

Management and Leadership Training in Police Organization: The EMBA in Policing

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Abstract

Police organizations in Europe and worldwide are in the midst of change. The world has never changed as much as it has in the last decades, which means that the roles of police organizations in today's societies are also changing rapidly. Police organizations face more challenging and more complex problems in more diverse societies. As a result, the police manager's work has become more demanding. The importance of leadership to the performance of the organization has been demonstrated in various studies. Police organizations need managers who are professionals in both management and leadership. Finland's Police University College has developed a new and original management training program – the EMBA in Policing – in cooperation with Tampere University of Technology. This innovative police management training program is based on Quinn's Model of Leadership. The idea of this paper is to introduce the "EMBA in Policing" programme as a new way to train future police leaders and to research how Quinn's model serves as a theoretical framework in police management and leadership training. In this article, the author describes the model of the EMBA in Policing program, and reports the results of the pilot training.

Keywords: Management, leadership, police leadership training, development

1. Introduction

Management and leadership are crucial factors for the success of any organization. Society and the policing environment are becoming more complex, challenging, and multiform. Rapid changes are a part of everyday life now, and managing change is a manager's everyday work. This means that police and police leaders need more specific skills in addition to professional policing skills. Managing a police unit is demanding work, and managers should have special skills in managing and leadership. Many managers and supervisors in police organizations start their careers working on the front line and develop their expertise in policing.

Police organizations are generally led by those who have had extensive careers, and have been rewarded by a promotions process that values police tradecraft, tradition and experience rather than formal education in leadership (Roberts et al. 2016). Effective management of police organizations and police personnel demands more.

The Executive Master of Business Administration in Policing (EMBA in Policing) is a new and innovative way to deliver management and leadership training in the police organization. The EMBA training program has been developed and implemented by the Police University College (Finland) and the Centre for Professional Devel-

opment Edutech at Tampere University of Technology. Planning for the EMBA in Policing program began in 2014, and the first 2-year training began in 2015. The program is designed to meet the needs of police management and leadership development.

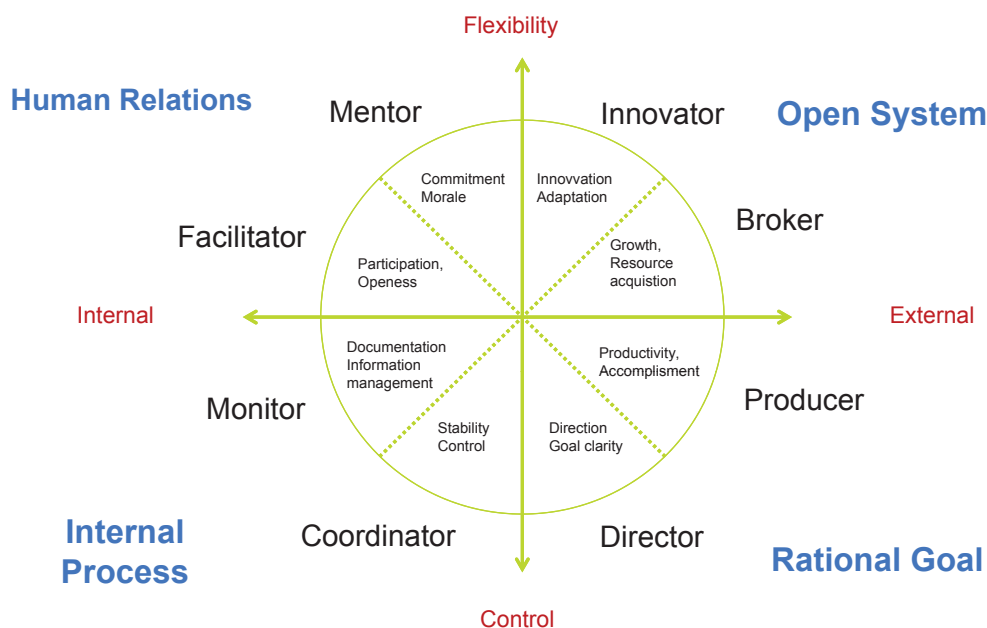
2. The Competing Values Framework of Quinn and leadership training

The impact of management on the effectiveness of an organization has been proven by several studies. Particularly in the 1990s, roles related to management became the object of special study. There are several theories related to management. Theoretical frameworks of management include the Rational Goal Model, the Internal Process Model, the Human Relations Model, Taylor’s Four Principles of Management, Fayol’s General Principles of Management, the Open System Model, the Contingency Theory, and Weberian Bureaucracy. All these theories have good characteristics, but they often look at management from a very narrow point of view. However, management is a complex activity,

which means that in order to reach the best end result possible, several management theories should be studied simultaneously. Quinn’s model combines the strengths of most theories, which has made it possible to create a framework that combines the complexity of management with identifying the different roles of a manager (Melo, Silva & Parreira, 2014).

Quinn’s Competing Values Framework, developed in the early 1980s, is one of the most popular and heuristic conceptual frameworks. It is a synthesis of organizational theories, which characterize organizations in two dimensions: 1) flexibility–stability and control, and 2) internal environment–external environment. Quinn’s Competing Values Framework consists of four management models, which are the open system model, the rational goal model, the internal process model, and the human relations model. Eight managerial leadership roles can be connected to the model (see Figure 1). According to Quinn, these managerial leadership models and roles are linked to the organization’s culture, and reflect that culture (Morais & Graça 2013).

Figure 1. Quinn’s model.



The eight managerial leadership roles identified in Quinn’s model are Mentor, Facilitator, Monitor, Coordinator, Director, Producer, Broker and Innovator. Each

role requires different key competencies, which are presented in the table below.

Table 1. The eight managerial leadership roles and their key competencies (Quinn et al., 2003: 23).

Managerial Leadership Role	Key Competencies
Mentor	Understanding one's self and others Communicating effectively Developing employees
Facilitator	Building teams Using participative decision making Managing conflict
Monitor	Monitoring individual performance Managing collective performances and processes Analysing information with critical thinking
Coordinator	Managing projects Designing work Managing across functions
Director	Developing and communicating a vision Setting goals and objectives Designing and organizing
Producer	Working productively Fostering a productive work environment Managing time and stress
Broker	Building and maintaining a power base Negotiating agreement and commitment Presenting ideas
Innovator	Living with change Thinking creatively Managing change

The key competencies of the different management roles can also be studied from the perspectives of the different quadrants of Quinn's model.

Key competencies are associated with the four quadrants of the competing values framework (Quinn et al., 2011: 21):

- **Collaborate:** Creating and Sustaining Commitment and Cohesion
- **Create:** Promoting Change and Encouraging Adaptability
- **Compete:** Improving Productivity and Increasing Profitability
- **Control:** Establishing and Maintaining Stability and Continuity

Quinn's Competing Values Framework is a model that is very suitable for developing management, improving the effectiveness of an organization, and creating the values of the organization. The model can be used for both private and public sector organizations. In the public sector, the model has been used in health care

in particular. In contrast, police organizations do not have much experience using theoretical frameworks to develop and manage organizations.

Quinn's Competing Values Framework was selected as the theoretical framework for designing the whole EMBA in Policing training program.

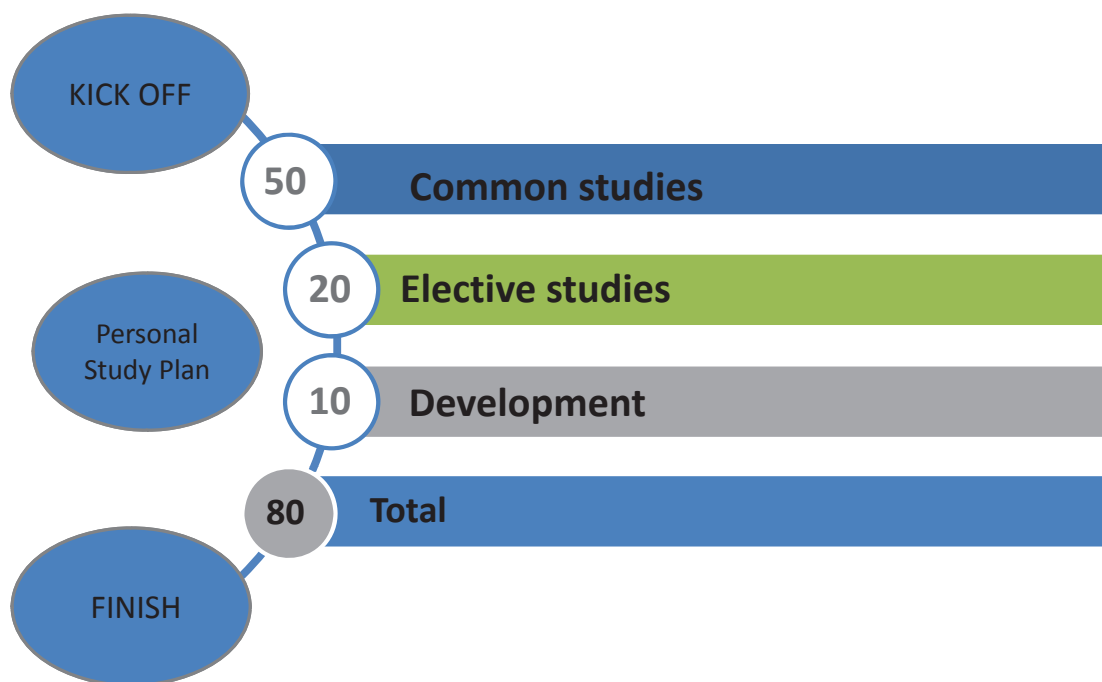
3. Case presentation: The EMBA in Policing

Police organizations need the best talents to be police leaders. The first step in the EMBA in Policing process is recruitment and selection of participants. The basic entry criteria for the EMBA in Policing program are to have a permanent appointment in the police organization, a master's degree, management and leadership experience (at least 3 years in middle management), and B2-level proficiency in English. The entrance examination consists of two phases. In the first phase, applicants apply through an online system, including a motivation letter and a statement from their police chief. In the second phase, applicants take an entrance examination. During this examination, a selection jury evaluates each applicant's motivation, professional aims and level of ambition, distinguished action as a leader, and potential for handling difficult managerial tasks. This second phase also includes psychological tests, interviews, and simulated tasks.

3.1 Structure, content, and implementation of the program

Quinn's management model (Competing Values Framework) was the framework for designing the EMBA in Policing training. The total scope of the training was 80 ECTS credits, of which 50 credits were common studies, 20 credits were elective studies, and 10 credits were a development assignment (see Figure 2). The total duration of the training was two years, including 30 classroom study days, three development seminar days, and independent work included in the courses. In addition, the participants completed elective studies, some of which consisted of previously completed studies, while others were completed during the two-year period. The EMBA in Policing was comparable to self-motivated studies, and participants completed the studies on their own time.

Figure 2. Structure of the EMBA in Policing training



Common studies

The division of common studies is based on the theoretical framework mentioned above. The studies included four subject areas, which were:

- 1) Strategic renewal,
- 2) Resource management,
- 3) Organizational and service structures,
- 4) Healthy and developing work communities.

The subject area of strategic renewal focused on analyzing the operating environment, strategic thinking, and drawing up a strategy. In addition, this study module included putting strategy into practice, working with the management group, and publicity and cooperation with stakeholders. A study module on international cooperation was also implemented in the area of strategic renewal. In the original plan, the international cooperation studies were to be implemented as a study trip. The scope of the strategic renewal study module was 16 ECTS credits.

The total scope of the resource management study module was 10 ECTS credits. The module included the management of financial resources as well as human and competence resources. In addition to the topics mentioned above, knowledge management and how

to take advantage of technology were also studied in the course.

The organizational and service structures study module focused on service design and development as well as process development. In addition, change management, change communications, and organizational risk management were studied during the course. The scope of the course was 8 ECTS credits.

One fourth of the common studies consisted of the healthy and developing work communities study module. Inclusive management and dialogue as a management tool were studied during the course. The participants gained competence for managing challenging situations in the workplace, diversity management, and remote management. The scope of the study module was 10 ECTS credits.

A theme running through all common studies was the module of self-knowledge and development as a manager; its scope was 6 ECTS credits. This module included mentoring, performance skills, and managerial etiquette. Each participant had a personal mentor, and mentor meetings were scheduled throughout the two-year period in accordance with the plan and agreement between the participant and the mentor. The participants were encouraged to find mentors

outside the police administration, with the aim of broadening their views. Performance skills were practiced both during classroom studies and in connection with evening programs, during which the focus was also on management etiquette.

Elective studies

The scope of the elective studies was 20 ECTS credits. The participants had the option of including master's degree-level classes (not already included in an existing degree) to their EMBA in Policing studies. The requirement for approval was that the studies had been completed at most three years before the start of the EMBA, and that those classes promoted the personal development of the participant as a manager and were justified in the personal study plan. In addition, these classes had to complement the content offered by the EMBA program.

The elective study plan was confirmed during the personal study plan discussions, and students could propose studies supporting their professional growth for approval as elective studies. Elective studies were completed in accordance with the study requirements of other universities and institutions of higher education. During training, an agreement was drawn up between the Police University College and the National Defence College, according to which the students of the Police University College had the right to study at the National Defence College. Three students completed elective studies offered by the National Defence College. In addition, CEPOL training and FBI management training, among other things, were approved as elective studies.

Elective studies were approved by the EMBA management team based on proposals by the participants and the certificates they had provided. If the training was not at higher education degree level, the participants were asked to complement their studies, for example with extra assignments.

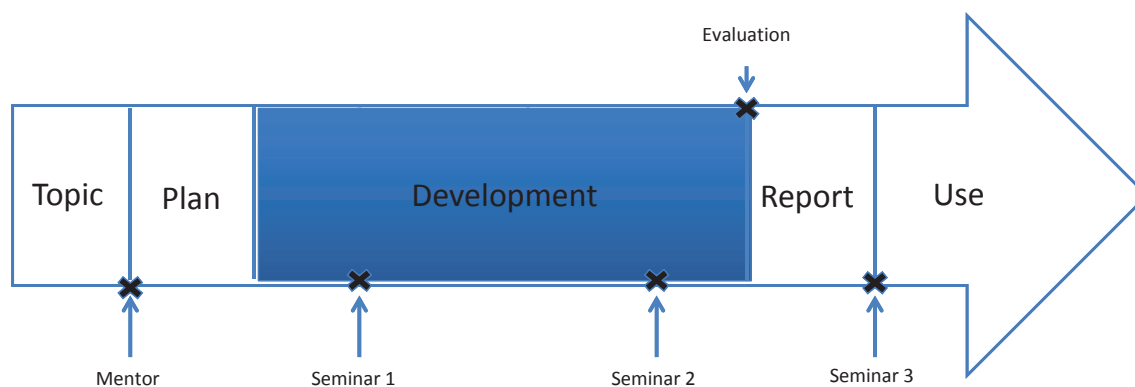
Development assignment

The scope of the development assignment included in the EMBA in Policing was 10 ECTS credits. The goal of the development assignment was to apply the lessons learned in practice and develop written communications. A development challenge or issue to be resolved essential to one's own work or organization was chosen as the theme of the assignment. The assignment was to be linked to one of the program's subject areas, or it could take advantage of all subject areas.

A report was drawn up on the completed development assignment. A clearly structured analytical work with justified conclusions was required. With the joint decision of the group, the development assignments could be published either in whole or in part within the police administration at the national level.

Development assignments started with choosing a topic and finding an advisor (see Figure 3). Next, the students drew up a subject analysis and a plan for the development assignment. After the plan was approved, the actual development assignment and a report on the work were done. Two development assignment seminars were held during the process, and the completed assignments were presented at the final seminar.

Figure 3. Development assignment process.



The themes of the development assignments served the operations of the police in a variety of ways. Some of the assignments were police department-specific projects, while others presented new innovations or involved preparing a report. The themes of the development assignments included:

- Police chief – an operative or administrative chief?
- Fewer resources – fewer policemen: How to cope with decreasing resources?
- Taking advantage of 3D-modelling in protecting targets and in planning operations
- Audit manual for intelligence-led police operations management
- Organizational development of the Finnish Prosecution Service
- Towards the target organization from the viewpoint of change management
- Strategy work at the Central Finland Police Department
- Police reserves
- Developing HR management at the South-western Finland Police Department
- Quality manual of the South-eastern Finland Police Department's forensic investigation centre as a tool of quality management – management's role in quality work
- Intelligence-led police operations management at the Eastern Uusimaa Police Department
- Developing the license service operations at the Central Finland Police Department

The scope of the development assignment was 10 ECTS credits, but most of the assignments proved to be larger than the number of ECTS credits offered, due largely to the commitment of the participants and the topics selected. A conservative estimate of the calculated value of the development assignments is approximately EUR 300,000, if the work had been commissioned from experts outside the organization.

4. Pedagogical choices

The blended learning philosophy was followed in the EMBA in Policing training. The starting point was that the training participants were active learners who used different learning methods in a variety of ways. Knowledge, learning, and insights were refined through interaction with the trainers, group members, and oth-

er people participating in the implementation of the training.

The implementation and working methods of the EMBA in Policing program were based on the competence development philosophy defined by Edutech, specifically Edutech's propositions for "Developing Competence Now", which are:

- Do development work at the grassroots level,
- Venture outside your own field,
- Take advantage of digitalization,
- Build a new network,
- Share your competence,
- Solve the problem.

The training consisted of contact teaching and independent work. Expert trainers were responsible for classroom teaching during study days. These experts came from universities, private companies offering training services, other companies, police organizations, and elsewhere in public administration. The goal was to enrich the learning process with theoretical information, practical examples, and case studies. The competence of experts was provided for the group through speeches, lectures, introductions, and so forth. The group was challenged to interact actively and question and debate issues to strengthen their own competence. Problem-solving tasks were linked to the themes, and they were done individually, in pairs and in groups, both during and in between training days. The task subjects came mainly from within the police organization. "Benchmarking" learning and thinking that supports renewal was promoted by expert trainers selected from other fields, as well as by addressing case studies.

The Police University College's Moodle system was used for online work. Teleconferencing technologies (such as Skype, Microsoft Lync, Adobe Connect Pro) were used when needed. Some of the personal study plan discussions were conducted via remote connection. During some of the classroom study periods, expert lecturers participated in the training via the TUVE video meeting application. The kyvyt.fi platform was also used as a work platform.

An additional program included cultural experiences (movies, theatre, reading assignments/recommendations) as well as training in etiquette and small talk

situations, used to coach the participants in social situations related to management.

The process of development as a manager was supported by personal study plan discussions, which were conducted twice during the program. All participants drew up a personal study plan in which they related how they intended to take advantage of the different parts of the training program to develop their own management competence and identity as a manager. In addition, the participants defined their personal learning objectives and methods for reaching them.

To support the self-knowledge of a manager, the psychologist responsible for the suitability test in the entrance examination described the key content of the results in the group feedback. During the program, the aim was to support the formation of groups and encourage interaction between the group members, enabling collaboration within the peer group. The peer support of colleagues in the personal development as a manager and learning from the experiences of others

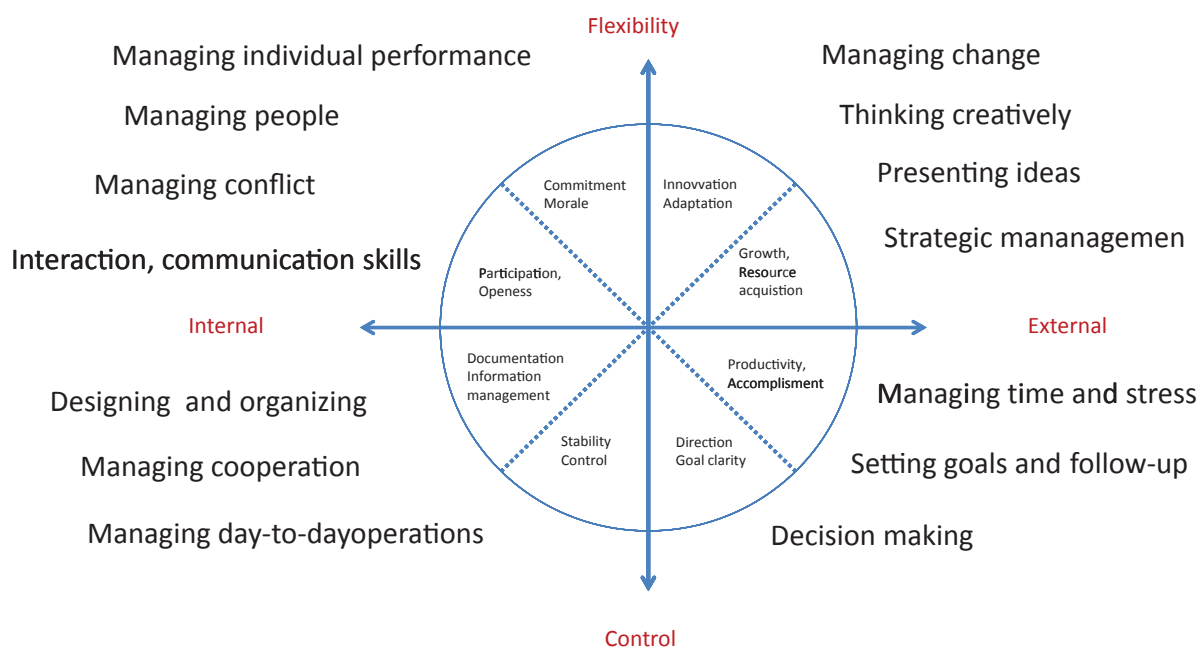
were an important part of the support for growing as a manager.

The idea behind mentoring was to practice management and meeting the challenges of management with an experienced manager. The participants' mentors were all experienced managers and experts in business life and public administration. In accordance with the objective, most of the mentors came from outside the police administration.

5. Learning outcomes

In addition to the course-specific feedback, a self-assessment on professional growth was collected from the participants. The feedback was collected through an online Webropol survey. A series of structured questions formed the first part of the self-assessment. The questions were constructed to measure progress in the different areas of Quinn's model (see Figure 4). In addition, the participants evaluated the change in their own development of competence.

Figure 4. Self-assessment areas



The participants of the EMBA in Policing training were asked to assess their own development during the program by selecting one of four options that best described their own development:

- 1 = No change, I have not developed.
- 2 = I have developed somewhat. However, my competence is basic and largely at the level of knowledge.
- 3 = I have developed a fair amount. I occasionally apply what I have learned to my own work.
- 4 = I have developed a great deal. I use what I have learned in my work. I have started to use new methods and apply what I have learned to my own work regularly.

The most positive development in the participants' competencies could be found in change management, HR management, performance management, creative thinking by the manager, and presentation of new ideas (see Table 2). The least positive development could be found in the area of time and stress management. Changes occurred in the competencies of all respondents during the program.

Table 2. Self-assessment of the participants' competence development.

Competence area	1 No change	2 I have developed somewhat	3 I have developed a fair amount	4 I have developed a great deal
Strategic management	0 %	0 %	70 %	30 %
Setting goals and monitoring	0 %	20 %	50 %	30 %
Presenting new ideas	0 %	10 %	20 %	70 %
Creating and maintaining cooperation with internal and external stakeholders	0 %	20 %	50 %	30 %
Change management	0 %	0 %	50 %	50 %
Managerial creative thinking	0 %	0 %	20 %	80 %
Planning and organization	0 %	30 %	40 %	30 %
Time and stress management	0 %	60 %	40 %	0 %
Performance management	0 %	0 %	50 %	50 %
Operations management	0 %	10 %	60 %	30 %
Decision-making	0 %	0 %	60 %	40 %
Acting in difficult situations in the workplace	0 %	30 %	40 %	30 %
HR management/Leadership	0 %	0 %	50 %	50 %
Interaction	0 %	10 %	50 %	40 %
Development	0 %	10 %	50 %	40 %

To summarize, it can be said that much positive development occurred in all areas of Quinn's model. The most significant areas of development were in creativity and cooperation.

In addition to the structured questions, the participants were asked to name the three competence areas in which they felt they had developed the most during the EMBA in Policing program. Half of the respondents said that their strategic thinking had developed especially well during their studies. Other competence areas

often mentioned included the development of one's own thinking, new innovations, gaining confidence in presenting one's thoughts, and increased competence in implementing opportunities for experimentation.

Next, the respondents were asked to assess the EMBA in Policing training in their own words. As a rule, the program and the studies were considered as a good experience and a positive step on the career path. During the program, nine of the participants progressed in their careers.

In the view of the participants, implementing the program in cooperation with Edutech has been positive and beneficial. The use of experts and trainers from outside the police administration was considered to broaden views and develop competence. Applying new ideas and information to the police administration was felt to promote competence. The opportunity to apply lessons learned to one's own work in the form of assignments immediately after classroom study periods was also considered beneficial.

In the participants' opinions, networking between the participants has absolutely been one of the strengths of the training. Experienced and motivated students were selected for the training, which was evident in the interactions during the learning situations, which led to learning from colleagues in the best way possible.

The program was seen as challenging. The participants completed it on their own time, which means a considerable personal investment in competence development. Their feedback raised a concern about the appreciation of the EMBA in Policing training in the police administration. The open-ended responses expressed a desire for appreciation by the employer, and a hope that the new competencies would be used.

A course on international cooperation was planned for the EMBA in Policing training, and the intention was to implement it as a study trip abroad. The course program had already been drawn up well in advance, and study visits had been arranged with the receiving organizations and individuals. However, the time of the study trip had to be moved due to a lack of joint policy, and in the end, the study trip was cancelled completely. The course was implemented instead as a three-day course in Finland. The participants were very disappointed by the cancellation of the originally planned course, and the international cooperation course received the worst feedback in the course-specific assessments.

Finally, the participants were asked if they would recommend the EMBA in Policing program for other people working in police administration. All respondents except for one would recommend the training. If a respondent chose not to recommend the program for others, they were asked to provide reasons why. One reason given was that certain requirements were set in advance, such as the use of time and policies con-

cerning the group. In addition, the concern was raised that the work community and the employer did not appreciate the training program enough.

The assessment of the students' competencies development showed that the learning objectives were reached very successfully. The success of the program is also reflected in the fact that the careers of ten participants in the training program (out of 14 total) have progressed significantly. The career development of three participants has continued outside the police organization.

The effectiveness of the training program was also assessed by interviewing the police chiefs of the participants' own police departments. With one exception, the chiefs were very pleased with the results of the program, because, according to them, participation in the EMBA in Policing training program benefited their departments. They had noticed positive changes in the participants' management behaviours; examples included a deeper vision of management and increased strategic thinking. The participants' views of management have broadened. In management behaviour, the increased importance of networking, cooperation and valuing others is clearly visible in the enthusiasm and readiness to develop operations together with stakeholders and other actors.

6. Conclusion

In police organizations, advancement to management or a supervisory position has traditionally been based on seniority. Regrettably, the recruitment criteria have usually not included assessing leadership characteristics or the ability to work in management positions. For this reason, the person selected for the task has often lacked managerial training. An organization's effectiveness, strategic management, and leadership suffer if the people in management positions do not have sufficient general management competence.

The case of the EMBA in Policing showed that Quinn's model is a successful choice for the theoretical framework of a management training program. The training program was organized in cooperation with Edutech at Tampere University of Technology. The cooperation created new aspects of training, and the competencies and expert networks of the educational institutions complemented each other well. Traditionally, police

organizations are very closed and insular, but during training, the participants studied management and operations extensively outside the police organization, which gave them plenty of new ideas and views on management. Opening the police organization and benchmarking with the private sector and other public administration organizations is also particularly recommended in future management training programs.

As a whole, the EMBA in Policing training program was successful. The feedback from participants was good with an average rating of 4.02 on a scale from 1 to 5 in an assessment concerning the content, implementation, and arrangements of the modules as well as the participants' own activities. Positive changes were observed in the operating methods of most participants, including a broader view of management, improved use of information in management, and development of stakeholder cooperation skills. Some of the police chiefs noticed that the position and previous manage-

ment experience affected the development of participants' management skills as a result of the training. The police chiefs consider a strategic management training program directed at unit management and upper-level commanding officers as necessary, and the EMBA training program as useful for their own unit.

In police organizations, more attention should be paid to the management profiles of the people recruited to management positions, and their suitability for supervisory duties should be assessed. An emphasis was placed on suitability assessment during the recruitment to the EMBA in Policing program, and the selection process as a whole was clearly successful. Police organizations should invest in the training of leaders and managers. The training should be sufficiently demanding, and it should focus on the challenges of the operations, organization, and leadership in a variety of ways.

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