2. A first-line supervisor is *a part of* those whom he leads, while at the same time being *apart from* them. In such a role, he must represent the rank and file to senior management and simultaneously represent senior management to the rank and file.
3. When supervising, he must practice the Golden Rule.
4. He must earn, not demand the respect of others.
5. He must set the highest example.
6. He must without exception be consistent and fair.
7. His honor and professionalism must always be beyond reproach.

It is the authors' conviction that a supervisor, experienced or inexperienced, who applies the principles and techniques outlined in this book while using the foregoing tenets as an ever-present backdrop will be well on his way toward actualizing his greatest potential.

This edition has been updated to be consistent with changes in the law and the currently preferred practices of progressive police organizations.

The authors sincerely express their gratitude to all those professionals in law enforcement for their many contributions to the preparation of this book, and we are particularly grateful to all who have had such a profound influence on our professional and personal lives. We also thank the following reviewers: Alvin Berndt, Criminal Justice Institute; Michael Buerger, Northeastern University; Alan Mentzer, Truckee Meadows Community College; and Alan Marston, South Maine Technical College.

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Nathan Iannone
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chapter one

The Supervisor's Role

In modern administrative terminology, management denotes the process of directing and controlling people and things so that organizational objectives can be accomplished. Supervision, as part of the management process, refers to the act of overseeing people. It is an activity that takes place at all levels in the organization except at the work level; and, although many of the tenets of good supervision apply to the nonsupervisory officer in his daily dealings with the public, nowhere is the application of these principles more important than at the first level where the productive capacity of the enterprise is directly controlled. The worker's performance and morale are more strongly influenced here by his immediate superior than by any other factor in his environment. This is true not only because of their close relationship but also because the superior exercises such a strong influence upon the subordinate's physical and social environment. It is for these reasons that the first-level supervisor's job is a key position in any organization. To them the precepts presented in this text, with few exceptions, are especially directed. They have been tested and proven highly effective, not only in the law enforcement community and in closely allied agencies, but also at all levels of the hierarchy in any organization where supervisory relationships exist.

In the law enforcement agency, first-level supervisors are of special importance because of the great need for teamwork. Upon them rests most of the

responsibility for providing the cohesive force that welds the working force into a well-functioning, smoothly operating unit.

No matter how capable the leaders are at or near the top level of management, they will operate in a near vacuum if wise leadership is not provided at the operational level where the day-to-day work is done.[1]

THE SUPERVISOR'S POSITION

People are responsible for production. The supervisor is responsible for people. He accomplishes the objectives of the organization by getting things done through them. He must be an expert in handling them to be a successful leader. To this end, he must develop the art of influencing others, coordinating their efforts, and directing them to proper goals in such a way as to obtain their obedience, confidence, respect, and loyal cooperation.

People like to be led by those whom they respect and in whom they have confidence. The first step in gaining this confidence and respect is taken when the supervisor exemplifies by his personal conduct that which he demands from his subordinates. If he then provides them proper leadership, they will respond with the highest performance, with a minimum of conflict and a maximum of satisfaction.

The supervisory officer must be adept at applying the principles of wholesome human relations with common sense so that he can best integrate the needs of employees with the goals of management. He should allow them to participate in decisions that affect them; but he must avoid crippling himself as a supervisor by carrying democratic leadership so far that his subordinates will expect him to "take a vote" before making every decision. Undoubtedly, when those affected by a nonemergent decision are consulted before it is made, the process will take longer but implementation will be much swifter.

To many supervisors, advancement into a position of authority involves a considerable change in life-style from being a follower to being a leader and requires a radical change in philosophy and thought processes, especially in the area of human relations. As he gains experience, he will increasingly appreciate how his actions affect the economic security, advancement, and emotions of his subordinates. He will appreciate the effects of his activities upon their general welfare and morale. He will not become tranquilized into believing that because his morale is high, the morale of his subordinates is also high; he will recognize symptoms indicating that it is low and take corrective action promptly whenever his position permits. He will realize, as Tiffin[2] declares, that "Morale cannot

[1]Mathew J. Culligan, C. Suzanne Deakins, and Arthur H. Young, *Back-to-Basics Management: The Lost Craft of Leadership* (New York: Facts on File, Inc., 1983), p. 81.

[2]Joseph Tiffin, *Industrial Psychology* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1944), p. 313.

be legislated or induced by logical argument; neither can it be bought for a price." He can influence it, however, if he remembers that people are interested in themselves and in the things that affect them and conducts his supervisory activities accordingly. He should let them know where they stand in the organization and with their superiors and give them some indication of what the future holds for them.[3] One of their basic needs is a feeling of stability and security in their work. This should be provided for them insofar as possible because people do not perform well when they are exposed to conditions which cause tension and anxiety.

Any leader must accept the fact that his subordinates are all different. They will react in different ways at different times. They will often resist his efforts to do what they know he has to do to make the organization a better place to work. Now and then, some will become incensed at what they consider a trivial criticism if it is not given with the utmost tact and diplomacy. They will sometimes resist changes in their duties or assignments and some will quit if they see greener pastures elsewhere. He can expect disloyalty from some and intense loyalty from others in his complex job of managing people.

The supervisor must be able to help to establish and achieve reasonable goals for his subordinates. He must be able to provide answers to their many job problems, and to give them wise counsel and assurance in their personal and professional lives when the need arises, recognizing that they will not all react the same when he tries to help them. At times, they will misinterpret his motives and accuse him of meddling in their affairs; yet, their affairs are his when their performance is affected.

The supervisor is selected by management. He derives his official authority from that source, but his real authority stems from the spirit of cooperation, respect, and confidence that he is able to gain from his subordinates. He is expected to represent management's interests to the workers and their interests to management. He is a buffer between them and higher authority. He absorbs heat from above without passing it along to them. To his subordinates, he is the department. His virtues personify those of the department. If he is fair in his dealings with them, if he is considerate of their welfare, and he is stimulating, they attribute these characteristics to the organization. If he is unjust, inconsistent, and unfriendly, they are likely to think the organization is also because he reflects, to them, what it is.

In the long run, the interests of management and the worker are identical. The small differences between the two can ordinarily be resolved by the effective supervisor if he avoids prejudice, develops a judicial attitude by basing decisions only on the facts, knows the rules under which he and his subordinates

[3]Alfred Lateiner, *Modern Techniques of Supervision,* 15th ed. (New York: Lateiner Publishing Company, 1978), pp. 7–51.

must work and appreciates the intent of such rules, studies his subordinates to gain an understanding of them, leads them in a joint effort instead of driving them, and if he practices loyalty to his organization and to those with whom he works.

He is responsible for keeping his superiors informed through oral and written reports. This requires that he keep himself informed through records, research, and inspection. He is obliged to keep his subordinates apprised about matters affecting them. In doing so, he must communicate clearly by learning to avoid the barriers which hinder effective communications. He conveys official policy downward and tries to sell it to subordinates even though he sometimes does not agree with it and knows it will be resisted.

The supervisor should avoid filtering intelligence to his inferiors or superiors. He must not tell them only what he thinks will make them happy nor keep from them news which he thinks will make them unhappy. He must always keep his superiors informed so that their decisions may be made on unexpurgated information, not on partial data which have been taken out of context. When he is in doubt as to how much detail he should pass on to them, he should resolve the doubt in favor of conveying too much rather than too little. In doing so, however, his discretion must be impeccable lest his motives be misconstrued or the communication starts rumors.

The supervisor often finds it difficult to reconcile the goals of management with the goals of the employees and the sentiments of their social group. He is often torn between the loyalties he owes both, but he must realize that the best interests of the organization must prevail. He is truly "both the victim and master of doubletalk."[4]

WOMEN SUPERVISORS

The tenets of leadership discussed in this text are as applicable to women supervisors as to their male counterparts; yet, women supervisors will undoubtedly find that considerable modification might be necessary from time to time in the manner in which they apply such principles in supervising some of their male subordinates because some males still find it difficult to accept women in authority or to submit to their direction and control. Common sense in dealing with such attitudes will usually dictate an answer.

Most men have grown up in a culture of male dominance and many expect better performance from women than from male supervisors performing similar duties. A woman supervisor is often required to prove herself over and over. She may find that she is expected to be more circumspect in her

[4]Fritz J. Roethlisberger, "The Foreman: Master and Victim of Doubletalk," *Harvard Business Review*, Spring, 1945, pp. 283–98.

personal conduct and performance than the male supervisor because an inordinate amount of attention is focused on her. This condition may be totally unjustified but does exist, and since it occasionally does, she must dispel it as soon as possible to reduce resistance to her supervisory efforts. The solution seems to be for her to develop leadership abilities, prepare herself technically for her position, and avoid scrupulously the commonly recognized leadership weaknesses which often lead to supervisory failure, such as indulgence of wrongdoing or misconduct, vacillation in the decision-making process, and unfairness. If any of these characteristics are observed in a woman, they may only serve to fortify the stereotyped opinions of those who contend that women are not good leaders.

TECHNICAL AND SUPERVISORY COMPETENCE

Supervisors need not become highly skilled in every technical aspect of the job they supervise to be effective. To do so would impose an impossible burden upon them; but they should have a good working knowledge of the principal aspects of the job for which they are responsible. They must have a basic understanding of the other scientific disciplines which have contributed to the science of leadership. The psychologist has contributed to an understanding of human behavior. The sociologist has attempted to explain ethnic cultures and group relationships. The anthropologist has tried to explain the developmental aspects of society. The physical scientist has given law enforcement a vast source of technical data which has contributed to the advancement of scientific criminal investigation just as have many other disciplines.

Every supervisor should keep himself abreast of fundamental changes in practices, techniques, and procedures in order to be equipped to carry to his subordinates the information they need to perform their jobs properly. He should prepare himself for this position by gaining a good working knowledge of the principles of organization, administration, and management. He should know and understand the principles of performance evaluation. He should become an expert in directing the efforts of his subordinates into the most productive channels. He should know how to make assignments through the process of delegation, of many tasks that others below him are capable of performing as well as or better than he can. In delegating routine tasks to subordinates, the expert supervisor will give them sufficient authority to match the responsibility he has imposed upon them. He will then hold them accountable for the job, but he will realize that *final* responsibility for the job is his, because he cannot shed his responsibility for a task merely by delegating it to someone else. If he delegates well, he will conserve his time for carrying out his prime duty of supervising rather than performing routine operational activities.

ORGANIZATIONAL KNOWLEDGE

The supervisor should prepare himself for his position by gaining a knowledge and understanding of the policies, rules, procedures, practices, functions, and objectives of his organization. He should be thoroughly versed in the functions and operations of his local subdivision of government and should have an understanding of its relationships with other units of government. He should be fully acquainted with those allied agencies that work in conjunction with his own. Their facilities for providing rescue work, ambulance services, welfare activities, or other services should be well known to him. He should be thoroughly familiar with the local political atmosphere, although he should scrupulously avoid political entanglements and alliances which might hinder the accomplishment of his official duties.

The successful supervisor will understand the legal ramifications of his office; his obligations, liabilities, and responsibilities for the acts of his subordinates under the law; and the restrictions under which he operates. He will keep himself informed of the functions, jurisdiction, and authority of persons occupying the diverse positions in his and related organizations so that he can best carry out his coordinating activities.

In order that he may provide appropriate guidance and counsel to his subordinates, he must be familiar with the personnel rules, policies, and practices governing such aspects of the job as the selection of personnel, promotional systems, assignment policies, termination procedures, sickness benefits, retirement plans, disciplinary procedures, merit ratings, leaves of absence, contractual agreements between employees and management, and vacation policies.

BASIC SUPERVISORY RESPONSIBILITIES

The common elements of supervision can be grouped under those activities that relate to the direction of people and all it implies, their control and development, and the multitude of interpersonal relationships between them and their supervisor. In his day-to-day relationships with people, the supervisor is expected to concern himself with the following activities:

As a Planner

He must be an expert in planning operational activities and methods. He must be capable of inspecting work systems, conducting studies, analyzing data, and developing mature recommendations for constructive changes in organization and operation when necessary. If he is to best perform his duties, he must be able to forecast future needs of his organization as part of his planning activities,

anticipate problems, and make decisions ahead of time to solve them. He should familiarize himself with work simplification practices to bring about greater efficiency in his organization through the streamlining of procedures, reduction of paperwork, and the effective use of personnel resources.

As a Personnel Officer

The supervisory officer should strive to assign his subordinates as scientifically as possible to the positions for which they are best suited and to the places and at the times they are most needed. He will place "round plugs in round holes" wherever possible because a happy worker is usually a productive one.

Studies have revealed that there is a marked relationship between productivity of an individual, his job satisfaction, and the type of supervision he has received. Employee-centered supervisors obtain better results than production-centered ones.[5]

As a Trainer

The best supervisors develop their abilities to train their employees to be efficient, effective producers who gain satisfaction from their work. When the supervisor neglects to develop his capacity for the role of teacher, he deprives himself of a means of upgrading the service and ensuring that the standards of performance in the organization are maintained through the training process.

He must carry out his training function in all types of settings. If he is to be an effective teacher, he must gain a knowledge and understanding of the learning process, the effects of individual differences upon learning, and the psychological factors involved in teaching. He will become proficient in the use of a variety of techniques that will make his training activities most meaningful. He will be able to do some training at the scene of a crime, or while making a routine contact with a subordinate much as he does in a formal classroom setting.

As a Controller

Every supervisor worthy of the name must learn how to control his subordinates properly. He must make proper follow-ups to determine that rules and regulations have been followed and orders properly executed. When necessary, he must take disciplinary action either positively through the process of training or negatively through punitive action. He must never obstruct corrective action

[5]Robert H. Garin and John F. Cooper, "The Morale-Productivity Relationship: How Close?" *Personnel*, January–February, 1981, pp. 57–62.

when it is justified merely because of personal motives, but must do everything proper, honorable, and legal to protect his subordinates from unjust punishment. At the time of recruitment when facts are in conflict, doubts should be resolved in favor of the organization because questionable persons cannot justifiably be recruited into the police service; but in disciplinary matters involving employees, the organization is bound by a policy of fairness and cannot honorably punish an employee on the basis of unfounded or unproved charges, slander, gossip, or malicious innuendos. An employee must never be punished merely because of unproved outcry by the news media or by vocal special-interest groups or individuals.

The supervisor must expect some mistakes from even the most able of his subordinates. Errors are bound to occur, especially with inexperienced employees. When they do, they should be treated as constructively as possible. When mistakes "of the head" are made, often the training value exceeds the harm done; but if the mistake is "of the heart," negative corrective action may be indicated to prevent a recurrence. When punishment is necessary, it should be administered promptly, without hostility or anger and never in a spirit of retribution or revenge.

Perfection should not be expected of workers since demanding this degree of excellence in performance will usually result in wasted time, frayed nerves, and frustration. Seldom will they be equipped with the physical or mental resources to render the level of performance which even approximates the perfection demanded by the perfectionist. This type of person is a wearisome individual. He is seldom satisfied with the performance he receives from others and only causes them anxiety and frustration.

As a Decision-maker and Communicator

One of the primary functions of the supervisor is decision-making. When he makes decisions, he often helps shape policy for the organization. If a decision is indicated, he must not vacillate. A bad decision is sometimes better than none at all. When it affects others, it should be communicated to them clearly and simply to prevent misunderstandings and resistance. When change results from decisions, those affected will often resist because the change is interpreted as a threat to their security and they are forced to make new adjustments. The resistance will usually be reduced if the need for the change is explained. However, the supervisor need not justify all changes and should not apologize for them. To do so might be interpreted as a mark of weakness in carrying out management objectives. Worse, he is likely to be accused of being disloyal or of trying to escape responsibility for an unpopular change by blaming someone else for it.

Timing of a communication that affects employees and selection of the location where it takes place are important if they are to have the greatest acceptance.

Sometimes, the sowing of a seed that a change is about to take place will allow the idea to take root in the minds of employees with a resultant lessening of their resistance to the change. The manner in which the superior officer communicates with his subordinates has a vital bearing upon their interpersonal relations. Subordinates often resent a bad manner in giving an order more than the bad order itself.

As a Leader

A major responsibility of every supervisor is to provide leadership for the employees under him. To become a good leader he must possess the traits of honorableness, courageousness, and vitality. He must be reasonably intelligent. He should be a person with good common sense. He must be persuasive and flexible. He is not born with these characteristics, but he can develop his leadership ability by adopting the desirable traits he has observed in good leaders or, at least, trying to adapt those traits to his own style.

Every supervisor has an inherent responsibility to motivate his subordinates by giving them positive incentives that will encourage them to achieve and maintain a high level of efficiency. He must provide them an opportunity for personal and professional growth. They need to feel that they are progressing toward achievable goals. He can help them by providing enlightened leadership. He will strive to overcome the inertia and dogma which impede the professionalization of law enforcement. He will give a full measure of effort and careful attention to his duties whether he likes or dislikes them and whether his efforts are appreciated or not if he is firmly committed to the tenets of his profession. He must stand by his convictions in spite of adversity. He must adhere to those high moral standards of his profession regardless of a departure from them by others. He should adopt new principles when the need for higher or better ones becomes evident.

The objectives and responsibilities of the supervisor have been outlined. Let's examine the principles, practices, and techniques which can be used in achieving these objectives and fulfilling these responsibilities.

SUMMARY

The first-line supervisor occupies a key position in any organization because of his intimate influence upon the conduct and performance of those who do the work. Coordination of people and units within the organization so that it will operate effectively is a vital function of his position. If he fulfills his responsibilities improperly, coordination is likely to be poor.

Many first-line supervisory positions are now being filled by women who sometimes find it difficult to direct and control male personnel because of stereotypes that are carried over from a culture of male dominance; yet the principles of leadership and management apply to her just as to her male counterparts.

Advancement into a position of authority requires a considerable change in philosophy and life-style of the supervisor because it involves leading rather than following others. In his leadership role, the supervisor will find that each of his subordinates is different. He can expect different reactions from them when he tries to help them in establishing and achieving their goals.

While the long-run interests of the organization are identical to those of the workers, the supervisor's position places upon him the obligation of resolving the minor differences that sometimes arise. It is his responsibility to provide representation between them. He must keep both groups accurately informed in matters affecting their mutual interests if he is to perform his role most effectively.

Although supervisors need not be highly skilled in all the technical aspects of the jobs they supervise, they should have a good working knowledge of the principal aspects of such jobs. They must acquire an understanding of the basic principles of leadership and the tenets of organization and management if they are to perform their complex tasks efficiently and effectively.

REVIEW

Questions

1. Define the term "management."
2. Distinguish between management and supervision.
3. Discuss the types of institutional knowledge a supervisor must possess.
4. What are the basic supervisory responsibilities? Discuss how they affect the supervisor in obtaining the best performance from his subordinates.

Exercises

1. Discuss the basic responsibilities of the supervisor and describe two or three practical ways he can carry each of them out.
2. Give examples of how supervisors you have known have failed to carry out their responsibilities. What could they have done better?

chapter two

The Supervisor's Function in Organization, Administration, and Management

An organization is a structure through which people work as a group. Whenever two or more persons are associated in doing something, there is some sort of organization. It presupposes an orderly arrangement between individuals and groups, but a mechanical structure alone will not assure the effective accomplishment of organizational objectives. Direction and control must be provided so that the necessary coordination of human effort can be achieved. "There must be a means of securing compliance of individual members of a group in helping to achieve organizational goals. Unless there is a directing authority, each individual will do what he wants, when he wants, and any integrated effort and attainment will be impossible."[1] Such direction is the essence of the supervisory function.

The major portion of the supervisor's job may be categorized into three broad areas: *leading, directing,* and *controlling* individuals and groups formally or informally arranged. Those formally structured and recognized relationships within the organization will have superimposed upon them the informal groups with their own indigenous leader or leaders unrecognized on the charts.

[1]Norman C. Kassoff, *Organizational Concepts* (Washington, D.C.: International Association of Chiefs of Police, 1967), p. 11.

Through these natural leaders, often without bars or stripes, the wise supervisor will accomplish many of his objectives.

While his job deals primarily with the directing of subordinates, he must concern himself also with those *internal conditions* within the organization involving concrete matters such as environmental working conditions or the provision of equipment and those more abstract factors such as morale and esprit de corps. These factors cannot be separated from his typical administrative functions.

THE SUPERVISOR'S ADMINISTRATIVE FUNCTIONS

The major duties of supervisory personnel in an establishment differ only in degree from those of the chief executive as described in Gulick's POSDCORB:

> POSDCORB is, of course, a made-up word designed to call attention to the various functional elements of the work of the chief executive because "administration" and "management" have lost all specific content. POSDCORB is made up of the initials and stands for the following activities:
>
> *Planning,* that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise;
>
> *Organizing,* that is the establishment of the formal structure of authority through which work subdivisions are arranged, defined, and coordinated for the defined objective;
>
> *Staffing,* that is the whole personnel function of bringing in and training the staff and maintaining favorable conditions of work;
>
> *Directing,* that is the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise;
>
> *Coordinating,* that is the all-important duty of interrelating the various parts of the work;
>
> *Reporting,* that is keeping those to whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates informed through records, research, and inspection;
>
> *Budgeting,* with all that goes with budgeting in the form of fiscal planning, accounting, and control.[2]

Many of these executive functions devolve upon subordinates at all levels of the hierarchy through the process of delegation.

[2]Luther Gulick, "Notes on the Theory of Organization," in *Papers on the Science of Administration,* ed. Luther Gulick and L. Urwick (New York: Institute of Public Administration, 1937), p. 13.

Planning: In his *planning* function, the supervisor must forecast needs and problems and prepare plans to meet them. Those that are guides to the daily performance of operating personnel at the lower level of the hierarchy must be more detailed and meticulous than those for personnel at or near the top of the organization.

Sound organization directly relates work to be done to objectives to be achieved. Good planning is at the hub since it provides the framework for organization by specifying what should be done to meet objectives, who should do the work, and how their efforts can be coordinated. It is essential in the delegation process because when work responsibility is defined, the supervisor is able to delegate at least part of his work to others. It is also a means of motivating employees when it communicates to them what organizational objectives are and how they are to be accomplished.[3]

Plans enable the supervisor to make decisions in advance; but they are useless if they are not effectively communicated to personnel who are expected to follow them. Whether they are communicated by a manual, written orders, or verbal commands, they should be explicit and clear. It is fundamental that, if such communications can be misinterpreted, they will be. Accordingly, standing orders and those which are complicated should be written to reduce confusion and misinterpretation.[4]

Plans may be classified into several types according to the purposes they serve. *Procedural* plans relating to standard operating procedures (SOPs) are useful as guides to personnel in such activities as serving and processing arrest warrants, recording and processing crime or incident reports, and processing traffic citations. Each supervisor should constantly review these day-to-day procedures and make recommendations for changes as needs arise to increase operational efficiency.

Tactical plans are those which are prepared to meet exigencies encountered by police, such as widespread civil disorders, unusual crime problems, civil defense needs, or major disasters. These plans are usually developed considerably in advance of expected incidents and are largely based on field intelligence supplied by supervisory personnel and the expertise they are able to provide in assessing future needs. The plans are designed to guide personnel in controlling unusual happenings and restoring order as quickly and as efficiently as possible. The methods of control are substantially the same as in ordinary police operations but must be expanded to meet the requirements of each occurrence. Therefore, it is necessary that such plans be basic, flexible in nature, and adaptable to modification as the need arises.[5]

Sometimes the basic framework for tactical plans is incorporated into a tactical manual. Such principles are guideposts to tactical operations of all kinds.

[3]Louis A. Allen, *Making Managerial Planning More Effective* (New York: McGraw-Hill Book Company, 1982), pp. 26–28.

[4]The techniques of communicating plans to personnel are described in detail in Chapter 6.

[5]Los Angeles Police Department, *Tactical Manual,* 1976, p. i.

Operational plans are those designed to give guidance and direction to personnel in the performance of normal police activities. These are the plans that are guides to personnel in activities such as the deployment and distribution of personnel or the search for suspects or lost persons.

Auxiliary services plans are those that implement normal operations, such as in the recruitment of personnel, public and community relations activities, and the like.

Fiscal plans relate to such matters as budget preparation and the use and control of funds allotted for personnel, equipment, and supplies. The supervisor should adopt the practice of recording justifications for such personnel, equipment, and supplies as the need arises. Many find a perpetual budget file useful for such a purpose. They record specific data throughout the year concerning budgetary needs. When the budget period arrives, a cumulative file is available to aid them in their fiscal planning.

Policies are plans consisting of a set of broad principles that guide personnel in the accomplishment of general organizational objectives. These are generally established by top management, although supervisors and unit commanders often establish policy for operation of their particular units.

Policies should be written whenever practicable. Often they are not. They evolve from the experiences of the organization, from the established, traditional customs and standards essential to its welfare, and from legal and social constraints imposed on its activities.

A policy manual is worthwhile as a guide for personnel to apply to all facets of police operations. Such manuals are being developed more frequently in recent years than in the past as a means of communicating to employees organizational objectives.

Policies, such as those mandating cooperation with the news media, or prescribing that personnel enforce the law fairly and justly, or requiring personnel to be prepared to take appropriate action at all times when the need arises, are stable and change slowly because they are based on broad organizational objectives that change little.

Every supervisor should be alert for confusion in the interpretation of policy by his subordinates—especially at times when policy is changed or when subordinates join his unit from another where it is interpreted differently. When such confusion is revealed through feedback, he should promptly take whatever steps may be required to clarify conflicts and ensure uniformity in application.

Rules and regulations are plans providing specific guides to conduct and performance. They are parameters for acceptable conduct provided by management. As principles of action and conduct, they are a means by which deviations from policy may be prevented. In content, they control explicit behavior. Therefore, they are subject to more rapid change than are policies.

In order for them to be effective, they must be current, reasonable, and clear. Above all, they must not be arbitrary—reflecting only the views of management.

Rules may be made at any supervisory level of the organization to implement policy. Whether they are made by the first-line supervisor to aid him in carrying out the functions of his unit or by higher authority, he should constantly be alert to a need for modifications so that he will be able to make appropriate, timely changes or recommendations for changes that may be indicated.

Organizing: As in planning, this function is a perpetual one. The supervisor must continuously analyze the organizational structure within his sphere of operations to ensure that it meets the needs of the total organization in providing a medium of communication between the elements of the hierarchy; that the structure provides clear-cut lines of authority and responsibility extending downward and upward lines of accountability. Even minor organizational changes in his unit might bring about substantial improvements in operations.

The mere change of an organization in itself, however, may create problems of coordination and cooperative effort. It is the supervisor's responsibility to ameliorate these problems when they arise.

Staffing: Recruitment, training, and placement are proper and necessary *staffing* functions of each supervisor. The function of recruitment, while generally thought of as primarily a responsibility of top management, is a vital function of personnel at all levels. In reality, informal recruitment by members through personal contacts is often the best means of staffing departments. Members can persuade recruits that the department is a good place to work. This is generally the most effective and consistently productive method available to meet staffing needs. Indeed, it should be encouraged at every opportunity by all supervisors.

The supervisor's training function, as previously discussed, is closely allied to his responsibility for the proper placement of his subordinates. While every employee cannot be assigned to precisely the task he prefers, every effort should be made to place him in the niche for which he is best suited. The net result to the organization is improved performance since an employee who likes to work at a particular task is likely to be more productive than one who is discontented or bored with it. Far more effective results will be realized from the placing of a subordinate in a position that will challenge him than in one that requires something less than total effort. Boredom and monotony are most destructive of initiative and industry in an employee. The wisdom of placing round pegs in round holes has been amply demonstrated, as has the philosophy that "color-blind persons are not the best strawberry pickers."

Directing: The function of providing *direction* to subordinates and control of their activities is one which consumes much of the supervisor's time. His position embodies the decision-making process in which he is constantly engaged. He must not only collect the necessary information and evaluate it before deciding issues, but he must also communicate his decisions to subordinates through orders, instructions, and all other media available to him. He must serve as a leader in the enterprise—not to drive but to lead, direct, and control personnel. He accomplishes this by securing effective action through

the judicious use of his authority and by the application of common sense and practical psychology. Whenever possible, he uses positive methods by creating realistic inducements for proper performance rather than the negative method of penalizing for improper performance.

He must let his subordinates know what he expects from them. They will soon learn what they can expect from him. If his expectations are high, their production is likely to be high also. If he expects little from them, their performance will probably be poor.

The directing function involves not only putting a prepared plan into operation but also following through with observation and inspection to determine that the work ordered was actually and properly done. A follow-up or control system[6] is a must for organizations and leaders. Without it, authority is weakened, delegation is impaired, and the whole process of direction becomes more difficult. A supervisor who gives an order or makes an assignment, then fails to follow up to see that it is carried out as directed, will soon abrogate his supervisory authority.

Coordinating: Perhaps no function of management is more important than that of *coordination* of human effort to ensure unity of action not only between individuals but between organizational units. This activity must occur at all levels to prevent disharmony. As organizations increase in size and complexity, the need for coordination becomes greater. The degree of specialization, the area covered, the distance between elements which must work together, the skill of persons doing the work, and the dissimilarity of functions involved in the enterprise determine the need for coordination. Channels of communication and lines of authority become more indistinct as the nature of the organization increases in complexity, and often its prime mission becomes clouded in the minds of individuals who comprise it. Organizational objectives may give way to personal objectives, which will soon permeate the group and destroy its esprit de corps.

The essential activity of coordination can best be accomplished through direct communication. It can seldom be accomplished by mandate. Coordination of effort is difficult, even almost impossible in any effective degree, if the common objectives of the organization are not accepted by those who are expected to act in unison.

The wise supervisor will take it upon himself to develop friendly rapport with supervisors of related units allied in common purposes within and outside the organization. He will accomplish this through informal meetings, formal associations, and the maintenance of friendly relations. The interchange of personnel on a training basis for short periods of time, perhaps a month or two, will

[6]Edward M. Davis, *Staff One: A Perspective on Effective Police Management* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1978), p. 17.

increase their understanding of each other's jobs and will tend to foster coordination. The first-line patrol supervisor assigned to the investigation division for a short training period, for example, will invariably bring to his subordinates on his return to his regularly assigned patrol post an improved, or at least a broader, insight into the problems of the investigator and his job, thus contributing materially to improved relationships between two units which have traditionally experienced friction. This increased understanding of each other's responsibilities is a paramount factor in the process of bringing about better relationships between two such units where friction occurs primarily because the people in one do not appreciate the problems of the other. Such a program, properly administered for training, has proved to bring about a healthy cross-fertilization of understanding between participants and should well become a matter of department policy.

By his attitude, the supervisor can establish a climate in which the spirit of cooperation will thrive among his subordinates. Hostile, suspicious, or unfriendly relations between supervisors of allied units will invariably be reflected by unnecessary misunderstandings, friction, petty jealousies, and ill will between their respective subordinates because the supervisor's attitude will often quickly permeate his whole unit. Smooth operations will be hampered by these barriers to effective cooperation.

The degree of coordination achieved in any organization will directly approximate the level of willing cooperation between individuals in the various units that must work in harmony to accomplish the mission of the enterprise. If the organizational structure clearly provides for a system of authority so that those in charge can interrelate the various elements of the establishment and create a unity of purpose in the minds of the employees, coordination will follow.

BASIC ORGANIZATIONAL STRUCTURES

An organizational structure is a mechanical means of depicting, by an arrangement of symbols, the relationships which exist among individuals, groups, and functions within the organization. Lines of authority and responsibility and functional relationships between groups and individuals are shown in graphic form. Even the most innovative of modern organizational structures are but modifications or conglomerates of one or more of the basic types of organizations.

The Line Organization

The straight line organization, often called the individual, military, or departmental type, is the simplest and perhaps the oldest; but it is seldom encountered in its true form in any but the smallest organization. The channels of authority and

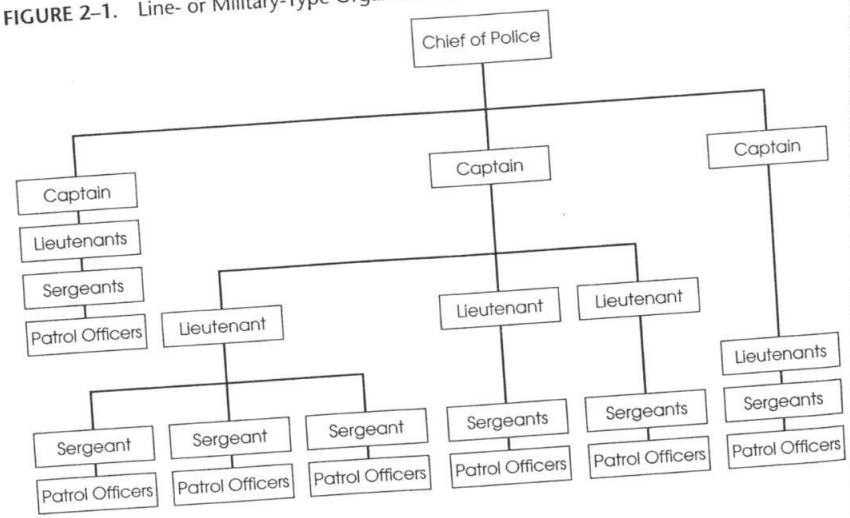
responsibility extend in a direct line from top to bottom within the structure. Authority is definite and absolute (see Figure 2–1).

While the line-type organization has many advantages, it also has some inherent weaknesses which sometimes make its use impractical. Perhaps its greatest advantage is that it is utterly simple. It involves a division of the work into units with a person in charge who has complete control and who can be held directly accountable for results, or lack of them.

Quick decisions can be made in the line organization because of the direct lines of authority and, because of these direct lines, each member in the chain of command knows to whom he is accountable and who is accountable to him. Because responsibility is clearly fixed, discipline is easily administered, responsibility for making decisions is well identified, and singleness of purpose is fostered. Coordination of effort is relatively easy to achieve because functional overlapping between units, a prime cause of friction in any organization, can be minimized.

One disadvantage inherent in the line-type organization is that supervisory personnel are too often required to perform the duties of specialists because little use is made of the latter for giving advice and counsel to line units. It is also often difficult to establish functional definition at the outset, but once it has been achieved, duplication of effort can be reduced. If jealousies exist between managers of the various units, each unit will tend to become "departmentalized," with the result that harmony of operation will be reduced and internal frictions will arise.

FIGURE 2–1. Line- or Military-Type Organization.



The Functional Organization

The functional organization in its pure form is rarely found in present-day organizations except at or near the top level. Unlike the line-type structure, establishments organized on a functional basis violate the prime rule that workers perform best when they have but one supervisor. The functional organization divides responsibility and authority among several specialists, such as the person responsible for all training, the employee directing the community relations activities of all units within the department, or the officer having line authority over any employee handling a case involving a juvenile. The functional responsibility of each "functional manager" is limited to the particular activity over which he has control, regardless of who performs the function (see Figure 2–2).

Coordination of effort in this type of organization becomes difficult since the employees responsible for results may be subject to the functional direction of several persons. Discipline is difficult to administer because of this multiheaded leadership. There may be considerable conflict among the functional administrators, resulting in much confusion among line personnel. Lines of authority and responsibility are fragmented into many functional channels, making each supervisor responsible to several superiors depending upon the function he happens to be performing.

The Line and Staff Organization

The line- and staff-type organization is a combination of the line and functional types and is found in almost all but the very smallest police agencies today. It combines staff specialists or units with line organization so that the service of knowledge can be provided line personnel by specialists such as the criminalist, the training officer, the research and development specialist, the public relations officer, or the intelligence specialist. Channels of responsibility and authority are thus left intact since the specialist's responsibility is to "think and provide

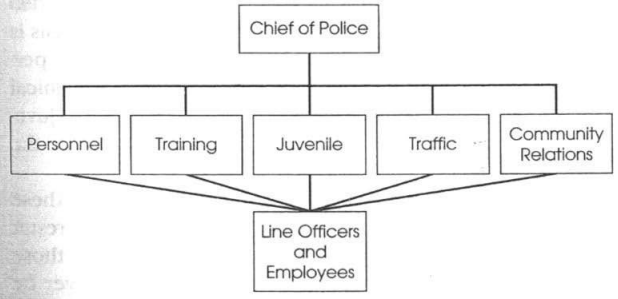


FIGURE 2–2. Functional-Type Organization.

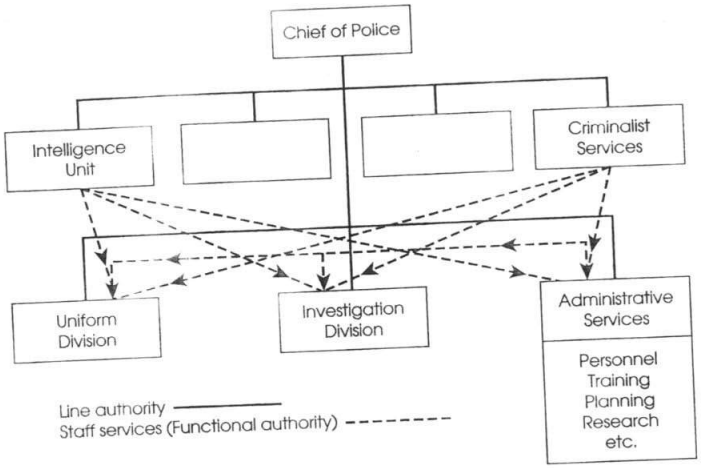


FIGURE 2–3. Line- and Staff-Type Organization.

expertise" for the line units which are responsible for "doing." The line supervisor must remember that he obtains advice from the staff specialist, not commands (see Figure 2–3).

In normal operations, the staff supervisor has line command only of those subordinates in his particular unit. If he and the line supervisor recognize this limitation, coordination between line and staff personnel can be achieved without undue friction. Failure to recognize these line and staff relationships is the greatest and most frequent cause of friction in an organization and one of the most prominent barriers to effective coordination.

DIVISION OF WORK

Organizational structures are established to designate how work is to be divided among the various components of the establishment. Regardless of what basis is used for this division, whether work is apportioned according to *function* performed, as in the laboratory; by *area,* as in a system of precincts, geographical divisions, or beats; by *clientele* handled, as in the case of youth activities or juvenile offenses; or, by *purpose,* as in public relations activities, traffic control, or the like, the division must be logical and practicable.

Usually, organizations are structured according to a combination of these bases; but regardless of the way the division of work is made, if it does not result in improved operations, economies to the organization, or convenience to those served, the division should be avoided. Changes in structure should never be made for the mere sake of change.

Insofar as practicable, homogeneous work should be apportioned to the same unit. Work which involves divergent functions or purposes will eventually cause friction and inefficiency if placed within one unit under the control of one supervisor.

The division of work involves not only the breaking down of a particular job into its component parts but also the recombining of these parts (synthesis) into a completed unit of work. The combining requires coordination if it is to be accomplished effectively.

The process of dividing work involves both analysis and synthesis. Anderson and Schwenning[7] stated: "An incorrect synthesis might lose all the advantages gained by a correct analysis. It is conceivable that work might be divided quite minutely and then put back together . . . in some way less effective than the original."

A function of prime importance for the supervisor is that of constantly analyzing the nature of the work performed in his unit for the purpose of determining if it is effectively divided between the various units and individuals of the organization.[8] Too frequently, tasks which should be combined into one function are fragmented into several. This breeds inefficiency. For example, considerable inefficiency might result if a patrol officer in an organization large enough to permit some degree of specialization were required to make a preliminary investigation of a crime on his beat, gather and preserve physical evidence and attempt to evaluate it, conduct the follow-up investigation, type the necessary reports himself, and then present his case in court. To perform such a variety of tasks would result in lowered productivity and quality of work.

For best results, the principle of *specialization* and the law of *productivity* as stated by Alford[9] require assigning to each worker the fewest possible kinds of tasks or operations in order to improve the quality and increase the quantity of his work, and giving him the highest class of work for which his natural abilities fit him. Only then is the greatest individual productivity possible.

UNITY OF COMMAND

In addition to providing a logical arrangement of work, organizational structure should provide clear-cut channels of authority. The principle of "unity of command" should be practiced in every organization. This principle requires that

[7]E. H. Anderson and G. T. Schwenning, *The Science of Production Organization* (New York: John Wiley & Sons, Inc., 1947), p. 206.

[8]The apportioning of the patrol force by hour of the day, day of the week, and area according to relative needs for police services is discussed in detail in Chapter 15.

[9]L. P. Alford, *Laws of Management Applied to Manufacturing* (Easton, Pa: Hive Publishing Company, 1974), p. 82.

every employee should be under the direct command of but one superior.[10] Thus each worker should be accountable directly to only one supervisor in normal operations. It is recognized that the principle occasionally is violated in organizations which function exceptionally well despite what is classically considered almost a fatal breach of an inviolate principle. Close analysis will probably reveal, however, that such organizations operate effectively because of exceptional leadership. Management folklore has numerous accounts of such occurrences—just as in the folklore of engineering, the bumblebee is said not to have the physical capacity to fly.

The principle of unity of command applies to those who are commanded, not to those who command. It does not relieve the supervisor from the responsibility for taking action in emergency situations that require immediate supervisory attention, decision, or disciplinary action (even against a subordinate assigned to another unit). This exception does not justify the specialist assuming command over line personnel in normal operations, although the practice is occasionally permitted if only by implication. Neither does the exception make more acceptable the routine practice of some superior officers of dealing directly with operating personnel instead of through their immediate supervisors. Such practices will cause friction and tend to undermine the supervisor's authority over his own subordinates. It will invariably cause confusion, insecurity, and a lowering of the confidence of workers subjected to such habitual breaches of the principle in normal operations.

The Department of the Army[11] stresses that, "unity of command assures unity of effort by the coordinate action of all forces toward the common goal. . . ." It states: "Where unity of command cannot be realized [because of legal sanctions involving agencies from several levels of government, as in joint efforts to control civil disorder or provide mutual aid] at least unity of effort should be realized. The establishment of joint operations centers; the recognition of each other's capabilities and limitations; and a positive attitude will contribute to unity of effort."

SPAN OF CONTROL

The principle of "span of attention," initially adopted from psychologists, refers to the number of persons one individual can supervise effectively.[12] The principle has been applied to military and administrative organizations as the "span of control," which relates to the number of subordinates who can be supervised

[10] Henri Fayol, *Industrial and General Administration*, trans. J. A. Conbrough (Geneva: International Management Association, 1930).

[11] United States Department of the Army, *Field Manual 19-15, Civil Disturbances and Disasters* (Washington, D.C.: U.S. Government Printing Office, 1968), p. 2.

[12] V. A. Graicunas, "Relationship in Organization," in *Papers on the Science of Administration*, ed. Luther Gulick and L. Urwick (New York: Institute of Public Administration, 1937), pp. 183–87.

effectively by one supervisor. This limit is small, from three to five at the top level of the organization, and broadens at the lower levels depending upon such factors as the capacity of the supervisor and those supervised, the types of work being performed, the complexity of the work, the area covered by it, distances between elements, the time needed to perform the tasks, the homogeneity of operations, the types of persons served, and the effectiveness of managers.

The tendency in modern police operations is to exceed the bounds of effective control. Chiefs of police and other high administrative officers too frequently attempt to exert direct control over too many subordinates. Field supervisors at the operational level are expected to do likewise. The results are delay and confusion because of the "bottlenecks" which the practice causes. Rather than delegate some of his functions to subordinates, the top administrator too often attempts to retain close contact with every phase of the operation and will not relinquish his control until he comes to realize the limits of his capabilities. Until then, the total organization suffers. Superior officers should make every attempt to avoid requiring their supervisors to "spread themselves so thin" that they find it necessary to neglect their primary job of supervising because of the excessive number of details associated with the job they are given to oversee.

The supervisor can effectively reduce his span of control by delegating work as discussed next; but, in doing so, he must clearly define tasks for those who are to perform them, properly communicate necessary instructions to them, and require that they do completed staff work. Then, if employees receive proper training so that they require less supervision and control, and if they are given sufficient authority to perform requisite tasks, the supervisor will be able to devote more of his efforts to those exceptional matters requiring his personal attention.

DELEGATION

The principle of delegation relates to the process of committing an activity to another's care. It is closely related to the principle of span of control in that even though the span is excessive, the harm from it can be reduced by the delegation of much detail to subordinates. Those supervisors who refuse to allow anything to be done except under their direct control are the primary causes of the crippling bottlenecks which slow or stop effective operations.

Proper delegation frees the supervisor from many routine tasks and enables him to devote more of his time to broader planning activities. In addition, it provides other worthwhile benefits to employees to whom jobs are delegated. It gives them an opportunity to increase their job knowledge by performing new tasks which are not ordinarily their responsibility. It is an excellent tool for developing personnel for positions of greater responsibility and for increasing their initiative in accomplishing new tasks. Without such opportunities, workers often develop feelings of insecurity and frustration. They often

begin to wonder if the supervisor has confidence in them or they feel that there are no avenues open to them for developing their capacity for higher positions.

If results only are to be evaluated, the astute supervisor will delegate to the most competent people who will make him look best; however, he must weigh the benefits to others of the training they are likely to derive from performing the delegated task against his own self-interests.

While many activities can be passed down to others through the process of delegation, the supervisor cannot avoid the responsibility for such activities. Many supervisors have suffered dire consequences by assuming that a job entrusted to a subordinate relieved them of their responsibility for completing the job. They should be encouraged to delegate all possible tasks to the lowest possible level in the organization *where the necessary ability to perform them exists;* but in so doing, they do not shed their responsibility for the completion of the task and their accountability for the results.

Experience has shown that the average employee can and will accept greater responsibilities beyond his ordinary duties and will perform surprisingly well when he is delegated a task and given credit for its accomplishment, but the supervisor must avoid delegating tasks beyond the capacity of his subordinates to perform them. He should refrain from delegating only distasteful or onerous tasks, and should not attempt to "delegate away" his responsibility for certain basic duties that only he should perform.

Delegation Failures

Delegation is done poorly when the supervisor allows his subordinates to delegate upward more quickly than he learns to delegate downward.[13] If he does not delegate, he has either not learned how, he has never really appreciated the training value of delegating or the need for avoiding routinized tasks which others can do better (and sometimes more economically), he has an overabundance of confidence in his own capacity for detail, or he does not have confidence in his subordinates.

The Delegation Process

When a task is delegated to an employee who is competent to perform it, enough authority to complete it must also be delegated, but the process must be consistent. Subordinates will be confused by a grant of total authority at one time and a total absence of it at another. Once authority has been granted, the supervisor must consistently refuse to take back what he has delegated simply because the subordinate thinks the task is too difficult or is reluctant to make a

[13]Allen, *Making Managerial Planning More Effective,* p. 23; Don Caruth and Bill Middlebrook, "How to Delegate Successfully," *Supervisory Management,* 28, No. 2 (February, 1983).

decision which he is perfectly capable of making. In either case, he needs further training in how to do the task or he needs to be given assurance that he has the necessary decision-making authority.

> The primary function of the manager is to preside over the process of delegation. This requires all of his judgment and much of his time. He is constantly attempting to provide, through the means of delegation, the opportunities of growth which the people under him demand. The strength of any organization increases with the ability of people at all levels to accept responsibility. The assignment of responsibility should never be static as implied by organization charts, but should be changed with the situation and with the increasing capacity of people who are receiving proper management attention. As a responsible manager delegates responsibility to the people below him and devotes attention to qualifying them to discharge this responsibility well, he is developing himself as well as increasing the satisfaction and caliber of his subordinates.[14]

Delegation may be accomplished by a specific or general directive given either in writing or orally. A simple task may be delegated in a simple manner. A complex delegation should be supported by a comprehensive, written directive clearly identifying the problem and the procedures to be followed if necessary. It is imperative that instructions are complete and clear lest the assignment be misconstrued, in which case, the subordinate assigned the task could not be held responsible for it. If a subordinate is given an assignment to provide an answer to some vague problem but does not understand what the problem really is, his job will be unproductive, wasteful, and frustrating.

Once a job has been delegated, its importance explained, and necessary instructions have been clearly given for its accomplishment, the supervisor should discreetly follow up as needed to assure that the employee is progressing satisfactorily. Assistance should be given to overcome obstacles the employee is not equipped to handle, but care should be exercised that he is not given so much help that his initiative is taken away. The process of delegation loses its value as a supervisory tool if follow-up inspections are not made to ensure that objectives are accomplished and deadlines are met.

PERSONNEL DEVELOPMENT

The practice of delegation contributes to the development of subordinates to perform the supervisor's job in his absence or when he is unable to act. A program of this nature is variously denominated "executive" or "supervisory

[14]United States Army Logistics Management Center, *Principles of Management: Special Text 38-1* (Washington, D.C.: U.S. Government Printing Office, n.d.), p. 15.

development" or simply "personnel development," which is a more all-inclusive program of training subordinates at all levels of the hierarchy to "take over" when necessary.

Some supervisors are reluctant to develop subordinates because of the fear that they will become competition. However, if the supervisor's job is performed well in his absence by others who have been trained to do it, he will eventually receive credit for his efforts.

A watch commander should train each of his sergeants to take over while he is absent on vacation, has days off, or is on sick leave. The practice of training only the senior sergeant for this duty decreases flexibility and deprives younger supervisory officers of training which they may badly need in some emergency when the responsibility of a higher position is thrust upon them. It is better that errors be committed at a time when they can be corrected constructively under the watchful eye of an experienced supervisor than when they occur under emergency conditions, when an error might be critical. Often it is argued that the senior supervisor should never be required to operate under the direction of one of junior standing because of the adverse effect such an arrangement might have upon the morale of the senior; however, such argument is tenuous and such adverse effects, if they exist, can be avoided by adopting the executive development principle as a policy which is programmed within the agency.

The development of subordinates is essentially a problem of training wherein the subordinate's skill and efficiency are increased. This increase in his ability to render a service requiring a higher degree of responsibility enhances his confidence, gives him satisfaction, and provides him an incentive of new goals toward which he can strive. His superior gains an increased freedom from details of his operation, which enables him to devote more time to making policy, supervising, and planning.

THE EXCEPTION PRINCIPLE

Developing subordinates to take over in the boss's absence involves training just as does the exception principle, which specifies that the head of an organization or unit within it should not find it necessary to act personally on each matter coming under his general jurisdiction. Rather, he should have to act only on those exceptional matters which require his personal attention.

The exception principle is inseparable from the principle of delegation. It prevails at all levels of the organizational hierarchy and is dependent on the effective application of the delegation function which will free the superior from a mass of routine detail that might better be disposed of by others below him. Training is the key to the successful application of the principle. Superior officers should pass on all work possible to subordinates except that which is appropriate to the particular level that the superior occupies. He should reserve

for himself only those decisions which his subordinates are not equipped to make. He should avoid becoming "bogged down" with detail so that he can be free to integrate the work being performed within his sphere of operation into that of the entire organization.

COMPLETED STAFF WORK

The principle of completed staff work requires that the person to whom work has been assigned through the delegation process complete it to such an extent that the only thing left to be done by the person who delegated it is to approve it. If he disapproves it, completed staff work has not been achieved since the principle requires that everything must be done which the person making the assignment would have had to do if he had the time to do the work himself.

Researching and Planning Projects

Usually the task assigned can be completed without an in-depth investigation and study. On occasion, however, a project requires considerable inquiry preliminary to the submission of a formal report. In such cases, the person to whom the work has been assigned must work out all details completely. All the legwork of gathering pertinent data must be performed after the approach to the problem has been carefully planned and a line of procedure decided. What data are needed? Where can they be obtained? What are the views of interested persons and those affected by the project? Consultation with specialists and a review of the related literature on the subject may furnish the answers to these questions.

Once data required for the project have been accumulated, they should be studied carefully, refined, and organized into a logical draft if a written report is required. Usually restudy and rewrite are required to refine the product to a point where it is suitable for presentation. The more difficult and complex the problem is, the more tempting it is to present it in piecemeal fashion.

If a plan of action is proposed, it should be well coordinated, unequivocal, and supported by factual data. Accuracy of supporting material should be unimpeachable since the superior may refer to the material as supportive of his contention or request. Should he commit himself to a course of action only to find that the basis for his commitment is spurious or inaccurate, he risks embarrassment and damage to his reputation.

Ordinarily, a summary report, concise, brief, and to the point, should be included. Often, it should be placed at the beginning so that the superior can conserve time reviewing details of the project. Such summary should be supplemented by a more detailed section suitably referenced to appropriate addenda which may provide further particulars as might be desired.

Finally, the person preparing the report should place himself in the position of the superior to whom it is to be submitted. Would he sign it, thereby staking his professional reputation on the contents? Would he approve it as written? If the answer to these questions is no, complete staff work has not been done. The report should be restudied and rewritten with the objective of protecting the boss from "half-baked" ideas, endless memorandums to digest, or immature proposals.

SUMMARY

Organization is a medium through which work is accomplished by individuals or groups associated with each other in doing something. Organization involves not only physical matters but psychological ones as well since it involves individual and group relationships which are welded together through the coordinating activities and leadership of managers.

The supervisor's main administrative activities are described by Gulick's POSDCORB. The planning activities of the supervisor are a constant process. Well-made plans in effect enable him to make decisions in advance to aid him in accomplishing the objectives of the organization. His organizing function is closely related. It requires that structural changes be made as the need arises to provide a more effective medium through which work can be distributed and performed. His staffing responsibilities involve the placement of subordinates into the positions for which their capabilities best fit them. Perhaps one of his most important functions as a supervisor is the training of employees so that they will produce effectively, efficiently, and safely. Much of the supervisor's time is consumed by his control activities embodied in the direction function. This is accomplished by observation, inspection, and follow-up.

The coordination of human effort is the function of the leaders of an enterprise that determines how effectively the elements of the organization perform in conjunction with each other. Cooperative effort is the essence of coordination. The reporting function involves the process of communicating down with subordinates, up with superiors, and across organizational channels with other units. It dovetails with the process of coordination of effort.

The supervisor is responsible for the constant and never-ending process of analyzing how work is apportioned so that the individual and group elements within the organization will be performing similar amounts of work per employee. Changing organizational responsibilities will necessitate realignment of workloads so that a logical and practical division of work may be realized. Such realignments will also require that attention be given to the number of subordinates and the amount of detail over which the supervisor exercises control. His span of control and the amount of attention he is capable of giving to his responsibilities are limited by the nature of the job and the excellence of his personnel.

The ability of the supervisor to perform his complex duties efficiently and well will depend to a large degree upon how skillfully he is able to delegate routine tasks to others and to retain for his personal attention only those exceptional matters he should handle himself. The more effective this delegation process is, the fewer bottlenecks he will create in the operations of his unit. In addition, he will be freed to engage in the broader context of planning, creative thinking, and essential external relationships. The effectiveness of this process of delegation is largely dependent upon how well subordinates have been trained both to assume responsibility for routine acts and decisions for which they are equipped and to engage in completed staff work.

REVIEW

Questions

1. List the various elements of the chief executive's activities as described by Gulick and discuss how each applies to the first-line supervisor.
2. What is meant by organization?
3. How may a supervisor best utilize the talents of the natural leaders in the organization even though they are not officially designated as such? What are these natural leaders called?
4. What are the four main bases for dividing work in the police service? Give two examples of each.
5. What is the principle of specialization?
6. What is the law of productivity?
7. Define unity of command and discuss the factors which affect its application.
8. What is meant by "span of control"? How is it affected by organizational structure? What are some of the other factors that affect span of control?
9. Discuss how failure to delegate causes bottlenecks in an organization. Give examples.
10. Why cannot ultimate responsibility be delegated?
11. Discuss the benefits which the supervisor can derive from effective delegation.
12. What is the exception principle?
13. Define the essential nature of completed staff work.
14. How do delegation, the exception principle, and the principle of completed staff work interrelate?