

PREPARING HUNGARIAN POLICE CADETS TO DEAL WITH UNEXPECTED SITUATIONS AND LEAD OPERATIONS

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INTRODUCTION

The main target group of the Ludovika – University of Public Service (UPS) is the community of young people who are choosing a professional career in the Hungarian civil service. The development of the University is guided by the three interdependent University Institutional Development Plan, developed in the spirit of Article X. of the Fundamental Law of Hungary. The University is an institution of freedom of scientific research, learning and teaching. A specific feature of the university is that the organization also includes the armed forces (defense and law enforcement). The “uniformed” courses have specific requirements, but they must comply all the general requirements of the Hungarian higher education system.

The University’s management and the teaching community are highly committed and consider education and research as a form the police service.

The university currently has four faculties: the Faculty of Law Enforcement, the Faculty of Military Science and Officer Training, the Faculty of Public Governance and International Studies and the Faculty of Water Sciences. All four faculties work very closely together, with students studying common subjects together. From 1 August 2024, the four faculties will be joined by a fifth, the Faculty of Teacher Education.

The Ludovika – the University of Public Service has declared this in its Institutional Development Plan.

“The medium-term vision of the Institutional Development Plan is to become the University of Public Service:

- The University of Public Service should be the best and most attractive university in Hungary,
- A stable educational and research base for the development of the Hungarian civil, military and law enforcement services;
- A committed supporter of Hungarian-language higher education in Hungary and abroad;
- Active participant in international higher education and academic relations in alliance with the leading universities of Europe and the world”. (National University of Public Service Institutional Development Plan 2015-2020; 2021-2025)

Our common goal is that our University will be one of the best and most attractive universities in Hungary in 2025, a stable educational and research base for the development of the Hungarian civil service, a stable career in the civil service, and a committed supporter of Hungarian-language higher education in Hungary and abroad.

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The efforts to unify the universities have also brought about a significant transformation of the educational structure. Already in the academic year 2013-2024, the teaching of the Common University Module started in the new subject structure (Ludoviceum), which complemented the range of knowledge already taught.

The aim of the common subjects, introduced in September, was to:

- to provide undergraduate students in the co-disciplines with a basic knowledge of the whole spectrum of the state and the civil service,
- the common core of the civil service to promote an understanding of the roles and functioning of other civil service professions,
- support the convergence of careers in the public service,
- provide for inter-peer learning and transfer between UPS peers,
- provide a shared learning experience for students from the peer groups.

The subjects of the Common University Module have been designed to train students in the full functioning of the state. The subject structure covered all areas of the public sector: civil administration, international affairs, law enforcement, defence, disaster management and national security.

The Hungarian law enforcement officer candidates acquire modern knowledge, have a solid moral foundation and like their country. The young officers are excellent in their first assignments in the various law enforcement organizations. The university's expectation that University of Public Service will provide a supply of professionals capable of meeting the challenges of the 21st century is being met.

PREPARATION OF POLICE OFFICER CANDIDATES FOR LEADERSHIP TASKS

The law enforcement officer's candidates are prepared during their training period to have an impeccable professional knowledge. From the first day of basic law enforcement training, they are prepared to perform leadership tasks. The cadets will acquire the practical leadership competences that will be necessary for the performance of their future leadership work. In the subject of "Leadership and Management Theory", the cadets learn the basics of management theory, which provide a solid theoretical foundation for leadership and management. The practical leadership exercises, practical sessions, internships and coaching all contribute to the development of cadets' leadership and management skills.

LEADERSHIP TRAINING AND MANAGEMENT IN EMERGENCIES

According to the (1) § 1 of the *Hungarian Police Act*, "Police of the Republic of Hungary is responsible for public safety, public protection and guarding of the state border, control the border traffic and maintaining order in the state border."

During the emergency the leadership methods are different. For the cadets, the theoretical and practical preparation in the frame of the "Common Public Service Exercise" course provides theoretical knowledge. The theoretical and practical knowledge is acquired in order to be able to carry out tasks



in operational teams. The course concludes with an exercise, which solves a current and up to date law enforcement problem.

According to the provisions of the Fundamental Law, the Police Act, the Defence Act, the Disaster Management Act, the tasks to be carried out require the creation of temporary organisational elements for each organisation. For the effective implementation of these tasks, it is necessary to establish temporary, leading and controlling organisational elements (operational staffs) within the organisations. A risk situation is defined as a situation that is “out of the ordinary” as a result of some event requiring law enforcement intervention.

The organisations involved the management in order to solve the risky situations, and carry out their tasks in cooperation with other partner organisations. In general, each organisation carries out the activities that fall within its own remit, thus increasing efficiency. Proof that the one of the principle of cooperation is synergy can also be found work here.²

Such extraordinary situations may include for example: acts that threaten the security of the country's borders; acts that threaten public order or public security; management of extreme weather conditions, damage repair and mitigation (snow, floods, heat, etc.); management of epidemics and mass outbreaks of disease; management of illegal migration on a massive scale; securing and managing other mass movements; other extreme events (the range of which can be very wide).

WORK AND DIVISION OF TASKS BETWEEN THE COMMANDER, THE STAFF AND SUBORDINATES

One of the most essential prerequisites for the successful operation of a command and control system is the establishment of a relationship between the commander and subordinate organization, and the creation of conditions for coordinated work. The commander is responsible for the activities of the organization at their level, in accordance with the principle of one-man command, and is largely supported in their work by the staff. The staff of the superior staffs shall not interfere directly in the work of the subordinate staffs.

There are three channels of communication in the operational control system: command; inter branch; and technical.

1. Command communication is the direct link through which orders and instructions reach subordinate commanders. This channel is established between commanders.
2. Inter-branch communication is the link between the staff officers assigned to the staff.
3. Technical communication is the means of transmitting information through which other data is exchanged (e.g., live video feed from the scene, meter readings, etc.)

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² The word “synergy” is of Greek origin, literally meaning “cooperation”. This term refers to the fact that, compared with the result of the separate operation of the available means of force, the effect of their simultaneous and coordinated application results in a quantitative and/or qualitative surplus.



The aim of cooperation is to ensure the success of the organization's activities. Ensuring that the participants in the operation comply with the law and the internal standards of the agencies, by asserting their powers and responsibilities, by defining the tasks precisely, by carefully selecting the location of deployment, by identifying the forces and means of cooperation, by coordinating their activities, and by specifying deadlines, responsibilities and requirements.

General characteristics of the cooperation:

- cooperation is organized on the basis of competence and jurisdiction between bodies, organizations and individuals of the same level and with similar interests, without being subordinate to each other,
- closely regulated at the highest level /orders, commands, measures, agreements, contracts/,
- organized from the top down,
- organized on the basis of reciprocity,
- planned and organized at international, national, central, regional and local levels,
- the cooperation results in an increase in the proportion of forces and assets that can be mobilized and, consequently, in the effectiveness of the organization (e.g. additional information from the National Security Agency). Kovacs, G (2020).

General requirements for cooperation: recognition of the cooperation situation and bodies; existence of common interest (organizational, national, international); proactive action; targeting in the selection, involvement and use of bodies; common rules of application, planning, organizing; common knowledge; continuity, etc.

The organization and maintenance of cooperation should be treated as an essential part of management and staff work and a permanent feature of management activity at all levels of management.

The leaders coordinate the joint activities of their organisations, the use of forces. The commanders and commanding officers shall pass on their tasks to the executive officers in good time, in accordance with changes in the situation, and shall together clarify or reorganize the previously established arrangements for cooperation.

In general, the cooperation can be organized on a traditional or digital map, in the field or on a field table. In special cases, it can also be organized in other ways, e.g. on a model. Instructions on the order of cooperation may be recorded in written orders, an accepted and established form is the recording in an action plan.

The success factors for cooperation are as follows:

- precise knowledge and practice of one's own tasks,
- knowledge of the rules and requirements for the use of own and cooperating bodies,
- knowledge of the tasks and rules of application of the cooperating bodies,
- coordination of the activities of the participants,
- regular and timely mutual information,
- organizing and maintaining reliable liaison,
- the definition of uniform cooperation signals and signs,
- practicing cooperation tasks,
- respecting each other's powers and competences,
- continuity of provision.



DECISION-MAKING TECHNIQUES IN EMERGENCY SITUATIONS

If we look at the functions of management, we can see that information gathering and processing, analysis, pre-decision planning and decision-making, organising, managing, control and evaluation of the complex system. Czuprak-Kovacs (2014a: 121).

The decision-making is one of the most important elements. The management theory literature uses different techniques to describe the methods of decision-making. Czuprak-Kovacs (2014b: 145). The first is the *planned decision*: the essence of this method is that the decision-maker breaks down the process into separate parts, with the advantage that it allows a partial and comprehensive analysis. This planned decision is possible when the time is not an urgent factor.

The situation is different when the activity has already started, or a situation has developed that is different from the one planned, or the original decision has to be modified and a new decision has to be taken. This requires a *dynamic decision-making process*. In this case, the operational staff only carries out an analysis of the most important moments and the decision/decision is taken based on the results.

Nowadays, it is becoming increasingly important for the operational command and control system to be able to *take rapid decisions* beyond the dynamic decision. In making a quick decision, the operational staff also effectively supports the leader. A particularity is that the time available in this case is even less than the time available in the dynamic decision.

Immediate reaction is the most useful and important leadership method today, since in the vast majority of cases there is not enough time for the commander and his staff to plan the whole leadership process.

In many situations, the method of *immediate reaction* must be used. The commander uses the command methods he has acquired up to that point, applies his existing experience and analyses the data provided by the staff. Based on this, he reaches a decision. Subordinate organisations are usually led/directed by the leader in the form of verbal orders. This may include, for example, immediate response to real-time events through immediate counteraction on the part of the organization. A very important factor in the method of immediate response is that the activities of the commander, the staff and the executives are well rehearsed and the professionalism of the colleagues is excellent.

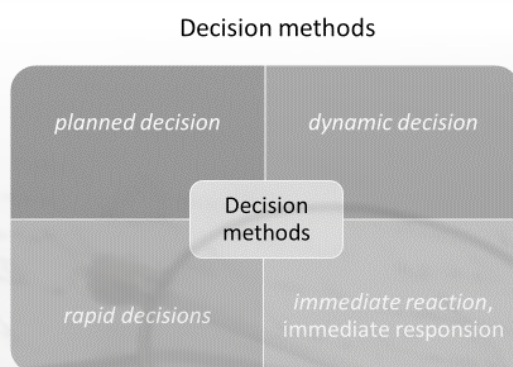


Figure 1. *The Decision Methods*

It is important that all leaders and organisational elements know and practice all management/governance systems. The varied application of these methods will ensure that the operational core will provide a credible response to the evolving situation and that the commander/leader will lead and



direct the activities of the organisations in a way that will ensure effective law enforcement in dealing with the evolving situation. Kovacs-Horvath, (2014).

In considering the specifics of emergency management, it should be noted that the time available for planning is minimal, when using the immediate response method. The number of operational staff that can be involved in planning is also minimal. The briefing of the members of the team itself takes time, the processing of the data, takes time and therefore the need for managerial flexibility is greatest when using this method of working.

It is not necessary to involve a large number of staff in the immediate response-driven activity. The staff involved in the planning and implementation of tasks must have a high level of professional and managerial competence. In this case, the use of a small but highly prepared operational team may be appropriate.

It should be noted that in the case of an *immediate response*, there are usually no pre-defined courses of action. It is up to the expertise and experience of the leader to decide when and how the organisation should react. An important factor is that the manager's working method is characterised by real-time and rapid communication, rapid instructions and immediate execution of orders. Compliance with and fulfilment of instructions and orders is the first responsibility of subordinates.

In applying this method, the manager's excellent professionalism plays a significant role. The awareness and development of these skills is a key focus of university education.

The increased emphasis on the specificities of emergency management during the bachelor and master courses ensuring that all students are familiar with the various leadership/management methods and are able to implement the leadership/management of the organisations. The cadets have the confidence, skills and competence to do so.

The majority of risk situations may also require a redeployment of forces and assets. However, these actions and needs can often be localised and well defined in time. They cannot, however, do without a coordinated, multi-stakeholder and personally accountable, well-founded decision-making process, a series of decisions and coordination of the implementation of actions.

THE COMMON PUBLIC SERVICE EXERCISE

The Ludovika - University of Public Service has created the "Ludoviceum" subject group, which includes the subject "Common Public Service Exercise". The aim of the subject and the practice is to train students in the theory and practice of certain elements of management functions, and to carry out certain activities in practice.

Since 2003 every year, "Common Public Service Exercise " (hereafter "the Exercise") has been conducted, with a wide variety of topics. They have included the management of a flood emergency, the management of a conflict situation at a state border, the management of an emergency caused by extreme winter weather conditions, the management of a cyber-attack, the management of the consequences of a virus situation that could spread to humans, the management of a mass illegal migration along a state border reinforced by a temporary security barrier, the war in the neighbouring countries.

In all cases, the leaders of the exercise consider the motivation and interest of the students to be of paramount importance. The Department of Law Enforcement Management aims to achieve the following didactic process in all its exercises. In the opening lecture of the course, the teachers provide the background material to help the students recognise that such situations can arise at any time. They recog-



nise that, once they have completed their schooling, they will have to deal with these situations in accordance with their professional rules. This motivational part is followed by the transfer of knowledge and skills. Kovacs, G (2020) The instructors of each profession will present the management system of their respective operational staff, the work they do there and the opportunities for cooperation.

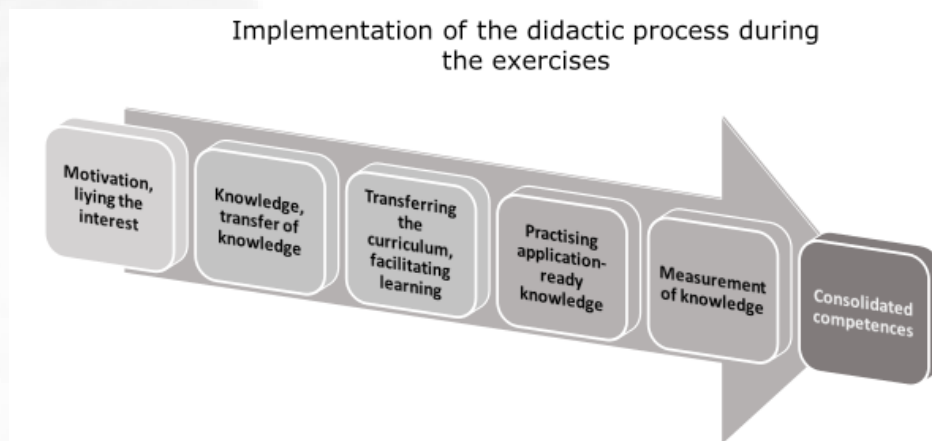


Figure 2. *The Didactic Process During the Exercises*

The curriculum is handed over to the students. In the textbook “Public Service Operations Management Systems” (Kovács G, 2017: 95), all the tasks to be carried out in the operational staff of the profession are elaborated, supported by excellent practical examples. These algorithms provide excellent help to students in the implementation of each activity.

These sessions, which include the specificities of the profession are followed by the practice of adaptive knowledge, which consists of preparatory sessions. This involves preparing the students to carry out tasks in the various operational units according to their specific assignments. This module includes two full days of exercise, where the knowledge acquired is put into practice. All student activities will be monitored by an observer (by referee) who will evaluate the students’ activities. At the end of the exercise, the implementers must obtain a practical mark.

During the exercise the aim to solve complex problems. Each profession carries out its own professional task in cooperation with the other professions. The leaders of the exercise emphasise that some of the activities carried out in practice, e.g. guarding the state border, object protection, operating checkpoints and other practical tasks.

Where the activities are not directly related to the subject of the exercise, those professional elements will carry out tasks related to their narrowly defined profession. For example, criminal investigators investigate various crimes in the tactical house, based on the set situation, and traffic police officers investigate road accidents. The organisers aim for each cadet to carry out his or her own professional tasks during the exercise, but also to put their knowledge into practice.

The timing of the exercise ensures that students can apply the management theory they have acquired, complementing their existing professional knowledge, combining the two. The expectation is that the student will be able to make appropriate professional decisions based on his/her professional knowledge, to manage subordinate organisations accordingly and to involve the subordinates with which is required to cooperate in the implementation of tasks.

The main elements of all the exercises carried out are as follows:



- Phase 0: Low-intensity operations, the normal duty of the county police headquarters is to prepare for reinforced service, to receive reinforcements.
- Phase I: Management of low-intensity incidents. Preparation of reinforcement of the county police headquarters.
- Phase II: Organising and implementation of the reinforced service of the county police headquarters.
- Phase III: Preparation of tasks related to the declaration of a state of emergency. Activities of the county police and management of the emergency.
- Phase IV: Withdrawal of the reinforcement forces, return to the basic service. Kovacs, G (2020).

During the processing of these tasks, participants will have the opportunity to study the actual situation, and the necessary background material for the exercise is available.

Each operational staff have a separate workspace, but common interfaces also be created where students can exchange information in real time. The digital interface also allows for the sharing of different documents. The operational staff also must have excellent know-how of these tools in the implementation of the exercise, so that they can work from common databases, background material and share the materials.

The students assigned to each staff easily use the different communication channels (Microsoft Teams, email, etc). In addition, an e-mail correspondence system set up where each participant and each organisation have an individual e-mail account. During the preparation process, communications and information uploaded to the digital mailing system and automatically sent to each element of the different management levels. These two systems are complemented by the Moodle system, where the students staff can find all the support material what they need to carry out their tasks.

The exercise is facilitated by a logical communication system. Each communication is an approximation of the reality, the peculiarity is that the leading bodies do not receive all of them, but the executors receive different information.

The prepared Instructor's Deduction Plan details the date of the communication, who, to whom, when, how, and what content was sent. In addition, the trainer's plan also includes what the trainees are expected to do.

The referees have been given access rights to monitor the activities of the students in virtual and real space, and they are actively involved in following the progress of the exercise through the use of various digital interfaces. According to the discretion of the exercise leaders, the exercise is "free-flowing" and therefore the exercise leaders have no say in the execution of the tasks. The students also have the possibility of making mistakes, the consequences of which must be borne by the organisations they lead, just as they would be in a real situation. If a mistake is discovered, the student can correct it.

By monitoring and analysing the activities of students on a person-by-person basis, the decision-makers are able to gain a continuous picture of the different activities. Kovacs, G (2021, 56.). In the course of the exercise, the organisers place great emphasis on monitoring the system of information flow, and the number of e-mails received and sent, their breakdown by workplace, and the effectiveness of the activities of a particular department, working group or management level.



CONCLUSION

Understanding the different management systems is very important for all police officer candidates. This theoretical knowledge must not only be known, but also practised in order to ensure the self-confidence of future leaders.

The development of any leadership exercise is time-consuming and requires very meticulous and conscientious work on the part of those who develop it. The background material must be prepared in such detail and in such a way that the exercise can be carried out without problems. In addition to thorough preparation, it is very important that students be highly motivated and able to assimilate all the background information so that they can perform the various management tasks in accordance with the real situation and their level of management and position in the exercise.

Summary findings:

- Leadership training is important for police officer candidates. They need to be familiar with all elements of the leadership process, especially decision-making methods.
- All participating students must be highly motivated.
- Preparing for and participating in the exercise is a major contribution to the students' general and professional leadership preparation.
- Everyone should identify with the practitioner's role and be prepared to carry out his or her tasks from both a managerial and a professional level.
- All participants make effective use of computer tools to ensure a multilevel and dynamic flow of information.
- The planning, organising and delivery of the exercises was very successful.
- All of the participants and decision-makers agreed that the exercise was useful.

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