



Thinking on the reform of 'super-ministry system' and 'integrated police types' in public security organs

Chen Cheng

china jiliang university level 2023 ,Public Management MPA , 310018;

Abstract: The essence of police reform is the reallocation of police affairs and police officers, so the idea of police reform is to increase the number of police officers and decrease the number of police affairs. When it is difficult to increase the number of police officers, it is necessary to minimize the number of police affairs as much as possible. However in today's new era and new journey of comprehensively promoting the modernization of the rule of law, the overall requirements for police affairs are increasing, which means that the time for police officers to handle police affairs has become longer, and the overall number of police affairs will also increase accordingly. This makes a new round of police reform imperative. Promoting the development of productivity through reform, driving changes in the degree of police work through the development of productivity, and ultimately leading to a qualitative leap in police work.

Starting from the actual situation of the current reform of the 'integrated police types', this article conducts a detailed analysis of the existing problems and provides 7 suggestions: 1. Process management to break down barriers; 2. Clarify the responsibilities and boundaries of the police station; 3. Flat management; 4. Affairs & police officers calculation; 5. Ideological mobilization; 6. Integration of organizational culture; 7. Skills training.

Key Words: super-ministry system; integrated police types; police officers calculation; police management

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1. Current reform of integrated police types

In February 2015, the "Framework Opinion on Several Major Issues Concerning Comprehensive Deepening of Public Security Reform" and related reform plans were reviewed and approved by the central authorities, marking the start of comprehensive deepening of public security reforms across the country. With 'super-ministry system' and 'integrated police types' as the direction of reform, pilot programs for police reforms began in some provincial and municipal public security organs. These pilot units generally adopted models of streamlined institutions, reduced management levels, and flat management to conduct reforms of 'integrated police types'. By August 9, 2022, the meeting to further advance comprehensive deepening of public security reform clearly outlined the direction for reforms of 'integrated police types', requiring clear functional positioning according to the thinking of "Party leadership, ministerial-level overall coordination, provincial responsibility, city and county combat, and community policing." This meeting signified that reforms of 'integrated police types' became the reform goals and orientations for city and county-level public security organs across the country. In March 2023, the Ministry of Public Security issued the "Three-Year Action Plan (2023-2025) for Strengthening Public Security Work in the New Era," which provided specific reform measures. For example, it established grassroots organizational structures with "one village (community) one police officer" and "two teams one office," and required a standard allocation of police resources with 40% and 50% of police forces at the grassroots level.

Currently, reforms of 'integrated police types' across the country have varied progress, generally falling into three stages: not yet reformed; integrated departments nominally set up but actually operational; and reforms already completed. The measures taken in the reforms can be summarized into six aspects:

1.1. Agency Functional Integration



Basically carried out in all parts of the country, the main content is to merge the organ agencies into 5 to 8 comprehensive functional departments; to achieve the integration of police data from various police types, and form a situation of co-construction, co-governance and sharing of police resources.

1.2.Grassroots functional integration

It is mainly carried out grassroots teams, the integration of police resources such as traffic police, police stations, and patrol police, and the construction of a "police multi-capable" police team, and a street area police combat team with rapid disposal of police situations. One of the representatives is Henan Province XinXiangShi Public Security Bureau, which merged traffic police, patrol police, security police, criminal police into grassroots police for sinking to the police station. One police officer has four abilities, to established police operation mode with implementation of unified management.

1.3.Adjustment of police resources.

There are four types: First, withdraw internal organs and integrate police stations. Re-allocate the number of police officers, according to the actual situation of the area. One of the representatives is Jiangsu province SuQianShi Public Security Bureau, which withdrew 5 police stations and integrated into the east and west central police district. This Bureau established a policing mechanism pattern by linking police district commander and police station commander. Second, agency police officers sank into the police station. After the integration of the police types, agency officers is released to the grassroots to carry out community policing work; Third, the matching support of the organs to the police stations. On the basis of the actual sinking of the police officers, build matching support of organs to the police stations, to achieve the dynamic sinking of the police officers of the organs and the dynamic street police; Fourth, optimize the police service mode. In the process of daily police affairs, dynamically changes the state, each police officer has basic, on duty, case handling, mobile and other four states. According to the actual situation, it automatically switches between the four states. One of the representatives is the ZheJiang province HuZhouShi Public Security Bureau, which dynamically changes the distribution of police officers by classifying states.

1.4.Adjustment of management level.

It is mainly to abolish the county Public Security Bureau, merge the police station to form a large comprehensive station, and the police station assumes all the functions of the Bureau and the police station. Comprehensive police stations are upgraded to county Public Security Bureau (built nominally to solve county-level law enforcement rights in the mode of police stations). The original three-tier command and management level of the municipal bureau - county bureau -- police station has been reduced to the second-tier command and management level of the Municipal bureau -- police station. This reform mode is unique to Henan Province, but it has been discontinued due to many drawbacks.

1.5.Linkage between organs and grassroots.

It is mainly implemented in police processes. Clues are found in the daily work of the police station or formed by the intelligence department, which are handed over to the investigation department, and then handed over to the case handling department for case investigation process, interrogation and other case investigation process. The police work process is formed, and the closed loop of the process is completed.

1.6.Integration of internal and external grassroots resources.

It is mainly based on the police officers of the police station, and the integration and linkage of grassroots resources such as township street grid officers, vigilantes and volunteers to coordinate the governance of the jurisdiction. One of the representatives is the Hubei province XiaoGanShi Public Security Bureau, which proposed to lead the active police, which



built a "5+N" super closed loop (village leader + villagers + representatives of the masses + two representatives and one committee + people's mediator, five roles of conflict mediation studios), township street "research and transfer office" and other stability control systems.

2. The problem of integrated police types

Beginning with the abolition of the county Bureaus in Henan Province, the reform of integrated police types has been carried out for more than 10 years. In process of the reform, there are not only a lot of advanced experience, but also a lot of problems. From the perspective of where the problems occur, the problems can be divided into three aspects: the organ side, the police station side and the police officers side.

2.1. The organ side

(a). Low degree of functional integration. The mode of reform in many places in the country is basically to organize and integrate the functions of the organs and police officers into new integrated departments, and sink the surplus police officers to the grassroots. However, the integration of these police officers do not fruitful, and only carries out the reorganization of the department structure, but has not achieved the integration in the real sense. From the former deputy director in charge of multiple business groups to the former director of a integrated department (the former deputy director) in charge of multiple business departments (the original business group), only the title has been changed, but no actual change has taken place. Therefore, such integration is only a merger of organizational forms, and the actual work has not been merged.

(b). Police tasks are moved down. Although integrated departments have been formed, the tasks of policing are still passed down. For example, when deal with criminal tasks, integrated department leader will assign police officers to form special task teams because the police officers has sunk to the grassroots level, or directly send the tasks to the police station. Therefore, various police tasks are still transferred to the police station for digestion in the process.

2.2. Police station side

(a). Bloated organization of police stations. After the police officers of organs sank to the police station, the station leader's management range becomes straight up, so that a squadron level was set up in the police station, which makes the police station's organization become bloated. The chain of command also became longer, and the chain of command changed from the original "Bureau -- brigade -- police station" to "Bureau -- brigade -- police station -- squadron". At present, according to the requirements of the "plan of three years", community police offices are deployed all over the country. A large number of police officers are already undertaking the departmental functions of the police stations. In the foreseeable future, the police stations will push a large number of police tasks to the community police offices, which will further lengthen the chain of command.

(b). Unreasonable division of officers. On the one hand, the service mode of police stations in some cities has changed, which has sent a large number of community police officers to the community police room, resulting in the reduction of the regular police officers in the station, but the police tasks of the police station has increased. On the other hand, different posts in the police station have different tasks, but the difference in work content, some posts police officers carry out daily work from 9 a.m. to 5 p.m., while others need to deal with tasks overtime. It will also produce workload comparison among police officers, resulting in psychological imbalance, and then affect unity.

2.3. The police side

(a). Concerns about reform. On the one hand, police officers afraid of their own benefits will be damaged before the



reform. It makes the reform to be blocked when adjusting officer's posts. On the other hand, after integrating the organs, police officers are worried that there will be fewer leadership positions. Meantime because of the retention of officer's rank, the destocking cycle will be prolonged, and the career development space of ordinary police will be further reduced.

(b). Difficult to integrate into the new collective. Police officers transferred after the reform are often unable to integrate into the new collective, unable to recognize the behavior mode of the new collective, and there are different value in working methods.

(c). Can not meet the requirements of one police have several abilities. Before the reform, the police are in fixed positions and engaged in fixed work, especially the police officers who work in the organ, only engaged in organ policing. They had little contact with the daily handling of police officers in police stations, handling of police criminal cases, and community policing, and could not quickly adapt to and become "experts". On the contrary, the efficiency and results of police work become low.

3.The suggestions to integrated police types

3.1. The organ side:

(a). Process management to break barriers. Through a flattened information flow, construct a process-oriented, graded, and categorized management model. First, daily query data. Regardless of the type of resource or police division, unify them under a single approval platform for a single entry point. Given that different divisions have varying legal requirements for resource approvals, these can be managed in a graded and categorized manner, with different procedures at different stages. As long as the use of resources meets the requirements of the corresponding level, the responsible entity should conduct specific queries on those resources. After completing the query, the results can be directly fed back within the system, allowing officers to view them directly. Additionally, requirements can be set for feedback times and content, enabling the system to supervise most of the power. Second, police task flow. Clearly define internal responsibilities within the integrated department by breaking down tasks into smaller components and allocating them to various sections. This enables police tasks to be handled in a streamlined manner, thereby solidifying processes and ensuring accountability. Under this model, if issues arise with police tasks, it becomes clear which section is responsible, allowing targeted solutions and avoiding the "equalitarianism" approach.

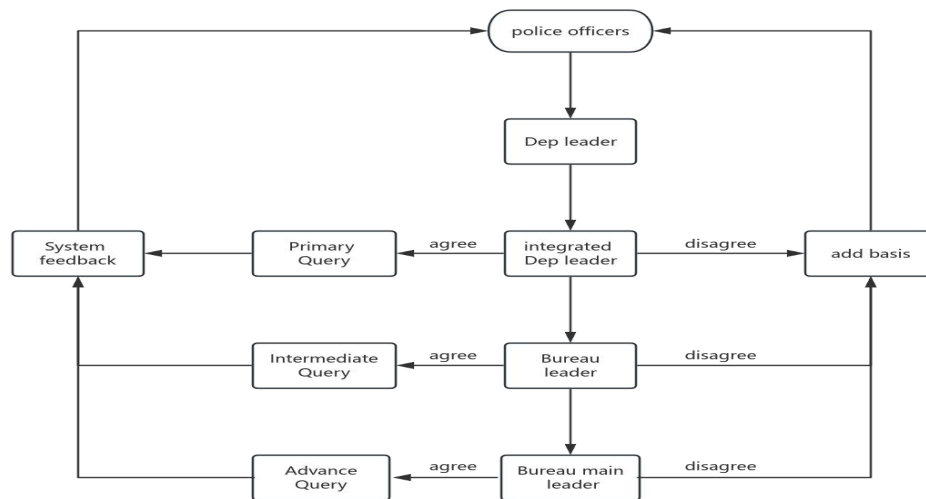
(b). Clarify Police Station Responsibilities. On one hand, this prevents police stations from being burdened with additional tasks, reducing the workload for grassroots officers and enabling better community policing. On the other hand, it reduces the occurrence of task-passing among departments. This improves public experience with police services and enhances overall city civility and law enforcement satisfaction. For the issue of seconding grassroots police to special investigation teams, it should not always involve the same individuals but rather different officers from different positions. Special investigation teams can be used to implement "rotational assignments" and "learning through cases" for practical training of police skills. Furthermore, proper planning of the overall rhythm and division of labor within special investigation teams should minimize case handling times while also preventing "putting in time without effort" or "slacking off."

3.2. The police station side

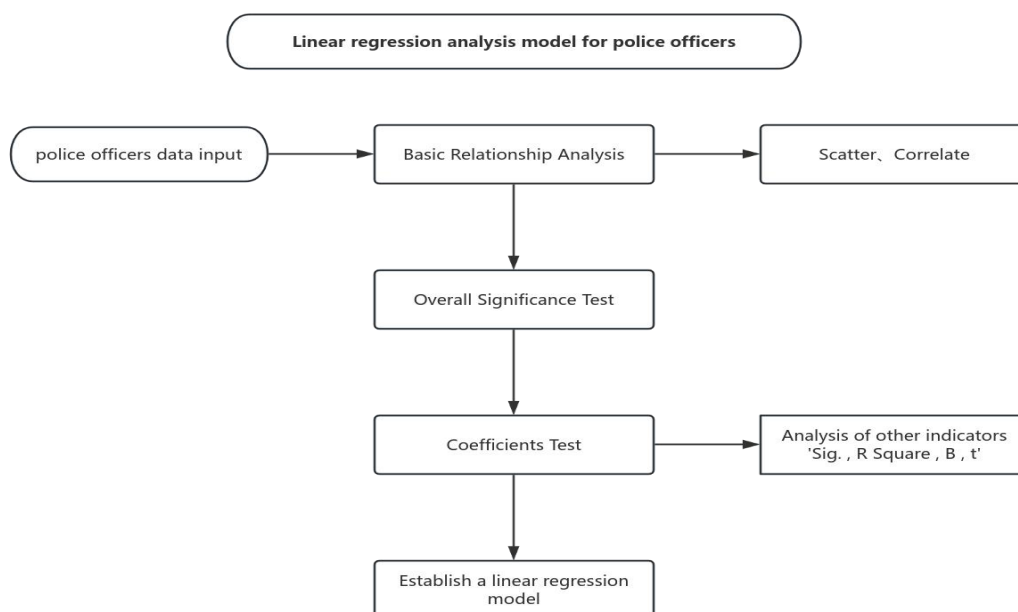
(a). Flattened management. The increase in management levels is mainly due to the expanded scope of officer deployment and information overload. Moreover, the decision-making process in police operations often requires subjective judgment, which can lead to information discrepancies. More management levels mean more information processing steps, resulting in greater information gaps. Relying on an integrated command, control, and action (C3) platform for flattened



management can solve the problems of information overload and increased management levels. Through the platform, initial assessments of various police duties can be conducted, and information can be circulated in real-time, allowing officers to see an overview of police information and changes. For example, in the case of incident response, when the command center receives an alert, it can record the incident details while conducting preliminary analysis of the caller and the nature of the incident. Subsequently, the incident details and relevant legal provisions can be pushed to the police station. Upon receiving the alert, the police station can dispatch nearby officers based on their locations, and all incident information can be sent to their mobile devices. Responding officers can access the full incident information, including playback of the alarm recording, on the platform to understand the entire response process.



(b). Police Strength Calculation. Analyze the actual situation of police duties in various positions and establish standards for police strength calculation. Based on factors such as "population size of jurisdiction", "number of incidents", "number of key individuals", "number of cases filed", "duration of police actions", "frequency of overtime shifts", "age of officers", "education level of officers", and "number of auxiliary police", linear regression analysis can be performed. Using quantitative analysis, the correlation between police strength and these indicators can be accurately determined, providing a basis for calculating standard police strength allocations.





3.3. Police side:

(a). Ideological mobilization. Engage proactively and explain the purpose of policies deeply and thoroughly. Introduce a performance-based points system at an appropriate time. Points can be awarded based on rank, annual performance evaluations (based on regular performance), years of service in the police force, years of service at the grassroots level, participation in competitions, etc. The results of the points system should have practical applications related to officers' interests, such as requiring a certain number of points for promotion or salary increases.

(b). Incorporation of Organizational Culture. Regular or irregular rotation and retraining of officers. Often, officers stay in the same position for over a decade, developing a strong sense of belonging but also deepening a narrow mindset. Through regular or irregular rotations, officers can avoid the risks associated with staying in the same position and become familiar with the organizational culture of other departments.

(c). Skill training. First, develop white papers for each position, creating job-specific police work manuals that ensure exceptional cases are personalized and common cases are standardized. New officers assigned to a position can consult these white papers when encountering unfamiliar police matters, allowing them to quickly adapt to their new roles. Second, provide position-specific training through rotations or specialized training programs, establishing a routine mechanism for rotations and transfers. Third, facilitate learning through practice by working on special investigation teams, combining hands-on experience with training.

Conclusion

The essence of police reform is the realignment of police duties with police personnel. Thus, the strategy for police reform involves increasing the number of personnel while reducing the volume of duties. By reallocating resources and relying on an integrated C3 platform, this reform streamlines police processes, improving the responsiveness and efficiency of duty handling, and achieving a reduction in the volume of duties through rapid resolution. The ultimate goal is to create a new business landscape where cities and counties focus on strategic operations and police stations concentrate on prevention, thereby completing the modern transformation of police in the new era.

Reform often encounters various obstacles and difficulties, and considering how to overcome these challenges is crucial for the healthy growth of an organization. Looking beyond the context of police reform, the business model of Pangdonglai offers valuable insights. Pangdonglai's success stems from its customer satisfaction enhancement strategy, which has achieved positive feedback loops and rapid growth. This strategy focuses on improving employee satisfaction internally. By providing employees with adequate respect, care, and income, it encourages them to embrace a "other-oriented" service philosophy out of passion for their work, thereby enhancing customer satisfaction and driving the rapid growth and long-term development of Pangdonglai. It follows that fostering the free and comprehensive development of organizational members and motivating them to voluntarily pursue the organization's vision are key to successful reform.

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