“New Public Management” elements: Case study of human resources allocation to achieve the goals in the Estonian Police

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Acronyms and Abbreviations

CCP – Central Criminal Police
CP – Criminal Police
FSC – Forensic Service Centre
LEP – Law Enforcement Police
NPM – New Public Management
PA – Police Act
PPS – Personal Protection Service
PB – Police Board
PS – Police School
PP – Police Prefecture
PSA – Public Service Act
Introduction

The goal of this research is to find out if and how “New Public Management” (NPM) ideas are used to increase the efficiency of the Estonian Police. In the first chapter the background of the research and theoretical perspectives are given (Hood, Kickert, D’Aunno, Sparrow). Based on this, NMP indicators are created. The second chapter presents firstly a case study using these indicators to ascertain how NPM elements are exploited in the police activities model “what we want to achieve“ in other countries (USA, Australia, Great Britain), and, secondly, gives evaluation to the Estonian Police activities model “where we are“. Both parts are based on comparative analysis.

The research is concentrated on the organisational changes, the division of labour and the resource allocation in transformation of the model of activities.

1. Research design

1.1 Background

“New public management” ideas started to spread in 1980s. “Traditional” old public management that was based on rules and was managed by processes changed into management by results and less expensive administration (Hood 1991). Pollitt (1990) reached the conclusion that in order to work better with less expenses, a government institution has to use classical business management methods and techniques\(^1\). If in private sector the financial benefit is used as a goal for efficiency measurement, then in public sector legality and legitimacy are important (Kickert 1997). It has to be noted that administration orientates towards public interests (the Estonian Constitution uses the term “common interest”). The existence of state organisations and other non-profitable organisations is based rather on fulfilling the mission than getting profit. As an outcome of any mission, satisfaction of clients is the main motive and measure of strategic efficiency (Arveson 1998). To evaluate economy\(^2\), it is important to achieve balance between limited resources and increasing social and political demands (Kouzmin et al. 1999, Cubbin and Tzanidakis

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1 Based on Pollitt (1993), this is the “new-right-thinking” about the state
2 Measuring economy includes the cost of input as well as giving value to output and achieving goals
1998). The conflict of these inconsistent values can occur in public sector. The management by results can help.

Management by results is a concept of management that aims at achieving good results. It is implemented by and through personnel, and the basic idea is to put organisational resources into key areas of activities, which play the major role in achieving goals (D’Aunno 1992).

1.2 Defining research questions

The police fulfils functions that have been given by the state and are expected by the public. How big are the differences between public expectations for police activities and actual possibilities? Primary resources of police activities are police officers. Resources have to be directed to key areas to achieve better results. Key areas become evident, if police duties, rights, normative standards and the national priorities of police activities have been ascertained (Barrett 1997). Police performance is valued according to these areas. Placing more resources only will not give better results but how to achieve better results by dividing resources efficiently according to the needs? If the volume of police activities determines the number of police officers in a certain area, (workload determines the need for resources), how to reallocate present resources, when we want to increase the quantity or quality of a certain area of policing and to change the activities model. It means that this activity of the police officer is going to take more time. What should the police do and what does it do is the everlasting question.

To find out how to divide resources inside the organisation, it is necessary to understand different parts of organisation and their role in performing the function. All the activities of policing are important but it is impossible as well as unnecessary to allocate resources to all activities equally. Many scientists in law have questioned this principle of result-management and even opposed the concepts of justice and efficiency. But it is namely because of the often-condemned inefficiency of public administration organisations that management by result has won so many supporters in the world.

1.3 Theoretical perspectives and creating a model of analysis

During the restructuring of public organisations, new management techniques that came from the private sector and reflected the principles of “new managerialism” were taken into use (Fleming 2000). In 1980s, most of the English speaking countries started to use such
management instruments like strategic planning, measuring outputs and performance based work contracts with high level officials in police organisations (Loveday 1995). Alongside with the new public administration concept, community policing model was introduced in the police. \(^3\) Changes in the society make the public expect more of the public organisations including the police (Grabosky 1992). “Catching criminals” is definitely not the mission of the police in 21st century (Whisenand and Ferguson 1996). Depending on the extent of crime, the police has to focus more on proactive than interactive activities. When social problems increase, it is wise to put more efforts into securing public order and when the situation is relatively calm, the police can concentrate more on service-oriented assignments (Hennen 1994).

Bayley (1994) states that main reason why policemen do not deal with community policing is that they do not see it as their main job like the rhetoric does. Another reason is that not enough resources have been given to this area, which will leave it a principle only in the rhetoric. Management by results makes it possible to treat some measures shown in the action plan as key results, into which more resources need to be allocated (Barrett 1997). With the help of planning, resources (input) are united, which means for the chief of police primarily that present personnel has to be used to their best to achieve goals (output).

For example, in the Estonian Police strategic planning documents from 1999\(^4\), it is highlighted that prevention work, as a part of community policing, should be taken into use and also NMP elements should be used to increase the efficiency of organisation. Is it only the rhetoric or are there figures for measuring the tendency? Thus, the exact question behind the analyses would be: while using NMP principles, are more resources allocated to the activities relating to the community policing model?

To be able to compare systematically changes in the organisation, it is necessary to create a model showing NMP dimensions. To that aim, the components of NMP (Appendix 1) also called the 7 doctrines of Hood (1992) are used for the following analysis.

To simplify the process of the case study and to find answers for the research goal of the present work, the usage of Hood’s doctrines in two narrower areas is analysed:
1. defining functions and determining if the police fulfil tasks what it shouldn’t fulfil according to NPM basic ideas and

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\(^3\) In English the term community policing was taken into everyday use at the end of 1980s.

\(^4\) Document „Estonian Police Development Plan for years 1999 – 2001“ was first of the kind
2. managing resources and determining if human resources are allocated to the area specific to the community policing model (the ratio of law enforcement and criminal police officers is 4:1 or even 5:1).

Relations between variables can be illustrated with the following simplified analysis model:
Assumption: human resource -> effect -> organisational success
Statement: work-load ->effect-> human resources

The objects of the present research are different policing models and in defining these models Sparrow’s (1988) interpretations are used.

"Where do we come from?” model – traditional policing: The main role of the police can be defined as concentrating on arresting criminals and solving crimes. The number of arrested criminals and solved crimes is used to measure efficiency. The police is centralised and its responsibility is defined by laws and mainly legal procedures.

"Where are we heading?” model - community policing: The police understands crimes as a wider phenomenon and sees itself as one participant among many. The main goal is to improve quality of life through reducing crimes and increasing security\(^5\). Co-operation with the community is of primary importance in policing. Community policing police organisation has a distributed structure. The responsibility of achieving goals is bigger than that of following procedures, allocation of resources and rewarding is related to results.

The structure of police activities is different in these two models: the first model concentrates on solving crimes and arresting criminals; the second model concentrates on solving community problems and on crime prevention. In the Estonian Police the criminal police fulfils primarily the first function and law enforcement police the second one.

The goal of this research is to describe, "where are we?” today: What changes show implementation of the new model in the Estonian Police? To be more specific, what changes have occurred in the structure of the police activity model and in dividing human resources between criminal and law enforcement police?

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\(^5\) Dadds and Scheide (2000) states that key results of police activities are the decrease in crimes and the satisfaction of the community.
1.4 Developing analysis methodology

This is a case study in which the comparative analysis method is used, which compares one fact, namely the implementation of NMP in the Estonian Police (“where are we” model) with the generalised policing model (“where are we heading”), which is implemented in other countries. The research is concentrated on learning about the development dynamics in a specific case – in the Estonian Police. Documents analysis and quantitative analysis methods are combined. The result is an analytical overview – finding compliance/not-compliance to the model defined above.

The research unit is the Estonian Police and the specified research units are territorial police prefectures, which determine most of police activities. If we take public as the primary client of the police service, then the result of the activities of the prefectures will affect mostly the relationship with the public. The public sees their performance as the performance of the whole police. This is also conformed by police statistics, which states that 86% of all police officers of the Estonian Police are working in prefectures. Thus, we can basically say that the Estonian Police is as strong as the police prefectures, which serve the common interest of public.

Empirical material is built up in two wide areas:

1) Determining functions, creating activation model: different documents (legal acts, strategic documents, statutes etc.) regulating police activities are the data sources for analysis.

2. Discussion: case study

2.1 Determining police functions

Functions are determined here by separating police duties from ‘external environment’ and from internal support functions, which can be fulfilled by civilians. The question to be answered is which are the functions that should solely be fulfilled by the police who are undoubtedly more expensive than civilians? The first part describes the differences between the NMP and the “new management model” of the police. The following part analyses it in the context of the Estonian Police.

Police functions are carried out entirely by police officers who have the possibility to exercise police rights (power) and this includes, for example, arrests of criminals etc. Police officers often carry out duties that don’t require police knowledge or authorisations, which is actually a waste of limited resources (Bryett 1999). This is the reason why during last years the new trend of involving more civilian or contracted employees has been developing in the organisation. Here come handy Cole’s (2002) personal oriented and Leigh’s (1999) functional oriented approach.

Modifying Cole (2002), the following questions could be taken for the bases of research in determining the functions: (1) which functions require the involvement of police officers? (2) which functions are fulfilled by civilian specialists? (3) how much time does it take to fulfil a certain function?

Leigh et al. (1999) connects the activities of an organisation with allocated resources. He defines this as a challenge, why and how the service is provided: Why do we provide this service? Do we have to provide this service that way? Does the service involve elements that we can change or discard? How will this service affect our other functions? Is it expedient to let somebody else provide this service?

In the process of “civilising” a police service the SRCSSP (2002) stresses three key goals:
1. to reduce cost
2. the need for specialists of different areas
3. to reduce the number of policemen in functions that don’t need the interference of police power (administrative functions, crime analysis etc.)

9
In corporate units it is possible to create more positions for civilians who can provide high-level support services (for example legal adviser, public relations adviser etc), but in small units it is economically inefficient. In many places functional units are formed, where policemen and civilian specialists are combined, for example, drug, IT-, economic crimes.

Heads of units have to set main activities and priorities. Periphery activities have to be given lower priority or be put together. Loveday (1995) concluded that in Great Britain ”non important functions” like convoy of prisoners, security of detention house, public advice about crime prevention and securing order in public events, can be assigned to civilian staff, specialists or delegated to other institutions or contracted out of police.

This is a good example of how, in a content of limited resources, management is described as making decision on what not to do. For decision making, a manager needs national priorities and stated goals. One of the most important instruments in management-by-result is planning, which gives possibility to eliminate the ambiguity of police role and functions and to define the police responsibility in community more clearly than it is done by most common legal acts. In order to connect goals with the resources aimed at achieving them, the establishers of the Estonian State budget want to reach a situation, where budget assignments are based on internal goals that are confirmed together with the final budget (State Government Budget Strategy 2001 – 2004).

Police activities are regulated by legal acts of different levels. Main responsibilities of the police are defined in the Police Act 7 (PA) § 3, and according to that, the police secures public order, defends the legal interests of people and organisations, prevents crime, performs pre-trial investigation of crimes, decides and carries out punishments within the limits of their competence.

Strategic development documents 8 of the Estonian Police state that police officers have to fulfil the tasks of the police. But it is unclear where the borders are - how to define police functions? Expressions like police officers have to be released from “non-police functions”, “functions where executive power is not needed” and police officers have to deal with “main police functions” or “functions of police” etc. are used very often. These expressions are usually used on cognitive level, which means that they are commonly understood when the discussion partner has the background of the same organisational culture. In reality, it is not

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6 Education of policemen is expensive and they have many social guaranties like special pension etc.
7 The Police Act – a law that stipulates the bases of the activities of the Estonian Police
clear what does expression “police main functions” mean, because the Police Act gives the formal legal explanation of main police functions, but this expression is too wide and has no clear borders.

There are many duties that the police have to do to fulfil its main functions and a list of these assignments provided by the Police Act. To fulfil all these assignments it isn’t always necessary to use the rights given by the Police Act⁹. The notion of “police” can be interpreted as an institution (Police Act § 2). Thus, in order to fulfil assignments that don’t need police rights, un-sworn staff can be used. In many occasions, other organisations have similar functions, which shows that these are supporting functions. Here we see a dilemma arises: should these functions be carried out by the police organisation and if they should, should they be carried out by police officers who are more expensive than civilian servants. The following is a perfect example of this.

The Police Act states, that the police, according to its assignments, takes and registers offences and other information related to breaking the law. It is not necessary to use police rights given by the Police Act to fulfil this assignment. Rescue workers in emergency call centres have similar assignments. Based on this, it is not necessary to use police officers as duty officers or so-called dispatch officers and the idea of uniting these functions with the rescue boards emergency centres is becoming gradually more favourable in the Estonian Police. Police duty officers have also other police functions, but in order to fulfil these the internal division of labour must be reviewed. Releasing a police officer from the functions of a dispatch officer will give the police a possibility to use police officers more efficiently in the main police functions.

Based on that, we could define the “police main function”, but PA § 3 also uses the same definition and, therefore, the author of this work prefers to use the term “police function” rather than “police main functions”. It may be claimed that police functions are assignments, in which the law entitles the executors to special rights to carry out these assignments. Thus, police functions have to be fulfilled by police officers.

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⁹ These rights entitle the police to use power, which includes, for example, the right to arrest people, to perform house searches etc.
The central agency is the ESTONIAN POLICE BOARD (EPB) which manages, directs, co-ordinates the activities of all police units under its administration.

The Estonian Police has four national units:
- CENTRAL CRIMINAL POLICE (CCP)
- PERSONAL PROTECTION SERVICE (PPS)
- FORENSIC SERVICE CENTRE (FSC)
- POLICE SCHOOL (PS)

Territorial police units are:
- POLICE PREFECTURES (PP)
  - (17)

Each serves one county or town. The local police chiefs are called PREFECTS.

**Figure 1. Structure of the Estonian Police**

In 1990s civilian support functions have increased in the structures of the police organisations in many countries. For example, in Australia the number of police officers per 100,000 inhabitants has decreased from 217 in 1997 to 215 and, at the same time, the number of civilians in the police organisation has increased from 61 to 62 per 100,000 inhabitants (SCRCSSP 2002). In Estonia the number was accordingly 281 and 89 (Table 1) in 2002. Bayley (1994) found out that different countries have similarities in the ratio of police officers and inhabitants. In 1990 there was one police officer per 393 inhabitants in America, 414 in Australia and 406 in the U.K. In Estonia the numbers were 259 in 1997 and 356 in 2002. The dramatic change in numbers is related to the 1999 Police Personnel Reform that reduced significantly the number of police officers.

**Table 1. Police officers and civilians working in the police per 100,000 inhabitants in 1997 and 2002**

<table>
<thead>
<tr>
<th>Year</th>
<th>Policemen per 100,000 inhabitants</th>
<th>Civilian staff per 100,000 inhabitants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Positions filled</td>
<td>Positions filled</td>
</tr>
<tr>
<td>1997</td>
<td>413</td>
<td>301</td>
</tr>
<tr>
<td>2002</td>
<td>281</td>
<td>256</td>
</tr>
<tr>
<td>1997/2002</td>
<td>-132</td>
<td>-45</td>
</tr>
</tbody>
</table>

Here and afterwards work positions are analysed. Fulfilment of police positions was 90% in 2002 and 80% in 1997. Mainly comparable shares are analysed.
The majority of police officers (86% according to the six months personnel statistics of 2002 or 2990 policemen out of 3472) are working in local units - “Police Prefectures” (Police Structure, Figure 1). 76% of the Estonian Police are police officers and 24% are civilians. In local units the percentages of police officers and civilians are accordingly 80 and 2011. In 1997 the percentages were 83 and 17 in the whole police (Table 2), so the number of civilians has increased from 17% to 24% during last years. If we compare the absolute numbers of civilians, this also shows the increase of 3% (from 1187 to 1223).

Table 2. The percentage of police officers and civilians in the police in 1997 and 2002

<table>
<thead>
<tr>
<th>year</th>
<th>Police officers</th>
<th>Civilian staff</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Positions %</td>
<td>Positions %</td>
<td></td>
</tr>
<tr>
<td>1997</td>
<td>5640 80</td>
<td>1187 17</td>
<td>6827</td>
</tr>
<tr>
<td>2002</td>
<td>3842 76</td>
<td>1223 24</td>
<td>5065</td>
</tr>
<tr>
<td>1997/2002 difference</td>
<td>-1798 -4</td>
<td>36 7</td>
<td>-1762</td>
</tr>
<tr>
<td>1997/2002 difference (%)</td>
<td>-32 -5</td>
<td>3 44</td>
<td>-26</td>
</tr>
</tbody>
</table>

According to the figures of the first six-months of 2002, the national units of the police (Central Criminal Police - CCP, Personal Protection Service - PPS, Forensic Service Centre - FSC) and the Police Board employ 14% of all police officers in the Estonian Police. The comparison of civilians and policemen in different structural units shows that in CCP and in PPS 80% of the personnel are police officers like in police prefectures. In FSC the percentage of police officers is only 36, because FSC performs mainly support functions for the police, and forensic laboratories (chemistry, biology, DNA etc.) employ mainly specialists/experts of these areas who do not need special police knowledge and rights in their work. Police officers in FSC are mainly working in FSC regional centres and involved in the operational work of the prefectures.

Comparing these with the Police Board or Police School, where percentage of policemen is accordingly 28% (80 out of 287) and 32% (28 out of 88), it can be said even without the analysis of their assignments that by functions these two are least involved in performing police functions.

Comparing changes from 1997 to 2002 (Table 3), the biggest change in the percentage of police officers has occurred in the structural units that have the lowest connection to police functions: the number of policemen has decreased in the Police School by 53%, in the Police
Board by 46% and in FSC 39%. This rule does not apply for the Central Criminal Police, where number of police officers has also decreased by 55%. At the same time, when the police officers of the Police School still amount for 1% of the total number of police officers in the Estonian Police, the same figure of CCP has decreased from 8 to 5. The main increase was from 83% to 86% in police prefectures.

Table 3. Division of police officers between main structural units in 1997 and 2002

<table>
<thead>
<tr>
<th>year</th>
<th>PB*</th>
<th>PP*</th>
<th>CCP*</th>
<th>PPS*</th>
<th>FSC*</th>
<th>PS*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>149</td>
<td>4683</td>
<td>455</td>
<td>225</td>
<td>69</td>
<td>59</td>
<td>5640</td>
</tr>
<tr>
<td>1997 (%)</td>
<td>3</td>
<td>83</td>
<td>8</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>2002</td>
<td>80</td>
<td>3306</td>
<td>206</td>
<td>180</td>
<td>42</td>
<td>28</td>
<td>3842</td>
</tr>
<tr>
<td>2002 (%)</td>
<td>2</td>
<td>86</td>
<td>5</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>100</td>
</tr>
<tr>
<td>1997/2002 difference (%)</td>
<td>-46</td>
<td>-29</td>
<td>-55</td>
<td>-3</td>
<td>-7</td>
<td>-33</td>
<td>-32</td>
</tr>
</tbody>
</table>

* PB – Police Board, PP – police prefectures, CCP – Central Criminal Police, PPS – Personal Protection Service, FSC – Forensic Service Centre, PS – Police School

When comparing the change in civil servants from 1997 to 2002 (Table 4), we can note an opposite tendency meaning that the percentage of civilian staff in personnel has increased (in FSC, the Police Board). Again, the exception is CCP, because it fulfils operational functions. The personnel reform in 1999 decreased the total number of the personnel of CCP more than elsewhere and therefore it is more reliable to compare the division of labour inside CCP – how the personnel is divided between police officers and civil servants as described before.

Table 4. Division of civil servants between main structural units in 1997 and 2002

<table>
<thead>
<tr>
<th>year</th>
<th>PB*</th>
<th>PP*</th>
<th>CCP*</th>
<th>PPS*</th>
<th>FSC*</th>
<th>PS*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>167</td>
<td>731</td>
<td>144</td>
<td>38</td>
<td>25</td>
<td>82</td>
<td>1187</td>
</tr>
<tr>
<td>1997 (%)</td>
<td>14</td>
<td>62</td>
<td>12</td>
<td>3</td>
<td>2</td>
<td>7</td>
<td>100</td>
</tr>
<tr>
<td>2002</td>
<td>207</td>
<td>772</td>
<td>49</td>
<td>51</td>
<td>84</td>
<td>60</td>
<td>1223</td>
</tr>
<tr>
<td>2002 (%)</td>
<td>17</td>
<td>63</td>
<td>4</td>
<td>4</td>
<td>7</td>
<td>5</td>
<td>100</td>
</tr>
<tr>
<td>1997/2002 difference</td>
<td>40</td>
<td>41</td>
<td>-95</td>
<td>13</td>
<td>59</td>
<td>22</td>
<td>36</td>
</tr>
<tr>
<td>1997/2002 difference (%)</td>
<td>24</td>
<td>6</td>
<td>-66</td>
<td>34</td>
<td>236</td>
<td>-27</td>
<td>3</td>
</tr>
</tbody>
</table>

*PB – Police Board, PP – police prefectures, CCP – Central Criminal Police, PPS – Personal Protection Service, FSC – Forensic Service Centre, PS – Police School

Comparison of changes in personnel in 1997 and 2002 shows that police officers are dealing more with police functions and their administrative or support functions have decreased

11 Based on SCRCSSP (2002) in Australian police the ratio between the civil stuff and police officers is also 1:4
12 In real numbers there is a decrease in positions of police officers in every unit, but the increase in the share of police officers in police prefectures took place primarily because of the decrease of police officers in CCP (Figure 2, p 17).
significant. Positions that cover non-police functions have been replaced with civilian servant positions (for example personnel processing information, in charge of IT, detention house) or are going to be replaced in near future (dispatch officers, convoy).

2.2 Structure of police activities

The structure of police activities includes internal division of labour of the police and allocation of human resources. It is intriguing to note that the resources, mainly police officers, are allocated by managers usually taking into consideration former practice, traditions, comfort etc. and there is only a small connection with public security (Carr-Hill 2000). This chapter concentrates on the question which function should the police internally stress and how is it reflected in the allocation of human resources in the Estonian Police.

First, the author gives an overview of basic ideas of prioritising new police activity model assignments in other countries.

Beck et al. (1999) claim that four different studies in Australia and New-Zealand show that, for the community, the most important police functions are answering emergency calls, protecting of people, fighting against crimes and preventing crime. A research conducted in England also showed that most important police duty is answering emergency calls, after which came “catching criminals” and solving crimes (Loveday 1995). The least important was escorting overweight cars and dealing with lost and found property, also activities connected with traffic and licenses. Thus, crime control was seen as the main police function and less important were administrative functions. Usually, crime control activities are taken as more important than service-oriented activities, which contradicts the principles of community policing. According to the researches the public think that more attention should be paid to all police functions. However, it is impossible without raising the police budget. On the other hand, police chiefs can direct more resources into the areas that the public considers most important.

Interest in police activities has resulted in the formation of higher advisory councils consisting of civilian community representatives to guide police in many countries (Bryett 1999). Setting priorities of police activity according to public opinion only is problematic,
because police activities have many aspects that the public is often unaware of\textsuperscript{13}. According to Beck \textit{et al.} (1999), the understanding of the police of its own role mainly collides with the public opinion. Therefore, the need for police functions and the role should be valued in a broader sense: these should rise from goals that are set taking into consideration the requirements of those who are using the service\textsuperscript{14}. Also, specialists have to evaluate the real situation and define police activities and work time accordingly.

Bayley (1994) says that it is possible to implement modern police management by dividing the functions into three:

1. Community police whose main task is crime prevention;
2. Primary police units who provide necessary police services;
3. Police forces, who provide additional resources, lead the organisation and perform assessment of results.

The present analysis concentrates on two main activity areas of the police. In overall the Estonian police is divided into two main lines: the first deals with issues related to maintaining public order and crime prevention (community policing) – law enforcement line; the other line deals with issues related to crime clearance and solving – criminal police line. These two lines can be traced throughout the whole police organisation (for example, each police prefecture has a law enforcement department and a criminal police department).

Based on the outcomes of the chapter on research methodology, the following part of the case study will concentrate on police prefectures in Estonia as main research targets. The total number of the positions of police officers that the police prefecture/police prefect is entitled to is fixed but internally they can be divided according to local needs. Cole (2002) has described the ways the number of police officers is usually decided, but it gives grounds for doubting the objectivity of the results. In Prefectures the criminal and law enforcement police is divided as 33% and 65% and the difference between prefectures is ±9%. Where does this big difference in resource allocation to functions come from if all prefectures fulfil the same tasks? The division of resources should be more or less equal. It is partly affected by local situation, which is more visible in areas like islands (Hiiumaa and Saaremaa) and the capital city (Tallinn). This will require separate analysis and would go beyond the goals

\textsuperscript{13} Analysis shows that the smaller the direct connection, the bigger the influence of mass media is (Beck \textit{et al.} 1999).

\textsuperscript{14} Jorgensen (1990) came to the conclusion, that public organisations are serving one of the following: basic values, politicians, primary customer or other united interest groups.
of present work where analysis is concentrated on the overall proportions of crime and law enforcement police.

Wilson and McLaren (1972) found out that limited number of policemen dealing with solving crimes must be defined. Bayley (1994), who analysed the police of the USA, Canada, U.K, Australia and Japan found out that 60% of police personnel deals with patrolling and responses to inquiries, 15% with crime solving, 9% regulates traffic and 9% administrates. The picture is similar also in the Nordic Countries.

Based on Bayley (1994), the percentage of police officers dealing with crime solving (investigation and detection) is 14 in Canada, 15 in the U.K. and the USA, 16 in Australia and 20 in Japan\(^{15}\). Comparing to this, the percentage of criminal police (dealing with crime solving) in Estonia is 34 and this is very high. If this number is high, it shows that either the law enforcement police have too little prevention functions or the law enforcement police officers are not enough involved in preliminary investigation (Wilson & McLaren 1972).

In comparing years 1997 – 2002, it is analysed which development changes have occurred in structure of police activities.

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15 Japanese crime situation is very different from other countries, the level of crime is much lower there.
Changes have occurred according to the following scheme (Figure 2 and Table 5): the biggest decrease was in “other” police officers function. If in 1997 they amounted for 26% of all police officers, in 2002 it is only 10%. Because of this, the proportion of law enforcement and criminal police lines have increased. The number of criminal police has increased from 21% in 1997 to 34% in 2002 and the percentage of law enforcement police officers accordingly from 53 to 56. It is evident that change have occurred in favour of the criminal and law enforcement police by 13 and 3 units, and for “other” the number has decreased by 16 units.

The tendency of decreasing “other” police functions can be interpreted positively. It means that the previously “other” administrative and supportive functions fulfilling police officers are replaced by civilian positions and police officers are performing police assignments. On the other hand, if we compare it with the community policing model, the picture is not so positive. If we take a look at where the resources were put in proportion – the result is 4 to 1 in favour of criminal police. It means that from the resources, which were possible to reorganise, 20% were moved to law enforcement and 80% to criminal police.

<table>
<thead>
<tr>
<th>Year</th>
<th>LEP*</th>
<th>%</th>
<th>CP*</th>
<th>%</th>
<th>Other</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>2975</td>
<td>53</td>
<td>1212</td>
<td>21</td>
<td>1453</td>
<td>26</td>
<td>5640</td>
</tr>
<tr>
<td>1998</td>
<td>2776</td>
<td>52</td>
<td>1501</td>
<td>28</td>
<td>1029</td>
<td>19</td>
<td>5306</td>
</tr>
<tr>
<td>1999</td>
<td>2210</td>
<td>58</td>
<td>1265</td>
<td>33</td>
<td>312</td>
<td>6</td>
<td>3787</td>
</tr>
<tr>
<td>2000</td>
<td>2213</td>
<td>58</td>
<td>1280</td>
<td>34</td>
<td>325</td>
<td>9</td>
<td>3818</td>
</tr>
<tr>
<td>2001</td>
<td>2205</td>
<td>57</td>
<td>1302</td>
<td>34</td>
<td>343</td>
<td>9</td>
<td>3850</td>
</tr>
<tr>
<td>2002</td>
<td>2142</td>
<td>56</td>
<td>1304</td>
<td>34</td>
<td>396</td>
<td>10</td>
<td>3842</td>
</tr>
</tbody>
</table>

If we take a look at police prefectures (table 6), who are the main performers of police duties, the picture is a bit better: the share of law enforcement officers has increased from 61% in 1997 to 65% in 2002 and that of criminal police accordingly from 23% to 33%. The change has occurred because of the decrease in “other”, accordingly 4 and 10 units which means that that the ratio of the resources 2:5 favours the criminal police. Basically, it means that out of the available resources 29% were moved to law enforcement and 71% to criminal police.
Table 6. Structure of police prefectures’ activities: policemen in main functions in numbers and shares and also changes from 1997 to 2002

<table>
<thead>
<tr>
<th>year</th>
<th>LEP*</th>
<th>CP*</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Positions</td>
<td>%</td>
<td>Positions</td>
<td>%</td>
</tr>
<tr>
<td>1997</td>
<td>2350</td>
<td>61</td>
<td>1036</td>
<td>23</td>
</tr>
<tr>
<td>1998</td>
<td>2308</td>
<td>60</td>
<td>1279</td>
<td>28</td>
</tr>
<tr>
<td>1999</td>
<td>2080</td>
<td>66</td>
<td>1079</td>
<td>32</td>
</tr>
<tr>
<td>2000</td>
<td>2213</td>
<td>66</td>
<td>1094</td>
<td>33</td>
</tr>
<tr>
<td>2001</td>
<td>2205</td>
<td>65</td>
<td>1102</td>
<td>33</td>
</tr>
<tr>
<td>2002</td>
<td>2142</td>
<td>65</td>
<td>1098</td>
<td>33</td>
</tr>
</tbody>
</table>

1997/2002 difference -208 4 62 10 -631 -14 -1168 0
1997/2002 difference (%) -9 6 6 43 -91 -87 -26 0

* LEP-Law Enforcement Police, CP-Criminal Police, other – police officers, who fulfil mainly administrative support functions

When talking about changing towards the “community policing” model, in most of the world usually (1) 10% of police officers take care of administrative issues, (2) 15% solve crimes and (3) 75% are involved in maintaining public order, crime prevention and other police duties. It means that the ratio of law enforcement and criminal police officers should be 5 to 1. Table 7 suggests a possible development perspective to achieve this in year 2006. The alternative can be a milder model of 4 to 1, but the goal cannot be only to implement some model, it has to respond to the needs of the community.

Table 7. Increasing law enforcement police accordingly to “community policing” model to the ratio of 5:1 of law enforcement and criminal police

<table>
<thead>
<tr>
<th>year</th>
<th>%</th>
<th>Positions</th>
<th>difference</th>
<th>difference (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>61</td>
<td>2326</td>
<td>184</td>
<td>9</td>
</tr>
<tr>
<td>2004</td>
<td>65</td>
<td>2511</td>
<td>185</td>
<td>8</td>
</tr>
<tr>
<td>2005</td>
<td>70</td>
<td>2696</td>
<td>185</td>
<td>7</td>
</tr>
<tr>
<td>2006</td>
<td>75</td>
<td>2881</td>
<td>185</td>
<td>7</td>
</tr>
<tr>
<td>2003/2006 difference</td>
<td>75</td>
<td>2881</td>
<td>739</td>
<td>35</td>
</tr>
</tbody>
</table>

Here the overall distribution of functions was analysed, but in reality the numbers do not show which tasks the officials actually fulfilled. For example, in some places the share of investigation conducted by law enforcement officers is bigger and in other places smaller.

The research conducted in the South Australian Police in 1997 – 1999 on time usage by police officers measured different tasks. It showed that: patrolling, public order, prevention activities, solving cases and problems took together 40%, activities for crime solving – 32%, traffic control – 13%, convoy and activities connected with detainees – 12%, response for calls and co-ordination – 2% and other – 1% (Dadds & Scheide 2000). Measuring time usage shows where police has actually put resources and how civil servants help the police officers.
or the operational core to deal with their main assignments. In order to establish how much working time of a police officer one or another task takes, a specific research using other methods or methodology should be carried out. But this would go beyond the aims of the present case study, in which the research object was the main functions of law enforcement and criminal police.
Conclusion

There were two main problems set in this case study – defining police functions on the principle of effectiveness and correspondence of resource allocation to the above defined model. The following two dilemmas arose:

The first one is connected with the ratio of sworn and un-sworn staff as well as with functional effectiveness of the personnel of the Estonian Police. The results of the analysis showed that in proportion there are more policemen occupied with police functions, which means that more policemen are directly “serving customers” on the streets, and support functions are in practice fulfilled more by civilian stuff – specialists in other fields.

The other dilemma has risen between the law enforcement and crime police. The results of the case showed some positive tendencies in strengthening law enforcement activities and preventive functions of the police. But in order to realise the community policing model it is necessary to allocate more (human) resources. The author gave a simplified vision of the development perspectives of the year 2006.

The aim of the study was to describe the named tendencies. The paper does not go into details of division of labour, which might have a strong effect on results of this work. Also, some other questions arose in the case study, which need specific approach:

- What is the administrative capacity of the Estonian Police in comparison with other countries?
- How are the tasks shared between law enforcement and criminal police units?
- How are the resources allocated inside the units and why do they differ?
- What are the police officers doing in reality – where are the resources actually directed?

The case study achieved the aims to find in the “where are we” activity model of the Estonian Police elements of the NPM models well as those of the “where are we heading” model. In conclusion, it could be said that some principles of the new model of policing and also NPM elements have been put into practice in the Estonian Police.
References


Legal acts


“Prioritised development goals up to 2006 in police area”, 03.07.2001 recorded decision no 33 of the Estonian Government.
### Appendix 1: Doctrinal Components of “New Public Management” (Hood 1992)

<table>
<thead>
<tr>
<th>No</th>
<th>Doctrine</th>
<th>Meaning</th>
<th>Typical justification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Hands-on professional management of public organisation</td>
<td>Visible managers at the top, free to manage by discretionary power</td>
<td>Accountability requires clear assignment of responsibility, not diffusion of power</td>
</tr>
<tr>
<td>2</td>
<td>Explicit standards and measures of performance</td>
<td>Goals and targets defined and measurable as indicators of success</td>
<td>Accountability means clearly stated aims; efficiency needs “hard look” at goals</td>
</tr>
<tr>
<td>3</td>
<td>Greater emphasis on output controls</td>
<td>Resource allocation and rewards linked to performance</td>
<td>Need to stress results rather than procedures</td>
</tr>
<tr>
<td>4</td>
<td>Shift to desegregation of units in the public sector</td>
<td>Unbundled public sector into corporatised by products, with devolved budgets and dealing at arm’s length with each other</td>
<td>Make units manageable; split provision and production, use contracts or franchises inside as well as outside the public sector</td>
</tr>
<tr>
<td>5</td>
<td>Shift to greater competition in public sector</td>
<td>Move to term contracts and public tendering procedures</td>
<td>Rivalry as the key to lower costs and better standards</td>
</tr>
<tr>
<td>6</td>
<td>Stress on private-sector styles of management practice</td>
<td>Move away from military-style public service ethic to more flexible pay, hiring, rules, PR, etc.</td>
<td>Need to apply “proven” private sector management tools in the public sector</td>
</tr>
<tr>
<td>7</td>
<td>Stress on greater discipline and parsimony in public sector resource use</td>
<td>Cutting direct costs, raising labour discipline, limiting compliance costs to business</td>
<td>Need to check resource demands of public sector and do more with less</td>
</tr>
</tbody>
</table>