achieve them are functions best performed at the chief administrative level in the police agency. These functions depend heavily on conceptual skills—"the ability to see the enterprise as a whole" and to see "how changes in any one part affect all the others."[6]

System Building

In the ideal organizational setting, in which the systems approach to management has traditionally been applied, it might not be necessary to address system building as a separate management function. However, in the police field, it is essential for administrators to realize that many police problems have evolved specifically because police administrators have developed their organizations without paying attention to systems concepts.[7]

In part, system building simply means constructing coherent systems that take inputs, process them, and produce outputs that meet the goals and objectives of the police department. Other management functions are concerned with components of this responsibility. Staffing, for example, attempts to ensure that the organization has the numbers and kinds of people (employees) needed to process inputs into outputs by doing the work of the agency. Directing is concerned with making sure that employees know what they are supposed to do and how to do it. What distinguishes system building is its focus on the entire management system and its application of systems concepts.

Carrying out the management function of system building requires that the police executive give considerable attention to four interrelated systems concepts: the interdependence of elements in a system; the organizational environment; the key role played by feedback; and the need for ongoing adaptation, learning, and change.

Interdependence

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feedback, rational adjustments and decisions can be made.[20] Without feedback, the police organization is just hoping that things will turn out all right.

Types of Police Plans

It is important to realize that planning is an ongoing process consisting of ends analysis, forecasting, means analysis, implementation, evaluation, and more planning. It is somewhat risky to present information on types of plans, because you may be diverted into thinking that the plan itself, the document on the shelf, marks the end of the planning process. In fact, the plan has value only to the extent that it affects real-world actions, and even then the process continues as the actions are evaluated and the planning process begins anew.

Nevertheless, plans do exist in police agencies and should be recognized. Because police work is enormously varied, there is potentially a wide range of types of police plans. Four basic types are:[21]

1. reactive plans;
2. contingency plans;
3. operational efficiency plans;
4. strategic plans.

Reactive plans are probably more common in police departments, and in many other kinds of organizations, than any other type. Reactive planning occurs in response to a crisis or a decision forced on the department from the outside. Police agencies have engaged in reactive planning, for example, in response to federal legislation governing employment of disabled and older persons.[22] Departments have no choice but to plan for how they will adhere to these laws

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Recruitment

The first stage of the staffing process is recruitment. Somehow a police department must persuade individuals to apply for position openings. This became a significant issue for police departments in the next to cadeed a serious decline in the number of police applicants leading to a tendency there was a shortage of other employment options in the labor market but a has returned. Police departments today are finding it difficult to attract a sufficient number of qualified applicants for the positions they have open.

Generally, there are three categories of people who seek employment with a given organization:

1. people who are very interested in the position and who are eager to obtain it;
2. people who are not very interested in the position and who see it as one employment alternative among many;
3. people who have no real interest in the position and who, because of their lack of marketability, see it as their only employment alternative.[29]

Although one might assume that people in the first category would tend to perform better on the job than those in the other two groups, research fails to support that contention. There is no simple correlation between reasons for seeking employment and applicants' subsequent performance. It is clear, however, that the image of an organization is one important factor in attracting numerous applicants. Indeed, some police departments seem to discourage applicants from applying. The low esteem in which police are held in some communities and the fictitious image of the TV cop are also factors in keeping qualified applicants away. Gellerman refers to this phenomenon as a "prevailing mythology" and suggests to the organization that it "prevents much of the available labor pool from passing through its evaluation process and compels it to make its selection from

answers to these questions. Acronyms such as PODSCORB (Planning, Organizing, Directing, Staffing, Coordinating, Reporting, Budgeting)[1] and POSTBECPIRD (Planning, Organizing, Staffing, Training, Budgeting, Equipment, Coordination, Public Information, Reporting, Directing)[2] were proposed years ago by management theorists in order to define management functions. In one of the earliest police administration texts, Eastman and Eastman identified planning, organizing, assembling resources, directing, and controlling.[3]

In this chapter we will discuss six basic police management functions:

1. system building;
2. planning;
3. organizing;
4. staffing;
5. directing;
6. controlling.

Performing these management functions skillfully and knowledgeably is critically important. Aside from the obvious benefits accruing to departmental professionalism and stability, the legal concept of vicarious liability has placed significantly greater demands on police managers.[4] In instances in which police chiefs or other police managers improperly perform certain management functions, or negligently fail to perform those functions, they can be sued for improperly discharging the duties of their offices.[5] The growth of the concept of vicarious liability serves as a reminder of the importance of proper performance of police management functions and adds a measure of accountability not previously experienced by most police managers.

Management Functions by Level in the Organization

To some extent, every manager in the police organization performs the six management functions of system building, planning, organizing, staffing, directing, and controlling. However, the relative importance of the functions varies, depending on the manager's level in the police organization.

Managers at the chief administrative level in a police agency are obviously responsible for the successful performance of all six management functions. It is their responsibility to ensure that the department achieves its goals and objectives as fully as possible, that the department abides by the law, and is responsive to its community. Police chiefs, in particular, can never delegate responsibility for any of the six management functions. Responsibility for the six is uniquely theirs.

By the same token, police chiefs must delegate authority as discussed in Chapter 5, including managerial authority. Except in the smallest departments, chiefs must delegate some of the authority and some of the work involved in system building, planning, organizing, staffing, directing, and controlling to subordinate managers at the command and supervisory levels.

Delegation of authority to lower levels of management to perform the three functions of staffing, directing, and controlling is essential. This is not to say that these functions are any less important than the other three, but rather that they are more appropriately performed by subordinate managers. The staffing function should be assigned to a command-level manager, except in small agencies, in which the chief will perform most staffing tasks. Directing and controlling are the basic elements of every manager's job throughout the police department. Commanders and supervisors must be primarily concerned with making certain that their direct subordinates know how to perform their jobs and that they perform them effectively and productively.

These three functions—staffing, directing, and controlling—can be thought of as operating the organization, and making sure that the organization runs according to design. They primarily depend on managers' technical and human skills; that is, on their expertise

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4. Strategic plans.

Reactive plans are probably more common in police departments, and in many other kinds of organizations, than any other type. Reactive planning occurs in response to a crisis or a decision forced on the department from the outside. Police agencies have engaged in reactive planning, for example, in response to federal legislation governing employment of disabled and older persons.[22] Departments have no choice but to plan for how they will adhere to these laws.

Contingency plans vary in their breadth and focus but have in common an attempt to prepare in advance for possible occurrences. A plan to deal with burglars caught in a building would be a contingency plan. This kind of plan is often formalized as a policy, procedure, or special operations order. Other kinds of contingency plans typically deal with special events and with natural and human-caused disasters, such as hurricanes, that can result in extreme damage. These types of situations call for massive coordinated responses that are difficult to make up on the spot. Contingency plans can also be more administrative in nature, such as a plan for the possibility of a major budget cut.

Operational efficiency plans seek to improve routine operations. Some are prepared on a regular basis, such as annual allocation and deployment plans that analyze workload information to determine how best to utilize departmental resources. Others are prepared on more of a special basis, such as a plan to increase the collection and submission of fingerprint evidence by patrol officers and detectives. Operational efficiency plans may be developed in response to perceived problems in the organization or simply as part of an ongoing effort to improve efficiency and effectiveness.

Strategic plans are the broadest of the four types of police plans and usually are the longest lasting. They deal with the police organization's mission and primary goals and objectives and identify an overall strategy for accomplishing them.[23] Strategic plans provide a picture of the kind of organization the police department wants to be and a roadmap for getting there.[24] This picture and map help the members of the organization and the community understand where they are and why certain practices and changes are being

time grasping.

Organizing

Organizing is the process of grouping like functions, of putting together the subsystems of an organization in order to achieve maximum efficiency, effectiveness, and productivity, while meeting organizational goals and objectives. The subsystems of any organization must be arranged so that they can work well with one another. In police organizations, the key organizer is the chief of police. A chief who is unable to organize the police department properly, using the systems approach as a basis for organizational efforts, will achieve little success in meeting goals and objectives. As Mooney and Reilly pointed out, "it is inconceivable that a poor organizer can make a good manager."[25]

Organizing is not a simple process. It takes time, effort, and energy. It also takes skill, considerable patience, and a willingness to apply organizational principles to the process of organizing. Inevitably, it also requires a balancing act between competing interests: centralization versus decentralization of authority; specialists versus generalists; flatter hierarchies versus wider spans of control; unity of command versus practical necessities; formal versus informal communications; and so on. There are not many universal rules to follow to resolve these issues, only the kinds of general organizational principles presented in Chapter 5.

The nature of jobs to be performed is one important input to the organizing process. Each job must be carefully assessed and placed into a position within the organization where, grouped together with other similar functions, it can be performed most effectively. Specific jobs are the basis for the establishment of bureaus, divisions, units, squads, teams, and other subgroupings within the organization.

In organizing a police department, the objectives of the organization must be kept clearly in mind. Although all police departments have maintenance of order and protection of life and property as primary goals, the priorities and exact content of their other goals and

Staffing

Staffing involves the functions of recruiting, selecting, training, assigning, promoting, and terminating. These functions are often performed by a police department's personnel or human resources division; they are of such extreme importance, however, that they come within the purview of the police chief's major duties.

As with all other basic functions of police management, staffing should be examined from a systems standpoint. Inputs to the staffing function are of three types. The people input includes both present employees as well as candidates for job openings. The jobs input involves the positions presently held by employees plus job openings. The objectives input is the standards used to measure the performance expected from present and prospective employees.

The output of all staffing function activities (recruitment, selection, training, placement, promotion, and termination) is the staff itself. The staff does the work of the organization; through its efforts, the organization either fails or succeeds. The importance of staffing should be apparent; it may well be the most important aspect of the police administrative process.

Feedback in the staffing function is the evaluative tool by which the performance of people within an organization is measured. The methods used to achieve such feedback are often the subject of considerable controversy. In police departments not administered from a systems perspective, little or no effort is made to evaluate performance. Departments that understand the systems approach use various kinds of quantitative and qualitative methods to evaluate performance and provide feedback both to the individual employee and to the organization.

By emphasizing factors of performance that are relevant to the department's goals and objectives, the police administrator is indirectly exerting a degree of control over the organization. In effect, the administrator is saying: "These are activities that I consider to be important; if you perform these activities well, you will be rewarded." A well-designed

Finally, in this discussion of feedback as an important element in the staffing function, some consideration should be given to the need that police departments have to evaluate personnel strength requirements—that is, to determine how many sworn officers and other types of employees are needed. All too often in the past, the number of police officers needed in particular assignments or in specified geographical areas has been predicated on political and sometimes even emotional factors. By conducting a personnel requirements survey (sometimes called a workload study), based on actual activity and the time needed to perform it, a department will be armed with information that can be fed back into the staffing process so that assignment adjustments can be made in terms of the department's actual needs.

The inputs of people, jobs, and objectives are processed through recruitment, selection, training, placement, promotion, and termination to produce an organization's staff. Feedback is provided through performance evaluation of staff members and analysis of staff requirements. Although many aspects of the staffing function legitimately belong to the department's personnel division, others are either the direct or indirect responsibility of each and every supervisor and manager.

Recruitment

The first stage of the staffing process is recruitment. Somehow a police department must persuade individuals to apply for position openings. This became a significant issue for police departments in the first decade of the 2000s, when a strong economy and increased military commitments seemed to cause a serious decline in the number of police applicants leading to a "recruiting crunch."[28] The economic slowdown that began in 2008 relieved this problem for a time, since there was a shortage of other employment options in the labor market, but it has returned. Police departments today are finding it difficult to attract a sufficient number of qualified applicants for the positions they have open.

mythology" and suggests to the organization that it "prevents much of the available labor pool from passing through its evaluation process and compels it to make its selection from a much narrower segment of the population."[30] To help counteract this prevailing mythology at the national level, the IACP and the Bureau of Justice Assistance have established the website DiscoverPolicing.org. This website provides interesting information about various aspects of police work, helping to demonstrate that policing is a rewarding career and that police employment is open to all kinds of people.

Overly restrictive and sometimes arbitrary eligibility standards can also dissuade applicants for police positions. At one time minimum height was a typical criterion and it prevented most women and many Asian men from considering police careers. One state police agency had a medical requirement of 28 teeth which almost disqualified a young college graduate who had passed all the agency's other tests, only to discover, to his surprise, that he had only 27 teeth. Luckily he got through to the state police physician who suggested that the man's dentist make a one-tooth plate for him. The young man wore the plate on the day of the examination. He passed the physical with no difficulty and was appointed as a trooper. The 28th tooth was never worn again.

Federal legislation, including the Americans with Disabilities Act, has helped eliminate arbitrary and indefensible physical standards in employment decisions.[31] Even more than in the past, police agencies are now required to demonstrate that physical requirements are genuinely job-related, i.e., bona fide occupational qualifications, which has made the police employment process fairer and less arbitrary.

In addition to attracting a large number of job applicants, police departments also engage in targeted recruitment. For example, many departments have few minority group employees in relation to the demographics of their communities and have learned that they need to engage in proactive recruiting to overcome the effects of past discrimination as well as current perceptions of policing. Many departments also target women in their recruiting. Nationally, only 12 percent of U.S. police are women, and lots of agencies struggle to meet even that low figure.[32]

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struggle to meet even that low figure."

MODERN POLICING BLOG

Competition in Recruiting

April 22, 2018

This article reports continuing recruitment challenges facing police agencies due to the strong economy, retirement of baby-boomers, and recent negative narratives about policing. One result is more competition between agencies for the best recruits and lateral hires, including bonuses for successful applicants and for current officers who refer them. Average police salaries have been raised 15% since 2010 to make them more attractive. Larger agencies continue to offer substantially higher salaries than smaller ones.

Source: *Modern Policing* blog, https://gcordner.wordpress.com/2018/04/22/competition-in-recruiting. The hyperlink at "This article" links to www.governing.com/topics/public-justice-safety/gov-hiring-police-officers.html.

One focus of targeted police recruiting over the past 30–40 years has been higher education. This emphasis has succeeded to the extent that today over one-third of police have four-year college degrees.[33] What was once considered a rather radical idea—that police officers should be college-educated—is now largely taken for granted. Few police departments absolutely require applicants to have higher education,[34] but many give preference to applicants with college degrees and offer educational incentives to their current employees. Applicants without any college education can still apply for positions in

Review the attached file:

Box 6.1 Police Selection

Steps	Related Issues
Recruitment	Advertising, requests, referrals
Selection criteria	Age, height, weight, vision, criminal record, residency
Written examination	General intelligence or job content
Physical examination	Agility, endurance, strength
Personal interview	Communication skills, interpersonal style, decision making ability
Psychological testing and interview	Emotional stability, personality profile
Background investigation	Character, employment/credit history, education, references, criminal record
Polygraph examination	Character, background information, truthfulness
Medical examination and drug testing	General health, specific problems

Source: Kenneth Novak, Gary Cordner, Brad Smith, and Roy Roberg. 2017. *Police & Society*, seventh edition. New York, NY: Oxford University Press, p. 204.

In an experiment conducted with one large state police organization, Saxenia interviewed all 50 recruits undergoing 22 weeks of training at the police academy. Th