A Comprehensive Literature Review and Critical Analysis of Human Resource Management Trends in Law Enforcement

by

Coy J. Hillstead

A Research Paper
Submitted in Partial Fulfillment of the
Requirements for the
Master of Science Degree
in

Training and Development

Approved: Four Semester Credits

Dr. Ed Biggerstaff

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ABSTRACT

The purpose of this study was to evaluate the issues and trends associated with human resource management in law enforcement. Law enforcement is a continually growing and changing field. In order to adjust to these changes, human resource management professionals have to stay updated on issues ranging from hiring to training to methodologies.

A comprehensive literature review was conducted to examine the complexities and changes associated with human resources in law enforcement. The study was focused on the following issues: police community relations, participatory vs. command and control, proactive vs. reactive management, increase in payroll, pay scales per state, improving effective leadership, training trends, styles of policing and the adjustments of human resources, hiring practices, factors determining size of police department, hiring statistics, police corruption, stress management, and factors creating difficulties in filling vacancies.

There are many different styles and methods that are in place with few definite standards that every department follows. However, this analysis examines which methods are most and least effective along with the reasoning and statistics that support these claims.

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Chapter I: Introduction

The September 11, 2001 attacks on America had a profound effect on the field of law enforcement. Law enforcement managers have adjusted to these changes and restructured their human resource programs. The changes and trends that have emerged provide both positive and negative components that have both benefited and damaged certain components of the criminal justice field. This paper will emphasize the trends that have occurred in recent years within the realm of human resource management in law enforcement.

There is currently a strong need for the development and reconstruction of law enforcement management. This is due primarily to the increase in funding and personnel as well as adjusting to the trends that exist in proactive and reactive crime fighting. With the increase of media and technology, law enforcement agencies have adjusted to meet the needs of the public and potential employees by becoming more web-based (Miller, 2006). However, some departments and agencies are adhering to the policies of the past and not adjusting to the trends that are taking place.

Human resource management in law enforcement involves various responsibilities and challenges. According to a Human Resource Management course completed by the researcher at the University of Wisconsin-Stout, a typical human resource manager must be knowledgeable of and able to perform accordingly with the following:

- Comply with federal laws and keep up with regulatory changes
- Track salary levels and promotions
- Hire the right people and discipline problem workers
- Avoid discrimination claims and wrongful termination suits
- Prevent sexual harassment suits

- Negotiate contracts with sound resolution
- Consistently adhere to legal responsibilities
- Challenge employee efforts to alter wages, benefits, or working conditions
- Discuss organizational policy with agency employees
- Develop policy in the development of personnel selection
- Interview potential employees, conduct raise reviews with current employees, and terminate wrongful employees
- Develop and regulate employment testing
- Develop and maintain personnel files

The methodology or procedure for carrying out these types of duties and functions is changing with the adjustment of standard operating procedures. This report will focus on why these changes are taking place and how they are increasing or decreasing the agency's overall effectiveness.

Since the beginning of law enforcement in America with the early city and metropolitan police departments in cities like New York, Boston, and Philadelphia, there have been standards and regulating policies to which management personnel have adhered. In early policing practices, individuals were hired on the basis of their sex, heritage, and standing in the community. Uniquely enough, these are still issues that exist in hiring practices of law enforcement personnel and have been the cause for volumes of cases of hiring malpractice and civil litigation. The challenge for agencies and departments now is to provide a fair and legal hiring procedure and at the same time equip their department with a cultural diverse workforce to meet the needs of the public (East, 2003). This challenge is one of many that faces human

resource managers in this field and provides the opportunity to develop methods and procedures that are proven to be effective.

The development of new forms of crimes has also provided a new and unique challenge for professionals in the human resource field. Crimes involving the internet and media that have emerged in recent years have forced law enforcement professionals to develop task forces to prevent these types of crimes (Krebs, 2004). With this expansion in law enforcement, human resource professionals have developed necessary training and recruited individuals that law enforcement has previously not recruited (Nellen, 2004). In particular, they have recruited individuals with an educational background in computer science (Locy, 2005).

Most agencies are adhering to handling the interview and selection process with in-house staff who have been trained and educated to handle those duties and tasks. However, some agencies are making the transition to hiring independent agencies and contractors to handle the interview and selection process. The reason for this trend is clearly to avoid the litigation that has been brought against numerous agencies for discrimination in hiring practices and to establish affirmative action (Allen, 2003).

Purpose of the Study

The purpose of this study is to examine the current practices that exist in law enforcement with respect to human resource management as well as trends that are taking place and how they will influence the future. The study involves a comprehensive overview of the practices that exist, terms and definitions, as well as an overview of the structure and objectives of law enforcement agencies that are changing to meet the needs of the public. This analysis focuses on the areas of concern. The study also addresses many of the problems that exist in law

enforcement human resources today. Finally, the study provides recommendations to human resource managers to improve the overall effectiveness of their organizations.

Research Questions

The comprehensive review and critical analysis of human resource management addresses the following questions.

- What is human resource management within law enforcement?
- What recruitment and selection changes are taking place?
- What hiring and interviewing procedures are taking place?
- What training measures are changed?
- What promotion and advancement policies are being put into place?

Limitations of the Study

The limitations within this study are as follows:

1. Human resource management within law enforcement is monitored and regulated by local, state, and federal government agencies. Therefore, the findings of this study may not apply to areas of business and industry that do not have the rigorous regulations that are imposed upon law enforcement.
2. This is a new and growing field of study with research and policies being constantly changed to meet the needs of the public. Therefore, there is limited research and literature dealing with issues pertaining to this study.

Chapter II: Literature Review

Law enforcement is a diverse field that covers the investigation and apprehension of criminal activity. To keep agencies and administrations in law enforcement fully staffed and equipped with the necessary training and tools is of the utmost importance for a human resource manager in law enforcement. Human resource managers in law enforcement agencies face unique challenges and responsibilities that are often not faced by any other profession. With an emphasis on the increase of public safety and security since the September 11, 2001 attacks, human resource personnel within law enforcement have taken on the challenge of adapting to these new needs and creating systems and policies that have become the trends this report focuses upon.

This study highlights the various components of a typical large scale police department with an emphasis on the elements that a typical human resource manager is responsible for. One of the primary ways of viewing management trends in law enforcement is through the Law Enforcement Management and Statistics Manual (http://www.ojp.usdoj.gov/bjs/abstract/lemas99.htm) that is updated every three to four years. Law Enforcement Management and Administrative Statistics (LEMAS), collects data from over 3,000 state and local law enforcement agencies, including all those that employ 100 or more sworn officers and a nationally representative sample of smaller agencies. Data are obtained from various police and sheriffs' departments including components like; agency responsibilities, operating expenditures, job functions of sworn and civilian employees, officer salaries and special pay, demographic characteristics of officers, weapons and armor policies, education and training requirements, computers and information systems, vehicles, special units, and community policing activities (US Department of Justice,

http://www.ojp.usdoj.gov/bjs/lawenf.htm). It is currently estimated that there are some 800,000 active, full-time, sworn officers in the United States and about 17,800 law enforcement agencies across the United States (US Department of Justice, http://www.ojp.usdoj.gov/bjs/lawenf.htm) . With this broad spectrum of diversity, one of the true challenges of human resource management in law enforcement is keeping up to date with effective trends and providing a broad base of new hiring and training concepts.

The following sentence sums up everything about police organizations: "Police organizations are tall, hierarchical, quasi-military bureaucracies" ("Police Organization," 2004, para. 10). "Tall" means there are numerous intermediate ranks between the top and the bottom of the department. The tallness of an organizational chart tells you that certain organizational principles such as chain of command are important in tall organizations. "Hierarchical" means that power resides in the hands of those who are at the top of the organization. One of the few things different about police organizations is that in many cases "discretion" resides at the bottom of the organization. "Quasi-military" means that the police have incorporated military-style characteristics. Often, the veterans of the department will tell you that the police need to become totally military or not at all. "Bureaucracy" refers to a certain set of structural arrangements that determine a certain set of behaviors. Arrangements designed for organizational efficiency lead to impersonal human relations.

Law enforcement managers have unique responsibilities and have to make decisions that are based on numerous factors and outside influences. Their decisions are influenced by individuals in both city and county boards. Their budgets are determined by elected officials who often are completely unfamiliar with the factors that affect law enforcement managerial personnel (Hoppin, 2006). Their responsibilities are very unique from that of many other human

resource personnel; however, their purposes and responsibility remain the same, that is, to provide their organization with the appropriate tools to be as efficient and effective as possible.

In today's post-September 11, 2001 society, law enforcement is recognized as an essential component to the security of Americans everywhere. With this in mind, there has been a dramatic increase in the funding of these agencies. As a result, there has been stronger emphasis on selection of recruits and training methods. This challenge has increased the responsibilities of the human resource professionals in developing systems that effectively recruit and train new recruits to adjust to and meet the needs of the public. Recently, law enforcement agencies face the challenge of recruiting the personnel required to meet their organization's needs (http://www.mgtamer.com/criminal_justice_and_public_safety_market/services_and_experience). Vacancies in law enforcement are the result of high turnover rates and insufficient recruiting methods. Many agencies face further difficulties in that they must hire and maintain a diverse workforce (East, 2003). In many circumstances, law enforcement agencies are held to higher standards because they are a government or state-run operation (Fine, 2005).

One of the main problems that human resource managers in law enforcement face is the high turnover rate. This is often attributed to the high stress levels of the job, the dangers of the job, and a lower pay scale. In many organizations people are viewed as an organization's most valuable resource but this is only true if the organization manages that resource efficiently (Brough & Frame, 2004). The concepts of human resource management have been derived from work places across many different fields of study. As noted, many departments have numerous positions and functions they operate under. This diversity serves as a great tool in order to help recruit and maintain job satisfaction. Many officers do not experience the routine feeling that

often encompasses many places of employment because of the tremendous diversity and varying job opportunities that exists. As a result, job turnover rate is typically contributed to other factors (Brough & Frame, 2004).

One of the primary concerns of managers in the criminal justice field is the safety of their officers. There have been numerous methods of training developed by human resource managers to ensure the safety and security of their staff. With these training measures, the number of both officer injuries and officer deaths has consistently decreased (Buerger & Levin, 2005). The number of officers killed in the line of duty has declined since 1970 (US Department of Justice, http://www.ojp.usdoj.gov/bjs/homicide/leok.htm).

Police Community Relations

There is no question that one of the primary concerns of management in law enforcement is the relationships between officers and the public. This has emerged into a growing term within management in law enforcement termed "PCR" or police community relations (Ellison, 2006). The overall opinion of the agency or department as viewed by the public has a strong effect on the department's overall effectiveness or success. Currently, numerous law enforcement agencies throughout the United States use the "PCR" method of policing.

Participatory vs. Command and Control

Kelling (1995) states that there is a phrase that is commonly used in law enforcement "Get cops to care about what they are doing and they will do it right" (p. 1). In the past, law enforcement viewed stronger control and power as the solution to every problem. However, in recent years there has been a steady trend away from the command and control structure toward a more cooperative style of management (Connors, Webster, 2001). The one fear that keeps

many managers in law enforcement from using this approach is being labeled soft. Within law enforcement there is an expectation within the media and public for the chief of police and upper management to be tough on crime (Sarokin, 2002). With the styles of management in business and industry shifting from a command and control into a participatory and shared style, police organizations are behind in their changing trends and styles of management with many holding on to the command and control style that has existed since the beginning of structured police and law enforcement (Saxton, 2005). The primary difference between the two styles is that participatory management requires a stronger level of leadership and requires management to lead by example (Heller, 1990). This trend involves a transition from the traditional styles of control into the practice of instruction, involvement, and guidance.

Many police departments offer a commitment to the community of effective policing with an emphasis on the morale of their officers as the foremost component in the effectiveness of this commitment. For many individuals, their only contacts with police organizations are the patrol officers who serve on the frontline of police activities. These patrol officers have been the focus of police management to symbolize the image of their respected agency. Keeping these officers satisfied and committed is essential in keeping an effective image within the community. The primary argument is that by providing a more participatory management style in which leadership is essential, officers feel more involved in the mission and goals of the department. As a result, morale increases and is reflected within the community and the ability to develop effective police community relations (Fazzini, 2003).

Table 1

2003 Increase in Officers

Type of Agency	Number of Agencies	Number of Full-Time Sworn Officers
All State and Local	17,784	708,022
Local Police	12,666	440,920
Sheriff	3,070	164,711
Primary State	49	56,348
Special Jurisdiction	1.376	43,413
Texas Constable	623	2,630
Federal*		88,496

*Non-military federal officers authorized to carry firearms and make arrests.

Note: Special jurisdiction category includes both State-level and local-level agencies. Consolidated police-sheriffs are included under local police category. Agency counts exclude those operating on a part-time basis.

(US Department of Justice http://www.ojp.usdoj.gov/bjs/lawenf.htm)

Police and detectives held about 842,000 jobs in 2004 (US Department of Labor http://www.bls.gov/oco/ocos160.htm). About 80% were employed by local governments. State police agencies employed about 12%, and various Federal agencies employed about 6% .

Increase in Payroll

In May 2004, police and sheriff's patrol officers had median annual earnings of $45,210 (US Department of Labor http://www.bls.gov/oco/ocos160.htm). Median annual earnings of police and detective supervisors were $64,430. Median annual earnings of detectives

and criminal investigators were $53,990. The average salaries for sworn full-time positions in 2004 were as follows:

Table 2

Average Salaries in Law Enforcement

Position	Minimum Annual Base Salary	Maximum Annual Base Salary
Police chief	$72,924	$92,983
Deputy chief	61,110	76,994
Police captain	60,908	75,497
Police lieutenant	56,115	67,580
Police sergeant	49,895	59,454
Police corporal	41,793	51,661

(US Department of Labor http://www.bls.gov/oco/ocos160.htm)

Improving Effective Leadership

One of the primary problems confronting police management is the procedural duties of evaluating the practices performed by police (Dinse & Sheehan, 1998). In most cases, police management does not evaluate wrongful practices until a crisis has occurred such as a law suit, a serious accident, or public pressure forcing them to investigate and evaluate an incident. Leadership and integrity are some of the foremost components to a police or law enforcement organization. Improving the leadership from within has an overall impact of the entire organization's effectiveness. One of the primary reasons that leadership changes are not made in law enforcement is that they adhere to the policies of the past. As a result, ineffective police management styles have survived and, in many departments, are practiced without any hesitation or concern.

The primary problems with the command and control practice is that this style of management not only causes poor morale and reduced organizational effectiveness, but it also leads to the loss of quality personnel who seek employment elsewhere rather than being subjected to ineffective and poor leadership. The overall education levels of officers have significantly increased and the level of training and knowledge required by officers to adapt to a sophisticated society has dramatically increased (Aryani, Alsabrook, & Garrett, 2003).

The constant pressure and demand by the public towards police represents the unsettled view our country has towards police management. In many circumstances, police chiefs are not evaluated on the basis of crime rate and security but on the basis of mitigating political factors. In the past, being the chief of police was the most secure position within the department. Now it is the most vulnerable. The primary focus of the chief of police is to set standards and agendas to reduce crime. However, in return they have often found public and prominent political figures setting agendas to remove them from their position.

One of the most dangerous parts of this frequent turnover of the chief of police in the United States is the constant agenda changes that occur. With the constant shifting of policy and management styles, it is difficult for the department to consistently adjust to meet the chief's goals. In addition, it is often difficult for the chief to motivate personnel because the standards and goals of the department continually change (McFarlin, 2006). One growing trend is to hire police chiefs from outside the department. This is a technique that is relatively new and against the typical practice of filling the chief of police vacancies. However, many human resource personnel believe that by promoting from within, you stabilize the organization and promote someone who, due to previous knowledge of the department, will be more effective in the initial periods of their tenure (Kirsche, 2004).

In addition, many of the exams that departments use in the selection of hiring a chief of police have been revised to improve the selection process. In many circumstances they have removed or limited the components that deal with knowledge of fire and emergency medical technician components and added questions that focus more on management concerns and problems (Epstein, 2003). One problem that exists with the selection process is that many of the candidates have limited management experience. Their experience is in the law enforcement field, however, and when it comes to making many tough management decisions they lack the education, knowledge, and training required to perform effectively.

Training Trends

The United States Supreme Court upheld the ruling that failing to properly train police officers may be the basis for managerial liability (City of Canton Ohio v. Harris, 1989). Since this Supreme Court ruling in 1989, standardization of training has occurred and police management is now required to ensure that all new recruits and current officers receive the required amount of training to ensure certification standards. The number of hours required and the requirements of certification vary from state to state.

One of the primary challenges that human resource managers encounter is how to educate their officers to meet the cultural and diversified groups that they will encounter (Coderoni, 2002). Many states that have a high Spanish population offer pay incentive increases to officers who are fluent in Spanish and education incentives to officers who are willing to learn Spanish. In addition, keeping officers educated on cultural insights is essential in order to encourage cooperation and respect for the citizens. Many human resource departments will fund training in order to educate their officers if there is a strong population of a certain diversified group within their community or area of concern (Tate, 2006). According to a Police Community

Relations course completed by the researcher at Chippewa Valley Technical College, this form of training will teach officers that certain ethnic groups are opposed to eye contact, feeling it is a method of intimidation. Other groups feel it is disrespectful to initially question any other member of the household first other than the father. With the United States becoming more culturally sensitive it is essential for human resource managers to stay current with this trend and provide their officers with this essential training. It is often suggested that police officers have difficulty trusting and listening to anyone other than fellow police officers. Human resource managers have the difficulty of hiring individuals who are respectful to the community and maintain high morale throughout their tenure with the department. Having an effective cultural diversity training program helps police break free from their traditional stance of being apart from the community to a more inclusive philosophy of being a part of the community (Coderoni, 2002).

Another area of interest in terms of training is to educate officers on how to handle persons with disabilities. Many states require training on how to handle persons with disabilities before officers can gain certification. This is an area in need of reform, considering that it is estimated that 1 out 7 Americans have some form of a disability (Klein, 2002). The following is a breakdown of the content of training performed by various states when dealing with issues of handling persons with disabilities (McAfee & Musso, 1995):

1. Crisis Intervention--15 states
2. Human Relations, Interpersonal Communication, Community Relations--14 states
3. Mentally Ill/Mentally Disturbed/Emotionally Disturbed--29 states

4. Mental Retardation--4 states

5. Developmental Disabilities--2 states

6. Referral Agencies--2 states

7. Deaf/Hearing Impaired/Hard of Hearing--12 states

8. Americans with Disabilities Act--4 states

9. Blind/Visually Impaired--1 state

10. Physically Impaired/Wheelchair Users-2 states

11. Elderly/Alzheimer victims--2 states

12. Learning Disabled--1 state

This area of training becomes essential as reflected in a 1987 incident in San Francisco in which police officers had to arrest 20 protestors who were disabled and in wheelchairs. In this circumstance, police were confused and unfamiliar with the needs and challenges that exist in handling individuals with disabilities ("Wheelchair Protesters," 1987).

One of the problems that occur in developing training procedures and manuals for new officers is that many of the situations and circumstances officers find themselves in are unanticipated events; each one is unique in that it has an element that makes it different from the next. It is a challenge to provide manuals with standards of what to do and how to do it if each event is different and provides a new and unique challenge.

The career span of a typical police officer is one of constant training and education. From the initial periods of gaining a college education and going through the certification process, field training officer programs, and in-service education programs, an officer is in constant training. These training methods have been drastically increased over the last 30 years

of policing. These training trends will only increase in the years to come as intelligence led policing, service requirements, and education standards increase.

Styles of Policing and the Adjustments of Human Resources

The styles and techniques of policing are constantly evolving. As a result, human resource professionals must adapt to these changes and hire and train individuals to meet the department's needs. One growing trend in styles of policing is termed "intelligence led policing" and focuses on the following components:

1. Targeting repeat offenders (through overt and covert means)
2. Management of crime and disorderly hotspots.
3. The investigation of linked series of crimes and incidents.
4. The application of preventative measures, working with the community to reduce crime. (Ratcliffe, 2003)

Intelligence led policing uses criminal intelligence as a decision making tool in order to help reduce crime. (Peterson, 2005). In adjusting to this form of crime prevention, human resource departments have changed their training procedures to include information from the community and constant education on criminal intelligence affairs.

One of the challenges that exist within law enforcement is providing standards, goals, and objectives for the department to operate under. A method of policing emerged termed "problem oriented policing" (Moore, 2005). This was the beginning of police departments creating trends that are still transforming the standard operating procedures of police departments and other law enforcement agencies. In the past, departments were operated "casually" and the officers that served under this type of management were usually quick to obey orders in a military type atmosphere. Problem oriented policing creates a different mindset in that the

department should appear to the public as being well organized, proactive, and efficient. The concept of "police community relations" transformed law enforcement agencies again and provided new standards and policies to adapt to the needs of the public (Eisenberg & Glassoock, 2001). Police departments and upper management within them have once again adapted and provided new goals and objectives to operate under. In today's society, the typical police department has continuously attempted to implement new technology and bring in some of the concepts that exist in business and industry management in an attempt to improve the organizational effectiveness of their department (Dudley, 2003). The challenge quickly falls upon human resource managers and police training officers to adjust and implement training procedures that meet the needs of the new styles of policing and the new forms of tools that technology provides. One such example of this is the recent surge of law enforcement agencies to recruit individuals with computer science and other related degrees to help the department adapt to these new technological advances.

The challenge for human resource management is that they frequently have to deal with the gripes and complaints of officers wanting to switch to a new partner because of disagreements or simply an inability to get along with their current partner. Human resource professionals in law enforcement often became the individuals to run to when officers have problems with other officers. In many cases, they were often a go-between figure for officers who were intimidated by police management or simply felt police management would not act in their favor.

To this day, police remain one of the best represented workforces in the nation. They are typically heavily protected by union organizations, they have strong access to legal defense in cases of litigation and, in many respects, they are protected by themselves and within the

department because they hold a level of power that is often abused. Human resource professionals are often caught in the crossfire of complaints. They deal with complaints from officers about other officers and management, and complaints from the public about officers and management. In addition, they deal with a barrage of pressure from internal affairs to alter hiring practices towards methods that focus of hiring officers with tendencies that stray away from police misconduct.

Hiring Practices

With the advancements of technology, law enforcement has expanded to create databases that can account for volumes of information. Supervisors can now pass information on to their officers with improved efficiency. With this breakthrough, human resource professionals can now conduct one of the most important components of the hiring process in the background investigation with more accuracy and efficiency. In the past, many background investigations were conducted on the basis of interviews of references and the honesty of the applicant. As a result, some new hires were able to avoid human resource professionals from finding information during the background investigation that might otherwise not qualify them for employment. Such factors might include former criminal activity or charges, altered or exaggerated resumes, or simply discrepancies within the application. Currently, there are numerous databases used for investigating individual's backgrounds. All states have circuit court access in which you can type the name and social security number in and get back all criminal charges within the entire state. This is a new and developing tool that human resource professionals have at their disposal.

Currently, all 50 states have the standard that all applicants must have a record that is free from felony convictions. The basis for this standard is that having a felony prohibits a person from possessing a firearm and excludes an individual from being a law enforcement

officer. A new trend that human resource managers are enforcing is excluding applicants with certain forms of misdemeanors on their record, in particular, misdemeanors that involve assault or battery charges. By eliminating these applicants, management is decreasing the potential of future lawsuits that might incur with cases of police battery and police assault because of their past history. Some departments are beginning to eliminate applicants who have certain forms of traffic ordinances such as driving under the influence, speeding, and reckless driving charges. Eliminating these individuals from the hiring process reduces the price of vehicle insurance the department has to pay each year and decreases the chances of future car accidents involving the officer in which litigation may incur.

According to the researcher's experience, a typical police background check will focus on the following elements: state licensing records, vehicle driving records, vehicle registration records, medical records, credit reports, banking statements, Social Security number check, education records, court records, workers' compensation claims, bankruptcy, character references, incarceration records, neighbor interviews, military records, drug test records, past employers, and personal references.

Many departments have adjusted their policies in an attempt to decrease the potential of lawsuits. Some departments have no chase policies for high speed pursuits in which officers collect the license plate number and then immediately back off and allow the vehicle to flee (Hill, 2002).

Creating a diversified workforce is an absolutely essential element with human resources in law enforcement. In the past, the public typically viewed the standard police officer as a white, male figure. Departments have moved towards a different realm in that they strongly favor creating diversity in the workforce and developing a diversified management structure.

In recent years some law enforcement agencies have changed their hiring practices for police personnel in an attempt to meet deadlines (Bradford, 1998). Law enforcement agencies have experienced a wide range of problems when pre-employment screening practices have been shortcut. When the effectiveness of the organization is diminished due to the lack of quality officers, the citizens of the community are not served effectively and bad situations arise. Therefore, for many law enforcement agencies, the problems that exist within their department can be traced back to the initial hiring process and an error in hiring a poor candidate. By recruiting new police officers from different cities and states, the department develops a stronger sense of diversity, and avoids the corruption that frequently occurs with new recruits who have lived in the community for a lifetime and developed friendships and relationships that often hinder their job performance and morals. Diversity within a police force serves as a valuable tool in maintaining the respect of the community.

According to the researcher's experience, a typical hiring process involves a thorough review of the following components.

A. Education Information

1. Dates of attendance and dates of graduation
2. Review of official college transcripts

B. Past Employment

1. Dates of employment, salary history, and responsibilities
2. Tardiness, sick leave, and absenteeism
3. Job performance evaluations

C. Criminal History Check

1. Drivers license check

2. Military history check

3. State and national records check

D. Personal References

1. Social habits

2. General character

Upon completion of the personal references, past employment, and criminal history check the investigating officer typically would complete the background file and include supporting documentation (Bradford, 1998). The candidate typically returns for a final interview with a panel usually consisting of a patrol officer, a sergeant, and a command officer, as well as an investigating officer. The interview often will consist of general law enforcement related questions, the personal background of the candidate, and any other areas revealed during the background investigation. Often the background investigative file will be made available to members of the panel prior to the interview. The panel will then make a recommendation of whether or not the applicant is suitable for employment. Upon completion of the final interview, the investigating officer will finalize the file and forward it to their superior for approval. If at any time during the course of the investigation information is discovered that would automatically disqualify the candidate from employment such as criminal arrest, falsified application, or criminal activity, the investigating officer will document the information and immediately inform his or her superior.

Some departments are currently attempting new techniques in their hiring process. Some focus more on recruiting individuals from within the community so their new officers are more familiar with the city and the people they come in contact with. Other agencies develop and maintain eligibility lists for periods of up to four years (Spawn, 2003). Based on the researcher's

experience, one area that has become extremely beneficial to law enforcement agencies that do not need very many new recruits every year is to recruit more alternate-route candidates, who pay for their academy training. Typically, the police department hires a recruit who passed the entrance exam, then pays for his or her academy training. Hiring applicants who have already completed their education saves departments thousands of dollars at the expense of the new recruit. This is also extremely appealing because these candidates are immediately ready for employment; they do not have to spend time in the training process and classroom, and can be immediately placed in the field.

Factors Determining Size of Police Department

Typically, agencies use statistics that evaluate the population and the crime rate of the community, and then compare the two to determine if the number of police officers should increase or decrease. As a source of reference when conducting police statistics: large departments are considered those that serve a population of 50,000 or more and a smaller department is one that serves a population of 50,000 or less(Kuper, Maguire, Moore, & Huffer, 2001) . In 2001, through a survey of law enforcement agencies it was discovered that

Large Agencies- 51.5 force increased
11.4 force decreased
37.1 force remained the same

Smaller Agencies- 51.5 force increased
21.6 force decreased
26.9 force remained the same

(Kuper et al., 2001)

There are many political factors that go into the operation and funding of a law enforcement agency. It would be logical that the primary factor in evaluating the need for law enforcement personnel would be the level of crime. However, often there are other factors that exist (Houpis, Littlechild, & Stephen, 2001). Often it is based on the size of the department and the population the department serves. This signifies that officers who supervise other officers in larger agencies typically encompass more responsibility and more realms of potential stress. The advantage that a smaller agency has is that their supervising officers can often perform other police duties whereas in larger agencies they are often tied up with supervisory related tasks.

Hiring Statistics

The process of training and screening applicants takes an average of 31 weeks for small agencies and 43 weeks for large agencies (Kuper et al., 2001). Approximately 92% of new recruits complete the required training for smaller agencies and 89% of recruits for larger agencies complete the required training (Kuper et al., 2001). Many law enforcement agencies feel their vacancies not being adequately filled due to lack of qualified applicants. Statistics have shown that officers serve longer tenures in larger agencies as opposed to smaller agencies. Over 50% of officers leaving larger agencies are retirees as opposed to 20% of smaller agencies (Kuper et al., 2001).

Police Corruption

One of the primary obstacles police must continually overcome is the image that their department and officers are corrupt. In the past few decades there has been an increase in enforcement by internal affairs investigation units (Kelly, 2003). This has decreased the problem of police corruption in some departments. However, the problem still exists within some departments.

Many of the internal affairs enforcement systems in place now have stemmed from an incident that occurred in the early 1980's in the city of Miami. In the early 1980's Miami had a serious problem with illegal immigration which in turn increased the city's crime rate substantially (Kissell, 2000). As a result, the government substantially increased funding for the city's police department and the department went on a dramatic hiring spree to quickly solve the problem, nearly doubling the size of the department. They lowered standards and limited important elements like background investigations. Bradford (1998) states, "the result became known as the "River Cops Scandal" in which the newly hired officers formed their own drug ring and made millions selling confiscated cocaine;" moreover, "at the end of the scandal, nearly one tenth of the Miami Police Department had been either accused or convicted of felonies" (p. 1).

Stress Management

Law enforcement positions can be some of the most demanding, challenging, and time consuming occupations in the United States today. Law enforcement management must recognize this stress potential and provide counteractive measures before it becomes a serious issue (Harpold & Feemster, 2002). Even though studies indicate that a certain level of stress in the work place is beneficial because it increases job performance (Clarke, 2003), law enforcement management must be able to monitor and balance these activities. There has been an increase in the use of psychologists in police departments to monitor and assist officers within the realm of stress management (Carlier, Lamberts, Gersons, 1997). Most departments today have moved to a policy in which after each traumatic event that an officer engages in, the department reviews the case to determine if necessary counseling should be offered or required from the officer. It is apparent to many that traumatic counseling with officers is a growing concern. The statistics of officers with marital and domestic problems are continually rising

(Torres, Maggard, & To, 2007). Police stress can come as a result of a stressful situation such as a high speed pursuit, or it can result in a long drawn out series of issues that management has not effectively monitored.

Before stress management can be prevented, it must first be recognized in terms of why law enforcement positions are so very stressful. Many of the reasons that create stress are related to law enforcement officer's isolation they feel from the community (Sheehan & van Hasselt 2003). There is often an us against them mentality that develops and is viewed from both the officers and the community. As a result, police officers take various forms of criticism from those within the community.

In addition, the duties and tasks that are related to the job have a great amount of stress. There are stressors in law enforcement, such as demanding quotas in which officers must write a certain number of tickets in each designated time-frame. Often these circumstances occur over long periods of time before officers seek help and as a result many larger departments hire psychologists to assist officers with any problems that they may be facing.

Factors Creating Difficulties in Filling Vacancies

There is some evidence that the number of qualified officers do not meet the positions that must be filled. In 2005, the lack of qualified officers was the primary factor in agencies not filling open vacancies that they recruited and interviewed applicants for (Kuper et al., 2001). Over 40% of small agencies and 50% of larger agencies indicated that unexpected vacancies created problems in keeping their departments fully staffed. The current estimate is that for every three officers an agency hires there is one unfilled vacancy that remains unfilled.

The primary factors in departments not filling open vacancies are as follows;

1) Delays in getting recruits to the academy (crowding)
2) Lack of qualified applicants
3) Recruits failing to complete academy training
4) Unanticipated vacancies

(Kuper et al., 2001)

The turnover rate that a department faces is extremely important to the human resource department within law enforcement agencies. Keeping this number respectable saves the department thousands of dollars every year and maintains the efficiency of keeping educated and trained officers on the force instead of continually training new recruits to fill vacancies. The average number of personnel for a large department is 361.41, compared to a small department which averages 23.6 (Kuper et al., 2001). In the year 2005 large departments had 17.78 officers leave yearly while small agencies had 23.6 officers leave yearly. This left a retention rate of 5% for larger departments and 7% for smaller departments In comparison to many other employers and career fields this number is relatively average. However, when considering the time and effort that training a new recruit entails this becomes a very costly figure. One element that may be positive though is that smaller agencies estimate that 45% of the officers leave for reasons other than retirement, disability, medical, dismissal, and go on to other larger law enforcement agencies which limits the amount of time and money spent on their training since they are already certified officers (Kuper et al., 2001).

Table 3 lists the reasons for officers leaving various departments whether they be large or small.

Table 3

Reasons Officers Leave Departments

Size	Retirement	Disability/Medical	Dismissal	Other
Large	20%	6%	15%	59%
Small	49%	5%	9%	36%

(Kuper et al., 2001)

Keeping the benefits of the positions at a positive and acceptable scale is always a challenge for human resource professionals. Often they have to deal with limited funds and budgets. The one advantage that they have is that while law enforcement positions may not always pay exceptional amounts in terms of salaries they have exceptional benefits that make up for it. The benefits and retirement plans are usually fairly strong and very rewarding. Currently many larger departments require a span of 23 years of service before an officer can draw a full pension. Smaller agencies typically only require 20 years of service. However, some states also allow partial pensions in which they reward years of service less than 20 years at a substantially lower standard. This serves as a great incentive to individuals who choose to work in law enforcement at the beginning of their career and then retire with many years ahead to have a second career path. The primary goal of a law enforcement agency when hiring a new recruit is keeping that officer through the time-span of new employee until they retire and receive their pension.

Chapter Three: Recommendations

Introduction

Chapter Three presents a summary of the information obtained in the comprehensive literature review. A critical analysis is included as well as recommendations for law enforcement agencies to improve human resource practices within the field of law enforcement.

Summary

Law enforcement is a continually changing and growing field. Throughout history, law enforcement agencies have been both praised for their performance and criticized for their shortcomings. Many of the differences that separate success from failure within law enforcement can be traced back to the department's human resource management operations. Law enforcement agencies are built upon the leadership structures that exist within the department. Often times, poor leadership is the result of poor evaluations and poor recruitment and training. A human resource department that does not adjust to the times is not meeting the needs of the community and often is not effectively reducing criminal activity.

This study was meant to evaluate current human resource practices within law enforcement and to determine the trends and future of the profession. As a result, this study evaluated numerous law enforcement agencies and their practices found in recent literature. The results show that this field is changing drastically and has many challenges ahead in order to meet the needs of the public and to keep the communities and the nation as a whole safe from criminal activity.

Critical Analysis

There were five research questions that this study addressed;

1) What is human resource management within law enforcement?

2) What recruitment and selection changes are taking place?

3) What hiring and interviewing procedures are taking place?

4) What training measures are changed?

5) What promotion and advancement policies are being put into place?

The following is a critical analysis of the research questions.

What is human resource management within law enforcement? Human resource management within law enforcement is a unique style of management relating to the personnel management of law enforcement organizations. Human resource management in law enforcement involves various responsibilities and challenges. It is unique in that it deals with a field that offers a variety of different components.

What recruitment and selection changes are taking place? In today's society many changes are occurring in terms of recruitment and selection practices and procedures. In particular, law enforcement agencies are placing a stronger emphasis on education by raising the minimum requirements and only offering promotional opportunities to officers who have attained a certain level of education. In addition, many law enforcement agencies are now looking beyond their own jurisdictions to locate recruits from other cities and states to diversify their departments.

What hiring and interviewing procedures are taking place? Law enforcement agencies have placed a higher standard on their organizations in terms of hiring and interviewing. In the past, police applicants had one interview to determine their qualifications for the position. In today's society, it is very common for applicants to participate in three to four interviews before being offered the job. In addition, interviews have moved towards scenario-based questions to determine how an applicant would handle a particular situation.

What training measures are being changed? Law enforcement agencies have also placed higher standards on their training programs. Many states have increased the required number of training hours for new recruits as well as for certified officers' yearly training requirements. Law enforcement agencies have also moved towards training certified officers in terrorism and life threatening situations. Law enforcement agencies have now attempted to expose the officer to as many scenarios as possible to increase their ability to handle situations.

What promotion and advancement opportunities are being put into place? Law enforcement agencies have increased their standards for advancement opportunities. Many agencies will require a minimum of a bachelors or master degree to be promoted. Other agencies that choose to promote from outside the organization have increased the years of experience requirement for officers applying for management positions from outside the organization.

Recommendations

The recommendations are four-fold. The first recommendations focus on recruitment and selection. The second recommendations focus of training and development. The third recommendations focus on the hiring procedures of police departments and other law enforcement agencies. Finally, the fourth recommendations will focus on increase in police benefits and compensation.

Recommendations in Recruitment and Selection

1) It is recommended that departments seek applicants and recruits from outside of their particular jurisdiction.
2) It is recommended that departments recruit and select new recruits from a wide range of backgrounds and ethnicities.

Recommendations in Training and Development

1) It is recommended that departments train officers in continually changing aspects of the job, in particular, changes in technology.
2) It is recommended that departments focus more training on effectively handling persons with disabilities.

Recommendations in Hiring Procedures

1) It is recommended that law enforcement agencies place their primary employment decision on the oral board interview.
2) It is recommended that law enforcement agencies increase the minimum requirements in the physical agility examination if their jurisdiction is in a climate with severe heat indexes.
3) It is recommended that law enforcement agencies conduct polygraph examinations to detect the applicant's honesty in terms of their background.
4) It is recommended that law enforcement agencies allow out-of-state applicants to condense their recruitment process into several days as opposed to the method used by in state applicants.
5) It is recommended that law enforcement agencies actively recruit lateral transfers to reduce training costs.

Recommendations in Police Benefits

1) It is recommended that police departments continually adjust in the realm of police benefits to stay competitive in attracting new recruits.
2) It is recommended that law enforcement agencies offer an increase in pay incentives for new recruits with numerous degrees, work experience, or military history.

3) It is recommended that law enforcement agencies assist in the moving expenses of new recruits who are moving from out of state.

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