INTEGRATED MANAGEMENT MODEL
FOR THE POLICE OF THE HUNGARIAN REPUBLIC

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Summary

The article systematises in the PHARE program -called 'EU Conform Distance Learning Management Training PILOT Programme for the Country Police-Headquarters within the North-Eastern Hungary Region'- realised methodological and concrete development results from 1999.
In the article we outline the model and the producing process by which the conceptual frame of the concrete solution can be known. The study consists of three parts: in the first part the basic trends connected to the quality are summarised in the context of how the strategic management treats and transforms to the organisation these requirements. In the second part the main concrete steps, methods and results of the last period (2-2,5 years) are summed up, while in the third part the integrated management model suggested by us is outlined.

The development of integrated management models, representing a research topic in Management Sciences for 15–20 years has been made necessary partly by developments in Information Technology, partly by the demand for linking the achievements of various specific tasks, functions and sub-systems.

- This paper is also based R & D motivated by similar reasons and factors:
    – the authors also deal with fields of management and organizational theory related to present study from this perspective.(e.g. strategic management developing organisations quality management)
    – They have been leading and acting as advisors of the EU Conform Distance Learning Management Training Pilot Programme for the County Police Headquarters Within the North-Eastern Region of Hungary since 1999.

This paper gives a survey of the theoretical and concrete results in development achieved by the authors within the framework of this program.

During the programme the clarification of the notion of EU conformity has become of primary importance. According to this the challenges affecting the Police of the Hungarian Republic are as follows:

- implementation of new quality cooperation with administrative-self government organs
- improvement of the public order, criminal investigation (etc and that of police services)
- ensuring creation of suitable connecting surfaces in the interest of cooperation with EU member countries and professional organizations

- Stronger social control in a more liberalized environment of human rights should ensure more efficient and more admitted operation

After having examined the police models operating in EU countries you can state that

- there are no unified police model, or operational / operationalising systems existing in the EU member countries either, and
- the synchronization of values always defines quality and excellence as common standards for both profit-oriented and non-profit economic organisations in each country.

It means economy or rather the whole society preserving national characteristics and cultural values is integrated into a unit according to these values.

This paper is an integrating part of a study of 800 pages that features the model and the creating process leading to a conceptual solution.

Consequently the paper is made up of three parts:

- In the first part TQM principles defined in ISO 9001:2000 and trends of ISO 9004:2000 are presented in line with the way strategic management transforms these values into the organization. The connection between BSC and strategic management also should be looked at from this perspective, because they constitute the basis of the elements of the integrated model in this way.
- The second part reviews the concrete tasks, their implementation and results carried out for the past 2–2,5 years
- The third part focuses on the final solution, the integrated management model recommended.

1. BASIC TRENDS

Considering quality, costs and time being permanently in contrast, you can expect the 21st Century to see a more even management of all these 3 important economic factors due to the reduction of time (turbulent changes).

As a result of this, the overall perception of quality – recently integrating innovation as well – is based upon this logical sequence in quality oriented management models. Further developments also head towards this direction.

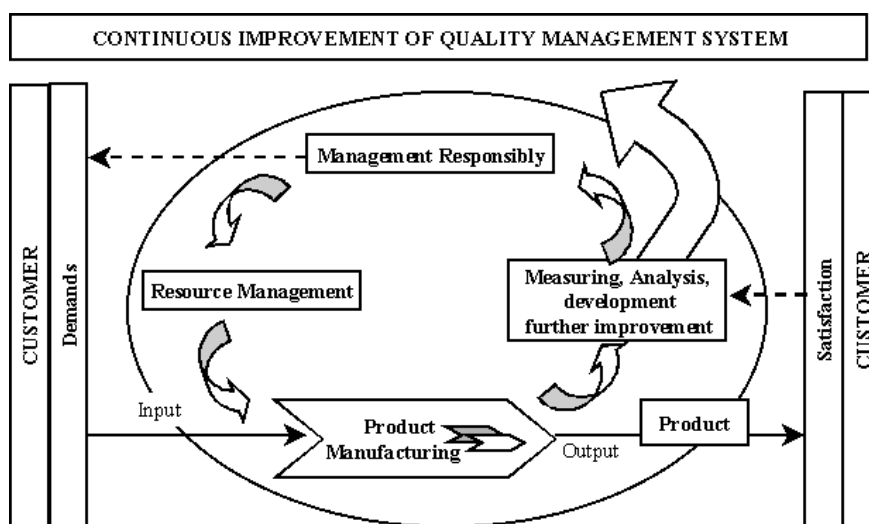## 1.1. ISO 9001:2000, AS THE STARTING POINT OF EXCELLENCE

Fig. 1
The flowchart of Quality Management

THE NEW STANDARD IS PROCESS – CENTRED
With the process control tending to get into the focus and gaining more and more importance the process-centeredness of Quality Management can contribute to the integration of the QM into the company processes of key importance. (Fig. 1)
It is not doubtful that TQM based on process control should be more efficient and effective than its earlier version: TQM built upon on traditional functions of the company.

CUSTOMER FOCUS
ISO 9001:2000 focuses on the customer. The standard begins with customer demands and targets to meet customer satisfaction.

THERE IS ONLY A SINGLE MODEL
In this case there is only one model to be considered instead of the previously applied three (ISO 9001, 9002, 9003) models, which improves standard perception and tends to avoid questioning whether 9001 is superior to 9002 or 9003 or not.

ISO 9001:2000 AND ISO 9004:2000 COMPLETE EACH OTHER
In the future it will be much easier to switch over from ISO 9001 to a new, more intensive Quality Management system than it used to be, since ISO 9004:2000 is coherent with ISO 9001.

EASY INTEGRABILITY
Compared with the previous systems, the integration of the environment-centered QM system based on ISO 14001 becomes easier, and will be further facilitated by the appearance of the next version of ISO 4001.

THE DOMINATING ROLE OF QUALITY MANAGEMENT
Quality is a strategic factor, a key to the successful future. We perceive quality in a broader sense than earlier. In our interpretation it means: quality in thinking, quality in action, quality in leadership, quality in behaviour etc.
A well composed Quality Management system can be regarded as an ideal starting point for each future challenge that the organization will have to face. A flexible Quality Management system meeting the demands of the organisation will really support the organization to satisfy everybody involved and to achieve the continuous development of internal efficiency by the best possible utilization of the available resources (people, money, raw materials energy, time, etc.).
The quality concept will only lead to success if it stops being self-standing. The big gap between business goals and quality goals is a major problem. Even well-composed quality systems meant to be further developed can (especially – during regression) collapse, if they are not totally integrated into the whole of the business system. Consequently the issue

of actual quality integration into business processes is of primary importance.

Integrating quality means that the whole organisation is able to renew itself, its procedures, its basic competences and abilities in order to keep its competitiveness for a long time. The leaders have to acquire the skill to improve and renew the organization by applying the concept and tools of quality in their everyday work. The conception of quality should affect the whole organization and its each single process.

The acquisition and application of PDCA cycle (PLAN – DO – CHECK – ACT) can be the first step to integrate quality into the everyday routine of each business process. The integration of quality systems can be achieved

- by enhancing intensity (increasing efficiency of management systems)
- by unifying sub-systems (e.g. ISO 9000, ISO 14000 etc.)
- by accepting / adopting award programmes.

This paper focuses on the relationship and integration of management models and excellence programs. In order to understand this process, it is expedient to review the role of quality standards, quality awards together with external evaluation and self-appraisal with special emphasis on the latter.

The standards play an important role in the protection of the natural and social environment, safety and in the liberalization of world trade.

Quality standards prescribe the minimum demand that has to be met by all organizations in the market to avoid the risks of discrimination:

- standards can bring about their specific competitive advantages by starting out from a universal set of requirements
- the quality required by the standards defines a common level which serves for assisting to harmonize the relationship between the participants of the market
- the standards do not target to prevent organization from developing their own competitiveness
- standards serve as tools for eliminating the technical barriers to trade and inspiring confidence between business partners.

Quality awards like – Malcolm Baldrige Award, Deming Award or European Quality Award aim at enhancing the competitiveness of specific economic systems through the satisfaction of the participants and the continuous development of internal efficiency.

Adopting this method organizations can define their own position on the way to excellency.

We must consider that intensive competitiveness based on individual initiatives is endangered by the overuse of award models and self-evaluation tending to turn into rigorous standards. That is why rather models tailored to specific needs should be targeted instead of standard models.

Self – evaluation being an ideal tool for improving competitiveness should be integrated into each up-to-date model. PDCA cycle has to include self – evaluation as well in phase C (Check).

Really efficient self-evaluation has high diagnostic values. It facilitates that organisations could overcome the weaknesses hindering them to accomplish their goals, thus leading to a greater satisfaction of all partners affected and a continuous improvement of internal efficiency.

Total Quality Management and the standardized model are not synonymous. TQM: is a conception, an overall management method to improve quality and enhance competitiveness as opposed to a generally applicable standardized model. It is multidimensional and dynamic. It puts special emphasis on all the important issues related to employees' participation and continuous improvement. Involving all members of an organisation also means integrating cultural issues into the perception of TQM. As a result, it seems to be evident that no single universal standard could be generally applied in all fields.

Tito Conti helps users to select models most suited to their level and business goals together with routes of improvement through examining the direction of improvement and positioning QM models.
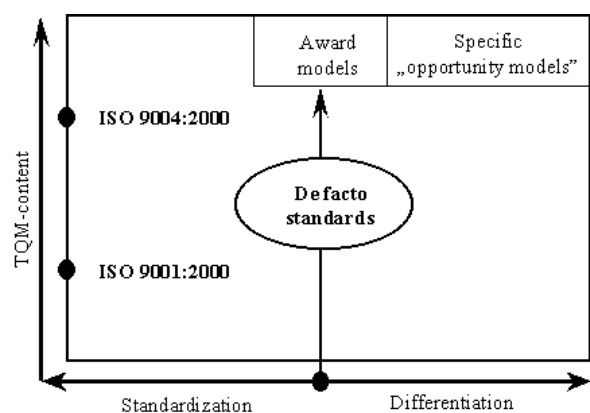

Fig. 2.
Positioning Quality management models

The main concept of specific 'opportunity models' states that the main task is to find the best possible solution tailored to the specific needs of the organization and to the changing conditions, since there is no one single universally 'good' solution. Goal: to achieve the strongest possible cooperation between development results and organizational measures as this is the best way to ensure that the measures taken should really be effective and efficient.

In order to reach this goal managers should develop special skills: diagnostic, causal and builder's skills. They should possess all these to be able to plan and create a specific Quality Management model best suited to their organisation.

Certainly they cannot move towards awards model from a zero position. The most obvious route could be: ISO 9001:1994 ® ISO 9001:2000 ® ISO 9004:2000 ® EFQM. It means the TQM content of ISO 9001:2000 has increased compared to ISO 9001:1994. It can be further increased by the application of ISO 9004:2000. The organisation is able to proceed towards awards models from this position.

If we do not need either the audit or award models, but a managing model suitable for consistently managing self-development, the role and prerequisite of opportunity models can be given a more favourable judgement. The best possible competitiveness should be accomplished through 'opportunity models'.

1.2. WAY TO EXCELLENCE ISO 9004:2000, EFQM MODEL

The issues mentioned above are all the more important as expanding ISO 9004:2000 to police activities in the capacity of service (with all its specific features of course) could be termed as a trivial idea. This standard is built upon 8 major principles of Quality management.

Customer focus (1)
>   Meeting expectations, over -fulfilment

Full commitment
- leading people (2)
- involving people (3)
- partnership with suppliers (4)

Process-development
- process-centered approach (5)
- system-approach (6)
- decisions based on facts (7)
- continuous development (8)

Without going into detail you can observe the dominance of process-centered management.

The necessity of the process-centered approach is emphasized by A. R. Tenner and I. J. de Torro, [10] concluding that nowadays, it is not people, products or companies that compete, but there is a competition between processes. Business performance is the result of all processes applied by the organisation. General Electric has come up with the following definition: a world organisation is an organisation that knows all processes to a greater extent than rivalling organizations do their own processes.

The new approach can be characterized by concentrating on customers and processes rather than focusing on bosses. Functional roles and titles are replaced with 'owners of processes', who take the responsibility and are held accountable. They are in charge of operating and developing processes.

In traditional organisations information flows through a chain of command and follows the route of hierarchy. Decisions are made at the top level. As for process-oriented organisations, there is a direct, primary relationship between the customer and the organisations. Problems have to be solved where the necessary knowledge and information are available. Rights to make decisions are to be expanded to the lower levels of the organisation, while the upper levels also should 'submerge' in the process of implementation. (Fig. 3.)

Issues	Traditional approach	Process-centered approach
Focus	Boss	Customer
Direct relationship	Chain of command	Customer organisation
Orientation	Hierarchic	Process
Decision making	Management	All employees
Style	Autocrat	Participant

Fig. 3
Comparison of traditional organisation vs. process-oriented organisation [9]

Process performance has to be measured in two fields: effectiveness and efficiency (Fig.4.)
Effectiveness – "to do the right thing" – indicates what we have produced compared against what customers demand or expect that is customer satisfaction. Effectiveness can be increased by further developing and improving the product, the service and/or production processes.
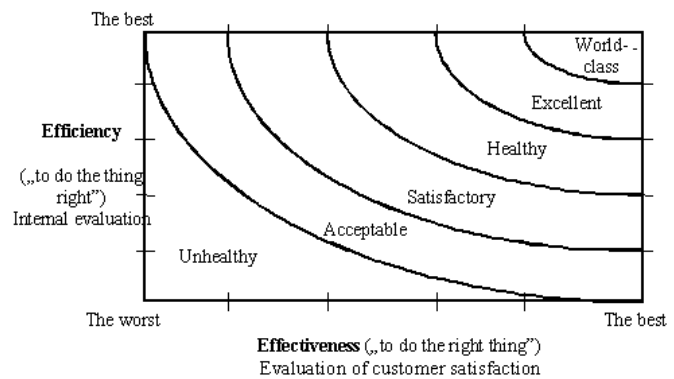

Fig. 4
Evaluation of Process Performance [9]

EFQM excellence model takes over the logic sequence of ISO 9004:2000 when perceiving 5 data and 4 results in self-evaluation. This model has risen above ISO concept. It went beyond even its own perspective in 1999. (Fig. 5.)
The basic principles of EFQM MODEL
- Result-oriented
- Customer focus
- Stability of Management and goals
- Management based on facts
- Employee development and involvement
- Continuous learning and improving
- Developing partnerships
- Accountability and responsibility to society

Basic characteristics of the improved EFQM model:
- The new model does not address only customers – though they are the most important participants – but all parties involved in the organisation or affected.
- It expands to all kinds of partnerships including joint ventures, joint promotions, market co-operation, joint training programmes, virtual organisation and of course customer, supplier relationship.
- The learning cycle has been built into the model. It begins with evaluating of data and results. Then it turns into an innovation project through learning processes.
- Knowledge management is a new element of the model, relying not only on the knowledge of company employees but capable of utilising knowledge coming rom external sources as well.

EFQM defines "self-evaluation as an overall systematic and periodic examination of activities and results of the organisation, compared against an excellence model. It enables organisations to recognise and clearly distinguish their strengths from fields to be improved.
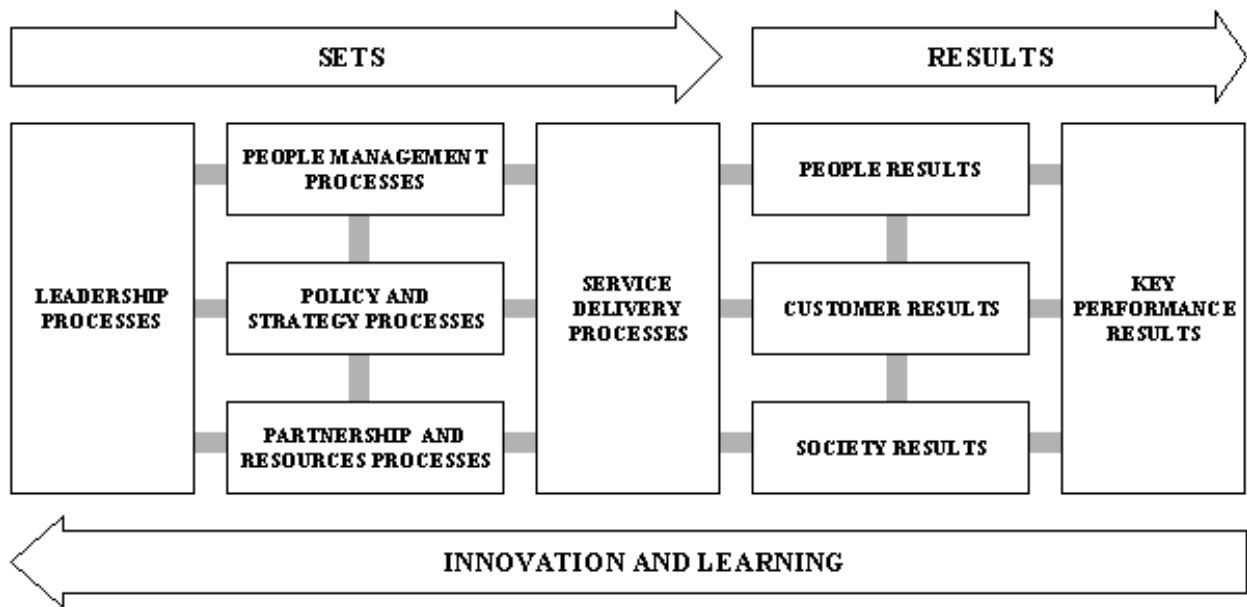
Fig. 5.
EFQM Excellence Model

Self-evaluation process culminates in planned developing and improving activities whose advancement is paid attention to."

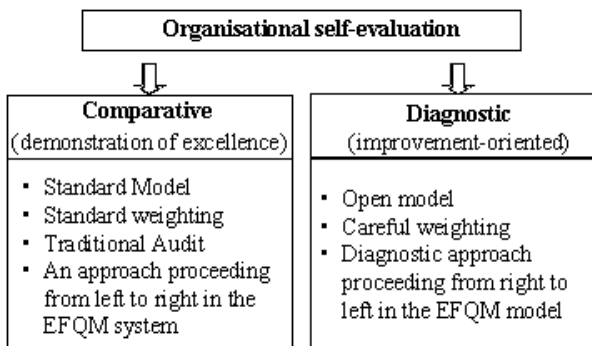Fig. 6. presents two types of organisational self-evaluations

Fig. 6.
The types of organisational evaluation [9]

Consequently EFQM model is capable of operating an organisation providing management programme, conveying norms of excellence, implementing efficiency improvement management together with handling knowledge management.

The organisation being able to profit from and adopt the opportunities available can create its own management systems tailored to its needs and coupled with the advantages of a well-known excellence model.

This model provides opportunities to compare its application by other users (benchmarking), which has already proved efficient. Unfortunately industry does not utilise these opportunities in an optimum way. A great number of companies still insist on the published version of the model.

All this has demonstrated the connection between ISO standards and EFQM models, making obvious the convergence and integration of these systems.

	ISO 9001:2000	ISO 9004:2000	EFQM
Quality concept	8 b a s i c p r i n c i p l e s		
Focus	Customer	Parties involved	
TQM content	Small ⇒	Medium ⇒	Big
Demands	Minimum ⇒	Follow-up ⇒	World-class
Evaluation method	Auditing	Diagnostic self-evaluation	Comparative self-evaluation
Evaluation results	Conformance Yes/No	Effectiveness Efficiencies	Rate of excellence

Fig. 7.
The convergence of ISO 9004:2000 and EFQM model [9]

1.3. THE CONNECTION BETWEEN STRATEGIC MANAGEMENT
AND OPERATIVE CONTROL

The authors have already published several papers on the perception and theory of strategic management [1, 2, 3]. Hereby we want to highlight two essential issues.

➤ Strategic management, being in charge of defining and controlling change management initiates and co-ordinates transformations affecting the system of the company and the institution. These actions affect the strategy, the structure and culture as a whole. The tasks and duties meant to transform the system include a small part of evolutionary character that can be generated by the continuous developing actions of TQM.

➤ Projecting changes always demand resource distribution, project management, motivation together with performance evaluation. In addition to operational activities, performance evaluation should refer to strategic, structural and cultural changing programmes as well. The most up-to-date method to achieve this is Balanced Scorecard with its further developed versions, which connects strategic management with operational management.

➤ BSC basically means a complex procedure of performance evaluation which was developed as a response to the demand raised by owners and top management who were less and less satisfied with company financial reports and claimed a more complex, overall business evaluation and goal-positioning.

BSC is a management method that reflects past performance completing financial indicators, while it also provides precise information about factors affecting performance in the future.

You can get access to the mosth detailed description of the method in the book written by its creators, Robert Kaplan and David Norton. Here we give only an insight into it to an extent that is necessary to understand the third part of the paper.

BSC organisational goals together with measures indicating the implementation of goals have to be generated from company strategy. In general goals and indicators examine the excellence of operating a company from four different points of view:

➤ *financial* – The perspective from which owners judge what business results the organisation has achieved.

➤ *customer (and partners)* – The perspective from which they look at the company, and the way it creates new values for them.

➤ *operational (inner) processes* – The way internal processes promote to implement the goals of company strategy. It also looks at in what fields company processes are to be transformed or improved.

➤ *learning and development* – The way future goals can be carried out, that is how employees, systems and procedures can be developed.

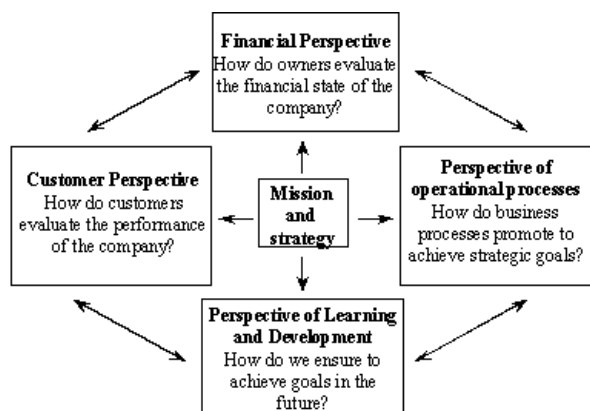Figure 8 shows the interrelation of all these issues.

Fig. 8.
The interrelation between the issues examining company operation and their connections with company strategy

One of the basic ideas of BSC is that the organisation should develop evenly, and it is a mistake to focus only on certain BSC issues.

When applying BSC goals are segmented, structured and made measurable against measures / indicators, which are attached to actions.

Operationalising BSC: The first step of management cycle based on BSC is to develop BSC and then to expand it to the level organisational units, processes and individuals. The next step consists of defining the desirable value of indicators and linking action plans created during the process to business planning. The analysis of values measured and obtained during the operation of the system provides the base for strategic learning. By drawing conclusions from it and using it in the capacity of feedback to develop and modify BSC the system becomes complete.

BSC versions: The four perspectives of BSC mentioned before often have to be redefined according to the operational area of the organisation. This perception typically applies to customer perspective. The 'new' perspectives obtained this way can be supplier, partner environment or society perspectives. In certain cases. It is not a rare phenomenon that there are even five 5 or 6 perspectives.

It makes an important difference that with non-profit oriented organisations the most important BSC perspective is not the financial one but customer perspective or something else corresponding to it, for example society perspective. In cases like this identifying goals should be commenced from the new perspective, whereas top goals should be generated from the mission of the organisation.

2. SUMMARY OF THE EU CONFORM DISTANCE LEARNING MANAGEMENT TRAINING PILOT PROGRAMME FOR THE COUNTY POLICE HEADQUARTERS WITHIN THE NORTH-EASTERN REGION OF HUNGARY

Accession to the EU is a challenge not only for those directly involved in market-economy best also for the public in Hungary. This new situation requires changes in former operational methods, structure, behaviour together with certain aspects of culture. This is also true of Hungarian public administration and police activities.

This provided the background for the Faculty of Economics of Miskolc University to win the PHARE competition called Development of Human Resources. Our task has been to set up a EU conform distance learning management training pilot programme for six county police headquarters.

Participants of the Project:
  ➢ "Borsod-Abaúj-Zemplén" County Police Headquarters
  ➢ "Hajdú-Bihar" County Police Headquarters
  ➢ "Heves" County Police Headquarters
  ➢ "Jász-Nagykun-Szolnok" County Police Headquarters
  ➢ "Nógrád" County Police Headquarters
  ➢ "Szabolcs-Szatmár-Bereg" County Police Headquarters
  ➢ Department of the Interior
  ➢ HQ of the Hungarian National Police
  ➢ "Szinva Holding Ltd."

The consortium has defined both the long-term and short-term goals:
  ➢ Long-term goals:
    – Meeting the expectations related to EU accession in the north-eastern Region of Hungary through the integration of internal & external professional knowledge.
    – Integration into the national strategy and joining the regional development strategy
    – Increasing the participation of Miskolc University in problem solving affecting the region.

  ➢ Short term goals:
    – Common use of experience, knowledge and resources of cooperating partners
    – In addition to updating the organisational and structural background, acquiring managerial mentality and practice on strategic planning, organisation and continuous quality assurance in conformity with the EU.
    – Implementation of a more up-to-date and efficient recourse management practice
    – Creation of the model of integrated management for the Hungarian National Police.
    – Increasing the managerial knowledge of top managers and that of the staff directly reporting to them.
    – Developing quality-oriented mentality.
    – Improvement of co-operation skills
      – within the county law enforcement structure
      – on a regional basis (within the law enforcement structure)
      – with the population (the police and the society)

The tasks set in the programme can be divided into two partly parallelly running sub-projects, whose splitting into two was justified by the nature of activities. The manager training sub-project involves the elaboration of adaptive model primarily built on training's and workshops, while the curriculum development sub-project means developing training material and training packages to be integrated into the model.

Table 1 features definitions of tasks in partial projects; the methodology applied in the project, the results and the duration of time. This table will provide the base for presenting our way of thinking and the results achieved so far. The first pillars of change aiming at developing a common way of thinking are as follows:

    – strategic analysis, recording position targets and elaborating strategic action programs
    – developing processes conform to change strategy, restructuring structural elements
    – elaborating cultural change program by co-ordinating its value, mentality and behavioural components.

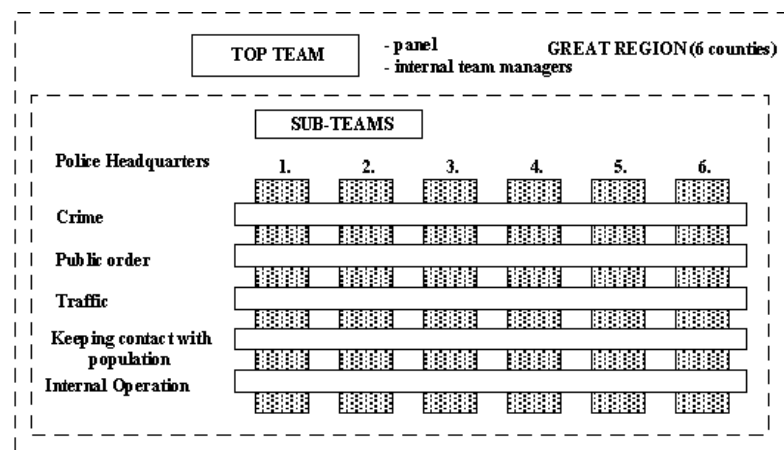The structure of the co-operation is shown in the matrix below: Fig. 9

Fig. 9.
Whenever we organised teamwork, and formed teams we followed the pattern
of the matrix certainly with regard to the character of the task.á

Table 1

Project advancement		Duration	Category of examination	Applied Methodology	Results/Reports
Manager training sub-project	Developing training program sub-project				
• A course to promote the development of a common approach • Teamwork to explore problematic areas and to define strategic objectives • Preparations for the elaboration of strategic action plans; teamwork		06 1999 – 04 2000	– Target system of changing process – Definition of basic pillars of change – General operational defects and their integration into the EFQM model – Requirements of EU conformity – External and internal communication – Integration of projects already existing into EFQM – Negative factors affecting management efficiency – Defects of present organisational structure – The connection between underfinancing – connection between operation and efficiency – Fact vs. plan analysis in each professional area and economic management	– Training – Making scenario – Metaplan – Brain-Storming – Brain-Writing – Pro-contra interaction – Portfolio-analysis – Brain-Storming – Process examination – EFQM – Shocking situations, role play – Project forms specifications – Ishikawa diagram – Force field Analysis of key participants	– Training – Scenario – Interim report recording strategic position targets – Schedule (3projects
• Elaboration of action plans • Determination of the main components of the cultural shift project	• Elaboration of training programme • Determination of training schedule and the range of those involved	05 2000 – 12 2000	– Performance-oriented incentive scheme – public order – Crime prevention – Budgeting to cover needs, efficient management of assets and funds – Key elements of the vision of future in new culture – Basic elements of mission – Examination of key factors of cultural change at each police headquarters involved – Basic elements of mission – Examination of opportunity for front/back operation – Implementation of EFQM self-evaluation	– Brain-Storming – Task division through small group work – Making individual suggestions – Role-play – Ranking by estimation	Project advancement report Training program Interim reports fixing key elements of cultural change

Continuation of table 1

Project advancement		Duration	Category of examination	Applied Methodology	Results/Reports
Manager training sub-project	Developing training program sub-project				
● Examining options for designing / developing organisation in team work ● Evaluation in teamwork	● Development of the support system ● Specification of the dominant components of quality assurance system of the course	01 2001–03 2001	– Defects and errors of the present organisational and operational system of the Hungarian Police – Examining and Qualifying principles of designing / developing organisation – Scope and categories of measuring satisfaction – Examining introduction of Balance Scorecard System – Structuring training materials	– Metaplan – Defining structural characteristics – SORK – Task implementation in small groups – Preparing action program	– Interim report on summarising possibilities of designing and developing organisations – Schedule (2 projects) – Support system, – Training, quality assurance system – Synthesising interim report

● Elaborating project
 	
● Elaborating project
	● Development of syllabuses
	Development of course materials
	● Preparing training packages
	Course material testing
		04 2001–06 2001
		
		12 2000 –09 2001
			– Integrated management model
			– Management
			– Strategic management
			– Strategic planning
			– Process control
			– Performance evaluation
			  – crime persecution
			  – public order
				Writing training books
				Creating training packager for distance learning
				Manuals
				Team work
					Syllabuses
					Manuscripts
					
					Training packages

● Pilot project evaluation in the form of teamwork
● Determination of the current tasks of the continuation of the project
		10 2001 –12 2001	– Crime prevention
			– Economic management
			– Measuring satisfaction
			  – external
			  – internal
					Evaluation report
					Script
					Training books
					Training packages
					Extension study

In the framework of the first teamwork we set it as a common target to create the model of excellence for the Police of Hungarian Republic together with learning the methodology problem-specification, solution and its actual application in strategic planning in the everyday practice of the police of six counties.

We defined the major trends and issues meeting the requirements of EU conformity by structuring the major problems according to EFQM, which are as follows:

> enhancing professional recognition and money incentive
> enhancing strategic thinking (human field)
> improving professional knowledge / skills of job
> introduction of TQM
> transparent budgeting
> improving internal and external communication.

While delivering strategic planning we performed portfolio analysis whose headstones were the external assessment of the organisation and the factors and issues whin the organisation. In order to achieve our goals we positioned the present and planned state of action areas by two sets of criteria weighted by direct estimation. The team ranked professional knowledge and skills, empathy and reliability as the most important issues of external judgement of the police. As for the internal issues (issues within the police commitment, the quality of the staff, sence of vocation, and interest were given priorities. To move on from the present state, the first step was to identify actions and barries, worked out in depths later.

The objective of the second workshop was to plan and prepare strategic action programmes. During the 3-day workshop we were looking at the possible directions of moving away from the present state by applying several methods like project forms, specification, Ishikawa diagram and force field analysis. White dealing with the issues of organisational structure and underfinancing we wanted to find out to what extent these aspects dominate the implementation of the project. We defined three projects through integrated teamwork:

> Development of performance-based incentive bonus scheme
> Crime prevention and safety
> Meeting budget, more efficient utilisation of assets and money

The team dealing with developing performance-based incentive bonus scheme first determined the structure of interests within the organisation of the police, then targeted to define the scheme of subjective and objective personal requirements. The internal structure of this is made up of:

> performance requirements
> behaviour requirements
> terms of subjective evaluation (based on qualification)

This was followed by working out the actual practice of evaluation.

The crime prevention project targets to define the scope and fields of crime prevention together with action groups and to accomplish task division between the police and public. The project has taken on making recommendations on the operational and/or organisational integration of crime prevention actions within the police. The project

concerning with economic planning has set the target of creating a planning system based on common norms, and measures (planning guide) so as to be able to provide financial resources suited to tasks.

The schedule of the projects was also made in the framework of the second workshop.

The third workshop aimed at defining the elements of the model of cultural change. The group defined high quality professional work as the most important component of future vision. The team members are convinced that the "police of tomorrow" have to have high professional standards and meet the demands of professionalism.

The second most important expectation determined by the team was lawfulness, which suggests a picture of the police always keeping the law and acquiring public satisfaction.

Besides these two principles, specialised police activities dealing only with professional issues, more efficient management, a human approach organisation and more efficient communication were highlighted as essential expectations to be carried out in the future. This vision of the future included both the internal values needed for the operation of the organisation and external success factors.

We set up a mission structure whose first three levels are as follows:

economic (expenses, staff number, assets)
external (the public, partners, society)
educational (achieving higher schooling and education, innovative thinking, using new technical devices, planned management training, manager selection, scientific co-operation with civilian organisations, introduction of applied sciences, adopting international experience, improving foreign language proficiency, enforcement of ethic norms work culture)
internal processes (transit time, flexibility, productivity performance indicators, professionalism, up-to-datedness).

The subdivision of mission into categories like this serves for several purposes:

> linking elements already existing with new elements
> indicating hierarchy between elements
> providing opportunities for extension and precision.

To move forward we examined the key elements of cultural change in all the six headquarters. Ten components (hierarchy, defining scope of job, major principles of organisation, systems, motivation, career development, abilities, communication change management and technical skills) were classified into the categories of "critical weakness" or "critical strength" together with the indication of typical barriers to them. The frequency map created by summarising the results has pointed out the problems, "the neuralgic points" whose examination can provide a base for a successful change.

Workshop 4. concerned with the possibilities of designing and developing organisations. Having examined the principles of designing organisations, we came to the conclusion that in this case the development of the organisation should be transferred into the logical system of matrix organisations.

The minimum three-dimension model should contain the following guiding principles:
> branch division basic competencies of the police (crime, public order, traffic safety,)
> territorial division (National Headquarters for the Police, County Headquarters for the Police, police forces, police officer)
> cross-sectional functions and services (human resource management, financial service, technical service, PR, labour safety, healthcare, duty projects on the level of National Headquarters for the Police, projects on the level of County Headquarters.

Projects can be accomplished in minimum, small organisations as well, which belong to project offices or the head organisation of the given organisation. (Fig. 10)
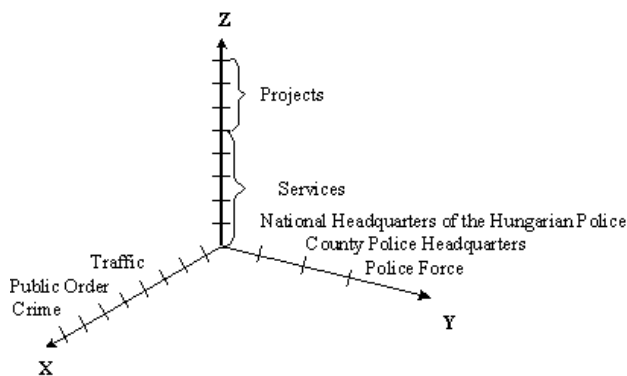

Fig. 10

We must emphasise that crime prevention, public safety, the relationships with civilian organisations or the public can be placed neither in the dimension of territorial division nor that of sectoral structure. These generally represent projects aiming at different goals, or tasks like maintaining relations for a long period, which could be operationalized through 1-2 project offices based on teamwork.

The operationalization of the project could be solved by activating the staff in readiness. The service dimension could be basically staffed by civilians, as there is no need for the official positions or rank to be able to carry out the tasks. When looking at the task vs. function variations we completed the functions vs matrix examination with the number of management levels and territorial division.

In order to measure satisfaction torwards the police, we had developed some training material for both surveying internal satisfaction and external satisfaction (that is public satisfaction), which also meant the commencement of the project.

During the examination of introducing Balanced Scorecard we defined the possible viewpoints to be applied in the case of the Hungarian police (economic statement, external relationships, learning, willingness to change culture, internal processes) and determined the result and performance indicators to measure them.

3. INTEGRATED MANAGEMENT MODEL AND MODEL CONNECTIONS

The meaning of the word 'integrated' is perceived here in several terms which can be summarised like this:
● Creating link between ISO oriented actions based on TQM and excellence models; Putting "revolutionary" or "evolutionary" systems in a common framework, or enframing systems based on action planning, distribution of resources, incentives and evaluation meant for form-breaking small-scale developments to assist strategic management.
● Establishing connection between strategic and operational management.
● The common establishment of developing and evaluating elements of normative comparability and measurability (between police forces, county headquarters, the national headquarter, and those of EU countries).
● Creating links between levels of knowledge transfer, that is on individual, group and organisational levels.
● Providing framework for headquarters on different organisations levels and operating under different conditions to generate development programmes.
● Giving common priority to the human element and TQM by linking organisational learning and developing staff.
● Integrating the values and sub-systems of developing actions taking place in the organisation of the Hungarian Police.

These requirements go far beyond the framework of the classic EFQM model, so we have brought about an integrated management model including generalised EFQM principles and BSC where knowledge transfer is achieved by linking models of direct individual learning and distant learning.

The sub systems already existing can be indicated within this new framework by locating them. (Robotcop, Police Innovation Bank, PEODESY system, … etc.)

3.1. GENERALISED EFQM MODEL

By **management** we mean not only TQM approach, quality customer-, supplier-, resource support
> but leadership culture
> decision-making techniques
> problemsolving methods
> operational management techniques
> methods and support
> elements of project reports … etc. as well.

Thus the connection between management style, culture, operational behaviour, operative control and transforming management to be tackled together.

In addition to planning human resource and participation when leading co-workers we should consider the connections between scope of job analysis and evaluation systems; the precisely defined sphere of competence, work and behavioural evaluation systems and job requirements. Carrier planning, replacement data banks together with staff-developing systems related to them are of also key

importance. Commanding, managing, evaluating systems and incentive bonus schemes are also to be indicated here. It is obvious that the cultural issue of management is essential from the viewpoint of employee competence here as well.

As for **policy** and **strategy,** we must state, that they need multiple expansion. The policy, the mission declaration are satisfactory in the capacity of summarising guidelines.

The further actions, however, should be examined from the perspective of change management. We must ensure that the elements of change management should operate here and strategy, culture, structure as the main fields of actions or carriers of actions be integrated here. That is why it is expedient to define and perceive the notions of changing actions and projects here, that can comprise the minor TQM based process-development actions as well.

The extension issues for resources are competences based on knowledge, capital gained through relations and connections together with partnering relations. The processes should be extended partly from the viewpoint of structure, partly from the viewpoint of contents.

It is vital that the notions of the so-called system processes and operational processes should be distinguished from each other and clarified. The logic of ISO should be interpreted in terms of structure / or in a more structured sense. Operational processes make up key processes, that is critical processes, whereas system processes create link between data and results.

Employee satisfaction can be expanded to all employees. Leader's satisfaction, that of those who are led and their attitudes can be broken down into three main categories,
- ⮞ job satisfaction (motivation, incentives also belong here)
- ⮞ identification with the job
- ⮞ commitment to the organisation.

Evaluating job competence, and behaviour and that of product-based performance also come under this category. Elements of customer satisfaction can be divided into client and public satisfaction, or we can differentiate between internal and external clients.

With social satisfaction, local governments, governing and civilian organisations and the media are to be examined separately from each other.

The business and economic evaluation of key processes do not need re-evaluating, as the emphasis is on economic management and police statistical indicators.

The generalised EFQM model can be evaluated:
- ⮞ Through normative, comparative method, that is proceeding from the left – to the right, from the date towards the results. The comparison of the different territorial units of the police is based on a manual about self-evaluation made and used just for this very purpose.
- ⮞ By diagnostic evaluation, proceeding from the right – to the left, ie. starting out from results or from the lack of results so as to achieve self-evaluation based on cause – and – effect mechanism.

Table 2.
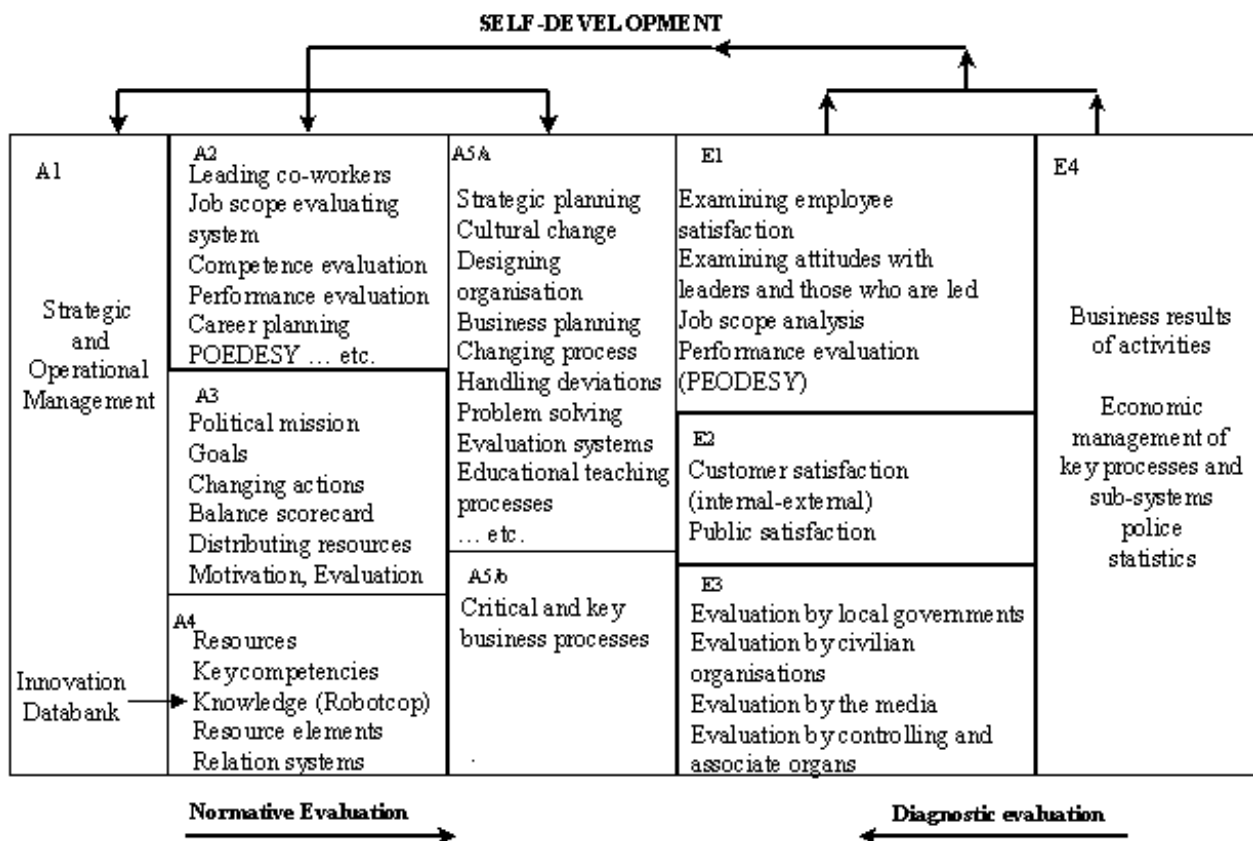
In this respect two major issues are to be focused:

➢ The normative and diagnostic evaluations can be delivered together since conclusions and consequences are different.

➢ Diagnostic approach makes it possible to build the system in phases that is the detailed evaluation of data and results always takes place considering critical processes.

The relationship between generalised EFQM, classic EFQM and ISO 9004:2000 is featured in figure 11.
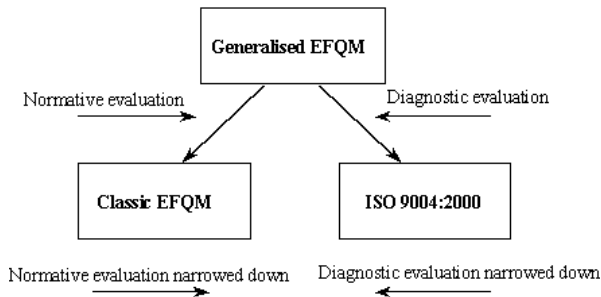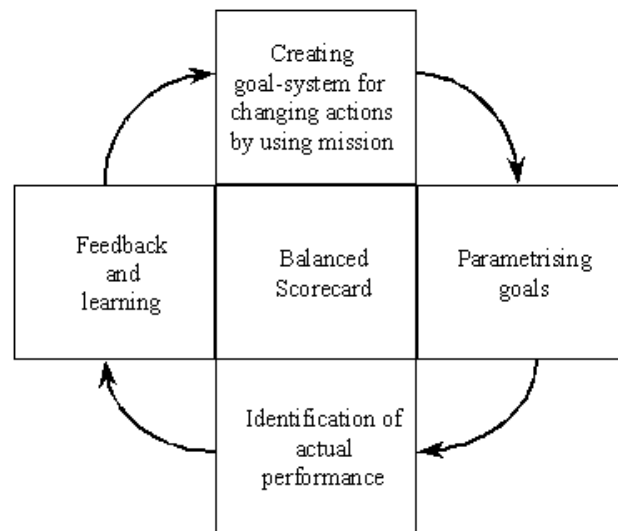

Fig. 11

Fig. 13
The relation between BSC strategic management [8]

3.2. STRATEGIC MANAGEMENT AND BSC

We have already mentioned the action fields and system of relationships as major elements of strategic management. The tasks linked to change management are shown in fig. 12.

Balanced Scorecard is the most widely applicable goal-structured and evaluating system. It tends to be an actual tool for linking strategic management and operational management.

It is expedient to structure the change actions according to BSC so as to enable it to be linked to EFQM model.

Certainly, BSC perspectives could be further sub-divided, but we focused only an division related to EFQM model and strategic management, which seems to be easy to follow. The relation between the models presented so far can be called integrated TQM model.
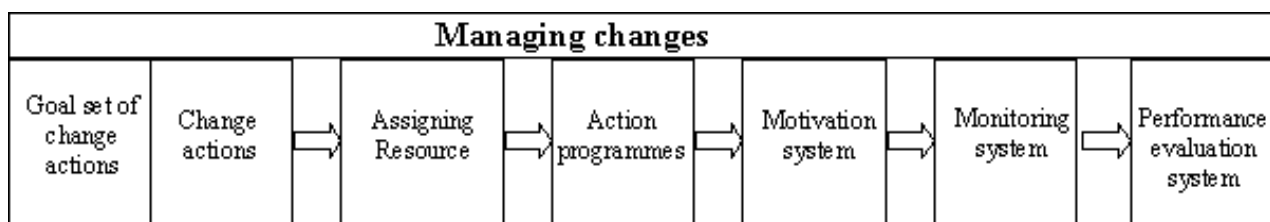

Fig. 12

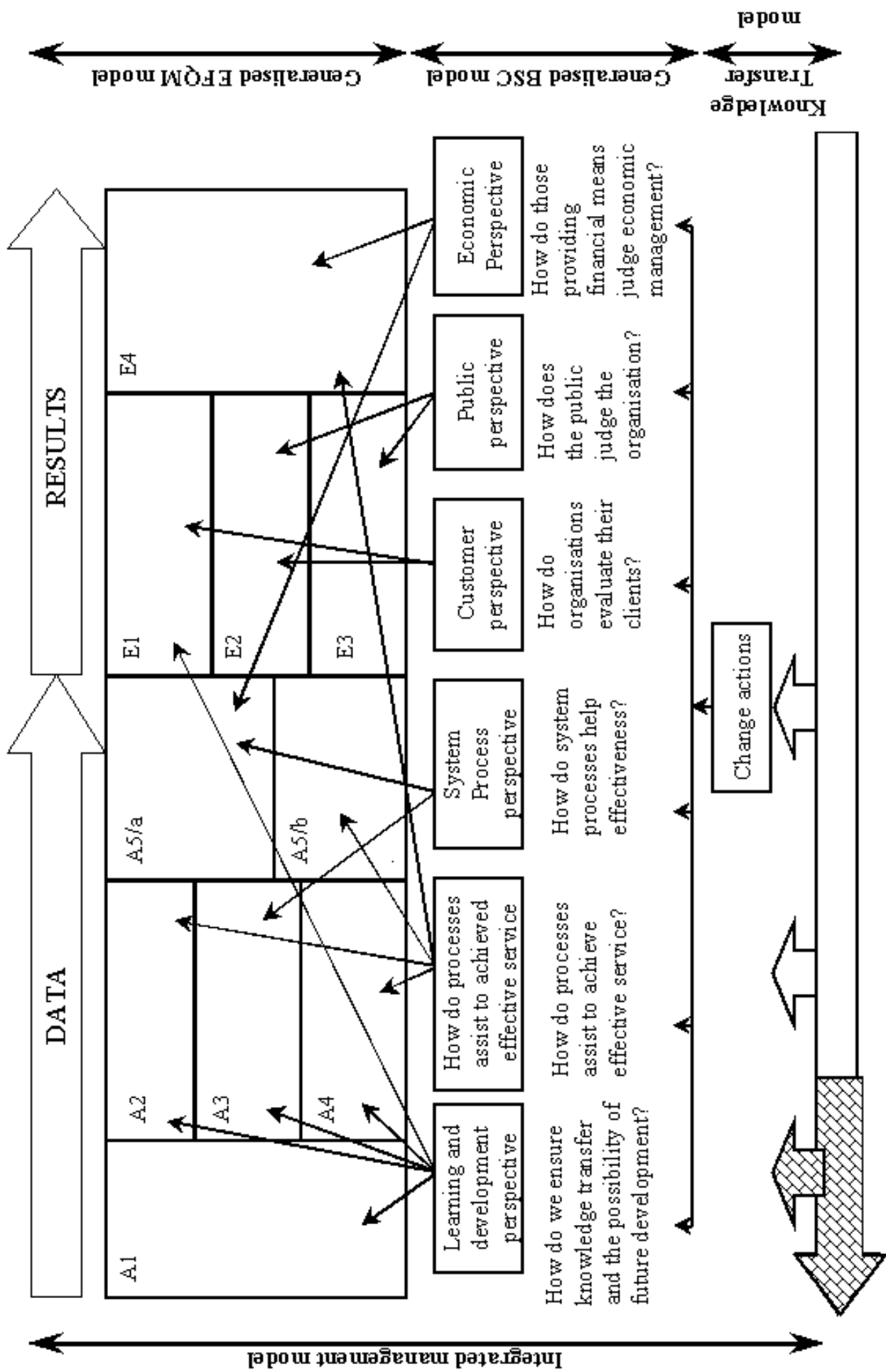|	Strategic	Structural	Cultural change	TQM based continuous
Financial Viewpoint				
Client perspective				
Public perspective				
System process viewpoint				
Operational process viewpoint				
Learning and development perspective				

Fig. 14

Fig. 15

3.3. INTEGRATED MANAGEMENT MODEL

The integrated management model is created by linking the generalised EFQM model to the generalised BSC and also a knowledge management model partly going beyond BSC, partly containing some of its elements. See Fig. 15 (Integrated TQM model – knowledge management).

The model outlined contains specific date referring to the police but certainly it is analogous to any profit-oriented or non-profit organisation.

Knowledge management is not analysed in fig. 15, that is why we will present it briefly later on, but it will be specified to the Pilot programme.

3.4. KNOWLEDGE MANAGEMENT

The relation between integrated management model outlined above and knowledge management can be explained in the most clear way through trends in knowledge management. These trends can be distinguished by the questions they raise and the subjects of their examinations. Thus we differentiate:

> - goal-oriented approach (focuses on measuring intellectual capital)

> - learning-centered approach (organisational learning)
> - process-centered approach (examines life of knowledge pieces)
> - technological approach (focuses on the method of codifying knowledge)

When applying goal-oriented approach we must be concerned with measuring indicators of knowledge, which should result in organisational improvement, as with controllable goals processes tend to become manageable.

Balance Scorecard makes an excellent methodology for its measuring, which also makes up an integrated model here.

I would like refer back to the viewpoints used while employing BSC with the Hungarian Police: economic evaluation and it implications, external relationships, willingness to learn and change culture, internal processes.

It can be deduced that these dimensions can be appropriate for expanding goal-oriented approach.

In the case of learning-centered approach knowledge is created as a conversion between tacit and explicit knowledge, whereas organisational knowledge comes about through steps of knowledge conversion, proceeding from individual group (organisational learning to inter organisational learning. Examining explicit tacit knowledge together, the creation of spiral organisation knowledge can be observed (Fig. 16) (Nonaka, 1994)
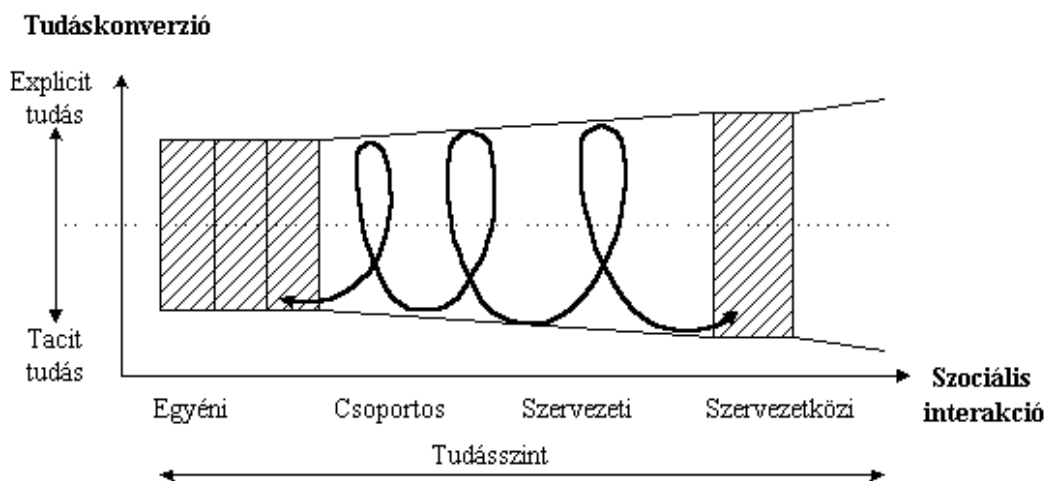

Fig. 16 [11]

The logical sequence of this knowledge conversion and the change of knowledge levels can be traced in the Pilot Programme of distant learning. We have chosen distant learning technology, because we are supposed to train the police staff of fix counties while they are fulfilling their service. The training should be self-managing and self-going. This aspect should be emphasised, because the development of training packages will be built upon tasks, exercises, tests generalised during the learning process. The self-going character of the process extended to certain ranks of the staff makes it (top-down approach) possible to entail the staff trained in the previous phase. Thus the cyclic process of knowledge conversion is achieved: individual explicit

knowledge turns into tacit knowledge, then this tacit organisational knowledge changes into explicit organisational knowledge. This principle is embodied by syllabi of applied knowledge (performance evaluation, internal satisfaction) together with the logical and time aspects where social interaction can be followed.

Process centered approach with integrated models can be best exploited through TQM, while technical approach is exemplified by Robotcop, Police Innovation Databank or PEODESY system.

All this mentioned above has become a part of the quality development programme for the Hungarian Police, which will be expanded to 19 counties in 2002.

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INTEGERIERTES FÜHRUNGSMODELL – SELBSTENTWIcKLUNG, KNOWLEDGEMANAGEMENT
Resümee

Dieser Artikel systematisiert unsere seit 1999 verwirklichten theoretischen und konkreten praktischen Ergebnisse, die im Rahmen eines PHARE-Programmes "Ein EU-komformes PILOT-Programm für Managementausbildung in der nord-ungarischen Region tätige Polizeihauptmannschaften" durchgeführt wurden. In dem Artikel stellen wir das Modell und das Schaffungsprozess dar, durch die der konzeptionelle Rahmen der konkreten Lösung zu erkennen ist. Die Studie besteht aus drei Teilen: im ersten Teil untersuchen wir die grundsätzlichen mit der Qualität zusammenhangenden Trends im Kontext, wie das strategische Management diese Anforderungen trifft und sie in Richtung der Organisation transformiert; im zweiten Teil fassen wir die wichtigsten konkreten Schritte, Methoden und Ergebnisse der vergangenen 2-2,5 Jahre; im dritten Teil stellen wir das von uns vorgeschlagene integrierte Führungsmodell dar.

INTEGRÁLT VEZETÉSI MODELL – ÖNFEJLESZTÉS, TUDÁSMENEDZSELÉS
Összefoglaló

E cikk az 1999-től az „Északkelet-Magyarországi Régióban működő Rendőr-főkapitányságok távoktatási, EU konform menedzserképzési PILOT programja" c. PHARE program keretében megvalósult elméleti, illetve konkrét fejlesztési eredményeinket rendszerezi. A cikkben vázoljuk azt a modellt és alkotási folyamatot, amelynek kapcsán a konkrét megoldás koncepcionális kerete megismerhető. A tanulmány három részből áll: az első részben a minőséggel kapcsolatos alapvető trendeket tekintjük át abban a kontextusban, hogy a stratégiai menedzsment ezen követelményeket hogyan kezeli és transzformálja a szervezet felé; a második részben az elmúlt időszak (2-2,5 év) főbb konkrét lépéseit, módszertanait, eredményeit foglaljuk össze, míg a harmadik részben felvázoljuk az általunk javasolt integrált vezetési modellt.