

PERFORMANCE AND EFFICIENCY MEASUREMENT IN THE HUNGARIAN POLICE

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Abstract In the new Hungarian police career model, individual performance evaluation has been given a prominent role, because it influences progress and also provides a separate allowance twice a year. Due to its importance, it is very important that the performance measurement system to be independent from the influence effects of subjective elements. Its objectivity must be precisely definable, transparent and uniform. In my study, I am looking for an answer which expectations have been met with the introduced system. For a more complete picture of possible anomalies, I also conducted a questionnaire survey and would like to present the most important results of this.

Keywords: performance measurement, indicator, police, efficiency, career model, indicator.

INTRODUCTION

The essence of police organizational benchmarking is that the organisation's strategic goals can be transformed into a harmonized performance indicator system. These can be used to examine the extent to which goals have been achieved. Therefore, long-term and comprehensive strategic objectives should be transformed into short-term and concrete goals (Sisa, 2010). In general, organizational performance evaluation means the transformation of organizational goals and the monitoring of the tasks required to achieve them. At the same time, organizational performance appraisal should also be suitable to serve as an indicator for the organizational leader, whether tasks have been defined in accordance with the objectives. The individual performance measurement system measures the extent to which the reformed goals are achieved and the extent to which these strategic goals are supported. The organizational performance evaluation of the police was defined as an evaluation system that promotes the professional, legal and targeted operation of the body performing law enforcement tasks, improves the efficiency of its activities, and supports management decision-making. (26/2013. (VI.26.) BM (Belügyminisztérium, BM for short in Hungarian, meaning Ministry of the Interior) Article 12 (1) of the Decree).

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The benchmarking of performance in the new type of public service model is essentially a development-oriented, competence-based, tailor-made, repetitive target-setting that provides feedback in a structured form. A process of sustained development supported and monitored by the leader, consisting of self-evaluation by civil servants, managerial ex-ante evaluation, and agreement between both of them (Guide to the new type of public service performance evaluation, 2008: 8). The basis of the evaluation is the communication between the two, where pre-defined clear and detailed goals can be set, which can be suitable for comparison, thus carrying objective elements (Amberg-Molnár, 2004) However, a significant part of the evaluation criteria are the range of human skills, which can be measured directly difficult or not at all. We think here about decision-making skills or the ability to connect to others. The consensual benchmarking model between leader and subordinate tries to resolve the subjective informal factor resulting from the hierarchy (Gyökér, 2007: 67). On the other hand, if the evaluation method becomes formal, or if the employee does not have a redress channel or advocacy forum against enforcing one-sided agreement, then this solution will only legalize the increase in subjectivity in performance evaluation. Of course, it would be naive to think that subjectivity can be completely eliminated from an individual performance assessment system, but that it must be enforced in accordance with the overall objective of the organization and expressed in leadership expectations. Nevertheless, all the objective elements of the evaluation system need to be formulated, so that we can get a tangible performance measurement formula.

In connection with the relationship between organizational culture and efficiency, it is worth mentioning a recent study by the police, which revealed clear and relatively strong cultural problems from the point of view of organizational culture, such as:

- human orientation - level of leadership empathy and social sensitivity;
- performance orientation - reward criterion;
- risk taking - the degree of willingness to innovate (Pirger, 2015).

In his opinion the appropriate level of leadership, command empathy and the social sensitivity of leaders are also of paramount importance in the development of vocation. Subjectivity cannot be eliminated, but it must be enforced in accordance with the general purpose and philosophy of the organization and must be expressed with sufficient empathy in managerial expectations.

THE CURRENT SYSTEM OF STANDARDS FOR ASSESSING THE ORGANIZATIONAL EFFICIENCY OF THE POLICE AND INDIVIDUAL PERFORMANCE IN HUNGARY

Act XLII of 2015 on the Service Relations of Professional Bodies of Law Enforcement Bodies Prior to the entry into force of the Act (Hszt.) on the re-regula-

tion of normative bases for police efficiency measurement, they have established and are required to:

- Recommended items of performance evaluation of professional members of certain armed forces under the authority of the Minister of the Interior, Procedural Rules related to the Application of Recommended Elements, Order of Qualification and Organizational Performance Assessment. (VI. 26.) BM Decree, hereinafter referred to as (Decree name in briefly: SZTÉR),

- Framework of the organizational performance evaluation of certain armed forces under the authority of the Minister of the Interior, on the criteria for the evaluation of performance indicators of organizational operation. (XII. 21.) BM instruction.

The organizational performance evaluation of the police has been defined as an evaluation system that promotes the professional, legal and the vocational operation of the body performing law enforcement tasks, improving the efficiency and effectiveness of its activities, and supports the decision-making and decision-making of management. Based on the two norms already mentioned, the practical operation of the individual performance evaluation system was the subject of the research, which would briefly describe the essential elements of the measurement (Vári, 2017b).

Beyond the definition of conceptual elements, the SZTÉR basically qualifies as a percentage of the mandatory and recommended elements. The elements are bound to work and competence as a job, and the weight of these two, depending on whether the head of the department, the subordinate or the local body, is 30-55%. An important element is the performance indicator of organizational operation, which may also vary between 15-35% depending on the previous ones. Among the recommended elements, development goals, strategic performance requirements and re-competencies may appear with a 30-35% weighting value. It should be added that as long as the latter does not appear for the officer and the officer, the two drivers are at the same level, but only a 5% difference with the weighting of the three elements. When evaluating individual performance, it can be stated that as long as there is a much higher weight of organizational performance in the case of managers, the leader's subject is more dominant than the subordinates'. Thus, if indicators of measuring organizational performance are not based on specific elements and metrics, measuring individual performance of managers becomes easily vulnerable and as a matter of course, turns towards a maximum value.

The three pillars of performance should be assessed on the basis of three aspects, such as the value of the driving activity (25%), the value of the functional activity (25%), the value of the professional activity (50%). These target areas will be assessed on the basis of the defined criteria and performance requirements for each year. The self-assessment of the evaluated organization plays an important role in the evaluation. The performance of the different bodies is to be assessed on the basis of a comparison of the performance of the current and/or the short-

term and medium-term time series. It can be said of the system that it is striving for a wide range of indicators that cover the entire police. In all organizational performance evaluations, it is a common feature that the degree of achievement of organizational goals is ultimately assessed by the leader defining goals. In the case of the police, this is linearly upward. By 15 February, the minister responsible for police monitoring will formulate the goal-setting as the basis for the evaluation. With this in mind, the National Commander will set organizational performance targets and professional performance requirements minimum for the regional offices by February 28th. By 15 March of the current year, the head of the regional body will determine the organizational performance goals and professional performance requirements of the local body based on the defined organizational performance targets and professional performance requirements (SZTÉR § 14 (1) - (3)).

RELATIONSHIP BETWEEN ORGANIZATIONAL EFFICIENCY AND INDIVIDUAL PERFORMANCE MEASUREMENT

We need to distinguish strongly between organizational efficiency measurement and individual performance measurement. One adapts the individual organizations to the overall strategic goals, while individual performance measurement is used to measure individual performance tailored to the purpose of the organization. It is only possible to compare bodies with the same tasks at the same level, but the organization may be able to create high individual performances within the given organization with low success. It is a fact that well-defined performance evaluation criteria cannot be complete and can be homogenized independently of the job. However, it can be argued that a performance evaluation system that is synchronized with organizational efficiency would fundamentally change the organization's operating system. It follows that without the organizational strategy goals that can be accepted at the individual level, the performance evaluation system will not be supported by the employees. In other words, converting the organization into "self-serving" or away from social purpose, rather than internal, bureaucratic operating principles, and noticeably only the hierarchy's efficiency indicators are converted into performance benchmarks, and employee performance is not a suitable tool. Efforts should be made to develop an embedded police force into society, for which individual benchmarking is only a tool (Vári, 2015a).

Measuring performance is important for the effectiveness of the police, because the development of the whole system is accomplished by increasing individual performance. To do this, the coherence between the organisation's perspective and direct goals and the goals of the individual members must be created. In order to develop this, the literature of management theory provides a scientific approach, defining the advantages of applying modern management

principles and methods, and the differentiated tooling of increasing motivation for performance. Successful performance at the police includes:

- the committed leadership,
- the active participation of the subordinates,
- consistent efforts,
- regular recognition
- consistency in the reward system
- appropriate and periodic training to develop the skills required (Vári, 2015b).

If the organization is to function successfully, it needs to develop a culture that evaluates efforts by focusing on results and achievements. All this helps to build a proper performance-oriented and effort-based culture (Morgan, 1995).

It is not fortunate in performance evaluation, or even in measuring organizational efficiency, that they are based primarily on output data, that is mainly extracted, in international scientific literature. Output data include: fines imposed, complaints, number of productions. Their uniform application to the strategic efficiency of the organization is a deliberate misrepresentation of society, the public and the individual, as well as self-deception (Finszter, 2006). Consequently, the overemphasis on such indicators is not justified in the performance evaluation criteria. After all, the doctor does not really make the number of patients treated effective. As the parliament is not the number of laws issued, it is the satisfaction and social peace surrounding their activities, their operations. Essentially, the state's law enforcement and law enforcement agency can be really successful if it produces as little quantitative data as possible, because it should guarantee social peace, i.e. public security. Ensuring an objective security situation, that is, negative law enforcement indicators, are markedly increasing in the subjective sense of security and in the reduction of latency (Sallai et al. 2018).

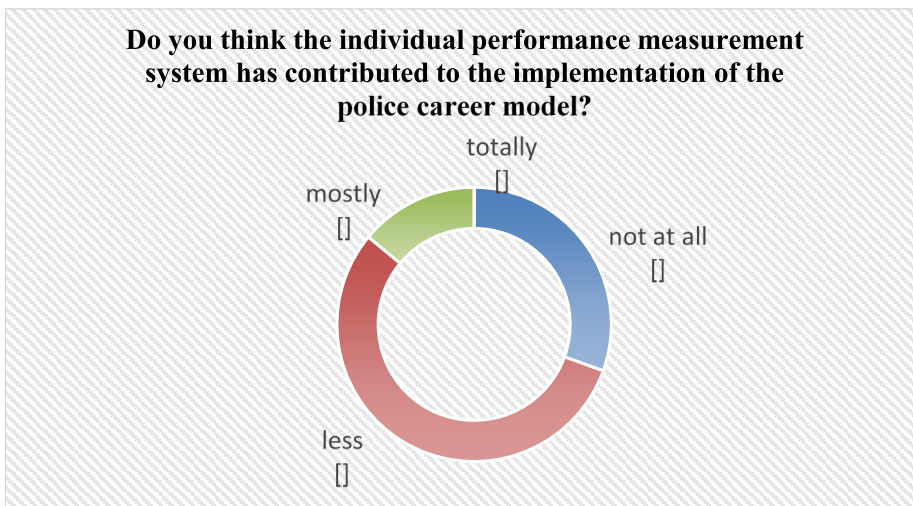
QUESTIONNAIRE RESEARCH ON POLICE PERFORMANCE MEASUREMENT SYSTEM

With my empirical research, I measured individual opinions about the measurement system. That is, how much the hopes have been added by the system, according to those involved in the evaluation. Is the individual performance assessment suitable to have a real incentive to increase quality and quantity of work? The questionnaire survey was voluntary and anonymous. The questionnaires contained a total of 15 closed questions, where question 14 consisted of two sub-questions, while question 15 consisted of eight sub-questions. A total of 118 persons, mainly senior officers completed the questionnaire (Vári, 2017a).

MAJOR FINDINGS

As explained above, the key to a performance measurement system is to fit into strategic goals, the latter being defined to meet both reality and workforce interests. The police performance measurement system was introduced in a way embedded in the lifestyle model, as a distinct, emblematic element. Consequently, if employees do not feel that the lifestyle model is a well-functioning system, it is unlikely that it will be accepted (Vári, 2018). The question in Figure 1 examines a complex dimension as it combines the performance evaluation system with the new life model of the new law. At the same time, the question is of course, a resolution against the quality of the operation of the system, but on the other hand, answering the question required more complex opinion formation, as the respondents had to know the pillars of the career model and the interfaces of the individual performance evaluation system. What is really striking on the basis of the results obtained is that the legislator and the policy play a major role in the individual modeling of performance in the design and development of the career model, and this was even worse than the general opinion in this constellation. The total number of non-responses was almost one-third of all categorical answers, mostly responses than more than half of them alone. It was less responded - just 14%, and it wasn't at all that would have fully agreed that the benchmarking system and the career model are in sync. I think it might be best to review and map this area, i.e. what parameters you should have in your individual performance rating system to meet the expectations of the employee in the career model

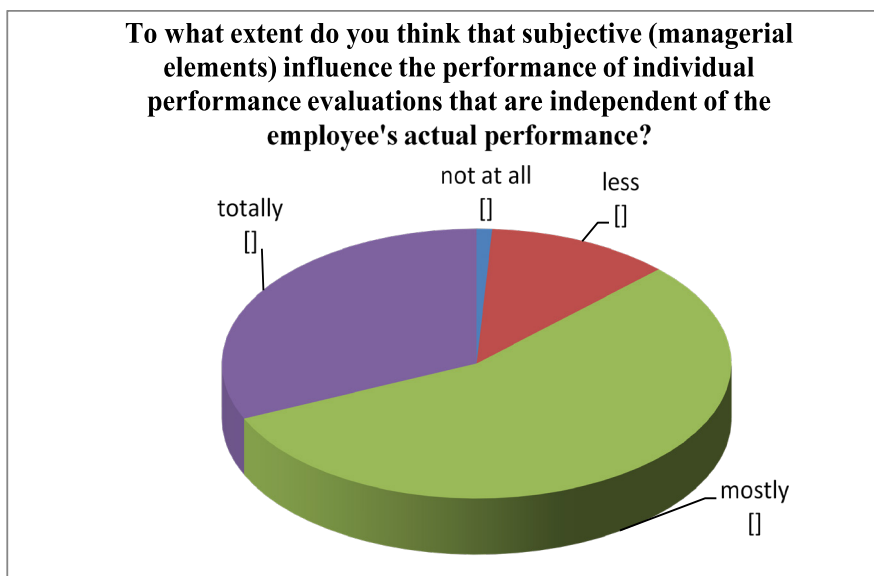
Figure 1. (Source: the author)



The question in Figure 2 was directed to the importance and weight of the subject of the leader in the development of the rating of individual performance

evaluation. Presumably, this is one of the dominant areas in which respondents have downgraded the new system and its link to the lifestyle model to the extent of the first question. The evaluation shows that more than half of the respondents (55%) who responded to the specific responses say that the management subject, i.e. the managerial element, while one third (32%), fully influences the qualification of the subordinates rather than the actual evaluation of the actual performance. All this leads to the conclusion that the system of individual performance evaluation is in vain regulated and weighted according to the statutory rules, but these factors do not influence the “impulsive” force to establish an objective, unbiased leadership position. There are two reasons why this can be explained: one is that the individual evaluation system is simply undeveloped, overly generic and offers a large margin of maneuver. Therefore, in order to develop objectivity, it is necessary to clarify and specify the actual performance products by appropriate, proportionate and comparable measurement, evaluation and qualification. The other explanation is that the norm leaves much room for maneuvering managerial certification, and allows the two qualified employees in the same area to qualify for discrimination in the same or reverse sign of actual performance. In turn, it triggers harmful processes that are contrary to the basic theses of leadership theory and human resources management, not to mention that this obviously has an adverse effect on organizational (external) efficiency.

Figure 2. (Source: the author)



The question of Figure 3, the elements related to the organizational interest, examined the appearance and significance of the role and significance of organizational evaluation in individual performance evaluations. Here, in fact, I was looking for the answer that individual performance evaluation in the case of

correct and rational operation is rather the result of the quality of the job tasks and competencies, or rather the organizational effects. The organisation's performance indicators are a realistic and reasonable summary of the tasks performed, accomplished goals or certified behaviors performed by the employees of the given organizational unit. Normally, therefore, individual performance evaluations should influence organizational indicators and not vice versa. The opposite of the answers is regrettable, namely, that the organizational performance indicators that have been created and adopted form the level of qualification of individual performance evaluations. So even a "worse" colleague can get a higher rating if the organizational unit performs "high", but in an organization that works well, but has a lower rating, the rating of the employee is underestimated by the organization. This malfunction is due to the top-down hierarchical-linear feature of the valuation system, which, in an irrational way, does not consider the amount of employee performance and develops the performance assessment of the individual and the organization in a bottom-up manner, but vice versa. Therefore, individual goals must also be met in accordance with the central goal setting. If this fails, or if it is not fully successful, the actual performance will be overwritten by the organization's performance indicator. This reasoning is supported by the successive dates of the prioritization of priority organizational goals in the subject of the research, from which it follows that the requirement flows from top to bottom, which in this line-up does not produce a rational result. This fact in itself makes the importance and the organizational purpose of individual performance assessment extremely frivolous and weightless.

Figure 3. (Source: the author)

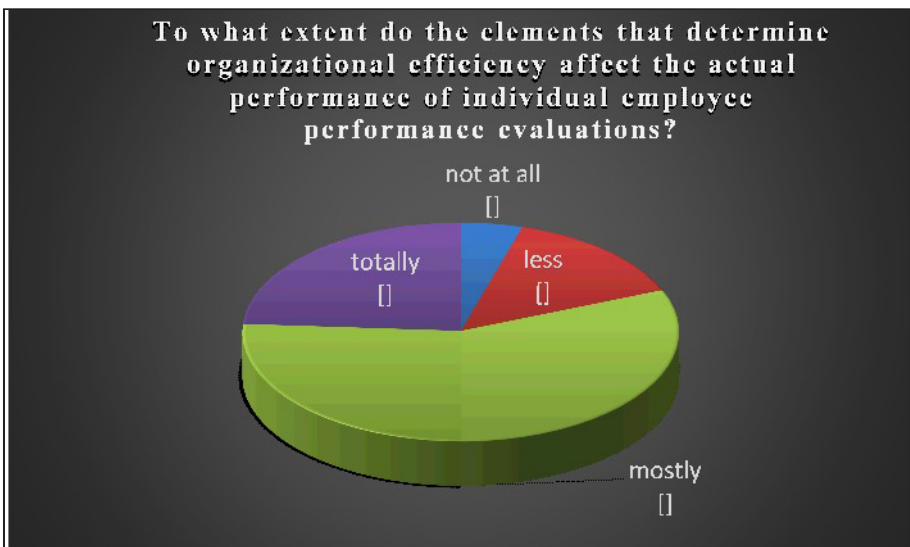
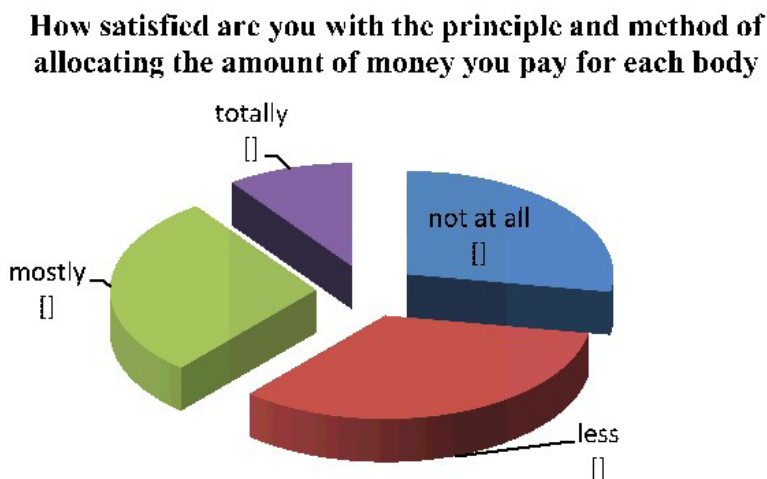


Figure 4. (Source: the author)

The figure above illustrated the impact factor on the organizational unit that was previously discussed and the distribution ratio of the given unit. Respondents strongly argued that the principles of organ allocation are not fair, that is, some organs are more, while other bodies deserve less money, depending on the function of the organization and the quality of its tasks. In individual performance evaluations, organizational performance indicators are considered to be stronger, so a decision made at a higher level than their own organization leads to the ineffectiveness of specific performance evaluations affecting their own organizational units. What is specifically related to the disproportionate and unreasonable distribution of the distribution, that is, the distribution of resources. What is shown by the fact that when a decision comes from above, the result of which is an organic work, not a bottom-up decision within the organization, the transparency of decision-making processes has been created, so its acceptance will be critical. Even if that decision is otherwise well-founded, its origin and therefore its meaning is not transparent and understandable.

SUMMARIZING

The research has highlighted that the new benchmarking system is not relieved of informal elements that impart to bias, that is the subjective judgment of the leaders also dominates the employee ratings. In addition, organizational interests have a decisive influence on individual performance appraisal, so individual performance evaluations within a given unit are closely related to the role of the rated person within the organization's hierarchy. In the validation system, belonging to the organizational unit and the position in the hierarchy already characterize the level of individual performance evaluation. And while it is true

that the effectiveness of an organization is essentially the result of employee performance, it cannot be a simple projection. Otherwise, it acts as a catalyst for high individual performance evaluations within a low-performing organization, a trend that is clearly counterproductive for both individual and organizational performance. Moreover, if the organizational performance indicator basically builds on self-evaluation, it is based on subjective or overly general evaluation principles, it will have an impact on individual performance evaluation, especially if the two are formally and informally coherent. In the case of current individual performance evaluations, the discretionary discretion of the qualifying leader is significantly limited by organizational interests, and within this narrow margin of maneuver, the methodology for calculating the rating is one that facilitates the preparation of subjective, biased evaluations and ratings other than objective performance.

On the basis of the theoretical analysis and the results of the research, it can be concluded that the individual performance and organizational efficiency measurement should be distinguished more sharply. While one is a function of an individual policeman's salary, recognition or promotion, the other is an indicator of achieving organizational strategic goals. In the case of individual performance evaluation, the autonomy of organizational units should be allowed a much larger space, making decision making transparent and accessible. The direction of the evaluation should be reversed so that the bottom-up and not the top-down "flow" is decisive. By doing so, performance is not reflected in predetermined plans, thus formalizing the rating, but is generated by the actual performance, in the worst case, by the innovation value, allowing greater autonomy and freedom of decision to the lower levels of management. To measure forces, tools, responses, and organizational features, principles, and overall performance, organizational efficiency measurement is the right method. It is necessary to examine to what extent the goals that have been set strategically (either centrally or locally) are achieved at different organizational levels. Where the organizational goals have been achieved, the resources used to achieve the goals should be evaluated and then decided whether they were excessive in relation to the objectives. An additional factor should also be taken into account, namely the "profitability" of the organization in terms of costs. This is a survey of how much loss has occurred, how much energy and time has been wasted. Here, attention should be paid to the relationship between results and methods. Consequently, while organizational efficiency is basically determined by strategic goals, individual performance evaluation is much less. On the other hand, it can be evaluated with specific, particular and exact elements, from which the unnecessary and distortive influence of organizational interests, especially the hierarchy, must be eliminated to a reasonable extent. The rating methodology should also be adapted to well-defined job criteria and competencies, thereby reducing the chance of managerial bias in individual employee ratings.

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