS Service,* and *MS Quality*—are associated with their outcome measures in the expected manner. Results from the multivariate analyses are similar in that observations are consistent with the same three themes. *MS Safety*, however, also shows an

association with the Safety Index in the manner expected, indicating support for four of the hypothesized relationships in the multivariate models.

Table 4.11
Summary of Findings

Hypotheses	**Supported**	
	Bivariate	***Multivariate***
H_1 – Goal specificity, in the form of a high customer-focused composite score, will be positively associated with overall citizen satisfaction in the police	Yes	Yes***
H_2 – The measure of trust that community members have in the police will be greater in those communities where the police set the goal of *building trust* in their mission statement	No	No***
H_3 – The community's belief that the police treat all people equally will be greater in those communities where the police set the goal of *equal treatment* in their mission statement	No	No***
H_4 – The community's belief that the police are building a relationship with them will be greater in those communities where the police set the goal of *building community relationships* in their mission statement	Yes	Yes***
H_5 – The community's judgment of the quality of police services will be greater in those communities where the police set the goal of *providing high quality service* in their mission statement	Yes	Yes***
H_6 – Quality of life will be greater in those communities where the police set the goal of *enhancing the quality of life* in their mission statement	Yes	Yes***
H_7 – Measures of safety will be greater in those communities where the police set the goal of *promoting safety* in their mission statement	No	Yes*
H_{8a} – Property crime rates will be lower in those communities where the police set the goal of *protecting property* in their mission statement	No	No*

H_{8b} – Violent crime rates will be lower in those communities where the police set the goal of *protecting life* in their mission statement	No	No**
H_{8c} – Overall crime rates will be lower in those communities where the police set the goal of *minimizing crime* in their mission statement	No	No*
H_{8d} – Arrest rates will be higher in those communities where the police set the goal of *enforcing the law* in their mission statement	No	No

***, **, and * indicate statistical significance at the $p < 0.01$, $p < 0.05$, and $p < 0.10$ levels, respectively.

Overall, strong support is observed for the association between customer-focused language in the mission statement and increased measures of community satisfaction in the police. Other results are mixed. Notably, each of the crime measures—property crime rate, violent crime rate, and overall crime rate—are higher, on average, in those cities where the police express the goals of protecting property, protecting life, and minimizing crime in their mission statements. The next chapter provides a more thorough discussion of these findings, a summary of the research project, and presents conclusions drawn from the outcome of the project.

CHAPTER 5: DISCUSSION AND CONCLUSION

5.1 Introduction

This chapter discusses the study's results as they relate to the literature and discusses administrative and policy implications. Additionally, this chapter presents a summary of the study, including a recap of the study's purpose, the research questions investigated, and the methodology employed. Recommendations for future research are offered at the end of the chapter.

5.2 Summary of the Study

This study began with a general interest in police mission statements and the realization that research on police mission statements is scant. As such, this study fills a gap in the literature. Following the advice from Alegre et al. (2018) given in their systematic review of the literature, this study advances and expands mission statement research by leveraging propositions from two theoretical frameworks and applying them to the context of police mission statements. For the first time, goal-setting theory and David et al.'s (2014) customer-focused theory were tested using a national sample of police department mission statements.

Data were obtained from 110 U.S. municipal police departments to compile a unique dataset for this study. Goals for the study included testing propositions from the two selected theoretical frameworks and determining whether a positive correlation exists between stated goals in the mission statement and the realization of their associated objectives. Additionally, the study chronicles the dominant themes found in contemporary police mission statements and draws conclusions about the effectiveness of police departments at achieving their stated missions and goals. The data were analyzed using both bivariate and multivariate statistical procedures and results were presented in Chapter 4.

5.2.1 Overview of the Problem

Prior to initiating this study, this researcher discovered four significant gaps in the literature pertaining to police mission statements. First, much of mission statement research has been either descriptive or prescriptive in nature (i.e., studies either simply describe the content of mission statements or prescribe the elements that ought to be included) (Bartkus & Glassman, 2008). It is noteworthy, however, that a few studies have examined organizational performance and effectiveness as a function of the organization's mission statement (see Germain & Cooper, 1990 and Green & Medlin, 2003, for example).

Second, much of mission statement research has been conducted within the private context (Blair-Loy et al., 2011), with the public domain, in particular, receiving little attention. At the outset of this research, only two studies on police mission statements were found. These studies (DeLone, 2007 and Morreale & Lambert, 2009) analyzed police mission statements to determine the extent to which counter-terrorism and homeland security themes were included in the aftermath of the 9/11 terrorist attacks. While this study was underway, Dario et al. (2022) published their findings from an analysis of U.S. police departments' mission statements, which reported thematic patterns in the way departments present themselves in the text of the mission statements. The current study builds on this research by further examining thematic patterns and their link to organizational effectiveness.

Third, much of empirical mission statement research has employed statistical analyses consisting primarily of "very basic descriptive statistics and mean comparison *t*-tests" (Alegre et al., 2018, p. 469). Since many studies have been either descriptive or prescriptive in nature, it follows that this would be the case. And since no study has examined police effectiveness as a function of the mission statement, statistical analyses in this context are lacking. Therefore, this

study fills the gap by applying bivariate and multivariate statistical procedures to analyze the selected data. While this study did provide descriptions of police mission statements by presenting observations of the predominant themes, it also provides a statistical analysis of police effectiveness as a function of the mission statement, which has not been performed prior to this study.

Fourth, much of the mission statement research lacks a foundation based on a theoretical framework and theory-testing. Alegre et al. (2018) noted, "one of the main gaps this literature presents is the lack of a theoretical corpus in which to be grounded" (p. 469). They identify the need for theoretical frameworks in mission statement research as a path for future research. This study fills this gap in the literature by leveraging propositions from two theoretical frameworks to analyze the relationship between police mission statements and desired outcomes.

5.2.2 Purpose Statement and Research Questions

While policing generally has served similar functions from one era to the next throughout history, the missions and foci of policing have evolved and adapted during different periods. Arguably, contemporary U.S. police officers are tasked with more (and sometimes conflicting) responsibilities and expectations than at any other time in history. In addition to criminal investigations, police officers are expected to assist with a variety of civil matters, including traffic collisions and mental health-related calls for service. Given the range of police functions, it is necessary to identify the police mission. Therefore, the examination of contemporary police mission statements undertaken in this study is warranted.

The purpose of this study in its examination of police mission statements was twofold. First, this study undertook to identify and chronicle the predominant and recurring themes found within contemporary police mission statements. Interestingly, enhancing the quality of life in the

community was one of the recurring themes observed in the data, which may represent a more recent development in the police objective.

Second, this study analyzed police performance outcome indicators of effectiveness as a function of mission statement themes to determine whether police departments are effective at achieving their mission objectives. The idea was to learn whether departments which specify a particular goal in their mission statement are more effective at attaining that goal than departments that do not include that goal in their mission statement. Both of these purposes served to fill a gap in the literature.

The following research questions guided this study:

RQ_1: What are the major themes found in contemporary police mission statements? That is, what do the police see as their most important goals and objectives as delineated in their mission statements?

RQ_2: Is there a correlation between police mission statement themes and performance outcomes/organizational effectiveness? For example, are communities more likely to experience lower rates of property crimes when the police set the goal of reducing property crime in their mission statement? This question can be applied to each of the mission statement themes.

RQ_3: In their excellent review of the mission statement literature, Alegre et al. (2018) noted the many opportunities available for future research given the overall lack of a theoretical link in much of the research. Following their proposal, the current study asks, in accordance with proposals by David et al. (2014), whether citizens are more likely to express greater measures of satisfaction in the police when the

police specify, in their mission statements, who their customers are and link desired outcomes to the customers.

5.2.3 Review of the Methodology

Given the observed correlations between organizational mission statements and performance objectives noted in the extant literature, it was expected that similar observations would be made between police mission statements and their desired performance outcomes. This study employed a quantitative non-experimental design to test the hypotheses put forth in Chapter 3. Arguments for effect and causation were avoided throughout this study since no experimental intervention was introduced. Rather, correlational conclusions were drawn by the measure to which outcome variables occurred in significant ratios relative to explanatory variables. Since this research was exploratory by nature, the correlational approach was appropriate as it establishes a baseline for future research.

5.2.4 Overview of the Sample, Data Collection, and Analysis

The population from which the sample was derived for this research was limited to municipal police departments (and their corresponding municipalities) in the U.S. in order to establish comparability since the agencies serve similar functions within their jurisdictions. The sampling frame was narrowed to U.S. municipalities with populations of 100,000 and greater, which narrowed the sampling frame to 323 U.S. cities according to 2020 census data. The sampling frame was chosen since those agencies represent the largest and most prominent U.S. police departments for which data was most readily available.

The final sample was narrowed to 110 municipal police departments from 39 states based primarily on data availability. These were selected since each of the 110 sampled agencies have clearly identified mission statements located on their websites. Additionally, many of the other

data were available via open-source databases. The sampling procedure used in this study was convenience sampling. As a result, the sample is not random, but it is broadly representative of U.S. police departments.

Data collection fell into two general categories: observational and secondary data compilation. Mission statements were observed and obtained from departmental and city websites. They were examined for thematic elements, including the customer-focused themes, which were then quantified into independent variables. All remaining data (i.e., Uniform Crime Report (UCR), Social Explorer, quality-of-life index, safety index, and satisfaction surveys) were compiled into a secondary dataset from pre-existing and separate data collections.

To test the hypotheses, data were analyzed in both bivariate and multivariate models. Bivariate correlation models estimated the measure to which the variables were associated with one another to offer an initial indication of the strength of the relationships. Multivariate models incorporated several control variables to isolate and identify more rigorously the nature of the relationship between mission statement themes and their associated dependent variables. OLS regression and binary logistic regression were the two multivariate statistical procedures employed by this study.

5.2.5 Synopsis of major findings

Ten recurring themes were observed in the analysis of 110 contemporary police mission statements. These themes formed the binary independent variables used by this study. Additionally, the *MS Composite Score* was constructed to measure the extent to which each mission statement was written from a customer-focused perspective. The estimated relationship between the *MS Composite Score* and the community's satisfaction in the police is positive in both bivariate and multivariate analyses, which lends strong support to arguments made by

David et al. (2014) and shows a correlation between customer-focused policing goals and the community's overall satisfaction in the police.

This research sought to provide insight as to whether the police are being effective in achieving the goals they set in their mission statements. Examination of the ten most prevalent goals (i.e., themes) shows mixed results regarding effectiveness. Three themes are associated with their outcomes in the expected manner. Measures of community satisfaction in the police are higher, on average, when the police express the goal of providing high quality service. Likewise, the quality of life index measures are higher, on average, when the police express the goal of enhancing the quality of life in their community. And respondents were more likely to believe the police are building quality relationships with the community when the police included that goal in their mission statement. These positive correlations were observed across each of the statistical models.

Results further indicate that six themes are not associated with their intended outcomes in the expected manner. Crime rates are higher, on average, where the police express the goals of minimizing (or reducing) crime, protecting life, and protecting property in their mission statements. Trust in the police and expressions of equal treatment were lower, on average, when the police express these goals. And arrest rates are lower, on average, when the police include the goal of enforcing the law in their mission statement. These findings were consistent across each of the statistical models. The remaining theme, *MS Safety,* presents mixed results between the bivariate and multivariate models, though it shows a positive correlation in the more robust multivariate model.

5.3 Findings related to the literature

This study and its findings contribute to the extant literature in four noteworthy ways. First, it advances our knowledge of what contemporary police departments view as their primary goals and objectives as indicated by the included themes in their mission statements. DeLone (2007) and Morreale and Lambert (2009) were among the first to analyze and document police mission statement themes in their studies to determine whether the police had incorporated anti-terrorism or homeland security themes in the wake of the 9/11 terrorist attacks. A little more than a decade later, Dario et al. (2022) examined police mission statement themes through the lens of Wilson's (1968) model for policing and found most themes falling into one of three categories, occurring in the following order from most to least: service, watchman, and legalistic. This study adds to these findings by collecting themes from a unique sample of police mission statements and incorporating the customer-focused composite score into the analysis.

Second, results of this study show support for the theoretical propositions of both GST and David et al.'s (2014) customer-focused theory. According to GST, greater goal specificity is positively associated with the realization of the intended results. A study by Clements and Kamau (2018) showed support for GST in that they observed a positive correlation between students' measures of self-efficacy and mastery approach and their measures of proactive career behaviors and perceived employability. Therefore, students who set specific and challenging goals showed greater signs of making progress toward their goals. In the same way, Demirkol (2021) observed a positive correlation between goal specificity measures and overall job satisfaction measures in a sample of 1,970 Turkish National Police officers. Consistent with findings from these prior studies, the current study shows support for GST. The customer-focused composite score employed by this study captured the degree to which customer-focused

themes were incorporated in the mission statement, including whether they were linked to an intended positive outcome for the customer. Results indicate higher composite scores, which represent goal specificity, are associated with higher measures of customer satisfaction. These findings support David et al.'s (2014) assertion that higher mission statement composite scores would result in higher customer satisfaction.

Third, this study contributes to our understanding of the link between organizational goals, as expressed in the mission statement, and performance outcomes (i.e., effectiveness). Much of the research conducted in this area has been done in the corporate context, with many studies finding positive correlations between mission statements and effectiveness (e.g., Bart et al., 2001; Bart & Baetz, 1998; Green & Medlin, 2003). This study builds on these prior studies by expanding analyses into the policing context. Though overall results of this study are mixed, some support for a link between mission statements and organizational effectiveness in the policing context is observed.

And finally, in a manner consistent with prior research, this study assesses police effectiveness in two general categories: 1) the public's perception of police trustworthiness and performance, and 2) objective quantitative data (e.g., crime rates, arrest rates, and so on). Police effectiveness has been measured as a function of citizens' confidence level in the police (Zahnow et al., 2017) and the public's belief the police are building positive community relationships and their subsequent willingness to cooperate with the police (Beshears, 2017). In part, this study calculates effectiveness as a function of expressed satisfaction in the police, belief the police are trustworthy and treat all people equally, and the belief the police are building positive relationships with the community.

Other studies have calculated police effectiveness in terms of quantitative data. Santos (2014), for instance, looked at crime rates as a function of crime analysis. She found that the utilization of crime analysis, when used in conjunction with other certain policing strategies, can significantly reduce crime rates. Ratcliffe et al. (2011) observed a link between increased foot patrols and a reduction in violent crime. By assessing effectiveness in terms of crime rates and arrest rates, for instance, this study is consistent with prior research, though findings indicate mission statement themes are not correlated to these effectiveness measures in the expected manner.

5.4 Unexpected findings

Despite support for some of the hypotheses posed in chapter three, some of the study's findings indicate relationships that are counter to their hypotheses. For instance, measures of trust in the police and measures of equal treatment by the police are lower, on average, when the police express the goals of building trust and treating all persons equally in their mission statements. These findings were consistent in each of the models and were significant at the 99% confidence level. A possible explanation may be that the agencies who incorporated these themes into their mission statements did so due to a breakdown of trust between the department and the community, which can happen in the aftermath of a controversial police shooting, for example. Future studies might explore the nature of this observed negative correlation between these measures, particularly whether a publicized police encounter may have contributed to the correlation.

Similarly, crime rates and arrest rates were not related to their corresponding mission statement themes in the expected manner. Overall crime rates, property crime rates, and violent crime rates were higher, on average, in those jurisdictions where the police expressed the goals

of reducing crime, protecting life, and protecting property in their mission statements. These results were consistent in both bivariate and multivariate analyses. Additionally, arrest rates were lower, on average, in the cities where the police express the goal of enforcing the law in their mission statements. A longitudinal study may shed light on whether these were trends observed over periods of time or whether the police incorporated the themes after a shortcoming in these particular measures of effectiveness.

5.5 Conclusions

Content analysis of the sampled police mission statements revealed ten reoccurring themes. Therefore, it is concluded that these ten themes represent the primary objectives of contemporary police departments, which provides an answer to RQ_1. Overall, results of this study show considerable support for the main tenets of both GST and MST. Higher measures of the customer-focused composite scores, which were constructed according to parameters presented by David et al. (2014), were associated with higher measures of citizen satisfaction in police service, as expected. Sampled mission statements that included more of the customer-focused themes and linked the themes to positive outcomes for customers were assigned higher composite scores than those statements that did not include these elements. The significance of the observed positive correlations between composite scores and satisfaction in the police provide initial support for MST, though further exploration is warranted. This study answered the call from David et al. (2014) to compile data from a sample of mission statements and construct the customer-focused composite score to test whether higher scores are associated with citizen satisfaction in the expected manner. This study also answered the call from Alegre et al. (2018) to conduct further mission statement research outside of the private context.

In addition to the customer-focused composite score, three other independent variables (i.e., mission statement themes) are associated with police effectiveness in the manner hypothesized. Measures of the quality of police services, the overall quality of life, and the belief the police are building positive relationships with the community are all higher in those cities where the police set those goals in their mission statements. These findings provide some additional support for GST. Since most of the remaining themes are not associated with measures of police effectiveness in the expected manner, firm conclusions regarding RQ_2 are avoided.

5.5.1 Limitations

A few limitations of this research are worth noting. Rather than longitudinal observations, this study incorporates cross-sectional data and makes observations from a single year for each of the sampled agencies. Therefore, assertions of causation are avoided. Emphasis is placed, instead, on associations between mission statement themes and intended outcomes. This study does, however, provide a starting point for additional research in the future.

The sample of 110 agencies is small when compared to the more than 17,000 state and local law enforcement agencies operating in the U.S. Additionally, the sample is not random, but agencies were chosen primarily due to data availability. Therefore, no comprehensive analysis of police mission statements is offered, and no comparison is made between agencies with mission statements and those without.

Finally, no consideration is given as to the extent to which mission statements are posted or publicized within each agency, which might influence mission fulfillment and effectiveness measures. Mission statements that are often reinforced to agency personnel may have a positive effect on the actual practices of the organization. Additionally, since the inaugural year for each

mission statement was not identified, the length of time each mission statement has been in effect is not clear, which presents a limiting factor.

5.5.2 Implications

Results of this study indicate a sort of chicken-and-egg phenomenon, whereby it is unclear whether the police establish mission statement goals in response to community problems or they first establish goals that are then effectively being met (or unmet). In other words, which came first – the goal or the outcome? For example, each of the crime measures are higher, on average, in those cities where the police set the goals of minimizing crime, protecting life, and protecting property in their mission statements. It is possible the police set these goals in response to existing measures of high crime. If this is the case, then more information is needed before conclusions regarding ineffectiveness can be drawn. Longitudinal data, including pre- and post-implementation of the mission statement could shed light on this chicken-and-egg phenomenon. By way of implication for police executives, measured outcomes should be carefully considered when crafting the department mission statement and directing department members in their quest to address the desired outcomes.

Additionally, given the support for MST indicated by this study's findings, consideration should be given to craft police mission statements from a customer-focused perspective. Persons whom the agency seeks to serve could be identified. The customer-focused themes presented in this study could be included and linked to measured positive outcomes for the constituents. The customer-focused emphasis could be reinforced with department members to spread the agency's goals and initiatives throughout the organization.

Though this study fills a gap in the literature and contributes a unique dataset useful for exploratory research, some limitations are implied. Caution is advised against generalizing the

findings to contexts outside of this dataset. As indicated earlier, the sample of cities was not selected at random, but rather was selected primarily due to the discoverability of department mission statements and other selected data. Since the data are cross-sectional, no inferences should be made regarding causality. Therefore, no direct causal link is asserted between mission statement themes and the measured outcomes. Rather, conclusions are based on correlational observations.

5.5.3 Recommendations for further research

Ample room exists for further study and analysis of police mission statements. As noted earlier, the selected sample used in this study is a convenience sample. Future research could advance the findings of this study by collecting data from a random sample of U.S. police departments. In addition, since most U.S. police departments serve municipal populations of 10,000 or less (Hickman & Reaves, 2006), future studies should consider collecting a sample of these smaller agencies as well. A comparison study between large agencies and small agencies might yield fruitful insights as well.

The research design used by this study included the collection and analysis of cross-sectional data. As a result, no consideration was given to the length of time each mission statement had been actualized within each agency. The implementation of a new mission statement by a department may have effects that are slowly realized through the years post-implementation. Therefore, future research could collect longitudinal data pre- and post-mission statement implementation, which might better isolate causation to the mission statement. Longitudinal studies, then, may shed light on the chicken-and-egg phenomenon to show whether police incorporate themes into their statements in response to particular community problems or police establish goals and then effectively achieve those goals.

As noted earlier, this study did not consider the degree to which a mission statement was promulgated within the agency. Whether the mission statement is displayed publicly, printed on agency materials, memorized by agency personnel, and so forth may have an impact on member commitment to agency goals and objectives as expressed in the mission statement. A future qualitative study might conduct interviews of agency personnel to determine the extent to which the mission statement has become a living creed within the organization. It is posited that positive correlations exist between the emphasis of the organizational mission statement, the commitment to the organization's mission among its members, and the realization of the goals and objectives written in the mission statement.

Finally, this was the first known test of the theoretical propositions cited by David et al. (2014). Given the support for their claims that was demonstrated in this study, further testing is warranted. Future studies might apply their customer-focused mission statement themes to other contexts within the public, private, and nonprofit sectors. Indeed, there is fertile ground for more research in this area. As shown by this study, a mission statement that identifies the specific targeted customer of the organization and connects desired outcomes and goals to the customer is more likely to be associated with the realization of those goals than is a mission statement devoid of those descriptions. Further research could yield additional insight and possible support to the fundamental tenets of customer-focused mission statement theory and goal-setting theory.

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