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RECRUITING AND SELECTION OF POLICE OFFICERS: A CASE STUDY OF THE
CLARK COUNTY SCHOOL DISTRICT POLICE DEPARTMENT

by

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ABSTRACT

**RECRUITING AND SELECTION OF POLICE OFFICERS: A CASE STUDY OF THE
CLARK COUNTY SCHOOL DISTRICT POLICE DEPARTMENT**

by

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This paper is a case study of the Clark County School District (CCSD) Police Department recruitment and selection process. The case study examines and evaluates the human resource function in the recruiting and hiring of police officers. The case study addresses the issue of line-staff relations and how it was best resolved in this organization in order to effectively recruit and select CCSD Police Officers. The paper addresses the historical, structural, and philosophical factors of the Clark County School District Police Department in discussing the possible organizational strategies for recruiting and selection of police officers. This paper uses a specific job position (police officer) and a specific management function (recruiting and selection) within a specific organization (CCSD) to analyze the general philosophical issue of what is the role of the human resource function within the management of this organization.

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I. INTRODUCTION

This paper is a case study of the Clark County School District (CCSD) Police Department's recruitment and selection process. The case study examines and evaluates the human resource management function in the implementation of the recruiting and selection of police officers. The case study addresses the issue of line-staff relations and how it was best resolved in this organization in order to effectively recruit and select CCSD Police Officers. This paper uses a specific job position (police officer) and a specific management function (recruiting and selection) within a specific organization (CCSD) to analyze the general philosophical issue of what is the role of the human resource function within the management of this organization.

This paper is divided into eight sections: Introduction, Purpose, Significance, Literature Review, Background of the CCSD Police Department, Role of the CCSD Human Resource Department, Findings, and Conclusion. The Purpose Section will discuss that the purpose of the paper is to identify the possible line-staff models and analyze their application in the hiring and selection of CCSD Police Officers. The Significance Section will address three issues. These issues are the significance of this topic to the success of the CCSD Police Department, the national significance of this issue, and the significance of the data gathered for this case study. The Literature Review Section will review published literature that discusses the line-staff models and their application. The Background of the CCSD Police Department Section is a historical perspective of the CCSD Police Department. This section explains the line functions that have occurred within the Police Department and describes how the management of the department has affected the line-staff relation regarding hiring and selecting police officers. The Role of the CCSD Human Resource Department Section is a historical perspective of the practices used by the Human Resource Department in the hiring of CCSD Police Officers. This

section explains the staff functions that have occurred within the school district Police Department and describes how the management of the Human Resource Department has affected the line-staff relation regarding hiring and selecting police officers. The Findings Section of this paper will apply the topic of human resource management to the CCSD Police Department.

This paper is a case study of a specific agency (public/governmental) looking at a specific human resource management phenomenon (line-staff relations) in regards to a specific context of events (CCSD Police Department operations). This case study focuses only on the hiring and selection role in the management of human resource duties. The specific issue of this paper (line-staff relations with regards to recruiting and selection of police officers) has not been widely supported through research or philosophical inquiries. The broad philosophical issue of this paper (the role of human resource management with regards to line-staff relations in public agencies) has been addressed through research and philosophical inquiries (Browne & Golembiewski; Condrey; Cunningham; Golembiewski, 1966; Hamman & Desai; Hays; Hickman & Lee; Holzer & Callahan; Ingraham; Kamoche; Kempton; King & Bishop; Perry; Schuler & Jackson). The author of this paper relied heavily on applying the general philosophical principles (line-staff roles) to this specific organization through personal observations, and interviews. Both police management and human resource management research support the line-staff relations and applications in this case study (Condrey; Cunningham; Fyfe, Greene, Walsh, Wilson, & McLaren; Golembiewski, 1966; Souryal; Swank & Conser).

II. PURPOSE

The purpose of this case study is to provide an example within an organization of how the staff services for the human resource function within the agency (CCSD Human Resource Department) interacts with the line services for the operational function within the agency (CCSD Police Department) to accomplish the necessary agency mission, goals, or objectives. This paper specifically addresses this interaction with regards to one issue (the recruitment and selection of police officers). The case study defines the possible models for line-staff relations, relates the models to previously published literature, and applies them to the Clark County School District.

As used in this case study, the term “line” refers to the departments or sections within an organization that are responsible for the operational functions of that agency or servicing the external customer. Some examples of line functions at the Clark County School District include instructional units (teachers, administrators, and counselors), transportation (bus drivers), police services (police officers), maintenance (building engineers, painters, and mechanics), operations (custodians), and food services (cafeteria workers, cooks).

As used in this case study, the term “staff” refers to the departments or sections within an organization that are responsible for the support of the management function of that agency or servicing the internal customer. Some examples of staff functions at the Clark County School District include payroll, grants, budget, human resource, employee relations, communications, and government affairs.

As discussed by Stephen Condrey in the Handbook of Human Resource Management in Government and Robert Golembiewski in the Readings in Public Administration, the models or roles used to manage the human resource function in public agencies have varied over the years.

Some of these roles have included the **Traditional Model** (staff controlled and centralized within the management structure of the agency), **Reform Model** (line controlled and decentralized in the operational function of the agency), and the **Strategic Model** (a power-sharing partnership described as a colleague or teamwork style) (Condrey; Golembiewski, 1966).

Using the CCSD Police Department as a case study and by discussing the models used by the local police agencies, this paper illustrates all three models in the context of recruiting and selection of police officers. This case study provides historical details of both the line function (CCSD Police Department) and the staff function (CCSD Human Resource Department) and the relationship that exists in the CCSD Police Officer recruitment and selection process. Based on the line-staff models, the case study seeks to answer what is the most effective method to hire school police officers.

III. SIGNIFICANCE

This section identifies the three significant applications of this case study. The effective models for line-staff relation in hiring police officers are significant to the CCSD and CCSD Police Department; the national hiring and recruiting of police officers; and the data gathered for this case study.

III A. Agency Significance:

The Clark County School District Police Department is an essential component of the CCSD. The services that the department has provided and continue to provide are critical to the mission of the CCSD. As it has been illustrated in the numerous post-Columbine reports from the United States Department of Education, and Department of Justice published in the late 1990's and early 2000, it is essential that school districts take active steps to ensure a safe and secure

learning environment for all students and staff (Atkinson; US Department of Justice). The operation of a full service police department is one part of the District's plan to ensure a safe environment. In order for the police department to continue to provide quality services, it must fill or have vacancies filled in a timely and effective manner. This section addresses the significance of the recruiting and hiring process as it impacts the mission of the CCSD Police department and the CCSD.

During the 1966-67 school year, the Clark County School District realized that the agency's function of providing educational services to all the students of Clark County needed to be amended. By creating a security department, the District took positive steps to provide a safe and secure learning environment to the students and staff of the Clark County Schools. This approach was visionary and has been amended over the years to transform the security department to a full service police department. Through governmental legislation such as the "Safe Schools Act" and "No Child Left Behind," it is an educational requirement that school districts address student and staff safety. Safety is an essential function

The CCSD Police Department has come a long way from its start in 1966-1967 school year. According to the "CCSD Police Department 2003 Fact Sheet," the CCSD Police Department is comprised of approximately 150 commissioned personnel including a Chief of Police, Lieutenants, Sergeants, Police Officers, and a support staff of approximately 20 including dispatchers and clerical. The CCSD Police Department is a full service police department responding to the policing needs of the Clark County School District and operating 24 hours a day, seven days a week. The CCSD Police Department is the seventh largest police department in the state of Nevada (according to the "2001 Crime and Justice in Nevada"). The CCSD Police Department was responsible for 5,106 arrests in 2001 (fifth in Nevada, according to the "2001

Crime and Justice in Nevada”). The CCSD Police Department was responsible for handling 1,241 Index Crimes in 2001 (eighth in Nevada, according to the “2001 Crime and Justice in Nevada”). For the 2001 – 2002 school year, the CCSD Police Department handled in excess of 9,451 incidents [1,087 Felonies, 602 Gross Misdemeanors, 6,222 Misdemeanors, and 1,540 Non Criminal], including 75 Gun Incidents, and 101 Knife Incidents. The Department requires that all School District Police Officers are trained and required to maintain Category I Nevada Peace Officer’s Standards and Training Certification (Nevada Administrative Code 289). The CCSD has been extremely fortunate to have only two school-related shooting deaths (shooting of a teacher at Valley High School in 1982 and a student at Eldorado High School in 1990). The department is a major contributor to the Nevada law enforcement community and represents a service or mission not easily replaced. There is a need for this agency to be successful.

In order for the CCSD Police Department to succeed in the completion of the objectives of the agency, it must have qualified officers. Over the past fifteen years, this process has been a point of dramatic change; this will be discussed in the Background and Role Section of this paper. It has been viewed as ineffective by both the line function, CCSD Police Department, and the staff function, CCSD Human Resource Department. Over the years, both departments have made numerous attempts to be successful, both separately and cooperatively. There has been frustration expressed by the employees of both the line and staff functions. This is an area of significant management concern. The importance of this topic to this organization reached a critical point in recent years with the need to hire a large quantity of qualified candidates in a short period of time (Camman; Ketsaa; Phelps; Reyes).

From 2001 to 2004, the department need to recruit and hire a large number of individuals and the old system has been ineffective in developing a qualified pool of individuals, which has

resulted in low numbers of qualified applicants being selected. Due to the award of a recent Community Oriented Policing Grant and the retirement of numerous veteran officers, the CCSD Police Department will be recruiting and hiring approximately 31 new police officers through the grant and 14 new police officers to replace retirees from October 2001 – June 2004. This projected number of approximately 45 officers is more than a 1/3 of the current department strength (127) as of October 2001. By the end of 2003-2004 school year, the officers recruited during this employment cycle will represent more than 25% of the total department manpower including department supervisors, and management (45 out of approximately 164). In this three-year time frame, it is critical that the recruitment and selection process yield the numbers of applicants required to fill these vacancies while not sacrificing quality (Ketsaa; Phelps).

This section has demonstrates the relationship of the significance between: the CCSD Police Department and the CCSD; the need to recruit and hire officers and the success of the CCSD Police Department; and the need to find the most efficient line-staff relations in order to hire CCSD police officers.

III B. Significance to the Law enforcement community:

The models for line-staff relation are significant to the law enforcement community. This section of the paper addresses an overview of national police hiring trends, an analysis of local police hiring systems, and a comparative review of the CCSD Police Department as it relates to local and national police hiring systems.

Police Departments vary in recruiting and selection standards based on size of agency, type of agency, location, and management of the agency. In addressing this issue, the paper has used a generalized standard that applies to most agencies in one form or another. The first component of this section is dedicated to defining what occurs in the recruiting and selection

process and the second part describes the three main styles used to recruit and hire police officers (Fyfe, Greene, Walsh, Wilson, & McLaren).

The recruiting process traditionally consists of the creation of job requirements, advertising, application, and screening. The Selection process traditionally consists of the testing and evaluating system (which has many phases), rankings (Qualified Selection Pool - QSP), and selection. The testing and evaluating system usually consist of phases involving a written exam, physical agility performance test, interview panel, psychological evaluation (written and interview), background check (which may include a truthfulness evaluation), and medical examination (Fyfe, et al.: Ketsaa; Phelps; Reyes). Although some agencies do not use all of these testing phases or specific selection procedures, this is the standard acceptable testing program used as an “industry standard.” In the Las Vegas Valley, the CCSD Police Department, the Las Vegas Metropolitan Police Department, the Henderson Police Department, the North Las Vegas Police Department and the Nevada Highway Patrol use this hiring procedure. These five agencies represent the five largest police agencies in Clark County, Nevada (Ketsaa; Phelps; Reyes).

The national trends for recruiting and selection of police officers are centralized (the overall process is controlled, implemented and final decisions made at the human resource level – the staff function or **Traditional Model**), decentralized (the overall process is controlled, implemented and final decisions made at the department or line management level – the Line Function or **Reform Model**), and teamwork or cooperative system (the process is controlled, implemented and final decisions made through a cooperative arrangement with assistance from both levels, and power sharing – the colleague approach or **Strategic Model**) (Fyfe, et al.: Ketsaa; Phelps; Reyes). These three major systems correspond directly to the three models of

human resource management as cited by Stephen Condrey in the Handbook of Human Resource Management in Government, and by Robert Golembiewski in the Readings in Public Administration. Although the author has been aware of the three-system approach, it was not until conducting this research that the author realized that these systems had empirical support, and corroboration (Condrey; Fyfe et al.; Golembiewski).

The **Traditional Model** is used usually by small agencies where there is not a large hiring demand and it is cost effective to have a centralized system. There are many agencies that, although the system is centralized, do perform a limited support role (recruitment, interviews) and functional role (background). The line support functions are very limited and do not offset the power, implementation or control system to the point of this system being classified as strategic. It is a minor variation on the traditional role. In the Las Vegas Valley, the Clark County Park Police, Boulder City Police Department and the Mesquite Police Department use a traditional or centralized system (Fyfe et al.; Phelps; Reyes).

The **Reform Model** is used usually by large agencies or agencies where there is a large hiring demand, and it is cost effective to have a decentralized system. The decentralized system is favorable when the agency has numerous positions and job classifications to fill within the police department. In the Las Vegas Valley, the Las Vegas Metropolitan Police Department uses a reform or decentralized system. The Las Vegas Metropolitan Police Department is a combined law enforcement agency that provides police services to both the City of Las Vegas and the County of Clark with the chief executive being an elected sheriff. The Las Vegas Metropolitan Police Department is listed as a reform model because the human resource personnel authorities are completely contained within the structure of the police department and exclusive to hiring only employees that work for the sheriff. The personnel authorities have no ties and are

completely removed from any accountability to either the Clark County government and personnel authorities or the City of Las Vegas government and personnel authorities (Fyfe et al.; Ketsaa; Phelps; Reyes).

The **Strategic Model** is used usually by moderate size agencies, agencies where there is a large hiring demand, or where there is an extreme competition for qualified applicants. If this is structurally possible, this is the philosophically preferred method because it maximizes the strength of the human resources department (staff functions: methods, procedures, laws, and system development/implementation), and the strengths of the police department (line functions: knowledge of positions, knowledge of needed traits, ability to investigate, and knowledge of police applicant trends) (Hickman & Lee, Perry; Cunningham; Golembiewski, 1966; Golembiewski, September 1966). The key to the ability to implement the **Strategic Model** is communication, cooperation, and a power share of perceived control. In many agencies, the final decision or control of the selection process rests with either the human resource level or the police department level, although the overall system employs the teamwork (**Strategic**) method. Although the power or perceived end control rest with a single level rather than a cooperative or colleague level, it is very limited and does not off set the communication, cooperation, implementation or overall control of the system. The balance is maintained and the overall system control is cooperative and never reaches the point of being classified as either traditional or reform. In the Las Vegas Valley, the Henderson Police Department, CCSD Police Department, and the North Las Vegas Police Department use a Strategic or teamwork system (Camman, Fyfe et al.; Ketsaa, Phelps; Reyes,).

The significance of the application of the line-staff relation to recruiting and hiring police officers is that the models, problems, and issues are not exclusive to the CCSD police department but also encountered by police agencies in Southern Nevada across the nation (Ketsaa; Phelps).

III C. Significance of Data Analysis:

The significance of this case study is that this data from this agency has never previously been analyzed in a historical perspective and applied to the models of the human resource function. This paper is a case study of a specific agency looking at a specific human resource management phenomenon (line-staff relations) in regards to a specific context of events. The specific issues of this paper (methods of recruiting and selection of police officers) have not been largely supported through research or philosophical inquiries. The broad philosophical issue of this paper (the role of human resource management) has been addressed through research and philosophical inquiries. This case study relies heavily on personal observations and interviews. On a limited basis, both police management and human resource management research support the application of the models to the law enforcement hiring and selection process. The Literature Review Section of this paper links the two ideas.

The key data used in this paper was collected through interviews and personal experience. The professional data, that supported the interviews and use of experience, came from a variety of sources including journal articles, research, and books. The material came from the fields of educational management, police administration, public administration and human resource management.

The key to my interview data was six interviews of individuals very familiar with the CCSD Police Department. The author interviewed four of the five individuals who have been handling this recruiting and selection issue for the CCSD Police Department for the past four

years: two from the Department (Acting Lieutenant Jim Ketsaa and Chief Elliott Phelps), one retired from the department (Dan Reyes), and the fourth is from the CCSD Support Staff Personnel Analyst (Martha Camman). The fifth individual that has been involved in this process is the author and my information will be included under the personal experience, knowledge. The fifth and sixth interviews were with officers who have been employed by the School Police when it was a Security Department. Lewis Terry was hired in 1967 and Mike Newson was hired in 1973.

The last component of my data is my experience as a participant in this process. The author has reviewed the internal tracking documents for the last seven years that address the statistics, trends, and the issues the agency is facing concerning recruiting, and selection of police officers.

The data used in this paper appears effective in a case study format. The data paints an accurate detailed perspective of the human resource management phenomenon observed regarding a specific time frame, agency, and issue. The author has direct experience with the topic studied. The topic studied has recently been involved with dramatic change, which allows the case study to review more than one human resource function model. An additional strength in this data is it was gathered by one of the members directly involved in the process and familiar with the issues from all perspectives. The possible limitations with the data include that it is highly controllable by the author, lacks independent confirmation, and lacks previous empirical research. This data lacks generalizability but does provide for a strong foundation for future research. The significance of the data and analysis of the data are that they provide a base for specific research questions for future research or for future internal considerations regarding the effectiveness of school police officer recruitment and hiring.

IV. LITERATURE REVIEW

In reviewing a variety of research, publications, and books from the police administration, public administration, and human resource management arenas, it is clear that there is no one widely used model or set of models used to describe the system of management used in the recruiting and selection of public employee. Instead there are a variety of individual labels or approaches that are similar. The authors seem to favor describing what occurs under a specific system or agency, rather than labeling the system with a particular model name. For example the term “**Traditional Model**” is not clearly defined as one certain system but a style or philosophy used. Some authors refer to the system as a **Traditional Model**, while some authors use the term centralized, and finally other authors describe the system in terms of its staff function. For example, the “civil service system” is described in the literature as a centralized system, as a traditional model and also as a staff role in the human resource functions of the agency. The authors are describing the same management system but using different labels. Chart IV-1 on page 16 illustrates how different authors describe similar systematic approaches using different labels.

CHART IV-1

AUTHORS	HUMAN RESOURCE DECISIONS ARE MADE IN A SEPARATE MANAGEMENT SUPPORT UNIT OF THE AGENCY.	HUMAN RESOURCE DECISIONS ARE MADE IN THE OPERATIONAL UNITS OF THE AGENCY.	HUMAN RESOURCE DECISIONS ARE MADE COOPERATIVELY BETWEEN THE TWO UNITS.
Condrey Ingraham Rothstein West & Berman Perry Hays Schuler & Jackson	Traditional	Reform	Strategic
Evans	Traditional	Operational	Strategic
Kamoche	Traditional	(doesn't define)	Strategic
Browne & Golembiewski Golembiewski	Staff	Line	Colleague
Hickman & Lee Hamman & Desai	Staff	Line	Cooperative
Cunningham King & Bishop	Staff	Line	Teamwork
Fyfe, et al. Holzer & Callahan Swank & Conser Eisenberg, et al.	Centralized	Decentralized	Teamwork
Simon, et al.	Centralized	Decentralized	Cooperative
Webb, et al.	Centralized	Decentralized	Coordinated
Kempton	Traditional	Line	Cooperative
Cohen & Bradford	Hard	Soft	Partnership

For purpose of this paper the author uses the labels from the original literature that inspired this project and is contained in the Handbook of Human Resource Management in Government edited by Stephen Condrey. Condrey describes and compares three distinct models of human resource management in public organization. These three human resource function models are the **Traditional Model**, the **Reform Model** and the **Strategic Model** (Condrey, p 1-12). The traits of these models were then compared with other literature. A broad definition was established for these models and will be used interchangeably in this paper. The **Traditional Model** is a staff controlled function and is centralized within the management structure of the agency. The **Reform Model** is a line controlled function and is decentralized in the operational function of the agency. The **Strategic Model** is a power-sharing partnership described as a colleague or teamwork style. (Browne & Golembiewski, Condrey; Cunningham; Evans; Golembiewski, 1966; Golembiewski, Sept. 1966; Hamman & Desai; Hickman & Lee, Ingraham; King & Bishop; Perry; Swank & Conser).

The **Traditional Model** is characterized by a strong, centralized human resource management philosophy within the organization. The human resource department is focused on rules, procedures, and the uniform management of personnel including the recruiting and selection process. The primary goal is the central organization and its stability. The goal of the human resource authorities is to provide a standard and uniform system for the government entity; it does not look at functions or needs of the line organizations or individual departments. A commonly used **Traditional Model** is a civil service system. Although the exact system may vary by state law, governmental organization, or size, the basic philosophy is the standardized top down, centralized, formalized, staff level delivery of services for human resource management. For the purpose of clarity in this paper, the terms traditional, centralized, and staff

function model shall be used interchangeably (Condrey, pp.6-12; Cunningham, Evans; Hickman & Lee).

The advantages to this model are that there is a rigid systematic approach designed to create professionalism, fairness, and equity. The system is based on the management philosophy that there is one best way to manage public employees (hire, evaluate, reward, and promote). The staff system allows the line operation units to focus on their specific missions and to utilize their time and resources to the primary mission of the line unit. The agency can control human resources issues by dealing with one section of its company rather than have to contact all line agencies (Condrey; Cunningham, Evans; Hickman & Lee).

One disadvantage is that the system may be slow to change in response to employment trends. During times of rapid growth and changing dynamics of the employment market, a traditional system may not be responsive to adapting to the needs of the agency or environment. A second disadvantage is that the way to recruit and hire one group of employees may need to be significantly different than another group. For example, how a government recruits for police and fire personnel may need to be significantly different than how they recruit for information technology or public works employees. A third disadvantage is that the way to recruit and hire one specific position within a department may need to be significantly different than same position in another department. Although the job classification is the same, the strengths of specific skills needed to succeed may differentiate that employee from others in the same classification. For example, a secretary in a information technology department may need to display strength in the manual dexterity portion of the job requirements but a secretary in a police department may need strengths in the interpersonal communication portion of the job

requirement. The traditional model does not acknowledge these differences (Condrey; Cunningham, Evans; Hickman & Lee).

The **Reform Model** is almost the mirror image of the **Traditional Model**. It is characterized by a strong, decentralized human resource management philosophy within the organization. The line manager is responsible for the human resource management function. The personnel function is dispersed to the line manager. The role of the human resource function is line driven, manager centered, and focuses on response to organizational mission and goals. The line manager makes the decisions regarding recruitment, selection, and hiring. The model believes there is not one best way to recruit and hire but one best person or individual that will fit the line structure. The primary goal is the support of the line function and ultimately the organization. A **Reform Model** may be used in government positions not covered by a civil service system. Although the exact system may vary by specialty of function, size of the organization, or specific missions, the basic philosophy includes two-way communication on personnel decisions, decentralized management, line-level delivery of services for human resource management, and an ability to hire and recruit on an individual or specialized basis. For the purpose of clarity in this paper, the terms reform, decentralized, and line function model shall be used interchangeably (Condrey, pp. 6-12; Cunningham, Evans; Hickman & Lee).

The advantage to this model is that there is a flexible approach designed to create responsiveness, specialization, and adaptability. The system is quick to adapt to and modify to changes in employment trends or agency needs. During times of rapid growth and changing dynamics of the employment market, a reform system can recruit and hire in a timely manner, reduce lag time, and beat competitors in the recruitment and selection process. The system is based on the management philosophy that the line manager knows what is best for the specific

line and job function and is the most qualified to determine the best candidate in the recruitment, selection and hiring process. The manager is able to recruit and hire specifically for the exact line function or mission; for example, public safety, public works, transportation, information technology to name just a few of the possible types. The line manager can specifically look for the desired strength or specialties of a specific that will enhance the individual's contributions to the line department. Some examples of different strengths secretaries may possess that a manager may be looking for would be communicative skills, interpersonal communication, or motor skills, to name a few. The line manager is able to specifically seek an individual that might complement the existing skills or fill a needed void in the line services department. The line manager is an expert in what it takes to do the job, who can do it, and who can't; and would never be able to pass on the extent of this knowledge to a human resource specialist (Condrey; Cunningham, Evans; Hickman & Lee).

The possible disadvantages to this model include a lack of systematic control, allegations of inequity or discrimination, inconsistency from line managers regarding similar positions, problems regarding compensation, specialized duties, job description or expectations. The line system requires the line operation units to commit resources from their primary mission to a human resource function. The agency loses centralized control of human resources issues and must deal with numerous managers and departments when handling human resource issues. The agency must provide specialized human resource training to more individuals. There is a concern that line managers will not have enough training to deal with the complex issues of the human resource function. It is cost prohibitive to train all line managers as experts in recruiting and selections issues (Condrey; Cunningham, Evans; Hickman & Lee).

The **Strategic Model** is a combination of the strengths of the **Traditional Model** and the strengths of the **Reform model**. The system is a collaborative or colleague style system. It is characterized by a realization that a structured human resource role is essential but that it must be supportive of the line function. The communicative process is continuous and multidirectional. The role of the line and staff functions is to be respectful of both the human resource goal (applying a systematic, fair, and equitable hiring system) and the line organization goal (hiring the best candidate in a timely and efficient manner) within the organization. The line manager and the staff unit are partners. On human resource issues, the human resource manager is a consultant to the organizational line manager and line operational needs; the line manager is a consultant to the human resource manager. The role of the human resource function is collaborative driven, team centered, colleague or supportive with response to the duality of each other's missions and goals. The variations to the system include the final decision-making process. The line manager may make the decision, the staff manager may make the decision, or it may be a mutual decision. The structure of the model is not dependent upon who makes the final decision but on the teamwork and colleague approach of the entire system. It is expected that at times final decision making will be made by one or the other in the line-staff relation. This does not automatically shift the system to reform or traditional; it is the overall conceptual cooperation and general operating philosophy rather than one component of the system. The model believes that the expert in human resources issues should hold the agency on track and prevent issues that would harm the overall agency while maintaining responsiveness to the overall goal of the line department in providing essential services to the public. Its strengths are based in the components of teamwork. For the purpose of clarity in this paper, the terms strategic, teamwork,

and colleague model shall be used interchangeably (Condrey, pp. 6-12; Cunningham, Evans; Hickman & Lee).

The advantages to this model are that there is a systematic approach designed to create professionalism, fairness, and equity, but it includes a flexible and responsive component. It acknowledges that there are two experts collaborating on one mission. The collaboration removes the system that places one component of the line-staff relationship superior to another. The system is quick to adapt to and modify to changes in employment trends or agency needs but respects regulations and rules of the systems. The colleague system establishes areas of absolute requirements and areas of flexibility. The system is based on the management philosophy that there is not one absolute way to manage, that is recruit, select, hire, evaluate, reward, and promote public employees but that a standard system can be managed by experts (both line and staff) affected by the system. The staff system allows both the line operation units and the staff units to focus on their specific missions while dedicating a portion of their resources to the teamwork system. The line manager is able to recruit and hire specifically for the exact line function or mission; for example, public safety, public works, etc. and consider desired strengths or specialties that will enhance the individual's contributions to the line department. But, the staff manager is still able to assure that the basic system that provides professionalism fairness and equity is not compromised (Condrey; Cunningham, Evans; Hickman & Lee).

The disadvantage to this model is that the system is only as strong as the strength of the communication, cooperation, power-sharing, and mutual respects components of the system. If one component overpowers the other, mutual respect breaks down, or communication breaks down; the system effectiveness is diminished. The key is that both the line and the staff departments commit enough resources for the completion of the cooperative mission. The size of

the agency may prevent all of the line departments from receiving the necessary level of human resource support and conversely a line support department that is experiencing tremendous growth or an increase in the overall goals and mission of the department may not be able to provide the necessary level of line operation support to the Human Resource Department (Condrey; Cunningham, Evans; Hickman & Lee). The success of the **Strategic Model** is limited by the priorities of the agency, the available resources, the ability to maintain long-term collegial support, and the ability of the line and staff managers to commit to the strategic roles (Cohen & Bradford; Condrey; Evans; Hamman & Desai; King & Bishop).

In applying the literature, there is no one absolute model that is perfect for every agency but it is the application of the appropriate philosophical model and the application of the individual necessities of the agency that can create the most effective system. The literature indicates that the **Strategic Model** is the theoretically best system because it combines the strengths of the other two models and the strengths of the line and the staff functions. The theoretically best model may not be feasible for a specific department based on factors such as: size, resources, overall agency mission, applicable laws, growth, and available applicant pool (Cohen & Bradford; Condrey; Evans; Hamman & Desai; King & Bishop).

V. BACKGROUND OF THE CLARK COUNTY SCHOOL DISTRICT POLICE DEPARTMENT (CCSDPD)

The Clark County School District Police Department (CCSD Police Department) is an ever-transforming agency that has been changed by dramatic growth and ground breaking changes in the mission of the organization. This case study looks at this agency since its conception in 1967 but specifically looks at the changes in the last 15 years (1988 to 2003). This agency is natural fit for a case study because in the last fifteen years the organization has

experimented with numerous variations of the line-staff models. By comparing this organization in a discussion, the author is able to relate the positive and negatives to actual organizational experience. This section of the paper will discuss the history of the organization and apply it to the issues addressed in the line-staff models.

The CCSD Police Department provides police services to one of the fastest growing school districts and counties in the United States. This growth has been holding steady for an excess of 14 years. Over the same period, the size, duties, and responsibilities of the CCSD Police Department have grown. As the size has grown, there has been a greater need in the recruitment and selection of qualified police officers (Ketsaa; Reyes).

The CCSD Police Department recruiting and selection requirements and needs are different from the traditional support employees hired for the school district. Also, the system and size of the school district is larger than most city and county structures that hire police officers; therefore, the human resource structure presents similar concerns and issues, but different technique, priorities and philosophy than traditional police agencies. In order to complete a case study and compare the issues of selection and recruiting of police officers, it is necessary to discuss the dynamics, strengths, weakness, and needs of the CCSD Police Department. I will discuss the history behind the creation and evolution of the department, and its recruiting and selection practices.

The Clark County School District encompasses all of Clark County, Nevada, which covers 7,910 square miles and includes all outlying communities and rural areas. Under state law, each of the seventeen Nevada counties has one school district responsible for K-12 education. Clark County is one of the largest and fastest growing communities in the country. This has accounted for the Clark County School District becoming the sixth largest school

district in the United States. It represents approximately 285 schools with excess of 260, 000 students and 30,000 employees. The school district is the largest single employer in the State of Nevada (CCSD Website).

The CCSD Police Department was founded in the school year 1966 -1967 as a security department. The department was created as a reaction to the Watts riots and the local recruiting by the “Black Panther Party” at an area high school, and simultaneously there was a need to have a group of people handling or watching the properties at night. The original officers were employed for two different functions and essentially operating separately for a number of years. The original security officers did not have police powers and were employed to either work on the campuses as daytime campus security officers or as evening patrol as in a property watch function. Many of the security officers on the campuses were reserve police officers with the City of Las Vegas Police Department. Also, the Clark County Sheriff’s Office did provide assistance with uniforms for the campus officers (Reyes; Terry).

The supervisor of the Security Department was “Chief” (actual title was school security supervisor but common title was Chief) William “Bill” Scherkembach and he worked in that the position from 1967 – 1976. Although this position indicated that he supervised the security officers, the administrative functions of selecting, recruiting, and disciplining the officers was confusing. The CCSD Human Resource Department handled all the steps for recruiting and testing the candidates with the final decision from the QSP being made by either a school administrator for the site-based officers or by Scherkembach for the patrol positions. The discipline or administrative function of the organization included supervision by the “Chief” and site based administrators and the final administrative decisions rested with the site based administrator or an administrator from the Maintenance Department. The Chief’s position was

not an “administrative” position and the Security Department was under the CCSD Maintenance Department, therefore those decisions requiring administrative approval rested with the maintenance department or the individual school sites. The security officers were also affiliated with the local police and sheriff’s department, which added to the confusion (Reyes; Terry).

The 1971-1972 Nevada Legislature passed a bill that gave school security officers peace officer powers. The bill was based on a law that was already in place in California. The law was progressive in nature and was the cornerstone for the development of school police departments in Nevada and across the country. The effects of the new law changed the officer’s authority but the management of the organization remained essentially the same as the 1967 structure. The one notable change is that the officers were now security officers with police powers. This essential ended the campus officer’s direct affiliation with the local police/sheriff agencies. As a result of the new law, security officers had to attend a Police Officer Academy, the uniform worn by all School Security Officers indicated that they were “School Enforcement Officers”, and all officers had arrest powers. The Security Department consisted of approximately 10 people and covered seven high schools with officers: Las Vegas, Rancho, Valley, Clark, Western, Southern Nevada Vocational Technical Center (VoTech), and Basic High Schools (Reyes; Terry).

Even though the law changed the powers of the officers, the structure of the agency did not significantly change until the mid 1980’s. “Chief” Ernie Diggs replaced Scherkembach in 1976. The “Chief” position was still supervisory in nature with administrative decisions being made at the school or Maintenance Department Level. The Security Department continued with two distinct job functions: policing of campuses during the daytime and policing of the CCSD property during after-school hours. The Department’s only patrol officers worked nights, so day time transports for arrested parties was handled by the local police jurisdictions. The campus-

based officers would make the necessary arrest, complete the required paperwork and the local police would transport the suspects to be booked in the appropriate jail (Newson; Reyes; Terry).

In the mid 1980s, the valley started to grow and changes started to occur. The Security Department got the first day shift patrol officer in 1987. Las Vegas neighborhoods were in the midst of urban growth and social changes including gang related issues. Many of these issues affected the schools and surrounding communities. The community responded and prompted the school board to enhance the school security and safety function. The board used a cross-section of the community—including politicians, administrators, teachers, local police, parents, and CCSD security staff--to serve on a committee to make recommendations (Newson; Reyes; Terry).

In 1989, the Security Department (school enforcement) underwent dramatic changes. The 1989 Nevada Legislature changed Nevada Law 391.100. This changed the 1972 law regarding school security officers with peace officers authority to “the board of trustees of a school district may employ or appoint persons to serve as school police officers.” As the title was changed to School Police Officer, the structure goals and mission of the Security Department (school enforcement) were transformed by the CCSD Board of Trustees. This change was effective October 1, 1989, and the Board of Trustees established the CCSD Police Department. The Police Department was moved from the Maintenance Department to the Security Services Department in the Alternative Education Division. “Chief” Diggs of the School Police Department continued to supervise the department but the administrator of the department was now the Director of School Security, Jack Lazzarotto. The department patch was changed from “School Enforcement Officer” to “Clark County School District Police Department.” A complete patrol division covering seven days a week, 24 hours a day was fully developed. School Police

patrol officers handled all transports to jails for all officers. The time from 1988 – 1990 was the time of complete evolution of this agency into a legitimized police agency. The department grew to approximately 35 officers by July 1990 (Newson; Reyes; Terry; York).

Although the management, structure, philosophy, mission, goals, and objectives of the CCSD Police Department changed during these two years, the hiring and recruiting process took longer to change. During the late 1980's and early 1990's, The CCSD Human Resource Department did all the testing and developed the Qualified Selection Pool (QSP). The Director and the "Chief" made the decision on those officers that were designated CCSD Sergeants, CCSD Investigators, and School Police Officers assigned to patrol. The school administration made the selections of the officers that were assigned to campuses. Officers assigned to the campuses had dual supervision from both campus administrators on non-police matters and the School Police Department "Chief" and Sergeants on police matters (Ketsaa; Reyes; York).

The most significant change in the selection and recruitment process occurred from 1993 -1994 with the retirement of then "Chief" Diggs and the appointment of A.D. Reyes to first "Acting Chief" and then "Chief", that is Supervisor of School Police. During this time the position was made an administrative position. When the position was made administrative, the Chief still reported to the Director of Police Services, previously Director of School Security, but now all hiring went through the "Chief's Office." The department's role in creating the QSP was still very limited but once the list was developed, the Chief would hire from the QSP. The school administrations that had a vacancy could select officers to be assigned to their school but only from those that were hired by Chief. This was the first step towards eliminating the site administrations from the recruiting and selection process. At the same time, the supervision of site-based CCSD Police Officers switched from a dual role involving site administrators to

complete supervision by the School Police “Chief” and Sergeants with administrative oversight by Director of Police Services (Ketsaa; Reyes; York).

From 1994 -1999, the department involvement in the hiring process dramatically increased with the addition of a department-conducted traditional police background check process. Prior to that the background check was handled by CCSD Human Resource Department and was not designed to detect factors that should screen out potential police applicants. The department was now also involved in the evaluation of the applicants’ qualifications, and in hiring candidates for “conditional” job offers as well as being the selection authority for the final job offers (Ketsaa; Reyes; York).

The final major change occurred in the 1999 legislature when Nevada Revised Statutes 391.100 changed the structure of school policing in Nevada. The law states, “The board of trustees of a school district may employ or appoint persons to serve as school police officers. If the board of trustees of a school district employs or appoints persons to serve as school police officers, the board of trustees shall employ a law enforcement officer to serve as the chief of school police who is supervised by the superintendent of schools of the school district. The Chief of school police shall supervise each person appointed or employed by the board of trustees as a school police officer.” The department was again re-structured. The title of Supervisor of School Police was eliminated and the title of Chief of School Police was created along with the administrative position of Lieutenant (Ketsaa; Reyes; Phelps; York)

“Chief” Reyes was appointed Acting Chief of School Police and James Ketsaa was appointed Acting Lieutenant. The Director of Police Services and the Alternative Education Division were no longer in the chain of command. The CCSD Police Department was an independent department with the chief reporting directly to the Superintendent of Schools. The

Department again had two administrators but for the first time both administrators were commissioned police officers with no direct tie to any other department or division. Acting Chief Reyes served until the Fall of 2000 when Elliott Phelps was hired as the Chief of School Police. Reyes then became Lieutenant and the Board of Trustees approved the creation of two more Lieutenant positions. The Chief appointed Jim Ketsaa and Dennis Carew acting Lieutenants. Reyes retired in January 2002 and Carew retired in January 2003. They have been replaced with Acting Lieutenants Anthony York (the author) and Ken Young (Ketsaa, Phelps; Reyes; York).

The restructuring of 1999 - 2000 has left the department with four administrators all commissioned. The new structure has also affected the selection and recruiting process. The department is an active partner in developing and maintaining the strategic model. The department has a major role in working with the CCSD Human Resource Department with the physical agility testing and the oral interviews. The department also reviews folders for “conditional” job offers, conducts a complete background, consults with the psychologist on the psychological results, and makes the final job selections. Chief Phelps has been instrumental in having the CCSD Human Resource Department openly and continuously recruit and select lateral police candidates who are either certified police officers in Nevada or in another state recognized by Nevada POST (Ketsaa; Phelps; York).

The foresight of the 1972 and the 1989 law preceded the national public concerns and media attention that occurred in the late 1990 after the Columbine and other similar school shootings. Although the agency size, mission, philosophies, and role in the district have changed at a faster rate than changes and adaptations of the human resource models used in the recruiting and selection of police officers, the Clark County School District Police Department is now recruiting and hiring within the same industry standard as of other local law enforcement

agencies. Although the specific details of the human resource model (**Strategic**) used by the CCSD varies from the other agencies, it does theoretically relate to the same structural models used by local agency (**Traditional, Reform, and Strategic**). The district started with the **Traditional Model**, and has slowly transformed to the **Strategic Model**. This question remains: “Is it the most effective and where or how can it be improved?” In the next section, the paper discusses the role of the CCSD Human Resource Department and how it relates to the three line-staff models in the recruitment and selection of police officers.

VI. THE ROLE OF THE CCSD HUMAN RESOURCE DEPARTMENT (SUPPORT STAFF PERSONEL DEPARTMENT OR PERSONEL DEPARTMENT)

The CCSD Human Resource Department began hiring police officers the same way it hires custodians, bus drivers, campus monitors, and food service workers (to name a few of the support staff positions in the CCSD). The district assigns a personnel analyst and an assistant to aid the individual department, section, region, area, or division with the recruiting and hiring of needed members. The analyst is not solely assigned to one department. In fact, the analyst typically has numerous departments, regions, sections, areas, and/or divisions in which human resource service is provided. The Executive Director of the Support Staff Personnel Department is the controlling factor for hiring all School Police Officers and support staff personnel. The degree to which it has been important has varied with job, location, position, and historical context. The Executive Director uses the Personnel Analyst to work with the department heads and/or designees to fulfill the department needs. This section will follow this process through a historical perspective of the Human Resource Department’s efforts to recruit and hire School Police Officers and the resulting changes. For clarity, this section will discuss the role of the Personnel Department regarding how School Police Officers have been hired since 1988.

VI A. Recruitment:

The recruiting process consists of the job announcement, advertising, and application. From 1989 – 1999, the typical recruiting approach for the Personnel Department was to conduct recruitment twice a year. The school district would advertise for the testing process in two basic methods. The advertisement would consist of posting the announcement at the CCSD (through the telephone, electronic and bulletin board systems) and by placing one announcement in the classified section of the local Sunday morning paper the day before the application process opened. During this time, the Personnel Office would often limit the process to the first 125, 150, or sometime 200 applicants (varied). An individual who was applying as a lateral officer (previously certified as police officer in Nevada or a Nevada POST recognized state) had to pass all the same tests as someone who was never certified. The recruitment process had numerous problems at both the human resource level and the user agency level (CCSD Police Department) (Camman; Ketsaa; Phelps; Reyes).

At the human resource level, conducting the recruitment was a difficult task with only two people to handle an expected target group of over 500. This was why the number of applicants was often limited. The applicants for police officer tended to need more attention and call with questions at a higher frequency than other support staff applicants. The process for selection is longer than other positions and the drop rate is also higher. Often, the analysts were frustrated by rather low numbers of successful applicants considering the amount of time dedicated to the process. As an analyst, it was the least desirable support staff position to recruit, test, and hire. During the interviews, Martha Camman, Personnel Analyst, gave these reasons for that feeling: “it was like planning a wedding – it was time consuming, with intense pressure and stress, and strict timelines/schedules, and after all the planning you didn’t have any control over

the end results. The process required numerous follow up calls and correspondence and the movement of police officers through the various positions was hard to track.” Because of the above listed factors, the same analyst would only handle one to two recruiting and hiring periods before the task would be switched to another analyst (Camman).

At the department level, the recruitment was as frustrating for the Police Department as it was for the Human Resource Department. The limited time (only twice a year) and group size restrictions frustrated the agency’s desire to constantly recruit new officers. The larger the group, the larger expected number of qualified applicants. The more often the agency recruited, the more exposure to potential applicants. The Department wanted a longer recruiting period with multiple forms of media or recruiting techniques used. Because the number of applicants is not a true indicator of who will turn in the applications or show up for the testing process, the department did not want the number of applicants limited. The local police agencies, that the district was competing against for qualified candidates, used actual officers to recruit at local events or to travel out of town, used interest cards that were mailed to the interested candidates when the testing process opened, advertised with multiple media forms (newspaper, posters, banners, billboards, the internet, their own website, and trade journals), and did not limit the testing numbers. The department wanted a simplified process to begin recruiting officers that were already qualified to be a Police Officer in Nevada or those states recognized by Nevada POST. The department administration wanted a consistent representative (assigned analyst) in Personnel who would over time gain experience and skill from each recruitment and selection process in order to improve the communication, coordination, and cooperation of human resource services (Ketsaa; Phelps; Reyes).

VI B. Selection:

The selection process consists of successfully passing the testing process, being placed in the Qualified Selection Pool (QSP), and then being hired. The testing process includes an application screening including job and driving history review, written exam, physical agility performance test, a written examination, oral interview panel, psychological evaluation (written and interview), medical examination, and a background check (which may include a truthfulness evaluation).

As mentioned in the Background Section of this paper, the original selection of the School Police Officers was done after the Human Resource Department had completed the testing process and placed the applicants on a QSP. The department had very little influence in the selection process. Over a period of time, the department's involvement in both the testing process and the hiring process has improved.

From 1989 – 1999, the testing system that was in place was an extreme version of the traditional model with only symbolic department involvement (three to five members to assist as part of the 20 individuals proctoring the test) in the physical agility testing process. Twenty-five percent of those involved on the interview panel were members of the department. The Human Resource Department was in charge of implementation, and was in ultimate control. The success rate for producing a list of qualified selection applicants was very limited. The testing process was conducted twice a year with the average number of applicants between 150 and 250 each testing cycle. During the same period, the testing process consistently produced a QSP between eight to twelve candidates. As with the recruitment process, there were basic conflicts between the Human Resource Department and the Police Department (Camman; Ketsaa; Phelps; Reyes).

One conflict in the testing process is that in order to conduct the psychological, medical and background portions, prospective candidates must be given a conditional job offer. Due to the cost of two of the three final tests (psychological and medical) and time needed to handle all the correspondence in a short period of time, the desire of the Personnel Department was to limit this group to a small number. In other words, make an initial selection off the QSP with those passing filling the appropriate number of vacancies. The most expensive two components of the testing process, the psychological examination and the medical examination, were restricted to those completing all other components and receiving a conditional offer of employment. The goal of the Human Resource Department, which was to compile a final QSP closely related to the number of individuals needed, was in conflict with the goal of the Police Department, which was to receive a broad competitive list of individuals to compare and extend until the next testing can occur. There was a flaw in the system that consistently caused problems and prevented this process from working. The flaw is there has been no way of predicting how many applicants would be eliminated by not just the CCSD Psychological Examination and the medical evaluation, but also the background investigation or self withdrawal (selected by another agency, second thoughts due to personal or family reasons). During the past fifteen years, the number of individuals on the QSP has consistently been just at or below the actual openings. This creates three problems. The problem is that there are not enough qualified candidates on the QSP. Secondly, a list is created that is depleted as soon as it is formed. Finally, this process does not account for hiring based on predicted openings (retirements, new school etc.) but only on those openings at the time of the testing (Camman; Ketsaa; Phelps; Reyes).

The second conflict in the selection process is the amount of time dedicated to the selection process by the personnel staff. The analysts feel that they have dedicated as much time

as they can to the process. The department is concerned that, unlike police agencies with their own personnel department or with an analyst specifically assigned to the department, that there is an inconsistency or shortage in the amount of time an analyst can dedicate to the needs of the department. The analyst's decisions are based on a lack of available resources, a large area of human resource responsibility, and the time extensive police testing process. The current staffing of support staff personnel is six full-time analysts and one part-time with six assistants and one part-time. Those 13 people are responsible for maintaining, monitoring, recruiting, and hiring an excess of 11,000 support staff employee positions (in excess of 8,500 support staff, including clerical and food service staff, bus drivers, teacher aides, custodians, etc., 150 police officers and 2,500 other temporary/substitute employees). Considering statistics previously listed, the analyst has a valid concern that the human resource time commitment needed for all positions is greater than current manpower allows (Camman; Ketsaa; Phelps; Reyes).

Is there a factor that dictates why other government entities or police agencies dedicate greater amount of time for the personal analyst than the CCSD? Yes, the selection process including the testing takes an extensive amount of time and the agencies know that it is a factor in hiring. Excluding the time commitment, is there a factor that clearly separates police officer or even School Police Officer hiring from other types of support staff hiring such as bus drivers, custodians teacher's aid, clerical, maintenance, food service workers? Yes, the time it takes to produce a trained police officer who can work on his/her own is between a minimum not less than five months (if the new hire is a lateral officers {previously certified as police officer}) or not less than 10 months (if the new hire is new to policing and must attend an academy). According to the department command staff interviewed, because of this extensive time period, there should be a minimum of one personal analyst and supporting staff with a direct phone line

dedicated for police hiring in order to manage an agency of 150 commissioned officers and 20 support staff (Ketsaa; Phelps; Reyes).

Conflict number three is that non-police related administrators have had too much control on the hiring of police officers. The school-based administrators were given the authority to hire for the School Police Department. The site administration had no control in hiring bus drivers, maintenance or food workers. All of these departments provide direct services to the schools. The first point was that school administrators were hiring the candidates off the QSP; essentially, deciding who would work in School Police Department and provide service to their school site. As indicated in the background section, that practice was eliminated in 1994. The School Police Department administration hired off the QSP, and the each site then advertised the openings at their respective sites; interested officers would apply to the site administration. This was now similar to other Support Staff Departments. The second point is that the agency has only partial authority of who is screened out of the selection process. The Executive Director of Support Staff Personnel still reviews and removes applicants from the competitive process. Although the CCSD Police Administration has greater authority in selection, there are several points in the process where the Executive Director has the controlling force to eliminate a candidate. This limits the department ability to select only those candidates who have clearance from the Human Resource Department. The question is not if the Executive Director has sufficient cause to disqualify but whether mitigating factors may exist that could be explained in the background process. The CCSD Police Department is competing with all other local police agencies for same applicants.

The Department administration feels that it should be afforded the opportunity to review these cases. The concern is that by not allowing the individual to go through the background

process by the police administration and designees, where the individual may be able to provide adequate or sufficient explanation or documentation of the issue in question, potential candidates are eliminated that may otherwise be approved as suitable candidates (Ketsaa; Phelps; Reyes).

It takes the human resource department four to six months to complete the testing process and provide a QSP (Qualified Selection Pool) list. The system effectiveness was highly suspect. The system took longer and produced a lower percentage of qualified applicants than other law enforcement hiring systems in the community. The other departments are able to complete the recruiting and selection process within 90 -120 days. The traditional model used by the CCSD was inefficient in the timely completion of the process; number of qualified applicants produced, and created frustration in both the Personnel and Police Departments. The system was not favorable in the recruitment of veteran police individuals. Lastly, the old system eliminated or failed to produce viable qualified applicants despite a high number of individuals in the starting applicant pool. This number was highly disproportional even when compared in the context with other local police agencies' recruitment and selection systems (Ketsaa; Phelps; Reyes).

VI C. Changes:

The recruiting and selection process ran in a traditional mode with some specialization offered in the late 90's. This was the case until the time period of 1999 to present, when four events triggered a recruiting and selection crisis. These four events were the passing and implementation of the CCSD ten-year building program guaranteed through local bond issue funds, the first large wave of retirements of CCSD Police Officers (approximately 10 in a 18 month period), active recruiting of CCSD Police Officers by other police agencies through their lateral programs (10 in 18 months), and the award of 43 new positions funded through two United States Government Programs (funded by the United States Department of Justice [12

positions], and Community Oriented Policing in Schools Program [31 positions]). However, the 12 Department of Justice Grant Positions were declined by the CCSD Board of Trustees (Camman; Ketsaa; Phelps; Reyes).

Excluding the changes in the selection process (1994), and the progressive changes of the background investigations (1994 to present), the last four years have been the staging ground for progressive and continual changes towards the creation of a **Strategic Model** (Camman; Phelps; Ketsaa; Reyes). Although there are still areas of concern, from 1999 to the present, dramatic changes have reinvented a CCSD Human Resource Management philosophy that incorporates several key **Strategic Model** philosophies. These are a collaborative effort between the line-based department and personnel authorities, a mutual effort toward a perspective honoring both human resource management goals and organizational goals, and effective organizational functioning coupled with a respect of effective human resource management practices (Condrey, p8). This section will explain the changes that have occurred, relate them to the conflicts in the previous section on recruiting and selection, and link them to the three strategic model philosophies listed above.

It is probable that the greatest controlling factor for change was not a direct action on the behalf of either the human resource authorities or the police authorities but was an indirect result of a change in Nevada Law and the subsequent department structural changes. This one event preceded the direct and cooperative effort between the police administration and the personnel authorities. Due to the law change (NRS 391.100) in 1999 and subsequent CCSD Board of Trustee action, the Supervisor of School Police (“Chief”) was eliminated and the title of Chief of School Police was created to signify the Chief Executive Administrative Officer of the School Police Department; the Director of Police Services (a civilian, education based administrator)

was removed from administrative authority over the CCSD Police Department; and the Police Department was removed from the Alternative Education Division and placed under the authority the CCSD Superintendent of Schools.

It appears that there is a direct causal relationship between the inter-department cooperation, recruiting and selection changes, and the re-structuring of the department. The extent of the strength of the relationship does not appear to lend itself to strong testable or measurable factors but is observable. Several other key changes also occurred at the same time which may be controlling factors and affect the strength of that causal relationship. These factors included an appointment of new CCSD Superintendent of Schools (first time in ten years); an extensive reorganization of the CCSD departments, divisions, areas, regions, and sections; and a new police administrator (Chief Phelps who was recruited from the law enforcement community but whose background was from two different states {North Carolina and Colorado} at the municipal level). It appears that as a result of these four controlling factors (the restructure of the department and the three listed above), and the additional four triggering events (extensive building program, demand for grant funded officers, loss of officers to retirement, and loss of officers to local police departments) that dramatic changes in the recruiting and selection process did occur and are related to these controlling factors (Ketsaa; Phelps; Reyes).

One of the first changes is that there is a link of stability between the Personnel Analyst (Camman) and the Department Command Staff point of contact (Lieutenant Ketsaa). Both the Analyst and the Lieutenant have been assigned to their respective functions in this organizational collaboration since July of 1999. This link has never been accomplished prior to this period of time, and it is unknown if it is the personal characteristics of each person or the combine chemistry of the working collaboration, or if the duration is the key to the success of this change.

This link has developed stability, collaboration, and cooperation, and has eliminated some of the mistrust and barriers that occurred in both departments (Camman; Ketsaa; Phelps; Reyes).

A second series of changes occurred regarding recruiting. The department is providing members of the command staff and members of the department to assist and coordinate with the Personnel Analyst on answering recruiting questions, on actively recruiting applicants, and on being available to assist with some of the issues that would burden the Personnel Analyst Office. Support Staff Personnel Department has aided the Police Department by changing the process of recruiting candidates who have been previously certified as police officers either in Nevada or from other states recognized by Nevada POST. A new job announcement specifically targeting this group was designed and is being used. Since the candidate has already shown an ability to perform as a police officer, the testing process for those candidates has been modified. These candidates are continuously recruited through the posting of the announcement at the CCSD (through the telephone, electronic and bulletin board systems), through a continual advertisement in the Sunday morning paper, by using the internet and by allowing recruiting efforts by the members of the Police Department (Camman; Ketsaa; Phelps; Reyes).

The department is aiding the Analyst in filling and documenting vacancies by the tracking of police officer positions and FTEs (Full Time Equivalent). The Personnel Analyst now advertises for a month prior to the process for recruiting candidates who have never certified as police officers (prior recruiting was one week). The Analyst also uses multiple forms of media to advertise. The testing time for candidates who have never certified as police officers is no more than twice a year and more often than not has been reduced to once a year. The increase in the number of lateral candidates and the work load due to the open and continual lateral process has

caused the Analyst to reduce the new hire testing to once a year (Camman; Ketsaa; Phelps). This is expected to increase back to twice a year once the lateral process stabilizes (Camman).

The third series of changes occurred with the selection process. As listed in the previous paragraph, there are now two distinct target groups the lateral candidates (previously certified as a police officer) and those candidates that are new to law enforcement. The selection process for both groups has changed and is continuing to change (Camman; Ketsaa; Phelps).

The candidates “new to policing” have the same selection tests as previously described. The only changes are that the department now provides more members to assist in the physical testing and oral interview board. This process is still struggling. The last new hire test held in Spring 2003 had approximately 600 people express interest. Approximately 175 attended the physical agility test, and the entire testing process produced a QSP of eight people. Of those eight, four asked to be voluntarily removed after being given final job offers and four were hired and are attending the academy. Some of the factors that may have limited the test results are that the physical agility test was conducted on the same day as the Henderson Police Department testing, and the process took approximately 5 months. This is consistent with the last ten years that this process has been administered. This part of the selection program has not significantly improved and there is concern by both the Police and Personnel Departments that improvement is needed (Camman; Ketsaa; Phelps).

The area of selection that has changed the most is the hiring of lateral candidates (previously certified as police officers). The Department is now actively recruiting this group and the selection process is similar but there are differences which are based on an entirely different and specific job announcement that acknowledges the two separate categories. The lateral selection process consists of successfully passing an application and resume screening (including

job and driving history review), review of the documents indicating the individual is a certified police officer, oral interview panel, psychological evaluation (written and interview), a background check (which may include a truthfulness evaluation), medical examination, then QSP, and hiring. The two tests eliminated for laterals are the physical agility test and the written examination. The reason for the waiving of the physical agility test is that in order to be a Nevada State Certified Police Officer, you have to have passed the same physical agility test that the Personnel Department requires. Therefore, as part of the Nevada POST certification, that the lateral candidate has or must acquire, the candidate will have passed the physical agility requirements. The reason for waiving the written examination is that what that exam is supposed to measure is already available for the department to review. The written exam is supposed to measure if the applicant has cognitive ability to pass the police academy and general communication, and competency skills. Lateral applicants have already passed a police academy, and in the background process the investigator can determine from previous police positions and the background packet if the candidate has general communication and competency skills (Camman; Ketsaa; Phelps).

The lateral testing process has been a source of positive feedback and increased satisfaction for both the Personnel and Police Departments. The School Police Administration does not want the lateral system to completely replace the selection process. Chief Elliott Phelps stated “that the best mix of new school police candidates would be if we can hire an equal percentage of those new to policing and previously certified police officers.” The selections for the past year have strongly been at a higher percentage of lateral candidates but the Personnel Analyst is tiring to improve the process so that the system reaches a better balance (Phelps; Ketsaa; Camman).

The CCSD Police Department Administration believes that, as there is a more thorough and consistent recruiting and selection process, the results will improve. The Department Administration stresses it feels that with the current improvements and the implementation of the suggested changes (a Personnel Analyst assigned on a fulltime basis to address the police department recruiting and hiring needs; the use of interest cards, consistent testing at a minimum of twice a year testing for never previously certified candidates, and a coordination system with the Executive Director of Support Staff Personnel to extend the number of conditional job offers given during the testing process, and not to eliminate questionable candidates until the Police Department can investigate and review the issues and then consult with the Executive Director on the candidate) that the selection and recruiting process will be more effective in meeting the needs of the department (Phelps; Ketsaa; Reyes; Camman). Both members from the Personnel staff and the Police Department are working together to ease the burden of the recruiting and selection process. It is not a perfect system but it does incorporate the three principles from the **Strategic Model** [collaborative effort between the line based department and personnel authorities; a mutual effort toward respective honoring both human resource management goals and organizational goals; and effective organizational functioning coupled with a respect of effective human resource management practices (Condrey, p8)]. Throughout the interviews, it was clear for those involved in using the system that it is more effective than the previous **Traditional Model**. There is still room for improvement, and philosophical differences will exist, but vacancies are being filled at a greater success rate than under the old system. Thirty-three applicants have been hired from November 1, 2002 through August 25, 2003. Of those, 29 are still working as of November 14, 2003. This is a larger number and larger percentage of

successful applicants than any other time in the history of the department (Camman; Ketsaa; Phelps).

VII. FINDINGS

The case study demonstrated how change in human resource management occurred within the CCSD Police Department. The management philosophy transformed from a **Traditional Model** to a **Strategic Model**. The long-term results are undetermined with factors such as number of vacancies, number of perceived applicants, budgetary impact, managerial leadership changes, and perceived effectiveness of recent changes playing key roles in future. The lines of communication are open; cooperation is taking place; and corroborative efforts have been established (Camman; Ketsaa; Phelps).

The system in place is more effective, and there is less frustration with the system but differences over the basic structural and goal-related points of view are preventing the hiring and selection process from resolving key points in the process. The remaining conflicts or differences of opinion have less to do with the model used or the effectiveness of the application of the model and more to do with the overall visions and goals of the larger organization. An impasse has developed regarding any further change or improvement in the model used but this impasse can not be resolved within the Human Resource Department or the Police Department. In other words, until the overall management of the organization empowers the staff function, the line function or the both, the impasse will exist because the current overall missions and available resources for each department are in direct conflict and are interfering with the effectiveness of the recruiting and selection process (Camman; Ketsaa; Phelps; Reyes). This section will explain

these findings and link them to the organizational effectiveness and its impact on the effectiveness of the hiring and selection process.

Both the Personnel Department and the Police Department agree that there are two basic issues that are preventing the hiring and selecting process from being more effective. These issues are the priority of goals and the time available to dedicate to the process of recruiting and selection of police officers. The Police Department can not dedicate anymore of its limited clerical, command, or operational positions to the process without compromising other missions within the department. The same is true within the Personnel Department. The diversion of the limited resources in Personnel to such a limited line function or department in comparison to the overall mission of the personnel department would compromise the ability of personnel to complete its overall mission. Bottom line: neither agency can dedicate more resources considering its current resources and overall department mission, nor can either department succeed alone (Camman; Ketsaa; Phelps; Reyes). The history of human resource management models and the historical case study of the CCSD Police Department have demonstrated that the process is more effective and less frustrating when each department can contribute its expertise to the process (Camman; Condrey; Golembiewski; Ketsaa; Phelps; Reyes). In this case study each department has contributed but the amount of time and resources available is limiting factors to the overall effectiveness of the process (Camman; Ketsaa; Phelps; Reyes).

The Personnel Analyst is unable to commit more time to the process because police recruiting and selection is a small part of the personnel positions assigned to her. She has the School Police Department positions, bilingual testing (varies in commitment), and all support staff positions within the northwest region (around 50 or more schools). Three of her schools (Centennial High School 85, Cimarron High School 56 and Palo Verde High School 102)

combine for more support staff positions than the School Police Department (approximately 175 including police officers, clerical and dispatchers). In the broad spectrum of the goals of the Support Staff Personnel Office, the combined efforts of the 13 analysts and assistants have a greater task than one department (School Police) which accounts for 175 personnel versus the remaining support staff positions which account for an excess of 10,000 positions. The Support Staff Department has committed as much time as possible without comprising the overall mission of the Support Staff Personnel Office. Using the **Strategic Model**, the Personnel Department's contributions to the cooperative effort is at a maximum. The idea of hiring or dedicating a single person to the Police Department or increasing the amount dedicated to the Police Department is balanced with the overall goal of the entire Support Staff Personnel Department. In plain terms, if another analyst was to be added, there is at least one other area within the Personnel Department that the analyst skills would be better dedicated in an effort to accomplish the larger goals of the entire Personnel Department and not just one user group or a single line function (Camman).

The CCSD Police Department cannot dedicate more clerical, command staff, or operational officers to this process without affecting the overall mission of the department. The department has only four executive command staff (administrators) and 14 first line supervisors. The recommended span of control for police officer for first line supervision is six to ten officers per sergeant. Currently, there are five first line supervisors in school police whose span of control exceeds 15 officers. The executive staff does not match the typical administrative staff for a comparable agency of its size. Police agencies of this size would have approximately six to ten administrative or executive command staff, the rank of Lieutenant and higher in a typical agency. The clerical staff consists of five clerical personnel plus two fingerprint technicians, who

are able to assist with a limited amount of department clerical functions. This is below the number that would be dedicated by a Police Department comparable to an agency of this size. The CCSD Police Department does not have the budgetary allocation to add a personnel analyst to its staff. If the allocation was made available, it is possible that the money may be better dedicated to assisting the overall mission of the agency rather than this one component. As previously mentioned, the CCSD Police Department is understaffed in numerous areas in its support of the mission. In regards to a department-based personnel analyst, it is unknown how long it would be effective if ever, considering the changes in hiring trends, vacancy rate, growth of the district, and department missions (Ketsaa; Phelps; Reyes).

In summary of this section of the findings, both departments would benefit from increasing the amount or focus of the time spent on the recruiting and selection process. But in the overall comparisons in the mission of the respective agencies there are areas of greater needs. It is in this mindset that both departments seek the most effective recruiting and selection system for the police officers that meets the sustainable needs of the agency but is not necessarily the most effective in the philosophical possibilities (Camman; Ketsaa; Phelps; Reyes).

The debate over which structure is most effective will not be solved by this case study. What is clear is there are many factors which will affect the various models. More importantly than which model is used is how the governmental agency addresses these factors. How these factors are handled will have great determination on the success of the organization in its particular goal. These factors include the overall mission, goals and priorities of the larger governmental entity, the amount of resources allotted by the overall agency to each staff and line function, the levels of communication or authority to the staff and line functions, levels of power within each structure of the agency, the commitment of the individuals involved, the relative size

of the positions within the structure of the agency, the cooperation levels between the line and staff functions, the speed of growth, the ability to respect the difference, and the competition from outside entities. The issues of the management models lie in this complex observation that like human beings, no one organization is exactly alike. Therefore, one or three or ten models cannot be applied exactly the same with the same exact success. Every organization varies and there may be similarities, but ever-changing human components prevent identical organizations from being created. Therefore, with regards to overall effectiveness, more important than which structure or who is in control, it is important how the organization adapts and changes; how the organization achieves goals at all organizational levels; who decides agency goals; and how conflict of goals, resources or vision is resolved (Cohen & Bradford; Condrey; Evans; Hamman & Desai; King & Bishop).

To capture the essence of these findings, if one of the CCSD overall management prevailing priorities was the hiring of support staff personnel and police officers, the amount of change and the effectiveness of the recruiting and selection process would be greater regardless of the model used. The Clark County School District number one priority is providing a quality education to all. This priority focuses on the teaching component. Therefore, the Clark County School District's recruiting and selection priority is teaching-oriented. The support staff hiring is supportive in nature to the teaching component. The author does not attempt to dictate whether this is right or wrong or what should be a focus of the CCSD priorities. It is a simple statement that effectiveness of this particular management function (recruitment and selection) of this particular group of CCSD employees (Police Officers) is affected by the overall priorities of organization (Ketsaa; Phelps).

VIII. CONCLUSION

The purpose of this paper was to present a case study on the topic of human resource management, which has impact in the organization being studied while illustrating or demonstrating a human resource management theory. This case study completes this goal by looking at the line-staff relations regarding recruiting and selection of CCSD Police Officers during a time of critical importance, and relates the three systems used nationally to recruit and select police officers, centralized, decentralized and teamwork, to three models of human resource management, **Traditional**/staff, **Reform**/line and **Strategic**/colleague.

The case study used interviews and personal experience as the key data for analysis. The case study demonstrated how change in recruitment and selection process occurred within the CCSD Police Department and the CCSD Human Resource Department. The most effective way to hire School Police Officers is through the **Strategic Method** but will require a greater time commitment by both the line and staff departments. The ability to increase the effectiveness of the departments is limited by the priorities of the overall organization.

The consensus opinion of Chief Phelps, Ketsaa and this author is that the initial cost of the best way to recruit and hire police officers may not be the most cost-effective for the Clark County School District when comparing the cost of hiring police officers verses other support staff employees or even teachers. But, when the possible cost of lawsuits and damage to image of the school district reputation are factored in, it is perceivable that the long term cost of doing business, running a police department, and providing a safe educational environment means that some priorities within the Clark County School District and the human resource system may need to be amended in order increase police recruiting and selection effectiveness; to be competitive in acquiring and maintaining police officers; and to achieve and maintain the

industry standard for a safe school environment. The question of how this can be done in light of the available funding, federal education requirements, state education requirements, and overall priority of the CCSD will be left for future consideration and research.

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