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THE ROLE OF POLICE HIGHER EDUCATION IN THE NEW HUNGARIAN POLICE CAREER MODEL

Abstract

In Hungary, in 2015, the police career model came into being as part of the public service and, in particular, the law enforcement career, with the unquestionable mission to provide a predictable system of human resources for the police in the long term. The career system is an integral part of the career path, in which the role of higher education is of paramount importance. Unfortunately, in the light of experience, the past 3 years have raised a number of concerns that justify reconsidering and revising the police career model system. In my study I present the timeliness and justification of the development of the police career. I will focus on the importance of performance management, and then look at the prominent elements of the convergence of career and higher education.

Keywords: police career model, higher education, performance management, professional service.

1. INTRODUCTION

Police career and police higher education compose a complex system. It is obvious that young employees' initial impressions and experiences have a decisive impact on the remainder of their profession. In the worse case, they may have a negative impact on the rise of career start-up, and in the best case, highly educated, dedicated, willing and motivated youngsters start to work. From the point of view of the overall professional credibility of the police, it is essential that the conscious support and development provided by the law enforcement educational institutions be implemented and that the institutionalized education be strengthened by means of differentiated solutions (by their nature, task system, personal and material resources, composition of students and students) unity of education, training (including training) (Szakács, 2011). In Hungary, the system of internal law enforcement training includes higher education from the faculty and career orientation training courses of the secondary vocational school, through the training of the law enforcement school, to the doctoral education that goes through college education. Due to the comprehensive nature of law enforcement training, it is also capable of putting the right commitment in its system at the age of 14,

and putting the dedicated young person in the right place with the right tools, predictable career way. The task of law enforcement education is to provide an appropriate learning and training atmosphere for the professional vocation and to meet the human resource requirements of the law enforcement sector, thus ensuring the supply of a properly motivated manpower for a long term. To do this, progress on the police track should provide the employee with predictable security in the case of adequate and appropriate motivation and energy investment, and meet the individual interest of the organization (Vári, 2011).

In the study, I review the history of the new Police Service Act which was introduced in 2015. I will introduce law enforcement training and how well the law enforcement higher education fits into the police career model. Further what are the primary experiences, whether we have reason to be hopeful, although the system of the career model did not deliver the expectations.

2. THE SITUATION OF LAW ENFORCEMENT TRAINING

In Hungary, a high proportion of police enforcement personnel provide secondary law enforcement training for street patrols. Mainly for the office and for the criminal service, the replenishment of officers is provided by the National Public Service University's Bachelor's Course and Correspondence Course. The enrolment students are appointed by the armed forces' professional staff as officers and warrant officers (Kiss, 2005, pp. 150-171).

The following laws are closely linked to the law enforcement career model and law enforcement training:

- The National Public Service University Act, on the National University of Public Service and on Administrative, Law Enforcement and Military Higher Education, No. 132/2011.
- The legal relationship between the professional staff of the armed forces is laid down in The Service Relations of Professional Members of the Armed Forces Act, No. 43/1996. (in the following: former Service Act),
- It came into force after 20 years the Legal Service of Officers and Deputies at Law Enforcement Bodies Act, No. 42/2015. (in the following: new Service Act).

The former Service Act is about university or college education, but at the level of implementation the qualification was developed by the Bologna process. In Hungary there is a special situation which differs from the western patterns, because police officers will be the primary officers of full-time students from civilian high schools and high schools without any police experience, after graduating at the University. Students who have full-time labour relation can attend only correspondent course, while civilian candidates can attend only full-time course. In their case, the completion of successful university studies - unlike full-time civilian students - does not mean an automatic officer appointment,

often with a university degree for several years as a police patrol. This system shows that the police career model and training as a whole are not working properly, as the human resources strategy is not in line with the training system and the development goals of the workers.

At the beginning of the nineties the former higher education institution conducted a three-year follow-up study among full-time students of the Police College and graduates. One of the astonishing lessons of this survey was that the attitudes and interest of students with strong commitment and motivation in the first year were significantly reduced and changed in the negative direction towards the end of their initial training (Szakács, 1993). Since the introduction of the new law enforcement career system, it has not been possible to carry out such an investigation, so we can only hope that if it does it will not reflect similar results.

3. REASONS FOR INTRODUCING A POLICE CAREER MODEL

In the Member States of the European Union, members of the law enforcement staff are employed under a closed system of public service legislation, which, of course, does not mean that this internal system doesn't include the modern features of human resource management in civil administration (Lindner, 2015, pp. 5-6). Although it is true that we would like to keep the trainees in the system. However the attractiveness of the career cannot be achieved that degree is recognized by only the police and not by the civil sphere. Thus two expectations must meet: on the one part the general accreditation requirements for higher education and on the other hand the sector strategy, so the students consider law enforcement institutions not only as a place to obtain a profession or a degree but also as a commitment to their entire career.

Advantages of a career-based administration are high-level specialized expertise in the public service, as well as predictability and stability. It is also characterized by the ability to convey continuity and accumulated knowledge, to enhance the protection of public and service interests and to maintain political neutrality in the performance of public tasks. The disadvantages of this system are the rigidity and inflexibility of the system, the downsizing of individual and organizational performance. It is also characterized by the lack of interest in budget efficiency and a lack of motivation at the level of each civil servant. In addition, the recession caused by the economic crisis, in addition the wage and benefit system which was fixed by law and continuously reduced by budgetary constraints, was unable to keep the public sector competitive on the labour market and the career system became less attractive. One of the consequences of this was the aging and feminization of the civil servants' faculty. Systems that do not provide public-law regulation are still characterized by the continued erosion of the closed career system and the further expansion of job-related regulation (Balázs, 2014).

Prior to the introduction of the new Service Act and the career model, the idea of the individual professional orders was formulated, which basically sought to answer

the questions related to the reform of domestic relations by testing the examples of closed, open and mixed system of European systems. The law enforcement service play an intermediate role in respect of the three professional orders (military, government, law enforcement), which is manifested in the strong approximation of regulation to the “civil” public service, while preserving the regulatory community reflecting the specific operational conditions of “uniforms” also with military service. Otherwise, the distance between the military service relationship and the government career is too big, there are too many differences, there is no close regulatory relationship, parallelism between military and law enforcement professional service relations. Regulatory consistency and parallelism between government service relations and law enforcement professional service are thus an indispensable requirement (Szakács, 2014, pp. 76). Based on the challenges of the age and the studied European patterns, the legislator chose to integrate the law enforcement life with the civil-government administration when drafting the law, while retaining the military elements that are essential to the law enforcement track.

The former Act and the new Service Act cover several independent armed and law enforcement organizations, including:

- the police;
- the professional disaster management body;
- the prison organization;
- the Parliamentary Guard;
- the National Tax and Customs Administration;
- and professional members of civil national security services (B. Müller, 2015, pp. 1).

The service of the staff concerned is a special public service relationship between the State and the member of the professional staff, in which both parties are subject to obligations and entitlements appropriate to the particular circumstances of the service. The members of the professional staff fulfil their obligations arising from the service relationship on a voluntary basis, as a lifetime, in strict hierarchical order, risking their life and physical integrity, accepting the restriction of some of their fundamental rights.

Until Hungary’s accession to NATO (2001), so a law provided for a professional relationship between the professions, after that the legal status of the Army staff was regulated by a separate law. The single statutory regulation brought the two professionals closer, but the segregation was “good” to approach the “civilization” of the police and the approach to government service. It should be noted that precisely because of the decades of precedents of common past and regulation, the two areas are still more homogeneous than other elements of public service. The promoted system and the salary system separated them from each other (Bognár, 2014, pp. 43). The Former Service Act the structure and definition of the content of its legal institutions did not reflect the legal and professional needs of the real social environment and the armed forces, as well as their staff (Janza, 2008, pp. 108).

Although there is no doubt that from 2010, a number of new elements have appeared in the regulation in line with the objectives of the new career, but their codification has not improved the internal coherence of regulation. Continuous updating did not reinforce the clarity and applicability of the regulations on service. It was necessary and inevitable to totally renew the legal regulation of the service, as it was done by those in the civil service, and in the case of those in military service this happened sooner (Janza, 2008, pp. 37).

a. The situation of the police staff before and after the introduction of the career model

The general tendency in Hungary is that the existing professional staff of the police is characterized by a significant shortfall, which is the result of many factors, but mainly due to the lack of material and moral respect. The reports of police yearbooks highlight the high number of annual retirement and redundancies and emigration among the general reasons for the lack of staff, but do not find the reasons for it, and the police did not carry out their own internal research. It is noticeable and telling that the highest deficit occurred in the years of integration of the Border Guard: 3 500 in 2006 and 2 742 in 2007, respectively. Due to the favourable demographic trend and the high unemployment rate in the private sector due to the economic crisis, from 2008 professional staff shortages showed a significant improvement, mainly due to the increase in headcount in 2011 and partly to the elimination of earlier retirement (B. Müller, 2015, pp. 3).

The biggest challenge in designing the police career model was the almost complete lack of a strategic approach to human resource management. In the years which followed the change of regime, the sub-systems of the public sector were characterized only by the staff management of the public service, which was not able to plan and predict the changes in the long term. As one of the authors stated, defining the corner points of the career model is difficult, because the law enforcement organization does not have a central, territorial and local strategy that is accepted by society, and in particular, it lacks organizational, operational and human strategies (Forró, 2012, pp. 97) This led to a lack of efficiency reserve in the system, as staff management only intended to address the current situation as a reactive model, addressing the challenges, but its limited room for manoeuvre did not allow it to prepare for further changes and process the long-term optimization steps into process. There are still missing such mechanisms today, like strategic Personnel Management, Mobility Policy, Career Planning which can transform opportunities into concrete results (Bokodi et al., 2014, pp. 60).

Public service research and observations have confirmed that in most places it is not centred (2-4 years) and long-term (longer than 4 years), not aligned with the organisation's strategic and human strategic goals, but to meet immediate or short-term needs the full range of personnel activities is realized. This has resulted in the decision not to "digest" the stock so far, which unconditionally eliminated the possibilities of early retirement with a single decision, causing permanent damage to the trust and a crisis for the whole profession. The police could hardly talk about long-term or strategy-based manpower

planning and visual management. It has been heavily correlated with the highly polarized and ideological and cadre-changing political reality that has severely undermined the deterioration of public service quality (Szakács, 2014, pp. 111-112).

The main tasks and functions of long-term planning and human resource management include compensation and motivation, including the development of a wage system, the development of incentive and benefit systems, their operation, and the development of a performance-based incentive system. Unfortunately, the financial resources of the Hungarian police, and thus the salaries, are linked to the hierarchy of responsibilities, and not to the tasks performed by the employee. Simply put, salaries and working conditions are much better at the higher levels of the organization, and it goes without saying that those who can do it are as high as they can. *“The advancement system also faced serious challenges, which essentially left only one meaning within the police: to get into a higher position, i.e. to gain more power and less responsibility.”* (Kemény, 2005, pp. 119). It is easy to see that the care of human resources should start at the level of the police headquarters, where the immediate, primary tasks of the police work. Until the introduction of the new career model, the career way of employees was exclusively a vertical advance, i.e. progress from higher positions to higher management positions. The Interior Ministry Strategy has put an end to this distorted system, in addition to reinforcing individual work and responsibilities and broadening it horizontally. Although there is a serious threat to development and progress, the organizational structure of the pyramid principle has not changed even after the introduction of the new career model in the police organization.

Undoubtedly, it may not the only motive for promotion is high income and reduced responsibility, which is why organizational culture needs similarly serious reforms and must be overcome by decades of innings. A major strategic problem is that the police management mechanism has also faced a system of ranks and jobs because of its less structured nature is more suited to exercising horizontal practices, including all its typical elements (career building, qualifications and requirements, succession planning, etc.) (Finszter, 2008, pp. 36). A managerial position must really mean a higher level of responsibility, which, in addition to a higher grant, must be more proportionate to the leaders. It must be achieved that managerial responsibility should not be reduced to a lower level in the case of “worries”, but that the stereotype that it is enough to get to the managerial level should not be eliminated, since the system is no longer “permissive” against his own, formerly senior cadres. Not to mention the fact that besides theoretical qualifications and practical experience, the existence of outstanding leadership competencies must be an absolute requirement, the existence of which is not only tested by the biased “internal elements” of the system, but also by the selection expert teams outsourced from the police. In addition, managing individual career opportunities for the age group and years of service would be essential, which could fundamentally reduce the fluctuation rate and the chance of early burnout (Vári, 2016).

Unfortunately, there is not enough motivation for early school leavers to stay in the police for longer. The main reason for this is that the entry fees are extremely low, between appx. EUR 500 and 600 for a police patrol, while the salary officer does not rise to

appx. EUR 800.¹ While the cost of living has risen dramatically in recent years. Providing housing specifically in the capital is a challenge to keep the stock. The police provide only a minimal amount of housing support, with a maximum of appx. € 80 / month, which has not increased for years. While rental rates for a small apartment are in the range of 3-400 euros in Budapest.² It is only possible to accommodate a police hostel or allocate a service flat after a long, several-year wait and only in a limited number. The conditions for starting an independent life are completely absent from the system, so it is no wonder that the majority of young colleagues choose to leave the career after the first few years of service.³

b. New concept: performance management

In the '90s, new trends in public service management have emerged throughout the modern world. The ideas of managing a new public sector were established in the US in the nineties, and in Europe they first conquered the Anglo-Saxon countries. According to this, the goal is to create a small and cheap state, to meet the requirements of efficiency and effectiveness in providing public services (Pécsi, 2016). The management approach requires uniform application rules in the public and private sectors. In Hungary the practical introduction of this approach meant that after June 30, 1995, a difference in basic salary was possible in the public service, which reduced the constraint and provided some scope for differentiation. The divorce was decided by the head of the organization on the basis of the rating or performance evaluation of the public servant. As a prominent element of public administration reform, the public service functions related to this were completely renewed in Hungary in 2013. As an extension of the performance-based public service career, it was announced on January 21, 2013, and on July 1, 2013, it entered into force on Government Decree No. 10/2013. (I.21.) abbreviated: Performance Assessment System Decree (PASD). *“Performance appraisal in the public service can be defined as a recurrent, statutory management activity, in which the evaluator determines, assesses, and evaluates the performance of the benchmark and the recommended elements (for civil servants) for the assessed person.”* (Lóczy, 2014, pp. 25). On the basis of the new regulation, the individual performance evaluation of the public service is carried out twice a year, in electronic form, with the help of a unified and integrated public service performance management system based on common methodological principles, which are built on the whole of the public service.

The primary and overriding objective of the PASD is to improve the performance of the organization (and its) by improving the performance of civil servants. The realization of

¹ <https://24.hu/belfold/2019/01/11/rendorseg-fizetes-tulora/> date of access 28. 02. 2019.

² <https://privatbankar.hu/ingatlan/felelmetes-alberletarak-budapesten-mi-a-helyzet-az-agglomeracioban-322900>. date of access 28. 02. 2019.

³ <https://merce.hu/2019/06/02/ha-a-belugyminisztreiumon-mulik-iden-mar-nem-javul-a-rendorok-berhelyzete/>, date of access. 17. 06. 2019.

organizational goals, as in the private sector, is a primary consideration. The main goal of benchmarking is to test how the individual can contribute to this. There has been a significant change compared to the past, with performance appraisal, job evaluation and rating becoming a joint legal institution. In the previous system, the focus was on reward and compulsory distribution. The new system is development-based, so it contributes to individual professional and motivational developments and in conjunction with the further training system, also guides individual development and training needs (Biba & Kálmánd, 2015).

A new interpretation of the performance management human process means that the emphasis on evaluating past performance is shifting to improving performance in the future, i.e. instead of “lawfully” benchmarking performance (awarding rewards and / or base wage, etc.), and evaluating competence development (Vári, 2011, pp. 27). In addition to the outdated method of performance control, space-based and individual-oriented development based on competencies is gaining importance (Szakács, 2014, pp. 42).

According to the previous approach, performance evaluation was only a bad, bureaucratic relay in the system of human activity. Without looking at the usefulness and meaning, the leaders accepted the unnecessary administrative burden, which was considered to be purely formal, and they did not believe that there would be a real correlation between its application and the individual performance of the employees. The goal is to replace the negative attitude of the previous evaluation system with a paradigm shift. A trust-based, healthy incentive system. The change in attitude also overrides the negative attitude towards previous performance evaluation among managers and subordinates. Performance evaluation is an integral part of a career system based on the amount of time spent in service and / or the performance of a civil servant (Kardos, 2016, pp. 3).

The new Service Act, which also includes the reform of the career system in the case of the police, is also intended to influence the development of a future healthier police organizational culture and internal structure with a number of principles (Vári, 2016). He put special emphasis on the introduction of individual performance evaluation. The most important internal standards were also created with two inner regulations: Ministry of the Interior Decree, No. 26/2013. (VI. 26.), Ministry of the Interior Order, 36/2013. (XII. 21.). On the one hand, it also influences the promotion, and on the other hand it gives the whole stock twice a year. Due to its importance, it is very important that the performance measurement system is free from the influence of subjective elements. Prior to the entry into force of the new law, it is necessary to re-regulate the normative bases of police efficiency measurement and to adopt standards.

Police performance measurement has already entered its third year and is to some extent still suffering from childhood diseases. Generally speaking, a performance measurement system is good if its methodology is based on objective and precisely defined bases. Creation and determination are based on transparent and uniform metrics. In order to increase their appreciation and support, they must uncomprise the pressures of the central or leading directives facing the organizational units. Most importantly, the stock

will have to be “legitimized” and trusted at the time of the introduction and not be seen as an unnecessary and formal tool, which once again only gives managers the additional right to misuse the well-working but less loyal staff.

c. The system of police higher education

An important question is whether the experience of entering higher education as the starting point of the law enforcement career, its practical implementation is aligned with the human rights strategy of law enforcement with the general principles of the career model. Among other things, the principles mentioned above, such as individual responsibility, recognition and appreciation of progress, motivation and performance enhancement, and loyalty are being realized (Janza, 2011, pp. 33). With this idea is in line with the new Service Act Article 284 §. (1). established the legal status of the candidate for the post of student at the National Public Service University for the purpose of claiming a career. The Honorary Candidate has a scholarship already during the training period and concludes a contract with the law enforcement agency. On this basis, the obligations laid down in the law and in the scholarship contract are borne and are subject to entitlements. The primary duty of the Candidate is to prepare himself for the performance of service in the rank of officer of the law enforcement agency. It is a part of the commitment that you will be required to continue working for the organization for at least the same amount of time as the training period (The new Service Act, 284.§. (3).)

Thus, the entire training period will be publicly funded and the acquisition of the BA (Bachelor) degree will become free for the learner. There are three training cycles built on each other at the National University of Public Service (NUP) providing a higher education level:

- Bachelor training
- Masters courses
- Doctoral training.

The bachelor and the master courses can be organized in mutually built cycles, as split training, or in the case of statutory training as undivided training (e.g. a lawyer or a doctor). This is not possible at the NUP, which also serves to build the cycles of career theory and practice. The structure of split and undivided training is defined by the Government. In the framework of higher education, vocational education and further training in higher education can also be organized as a non-higher education level. Basic education (baccalaureate, bachelor) and qualification can be acquired. The basic level is the first level of tertiary education that entitles you to start your master’s degree. The training and output requirements determine what qualifications can be obtained in the initial training. The training period from the academic year 2017/18 is already eight semesters instead of six. Masters courses (magister, master) and professional qualifications at the NUP are only possible for internal applicants, and do not start full-time training. The Master’s degree is the second tertiary level. The training period is four

semesters. Part of the NUP training program is the doctoral program, which prepares the doctoral degree after the completion of the master's degree, and can apply for full-time and correspondent work schedule training. For a doctoral degree, a higher education institution may be eligible for a Master's degree in a given discipline (Árva, 2014, pp. 16) Doctoral training at the Doctoral School of Police Science (RDI) is based not on training but on research-based knowledge and contributes to the spread of a knowledge-based law enforcement culture. It sets additional goals, as well as providing highly qualified professional excellence in addition to providing university lecturers and academic researchers who acquire problem-sensitivity above average levels of skilled professionals, open-mindedness and analytical skills in new social phenomena and emergencies (www.rtk.uni-nke.hu, 2018).

d. Progress, performance motivation

There are a number of other distinctive features of the Officer Legal Relationship. Among other things, the officer-candidate is signing a contract with the police, which undertakes to fully finance the training costs during the training period, i.e. 4 years, while the student undertakes that the police will double the time of the training, i.e. 8 years after the qualification. remain in its possession. If you do not fulfil this obligation, that is, you would leave the course sooner, you will have to pay the cost of the training on a pro rata basis, which is almost 15 thousand Euros over the entire period and with this solution, the police try to mitigate the dropout and reduce training costs. The other solution is that the student entering higher education will be immediately transferred to the staff of the police, so the personnel administration will take place there as well. This allows you to avoid leaving the school if you do not want to leave school and not get out of the law enforcement career, but you can even be placed in a police patrol without getting an officer (New Service Act, 284.§. (4) p.). This is to ensure that you attend basic law enforcement training during the first six months of your training, then take an exam and an oath. At the same time, it provides a slot qualification, so it enters into higher education by acquiring a police qualification compared to the specialized training. The officer candidate may also decide to discontinue the training and choose to take on the professional staff, and to do so in possession of this qualification (New Service Act, 286.§.(1) p.).

The university's scholarship scheme is set by the university with its own internal regulators, ensuring that in addition to the permanent monthly scholarship scheme, an increase in motivation as a means of motivation for students who perform well in their average level of education is recognized and rewarded in money form during the training period (New Service Act, 288.§.(3) p.). In addition, they are provided with free-of-charge dormitory accommodation, meals, uniforms, scholarships, and reimbursement. If the student fully meets the higher education requirements set by the University, and even achieves outstanding results, he/she has the opportunity to decide, based on his/her rank in the ranking according to the average of his/her studies, which of the places offered by the police after graduation. This option is also suitable for enhancing individual responsibility and performance and fits perfectly with the career model system.

4. CONCLUSION

Reviewing the main elements of the relationship between the police career model and higher education, it can be concluded that the legal framework required for a career-oriented police career has been established in line with modern international regulatory trends. The underlying institutional, logistical and IT developments have also taken place in this context. As a result, the National University of Public Service, which provides the backbone of a partially integrated career, has also been established. The University provides the students with a common modular training that provides insight into the knowledge of the neighbouring career ways, in order to achieve the strategic goal of unifying knowledge and cross-fertilization between career ways. The most important objectives of the civil service career reform have been transformed into the law enforcement sector strategy.

The new professional Service Act was born, which was synchronized with the principles of modern public service, so that the career of the police from the direction of the “militaristic career” significantly shifted towards the civilian career of government officials. The new Service Act is designed to bring young career starters to work and develop loyalty to the police profession and also it introduced the office of a candidate for the post, which in many ways fits into the career model. On the one hand, in the initial stage of the training, it provides a state qualification corresponding to the lowest level of police work, so a student entering higher education may be placed in the police work organization in case of interruption of his/her studies, and on the other hand a proportionate and additional financial grant is provided for the student who wants to study and performs good performance; and location-based listing system. All in all, it can be stated that the higher education of the police adjusts to the concept of the career model and the strategic objective of the regulation. It provides an appropriate intellectual foundation and provides an autonomous margin of manoeuvre for the student’s personal responsibility, which, as an outstanding individual competence, is synchronized with the principle of lifelong learning in terms of performance motivation and self-development. There is a significant improvement in outgoing officers in higher education, police officers continue to face serious problems with their officers, especially in order to increase initial career motivation and reduce career leakage, requiring urgent reforms and new reforms.

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2. The Service Relations of Professional Members of the Armed Forces Act, No. 43/1996. (former Service Act.).
3. Legal Service of Officers and Deputies at Law Enforcement Bodies Act, No. 42/2015. (new Service Act).
4. Government decision on the introduction of the new public service career Government Degree, No. 1846/2014. (XII. 30.).