

**Theses of Doctor of Philosophy (PhD) Dissertation**

**INTERRELATIONS BETWEEN ORGANIZATION DEVELOPMENT  
AND MANAGEMENT FUNCTIONS AT A SPECIFIC BODY OF  
STATE ADMINISTRATION**

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# **1. PRELIMINARIES AND OBJECTIVES OF THE RESEARCH, A DESCRIPTION OF THE HYPOTHESES**

## **1.1. Introduction and the justification of the selection of research topic**

The organizational transformation, and the introduction of new management methods of administration—including that of the police force—in Hungary has accelerated. The changes are caused by a process of bringing Hungarian laws and regulations in accordance with the laws of the Union, and the expansion of the activities of the police (border guarding, disaster intervention, fast reaction and intervention, international policing, keeping various registrations etc). The changing role of the police necessitated the introduction of personal and technical development programmes. An organization such as the police force continually seeks the chances of renewal in order to become more efficient. The changes at the Hungarian police force are far from being complete: a number of far-reaching reforms is underway, whereas others are planned, in order to improve the standards of the police work and the sense of safety of the public. The reforms require new objectives, new management and new principles of leadership.

I have been a police officer in the Republic of Hungary, mostly performing my duties at border counties, so I have experience in the management of such regions. Police is an authority on the one hand, and a service provider on the other, which means that there exist two systems of connections and two management schools simultaneously. As a participant in these development and reform processes, I find it indispensable to rely on professionally and scientifically sound principles of development, all through the phases of preparation, implementation and control. I wish to learn more about general organization development and the applicability of the new development principles as a result of my doctoral process.

Managing the changes and reforms of the police force is, naturally, important also for the police themselves. Authorities such as the police force are going to change continually, in accordance with the Hungarian organizational traditions and under the effects of the organizational expectations of the EU. Examples for these changes are the integration of the Border Guards and the Police Force and the process of regionalization. Any transformation of an organization brings about a change of organizational culture. It has

often caused considerable conceptual, even emotional difficulties for the people involved. In my thesis I deal with the changes manifested in the attitudes of the leaders of the police force and in the services provided by the police departments to the general public.

The responsibilities of the police change not only quantitatively, but also qualitatively: now they face tasks unknown previously (e. g. membership in the Schengen Zone, food safety issues, tasks in connection with the extreme weather and disasters).

All this means that the leaders of the police need new, integrated ways of thinking, continuous learning, new ways of cooperation and, last not least, new resources in order to be able to provide a higher quality of service to the public. It is hard to deny that leaders—at whatever level they are—have a special role, and that it is no longer possible to organize work according to old routines and procedures.

The leaders of a police force will no longer be able to do their work without continually relying on new professional results, scientific management and leadership techniques, procedures and methods.

A precondition of improvement is the conscious management of the organizational changes, together with the modernization of the work of the leaders. It requires management and organization skills. With the topic I have chosen I wish to contribute to that goal through a scientific research scheme.

## **1.2. Topicality of the subject matter chosen**

All kinds of reforms have been going on in Hungary since the change of the political system. In the past nearly three decades an entire generation grew up that has continually experienced changes. It does not apply to social reforms only, but to the development of all branches of public service. In Hungarian society, the definition of the competences of various branches of authorities—including the police force—has not been completed, and the reforms and transformation continue.

The concept of policing has been given various interpretations recently. The Committee of Police of the Hungarian Academy asserts that police is the branch of public administration the mission of which is to protect society, by force if necessary, against activities that are listed as illegal under the law (Finszter, 2008a).

In daily life, we usually associate policing work with the defense of public order, the protection of the safety and property of citizens and social organizations (Korinek, 2008, pp. 33-34.).

The concepts policing and upholding law and order are often confused in the current legal regulations, too. The general public, as well as the related literature, uses the two terms as synonyms. The content of the terms is fending off danger, the formal characteristics are manifested in uniforms, arms and official hierarchy (Finszter, 2008b).

The police force, as an open system, performs its work in constantly changing micro- and macro environments, but their activities are determined and regulated by the law. The police force must examine its organizational efficiency, in accordance the changes in the environment and, if necessary, implement changes in its organization and culture.

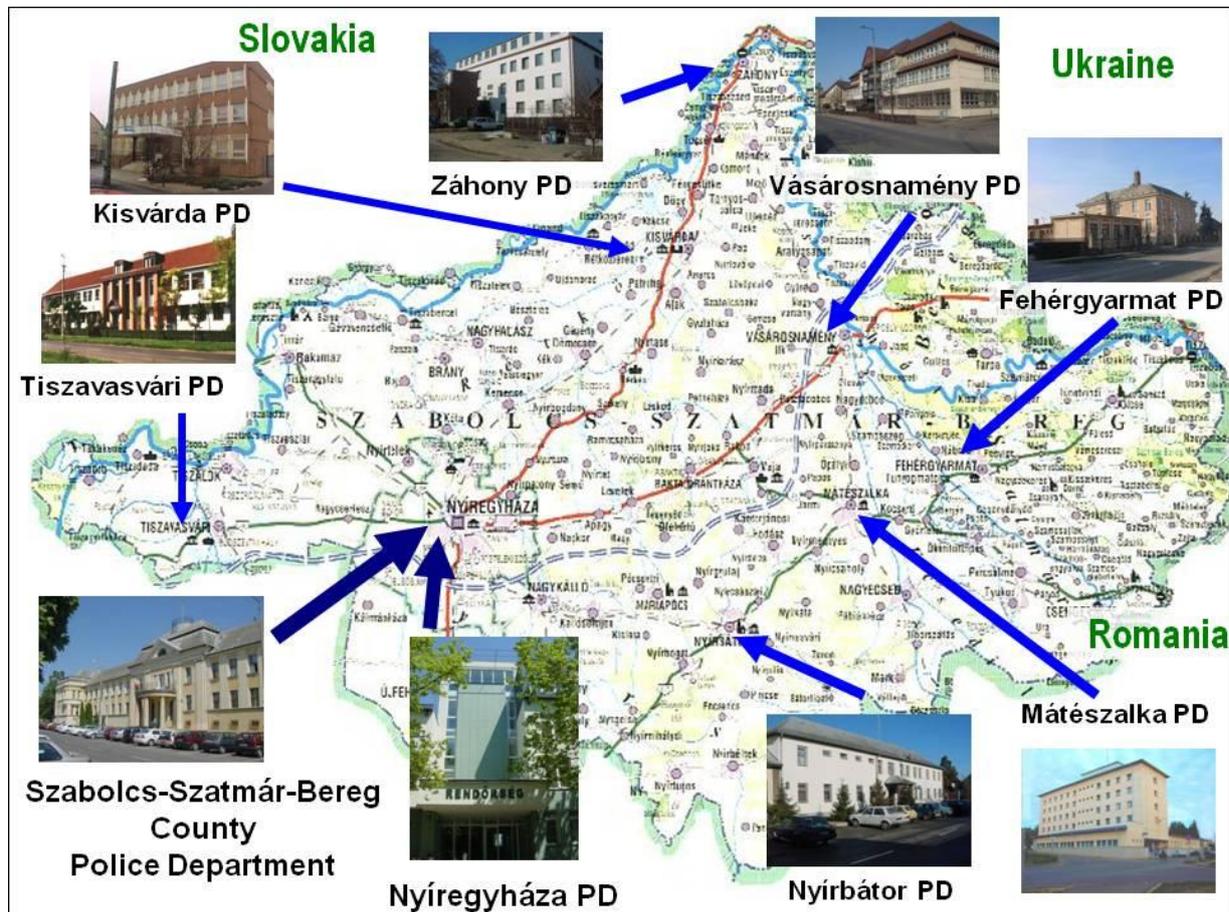
The police force as such is a linear-functional, military-like organization. Considering the sheer size of the police force, reaction to changes in the environment may be cumbersome and slow, which adversely affects the efficiency of the entire organization. On the other hand, in order to eliminate parts and processes of low efficiency, the organization must regularly revise and update its operations, which requires a re-organization of work.

The organizational structure of the police force is bound and governed by the Police Act. It is, however, possible to reform certain elements of the system in order to improve efficiency. The structure as a whole retains its stability during these reforms, while it will be able to perform its tasks stipulated by the law in a more effective way. As part of such reforms, local and regional units can be merged or new units created. Reforms cannot only be achieved through organizational changes, but also through the introduction of new management methods and a new organizational culture that supports the conditions of reform processes.

The work of the leaders of the police force is closely connected to organizational development. I dealt with that connection during my work at the police force, and I chose it as a subject of my doctoral dissertation. Since I worked in the territory served by the Szabolcs-Szatmár-Bereg County Police Department, my research is related to the units of that police force (8 police departments and 6 border police stations) (See Chart 1).

My research is based upon the results of three primary surveys that I carried out during my work at the police force. All the three surveys focused on organizational development and process management at the police, and it also contained inventories aimed at mapping the satisfaction of the personnel involved.

**Chart 1: Szabolcs-Szatmár-Bereg County Police Department and the Local Police Departments in the County**



*Source: the author's own research, 2004*

I conducted the first survey as a part of the quality development programme of the police, and I actively participated in the implementation and assessment of the programme at different police departments in the county.

The second survey was entirely my own work, conducted within the framework of an international pilot project.

I conducted the third survey as a part of my doctoral research. Though this survey is based upon the results of the two previous ones, it reaches beyond those.

In my thesis I intend to identify the leadership activities in the past 10 years that require development, and what means and tools or organizational development schemes are applicable in the police force.

My goal is to find specific interrelations between the management functions in the reformed (integrated) police force and various elements of organizational development and to identify those of the latter that are applicable in the hierarchical police force.

My goal is furthermore to create a specific recommendation for setting up an organizational structure, in which the police are able to perform their work more efficiently, earning the trust of the citizens and meeting the latent expectations of their own staff and personnel.

In the course of my research I made efforts to survey the most common management methods used by police leaders. I also wished to find out whether certain leadership methods are now superseded by others, or they are still widely used, and how these methods influence personnel satisfaction.

Efforts have also been made in order to find out what factors influence the subjective sense of security of the citizens, and how police work can be brought closer to the general public.

### **1.3. Research problems, questions**

In the past 10 years the police force has undergone several re-organizations in terms of its tasks and organization. After the change of the political system and before our accession into the European Union, the police force had shed a lot of its Soviet-style, militaristic features, but the framework of cooperation with Western European police forces were not yet ready. It was, however, indispensable, as Hungary joined the Union, and when we also joined the Schengen Zone, further changes were needed. It resulted in mergers, re-organization projects, and the police became more open to the general public. The change of the political system, our accession and integration into the Union all instigated an internal reform of the organization of the police force. When I began my observations, a number of issues emerged that had formerly been not researched.

## **Major objectives of the research**

1. Is the organizational framework of the police appropriate to its tasks? Does the organizational structure match the objectives of the organization? Is there another organizational structure possible for the police, in which the new tasks and responsibilities are better performed (e. g. a new type of management, disaster intervention, fast reaction, cooperation with other police forces in the Union)?
2. Have classic police tasks and responsibilities been satisfactorily developed since our accession in the Union, as part of the harmonization of our legal system with that of the Union? What training programmes are required to qualify the professional tasks?
3. Are there any overlaps and parallelisms at daily work? Do the parallelisms, if any, appear at organizational level? How professional work should be organized after the elimination of parallelisms?
4. Together with the changes going on in the organization, the competences attached to various positions have also changed. As a consequence of the natural shift of generations and the changes in the legal environment, a number of experienced colleagues left the police force. Has the replacement of personnel taken place efficiently enough? The new positions and responsibilities pose new challenges to the staff. How have they been able to meet the challenges? Are there appropriate answers to the challenges?
5. The changes going on in the environment induce changes not only in the personnel and organizational structure, but also in the style of leadership. The slogan remains "To serve and protect," but the police are also becoming a service providing organization. How is that fact going to influence the style of the leadership? Are new characteristic features going to appear in addition to the original, autocratic style?
6. Is it possible to combine different organizational and management styles in the framework of the present organizational structure?

## **Hypotheses:**

I formulated seven hypothesis in connection with my research. Six of the hypotheses are expected to bring about new research findings, whereas I added a proposal to the seventh

one. The proposal shall be valid if the hypothesis is justified. I assumed that it is possible to introduce a new type of organization development, and I propose a partly divisional organization model. In that model, the classic police tasks are complemented by the new tasks and responsibilities generated by the harmonization of the Hungarian legal system with that of the Union and the new profile of the police as a service provider.

- H1. Over the past 5 years, the external image of the police force has worsened.
- H2. The distribution of work within the organization is uneven.
- H3. The present organizational structure is inadequate for achieving the goals of the organization.
- H4. It is necessary to modify the levels of organization at the various sectors of police work.
- H5. It is necessary to increase the intensity of cooperation within and outside the organization.
- H6. It is possible to improve organizational efficiency through better communication.

## **2. A DESCRIPTION OF THE DATA BASE AND THE METHODS USED**

A kutatás jellegét tekintve tényfeltáró kutatás, mely nem elégszik meg a szakigazgatási szervezet komplex helyzetleíró vizsgálatával, valamint a szervezeti működés elemzésével, hanem megoldási perspektívákat is javasol az optimális és hatékony működésé. In the course of the research I intended to reveal new facts, instead of a complex description of the organization of the police force, or an analysis of its functions and operation. I intend to suggest perspectives and solutions for an optimal and effective work.

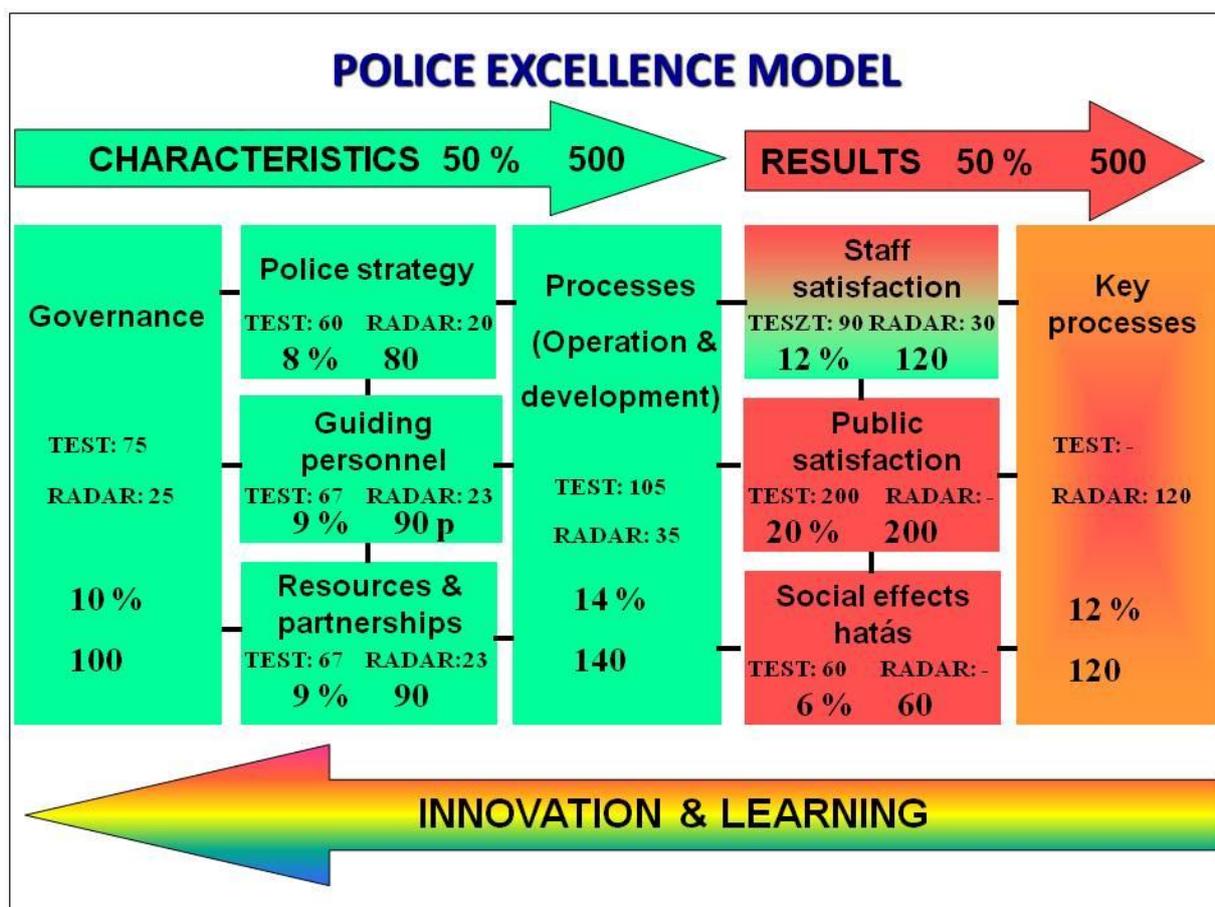
During my work I used both general and specific research methods. I processed the relevant literature gathered for the research with an analytical method. In my thesis descriptive and investigative strategies are both used. Out of the specific methods, I primarily relied on hypothesis analysis. At the start of the thesis I set up hypotheses, then used practical methods to verify them. When I was doing research into the documents of legal regulations, I continually monitored all the changes that were introduced into related legislation. The legislation related to the work of the police is included in a descriptive part of my thesis.

I applied a combination of quantitative and qualitative methods in my dissertation. This approach enabled me to reach beyond a mere cross-sectional analysis of the problems, and carry out a deeper examination of the phenomena. The definition of the subject is based upon data gathering. The data in turn were analysed with mathematical-statistical methods, as part of which I applied special software. For data collection I used inventories, semi-structured interviews and the central and local statistical data bases available at the police.

During my research, I carried out 3 inventory surveys. The first one was conducted within the framework of the quality improvement programme of the police as part of the EFQM-based "Police Excellence Model" (PEM) Phare Project at the South Transdanubian and North East Hungarian Regional Police Departments in 2003 (See Chart 2).

PEM is a means of self-evaluation for the police, helping the departments and units in improving their work, since by using PEM an organization is able to position itself, to survey its strengths and weaknesses, the areas to be developed, and is able to take the steps necessary for continual improvement.

**Chart 2: Police Excellence Model**



*Source: SZINTAY – VERESNÉ SOMOSI (2002a)*

The main components of the model are the characteristic features and results. The opinion of the staff and personnel was requested in connection with several leadership and management functions (planning, organization, decision making and control). I evaluated the answers myself.

The two other surveys were made explicitly for my research, and I devised the programme for these surveys individually.

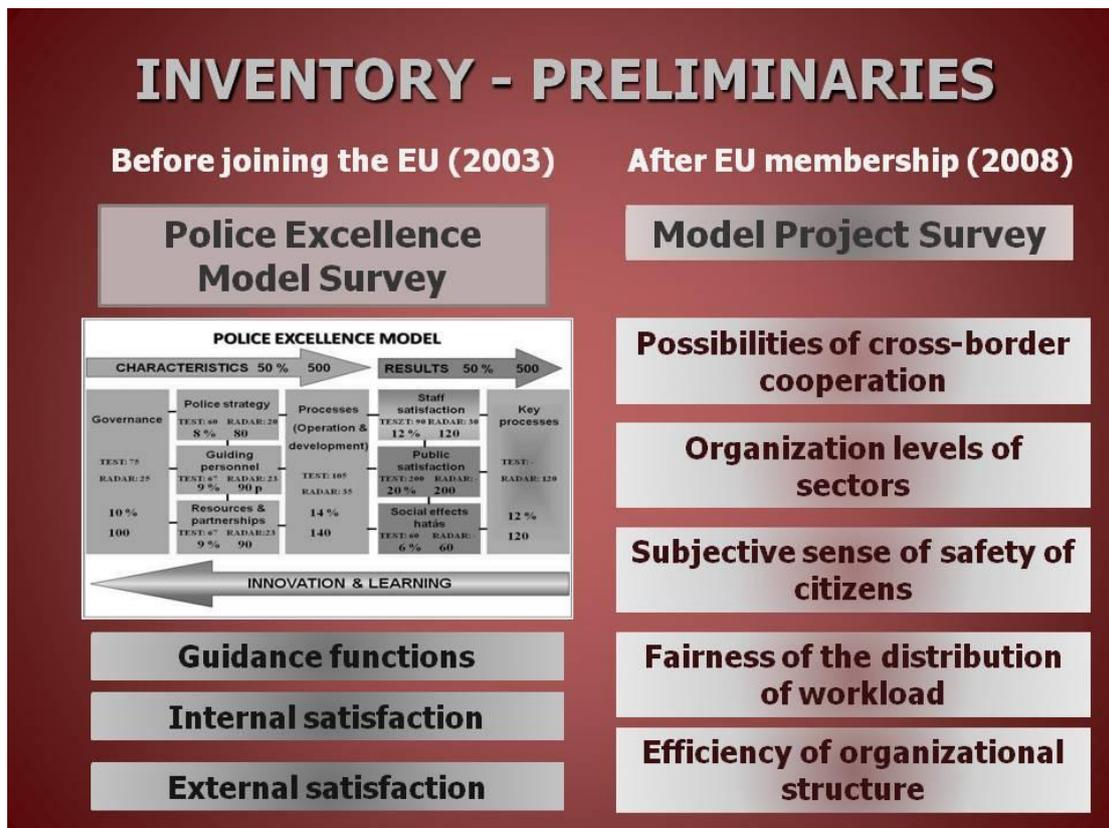
A conference titled "Risks and Perspectives of Public Safety in the Carpathian Euro Region" was organized in Nyíregyháza in 2008. The conference, which was an international forum for discussing professional issues of policing work, also offered me an opportunity to conduct my own survey (it was my second survey). The sample consisted of the 175 conference participants, who represented 17 organizations from Hungary, the Ukraine, Slovakia and the Netherlands (ELEKES, 2011).

The model project survey was tailored to obtain information from various aspects of the subjective sense of safety of the citizens, and also from the fair distribution of work within

the respective organizations of the respondents and their opinion regarding the adequacy of the organizational framework in which they worked. I also dealt with organizational problems in my survey, specifically the fields of police work the respondents attributed the greatest significance to. I wished to know their ideas about the geographical distribution of police work.

My third survey, conducted in 2013, was based upon the previous two ones and is, in a sense, a control test of those (Chart 3). The control test contains new blocks, tailored to reveal the effects of the personal and organizational changes that had taken place during the time passed. The last survey summarizes the entire system of police leadership and management functions, with the re-structuring schemes and organizational development processes of the past 10 years. The sample covers all the organizational levels in the county, and is a representative survey with as many as 750 elements.

**Chart 3: Research Questions of the Preliminaries of the Control Test of the Integrated Organization Development**

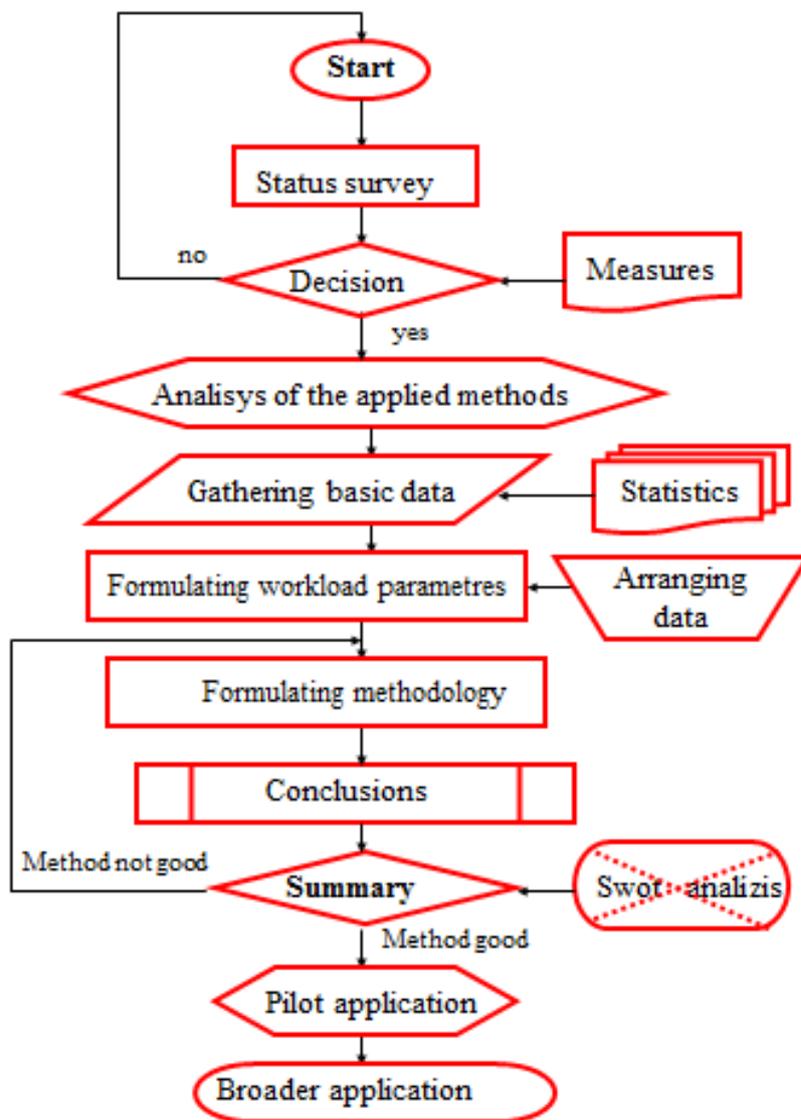


*Source: the author's own research, 2013*

The data received were processed with the help of informatic-statistical software (Excel and SPSS), and I used mathematical-statistical methods for the analysis.

Overwork and inadequate financing have been continual problems for the police force for many years. With my partner, I created a human resources surveying and developing method that we named the Human Resources Rationalization Programme of the Police Departments (with Hungarian abbreviation: RKHRRP). The flow chart of the method contains the preparations, the decision making procedure of the leadership, testing, application and monitoring of the method (Chart 4). It may be of help to the leaders of police departments who take into account the workload of their colleagues to decide how many new staff to recruit, and how use financial resources saved to motivate their personnel.

**Chart 4: Flow Chart of Using the RKHRRP**



*Source: ELEKES – FÉNYES, 2004*

The method was accepted and rewarded as an innovation by the Innovation Data Base of the Police.

### **3. MAJOR FINDINGS OF THE THESIS**

In the course of my research I accomplished the following tasks:

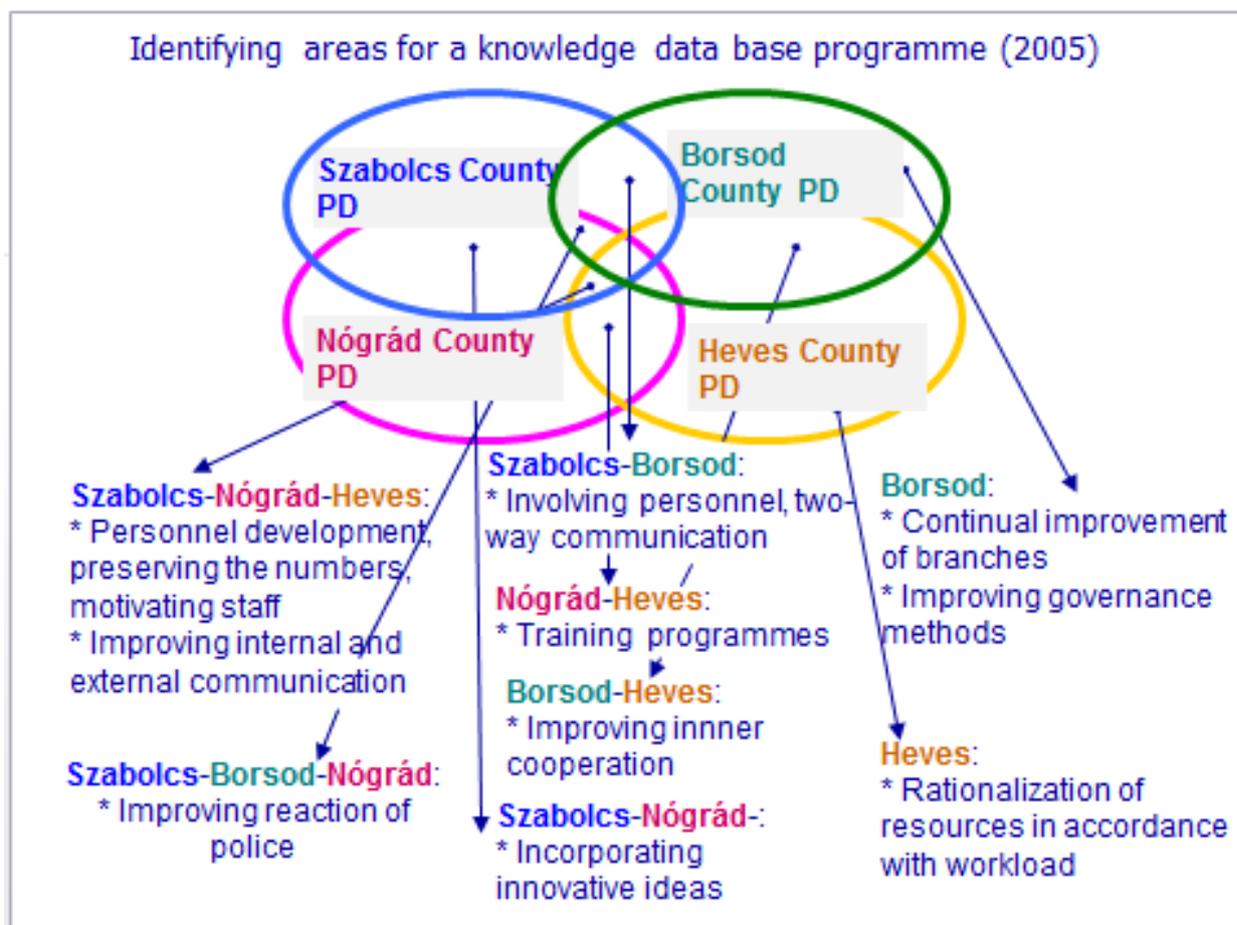
1. Determining the system of leadership and management functions used by the police leaders;
2. Conducting a survey related to the leadership and management functions, and to the connection of these functions and the indicators of staff and personnel satisfaction;
3. A survey of the organizational culture and its comparison to the results of similar earlier surveys;
4. Surveying the methods of organizational development at the departments I examined;
5. Finding and identifying changes in the image of the police force that have taken place since the earlier survey;
6. An analysis of the major points of the series of survey, with special attention to the management of change, organizational structure, fair distribution of tasks and communication within the organization;
7. An analysis of the results of the research into management and leadership functions, organizational culture and organization development in a breakdown according to specific areas, experience and organizational elements.

As a summary: there have been three surveys, at 5-year intervals. The first survey, dealing with the self-evaluation of the police force, took place in 2003, that is, after the change of the political system, but before Hungary's accession into the European Union. I coordinated the implementation of the survey as a quality assurance chief rapporteur in Hajdú Bihar and Szabolcs-Szatmár-Bereg counties. The survey dealt with management, leadership, process organization, task management and efficiency, using RADAR technique to find the answers to these questions.

I created my own method for identifying the areas in need of development. I used this method at the self-evaluation survey. I called it the Feasibility Priority List (Hungarian abbreviation: (VHS-method). As a result of the team work and the VHS-method it was possible to identify the specific areas of the development projects to be carried out.

I initiated the creation of a joint data (knowledge) base for the police departments of Borsod-Abaúj-Zeplén, Nógrád and Heves counties, and I coordinated the joint work and the selection of the areas to be developed. The county police department launched their short- mid- and long-term action plans of development; for details see Chart 5.

**Chart 5: Identifying the Areas to be Developed in the joint Data Base Programme**



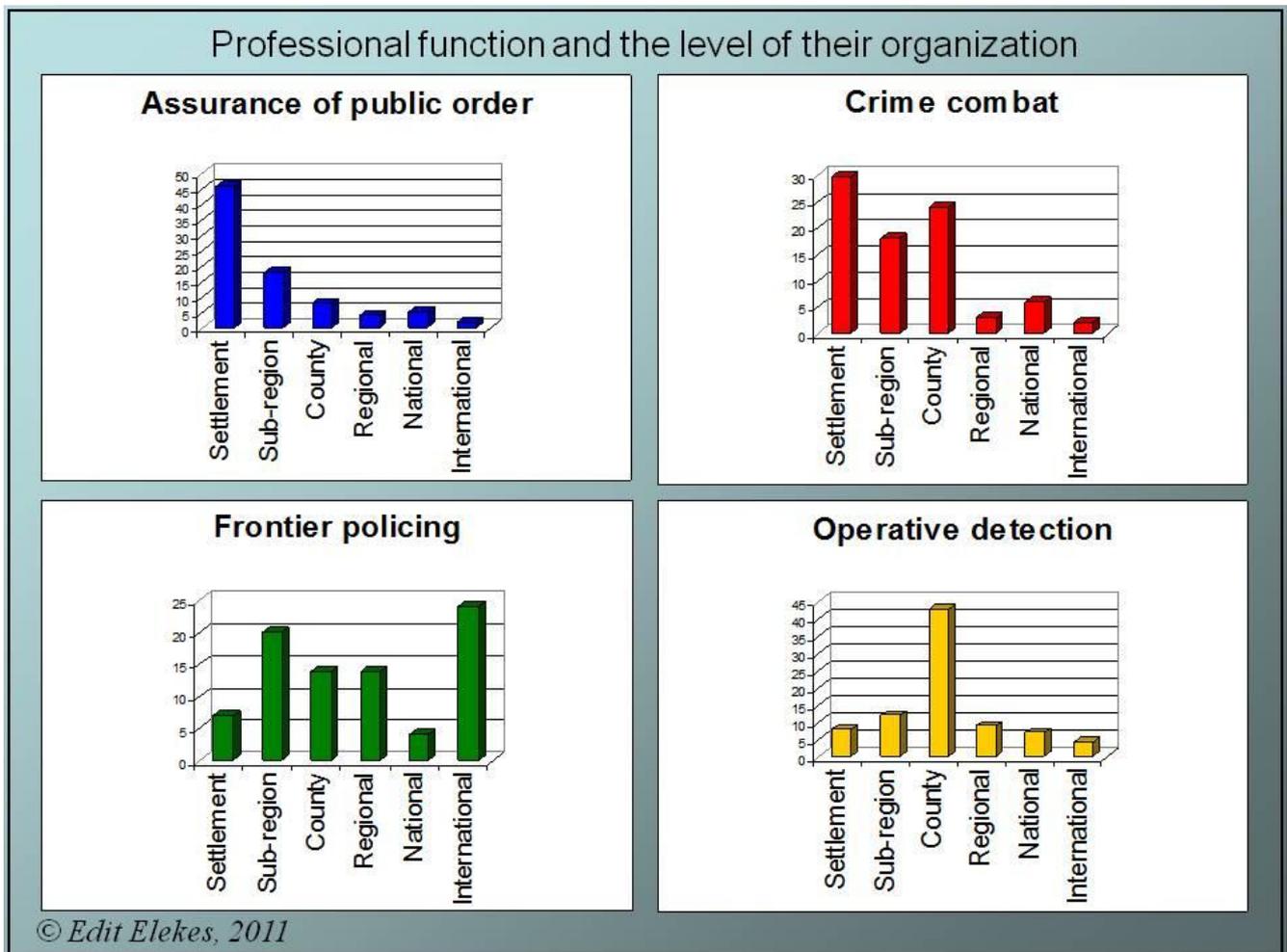
*Source: the author's own research, 2005*

I conducted the second survey, connected to the Carpathians Euro-Region, entirely myself in 2008. It was after Hungary's joining the Union, and I examined changes since the results of the previous survey. I also dealt with issues connected to public safety, accession into the Union, organization development and cooperation.

When examining the organizational levels of police service (settlement, subregion, county, region, national and international) I found that hardly any specific task is planned for subregional level, and for a wide range of supportive activities (analytical-assessing, preventive, controlling, duty arrangements and management) county, regional sometimes national levels were found to be most efficient.

Upholding law and order and crime fighting was tailored by the participants of the conference to settlement level, while at crime fighting county level was also found to be important because of the necessity of proper coordination. Border guarding cannot be attached to one single settlement for obvious reasons, and it is not homogeneously arranged within a county either; it belongs, naturally, to the international level. The participants of the conference believed that the appropriate level of operative investigation—also for the reasons of proper coordination—is the county (See Chart 6).

**Chart 6: The Organizational Levels of Specific Policing Tasks**



*Source: the author's own research, 2008*

After the integrated organization development control test I found the results listed below.

Results of the motivation test:

1. At the questions related to the place of work, 37% of the respondents answered "changeable" to the question "How do you feel at the place where you work?" 30% said that they feel very well or well, and 33% of them fell badly or very badly.

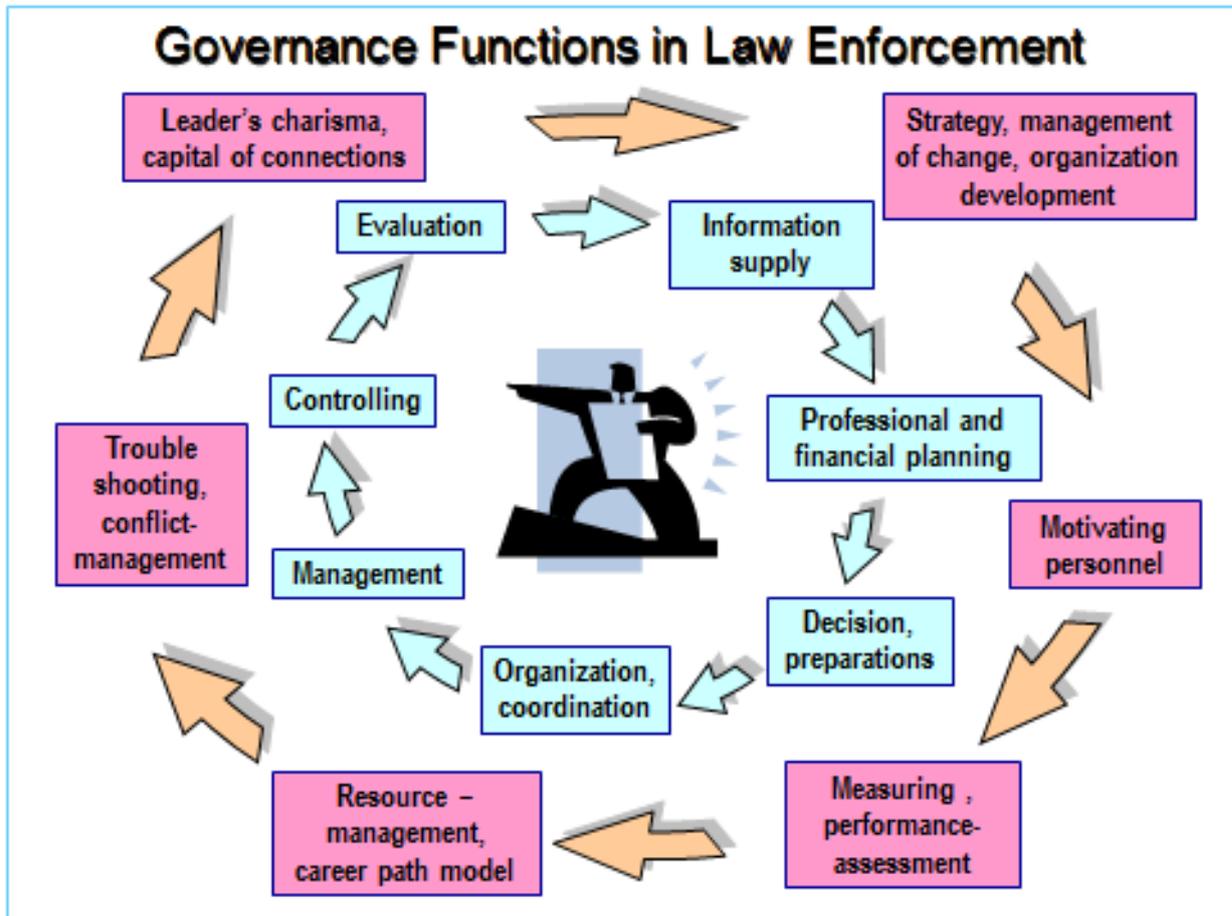
Another question was, "Would you choose the police as a career again?", and 47% was uncertain about it, and 34% would certainly choose a different career. These answers make it clear that the events that have taken place in connection with the police over the past few years—stricter retirement laws, the permanent pressure caused by the high mental and physical workload and the hierarchical system of the police adversely affected the image of the police career in the eyes of the staff and personnel. Respondents could choose from 10 alternative answers to the question, "Why did you choose police as a career?", and they were requested to set up an order of priority. The answers suggest that most people chose this career because it seemed to be a safe job, a safe place of work, and they also found police work interesting. At the end of the priority list there was "good working conditions" and perks received from the police force.

#### Observations in connection with the leadership and management functions:

2. As part of my research I outlined the leadership and management functions of police work. In related literature the following are usually referred to as management functions: providing information, planning, decision making and preparation for action, organization and coordination, leading, controlling and the assessment of the work of the subordinated staff and personnel. I listed these functions as classic management and leadership functions. I found, however, that the leaders of the police force have a range of other tasks, some of which require specific skills and competences. I termed these as specific functions, and they include: strategy (managing changes, organization development, etc.), managing resources, career models, motivation, performance assessment, trouble shooting, conflict management, developing and maintaining the charisma of a leader, building up and using a network of connections.

I summarized the ways of using the powers and functions of a leader at the police force in Chart 7, in which the classic functions (inner arch) are complemented by the specific functions that require extra skills and competences from the person concerned (external arch).

**Chart 7: The System of Leadership and Management Functions at the Police Force**



*Forrás: Saját szerkesztés, 2011*

The special functions are arranged according to the organizational levels at which they appear. There are therefore organizational and individual roles (Table 1).

**Table 1: Organizational Levels of Specific Management Functions**

Organizational level	Individual level
Strategy, managing changes, organization development	Motivating subordinate staff and employees
Trouble shooting conflict management	Managing resources, career model
Measuring, performance assessment	
Leader's charisma, connection network	

*Source: the author's own research, 2011-2013*

3. As a result of my survey I found that the method and frequency of using the classic leadership and management functions is vary at various sectors. A common

characteristic feature at all sectors is that gathering information and preparing a decision belong to the top levels of leadership. Another feature is that the leaders do not use their authority in their work whenever they can avoid it. They tend to use it more powerfully at the branches of the service in direct connection with public order protection. Similarly, the necessity and frequency of information gathering are also uneven among the different branches of the service. Preparing decisions, on the other hand, is an activity commonly practised at all branches of the service. At the branches dealing with public order and border guarding, the share of information is often cumbersome, but the leaders frequently check and assess the work of their staff and personnel. At other sectors of the service, e. g. traffic police, administration, the organization, coordination and order of duty is sometimes uneven. At the supportive sectors, checking and assessment are relatively rarely used, a consultive leadership is common

4. As for the special leadership functions, I noted that leaders at various levels seldom apply the methods of trouble shooting, and motivating their subordinates. According to my survey they put placing the acquisition of the resources necessary for the work, establishing the connection network and the development of their staff and personnel on top of the priority. At the crime fighting sections, they gave priority to strategy and the creation of a vision of the future. They did not find management methods very important. On the other hand, at the sections directly linked to upholding public order, performance assessment, conflict management, and specific leadership and managerial skills were placed on the top of the list.

My results related to organization development:

5. Respondents found the organization development methods appearing at individual level the most important. They ascribed special importance to cutting back unnecessary bureaucracy, faster information exchange, more efficient time management, organization, team building and team work. They did not find some other matters so important, e. g. further training, mentor training, cooperation with other organizations and authorities, and the outsourcing of some activities that do not closely belong to the work of the police.

My conclusions regarding the organizational culture:

6. My survey confirms that most of the staff and personnel are satisfied with the stability of their job, the connection between people at the departments, and the cultural and sports facilities offered by their place of work. On the other hand, there was a serious dissatisfaction with the working conditions, sanitary facilities, the general level of the wages, and the payment offered for extra work and extra performance. Similarly negative answers were received to the questions aimed at the intra- and extra-departmental cooperation. The majority of the respondents worried about their jobs, and they did not find their prospects and career paths satisfactory either.

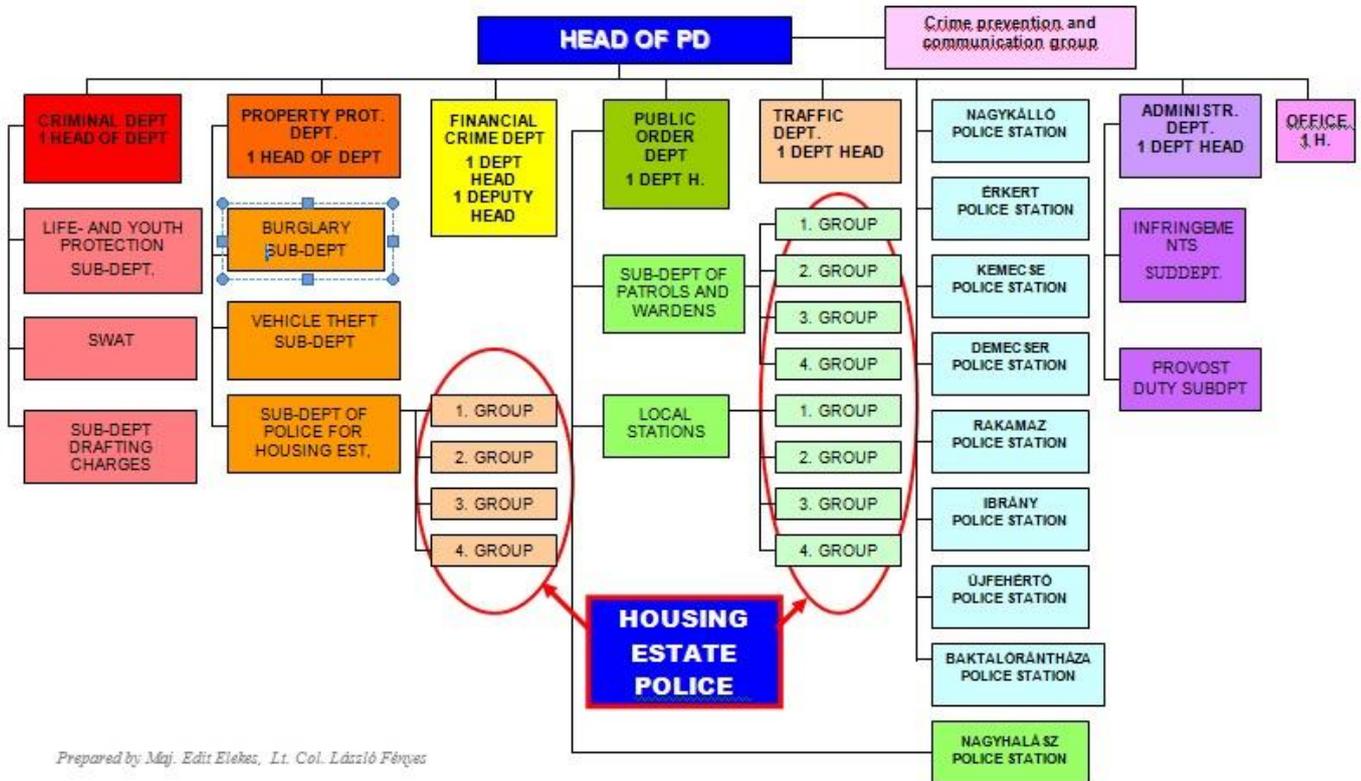
My findings regarding the organizational structure and division of labour:

7. Half of the respondents did not believe that the current organizational structure well serves the objectives of the organization. The same answer was received at all the three surveys. At the last survey, the respondents also provided a more detailed opinion on certain dimensions of organization development. The majority of the respondents recommended the simplification of the organizational structure or the creation of an entirely new structure, by eliminating the parallelism and the implementation of the reforms based upon a detailed survey of the present organizational framework. The people in the survey, however, did not find the merger of various units and relegating various tasks to other units particularly important.
8. 2/3 of the sample did not have a positive opinion of the distribution of work within the police force, and made recommendations how to make the distribution of workload more even. The recommendations included changes in the number of staff and personnel necessary or better for various tasks, and the introduction and continual use of a system that takes into account the performance of the personnel and rewards them accordingly. In the present structural framework it is hardly possible to achieve a fair or better distribution of workload and offering reward for extra work or performance.

For recruiting new personnel, the methods of RKHRRP have been used in Szabolcs county since 2005. The same methods were used to set up the housing estate police department in Nyíregyháza (the county town) (See Chart 8).

## Chart 8: The Re-organization of the Nyíregyháza Police Department in Accordance with the RKHRRP Method

**ORGANIZATION STRUCTURE OF THE NYÍREGYHÁZA POLICE DEPARTMENT (PROJECT)**  
 Integrating the concepts of visible, operative, community, housing estate, and service providing police, organized on a territorial basis)  
 30 June 2005



*Prepared by Maj. Edit Elekes, Lt. Col. László Fényes*

*Source: ELEKES – FÉNYES, 2007*

#### 4. NEW FINDINGS AND NOVELTIES IN THE THESIS

The objective of my work was to demonstrate the close correlation between the governance and leadership functions of the police force and the organization development, and the process requires special skills and competences from the leaders of the force.

The police force is to be regarded as an open system, the work of which is governed by the related laws and legal regulations, but its efficiency largely depends on its rapid reaction to environmental effects and influences. This approach is in opposition to several research projects dealing with the police force. Husi (2009) asserts that from the aspects of governance, the selection of the leaders and the regulation of the operative procedures, the police force is a closed system, and most of its problems are actually rooted in that fact. In my opinion, both the leadership of the police force and its operative processes largely depend on the micro- and macro-environments, so it is not possible to consider the police as a closed system. My research findings suggest instead that the police force has recently become an introverted, less open system, in which decisions are made in an autocratic way, without involving the staff and employees, and without granting them appropriate authorizations. These tendencies have negatively influenced the soft elements of management, the organizational culture and the atmosphere at the places of work.

My research is based upon a series of surveys, consisting of three parts: the first was an organizational self-evaluation, (2003), the second a model project from the Euro-Region (2008), and the third one was a new type of integrated and organization development project that also contained an assessment of the changes that had taken place since the previous surveys (2013). I had the opportunity of playing a coordinating and managing role in all the three projects. I conducted the second and third surveys entirely by myself, with my own research plan and inventory. I developed and used new research techniques, in addition to the traditional research techniques that I also applied during my research.

I carried out the secondary analysis of the organizational self-evaluation project individually, and I developed a projecting methodology, based upon the group work of screening and identification of the areas found poor as a result of the self-evaluation. This is the VHS-method (abbreviation of Végrehajthatósági Helyezési Sorszám módszer, that

is, Feasibility Priority List). It was with that method that the short-, medium- and long-term development projects for the police departments in the area of Szabolcs-Szatmár-Bereg county were selected. I initiated the creation of a data base programme for the police forces of four counties Borsod-Abaúj-Zemplén, Heves and Nógrád counties. I coordinated the work of creating the data base. My work as a developer largely contributed to the success of the Police Department of Hajdú-Bihar: it received an IIASA-Shiba quality award in 2002. The PD of Szabolcs-Szatmár-Bereg county received the same award in 2004, the PD of Nógrád county, the crime prevention section of Szécsény, and the PD of Borsod-Abaúj-Zemplén in 2005. As a result of the development projects, the PD of Szabolcs-Szatmár-Bereg county received the Magyar Minőség Háza (Hungarian Quality) award for customer-friendly attitudes.

In 2004, together with my partner, I created a specific organization analysing and developing method for eliminating the discrepancies in the distribution of labour, and reaching a fair distribution of workload. It is called the Human Resources Rationalization Programme of the Police Departments (Hungarian abbreviation: RKHRRP), and it is based upon the soft elements of organization development and restructuring. The Innovation Data Base of the Police officially accepted and rewarded it as an innovation. The method received its final form in 2006, and it has so far been used by 12 county police departments.

During the work of developing the organization self-evaluation and development I formulated a number of group work methods, and introduced them at several police departments in the county. Using these methods at a largely hierarchical organization such as the police is a practical novelty. The introduction of these methods was a great achievement, since they were fully alien to the organization of the police force. The fact that the methods were well received and found useful is indicated by the fact that I received the award of Quality Manager of the Year in 2007. The award is issued by the Hungarian section of the European Quality Association and the Hungarian Quality Association.

2008-ban az integrált rendőri szervezetben a Debreceni Egyetem tudományos háttérével a rendőrségi stratégia szakterületekre való lebontását végeztem el Balanced Scorecard

módszerrel, mely az új közszolgálati menedzsment módszer alkalmazásának és bevezetésének tekinthető.

In 2008, with the scientific and professional support of the University of Debrecen, I broke down the integrated police strategies to the specific sectors and areas of police work. To that end, we used the Balanced Scorecard method, which is in fact the debut of the new management principles in the civil service.

I have 20 years of experience of police work, and I spent 15 of it with coordinated and applied development activities. In the past ten years, I have been motivated by a desire to professionally check and verify my results

As a result of my research and practical work, I described organizational development at the police force as a new type of activity. It is, on the one hand, a reaction to the changes in the external environment. The reaction is supported and directed by the top leadership. On the other hand, it is the introduction and application of the means available to the leadership. The umbrella term for these means is organization development (convergence-theory). Now I believe that it is worth dividing the process of changes into two parts. One is organizational development (OD), which is the structural incorporation of the reactions given to external stimuli (for instance, integration), organizational transformation (OT), which is applied to the continual transformation of the organization, through the means of the management of changes.

I introduced organizational culture as a new concept at the police force. It includes the connection system of the staff and personnel of the police. This staff and personnel is really unique, as they are willing to sacrifice their lives in order to protect the public, to ensure that people, communities are able to live in peace and safety. The members of the police force, in accordance with their oath, work with empathy and in the spirit of the law to protect the dignity and the rights of the citizens. The organizational culture of the police is the system of the norms and values shared by the members of the force, complemented by the traditions of the organization, the values of the individual members. Also, the style of governance and management, the positive and negative experience of the members, the relationship between the leaders and subordinates, the atmosphere or the community, all

the invisible elements that forge the members into a community belong to the organizational culture.

As a part of my research I discussed the system of the leadership and management functions of the police. I began with an analysis of the classic functions as listed in the related literature. Then I added the specific functions identified in the course and as a result of my research. The necessity and importance of looking at the governance functions in their complexity is underpinned by my findings and the integrated organization development control test. In this way, the specific leadership functions and modified functions include the following:

- Strategy + managing the changes + organization development,
- Trouble shooting, conflict management,
- Motivating the personnel,
- Managing the resources, career path model,
- Evaluation, performance assessment,
- Leader's charisma, capital of connections.

#### **4.1. New theses formulated as a result of the research**

My research justified several of my initial assumptions:

*T1. My hypothesis that the image of the police worsened in the past 10 years was justified.*

It is verified by the series of organization-survey, the first part of which, the self-evaluation, was like looking into a mirror, and most of the answers to the questions aimed at satisfaction come from here. The other two surveys, the model project and the integrated control test, both suggest that the level of satisfaction was considerably lower than previously. The general image of the police was therefore more negative than earlier worse.

*T2. My hypothesis that the distribution of workload within the police force is uneven was justified.*

The hypothesis was justified by the series of three surveys, and the human resource rationalization programme accepted as an invention called RKHRRP. An apt proof

of the hypothesis was the control test, in which the respondents stated that the most disturbing factor preventing efficient work was the uneven workload.

*T3. My original assumption was that the present organizational framework of the police is inadequate for the intended functions of the force.*

All organization surveys and examinations verified the assumption, especially the control test. At the control test, most respondents pointed out unnecessary parallelisms and overlaps of functions and tasks and the lack of proper coordination that emerged after the integration of the police and border guard. The majority of the respondents urged the reform and transformation of the organization. The following point is closely related to this.

*Is it necessary to modify the organizational levels of the various sectors and branches of service?*

The model project and the control test both verified the supposition. At the latter, the respondents recommended new levels in addition to the traditional ones (local, regional, national). For border guarding, they recommended subregional level, for communication they found international level useful. It is to be noted that cooperation and communication as such are not functional elements in the organization, but the respondents—policeman and border guards—attributed importance to these at both surveys.

Upon that recognition, I merged my original hypotheses H3 and H4 into Thesis 3, since integration and its consequences show that the transformation of the organization is far from being complete. This thesis, in turn, gave me the idea to recommend a new organizational model that I show in detail below.

*4T. I combined my original hypotheses H5 and H6 into a partially independent thesis. (It is necessary to improve intra-and inter-organizational cooperation, as this is indispensable for improving the efficiency of the police force.)*

The reason for that is that positive answers were received to both questions, and the answers also pointed towards a process suitable for measuring internal and external satisfaction and efficiency, and the possibilities of modifying the organization. According to the survey of 2003, the most successful area was

external cooperation. The representatives of certain sectors also found developing internal cooperation important, but it was at that time not possible to generalize from that opinion.

Respondents identified the inadequate amount of information as an obstacle in the way of effective work at every survey. They also mentioned informal and delayed information as similar difficulties. The majority of the panel mentioned the discrepancies in the communication system and the obscurity of authorizations at various tasks as factors undermining organizational efficiency, and these factors also affect organizational and governance functions.

When we summarize the findings we may conclude that the distribution of the workload within the police force is not always fair, and the present organizational structure does not always match the objectives of the police force. The executive personnel is usually not involved in the decisions of the leaders, their recommendations are often ignored when they propose a more efficient leadership or a better organization.

My research highlighted that, similarly to other areas of public administration, the implementation of "New Public Management" is not yet complete (Rosta, 2012). Although the "culture of reporting" has been somewhat reinforced, a number of the elements of the "culture of rules" are still strongly present.

*In my opinion, a linear-functional, and partly divisional organizational structure would be more advantageous for the police, instead of the present purely linear-functional organization, as the former would be more effectively integrate administrative tasks and those required by Hungary's membership in the Union.*

Furthermore, such a structure would be more suitable for further improvement, for instance it could evolve into a matrix organization, successfully used in other areas of administration, but the hierarchical order and traditions of an armed organization is only capable of step by step changes. On the other hand, at the present state of the evolution of the public services and administration, the intentions of the state related to the new position and role of the police force are not yet tangible.

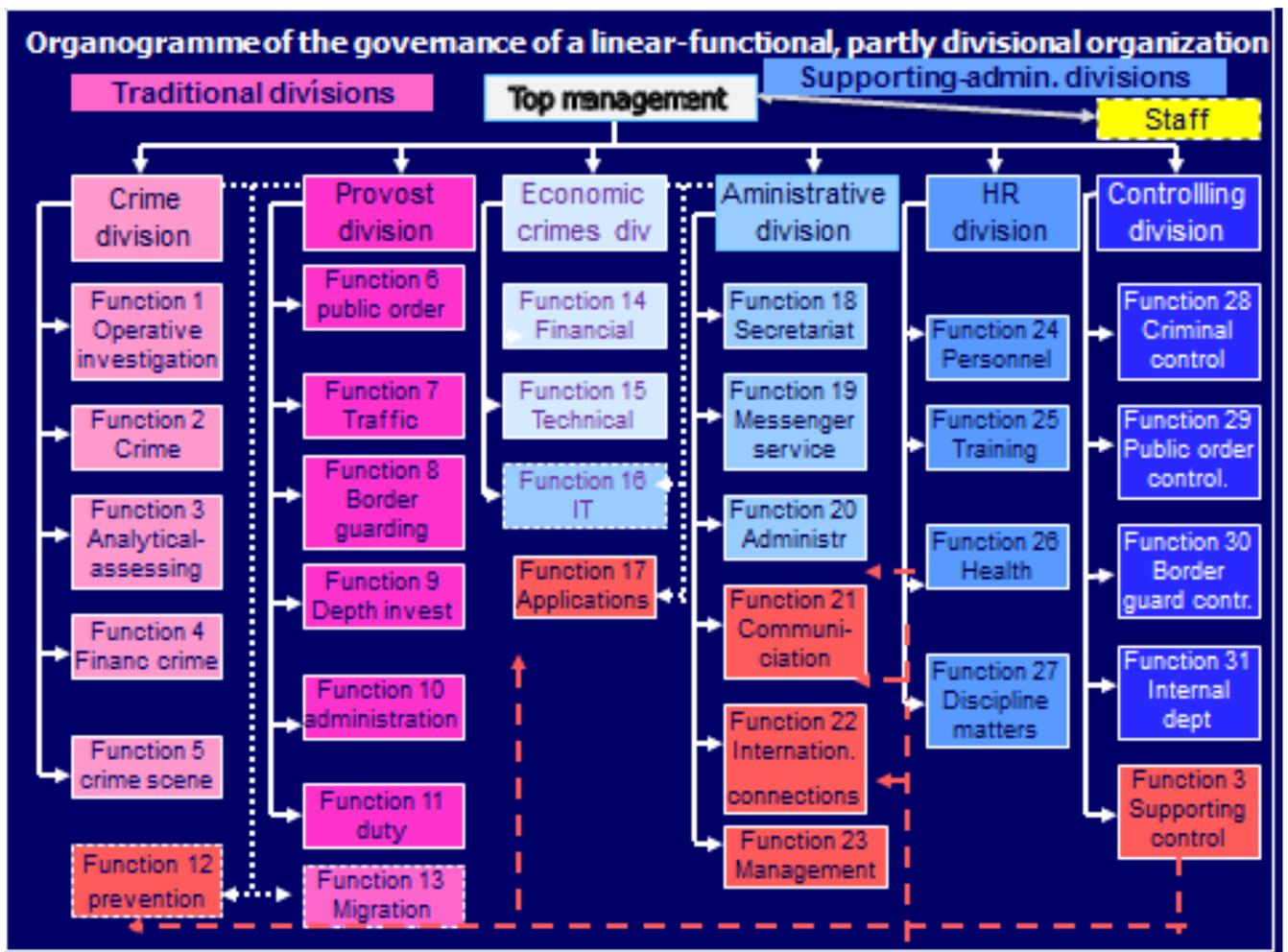
The model I recommend is therefore intended to serve gradual progress and the optimal circumstances of work currently achievable. In the model, at the traditional sector of

police work, the hierarchical system should prevail, whereas in the new, administrative and supportive functions, new style, more flexible and consultative, should be introduced.

Chart 9 contains the organogramme of a functional-divisional system of leadership.

The traditional or classic divisions of the police force are in pink, the administrative-supportive divisions are in various shades of blue. The new functions, e. g. prevention (as it contains both crime and accident prevention, it belongs to both traditional divisions.)

**Chart 9: The Organogramme of the Governance of a Functional-divisional Organization**



*Source: the author's own research, 2013*

The same applies to the Department of Migration. Though it belongs to the Criminal Division, it performs administration tasks as well. Similar is the position of the IT function, which at present belongs to the financial section, but it is strongly bound to the administrative division, too. Such dual links, double dependences are indicated by dotted lines in the chart. New, independent functions are communications and international relations, as suggested by the respondents at both the model project and the control test.

Such functions also existed earlier, as part of other sections, and did not have any independence. Application management function received a special colour of its own, because I find that it is better located in the Financial Division. An entirely new function is Management, responsible for managing changes and quality, and is located in the Administrative Division. Another new function is supporting control, connected primarily to the new functions and the application management and includes mostly controlling activities, so it is positioned in the Controlling Division.

My research also revealed that when there is a need to change or to improve the organization, there is not only one good solution. The right decision regarding the choice of the appropriate means of management is to be made in dependence of the specific situation (BIERER, 2006).

The structure of the police and levels of organizing its specific tasks are governed by laws and legal regulations, but the leaders of the police force are in possession of the means with the help of which they may prepare for changes in the environment. They may better use the abilities of their staff and personnel, they may take the lead in putting forward new ideas. In this way, the quality of the work of the police force will improve.

Looking back upon the past few years, we may see that, following the relevant decision of the government, the police has been able to become a "visible" and "reacting" force. As a consequence of the merger of the border guard and the police, a large and cumbersome organization came into being (Jármay, 2010). As a result of the frequent and not always necessary re-organization schemes, a number of highly qualified and experienced colleagues left the police. The average age of the police officers dropped dramatically, though the tasks and challenges remained the same, what is more, the profile of operation extended as border guarding has been added. The career path model is now ready, but it is still not clear how it will motivate the staff serving at present. The tasks of the police are eternal: help those in distress, protecting other people, and the property of people and organizations, and guard the order of traffic. For efficient work, however, it is indispensable to improve the qualifications and professional skills of the young officers. Equally indispensable is a profound, sound and methodical system of governance and management. Only this way is the police able to meet the challenges of our time.

## **5. PRACTICAL APPLICABILITY OF THE RESULTS**

I recommend the results of my research to the attention of the Department of the Interior, for utilization at the police force of the Republic of Hungary.

I also recommend the implementation of a test application I devised and named organization development control test at the departments of police in Hungary. The examination is also necessary because though the European Union's Common Assessment Framework 3.0 for public administration was executed at the integrated police force in 2008, no such self-evaluation has been carried out ever since. If there were random and sporadic satisfaction surveys, these were not followed by any measures or intervention. Regrettably, the same applies to the RKM survey of 2003 and the CAF survey in 2008. Both these actions concentrated on the spectacular elements, and no long-term development projects, based upon the self-evaluation, followed.

The control test I developed makes it possible to accept new blocks of questions (organizational culture, governance functions, organization development) tailored to dimensional and in-dept examination of entire organizations, and to carry out organization development and transformation projects (including both hard and soft elements) reaching beyond the traditional self-evaluation schemes.

RKHRRP (Human Resource Rationalization Programme of Police Departments), mentioned as an organization analysing and development method, is successfully applicable for other law enforcement organizations as well, since it uses workload statistics derived from basic data that are characteristic of the organization concerned. When the method was created, the Border Guard was an independent organization, and at that time we recommended the method for use there. At present the method is only applicable for human resource development at the units of the integrated organization performing classic police tasks (police departments of towns and county capitals). By using appropriate data related to border guarding, the method is usable for the comparison of the organizational units of large, integrated police departments. More specifically, it is primarily applicable for police department in border counties, where there are border guarding sections. It is possible to compare police departments with each other, and/or border guard sections with each other. Naturally, the comparison is also possible in the

case of big city or county police departments. RKHRRP is also also successfully applicable for the police forces of the European Union as well, since those organizations have basically the same parametres.

With the results of my research, and the organizational model I devised, I would like to contribute to improving the social acceptance and image of the work of the police force.

## 6. THE LIST OF THE AUTHOR'S OWN PUBLICATIONS IN THE TOPIC OF THE DISSERTATION



UNIVERSITY OF DEBRECEN  
UNIVERSITY AND NATIONAL LIBRARY  
PUBLICATIONS



Register number: DEENKÉTK/396/2014.  
Item number:  
Subject: Ph.D. List of Publications

Candidate: Edit Elekes  
Neptun ID: CAG2M8  
Doctoral School: Ihrig Károly Doctoral School of Management and Business Administration  
Mtm ID: 10044529

### List of publications related to the dissertation

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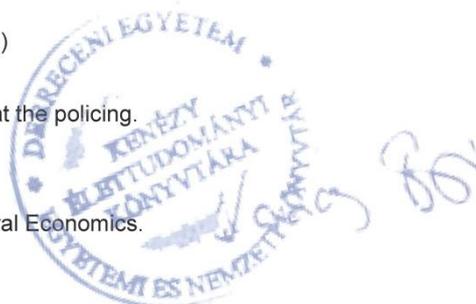
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The Candidate's publication data submitted to the iDEa Tudóstér have been validated by DEENK on the basis of Web of Science, Scopus and Journal Citation Report (Impact Factor) databases.

03 December, 2014

