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Leadership, the Moving Spirit : The Theory of Management in Policing

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Leadership, the Moving Spirit The Theory of Management in Policing

*A pessimist sees the difficulty in every opportunity; an optimist
sees the opportunity in every difficulty.*

Winston Churchill

Introduction

The management and the reform of changes at the Hungarian Police is an important current issue. Being a special administrative authority it does not only perform authorising duties but also acts as a service provider. This latter function presumes two basic kinds of relationship and leadership education. Due to the national traditions of organizations and the regulations of the EU the Police is inevitably subject to regular reorganization. The reform accompanies not only the changes of organizational culture but also the qualitative ones of duties. They lead to qualitative changes in leadership activities, mentality, functions and in services.

The duties of the Police undergo quantitative and qualitative changes. We need to face problems we have never faced before: the Schengen accession, modern forms of delinquency, violations against food security laws and policing activities related to extreme weather conditions and natural disasters. This situation requires specific skills from the police leaders apart from their general leadership competences. Besides being a prominent professional with modern management skills they also need to deal with problems in an integrated way. They should represent a leadership style that enables them to become the model of their staff and can motivate them in their professional, although civilian-friendly policing activities.

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The present study intends to examine both the policing leadership functions and their elements required for the structural reorganization and reforms of the Police.

New millennium: challenges of globalization and security policy

Globalization has been a currently-used keyword both with its positive and negative aspects. The development of telecommunication and the Internet have been transmitting cultural patterns, consumer habits and lifestyles which transform citizens of a nation into cosmopolitans.

The rapid development of world economics also has the disadvantage of causing global problems (growth of population, problems of nutrition, urbanization and pollution, climate change, drops in biodiversity). Globalization gave rise to the problems of growth and the decline of natural resources but also to serious socio-political and ethical questions (Internet 1).

Some of the earlier security problems are intensified and have a more frightening nature in the globalized world of today. International terrorism, weapons of mass destruction, arms trade, illegal or even legal immigration (that would take up a large scale) and organized crime mean new forms of threats for all countries, including Hungary. The primary reason is the radical change that was induced by the opening of the borders and the quantitative and qualitative expansion of globalization (Internet 2). The intensive openness accompanies the free flow of both positive and negative occurrences on an international scale. The Schengen accession resulted in abolition of intensive border control within the European Union which gave a free way to crime and criminals. The social development of Eastern Europe, former socialist countries may serve as a further reason which, in my opinion, resulted in both the freedom and the libertinism of the people as well.

The legal status and the organization of the Police

As by act XXXIV of 1994 (hereinafter referred to as Pa) enacted the Police – with its unique legal status and structure- is a governmental armed policing organization. At the highest level its activities are specified in Constitution Act XX of 1949 as well as in the Ministry of Justice and Policing Statute no 62/2007 (23 Dec) about Pa and the Police Duty Manual. Under the law, the Police is bound to protect public order and public security and to guard and maintain the order at the frontier. The Police performs crime prevention, crime combat, public administration and security activities under the Act on Police and the related laws.

The Police is directed by the Home Secretary with the means of statutes and constitutional organizational rules. The Pa determines the central (National Police Headquarters), regional (Budapest and County Police headquarters) and local organizations (Police and Frontier Guard offices). They are divided into professional and functional elements, which are not discussed in the present paper but can be found in the abovementioned statutes and acts.

During the updating of the organisation the professional elements (crime, policing) or the professional services (controlling, human management, administration)

must not be left aside. However, by reasons of equalizing burdens, achievements or social and environmental changes these elements can be merged or their duties re-organized.

Range of duties, cooperation and the reform

The various police activities require special skills. For an effective crime combat and prevention it is necessary to be aware of the local events and conditions. It is also required to apply criminal law and the rules of criminal procedure. Police officers need to acquire a professional provision culture and the knowledge of the appropriate law related to securing and maintaining order in public places, in traffic, or preventing and detecting minor offences. Protection of the constitutional order may require use of police troops. In that case, military skills and experience are essential.

Hungary, and especially Szabolcs-Szatmár-Bereg County, serves as the eastern gate of Europe. The Schengen accession requires further tasks and the continuous monitoring and updated analysis of modern forms of delinquency, a close police presence and effective deep controls.

The order of importance of the Police activities is influenced by the location, the individual geopolitical, social and economic situation of the police organisation. Police tasks have a different order of priority in a county near the border. On the other hand, the evaluation of professional tasks is a subjective element and it seems to be proved by the survey that follows.

The Police do not work in isolation. The protection of public order and security, crime prevention requires a close cooperation with different social organizations, the local governments, different policing and security organisations, civil institutions and the community. The standard and content of the cooperation determines the community and the "citizen-friendly" features of the Police. So as to restrain transnational crime the Hungarian Police works in cooperation with international crime combat organisations (EUROPOL, INTERPOL) controlled by international agreements.

Meanwhile the Police works in dynamically changing macro- and micro surroundings which presupposes the progressive adaptation to changes and requirements. Therefore the Police needs to possess short-, middle- and long-term strategies providing an effective operation of its organisation. Furthermore, from time to time the Police is required to be renewed and this can only be achieved by conscious activities of management of changes.

In a structural point of view, the Police is considered to be a functional and linear general staff organisation. Vertical communication is achieved by the upside-down direction. Due to the incapacity of the organisation the reactions to the changes of the surroundings may be delayed, which has a negative influence on the efficiency of the organisation. For this reason the review of the organisational structure as well as the mapping of the facilities of modernization are both necessary. By modernization I do not necessarily mean the change of structure but rather the change of culture and the establishment of the support behind the reform procedures. I intend to demonstrate the relevant examples in later.

Policing direction, management, leadership

The term “direction” has two meanings today. It may be understood as an activity and also as a unit inside an organization that includes people who are able to influence the behaviour of others. Direction as an activity, therefore, may be used individually, but in practice it cannot be divided from the people who accomplish it. Direction appears when two or more people live or work together. It is a term as old as the human society itself, although it was not until the beginning of the 20th century that studies have been started to examine it. Direction is a human activity in which a director induces others to accomplish mutual goals while establishing the most favourable organizational conditions (Bakacsi 2004).

The term of management was first defined at the turn of the century by an American mechanical engineer, factory manager, plant manager, and the father of the incentive pay system, Frederick W Taylor. He described management “as knowing exactly what you want men to do, and then seeing that they do it in the best and cheapest way” (Taylor 1911). Therefore, management may also be determined as both a process and a group that manages staff and events. Management is an effect on people that is produced with the aim of coordinating their activities in order to accomplish aims they would be unable to accomplish individually. Management is compiled of managers who may not own directing positions.

Leadership is a sharply distinct process. One single person (a leader) influences, enables and motivates the others for the sake of accomplishing the goals of the organisation (Karácsonyi 2006). This definition includes the flexibility, the relation capital and the adaptable skills of the leader (the interpersonal roles) but also describes a charismatic leader.

Of the three terms direction is the broadest one referring to the organisational level, while management and leadership concern individuals and groups. However, leadership has a key role in development by possessing the most updated elements.

The figure below demonstrates the dichotomy between management and leadership roles. Leadership is also called employee or personal direction since it focuses on people. This dichotomy is an artificial one. In an optimal situation the two types of roles are parallel applied so as to complement each other. It is the time horizon that makes the difference. While a manager plans for 1 year, a leader thinks further (Internet 3).

What system do a manager and a leader use for thinking? The former acts in a closed system, the latter in an open one. Managers represent the classical Fayol management functions while leaders count on the knowledge and activities of the people and their influence. As for the applied methods management is characterized by statistical and analytical methods, but leaders try to find someone they can truly rely on. There are differences in relations: for the application of the methods managers use physical objects while leaders use their system of relations, the relation capital.

At the top of the Police organisational structure police leaders can be found, leading their inferiors by the means of instructions and rules of authority and competence. The hierarchical structure and management of the Police, the totalitarianism and the modern issues of organization theories have resulted in a distinct system of direction.

Management - Leadership		
Manager		Leader
Closed	System	Open
Plan-Organize-Direct- Control	Functions	Choose-Prepare and Develop-Motivate-Front with challenges
Statistics-Analytics- Mathematics-Technology	Method	Human Resources
Paper-Pencil-Computer	Means	Relations
Checks whether everything goes as he thinks they should go	Primary activity	Does everything as they should be done
Go ahead!	Keyword	Follow me!

Edit Elekes, 2011.

Figure 1. Management and Leadership (edited by the writer)

Directing functions in policing

The ancient Greeks realized the necessity of choosing and educating of the ideal leaders. The first step was to provide them with practical knowledge, examining and analysing their behaviour before teaching them theoretical skills and the acknowledgment of creative skills. These factors mutually determine the process of choosing and education (Láczay 2008). I believe it is a current necessity of today even in policing. A director behind the desk, far from practice can hardly make any good decisions. The single knowledge of the rules or the practice of the management functions is not satisfactory. It is necessary for a leader to take an active part in crime combat because that makes them able to become a good manager, part of the organization. Only this type of police leader can make good decisions.

Directing functions indicate specific managing tasks done daily by managers. The higher level of the organization a manager can be found at, the more functions of problem solution and decision he possesses. The primary functions of management were described in 1984 by Fayol as forecasting, planning, organizing, commanding, coordinating and controlling (Dobák 1996). Fayol did not attach units to the management functions but later on more organizations, including the Police itself, created functional units such as planning and controlling departments or coordinating units.

Many of Fayol's followers have supplemented or arranged these management functions (Dobák, 1996). It is not within the scope of this paper to introduce all the conceptions related to management functions, although specific features of some tendencies are worth to be considered. According to Drucker (1992) the five groups

of management functions are as follows: setting the goals, organizing the work, motivating employees, measurement (including setting the goal for the individuals and for the organization) and developing employees. Mintzberg diverged from the traditional Fayolist views and grouped functions as interpersonal, information processing and decision functions (Roóz 2001). Berde gives management of organizations, management of people, and management of production and production processes as basic functions (Berde 1998). Listing further names in management is beyond the limits of this paper. I would rather continue with my personal theories related to policing management functions.

Policing literature determines seven distinct management functions presented as a process appropriate for any managers. They are as follows (Kovács 2009):

- Information processing activities (collecting, analysing and publishing)
- Planning (arrangements for a decision, elaborating options)
- Decision-making (the most important management function)
- Organising and coordinating (determining the order of execution)
- Leading/Directing (directing performance)
- Controlling (checking the realization of goals)
- Evaluation (informing the executor about success or failure).

I entitle the abovementioned functions *classical management functions*. In my view, however, policing leaders of the 21st century need a more specific range of functions, entitled *specific management functions*. The figure below shows these classical and specific functions.

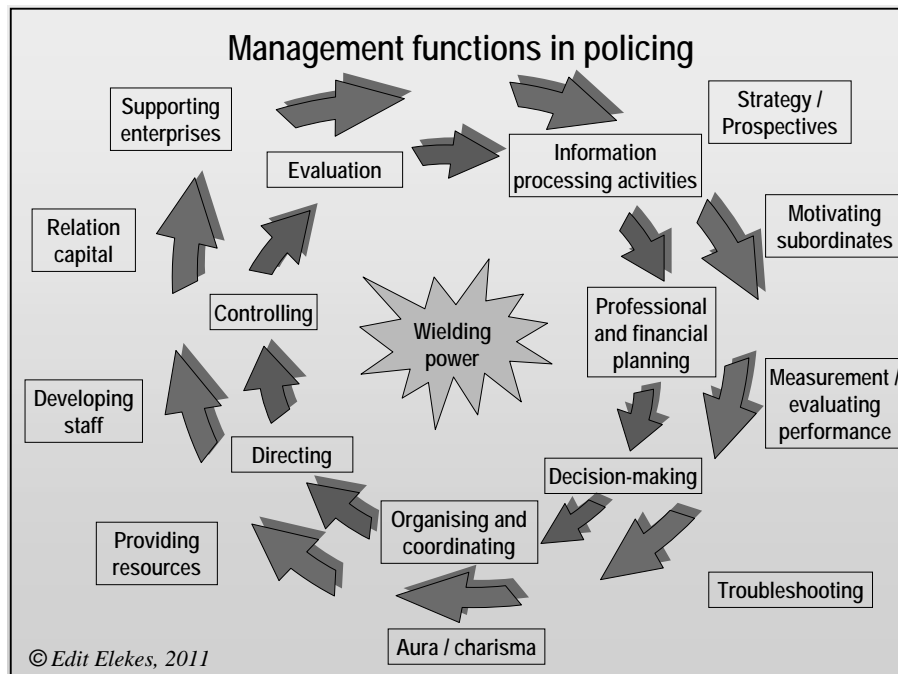


Figure 2. Management functions in law enforcement (edited by the writer)

Among these function wielding power is of high importance. The inner circle shows the classical the outer one shows the specific functions. While classical functions are related to organisational operation and operative processes, specific functions are connected to the modernization of the organization and the necessary development procedures.

Specific management functions are classified according to the level of organisation they appear on. Therefore the *organisation level* and that of the *staff* can be distinguished. As it can be seen, some of these functions may overlap one another.

Figure 3. Specific management functions in policing (edited by the writer)

Organisation Level	Staff level
Strategy/Prospectives	Motivating subordinates
Troubleshooting	Developing staff
Relation capital	Providing resources
Measurement, evaluation	
Aura, charisma	

The lesson of a survey

In 2009 a scientific conference entitled “Risks and perspectives of public security in the Carpathian Euroregion” was held in Nyíregyháza. I was to conduct a survey on the ranges of duties of policing organisations. Here I intend to present some of the most significant aspects. 17% of the questioned represented foreign policing organisations (police or frontier guards). According to the distribution of their place of living 65% of the responders live in the frontier regions.

The aim of my questionnaire for the Hungarian and foreign leaders of these organisations about classical management functions was to see what order of importance they are arranged, whether there are any dissents and if so, in what fields they can be experienced.

One of the fields of my examinations covered the fairness of the division of labour. 42% of the people questioned found it fair, 26.5% said it was of medium rate, while 31.5% considered it completely unfair. For the question “How much does the organizational structure contribute to the accomplishment of the goals?” 50.6% gave a positive answer, 33.7% a middle-scaled one and only 15.7% was on a negative opinion. Foreign participants considered the division of labour at their organisations rather fair, although they found the efficiency of the organisational structure quite weak.

I have studied the importance of 9 professional tasks in the view of the participants. The most important one proved to be the assurance of public order. The second and third places were given to crime combat and operative detection distinctively, while the fourth and fifth places to frontier policing and crime prevention. The figure below gives an overview of the opinions. Foreign officers found frontier policing, operative detection, administrative policing and controlling tasks more important. It was probably due to the fact that they did not experience the fusion of the Police and Frontier Guards and also to the different organisational traditions.

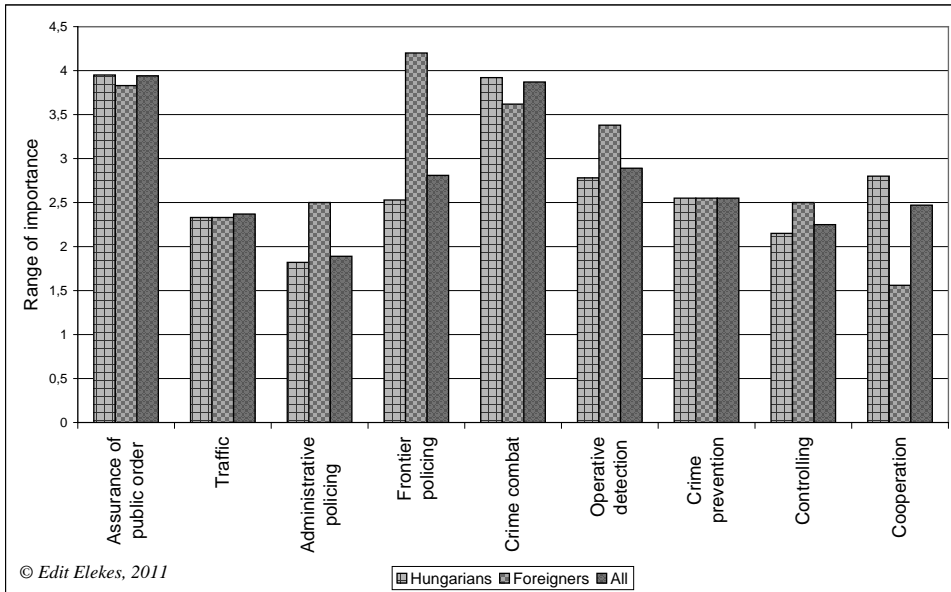


Figure 4. Views on the importance of the professional tasks (edited by the writer)

Studying the different levels of professional tasks (settlement, subregional, county, regional, national, international) I came to the conclusion that there were hardly any tasks organised on a minor regional level. However, some of the supporting activities (analysis-evaluation, prevention, controlling, duty or administration) tended to be more effective on county, regional or national levels.

The following figure demonstrates the most important professional functions of crime combat, operative detection, assurance of public order, frontier policing and their organizational level.

Considering the implementation of the assurance of public order and of crime the participants of the conference organized them on the level of settlements. However, they considered coordinating activities of crime belonging to the county level. Guarding of the borders, of course, may not be connected to any single settlement, neither is it a homogenous issue within the counties, so it requires an international approach. Respondents considered the effective work of operative detection – also for its coordinative activities- a county duty. It is interesting to note that in policing, such as assurance of public order and frontier policing, professional directing (that is realized on a county level in the practice of both Hungary and of the neighbouring countries) was not held as important. This gives extra information for the reorganization, for the rationalization of the organizational levels and for the reform of the presently over-bureaucratic structure.

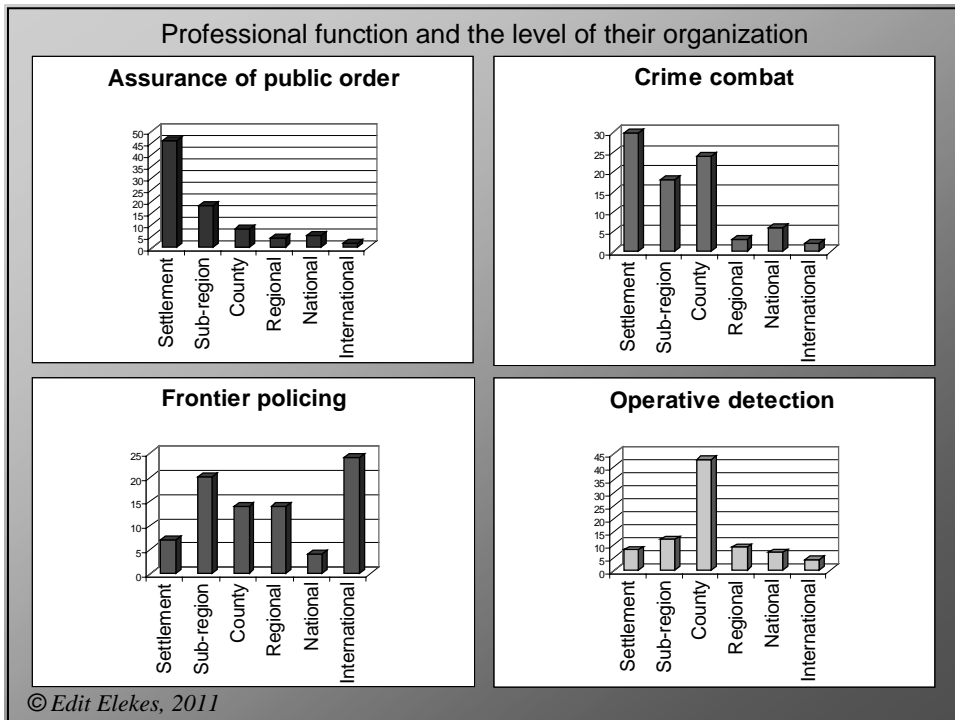


Figure 5. The organizational level of some of the professional fields (edited by the writer)

Organizational reform in a particular way

In 2004 I coordinated a development project at the Szabolcs-Szatmár-Bereg County Police Headquarter entitled *Human Resource Efficiency Program of the Police Headquarters* (HREPPH). Since that time the program has been adapted in 12 counties of Hungary and has contributed to the IIASA-Shiba quality development award of the Szabolcs County Headquarter.

The elaboration of the above method was fostered by the intension of the equalization of work loads that had been an urging problem for decades. In the following period the increase of the workforce among the headquarters have been divided on the basis of the HREPPH. The Housing Estate Police at the Nyíregyháza (county town) Police Headquarter was also established in 2007 as a result of the program. The housing estate police of the large towns and the district officer service in small settlements are analogues of the Holland Community Police Modell. Apart from the steady distribution of staff it also aimed to achieve a steady distribution of workloads at the headquarters. These provided the effective and civilian-friendly activities of the police and raised the interest of the Turkish Police.

The HREPPH is, on the one hand, part of the management information system but also provides an opportunity to make urgent decisions, to rearrange or even to redistribute resources. The method may develop the motivation of the staff and also enables the leadership to adapt its strategy to the dynamically changing criminal situations. It can also be used by the police of the EU member states since the data (eg. police density= the number of citizens a policeman is responsible for) are available in the countries of the Union. To illustrate the problem I present some of the density data of the EU (2001): Italy: 480, Germany: 320, the United Kingdom: 303, Finland: 222, Sweden: 180. In Hungary we had an average of 442 and in Szabolcs County it was as high as 498.

Conclusion

Based on the findings of the survey above, there is a need for optimization and improvement in the division of labour and the organisational structure. The performance, structure and professional duties of the Police are determined by the law. Leaders, however, have the possibilities that enable them to be prepared for the social and environmental changes. They are to exploit the skills their staff possess, to guide improvements and to support innovative steps so as to improve the standard of services.

In their daily routine leaders of the Police, just like those of the civil area, fulfil managing functions. Due to the nature and totalitarian system of the organisation these functions prove to be specific ones. I reckon that the management functions presented above, moreover the way they are practiced in have an effect on the achievements of the police organisations. Furthermore, they contribute to the modernization of the organisation.

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Leadership, the Moving Spirit

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