

SCIENTIFIC JOURNAL

**HIGHER ECONOMIC - SOCIAL SCHOOL IN
OSTROLEKA**

4/2022(47)

Łomża, 2022

PROGRAMME BOARD

Prof. zw. dr hab. dr H.C. Antoni Mickiewicz - Zachodniopomorski Uniwersytet Technologiczny w Szczecinie, **Prof. David Gerard Alber** - Pennsylvania State University USA, **Prof. Jonathan Tuthill** - Pennsylvania State University USA, **dr hab. Andrzej Borowicz prof. UŁ** - Uniwersytet Łódzki, **prof. James W. Dunn** - Pensylwania State University USA, **dr hab. Bogusław Kaczmarek prof. UŁ** - Uniwersytet Łódzki, **dr hab. Paweł Mickiewicz, prof. ZUT** – Zachodniopomorski Uniwersytet Technologiczny w Szczecinie, **dr hab. Wojciech Popławski prof. WSB** – Wyższa Szkoła Bankowa w Toruniu, **prof. Enrique Viaña Remis** - University of Castilla-La Mancha Hiszpania, **dr hab. Wojciech Wiszniewski prof. AHNS** - Akademia Handlowa Nauk Stosowanych w Radomiu, **dr hab. Piotr Bórawski prof. UWM** - Uniwersytet Warmińsko-Mazurski w Olsztynie, **dr hab. Agnieszka Brelik prof. ZUT** – Zachodniopomorski Uniwersytet Technologiczny w Szczecinie, **dr hab. Mariola Grzybowska-Brzezińska prof. UWM** - Uniwersytet Warmińsko-Mazurski w Olsztynie, **dr Manfred Müller** - SiegmundsbürgerHausWerraquelle GmbH Niemcy, **dr Radosław Szulc** - Uniwersytet Warmińsko-Mazurski w Olsztynie, **associate professor Volodymyr Ternovsky**, – Tavriya State Agrotechnological University, Ukraina, **dr hab. Elżbieta Jadwiga Szymańska prof. SGGW** - Szkoła Główna Gospodarstwa Wiejskiego w Warszawie, **dr hab. Agnieszka Sapa, prof. UEP** – Uniwersytet Ekonomiczny w Poznaniu, **dr Kazimierz K. Parszewski** – Ostrołęckie Towarzystwo Naukowe im. A. Chętnika, **dr Marta Bloch** – Wyższa Szkoła Ekonomiczno-Społeczna w Ostrołęce, **dr inż. Iwona Pomianek** – Szkoła Główna Gospodarstwa Wiejskiego w Warszawie.

DRAFTING COMMITTEE

dr inż. Ireneusz Żuchowski (editor-in-chief), **mgr Kazimierz Krzysztof Bloch** (secretary), **dr Agnieszka Sompolska-Rzechula** (statistical editor), **mgr Alina Brulińska** (language editor), **Jeffrey Taylor** (language editor – English language), **dr hab. Bogusław Kaczmarek prof. UŁ** (theme editor),
dr hab. Andrzej Borowicz prof. UŁ (theme editor),
dr hab. Piotr Bórawski prof. UWM (theme editor), **dr hab. Mariola Grzybowska-Brzezińska prof. UWM** (theme editor)

PUBLISHER
INTERNATIONAL UNIVERSITY OF APPLIED SCIENCES IN LOMZA
18-402 Łomża, ul. Studencka 19, tel./fax. +48 86 216 94 97
www.mans.edu.pl



Punkty Informacji Europejskiej w Ostrołęce
Europe Direct



Publikacja wydana ze wsparciem
finansowym
Komisji Europejskiej w ramach projektu
Europe Direct

© Copyright by
INTERNATIONAL UNIVERSITY OF APPLIED SCIENCES IN LOMZA
Łomża, 2022

ISSN 2391 - 9167

SCIENTIFIC JOURNAL – nr 4/2022(47)

Bartosz Murat

International Academy of Applied Sciences in Lomza

ORCID ID: <https://orcid.org/0000-0002-3008-1329>

SELECTED MODELS OF PUBLIC MANAGEMENT IN POLICE OPERATIONS

Introduction

The police as a special type - due to its object of public safety - of the public organisation must constantly take steps to ensure that its tasks are carried out effectively and efficiently. Thus, it must be an organisation that listens not only to what is happening inside but also in its environment, serving internal as well as external stakeholders well. The management approaches adopted in each organisation emphasise their uniqueness. The police, wishing to adapt optimally to the dynamic changes in its environment, should continually exhibit the characteristics of a learning organisation that properly implements elements from contemporary public management models.

Public governance and its selected models

When addressing the issue of management in the police, it is impossible not to draw attention to the specificity of management in the public sector. One of the sub-disciplines of management sciences is public management, which, among other things, makes management in government administration units the object of its interest (Cyfert, 2014).

The differentiation between public management and private sector management is due to several facts:

- people in leadership positions (managers) in the public sector often carry out tasks and objectives set outside the organisation (Bower, 1977),
- public sector organisations feel the pressure of the environment more strongly,
- Public sector organisations and private sector organisations differ in their organisational culture, as the former is based on excessive bureaucracy,
- the time allocated to managers in the public sector to meet targets is generally shorter than in the private sector,
- In private sector organisations, management effectiveness and efficiency can be verified through the use of market indicators, which is usually not the case in the public sector for organisations that, like the Police, do not find competition in the external environment (Wąsowska, Wąsowski, 2016).

In this paper, the author focuses his attention on three models relating to the concept of public management, the application of which is noticeable in the functioning of an organisation such as the Police. These models are as follows:

- Bureaucracy,
- New Public Management (New Public Management),
- Co-governance (Public Governance).

The fundamental model for traditional public management is the Bureaucracy model, based on principles still derived from the Weberian school. Its characteristics include, first and foremost, rigid structures, a strictly defined hierarchy and numerous rules and procedures governing the conduct of an organisation. The working principle of this model boils down to the strict definition of the relationship between a subordinate unit and a superior unit, which defines the responsibilities and jurisdiction of the other units, equips them with resources and supervises their operation. At the same time, this model ensures that employees are easily controlled and assigned responsibility for their tasks. Therefore, in highly hierarchical organisations such as uniformed services, for example, it is constantly relevant (Marks-Krzyszowska, 2016).

The increased importance of the service market, as well as the competition between operators in the market, has led to an increase in consumers' expectations regarding the quality of services. This has also translated into increased expectations of public organisations. One proposal for a different way of governance has become New Public Management. It is based on the application of market mechanisms and managerial techniques used in the private sector. This model assumes that economic values must be taken into account, and its implementation involves taking action involving rapid reorganisation, precise measurement of results, meticulous cost analysis or efficient information management. At the same time, it is accompanied by the flattening of structures, the introduction of managerial management and strategic management principles and tools, as well as the application of human resource management principles and practices adopted from the private sector (Gadomska-Lila, 2016).

On the back of the New Public Management model, another model of public management has emerged, referred to as Co-Governance, which is influenced by the issue of an organisation's social responsibility towards its stakeholders. Co-Governance is a broader approach than New Public Management due to the fact that it takes into account to a large extent the socio-political-economic environment and the complexity of relationships.

The concept of civil society plays a key role in this respect. Operating according to this model involves public sector organisations delegating part of their competencies to other actors, as well as ensuring cooperation and the existence of interdependence. The hierarchical linkage in public organisations and the command mechanism is proposed to be replaced by the inclusion and involvement in the cooperation of actors outside the public sector, using decentralisation

mechanisms. However, cooperation must be based on trust to foster beneficial outcomes. Trust increases and sustains cooperativeness, leads to improved information exchange, strengthens cooperation and facilitates innovative solutions (Klijs, Edelenbos, Stein).

Public organisations need to interact with external actors in order to operate effectively and efficiently. One of the tasks of an organisation is to manage relationships with public and private partners in order to use their resources for the benefit of the community for which the public organisation works. It should be more cognizant of its key stakeholders, for example, the residents of the street, neighbourhood, village, city, and county whose interests it represents and should serve (Rudolf, 2010). This reference applies to the relationship between field police units (city/county police stations) and the local communities located within the administration area of these units.

Characteristics of police organisation in Poland

At the territorial level, the Police comprise an integrated organisational structure operating at the central and field level, with the principle of hierarchical subordination. The Police is headed by the Commander-in-Chief of the Police, who is the central organ of government administration competent for the protection of human security and the maintenance of public safety and order. He is also the superior of all police officers. The organs of government administration in the provincial area in matters mentioned above are:

- the provincial governor with the assistance of the regional police chief acting on his/her behalf or the regional police chief acting on his/her own behalf,
- district (city) police chief,
- Commander of a police station (Act, 1990).

The organisational structure of police units is also defined as the arrangement and interdependence between its individual cells and positions, indicating the hierarchy and specialisation of official tasks in police units. An organisational unit is a separate part of the organisational structure, which in district (city) police headquarters can have the form of a department, desk, cell, post, district unit, office, team or one-person positions (Ordinance, 2007).

The nature of the tasks performed and the place of the Police in the institutional system of the state determine its characteristic function, which is to serve society and the state by protecting the safety of people and maintaining public security and order. All activities of the said organisation within the framework of the function so defined are carried out exclusively in the public interest.

Implementation of public management models in police operations

Nowadays, elements stemming from different models of public management are perceived in the functioning of the Police, but the most

characteristic and at the same time the easiest to grasp are the aforementioned Bureaucracy model, the New Public Management model and the Co-Governance model.

The model of bureaucracy, which is noticeable in the functioning of every police unit in Poland, corresponds to the so-called traditional police model, the most important features of which are stability, based, inter alia, on resemblance to military organisations, limitation of officers' decision-making freedom, high internal specialisation, hierarchical organisational structure. The latter-mentioned feature is expressed in:

- respecting the territorial and material competence of the police authorities as defined by laws and regulations implementing the laws,
- respecting the rules laid down by law for making decisions and issuing orders or instructions, related to the performance of police tasks,
- the use of the service route and specific ways and methods of doing things by superiors and subordinates,
- adhering to certain rules of conduct arising from the seniority of police ranks (Order, 2013).

It should be noted that the very employment of a police officer takes the form of an appointment to a given official position. This is, as in other state uniformed services, the basic and most important form of employment of officers. Undoubtedly, treating the performance of the tasks entrusted to each police officer as his or her duty fits the model of classic bureaucracy. It should also be emphasised that the relevant positions in the hierarchical structure of the Police organisation can be occupied by officers with the appropriate competence.

The model of bureaucracy in the police, as in other state dispatch services, is discernible in the functioning of each organisational unit. The issues of hierarchy, internal subordination and the associated service route as well as the strict implementation of official tasks based on existing regulations and procedures also provide the opportunity to easily assign responsibility to individual officers.

However, this model can be accused of being ossified, inflexible or lacking the impetus to encourage officers to take initiative and to look for new solutions in the daily performance of official tasks.

The factors indicated above, as well as the dynamic changes taking place in the environment, have also led to an interest in solutions stemming from the New Public Management in police organisations in various countries around the world. These concerned three areas: measuring work performance, treating citizens as customers, and privatising police services (Stępień, 2019). In Polish conditions, due to the resulting provisions of statutory dispositions, the tasks performed by the Police in the area of providing security, it is not possible to speak about the transfer, or delegation of police services strictly assigned to this formation, which makes it a kind of monopolist in this area. The demand for the

police to treat citizens as customers has been negatively evaluated worldwide (Jones, Newburn, Smith, 1994). This is due to the nature of the tasks carried out by the police, which perform activities with victims, witnesses or perpetrators of criminal acts. With other assumptions about the place and role of the police, citizens are treated much more as partners and not just passive clients. However, most of the real reform measures are also discernible in the Polish Police concern performance measurement.

Strategic planning in the Police includes, among other things, the setting of the Police Chief's Priorities - these apply to all police units in Poland, the definition of yardsticks for assessing the implementation of tasks for different types of police units, or the development of a system for assessing the degree of implementation of the Police Chief's Activity Plan by provincial police headquarters (Order, 2016).

At present, four priorities of the Chief Constable of Police have been established for the period 2021-2023, to which 29 tasks have been assigned, the implementation of which is verified based on primarily quantitative measures based on statistical data.

Table 1 The Police Chief's priorities and priority tasks for 2021-2023.

Priority	Tasks
Priority I: Optimising the Police's efforts to combat key types of crime, including cybercrime.	<ol style="list-style-type: none"> 1. intensification of the Police's activities in combating the so-called 7 categories of common crimes. 2 To increase the effectiveness of the fight against drug crime. 3. Intensify the conduct of forms of operational work in the fight against cybercrime. 4 Strengthen police activity in countering economic crime in the areas of a tax crime, crimes against the fundamental interests of the EU and crimes in the area of public procurement. 5. Increase the effectiveness of revealing and securing criminal assets. 6. maintain a high level of efficiency in the search for persons, particularly missing persons. 7 To increase the effectiveness of the Police in combating corruption in key areas of public administration activity. 8. Intensification of police activities in combating crimes violating the protected good of the environment
Priority II: Increasing police efficiency through the implementation of modern technological solutions.	<ol style="list-style-type: none"> 1. Optimising the use of information technology in the execution of police tasks. 2. Improve the efficiency of the police service by modernising the transport fleet (budget and aid funds). 3. the dissemination of video surveillance in police units.

	<p>4 Technical development of the Cybercrime Combat Cell in connection with innovative technologies developed based on the knowledge economy.</p> <p>5. improving systems ICT, databases and applications used by the Police by adapting to current legal requirements and EU recommendations in this regard.</p> <p>6. development and introduction of new technologies, including information technology, to optimise the performance of tasks and the use of service time by police prevention officers.</p> <p>7 Development and implementation in the SWOP system of a platform (applications) integrating planning and execution information for financial and logistical data.</p> <p>8 Improving the quality of wireless communication systems in the Police.</p>
<p>Priority III: Increasing the effectiveness of the daily. Police to meet public expectations.</p>	<p>1. to optimise preventive security by directing an appropriate number of police forces to patrol and intervention and rounds.</p> <p>2. to make optimum use of the forces and resources at the disposal of the duty officer, ensuring that incidents are handled correctly.</p> <p>3. Ensure an optimal number of traffic police officers.</p> <p>4 Strengthen police cooperation with the public and socialise police activities, including organising community debates.</p> <p>5 Increase surveillance for speeding.</p> <p>6. Adaptation of the Police's preventive activities to the diagnosed social risks.</p> <p>7 Prepare an electronic publication on police pre-medical first aid aimed at police officers and police staff.</p>
<p>Priority IV: Ensuring optimal service/work conditions.</p>	<p>1. Implementing innovative Police activities to increase the number of applicants for Police service.</p> <p>2. to improve the conditions and increase the possibility of maintaining appropriate levels of physical fitness and shooting training of police officers, utilizing measures of an organisational and logistical nature.</p> <p>3. Optimisation of the premises and technical condition of the business premises.</p> <p>4. continuing to make extensive use of aid funds</p> <p>5. Adaptation of continuing professional development to actual needs.</p> <p>6. development of the scientific and technical base of police schools.</p>

Source: compiled from <http://bip.kgp.policja.gov.pl/kgp/priorytety-kgp/22565.Priorytety-Komendanta-Glownego-Policji.html>.

It must be stated that organisational goals very rarely and with great difficulty lend themselves to conversion into quantitative indicators as well as objective measurement. It is, therefore, necessary to use qualitative and descriptive indicators as widely as possible, for which quantitative indicators can serve as a starting point. The performance appraisal system adopted and currently used in the work of the Police uses statistical measures that do not reflect all aspects of the organisation's functioning. This situation results in the fact that the results of the assessment of police units do not adequately translate into such organisational elements as people, structure, strategy or motivational system (Letkiewicz, Szankin, 2013).

Research in the UK has shown that the detailed definition of performance indicators - which is one of the elements of the New Public Management - leads to inflexibility, marginalisation of the achievement of the core objectives of the police service and data manipulation practices (Butterfield, Woodal, 2005). In addition, established performance measures do not lead to police officers being motivated to achieve what external stakeholders expect of them and what is associated with the ethos of the service. Thus, what can be easily measured, and calculated, has been treated as essential policing goals, rather than as one of many ways of achieving them (Bronstein, 2015).

However, it is important to assess the effectiveness of a police unit by comparing the inputs incurred and the results obtained, especially in the case of the economic account. However, in the case of the Police, this is not existential, as regardless of the expenditures incurred and the results achieved, the Police unit must exist and operate. Such an assessment should allow for the improvement of this organisation in order to properly fulfil statutory tasks (Letkiewicz, Szankin, 2013).

Awareness at the public management level of the need for citizen participation in the management of organisations influenced the development of the Co-Governance model. At a time when it began to be recognised that the lack of citizen involvement in the broader security activities of the police was one of the barriers to its development, 'participation', broadly understood, somewhat began to be considered as a way of building trust in the police and as a tool to enable the latter to draw on wider community resources to carry out its tasks (Stępień, 2019).

The concept of community policing, which has been operating with varying degrees of success for nearly fifty years in most countries around the world, fits perfectly into the Co-Governance model.

This concept, also called a strategy, aims to control crime more effectively, reduce the fear of crime, improve the quality of life, improve the service provided by the police and raise its authority by proactively involving the public, changing the conditions that contribute to the occurrence of crime. At the

same time, it requires the police and citizens to work together to identify and effectively solve problems.

The fundamental elements at the heart of community policing are:

- working with the community,
- problem-solving,
- Organisational transformation of the police (Taylor, 2007).

This concept indicates that security issues are not exclusively the domain of the police, which, despite the undeniable fact of being the leading organisation in the provision of public safety and order, cannot alone bear responsibility in this area. Thus, it presupposes the participation of local communities in particular in undertaking security measures.

The Law on Public Benefit Activity and Volunteerism is the basic source of law enabling the public to participate in security management. The possibilities of influence are most pronounced with regard to non-governmental organisations, which are organisations that are not units of the public finance sector and are non-profit legal persons or organisational units without legal personality. It seems that in such a case it will most often be organisations in the form of associations or foundations. Their performance of public tasks related to public benefit activities enables them to undertake activities for the benefit of public order and security (Act, 2003).

Individual persons or groups of persons who do not have an organisational and legal form may also undertake actions based on the provisions of the indicated action. Under a local initiative, members of the local community (e.g. residents of a housing estate) are entitled to submit, directly or indirectly through the entities listed in Article 3(3) of the indicated Act, a request to a local government unit for the implementation of a public task, which would be, for example, security matters (e.g. the establishment of a civic watchdog) (Act, 2003).

However, the legal regulations adopted in Poland related to the possibilities of citizens' participation in matters related to ensuring security, do not directly affect the functioning of the Police itself. There are also no solutions that would provide decision-making opportunities in this respect for citizens by including them in organisational processes. Indeed, the model of co-governance assumes democratisation of the police, and an important aspect of it is to ensure the broad participation of citizens at the stage of creating all regulations related to the operation of the police. It is emphasised that, in particular, regulations concerning the structures, rules and modalities of this formation should be issued as transparently as possible and open to a variety of external voices (Simmons, 2008).

A criticism of the democratisation of the police is that it results in an increase in the scope of its responsibilities and the expectations directed towards it, leading to a suboptimal allocation of the resources it possesses. In this context, it is argued that the police should focus on their source tasks and that, to streamline

their operations, it is sufficient to maintain a defined division of tasks between them and external actors (Millie, 2013).

Conclusions

The three characteristic models of public management discussed above have, to a greater or lesser extent, significant implications for the functioning of the Polish Police.

The way the Police have been organised and the nature of their operations from the beginning of their existence to the present day significantly draws elements from the model of bureaucracy, and this manifests itself in attributes such as hierarchical structure, service route, the performance of tasks resulting from the existing regulations and procedures. Despite the dynamic changes that affect a number of public organisations and public management in the broadest sense, it seems that the very nature of the Police's main object of activity, which is to ensure security and at the same time preserve the identity of this formation, will be permanently linked with the inclusion of bureaucratic elements.

At the same time, although the principles corresponding to the New Public Management cannot be directly transferred to the functioning of the Police, it is advisable that some solutions involving the managerialisation of the Police as much as possible can and should be considered as qualitative performance measurement tools and, in certain situations, support the treatment of citizens as customers, which should entail an increase in the efficiency of the Police's service to the public.

Also, solutions derived from the Co-Governance model and involving public participation in public safety issues can be used as tools for the Police to generate valuable human resources and strategic management of community relations.

Finally, it should be noted that the above-described models and the differences that characterise them cannot be treated as competing with each other in the area of police management. On the other hand, it is important to treat them as elements for building an effective and efficient organisation and also as foundations for thinking about the desired shape and manner of functioning of this organisation.

References

1. Act of 6 April 1990 on the Police. Dz. U. 1990 No. 30 item 179 as amended.
2. Act on public benefit activity and voluntary work, Dz.U. 2003 No. 96 item 873 as amended.
3. Bower J. L.(1977), Effective public management, Harvard Business Review, 2 (55), 131-140.
4. Bronstein N.(2015), Police Management and Quotas: Governance in the CompStat Era, Columbia Journal of Legal and Social Problems, 48 (4), 543-581.
5. Butterfield R., Woodal J.(2005), The New Public Management and Managerial Roles: The Case of the Police Sergeant, British Journal of Management, 329-341.

6. Cyfert S. et al.(2014), Sub-disciplines in management sciences - logic of separation, identification of the conceptual model and thematic content, 'Organisation and Management' 2014, no. 1(161), 37-48.
7. Gadomska-Lila K.(2016), Specificity of public organisations and its implications for organisational culture and human resource management, *Problemy Zarządzania*, vol. 14, 3 (61), t.1, 133.
8. Jones T., Newburn T., Smith D. J.(1994), *Democracy and policing London: Police Studies Institute*.
9. Klijn E. H., Edelenbos J., Stein B.(2010), Trust in Governance Networks: Its Impacts on Outcomes, 'Administration & Society', 42 (2), 193-221.
10. Letkiewicz A., Szankin T.(2013), *Organisation and management. Managerial competences in the Police*, Szczytno: WSPol Publishing House.
11. Marks-Krzyszowska M.(2016), Public management - essence and selected concepts, *Acta Universitatis Lodziensis, Folia Sociologica* 56, 42.
12. Millie A.(2013), The policing task and the expansion (and contraction) of British policing, *Criminology and Criminal Justice* 2013, 13 (2), 143-160.
13. Order No. 19 of the Commander-in-Chief of the Police dated 29.12.2016 on strategic planning and management control system in the Police. Official Journal of the KGP of 2016, item 80.
14. Order No. 30 of the Commander-in-Chief of the Police dated 16.12.2013 on the functioning of the hierarchical organisation in the Police. Official Gazette of the KGP of 2013, item 99 as amended.
15. Ordinance No. 1041 of 28.09.2007 on detailed principles of organisation and operation of police headquarters, police stations and other organisational units of the Police. Official Journal of the KGP of 2007, item 50 as amended.
16. Police Chief's priorities and priority tasks for 2021-2023, Downloaded from: <http://bip.kgp.policja.gov.pl/kgp/priorytety-kgp/22565,Priorytety-Komendanta-Glownego-Policji.html> (22.11.2022).
17. Rudolf W.(2010), The concept of governance and its application - from international institutions to lower levels of government, *Acta Universitatis Lodziensis, Folia Oeconomica*, 245, 74.
18. Simmons K. Ch.(2008), The Politics do Policing: Ensuring Stakeholder Collaboration in the Federal Reform of Local Law Enforcement Agencies. *The Journal of Criminal Law and Criminology*, 98 (2), 489-546.
19. Stępień M., Police against selected strands of public management, Downloaded from: http://academia.edu/43466820/Policja_na_tle_wybranych_nurt_w_zarz_dzania_publicznego (19.11.2022).
20. Taylor B.(2007), *Community Policing Self-assessment Tool User's Guide- Documenting Today and Planning for Tomorrow*, D.C.: U.S. Department of Justice Office of Community Oriented Policing Services, Washington: Fall.

Abstract

Public management as a sub-discipline of management science focuses its attention on the public sector as well as on the management of public affairs by various types of public organisations that implement selected models of public management in their functioning. One such organisation is the police, in the operation of which elements from both the Bureaucracy model and the New Public Management or Co-Governance model can be seen.

Keywords: police, public governance, bureaucracy, new public governance, co-governance

JEL Classification: M00, P35, H55