DIRECTIONS OF MODIFICATION OF THE DECISION-MAKING PROCESS IN THE POLICE

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Abstract

The problem of improving the decision-making process in highly hierarchical organizations is the subject of reflection and discussion of many authors. The aim of the paper is to signal the need to introduce changes not only in the organizational structure of the Police of the Republic of Poland, maximizing the rationality of the decision-making process in the conditions of deep civilizational transformations, but also introducing modern methods of information management. The proposed directions of changes will increase the effectiveness of the functioning of the Police organizational units in the conditions of increasing turbulence of the state environment in the 21st century.

Key words: decision process, distortion interference in the decision-making process, directions lines change in the decision making process.

Introduction

In an era of dynamic and civilisational transformations, the natural reaction for any organisation should be to create systemic conditions for survival and development in conditions that are unspecified and critically important to it. This situation forces a change in the philosophy of thinking about the future from reacting and adapting to the future design, shaping the environment according to one’s own expectations, moving away from the usual and thinking patterns, especially following the observed changes and adapting an organisation’s needs to the conditions of its functioning. According to the sources of the analysed literature, success is achieved by organisations that are both efficient and effective, which cannot only learn from organisational and management sciences but also constantly satisfy an organisation’s needs.

For an organisation’s managers, an important challenge should be to coordinate activities in such a way that the management of people, as well as financial, material and information resources, are effective. The success of effective management is based on decision-making that inevitably brings the organisation closer to achieving...
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its goals. Many organisations perfectly understand the changing environment and are able to adapt individual organisational resources for current challenges, thus striving to achieve goals effectively. As a result of observation, there are organisations, including public ones, such as the Police, which not only deal with designing the future in particular areas, but also do not even keep pace with the changes that occur, and have difficulties in adapting to new ambient conditions. Information management is one of those areas of police work where imperfections have been observed for many years, which significantly limit the efficiency of the decision-making process. Due to the implementation of the goals of the discussed organisation, the indicated topic should be treated as a priority.

According to the literature, decision-making processes in public sector organisations are more complex and significantly different from those in commercial organisations. This is because decision-making processes in private organisations are much smoother and calmer. Public organisations experience more turbulence, breaks, recirculation and conflicts. Researchers attribute these differences to the public roles that private organisations perform in society. Commercial organisations work to generate profit, and public organisations pursue socially important goals whose hierarchy is temporarily variable and depends on the currently prevailing political forces and electoral preferences. The specificity of the police’s tasks as a public organisation, often carried out in uncertain and high risk conditions, requires efficient and uninterrupted access to desired information, which has an impact on the effectiveness of the decision-making and, consequently, on the results achieved in ensuring public safety and order. The research carried out by various authors shows that in hierarchical, centralised organisations, information overload often dominates, as a result of which information received by decision makers is useless to them, which consequently has a negative impact on the quality of decision making in the decision-making process.

Moreover, there are two main reasons for this overload, especially within managerial and staff positions in various types of institutions. First of all, in general, information needs are not precisely defined, and secondly, in principle, there are no positions in management structures that would be responsible for assessing the suitability of the information to be disseminated and the elimination of useless information. The precise determination of who, when and what information should be received in a given organisation is the basic therapy of information overload. The essential issue for ensuring the proper functioning of the police in the area of information management is that in the communication process at all levels, data is provided that is useful for the proper performance of tasks by recipients and

decision-making by decision-makers. Adequate data selection and separation of key information will allow for efficient and fast flow at all levels, thus enabling effective decision-making.

According to the above considerations, the intent of the research determines the desired directions of changes in the decision-making process in the police. Its formulation allows the following research issue to be outlined: What determinants decide about the efficiency of the decision-making process in the police and how should this process be optimised in order to increase the ability of its effective operation? The aim of the work was as follows: Indication of the desired directions of changes in the decision making and flow system in the police, enabling the effectiveness to be increased. The first part of the article identifies and describes the determinants of the efficiency of the decision-making process in the police. The second one defines the determinants that influence the degree of effectiveness of the decision-making process in the police. The third part presents the directions of a systemic change that can be implemented in order to increase the efficiency of the police in terms of the decision-making process and flow of decisions.

**Structure and functional conditions of the police operation**

The functioning of the police at all its levels (strategic, operational, and tactical) is connected with the need to make decisions. At the strategic level, actions and decisions are taken in the general directions of the organisation. Decisions at this level are very complex, undertaken in high risk and uncertain conditions. The operational level is responsible for the division of tasks and creating conditions for their implementation at the tactical level. Information resources should enable their use in planning activities by superiors and during the implementation of the received tasks. Decision-making at this level is associated with a high degree of uncertainty. At the tactical level, actions are undertaken by the conditions for the implementation of tasks and the information needs and the ways of obtaining information are defined. This level receives all orders and restrictions in relation to the received task from the superior. They usually have the character of orders or ordinances. These are decisions that are made in conditions of relative certainty and low risk. In hierarchical, centralised organisations, of which the police is an example, the majority of decision-making powers are focused at the top of the hierarchy, and the basic and characteristic feature of its structure is that tips and orders are passed from top to bottom at all levels of the hierarchy, which of course has its advantages as well as disadvantages. The forms of organisational structures of the police used in practice are characterised by their functional dominance in linear-functional systems. This structure is a combination of two types of structures: linear and functional. Its characteristic feature is the presence of auxiliary functional units (staffs), in addition to the classic line cells,

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6 A. Nalepka, A. Kozina, _Podstawy badania struktury organizacyjnej_. Akademia Ekonomiczna, Kraków 2007, s. 91.
specialised in the field of specific functions. Their main task is to provide information and advice to decision centres, which are subordinated to the business, and possibly other organisational units (central, personal, and specialist staffs).

In the literature concerning hierarchical and centralised structures, a number of its benefits are indicated, for example the possibility of current and precise control of subordinates, the ability to issue instructions, instructing and consulting employees by the manager, and also creating vertical promotion. At the same time, there are indications of the disadvantages of this structure, related to the prolonged flow of information and the possibility of errors in information processes. Because of this, due to the smaller number of information nodes in the organisation, the role of the information system is of crucial importance, especially for decision-making processes.

As established, this system should:

- be tailor-made and cover all areas of the organisation's activities, all levels of leadership and decision-making levels,
- provide comprehensive and up-to-date information so that organisations can respond quickly to changing internal and external conditions;
- provide information to those who really need it in a form that is directly suitable (without processing) for use and the most convenient for making final decisions;
- ensure effective use of information, which is conditioned by the speed and frequency of its circulation. This means that data should be real, complete and properly sorted, as it facilitates its circulation;
- provide the shortest information flow possible and consistent with the organisational structure, and individual subsystems of information should be a simple set that can be quickly acquired and used in making practical decisions;
- on the basis of information processing algorithms, ensure follow-up of execution processes and feedback, construction of assessments, and forecasting of activities;

Fig. 1. Linear and staff structure
take into account the low costs of obtaining and processing information, the methods of its collection, development, storage and flow should take into account the computerisation of the information system, and the form of their presentation should be adapted to the ability of the users to read;
• be protected from the undesirable influence of informal information
• and constantly improved so that it can ensure the proper flow of information.

In order to ensure the efficiency of the decision-making process in the organisation, it is necessary to ensure the coherence of its individual elements, affecting the final effect of this process, that is, correct decision-making. One of the elements closely related to the decision process is the organisational structure, which not only determines the division of labour in the system and establishes the necessary links between various functions and functions, but also shapes the power distribution and organises the hierarchical components of the system and establishes a system of responsibility. At the same time, in the management sciences, there is a need to strive to ensure the optimisation of the spread and range of targeting. The range of targeting concerns the size of people and organisational units located in the organisational structure directly reporting to a given manager, and the range of targeting is the number of people directly and indirectly subordinate to one manager. Desirable organisational solutions are to provide people with efficient communication between its members at particular levels of the hierarchy. The relationship between the spread and the hierarchy is due to the fact that for the same number of employees, increasing the span means reducing the number of rungs and vice versa. The range of management depends on the manager’s characteristics (professional qualifications, experience, motivation), as well as on the nature of tasks to be implemented (simplicity, repeatability, predictability), spatial distribution of positions and management infrastructure.

Choosing the right structural span is extremely important for its efficient functioning. Researchers strive to determine the spreading range that is most appropriate in a given situation and to seek for factors limiting or increasing this spread. Too much steering range makes the manager overloaded and employees receive too little guidance from him and are subject to control. The manager may then be forced to tolerate serious errors or fail to see them. However, the large span accelerates the speed of decision making, while the small span of targeting enables instruction and ongoing control.

This is important for low-qualified personnel, but increases the costs (managers’ wages) to increase efforts to coordinate the activities of many separate organisational

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units and delays decision-making due to extension of the line of control\textsuperscript{10}. The possible range of management - the number of employees whom the manager could potentially manage, depends on:

- a manager's qualities (professional qualifications, experience, motivation to work),
- the nature of the tasks carried out, their complexity, repeatability, predictability, etc.;
- spatial arrangement of positions;
- management infrastructure (communication means, management information systems)\textsuperscript{11}.

The categories presented above are important in the decision-making process, in which the flow of information on particular levels of the organisation is constantly being carried out, where the decision situation arises as a result of incoming stimuli both from within and outside the organisation. Therefore, the accuracy of decisions, especially in conditions of high uncertainty, will depend not only on an optimally structured organisational structure and efficient ICT infrastructure, but also on very well qualified and competent management staff. It is the decision-makers who will depend to a large extent on how and in what form information will be given, delivered and properly understood by the recipients. In the context of the above considerations, in accordance with the assumptions\textsuperscript{12}, the police as a hierarchical organisation aims to ensure:

- uniformity, efficiency, speed and efficiency of business operations,
- the ability of the organisational structures of the police to perform orderly activities,
- determination of individual liability in the event of a breach of law and inactivity despite the obligation to act or perform business tasks in a defective manner.

The above theoretical assumptions regarding the functioning of an organisation in the area related to information management, inspired the author to seek further answers through empirical research on the effectiveness of the decision-making process in a real hierarchical organisation. For the purposes of this article, the results of research in one of the police units\textsuperscript{13} were used, which allowed a catalogue of factors significantly limiting the efficiency of the decision-making process in the examined organisation to be identified.

\textsuperscript{10} A. Letkiewicz, T. Szankin, \textit{Organizacja i zarządzanie...}, op. cit., p. 27.
\textsuperscript{12} Zarządzenie nr 30 Komendanta Głównego Policji z dnia 16 grudnia 2013 r. w sprawie funkcjonowania organizacji hierarchicznej w Policji (Dz. Urz. z 2013, poz. 99).
Determinants limiting the efficiency of the decision-making process in the police

Based on the author’s many years of observation, it can be stated that the current process of information management in the police prevents the proper functioning of its units and organisational units. Field units of the police are executive units that implement guidelines and instructions sent from the central level. The dynamics of the environment in which these types of units function, as well as their specific organisational solutions, require the managers of these units to take difficult and complex decisions under time pressure. Hence, the problems that these managers often face are not noticed by the superior units. The most common problems occurring there include: staff shortages, frequent rotation of officers and employees, which at the same time translates into overloading the tasks of other employees and inefficient ICT infrastructure. A characteristic feature of these units is that a large part of the decision-making powers rests with the middle (operational) level managers who are responsible for developing detailed instructions, assigning tasks to subordinates, coordinating subordinates’ work, and enforcing the assigned tasks. At the operational level, the largest amount of information is generated, which is transferred to the tactical level to implement top-down instructions. Therefore, it is important to properly provide managers with appropriate means and tools to enable efficient exchange of information at various levels of the hierarchy.

For a long time, there have been disturbances in communication at various levels of the hierarchy in both directions. As established, too extensive organisational structure, excessive bureaucracy as well as inefficiency of technological and communication solutions means it takes too long to transfer documents and significant information distortions occur, which, as a consequence, significantly reduces the efficiency of the decision-making process in the organisation.

Empirical studies confirmed the occurrence of significant deficiencies in the examined organisation14, which the vast majority of respondents indicated: the excess of useless information (71%), extended information flow (68%), lack of effective technological and communication solutions (64%), extensive organisational structure (56%), and lack of training in information management (57%). The results clearly show that the structure in the surveyed organisation is too extensive, hence the flow of information at its various levels is not only significantly extended, but also distorted.

For the purpose of research, to illustrate the occurring disturbances in the flow of information, two organisational units were used, where the level of spread and

14 The City Police Station in Poznań was chosen for the research, which among other 65 municipal headquarters in the country, is considered to have the largest full-time police units - over 2000 posts. Concerning the number of full-time posts, this headquarters is similar to many garrisons of the police in Poland. Statutory police units for the Municipal Police Department in Poznań are: the Municipal Police Headquarters in Łódź and the Municipal Police Headquarters in Krakow, both having a similar organisational structure. 339 respondents took part in the research.
range is significantly different and also significantly differs from optimally accepted directions in the organisation and management science regarding the range and range of targeting (Fig. 2 and 3).

Referring to the above schemes, it can be noticed that in the context of a considerably extended organisational structure, information flowing from top to bottom and conversely must conquer subsequent levels of the organisation, from the Commander of the Municipal Police, further through the level of the Head of the Department, by the level of the Deputy Chief, level Head of the Department, and ultimately to the Head of the Cell. Both too broad a range and targeting distance prevent the manager from mastering the correct flow of information in the organisation. Thus, interference occurs at individual levels.
As an example of too much targeting range, the above-mentioned Road Traffic Department can be used, where the actual range of the manager of this unit is 224 people. The manager of the indicated cell, with such a significant number of subordinates, will not be able to ensure an efficient exchange of information between its members, which was confirmed by the respondents, and there is a high risk of failure. Due to the large number of full-time jobs, intermediate units have been created in the department, whose actual range varies from 13 to 27 people. As observed, the creation of intermediate levels is not conducive to the proper flow of information, on the contrary, it causes distortions at all levels of the message, which respondents confirmed in the research.

It can be assumed that with an optimal spread (varying between 7 and 15), the flow of information will be faster due to the small amount of intermediate levels and a smaller number of subordinate personnel, which will enable the user to make a proper decision based on it. An example of a unit with a smaller span is the Control Department, whose actual span is 10 people (Figure 3). As you can see, information is passed directly from the supervisor to the subordinate, which reduces the risk of information distortion.

The indicated situation not only allows better contact between the manager and the subordinate, but also delegating tasks takes place directly, which affects the efficiency of the work of a unit with such a number of subordinates.

The presented diagram of the extended organisational structure, characteristic of the line-staff formula, favours the occurrence of disruptions in the flow of information, which passing through subsequent levels of the organisation, is unable to meet quality criteria, according to the information needs of users, which was confirmed by respondents, by means of the research, who have rated the price of satisfaction with the quality of information in the surveyed organisation at an average level. At the same time, in the
process of information flow, the following levels of disruption were found at the individual levels of the hierarchy: excess non-significant information making it difficult to capture the most important information - 65%, further information transfer insignificant, not important - (60%), transmission of hidden information, distorted information - 36%, use specialist names incomprehensible to the potential recipient - 26%, and transfer of untrue data - 18%. In the context of the research results obtained, the quality of the decision-making process in the audited organisation is a serious concern, which often takes place in conditions of extreme uncertainty, which is important in relation to key decisions affecting the internal security of the state.

It is not difficult to notice that with such a wide range of management of the managers in particular levels of management, one cannot speak about the efficiency and effectiveness of business activities, as well as about the ability of such a considerably expanded structure for orderly activities. Another argument justifying the author’s concerns is the fact that the studied organisation is dominated by the written form of information transfer, where the adopted technological and communication solutions prevent users from exchanging information efficiently, which means that significant disruptions are noted at particular levels of the hierarchy. At the same time, as the research results showed, lack of system solutions means that there is an excess of information in the organisation, where users are overwhelmed with useless or low quality information and the lack of tools enabling selection of information means that the content of information sent in the organisation is incomprehensible to many users (Fig. 4), which seems particularly worrying if one takes into account the need to make decisions based on it. In particular, respondents from the preventive service, more often than the criminal and logistical service, felt information overloads, excess information in paper form, weaker supply to technical means of information transfer, and also expressed the greatest dissatisfaction with the flow of information in the surveyed organisation.

Is the content of the information provided in the organisation in which you work comprehensible enough to be able to perform the task yourself?

Fig. 4. The content of information provided in the organisation. Survey results among employees and officers of the City Headquarters in Poznań
During the research, it was found that the organisation does not undertake activities aimed at deepening knowledge in the area related to information management, where, as the research shows, 196 respondents (58%) state that there is no training in information management. Based on the results obtained, it can be noticed that in the organisation under examination, the decision-making process at all levels of the hierarchy is significantly disturbed. Hence, it is necessary to propose directions to improve this process in such a way as to ensure an even more effective functioning of the organisation.

Desirable directions of changes in the decision making and flow system in the police

As the results showed there is a need to introduce modern information management methods, not only within the organisation, but also in the environment. The reported information overloads in the surveyed organisation are not isolated and also apply to other police units in the country, which are struggling with the lack of modern IT equipment enabling efficient exchange of information. In the police structures, the written form of information exchange has dominated for many years. Lack of systemic solutions for departing from the use of this form of communication means that many police units cannot cope with the excess of information, where significant disturbances occur at particular levels of the hierarchy. An important argument in favour of taking radical solutions in the discussed area is the fact that the police, as the largest uniform formation in Poland processing information significant for the internal security of the state, should be equipped with modern IT equipment, possessing not only the ability to reject useless information, but above all enabling fast, efficient exchange of messages between particular levels of the hierarchy. The implementation of effective mechanisms in the discussed area will ensure not only the cost-effectiveness, speed and effectiveness of the police’s activities, but will have a decisive impact on the efficiency of the decision-making process.

The above observations were supported by the collected research results, which prove that the respondents expect comprehensive management actions, consisting in improving the flow of information in the examined organisation and undertaking the following activities:

• introducing selection (objective) information to limit useless information;
• implementation of organisational activities limiting the excess of information in paper form, by implementing system solutions related to sending information via e-mail. In particular, the management staff declares the need to introduce changes in the system of sending information from paper to electronic form;
• providing police officers and employees with IT equipment;
• considering the creation of a team within the framework of the studied organisation, responsible for monitoring users' information needs.
Another important element, closely related to the efficient exchange of information, is a well-structured organisational structure. With regard to the research obtained and the disruptions in the information flow identified by the respondents, it is necessary to re-examine the existing structure in order to improve the information and communication processes. These activities should include, in particular, reducing the number of levels in the organisation and striving to flatten the structure, which will shorten the information channel and thus enable faster information and effective communication between members of the organisation. In order to implement the above, undoubtedly an interesting and helpful solution, matrix structure elements could be proposed for use in the structure of the police, which will allow a closer and equal linking of functional and objective organisational units in the implementation of specific projects. The task of the matrix structure is the cooperation of many specialists in enterprises to carry out more specific, complex projects (projects). It is characterised by a lack of hierarchical differentiation between individual task areas. In this structure, there is a tendency to distinguish one of the managers and to subordinate the matrix structure to the classical management from the staff-linear structures. Structures of this type are created in three cases:

The environment has a very strong impact on the organisation;
- The organisation is forced to process a large amount of information (the matrix facilitates the flow of information horizontally);
- There is a lot of pressure on the shared resources in the organisation to reduce them.

The main advantages of a matrix organisation as an organisational structure model are:
- providing the organisation with a high degree of openness and flexibility in adapting to changing market conditions;
- stimulating interdisciplinary cooperation (in addition, people work in a group);
- improving the flow of information, accelerating and increasing its credibility, mainly because employees serve as a bridge between the functional unit and the team;
- enabling the full use of talent and operability of people employed in the organisation;
- greater engagement and motivation by setting high expectations and new challenges for managers and contractors and by increasing their role in making decisions.

The rationale for the use of matrix structure elements is that this structure is an organisational form in which equality-oriented organisational units, distinguished according to different criteria, exist on the common level of the hierarchy, and whose activities are focused on achieving one goal. In the police organisational units it

16 A. Nalepka, A. Kozina, Podstawy badania struktury..., op. cit., p. 102.
will be advisable to implement elements of the matrix structure variation, called the matrix-team structure. It is notable for its flexibility of functioning, resulting from the possibility of creating a large number of combinations in the selection of task groups. This also applies to project managers (enterprises) who are also specialists appointed periodically to manage projects and subordinate to the top management of the police organizational unit. Flexible structures assume the possibility of changing the composition of human teams and changing the tasks to be performed according to the situation in which the organisational unit is located. The advantage of this solution is that there is no need to make permanent transformations in the “organisational skeleton”.


Fig. 5 Diagram of a flexible structure for the police

The proposed direction of restructuring, as well as the assumptions of the organisational structure projects, correspond to the model solutions both domestic and foreign. Improvement of the organisational structure is one of the basic conditions for the effective functioning of the police organisational units and is intended to enable the rapid implementation of the strategy of building flexible organisational structures. In relation to this topic, an important feature of the matrix structure is the dual communication channels, running from the central decision centre through linear and functional coupling, which increases the reliability of the information and decision system and is one of the important features of this type of structure.

18 Ibidem, p. 43.
19 Ibidem, p. 40.
At the same time, in the aspect of the proposed changes, the advantages of the matrix organisation as a model of the organisational structure of the Police units at the poviat and voivodship level will be:\textsuperscript{20}

- professional-competence cooperation of functional units in place of the generally occurring autonomisation of the units' purposes;
- release of the initiative blocked in hierarchical systems;
- greater operational efficiency and openness to innovation;
- better motivation conditions;
- the possibility of faster education of qualified personnel;
- improving communication within the structure.

Integrating the expertise of specialised (functional) units with the responsibility of task-oriented units is likely to flatten structures, increase the role of elements of the real authority, as well as the development of cooperative management styles\textsuperscript{21}. In the course of further research, it was confirmed that the occurring disturbances in the examined organisation are also caused by user errors related to:

- developing low-quality information, which makes the content of information available to its recipients incomprehensible. This situation means that there is a high risk of failure of the decision and also that the contractor erroneously performs the task,
- using abbreviations incomprehensible to the recipient as well as using false data that misleads the user,
- distribution of information to recipients whose content of information contained in the document does not apply.

In order to minimise the risk for decisions made by decision-makers, it is necessary to undertake activities related to the improvement of knowledge by all users of information, from the stage of developing information to the stage of its distribution. The effects of actions can be obtained by implementing appropriate training in the framework of professional development, so as to ensure the best quality of information in the organisation, expressed in appropriate content and form. To a large extent, well prepared and qualified managerial staff with appropriate qualifications and equipment equipped with instruments will depend on the form and content of the information provided to users, and the sum of all these activities will have a decisive impact on the effectiveness of the decision-making process in the organisation.

\section*{Summary}

Many factors influence the effectiveness of an organisation’s operation. An important challenge for managers should be striving to meet the needs of employees and ensuring optimal working conditions, enabling effective implementation of tasks, including

\textsuperscript{20} Ibidem, p. 46.
\textsuperscript{21} Ibidem.
in the decision-making process. To a large extent, the efficiency of the decision-making process will depend on achieving the objectives set by the organisation. The activities of the organisation should take into account not only current needs, but also opportunities, threats and challenges for its functioning in the long-term. It is from the previously prepared goals that the action strategy should be directly evident.

The experience of recent years, as well as the research results gathered, show that the actions taken by the police in the area of information management are ineffective. The lack of radical decisions regarding the introduction of changes in the police has a negative impact on the work of police officers and employees, and also reduces the effectiveness of the functioning of this formation in all its areas. Modern organisations are characterised by modern management combining both qualified and competent staff, a flexible organisational structure as well as modern ICT infrastructure. The specificity of the tasks of the police, carried out for the benefit of citizens of the internal security of the state, requires decisive decisions from this formation in the discussed area.

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