EVALUATION OF PERFORMANCE OF LEADERS IN LITHUANIA POLICE ORGANIZATION BY APPLYING COMMON ASSESSMENT FRAMEWORK

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Annotation. Changing external conditions, needs of market and customers are correcting performance of organization’s performance therefore every leader has to assess the changes and to create favourable internal conditions to reach objectives. Leader authorizes employees for activity, determines policy and objectives of quality creates organization’s strategy, takes care of management of resources, training of employees, infrastructure and working environment, and performs assessing analysis that helps to take decisions and perform activities as well as to use the possibilities to reach the objectives better. Management of organization and its activity is successful when all processes having place in it are systemic and clear, and organization’s activity is directional. Success can be reached by implementing and monitoring management system which is created in order to improve constantly the results of organization’s performance in accordance to the needs of all parts interested. Thus, this article is striving for determination of the results of assessment of performance of leaders of police organization and the organization’s results oriented towards employees according to the partial criteria presented in methodology of CAF.

Keywords: leadership and management, quality management, Common Assessment Framework, police organization

INTRODUCTION

Sector of public administration becomes more and more modern in striving for presentation services to citizens and businesses as qualitative as possible and react to their needs and changing business conditions in time. Despite institutions of public administration are still inert enough, modern methods of management started to be implemented there, however. Police organization as part of public sector, also is accepting challenges of modern global world and striving for implementation of methods improving efficiency of its performance. Present leaders of Lithuanian police communicate values of contemporary police organization according to the Republic of Lithuania "The Long-Term State Development Strategy", which provides that "here will be created such public safety system that the institutions responsible for public safety and (or) public order would guarantee public safety by providing citizenry with high quality services efficiently and rationally using taxpayer funds." Further, in terms of public security as one of the main factors of public

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safety, among other things, it states that it is necessary "to foster the effectiveness of public security and public order institutions: to improve the management and operational practices of these institutions, networking, relationships with other state and local agencies and the population; develop bilateral and regional cooperation, actively participate in international public safety organizations to ensure proper material, technical and information provision of the police and other public security and public order organizations; to develop education and training system of the officials, allowing the rational use of departmental and other research and educational institutions potential and to take a positive experience of the development of the officials in Europe and other foreign countries."

From text of the Strategy it is clear that in the long-term vision of the State the public safety should be ensured by the new type of statutory organizations. The same value orientation of Police declared in the 2012-2014 Strategy, in which the Police Department undertook to create preconditions for the creation of an attractive, motivated and effective police system.

In strategy of Lithuanian public sector administration development till the year 2010, there was set an objective to improve quality of provided public services. It is indicated in the strategy that in striving for the objective mentioned "it is possible to integrate quality management into administration performance, to determine quality standards, to assess them and to share good experience with the EU state members". One of the predicted means of improvement of services’ quality is monitoring of implementation of quality management methods and presenting information on its results to society.

APPLICATION OF QUALITY MANAGEMENT MODELS IN PUBLIC ADMINISTRATION

Despite models of quality management and single means started to be applied in public sector of Lithuania recently in comparison with states of Western Europe, the need for implementation of quality incentives based on method of Quality Management is great. Lithuanian legislation does not previse compulsory implementation of models of quality management, and institutions of public administration are given their right to choose.

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4, 5 Kokybės vadybos metodų diegimo viešojo administravimo institucijose stebėsena. Tyrimo ataskaita. LR vidaus reikalų ministerija ir Viešosios politikos ir vadybos institutas. 2008 m. gruodžio 19 d.
Membership of Lithuania in the EU makes organizations of our country to implement qualitatively the concepts of European administrative space states’ management, to seek for operative innovations in the management system itself and better ways of work organization and tackling the problems. Competitions of samples of Good experience organized by ministry of Internal affairs of Republic of Lithuania and their spread help improving quality of performance of public administration of Lithuania as well. Organizations of public sector implement projects by using Quality Management methods and other means, to improve supply of public services to citizens, stimulate sparing development, partnership and cooperation (between municipalities and citizens, between police, church and citizens), implement methods of quality management, develop quality of processes, introduce e-management, etc. Best projects are being presented both in Lithuania and other states of the EU. Spread of good experiences is not only a principle of management of general quality, but also the one of the mission’s important tasks of mature organization or country. Except the material, educational and cultural benefit, this influences essentially image of our country in country’s and Europe’s community and business world. Therefore, quality is important not only to business organizations, but institutions of public sector as well. It becomes more and more topical in different areas of public life and culture as well, Increases the circle of questions and problems tackled by the help of the means of quality.

The most applicable models of quality management in institutions of public administration of states of Middle and East Europe are following: International standards of quality management, European Foundation for Quality Management model, Common Assessment Framework, other models - SERQUAL, model of Balanced scorecard, Charter of citizens, Public Service Excellence Model, Customers’ satisfaction model, etc.

Of all mentioned methods the Common assessment framework (further CAF) could be distinguished, the means of quality management that was intended especially for organizations or public sector, striving for successful development of their performance. This model is based on the same advanced principles of perfection as the model of perfection of...
European quality management fund (EFQM) and requirements of ISO 9001 standard⁹. Common assessment framework is the method based on principles of general quality that derived from EFQM model and model of German Speyer. According to the statement of Čyžiūtė¹⁰, Common assessment model is a tool for constant increase of efficiency the results of application of which show evolution of organization.

Common assessment framework has four objectives: to reveal uniqueness of public sector organization; to serve as a tool for organizations that are willing to improve their performance; to be connecting chain between different models of quality management; to create possibility for organizations of public sector to bracket together (striving – to learn from each other, and not stimulate competition of organizations or public sector)¹¹.

Often it is difficult for the institution to assess gaps of own activity, there is only feeling that some part of activity does not function well enough. Common assessment framework helps assessing those gaps - it is one of the methods of quality management.

APPLICATION OF COMMON ASSESSMENT FRAMEWORK FOR ASSESSMENT OF LEADER’S PERFORMANCE

Leadership has evolved into a strategic activity that includes communicating a vision, developing organizational structures and processes, managing change initiatives, and creating capabilities¹². Effective leadership is exhibited through actions that build and improve organizational abilities and management systems¹³.

Leaders or managers have to be leaders with long-term vision, capable to forecasting, developer, innovative, risk taking, empowered others, participant, customer-oriented, process-oriented and with systematic 'strategic thinking. In fact, leadership in quality-oriented organizations is so important that is considered a key factor in conferring world quality awards such as Baldrige and EFQM Quality Award¹⁴. On sight of such requirements to leader

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as important factor of warranty of quality management, it is needed to be highlighted with regret that public sector often is not a perfect place for implementation of projects and programs of quality management\textsuperscript{15}. Leaders of some organizations are conservative, not stimulating changes or unable to manage them. Usually issues of quality management in such structures are being treated only as matter of management fashion and they are given episodic attention only. Such organizations are not able to man organization’s people, do not seek for possibilities to modify models of quality management for possibilities and needs or organization\textsuperscript{16}.

The feedback on efficiency of organization’s performance should be important to leaders and should help develop quality of their management. Such information can be obtained using Common assessment framework (further – CAF), intended for assessment of performance of organizations of public sector, leadership and quality of management. Therefore, in striving for research of phenomenon on managers’ leadership in police organization, part of partial criteria of Common assessment model were chosen for methodology.

Besides, common assessment framework as well as model business development of European quality management fond, proposes to organization to evaluate nine factors (criteria) of success, one of which is „leaders’ performance“ or „leadership“. It is criterion „leadership“ that was selected for this study, because it allows assessment how leaders succeed in describing organization’s mission and vision, and stimulating their implementation, forming values determining long-term success, coordinating actions and behaviour with them, what is leaders’ contribution in creation and development of system of organization’s management. Also, one more criterion of CAF model was selected for the study - „results oriented towards employees“, that describes what results reaches organization while satisfying needs of employees.

In striving to ascertain efficiency of leadership functions of one Lithuanian police organization’s subdivision out of ten in the context of quality management, we raised the objective to determine: 1) the results of assessment of organization’s leaders performance according to the partial criteria presented in CAF methodology; 2) the assessment of organization’s results oriented towards employees according to the presented partial criteria;

\textsuperscript{15},\textsuperscript{16} Puškorių, S., Raipa, A. Teoriniai viešojo sektoriaus veiklos modernizavimo aspektai // Viešoji politika ir administravimas, 2002. Nr. 2, p. 9-17. ISSN 1648-2603.
3) to compare how those criteria of quality of organization’s leaders’ performance are assessed by leaders themselves and their subordinates.

**METHODOLOGY OF THE SURVEY**

Common assessment framework “represent aspects, that are typical to suitable management of organization in order the satisfied results to be reached “. Leaders’ performance is assessed by CAF method according to 9 criteria (management/leadership, strategy and planning, people, partnerships and resources, management of processes and changes, etc.).

Every criterion out of nine is corresponded by few indices that are assessed in points from 0 to 100 in accordance to the extent organizations are using the means of quality management expressed in particular index.

Structure of nine blocks involves the main aspects that should be analyzed by any organization. First five criteria are examining features of organization’s possibilities. They determine what organization does and how the tasks it raised help to reach the pursued result. Remaining criteria are measuring the results oriented towards clients/citizens, people, influence to society and results of the main activity, determining values of internal indices as well.

As was mentioned above, in this research two CAF criteria of nine were used - “leaders’ performance “ or “leadership “ and „results oriented towards employees “.

In the first criterion „leaders’ performance “ or „leadership“ leaders indicate a direction of performance to organization, form mission, vision and values necessary for long-term success of organization. They motivate organization’s people and by own actions show a model of behaviour that corresponds expressed and implied values. Leaders create, implement and supervise system of organization’s management and review performance and results. They are responsible for development of performance and preparation for future, organize changes necessary for implementation of mission.

Another criterion is the results oriented towards people. These are the results reached by the organization, related with peoples’ satisfaction. This criterion involves satisfaction of all employees of the organization. Usually organizations are using surveys of peoples (employees) in order to determine level of their satisfaction, however, other additional means

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could be used as well, such as researches of focus groups, interview with people leaving job. There could be assessed peoples’ activity and level of their skills\(^\text{19}\). Every respondent assessed the criteria „leadership“ and „results oriented towards employees“ in accordance to every presented partial criterion.

**Respondents’ profile.** Number of female respondents was 92 (46\%), male – 107 (53.5\%). Respondents according the type of work distributed as follows: specialists – 70\%, first line officers – 23\% and managers – 6.5\% of respondents. The following employee age groups were classified: less than 30 years old – 84 respondents (including 1\% managers, 57\% specialists, 26\% first line officers), from 30 to 40 years – 77 respondents (including 5\% managers, 53\% specialists, 18\% first line officers), more than 40 years – 39 respondents (including 7\% managers, 30\% specialists, 2\% first line officers).

The survey took place in January - March of 2012. Invitations with the reference to web-based questionnaire were distributed via Kaunas region police institutions email, available to all 1000 employees, 199 have received filled questionnaire. Anonymity of the respondents was also stressed. Kaunas County has a total of 1.7 thousand police employees, and in Lithuania - 9.8 thousand.

Empirical data was treated by conventional methods of mathematical statistics.

**RESULTS OF THE SURVEY**

Having performed assessment of leaders performance in accordance to criteria presented in the methodology of CAF, the research results show that, while indicating a direction of organization’s performance, creating its mission and vision, employees of administration are being invited to participate the meetings where organization’s mission and vision are being discussed and formed (see Pic. 1).

The leaders of this organization communicate by using organization’s website, correspondence, employees’ meetings, there is a striving to involve the employees and the parts that are important to employees into determination of strategic objectives and priorities with reference to mission and vision. However, in the meetings leaders do not discuss how their particular roles correspond with organization’s mission, vision, valuaibles and strategies. Citizens are not involved into the process of determination of common values as well.

According to the survey data, performance of leaders in determination of directions of organization’s performance creating its mission and vision was assessed as satisfactory (average 50.91 points out of 100) and in the cycle of „Plan, Do, Check, Act“ (PDCA) corresponds „Check“ level, where this performance is being planned, implemented and almost started to be checked.

While creating and implementing a system of organization’s activity and changes, there is a striving for maintaining dialogue between leaders and employees. Leaders are striving to explain the reasons why the objectives are such as they are and sometimes discuss with employees how these objectives could be reached. Leaders are striving to ensure that determined objectives should be measurable, data on the results should be collected and with reference to them the improvements should be proposed. However, leaders distribute tasks according to priorities not clearly enough and do not ensure balance between tasks and resources. Also, leaders do not ensure enough that every employee should know his/her duties and responsibility, that division of work and responsibility should be clear and understandable to everyone. There are not developed division of labour in organization by using project groups between subdivisions of the organization.

Hence, performance of leaders in creating and implementing system of organization’s activity and changes management was assessed only satisfactory (average 55.65 points out of possible 100) and in PDCA cycle this performance of leaders is in the „Check“ level, which is
being planned, implemented and checked as well, but phases or activity and development are nor achieved yet.

The results of assessment of leader’s performance because of motivation of organization’s employees while helping employees and making the running, were assessed differently by leaders and employees. Taking the average of all results the performance of leaders while motivating employees, was assessed only in 54,53 points out of possible 100) and in PDCA cycle appears in checking stage (level - „Check“). Despite organization’s leaders state that they know well enough the ideas of development and innovations presented by their employees and even support methods of educational management, feedback and sharing of knowledge little bit and their behaviour corresponds values announced, the opinion of organizations employees is different from that of organization’s leaders. Employees state that their leaders yet poorly acknowledge and reward individual and groups endeavours, there are not enough discussions with the highest leaders because of development of their activity. Employees are still not enough consulted regarding the striving for professional and personal objectives, also there are no warranty that plans of development of their competence would be considered. According to statements of organization’s leaders, individual needs and personal circumstances of employees are being considered while taking decision on position, responsibility and working hours, but employees are thinking absolutely differently and assessed this criterion the least (38,1 average points).

Possibilities of cooperation with parts interested in striving to ensure division of responsibility in the organization got the least assessment (average 49,92 points out of possible 100) and in PDCA cycle this performance of leaders was assessed badly and stays only art the stage of implementation („Do“). The research results show, that organization’s leaders do not present employees with decisions taken, do not contribute enough to organization’s reputation and do not develop enough cooperation with the most important parts interested (citizens, public organizations and other groups of interest).

The organization’s results oriented towards employees show what results the organization reached in striving to satisfy needs and expectations of its employees: how much satisfied employees are, and which results of the indicated ones the organization reaches.

According to the data of the study, the results of measurement of employees’ satisfaction and motivation are stable: common average assessment of the organization’s results oriented towards employees is 50,42 points out of possible 100, that means that the
results oriented towards employees in organization only started improving, but this does not show a marked progress and they are not nearly perfect.

The results of the study performed show that not only ordinary employees of the organization, but leaders as well are not fully satisfied in performance and conditions of the organization, they don’t feel responsible for their development and learning and are not satisfied enough in management, motivation and involvement into determining of mission, vision and objective, are not satisfied even in working conditions and possibilities of development of competence.

The results of assessment of performance of organization’s leaders in accordance to the criteria presented in methodology of CAF, comparisons of assessments of leaders and employees themselves are presented in Table 1.

Table 1. Assessment of performance of organization’s leaders according to the presented criteria, in average points

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Partial criteria</th>
<th>Average of leaders’ assessment</th>
<th>Average of employees’ assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. Indicate a direction of performance to organization by creating its mission, vision and values.</td>
<td>a) Involve interested parts and employees to creation or organization’s mission and vision.</td>
<td>42,33</td>
<td>48,03</td>
</tr>
<tr>
<td></td>
<td>b) Involve employees and, if possible, consumers of products and services to process of acceptance of common values and stimulate their observing.</td>
<td>44,11</td>
<td>48,16</td>
</tr>
<tr>
<td></td>
<td>c) Based on mission and vision, strategically develop organization by involving employees and other important parts interested to process of determination of strategic objectives.</td>
<td>51,33</td>
<td>49,77</td>
</tr>
<tr>
<td></td>
<td>d) Set standards of good management in organization.</td>
<td>63,13</td>
<td>49,81</td>
</tr>
<tr>
<td></td>
<td>e) Convey mission, vision, values and strategic objectives to important parts interested, including employees.</td>
<td>54,44</td>
<td>57,97</td>
</tr>
<tr>
<td>Total assessment of criterion</td>
<td></td>
<td>51,07</td>
<td>50,75</td>
</tr>
<tr>
<td>1.2. Create and implement system of organization’s activity and change management.</td>
<td>a) Develop organization’s structure and procedures with reference to its strategy and objectives.</td>
<td>48,67</td>
<td>49,16</td>
</tr>
<tr>
<td></td>
<td>b) Ensure that everyone in organization should understand objectives and criteria for their achievement.</td>
<td>59,89</td>
<td>58,13</td>
</tr>
<tr>
<td></td>
<td>c) Ensure clear distribution of tasks and responsibilities and create assumptions of inter-divisional cooperation.</td>
<td>57,11</td>
<td>53,90</td>
</tr>
<tr>
<td></td>
<td>d) Ensure efficient daily actions by differentiating tasks and resources in accordance to priority.</td>
<td>59,56</td>
<td>52,10</td>
</tr>
<tr>
<td></td>
<td>e) Determine and implement necessary changes of services.</td>
<td>48,75</td>
<td>49,68</td>
</tr>
<tr>
<td></td>
<td>f) Ensure that leaders and employees could receive information needed for their daily work.</td>
<td>68,89</td>
<td>61,94</td>
</tr>
<tr>
<td>Total assessment of criterion</td>
<td></td>
<td>57,15</td>
<td>54,15</td>
</tr>
<tr>
<td>1.3. motivate organization’s</td>
<td>a) Serve as model of behaviour to employees and act observing organizational values.</td>
<td>57,89</td>
<td>53,58</td>
</tr>
</tbody>
</table>
employees, help them and make the running.

b) Develop their role, propose to provide feedback because of behaviour of managers. 60,11 46,35

c) Supply employees with help and feedback because of their striving for perfection and quality of jobs performed. 65 50,23
d) Support innovations and organizational learning culture by supporting development initiatives. 61 46,26
e) Acknowledge and reward endeavours of individuals and groups. 67 46,52
f) Pay attention to personal situation and needs of employees. 62,33 38,10

Total assessment of criterion 62,22 46,84

1.4. Cooperate with politicians and other parts interested in striving to ensure division of responsibility.

a) Care for political decisions that are influencing organization, and contribute to their acceptance. 46 46,13
b) Develop partnership and relations with important parts interested. 52,33 51,55
c) Strive for the organization should be known and thus contribute to its reputation. 50 57,52
d) Participate activities of professional associations, nets of managers and groups of interests. 40,47 55,35

Total assessment of criterion 47,20 52,64

Assessment of organization’s results oriented towards employees in accordance to the presented criteria, and comparison of assessments of leaders and employees themselves are presented in Table 2.

Table 2. Assessment of organization’s results oriented towards employees according to the presented criteria, in average points

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Partial criteria</th>
<th>Average of leaders’ assessment</th>
<th>Average of employees’ assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1. Results of measurement of employees’ satisfaction and motivation.</td>
<td>a) In work place in general. 45,44</td>
<td>47,55</td>
<td></td>
</tr>
<tr>
<td></td>
<td>b) In motivation and involvement. 55,67</td>
<td>45,58</td>
<td></td>
</tr>
<tr>
<td></td>
<td>c) In management in organization. 59,56</td>
<td>50,61</td>
<td></td>
</tr>
<tr>
<td></td>
<td>d) In working conditions. 48,56</td>
<td>44,77</td>
<td></td>
</tr>
<tr>
<td></td>
<td>e) In development of competence. 55,56</td>
<td>54,16</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total assessment of criterion 52,96</td>
<td>48,54</td>
<td></td>
</tr>
<tr>
<td>1.2. Indices of employees' results.</td>
<td>a) Common satisfaction. 55,33</td>
<td>45,65</td>
<td></td>
</tr>
<tr>
<td></td>
<td>b) Motivation and involvement. 65,38</td>
<td>46,90</td>
<td></td>
</tr>
<tr>
<td></td>
<td>c) Development of competence. 40,38</td>
<td>53,10</td>
<td></td>
</tr>
<tr>
<td></td>
<td>d) Results of surveys and assessments. 46,25</td>
<td>46,84</td>
<td></td>
</tr>
<tr>
<td></td>
<td>e) Mobility including work rotation, temporary change of work place etc. 55,33</td>
<td>45,71</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total assessment of criterion 52,53</td>
<td>47,64</td>
<td></td>
</tr>
</tbody>
</table>

Under the guidance of version of 2002 of CAF model and scales of assessment of criteria presented in it, the results of assessment could be presented in ranges as well, by using assessment scale in points from 0 to 5 (see Pic. 2.).
Pic 2. Ranges of assessment (in scale from 0 to 5 points), in average points

This organization needs much development of areas of all its performance, but mostly it should be worth to labour for development of the areas where the biggest gap between assessments of leaders and employees is determined, and where criteria received the lowest points, i.e. in the area of employees’ motivation, first.

Planned, purposeful and inspiring performance of leaders in striving to keep stability of organization’s objective in constantly changing environment contributes organization’s development as well. It should be noted, that as in every organization, the main attention in police organization should be given to the results achieved.

Common assessment framework is the mean that helps organizations of public sector in Europe to use efficient methods of quality management for development of performance, this could be the first step in police organizations towards selection of more detailed model of quality management for development of performance in the future.

CONCLUSIONS

The results of the research performed show that not only ordinary employees of organization but leaders as well are not fully satisfied in performance and conditions of the organization, they don’t feel responsible for own development and education, and are not satisfied enough in management, motivation and involvement to determination of mission,
vision and objectives, even are not satisfied in physical working conditions and possibilities of development of competence. Organization’s leaders do not present employees to the decisions taken, are not contributing enough to organization’s reputation and are not developing suitably cooperation with the most important parts interested (citizens, public organizations and other groups of interest).

The biggest difference between assessment of leaders and subordinates was determined in the area of assessment of motivation – leaders are over assessing efficiency of motivation factors and general satisfaction of subordinates in work. So, beside other aspects of quality improvement, the leaders of the researched police organization should give more attention to personal situation and need of employees, acknowledgement and assessment of their work, because police leadership efficacy is most strongly linked with integrity, work ethic, communication, and care for personnel.

Due integrated self assessment, having received the results of assessment, the possibility emerges to resolve constructively on directions of organization’s development that help optimizing administrative processes, increasing transparency of decisions and involving employees into the process of organization’s development. Common assessment framework is one of the possibilities for development of leaders’ performance in police organizations, by selecting more detailed model of quality management for common development of performance in the future.

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BENDROJO VERTINIMO MODELIO TAIKYMAS LIETUVOS POLICIJOJE ORGANIZACIJOS VADOVAVIMO KOŽKBEI VERTINTI

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Santrauka

Kintančios išorinės sąlygos, rinkos ir vartotojų poreikiai koreguoja organizacijos veiklą, todėl kiekvienas vadovas turi įvertinti pokyčius ir kurti palankias sąlygas tikslams pasiekti. Vadovas suteikia įgaliojimus darbuotojams veikti, nustato kožkų politiką ir tikslus, kuria organizacijos strategiją, rūpinasi išteklų vadyba, darbuotojų ugdymu, infrastruktūra ir darbo aplinka, atlieka vertinamąją analizę, kuri padeda priimti sprendimus ir atlikti veiksmus bei geriau panaudoti galimybes siekti tikslų. Vadovavimas organizacijai ir jos veikla sėkminga, kai visi joje vykstantys procesai sistemingi ir skaidrūs, o organizacijos veikla kryptinga. Sėkmė pasiekiamai, įgyvendinant ir prižiūrind vadybos sistemą, kuri sukurta tam, kad būtų nuolat gerinami organizacijos veiklos rezultatai, atsižvelgiant į visų suinteresuotų šalių poreikius. Todėl šiuo straipsniu siekiama nustatyti policijos organizacijos vadovų veiklos vertinimo rezultatus ir į darbuotojus orientuotus organizacijos rezultatus pagal BVM metodikoje pateiktus dalinius kriterijus.

Pagrindinės sąvokos: lyderystė ir vadovavimas, kožkų vadyba, bendrojo vertinimo modelis, policijos organizacija

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