

# Does Community-Centred Performance Evaluation Exist?<sup>1</sup>

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*In this study the author wishes to examine the dominating aspects of performance evaluation of the general jurisdiction police in the relationship of the Hungarian police and society. His objectives are to introduce the system- and organisation-wide anomalies as well as to outline the drafts of a performance evaluation system that meets the needs of a community protected by the police. By using Hungarian and international literature on the topic he presents the integration of the Hungarian performance evaluation system into that of the public service and identifies the system- and organisation-wide anomalies. Through examples from his practice he presents the distortions these problems cause during performance evaluation. Eventually he proposes the introduction of program-based performance evaluation in Hungary.*

**Keywords:** community policing, performance evaluation, law enforcement leadership theory

## Introduction

“When you can measure what you are speaking about, and express it in numbers, you know something about it, when you cannot express it in numbers, your knowledge is lacking and insufficient”<sup>3</sup> – this quote from the outstanding mathematician of the 19<sup>th</sup> century, Lord Kelvin, is crucial not only for being relevant even today, but because it is still a conventional (and widely cited) supposition regarding the measurement of organisational (corporate) performance, which permeates the performance evaluation system of the police.

Monitoring the performance of the individual and the whole organisation and revealing the opportunities of control are essential for running the system. Measuring the performance informs us about the progress of the particular organisation on

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<sup>1</sup> Prepared with the professional support of the doctoral student scholarship program of the co-operative doctoral program of the Ministry of Innovation and Technology financed from the national research, development and innovation fund.

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<sup>3</sup> The quote is the opening idea of the doctoral dissertation of Ágnes Wimmer, Professor at the Department of Decision Sciences of the Institute of Business Economics at the Corvinus University of Budapest, in which the author refers to the frequent citation of Lord Kelvin’s opinion; she also mentions Neely, Ghalayini and Noble, Heim–Compton and Schneiderman as examples who are not included in the present study as sources.

their way in meeting their goals. It helps to reveal the factors affecting performance and provides a solid basis for ensuring efficient operation. Apart from decision support and information service, performance evaluation guides those involved to familiarise themselves with the objectives and to understand their responsibility. Therefore, the performance evaluation system is a way to communicate the strategy, a source of motivation and a means of development and control.<sup>4</sup>

In this study I wish to examine the individual and organisational performance evaluation system of the members of the organisational and statutory staff belonging to general jurisdiction police. The examination is based upon the assumption that regarding the operation of the police improving the individual's performance contributes to the improvement of the organisation's performance. As regards the performance of the organisation, focusing on the safety needs of the protected community is crucial. Otherwise, performance evaluation can become solipsistic, which may contribute to the isolation of the police from the society. One of my objectives is to introduce the system- and organisation-wide anomalies that are dominant in the relationship of the police and society and also to outline a performance evaluation system desirable for community-oriented operation.

## **The place of the performance evaluation system of the police in civil service**

When examining the performance evaluation system applied for law enforcement agencies a principal factor affecting the final results is that it shares the same principles and essential features with public service performance evaluation. The competence-based public service performance evaluation system is the creation of the New Public Management (NPM) trend. Since the 1980s NPM has defined the English speaking countries' and since the 1990s the Western and Northern European administrative reforms. The aim was to radically improve the efficiency of the public sector by relying on market mechanics and market coordination and by the organisational alterations carried out for this purpose. Decentralising decision-making and task execution, ensuring the monitoring of performance and the use of management techniques applied by economic organisations are among the reforms. The recognition of societal needs and the deeper involvement of the people play an essential role for NPM.<sup>5</sup>

Nevertheless, the majority of the system-wide reform proposals of Zoltán Magyar's Public Administration Development Programme, which is the foundation

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<sup>4</sup> Ágnes Wimmer: *A vállalati teljesítménymérés az értékteremtés szolgálatában. A működési és a pénzügyi teljesítmény kapcsolatának vizsgálata*. Doctoral Dissertation. Budapest, Corvinus University, Doctoral School of Business and Management, 2001. 1.

<sup>5</sup> Miklós Rosta: *Az új közszolgálati menedzsment és a Magyar Zoltán Közigazgatás-fejlesztési Program viszonyáról*. *Polgári Szemle*, 8, nos. 3–6 (2012).

of the reform of public service performance evaluation, rejects the ideology of NPM. It aims the establishment of a firmly centralised administration and apparently pushes the reforms of the Hungarian public administration towards the neo-Weberian state.<sup>6</sup> The aim of the study is not to assess either NPM or Magyary's Programme, however, in terms of the examination of the performance evaluation system the fundamental difference between the two needs to be clarified, which, according to Miklós Rosta is as follows: "NPM fully trusts the expertise and the competence of public servants working at the endpoints of the decentralised public administration. [...] It wants to clearly separate those who make the political decisions: the politicians who have a say in "what to do" and those public servants who are responsible with the execution and may decide on the "how to do it". However, based on the system-wide reforms of Magyary's Programme the creators of the strategy seem to consider the professional competence and/or loyalty of the administration close to the government stronger than those of the public servants working for decentralised agencies. The aim of centralisation is to improve the efficiency of the administrative system, yet the question is whether the benefits of centralisation can exceed the costs of eliminating decentralisation. Furthermore, it is not known whether synergy or conflict would develop between the system-wide and organisational reforms proposed in the programme."<sup>7</sup>

Magyary's Programme contains both systematic and organisational reform proposals. The former is characterised by the neo-Weberian approach, while the key role of the market mechanisms emphasised by NPM is apparent. Within the contradiction of these two resides the danger of the execution of the programme. Its inconsistency is reflected in the implementation of the performance evaluation of public service and consequently that of law enforcement. The centralised, top-down way of outlining the objectives and their evaluation often contradict the need of the improvement of personal competences. Personal competences are hard to improve and develop in a system where general and specific objectives are drawn up in the centre and apart from their precise execution nothing else is expected. As a result, in the present evaluation system there is an asymmetrical shift towards the control

<sup>6</sup> Advocates of the neo-Weberian view of state argue for the establishment of good administration envisioning an active, powerful and responsible state which is able to govern in favour of the commonwealth (János Frivaldszky: A jó kormányzás és a helyes közpolitika formálásának aktuális összefüggéseiről. In Szabolcs Szigeti – János Frivaldszky: *A jó kormányzásról. Elmélet és kihívások*. Budapest, L'Harmattan, 2012. 57). In this concept, the state has a crucial role in the life of the society, it is capable of outweighing the detrimental effects of market development and it balances market distortions. However, instead of the inner focus of the bureaucratic rules a neo-Weberian state concentrates on the outer focus of the residents' needs. The emphasis is placed on quality and the establishment of a professional culture for public services while NPM's market mechanism based approach is rejected. It enhances the role of consultation with citizens in a representative democracy. It promotes performance-oriented operation in addition to ensuring the rules and terms of law enforcement processes as well as striving for the professionalisation of public services where clerks are not only the experts of their fields, but also professional managers who permanently bear the needs of the citizens in mind (Wolfgang Drechsler: *The Rise and Demise of the New Public Management: Lessons and Opportunities for South East Europe. Uprava Administration*, 7, no. 3 [2009]. 13).

<sup>7</sup> Rosta (2012): op. cit.

of the performance while personal and organisational development has far less significance.

## **Anomalies of the performance evaluation system**

Ever since its introduction, performance evaluation at the police has been under the constant barrage of criticism, in case of individual performance evaluation its most prominent critics are the police officers assessed and the interest groups, while it is police science that opposes the use of organisational performance evaluation in Hungary. In the course of their research regarding performance evaluation the authors Sallai, Tihanyi, Vári and Mátyás found that the interviewed leaders being involved in the evaluation process find performance evaluation necessary and beneficial, however its impartiality and the usability of its results they find debatable.<sup>8</sup>

In 2017, Vince Vári published the results of his questionnaire, which involved 118 respondents on individual performance evaluation. 69% of those asked was not or rather not content with the performance evaluation system, while 86% indicated that the system did not or rather not contribute to the promotion of the police career. The vast majority (87%) thought that the evaluation is influenced by subjective managerial factors.<sup>9</sup> The most widely cited problem by the interest groups regarding individual performance evaluation was that in the current system performance evaluation is highly dependent on the subjectivity of the evaluator, which often leads to discrimination.

The fact that the concept of performance in the adaptation of public service performance evaluation is not clarified is also a crucial condition, in many cases even the relevant literature does not define it, its meaning is presumed to be well-known.<sup>10</sup> Of all the common views available in the literature dealing with the performance of the public sector I accept Van Dooren's approach, which claims that performance can be detected as value and intended behaviour.<sup>11</sup> Dubnick has broken up performance understood as intended behaviour into the quality of action and the quality of the result achieved by the action and distinguished productivity- and result-oriented

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<sup>8</sup> János Sallai et al.: A jó állam – jó rendészet speciális jelentés kiindulási alapjai. *Magyar Rendészet*, 18, no. 2 (2018). 183.

<sup>9</sup> Vince Vári: Teljesítményértékelés és hatékonyságmérés a rendőrségen. Kérdőíves kutatás az egyéni teljesítményértékelésről. *Magyar Rendészet*, 17, no. 5 (2017a). 172.

<sup>10</sup> Erika Éva Révész: *Teljesítménymenedzsment-eszközök alkalmazásának hajtóerői és tartalmi elemei a magyar közigazgatás ügynökség-típusú szervezeteiben*. Doctoral Dissertation. Corvinus University of Budapest, Department of Decision Sciences, 2015. 23.

<sup>11</sup> Wouter Van Dooren: *Performance Measurement in the Flemish Public Sector: A Supply and Demand Approach*. PhD Thesis. University of Antwerp, 2006. 29.

performance.<sup>12</sup> According to the most widely used interpretations, the concept of performance has two dimensions, which imply and complement each other. One focuses on the achievement of the aims, linked to the standard of the service, quality, the content of those concerned, therefore, it is related to some kind of output or result. The other dimension examines resource utilisation and expenditure. Both components are made up of several factors which, when brought to light and placed within the performance evaluation system, would allow the opportunities of control to be explored and the performance to be improved.<sup>13</sup> László György Király demonstrates the complexity of the performance evaluation systems with a Rubik's cube analogy. He says *these systems are also composed of elements with different colours which need to be arranged accordingly for obtaining the right image*.<sup>14</sup> I consider Krémer and his colleagues' statement regarding performance evaluation self-evident, that is, performance evaluation has to be operated in an integrated resource management system that is based on job analysis and performance evaluation as well as conscious job and workforce planning.<sup>15</sup>

In terms of my argument, further detailing of the conceptual interpretation of performance is not necessary. With the information above, we can state that the presence of performance in the performance evaluation of the police provides little methodological support regarding the evaluation criteria. It examines both the result and the behaviour leading to the result while the priority between them is set by weighing defined in the norms controlling the performance evaluation system.

The relations of measuring and evaluating performance and performance management in law enforcement performance evaluation are currently not distinctly defined. In practice, the confusion of concepts is a recurring problem, they are used as synonyms. According to Éva Révész, performance management is a complex category within which measurement and evaluation are distinct subsystems.<sup>16</sup>

The current method of performance evaluation is a pivotal element of the new police career model. Its introduction was not preceded by thorough preparation (training, impact studies) although its application requires the leaders to have appreciable expertise, furthermore its impacts affect the long-term operative directions of the system. The continuous training of those involved in the evaluation is justified by the fact that the evaluation within the police has not been institutionalised, that is, there are no quality controlling organisational units. On the one hand, performance evaluation is an essential standard of the career of police officers, on the other hand, the introduction of performance incentives and the results of both the individual and the organisational performance evaluation affect their lives. On account of its

<sup>12</sup> Melvin Dubnick: Accountability and the Promise of Performance. In *Search of the Mechanisms. Public Performance and Management Review*, 28, no. 3 (2005). 402.

<sup>13</sup> Wimmer (2001): op. cit. 9.

<sup>14</sup> László György Király: Teljesítménymérés és -értékelés a közigazgatásban. *Vezetéstudomány*, 30, nos. 7–8 (1999). 7.

<sup>15</sup> Ferenc Krémer et al.: A rendészeti foglalkozási kultúra átalakítása – stratégiai koncepció. *Rendészeti Szemle*, 58, Special Issue (2010). 29.

<sup>16</sup> Révész (2015): op. cit. 32.

significance, it is imperative to ensure unbiased evaluation and it has to be based on exact, distinctly defined and consistent measures.<sup>17</sup> Its original function is that the phase of setting targets has to provide assistance in clarifying the requirements of the management. It is to help prioritising tasks, while the feedback provided by the evaluation is expected to provide opportunity for development, independence and to promote commitment to the organisation.

During the examination and assessment of individual performance evaluation, we must not overlook the essential point – as it pertains to the intended social purpose and tasks of the police – that its final purpose is the improvement of the organisation's performance. A crucial principle of individual performance evaluation is joining the individual and organisational targets.<sup>18</sup> The correlations and mutual interactions of individual and organisational performance evaluation stem from the apparent presumption that the individual performance of the employees in the organisation have a significant impact on the organisational efficacy and performance, thus as the performance evaluation system can affect the performance of the individuals, it influences that of the organisation. The indication of organisational performance evaluation in individual performance evaluation serves this purpose, which, in particular, weighs more for chiefs. Performance management is an integrative process connecting organisational and individual targets and performance appearing in strategic and human resources management literature in the 1990s.<sup>19</sup> According to Den Hartog, the purpose of performance management is to enhance the productivity of the organisation, improve the performance of the members of the organisation by improving the competences of the groups and the individuals.<sup>20</sup>

It is eminently desirable if the performance of the police meets not only the internal objectives, but at the same time the community interests represented in its intended social purpose; therefore, matching performance evaluation with them is of primary importance even when setting the objectives. The strategic targets, which, in case of policing are represented in the departmental objectives, set for the organisation are required to stem from social demands so they can correspond with the requirements deriving from its intended societal purpose. The interpretation of the departmental objectives on the given organisation based on social demands may manifest in long-term strategic objectives. The next phase in the process of setting objectives is to transform the general strategic guidelines into specific measurable objectives. These are the so-called operative goals which provide applicable guidelines for the organisations in their day to day work.<sup>21</sup>

At present, the departmental goals for the law enforcement agency are set by the Minister of the Interior. They outline the major professional and organisational

<sup>17</sup> Vári (2017a): op. cit. 161.

<sup>18</sup> Gyula Bakacsi: *Szervezeti magatartás és vezetés*. Budapest, Aula, 2004. 108.

<sup>19</sup> Révész (2015): op. cit. 445.

<sup>20</sup> Deanne N. Den Hartog – Paul Boselie – Jaap Paauwe: *Performance Management: A Model and Research Agenda*. *Applied Psychology*, 53, no. 4 (2004). 557.

<sup>21</sup> Révész (2015): op. cit. 30.

goals and expectations. (Ministry of Interior Reg. 26/2013, §2. 1.) Such an approach to the aforementioned goals does not allow the representation of strategic goals based on community interests. Thus it does not adequately support the subjects of the performance evaluation with guidance in executing their responsibilities in the context of the police's intended societal purpose. If we consider performance evaluation to be an integral part of the new career model, it presents an issue. In them the subjects are presented with – at best – a one-year plan. In my view, apart from the representation of annual departmental goals, considering long-term strategic goals in performance evaluation would be paramount. Taking these into account when formulating individual developmental plans, the focus from performance control could be successfully shifted towards innovation. The individual developmental goals should reflect the needs of the organisation in the context of the necessary levels of competence to achieve the organisational goals. Expecting to boil down the goals of an organisation such as the police to one year terms is unfeasible. It must keep evolving and adjusting to its constantly changing operational environment. Strategic goals should be based on societal demands independent of matters present at the time. In the absence of these, the individual is forced to improvise in order to meet the current organisational goals. Their development is defined by these improvisations, and they cannot make long-term plans or settle in the organisation. When discussing the societal role of the police, Krémer et al. reach a similar conclusion. They write that when determining the strategic goals of the police, committed to minimising the potential for societal conflict, being community-centred is crucial in the context of their relationship with the general public. In the context of understanding the concept of order, they consider adapting the approach of cooperative order to be ideal.<sup>22</sup>

Performance evaluation – with its measurements and evaluations – should not be treated merely as a tool that – based on past performance – evaluates future remuneration. It should not be considered a sole base for motivation. According to Gábor Szakács the reimagination of performance evaluation would result in focus shifting from past performances to promoting better future performances. This would mean that the development of those assessed would take priority over the remuneration that is “expected” to follow a performance evaluation. As of yet, the evaluations are not synced properly with development, career management, or incentives. In many instances these evaluations are treated as mere formalities, which is problematic.

In his view, “until the necessary motivational foundations are laid and the incentive system works properly, thereby making the culture of performance part of the organisational culture, we cannot talk about substantive breakthrough or widespread acceptance”.<sup>23</sup>

<sup>22</sup> Krémer et al. (2010): op. cit. 8.

<sup>23</sup> Gábor Szakács: *Stratégiai alapú, integrált emberi erőforrás gazdálkodás a közszolgálatban*. 2013. 42.

The system's focus on past performances is reflected in the way it sets its precedent-based goals. Past performance is the bedrock of formulating the following year's goals without disputing them. The setting of goals in such a manner suggests that the organisation's operational environment is static or at least predictable, thus with the base data the goal can indubitably be devised. The police are the very model of an exception to a predictable organisation, if ever there was one. The prospective tasks to be performed will be in the focus of the organisational objectives, instead of previous years' performances. This would result in a more versatile process in defining performance goals. In the evaluation of implementation, the efficacy of the said implementation, i.e. resource management, is represented as one of the assessing components.

It is eminently desirable for the social integration of the police that its activities are transparent and can be accounted for. From this point of view, we can see that the performance evaluation system is a closed structure without any connection to the societal environment of the organisation.

At the discussion of defining the strategic goals we mentioned that – for the societal purpose of the police – these goals need to stem from the needs of the community. Performance evaluation will become an integral part of community-oriented police operations when the organisation's results are integrated into the civilian regulatory bodies' activity. At present the goals and results represented in performance evaluations are barely or not at all part of the police's report to the local governing body. Should these goals and results become publicly known, the process of connecting the organisation's societal goals to the demand of them being transparent and be accounted for, would be finished.

The studies of Vince Vári are remarkable on the subject of the United Kingdom's method of assessing efficacy, which he considers a good practical application of the performance evaluation system. The performance evaluation indices of the U.K. and Wales are available to anyone on a public website, citing all relevant data. The evaluation system is founded on three complementary elements: efficiency, financial efficacy and legitimacy. As a fourth element, he recommends the statistics of crime geography, in his opinion with it “the efficiency of the police can also be measured by how it allocates and uses the resources available when examining crime characteristics in areas with different socio-cultural, infrastructural and economic background”.<sup>24</sup> The need for transparency and the evaluation of efficacy regarding the resource-management are already forward thinking in the example and in the accompanying recommendation. The latter is especially important because in the performance evaluation system of the police, which stems from reforms of public administration, the practical evaluation of efficacy is neglected. A pivotal goal of the

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<sup>24</sup> Vince Vári: A rendőrség hatékonyságának mérése az Egyesült Királyságban – A hazai adaptáció opciói. In Gyula Gál – Zoltán Hautzinger (eds.): *Szent Lászlótól a modernkori magyar rendészettudományig*. Pécsi Határőr Tudományos Közlemények 19, 2017b. 65.



reform ideas in the public administration – that put forward the current performance evaluation – is to coordinate the efficacy and efficiency of the system.<sup>25</sup>

Realising the efficiency goals in the operation of the police reaches beyond the limits of performance evaluation. The fundamental components of the police, the police stations are not independently operated budgetary institutions. At best they have some idea about the efficacy of their activities (overtime, expenditures on experts) as well as the resource demand of their results. In order to represent the efficacy in the performance evaluation drastic financial changes would be necessary in the police on an organisational level. However, if we wait for them, the necessary changes – regarding the methodology of the implementation of the system and other related subjects – in performance evaluation can end up ignored. When I discuss the need for changes in performance evaluation from a perspective that is not related to efficacy, that does not mean that measuring efficacy is not needed. My goal is to point out the need for content changes that can be carried out without organisational reforms.

### **The flaws in the performance evaluation system in practice through examples**

The above mentioned flaws are not merely theoretical. Several of them adversely affect the implementation of performance evaluation. In my opinion one of the most prominent issues with the individual performance evaluation is that there were no criteria set – among the controlling factors – as to what exactly is to be considered excellent, good, adequate, etc. The competency map accompanying the Government regulation attempts to provide some guidance, however, the levels of competency in it gives a lot of latitude to the expert who is making the evaluation. This raises the risk of getting a subjective evaluation.

This risk has already been realised. Until 2018 the Police had given the regional and local police departments substantial leeway in the execution of their evaluation within the broad boundaries set by the regulation. This resulted in departments making dissimilar evaluations of both their organisations and their individual members, making it possible that a stricter evaluator reported less favourable results than a less strict evaluator on the same level – according to the results of

<sup>25</sup> Márton Gellén: *Közigazgatási reformok az államszerep változásainak tükrében*. Doctoral Dissertation. Széchenyi István University, Doctoral School of Law and Political Sciences, 2012. 188; Révész (2015): op. cit. 43; Magyar Zoltán *Közigazgatás-fejlesztési Program 1.1.1. 3*. The necessity of measuring the efficiency of the police is timelier than ever since the police is obviously unable to handle the fact that in the past 10 years the number of crimes reported has dropped by ⅓. These crimes are handled with the same structure as they were 10 years ago. At present, it is possible that a crime scene investigator of a smaller police station only has to work a scene on every third shift. Their time is mostly spent on patrol duty or checking on those who are under quarantine during the pandemic situation. This, however, could clash with labour law as they are not paid for tasks not included in their original job description. The idea of the necessity of change on an organisational level has not even come up yet.

the individual performance evaluations. The situation – due to the link between performance evaluation and remuneration – generated several points of tension. According to the new perspective, those with average performance are naturally in majority. This, however, was interpreted as meeting the performance goals was not considered excellent performance. That was only to be attributed to those who cleared the required goals with room to spare. Those departments where the performances were deemed excellent or good ended up in a position where – in the new system – they had to give a worse evaluation to their subordinates even if their performance remained the same or even improved a little compared to previous years.

The precedent-based evaluation system that sets future goals based on the previous years' results hides further pitfalls. In the organisational performance evaluations, the number of traffic accidents and fatal traffic accidents usually has a set maximum. Between the number of traffic accidents – especially their outcome – and police activity the correlation is tenuous at best. The performance requirements set this way make the police susceptible to forces outside its sphere of influence, be it human or environmental. After a year with a lot of traffic accidents, it is easy to lower their number. Following a year with a low number of accidents though the heads of departments are in a precarious position where based on a previous year with good evaluation the following year's results will bring unfavourable numbers.

The following example of the New York Police demonstrates the anomalies emerging due to the precedent-based approach, the unpredictable performance requirements and the prioritisation of certain police measures.

Specifying apprehension and arrest as performance requirements holds a great risk. Since the mid-1990s, the zero tolerance strategy introduced at New York Police has been maintained by handling minor disorders with rigor. Under these auspices a large number of identity checks, body searches and apprehensions were carried out. The “Operation Impact” resulted in 3.6 million identity checks and over 350,000 arrests in 2004.<sup>26</sup> The number of measures was paramount in the performance evaluation of the police officers hence overcompliance stemming from it increased the repressive nature of policing. The so-called Stop and Frisk or Stop Question and Frisk measures widened the gap between the police and the communities. According to the report by Amnesty International, the identity checks discriminated against the black and Hispanic ethnic groups.<sup>27</sup> The social unrest cultivating from this led to the movement Black Lives Matter and recent violent demonstrations.

In previous years, the Hungarian Police determined the expected rate of apprehensions and arrests as a specific volume per police officer. As no significant change in the number of police officers could be detected, the minimum expectations

<sup>26</sup> Muhammad J. Ashraf: *Precision Policing: A Way Forward to Reduce Crime*. Thesis. Monterey, CA, Naval Postgraduate School, 2020. 10.

<sup>27</sup> Amnesty International: *United States of America: Police Brutality and Excessive Force in the New York City Police Department*. 25 June 1996.

were not amended either. At the Police Station of Sárbogárd, where I used to be the chief, a substantial volume (25–30%) of the expected annual arrests and apprehensions was made up of the police measures executed at the annual event of the O.Z.O.R.A. Festival.<sup>28</sup> By 2020 the measure of performance evaluation had been modified. The number of arrests and apprehensions was reported as is, as well as their ratio to known crimes. For the trend of the number of crimes the data provided by the Uniform Criminal Statistics of the Investigation Authorities and Public Prosecutor's Office (ENYÜBS) was taken into account. The two types of data, that is, the number of arrests and apprehensions and the values provided by ENYÜBS are hard to confront. While the former presents the current situation, the latter is a kind of follow-up statistics recording the details of the crime at the time when the investigations in the cases have finished or they have been indicted. The discrepancies stemming from this reflected in a particularly harsh manner this year. On account of SARS-COV-2, the O.Z.O.R.A Festival was cancelled hence the required number of coercive measures was not carried out. The situation worsened when the drug-related criminal investigations detected during the festival held the previous year were completed only in 2020, as the analysis of the samples of the drugs and suspects took up significant time. However, the related apprehensions were indicated in the statistics of the previous year. Consequently these cases increased the number of crimes, but not that of the coercive measures.

Setting performance goals in such a way is not valid as the internal operation of the police cannot be described as an input–act–output model, that is, as a process in which the resources utilised (input) become certain services or products (output) as a result of internal acts. The management of such organisations focuses mainly on the type and amount of resources required for achieving the targets and how the internal processes can be organised efficiently in order to achieve output of the appropriate quality and quantity. Police performance evaluation hardly deals with efficiency.

The product or service when leaving the organisation leaves an impact on its surroundings and the society. At this point we have to examine what the results are like owing to the output and what links can be discovered between them. The correlations between the results of police performance evaluation and its impacts on the society expressed in public safety or subjective public safety are not examined and cannot be detected. Vince Vári has highlighted how inadequate the output indices in performance evaluation are:

“There is no causal link between performance and the output indices, that is, the inverse relationship between these indices and the state of crime cannot be measured or proven consistently. It means that the improving indices (for instance

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<sup>28</sup> The concept of the management behind this is that we are able to provide relief for the residents residing in the area of competence from measures stemming from performance constraints if a large number of drug offenses are revealed at the festival famous for its drug issues and visited mainly by foreign tourists. The high number was achieved with the systematic check of abusers and dealers.

the increasing numbers of perpetrators, offenders, interceptions or the declining figures of crime, detection or offences) do not necessarily reflect the improvement of the criminal situation, they simply reveal that police action has intensified in some areas.”<sup>29</sup>

### **Proposition for the introduction of a programme evaluation-based performance evaluation system**

In police law, civil control practised by municipalities is realised principally in the right to be consulted on the assignment of local and regional leaders and in the annual municipal reports of the police. Accounting for police action similarly to performance evaluation is past-oriented, the reports of police leaders are about the public safety of the previous year, the measures taken for public safety and tasks related to them, no strategic approach to handle public safety issues is included in them. In my view the assignment of police chiefs may provide the opportunity for the appointing authority and the municipalities to record the initial state of public safety prior to the assignment as well as the target state to be reached by the end of the five-year fixed-term assignment. Therefore, the criterion of the assignment is the approval of the strategic program that is required for meeting the target state and in which the leader to be appointed indicates the sub-objectives. The municipality evaluates the leader to be assigned as well as the strategic program. Subsequently, the annual reports give an account on the realisation of the sub-objectives. In this way the approval of the reports may be based upon explicit data and cannot be subverted to a sympathy vote as it has a few cases in the past.<sup>30</sup>

The foundation of the strategic objectives of performance evaluation can be established by the goals set up as the target state of the strategic program while the sub-objectives can be the basis of the annual goals. Further aims of the organisational and individual evaluation can be subordinated to the realisation of this program so as to be in harmony. The unbiased basis of the assessment can be provided by program-based operation.

### **Summary and conclusion**

For me the aforementioned anomalies of the police performance evaluation systems do not confirm the widespread view that our performance evaluation system is in general flawed and unfit to fulfil its function. The system of performance evaluation based on competence development makes it possible to achieve the organisational

<sup>29</sup> Vári (2017a): op. cit. 166.

<sup>30</sup> For instance the Assembly of Dunaújváros did not approve two reports in the last two decades (in 2015 and 2018) without justifying their decisions.

objectives by augmenting the value of the organisational performance with its individual members'. How well the system serves the intended societal purpose of the police is unknown. I suspect in order to adequately answer this question we need to delve into the impacts of the performance evaluation system on the objective performance of the police and public security conditions. At present, there is no consensus on what to consider performance in the performance evaluation system. The system is closed, we do not know the basis of the procedures determining the goals on a larger scale, therefore, we cannot assess how they benefit the intended societal purpose of the police i.e. the needs of the community. The necessary conditions for this – the accessibility, transparency and accountability of performance evaluation, as well as research examining the correlations between performance evaluation and the performance of the organisation – are lacking.

However, the fact that the system is used inappropriately is obvious from what we have seen so far. It is not based on a strategy since it determines one-year terms for both sector targets and individual competence development. The main focus of its practical utilisation is shifting towards the assessment of past performance. Its function to assist system development is not prominent. It is not sufficiently operative, it lacks the definition of the factors related to performance and an integrated perspective that would enable the evaluation of how the individual or the organisation performed in a given assessment period. On account of such inconsistencies, the evaluation–feedback function of the system becomes insecure while its inspiring role virtually withers. The fact that the objectives of performance evaluation are precedent-based has an adverse effect on the development of a strategic perspective as well as on the flexible adaptability of the organisation; the targets are not related to prospective envisioned tasks. Communities of the society are not involved in either setting the goals or calling to account their accomplishment. It is supported by the fact that many of the recorded performance criteria evaluate the quantity of police actions. Community needs are not or only partially represented.

Although there are numerous flaws, basically they can be traced back to three previously mentioned causes. The faults of the system derive from the lack of demand for strategic perspective, while utilisation anomalies stem from the issue of transparency, accessibility and accountability along with execution based on integrated perspective. I am convinced that the system operation facilitating strategic mindset and the reconciliation of police operation with community needs, providing transparency and accountability as well as unbiased performance evaluation is feasible as described above.

In the title of this chapter I asked whether community-based performance evaluation existed. Well, according to the legal background and principles of performance evaluation, the introduction of its practical implementation, its impacts on the work of the organisation and the individuals, the counterarguments and proposals set out I do believe the answer is becoming apparent. Yes, it does. Its framework is feasible in the current performance evaluation system provided

that the consistent execution of strategic objectives stemming from community needs can be in the focus at an organisational level as well as transparency and collaboration, while performance evaluation is subordinated to the development required for realising the organisational objectives and this development is regarded as an integral part of human resources management.

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