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## **ORGANIZATIONAL EFFECTIVENESS OF THE POLISH POLICE**

The article presents the issues related to the organizational effectiveness of the Polish Police. Special attention was put on the determination of the areas which should be evaluated in the aspect of the Police organizational activities including both external and internal effectiveness. As an example of method of assessing the results of activities in particular areas the concept based on the Excellence Model of the European Foundation of Quality Management was presented in detail.

Various attempts to define measures of the effectiveness of the Police work and efforts to develop successful methods of employment of those measures have been made many times, yet they still pose a problem which needs a system solution.

The first issue to be considered is to determine the areas which should be evaluated. Next, the method of assessing the results of activities in particular areas ought to be indicated.

The previously applied measures, which were based on statistical data, were usually used for assessing particular police units in the area of outcomes achieved. This was not linked with the comprehensive costs of materials or human resources. It is obvious that statuses of police units differ, and the results should be as objective as possible. Therefore, in calculation a human factor was mostly applied, that is the number of tasks for one person in a given service (in case of criminal service, these were strictly posts of criminal investigation or surveillance police officers). The costs incurred in total were not taken into account (e.g. the work of criminal or operational technicians was not included).

Assessing the effectiveness of police unit work can be considered in two aspects at least:

- external effectiveness – connected with the results of a police unit activity for its social and institutional environment. This type of effectiveness ought to be treated as actual and functional one, relating to the police unit efficiency;
- internal effectiveness – connected with internal assessments of the organizational system functioning, and considering structural and organizational solutions on one hand, and on the other – solutions concerning action procedures and norms regulating the actions. This type of effectiveness may relate to economic and non-economic evaluations.

The basis for evaluating the external effectiveness of the Police may be the level of accomplishment of statutory tasks which police units have to perform. In practice, the internal evaluation of police unit's work efficiency means the assessment of individual police officers' work which is carried out by their superiors. Although, some inaccuracy

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may appear because of possible superiors' subjective appraisal, it is worth noticing that it is the superior who is best informed and has a possibility to calculate the costs and the results achieved.

In case of the wrongly developed and so far applied measures, pathologies very often occurred. There were various kind of them and they usually consisted in taking up activities which were supposed to bring an immediate final effect. In turn it was repeatedly done at the expense of efficient – from professional point of view – task performance. Applying such measures resulted in opposite and contributed to decrease of efficiency in a well operating organization.

When considering the external assessment, which is the social sense of security, the main focus is on final effects of the Police work, as well. However, when it is possible to be relatively objective in the internal evaluation, in case of the external one – it seems to be only the subjective feeling of citizens which is very often influenced by the 'sensation' created by mass media. When analyzing the internal evaluation, the costs incurred were not taken into account because of the previously mentioned reasons, when in relation to the external assessment – the society members do not seem to be interested in the expenses incurred by the Police, but in results obtained.

It seems to be correct to evaluate the effectiveness of the police unit activities by comparing incurred costs and achieved results, particularly in relation to economic calculation. When considering the institution of the Police, the fact of its existence has not got a great significance, because the Police organization has to exist and operate, regardless of the costs incurred and the results gained. However, such an assessment may allow further development of the institution in order to accomplish the statutory tasks appropriately.

The process of evaluating the activities of a police unit may be conducted in three areas:

- assessing the level of results achieved – assessment of the police activities' results – may be based upon the criterion of efficiency;
- assessing the method of results achieved – it is done in line with the law, procedures applied and internal regulations;
- assessing costs of operation – including human and material resources as well as financial ones in order to achieve the aims.

Many factors influence the effectiveness of a police organization, therefore, the concept of assessing the system ought to consist of many criteria. The assessment would be an outcome of different groups of evaluation criteria including the possible biggest number of aspects of functioning from the point of view of theory and empirical research. On the one hand, the system which is used to evaluate a police unit and consists of a number of criteria ought to reflect the influence of particular factors on the effectiveness of an organization, on the other hand, it should be of a standard nature and sets the aims that an organization must achieve in order to be efficient.

Determining proper criteria of assessment has a great significance in creating the system of measuring a police unit effectiveness. The criteria must give an answer to the question: In what way the measurement of a police unit effectiveness should be made?

Distinguishing measurements of effectiveness is, to some extent, an arbitrary move and it is strictly connected with the ways of perceiving organizational phenomenon.

Discussing the organizational effectiveness, it should be indicated what will be measured in particular environment. This measurement (dimension) is the name of criteria which relates to a characteristic aspect of a police unit functioning, and their determination is closely linked with the ways of perceiving organizational phenomenon. The number of efficiency' dimensions is defined by the number of aspects of functioning which are possible to evaluate. Therefore, any number of measures or indicators can be included here. Effectiveness criteria are usually obtained in the process of deduction and on the basis of a definition. It means that a concept is considered and then transferred into a series of indices and details.

Another method to obtain criteria of effectiveness is induction, in which research is used and as a result, a number of measurements is found. Afterwards, the number of the measurements is reduced so that a few criteria remain and they are representative for all groups.

A very important issue is to decide which elements of an organization functioning should be evaluated (selection of the effectiveness measurements), to choose measures suitable for assessment and to decide on the method of interpretation of the results gained (determining the standards of evaluation). When making a choice, a concept of efficiency is defined, which is useful only for specific purposes. This usefulness is a product of situational factors considering the circumstances of an organization functioning and of subjective factors which are independent of these conditions but dependent on preferences of a person who is doing the research. These are:

- aims of examining the effectiveness,
- a frame of reference for assessing the effectiveness,
- theoretical assumptions concerning the nature of an organization.

In order to involve all the most essential aspects of police units' functioning, the following dimensions of evaluating the organizational efficiency can be established:

- effectiveness of managerial staff work,
- output effectiveness,
- productive effectiveness,
- flexible and creative effectiveness,
- effectiveness resulting from moral standards.

When assessing the efficiency of managers' work, the following specific indicators can be adopted: work time, a number of tasks carried out during a workday, proportion of managerial and non-managerial activities, time for creative work and others.

Another organizational efficiency dimension that is promoted in this concept is the output criterion. Taking various conditions of different police units functioning into account, one can take detection rates and indicators of instituting investigations as detailed evaluation. What ought to be underlined at this point is that using synthetic statistical indicators under this criterion allows to make evaluation of particular police units more objective with regard to the effectiveness of crime detection processes.

When considering the productive criterion, functioning of police units in the following subsystems should be assessed:

- criminal investigation service
- surveillance service
- prevention.

To evaluate the productive effectiveness, it is possible to use the following specific indicators in the criminal investigation subsystem: a number of launched preparatory proceedings, completed ones and those in progress, meeting deadlines of preparatory proceedings, time of carrying out proceedings, the method of their completion, a number of discontinued proceedings, defects in detection process, a number of forensic examinations and others.

In order to evaluate other subsystems of police units functioning, it is necessary to work out the catalogues of specific indicators on the basis of detailed theoretical and empirical research.

The next suggested dimension of organizational efficiency is flexibility and creativity. This criterion allows to make an assessment of separate police units with regard to flexibility and an organization's ability to adapt to changing conditions of its functioning. It is worth noticing that the importance of this dimension in the system of organizational effectiveness' assessments results from the fact that an organization's ability to adapt to different conditions means that it is able to fulfil perspective and innovative functions and it is a guarantee of a dynamic development. Specific indicators of this type of efficiency may be a number of new cases (in comparison with the total number of cases) or a number of employees who are increasing their qualifications.

One of the elements that should be considered in the system where many criteria are used in order to evaluate the organizational effectiveness, are also moral standards. The following specific indicators could be used: rate of staff fluctuation, rate of absence, a number of complaints per one officer, the management's reward fund, the police officers' reward fund and others.

It must be emphasized that the specific indicators which are adopted in the above concept of the organizational effectiveness assessment system, are only examples of the suggested evaluation criteria. They ought to be finally determined after thorough theoretical and empirical research done in this area.

The global organizational effectiveness of the Police should be estimated as an arithmetic average of a position taken by next, more representative for a given criteria indicators on the list related to particular units (which are under the analysis). This method of calculating the total organizational effectiveness ought to be carried out only with the analysis of those specific indicators which enable to make a comparison of separate police organizations in a reliable way. The indicators which are in favour of any police unit (e.g. a number of launched preparatory proceedings, or a number of completed forensic examinations) ought to serve as complementary assessment to the overall evaluation of the organizational effectiveness.

Taking into account elementary determinants of a police unit functioning, which are:

- the object of police activities – statutory tasks,
- the subject (those, for whom the police work) – customer,

it is possible to apply the assessment concept based on the Excellence Model of the European Foundation of Quality Management, which recommends that the results obtained by an organization ought to be considered in four basic areas:

- a) customer recognition,
- b) employee recognition,
- c) the society recognition (influence on the society),
- d) final results (financial and operational).

**CUSTOMER RECOGNITION** is a measure of the level of satisfying their needs and expectations in the safety area.

The Police as an institution of a public sector provide service in the field of ensuring the safety for citizens. They fulfil many social functions and although they do not operate in the competition market, they have to recognize customers' needs.

Discussing the Police methods of operating in this aspect, clients for whom they work, have to be specified. In broad terms, the whole society is the client of the Police. However, because of procedural aspects and for everyday reasons, particular groups of customers with whom police officers of different services work, are differentiated. Generally, there are two groups of the Police customers: internal ones (police officers and civil workers, other police units and departments) and external (e.g. victims of crime and incidents, witnesses, experts, prosecutors, judges).

When building the strategy of the Police activities, it is very important to consider the recognized and expressed expectations of the society, thus of the organization's clients, because their satisfaction with the level of services provided is the most essential measure of quality of Police work.

This means that proper instruments and mechanisms need to be created in order to allow to get feedback from customers and to include the feedback as constant measure of assessing police units 'work.

The fundamental problems and elements which are considered and implemented in the area of customer recognition are as follows:

- monitoring customers' needs through:
  - 1) survey of the social safety level,
  - 2) survey of the Police code of conduct with crime victims,
  - 3) survey of the efficiency of interventions reported to the 997 emergency number,
  - 4) quality survey of the service provided for police units inquirers,
  - 5) survey carried out among prosecutors (other groups of clients in the chain of safety),
  - 6) analysis of conclusions and complaints made by citizens,
  - 7) determining the priority tasks that should be performed on the basis of expressed expectations,
  - 8) arrangements and discussions on different levels of organizations related to the improvement of work quality for the society,
  - 9) analysis of complaints and the mechanism of drawing conclusions from the analysis,
- the method of carrying out interventions by the Police, and particularly:
  - 1) time of taking an action when a crime is reported,
  - 2) police officers' professionalism,
  - 3) preserving the intimacy and privacy of victims, witnesses and other persons,
  - 4) time of dealing with cases
- the Police availability for citizens, and particularly:
  - 1) location and working hours of police units,
  - 2) appropriate and accurate information for customers, supported by use of the Internet,
  - 3) availability and kindness of police officers during dealing with citizens,

- 4) way of treatment in a police unit,
- 5) establishing assistance procedures for victims,
  - cooperation with other police units, local government and administrative agencies by means of:
- 1) correct media policy aiming at creation of appropriate image of the Police in a society,
- 2) officers' participation in events for the safety improvement,
- 3) fast and full exchange of information between the interested parties and experience exchange between different police organizations,
- 4) the division of competence that is clear for clients.

Actions concerning the area of customer recognition must approach as full analysis of information coming from the society (the Police customers) as possible. The information concerns the quality of service provided, acceptance of police activities taken with the aim to improve the safety level and considering social suggestions while developing action plans.

**EMPLOYEE RECOGNITION** is the measure by which the organization satisfies the needs and expectations of police officers and civilian employees working for the police.

Employees are the most valuable asset of the organization for which they work. Results of the area in question make it possible to judge if employees recognize the fact and how they become aware of it. The criterion reflects the relation between employees and executives, social security, promotions and other factors which contribute to employees' identification with police work.

The element which influences low effectiveness of police officers' work is the lack of relevant factors encouraging police officers to increase their effectiveness. The main problem in the area of interest is that there is no common system which would make it possible to take advantage of police officers' individual qualities and potential, so that they could achieve their planned goals connected with the performance of particular tasks. The situation is caused by so-called staff policy, or rather its failure to analyze a police officer's interests, which would turn out useful while assigning tasks as well as planning their development and professional career.

Unfortunately, the staff policy mentioned above, which is only based on references from police superiors, seems not to work any longer. An interview when a police officer and his superior would make an attempt to identify common goals which they are going to achieve within, for example, the next year, and which could be the subject of discussion, after a year, at the next interview is an example of biggest usefulness. Such system would encourage police officers to work better, become more involved in the job and identify themselves with the assigned tasks. There is a strong need to understand and be aware of the fact that a police officer has to be fulfilled in the service and must realize that he constitutes a vital element of police force. Therefore, police officers require more independence, clear assignment of tasks to be performed in a specified period of time and with a particular team. If such preconditions are not fulfilled, one cannot talk about effective work, any interest in effectiveness and the level of difficulty of the tasks in question.

Basic problems and elements which are subject to the analysis concerning employee recognition are the following:

- Development of measures and mechanisms to recognize personnel needs as well as the level of police officers' job satisfaction, which can be achieved by:
  1. police officers' satisfaction questionnaires,
  2. conclusions and comments presented by police officers and civilian employees at briefings and meetings with their executives,
  3. comments, conclusions and proposals presented by police union representatives,
- involvement in managing and management and their assessment concerning, among others,:
  1. understanding of a mission, vision and strategy, and their use in a management process,
  2. combining individual and organizational goals, and the level of identification with the goals,
  3. clarity and explicitness of tasks, scope of responsibility and competence,
  4. clarity and explicitness of processes,
  5. development perspectives,
  6. recognition, support and publicity,
  7. selection and promotion systems,
- job satisfaction results concerning:
  1. workstation equipment,
  2. protection of health, personal and industrial safety,
  3. organizational atmosphere and policy targeted at work environment,
  4. achievements in a social sector,
- competence development results concerning:
  1. training and professional development system as well as encouraging employees to learn and develop themselves,
  2. assessment of training efficiency,
  3. professional approach while performing tasks at particular posts,
- active involvement in organization,
- measures reinforcing motivation, for example, conclusions from implementation of a job assessment system, analysis of sick leaves, substitution and its impact on the time of work and number of overtime hours.

**PUBLIC RECOGNITION** informs about the image of the police and determines their level of involvement in local communities' affairs.

Police force as the organization with great potential, both human and material, should exert influence on the public to make them self-organized in favour of security improvement. A well-organized community is the element because of which the police mission and strategy are effectively implemented. In the area of police operation, which was mentioned above, the analyzed organization activities are those which have the biggest impact on the police image. Among them there are also such activities which refer to a police approach to cooperation with local communities and involvement in community policing.

Those activities include:

- creation of a positive image of the police,
- participation in a local labour market,
- involvement of the entire organization and particular police officers in social, educational and cultural work,
- assistance in solving problems of local communities and handling conflicts.

Environmental protection activities also influence, but only to some extent, the results of the police operation assessment. Basic problems and elements which need to be considered as regards public recognition are as follows:

- the number and scope of initiatives undertaken in order to create a social platform in favour of security (e.g. cooperation with local governments, creation of associations, advice and counseling points, development of prevention schemes),
- ways of intentional use of mass media to create a positive image of the police (information policy, appropriate selection of press officers, use of the Internet, promoting police officers' positive behaviour and attitude),
- organization and participation of police units and particular police officers in such events as festivities, competitions, exhibitions, sports events, openings of new public facilities, promoting police mission,
- police involvement in a local labour market, for example clear and recognizable selection criteria, promoting high qualifications, providing posts for probationers,
- response to negative phenomena within the organization, disciplinary misconduct of police officers, preventing accidents at work, complaint investigation, use of conclusions from such proceedings in order to improve current activities of police force and particular police officers,
- environmental protection activities, for instance, modernization of central heating systems in police units, promoting local producers of ecological goods, installation of cheap propulsion systems into police vehicles, securing sewage and waste systems.

Development of mechanisms which will become measures for the police, for example:

- social consultation on operation priorities for particular police units and assessment of their implementation,
- assessment of the level of involvement in local community activities,
- results of security activities performed by associations,
- results of community officers' work (local coalitions, solving local problems),
- evaluation of prevention schemes,
- reports and information developed by cooperating institutions and subjects.

The change of approach of police structural units' executive staff as well as of all police officers towards the above mentioned issues will be of great importance to the image of the police in the near future. So, there is a strong need to increase efforts in order to improve the image of the police and, at the same time, public recognition.



**FINAL RESULTS** (financial and operational) define the level of achievement of goals by the police, taking into account their mission, priorities and the organization capacity to satisfy public needs and expectations.

Final results serve as a baseline to check police activity in the system of work quality improvement in key areas, through examining the level of current indicators (long-standing ones) and trends of key, measurable indicators of operational activity (targeted at a client in the context of police statutory tasks), financial activity (generating capital, cost of managing the organization, operational costs, reducing the cost of activities), personnel development, the level of employee satisfaction and self-responsibility.

Managing their resources, the police force as a non-profit organization should aim at streamlining the costs being covered and results being obtained. In the area in question the quality of police outcome is of big significance, resulting from conscious management and its contribution to the achievements which need to be measured at the following levels:

- internal, at the level of an activity and a product,
- external, at the level of a customer satisfaction (social effects of police activities which constitute the overall image of the organization).

Activities in the area of final results (financial) aim at:

- identifying measures of police financial potential and its use in the attainment of goals,
- identifying measures of spending financial resources from the police budget, considering the costs of activities and goals,
- specifying the costs connected with innovation, improvement and professionalism.

Final results (financial) may include:

- creation of the budget,
- costs of organization management:
  1. balance positions, e.g. the value of the property for an organization management unit,
  2. costs of exploitation of a given group, e.g. of transport, communications and information technology offices,
  3. predictions about the property owned by the organization,
  4. financial statement compared to the fixed financial targets,
  5. costs of reorganization.
- operational costs:
  1. cost per each group of police service (main and marginal division),
  2. cost of one working hour after deductions,
  3. cost of the introduced improvements and innovations,
  4. cost of the rise in professionalism,
  5. cost of cooperation with partners.

Activities in the area of final results (operational) aim at:

- identifying the trend of the achieved results as regards the accepted strategic targets,
- specifying measures for implementation of the accepted police activity priorities, considering their public assessment.

In the above mentioned area there can be applied current and new measures of police unit work, and those are, among others,:

- elements of police statistics,
- number and dynamics of crimes and minor offences,
- detection rate,
- analysis of effects of uniformed and CID services' work,
- assessment of logistics and support services' work,
- personnel analysis (fluctuation, absenteeism, use of work time, level of appropriate employment),
- training analysis,
- organizational analysis,
- level of discipline,
- number of complaints against the police,

Below, there have been presented some example measures which can be examined in later works:

- indexes of investigations being launched (pre-investigations, surveillance investigations, etc.):
  1. the number of launched investigations compared to the number of employees in a given sector,
  2. the number of launched investigations compared to police officers from basic services,
  3. the number of launched investigations compared to the overall number of police officers in a unit,
  4. the number of launched investigations compared to the number of residents of the region that is subject to police operation,
- employee staffing index:
  1. the number of serving police officers compared to the number of residents of the region that is subject to police operation:
    - day service
    - night service
- detention/arrest rate,
- detection rate:
  1. the number of detected perpetrators of crimes compared to the number of launched investigations,
  2. the number of dismissed cases compared to the number of launched investigations,
  3. the number of detected perpetrators of crimes compared to the number of investigations ended in an indictment,
  4. the number of launched investigations compared to the number of residents of the region that is subject to police operation,
- indicator of complaints against the police:
  1. the number of complaints which have been dealt with:
    - positively (justified)
    - negatively (unjustified)
    - compared to the entire number of police officers,

- motivation index:
  1. the number of rewarded officers compared to the whole of police officers in a police unit,
  2. the number of punished officers compared to the whole of police officers in a police unit,
- adaptation index:
  1. the number of untypical investigations (for the first time being launched in a police unit) compared to the whole of the launched investigations,
- personnel qualification index:
  1. the number of employees developing their qualifications compared to the number of the whole of police officers in a police unit,
- personnel fluctuation index:
  1. the number of police officers changing their police posts compared to the whole of police officers in a police unit,
  2. the number of police officers resigning from work compared to the whole of police officers from a police unit,
  3. the number of police officers who joined the service compared to the whole of police officers in a police unit,
  4. the number of police officers dismissed from the service compared to the whole of police officers in a police unit,
- absenteeism rate:
  1. the number of police officers' absences compared to the whole of police officers in a police unit,
    - excused absences due to the service conditions,
    - excused absences due to health condition,
    - unexcused absences,
    - response rate (the time the police need to respond to a reported incident),
    - organizational change index.

Proposals for assessment criteria need to consider certain reservations and even limitations. Exaggerated attachment of significance to target measurement and activity results may lead to some misunderstandings. Frequently, in such situation, activities aimed at reaching goals are those which are measured easily and take the first position/foreground. In institutions, including the police, where the implementation of goals is difficult to measure or cannot be measured (e.g. protection of life and health), there can occur a phenomenon where the important goals are replaced by goals of secondary importance or indirect goals, which in turn can become more notable. There is also a need to accept the fact that organizational goals can be rarely transformed into quantity indicators or become subject to an objective measurement. Therefore, quality and descriptive indicators need to be applied, and they can constitute the baseline for quantity indicators.

Nowadays, the accepted effectiveness assessment system applied in the Polish police work use those statistical measures which do not reflect all aspects of functioning of the organization. The applied simplification considers only a quantity assessment dimension, with no reference to a quality dimension. Therefore, police units assessment results do not translate into such elements of the organization as people, structure, strategy, processes

and motivation system. Assessment systems involving quality aspects are applied by the Dutch police and chosen German, American and British police units. They are based on solutions taken from quality management systems which apply these self-assessment patterns.

### **EFEKTYWNOŚĆ ORGANIZACYJNA POLSKIEJ POLICJI**

W artykule analizie poddano zagadnienia dotyczące efektywności organizacyjnej polskiej Policji. Szczególną uwagę zwrócono na określenie tych obszarów działania Policji, które powinny zostać poddane ocenie w zakresie prowadzonych działań o charakterze organizacyjnym, z uwzględnieniem oceny zarówno wewnętrznej, jak i zewnętrznej efektywności. Jako przykład metody ewaluacji rezultatów działalności Policji przedstawiono szczegółowo koncepcję opartą na Modelu Doskonałości Europejskiej Fundacji Zarządzania Jakością.