Analysis of institutional management in the academic units of the National Police – Perú

Análisis de la gestión institucional en las unidades académicas de la Policía Nacional - Perú

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Abstract

Institutional management constitutes an aspect of great significance for the training of new generations of students in a country, for example, if it is about the training of future police officers who are placed at the service of society to guarantee citizen rights. In this sense, a study is presented whose objective is to analyze the institutional management in the academic units of the National Police of Peru (UA-PNP); For which the mixed method was used, consisting of a documentary analysis and interviews with advisers, officials and outstanding students of the police education system, to then apply a questionnaire to students close to graduating from academic units. The findings show that there are serious deficiencies in institutional management, which is the product of lack of planning, inadequate application of the strategy and inefficient use of resources, which have an impact on the quality of police training, good service to society and the good institutional image. It is concluded, thus, that institutional management is an important tool to promote the conduction of the institution towards the achievement of organizational objectives and goals.

Keywords: Institutional management; academic units; strategy; image; Peru.

Resumen

La Gestión institucional constituye un aspecto de gran significación para la formación de nuevas generaciones de educandos de un país, verbigracia, si se trata de la formación de los futuros policías que son puestos al servicio de la sociedad para garantizar los derechos ciudadanos. En tal sentido, se presenta un estudio cuyo objetivo es analizar la gestión institucional en las unidades académicas de la Policía Nacional del Perú (UA-PNP); para lo cual se utilizó el método mixto, compuesta por un análisis documental y entrevistas a asesores, funcionarios y alumnos destacados del sistema educativo policial, para luego aplicar un cuestionario a los alumnos próximos a egresar de las unidades académicas. Los hallazgos evidencian que existen serias deficiencias en la gestión institucional, lo cual es producto de la falta de planificación, aplicación inadecuada de la estrategia y uso ineficiente de los recursos, que repercuten en la calidad de la formación policial, el buen servicio a la sociedad y la buena imagen institucional. Se concluye, así, que la gestión institucional es una herramienta importante para impulsar la conducción de la institución hacia el logro de los objetivos y metas organizacionales.

Palabras clave: Gestión institucional; unidades académicas; estrategia; imagen; Perú.

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Introduction

One of the great challenges that institutions face is managing their resources to achieve their objectives. Following Serkan et al. (2019) institutional management depends on strategies, efficient management of resources and human talent, an important factor in achieving organizational goals. Recent technological advances make organizations face substantial changes in their strategies and development activities (Besri and Boulmakoul, 2021).

In this context, and being the police institution the main social and fundamental instrument for developing and executing public security policies aimed at combating crime, police training centers must adopt strategies for the efficient use of resources, the impact of which is see reflected in the effectiveness and professionalism of police action; results that have not achieved significant progress, due to deficiencies presented from the level of training. Level where the training and development of collaborators must be managed properly, as it has a positive impact on the social security of a country (Lorek et al., 2020). However, despite the years that have passed, there are still deficiencies in management such as limitations in the organization, lack of planning, which contribute to deepening the institutional crisis (Álvarez et al., 2019). This is especially relevant because, according to Bond (2020), it is essential that the police institution be prepared for constant changes and be able to overcome unavoidable cultural, structural and political difficulties.

These serious problems in management are exacerbated by the poor public image that afflicts the institution, where employees play an important role and in the same sense, developing their skills, knowing the activities they carry out, entails executing the work well and good results in management (Diaz et al., 2018). Another repercussion is the perception of insecurity as a core problem in postmodern societies, due to the increase in criminal violence which, according to 448 opinion leaders and journalists from fourteen Latin American and Caribbean countries, is one of the main problems besieged the region, with a rate of eight homicides per 100,000 inhabitants worldwide and 24.5 homicides per 100,00 inhabitants in Latin America (Quintero, 2020). It is essential to develop strategies and tools in management, for the best performance of its

collaborators and achieve in this globalized world, a competitive position of the organization (Vera and Blanco, 2019).

In that order of ideas, the analysis of institutional management responds to a process of reflection regarding the weaknesses of the current police training system and the negative consequences that these generate in the performance of the National Police, and therefore in society; and the need for change management that allows the country to have properly prepared and trained police officers to face the problems of society. Adequate conditions are required for the development of training processes, a constant concern in the police institution to generate change in police organizations (Willis et al., 2020).

In Peru, in recent decades, as a strategy to confront criminal actions, the government opened 27 UA-PNP at the national level. Decision that resulted in deficient police training; Management flaws are observed, such as: lack of laboratories, sports fields, swimming pools, shooting galleries, health centers; in technological platform, important and priority in management to improve organizational response capacity (Cadena et al., 2018). Security requirements are increasing and a more comprehensive, better-trained police officer is required (Dussan et al., 2016). This management model originated a leafy, inefficient and ineffective organizational structure, slow and bureaucratic in decision-making. Zapata and Canet (2012) refer that, when there is complexity at work, these must be broken down into multiple, highly specialized tasks (Zapata and Canet, 2012).

There is little interest from police institutions to promote social science studies from within (Barrera, 2016). It is necessary, from the academic units, to understand institutional management as a process to achieve results: organizational goals and objectives, making the institution more efficient and effective, carrying out a true transformation of the standards of operation, institutional strengthening and development, a Quality police training to meet the expectations of citizens, which requires skills, professional competencies and effectiveness in the performance of duties.

In this sense, comply with the State policies of the National Agreement related to democracy and the rule of law, and an efficient, transparent and decentralized State, considered in the Strategic

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Plan of the National Police, articulated with the Bicentennial Plan, guiding document of the National System of Strategic Planning. The following research sought to analyze the relevance of institutional management in the UA-PNPs, in the achievement of organizational goals and objectives.

Theoretical framework

Today's world is constantly evolving and demands from educational organizations, the delineation of more efficient projects that allows them to face the challenges that development demands, the demands of people and society (Oseda et al., 2020). Strategies must be formulated as responses to the continuous change of organizations to better adapt to globalization; to scientific and technological advances, where knowledge becomes obsolete more quickly (Palomeque and Ruiz, 2019).

Therefore, it is necessary to understand institutional management with elements focused on the administrative process such as planning, organization, direction and control, tending to produce a particular result, as defined by the Peter Drucker Operational School (Chiavenato, 2006). A process tending to produce a particular result, a new concept to propose strategies in decision-making, to improve the functions of the institution through leadership in the anticipation, transformation and innovation processes, in response to turbulent contexts; Unlike the concept of administration, where objectives established in the regulatory frameworks are simply met (De Donini and Donini, 2003).

Torres (2014) defines management as "the set of integrated actions to achieve a certain-term objective; it is the main action of the administration and an intermediate link between planning and the specific objectives to be achieved" (p. 57). The

manifestations of institutional management exist from the classical school of administration, with the mechanistic thoughts of Taylor and anatomical of Fayol, which made important contributions in management, such as the emphasis on tasks with the maximum employment of personnel and structure, and administrative process based on the principles of division of labor, authority, responsibility, discipline, unity of command and direction. Max Weber's studies propose an organizational management model based on rules and regulations, with close control of its well-defined activities, to achieve organizational goals and objectives (Tejada et al., 2020).

The bureaucratic management model that Weber proposes is used to refer mainly to the public administration, currently using this concept in a pejorative way in reference to the loss of time and inefficiency (Perea and Rojas, 2019). The police organization responds to the Weberian bureaucratic paradigm, due to the way in which the levels of organization are arranged. The director is located at the top of the organizational structure and at the bottom, the collaborators who provide the service to society; it is governed under the principle of hierarchy, and in all its areas subject to public law and centralization in decision-making. Management is primarily aimed at compliance with the law and not at efficiency in the use of public resources.

In table 1, a discrimination is made of the different aspects and dimensions of institutional management and that due to the nature of the research and the researcher's criteria we will take into consideration, integrating them into the most relevant actions of the administrative process, grouping them within the planning, the organization, direction and control, which will allow the analysis of institutional management in the UA-PNPs.

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Table 1.
Dimensions of institutional management.

Authors	Dimensions according to authors	Dimensions of the Research
Pacheco, Castañeda and Caicedo (2002)	Goals Strategy Technology Structure Organizational methods Corporate culture Personality of the members of the organization	**Planning:** Goals Policies Strategy Efficiency Effectiveness
Molina (2014)	Strategy Structure Methods Management practices Instruments Tools Culture Personality	**Organization:** Structure People Processes Resources Technology **Direction:** Leadership
Gonzales and Leguía (2015)	Resources Results Efficiency Effectiveness	**Control** Results in people Result on clients Results in society
Chiavenato (2006)	Strategy Operability Resources Policies Goals Environment	

Methodology

A research with a mixed approach is presented whose design corresponds to concurrent triangulation (DITRIAC), applied in the data collection, analysis and interpretation part, which implies corroborating the results obtained and giving a cross-validation between qualitative and quantitative data. taking advantage of the advantages of each method to minimize its weaknesses (Hernández et al., 2014). The mixed approach is based on pragmatism, whose premise is to summon several mental models in the same search space, for the purposes of a respectful dialogue and that the approaches nurture each other (Greene, 2008).

Participants. For the quantitative data, a non-probabilistic representative sample or directed samples was obtained of 30 students from the 27 academic units nationwide, selected in consideration of the criterion of police training time (close to graduation) and possessing a better perception of the problematic reality. The advantage from the quantitative point of view is its usefulness for designs that require a careful and controlled choice of cases with characteristics described in the objective of the research, which require not so much a representativeness of the elements of the population (Hernández et al., 2014). They have served to corroborate the results obtained from the interviews and documentary analysis.

For the qualitative data, a convenience sampling was used, selecting seven informant subjects: three advisers, two officials and two students from the police education system at the training level. The decision regarding the sample does not seek statistical representativeness, but rather reliable information under the criterion of the "qualified informant", based on its relevance to the subject and objective of the study (Hernández et al., 2014). Finally, for the documentary analysis, 20 documents that converge with the objective of the research were selected, whose search was carried out online using the term institutional management in PNP schools or mentioning any of the units of relevant meaning (USR).

Data collection technique. Survey to the students of the UA-PNP for quantitative data, in order to know their perceptions in relation to the object of study, using the questionnaire, with fourteen questions, using the Likert-type attitudes measurement scale, whose validity was subjected to judgment of three experts and the reliability to the Cronbach's Alpha coefficient, in a pilot test with a result of 0.92, highly reliable, according to the interpretation of Valderrama (2013). For qualitative data, the semi-structured interview technique, using the interview guide applied to the participants; and, for documentary analysis or research, documents as instruments according to the proposed objectives.

Data analysis procedure. For the qualitative data product of the interviews, the phenomenological analysis protocol proposed by Molla et al. (2010), carrying out the following actions through a matrix: encoding the discourse of participants from 1 to 7 (P1, P2,… P7); transcript of interviews; elaboration of the units of general meaning with the re-readings of each one of them; grouping in unity of meaning of aspects related to the research topic; USR selection; grouping into categories with common characteristics and concludes with the conclusions, highlighting the most important aspects obtained in the research. The same procedure for the documentary analysis, previously coding documents from 1 to 20 (D1, D2,… D20). The quantitative data will be obtained from the application of the statistical software SPSS.

Study limitations. Taking into consideration that the police is a relevant and functional institution for the State and the political regime, it is important to highlight that, although the methodology allows to achieve the proposed objectives, it is necessary that the findings and results obtained be approached at a higher level of depth in future research.

Ethical aspects. The study was developed in the police context, where the information is strictly reserved and confidential, being authorized by the Directorate of the National Police Professional Training School. The participants agreed voluntarily, carrying out an informed consent procedure, consisting of disclosing the objectives and characteristics of the study.

Results

Los participantes de este estudio son asesores y funcionarios del sistema educativo policial, que conocen la gestión institucional y la realidad de las UA-PNP; también alumnos calificados con conocimiento en el tema de investigación. A partir del discurso de los participantes y el análisis documental, como resultado del trabajo de campo y acorde con los métodos empleados, en la tabla 2 se caracteriza la información de acuerdo a cuatro grandes categorías: planificación, organización, dirección y control.

Table 2.
Characterization of the institutional management category.

Units of Relevant Meaning - USR	SOURCES		Characterization
	Interviews	Documentary	
Planning			
Planning	There was no planning	There was no specific description	There was no planning
Strategy	It was not the most appropriate	There is no specific description	It was not the appropriate
Objectives	The objectives are not met	Are not comply	Are not comply
Inefficiency and ineffectiveness	There is no efficiency or effectiveness in management	There is no evidence	Does not exist
Rotation of directors	Every one or two years according to the norm	Annually according to the General Changes of Placement	According to the norms
Training period	It is not complied with according to Law	Are not comply	Are not comply
Director training	They have no training or preparation in educational management	It is not documented	No academic training
Macro regional units	There should only be macro regional units	Centralize macro regionally	There should be macro regional UA-PNPs
Organization			
Excessive UA-PNPs	Excessive UA-PNPs	Rationalize UA-PNPs	Excessive UA-PNPs
Resources	They lack everything	Lack of resources	Lack of resources

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Performance requirements	No minimum operating requirements	Formulated in documents	UA-PNP sin requisitos de funcionamiento
Infrastructure	They lack everything	Inadequate infrastructure	Inappropriate
Technological platform	Not in accordance with technological scientific advance	Poor equipment	Deficient
Management model	It does not guarantee the development of activities	It is not documented	Inappropriate
Quality standards	They do not have quality standards	UA-PNP without quality standards	No standards
Qualified teachers	Does not have	Without pedagogical preparation	Does not have
Management			
Decision making	No decisions have been made	No decisions have been made	No decisions are made
Political decisions	UA-PNP created by political issues and criteria rather than technical	UA-PNP created for political reasons	Politically created UA-PNP
Control			
Citizen insecurity	High perception of citizen insecurity	Increased	High perception
Quality in police training	Has not been received	Scarce professionalization. Poor quality of police training	Has not been received
Police service	Bad police interventions, bad service to society. Citizen expectations are not met	Deficient	Deficient

The central government created 27 UA-PNPs nationally to face criminal actions, without due planning. However, this growth in the organization is not evidenced in any document, they were created by political issues and interests, without technical criteria, with the support of regional and local governments. It was not the most appropriate strategy to train police officers with the competencies required in the police service; therefore, the functions established in the legal framework and therefore the goals and objectives were not fulfilled, with inefficiency and inefficiency in the management of resources.

According to the Law on the Career and Situation of Police Personnel, the directors of the UA-PNP are rotated annually, a measure that makes specialization in management impossible and hinders the continuity of medium and long-term policies in the formative aspect. An important aspect to take into consideration is that the directors are officers who have received police training. They do not have training in educational management, to successfully conduct academic units, with some exceptions.

According to the police educational regime, the training time for students is six semesters or three years, which in practice is reduced to only a year and a half; that is, three academic semesters, graduating as Sub Officers, complementing their training on Saturdays or virtually.

The UA-PNPs should be rationalized, and there should be macro-regional academic units, large units that function according to the police regions at the national level, suppressing those that do not have the minimum operating requirements and quality standards. Inadequate infrastructure and lack of resources have been observed, they operate in premises that are in use that do not meet the minimum operating requirements. There is a deficient equipment in the technological platform, despite being a priority in the management of the scientific technological advance of the modern world.

The management model also originated a leafy, inefficient and ineffective organizational structure, slow and bureaucratic in decision-making. There is no hierarchical level between the director of the educational system and the directors of UA-PNP, the section of administrative control being too wide. The remoteness of some units makes it impossible to have qualified teachers, assuming this role improvisedly, the police personnel assigned to such units.

There is a high perception of citizen insecurity. Quality has not been achieved in police training,

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resulting in a deficient service to society, taking into account that the security demands are increasing, a better trained police officer is required with the necessary skills to successfully face the mission. Situation that is not consistent with the police reform to train efficient and effective police officers; It is counterproductive with the General Education Law, which considers investment in infrastructure, better equipment and minimal investment per student, according to the technical-pedagogical requirements of each place; and, to the scientific and technological advances of the contemporary world.

An important aspect in the collection of information, in the quantitative part, is the perception of institutional management in the students of the UA-PNP, through surveys, to contrast them with the qualitative results, obtained as a result of the interviews and documentary analysis. Table 3 shows the results that show that 10 and 36.67% of the respondents perceive that there is a poor and an average institutional management; 53.33% perceive that there is good institutional management in the UA-PNP.

It can be deduced that, in the students' perceptions regarding institutional management, the predominant level is found in the average and good option, which is relatively favorable due to the management carried out by the directors in the UA-PNP.

Table 3.
Perception of institutional management.

	Frequency	Percentage	Valid percentage	Accumulated percentage
Valid Deficient	3	10,0	10,0	10,0
Average	11	36,7	36,7	46,7
Good	16	53,3	53,3	100,0
Total	30	100,0	100,0	

Table 4 shows the results that demonstrate the students' perception regarding institutional management and its dimensions. In the *planning dimension*, 6.7 and 36.7% of the respondents perceive that there is a poor and average management in institutional management, while 56.7% perceive the management in the UA-PNP as good; where it can be deduced that the predominant level is found in the average and good option, which is relatively favorable due to the management carried out by the directors of the UA-PNPs.

In the *organization dimension*, 10 and 40% perceive institutional management as poor and average, while 50% perceive management as good; where it can be deduced that the poor and average levels, as well as the good, have divided perceptions, which is relatively favorable due to the management carried out by the directors of the UA-PNP.

In the *management dimension*, 26.7 and 33.3% perceive poor and average management, while only 40% perceive good; which is not relatively favorable due to some shortcomings in the management of the directors, in the management process in the UA-PNP.

Finally, in the *control dimension*, 20 and 37.7% perceive poor and average management, while 43.3% perceive institutional management as good; which is not relatively favorable due to some shortcomings in the management of the directors, in the control process of the UA-PNP.

Table 4.
Perception of institutional management in the dimensions of the UA-PNPs.

Levels	Variables	Dimensions			
	Institutional Management	Planning	Organization	Direction	Control
Deficient	10.0	6.7	10.0	26.7	20.0
Average	36.7	36.7	40.0	33.3	36.7
Good	53.3	56.7	50.0	40.0	43.3
Total	100.0	100.0	100.0	100.0	100.0

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Discussion

The analysis of the information produced by the interviews, documents and in compliance with the objective "to analyze the institutional management in the academic units of the National Police of Peru", has corroborated that:

In the *planning process*, the current institutional management model has excessive UA-PNPs (27), created without proper planning, without technical support, it was not the most appropriate strategy, it does not allow the fulfillment of the objectives to be assigned to the service to police officers with quality training, which results in excellent service to the community. When strategic planning is not carried out, efforts in the development of administrative activities to meet the objectives are not channeled in one direction, as stated by Castro (2017). It coincides with the definition proposed by Chávez (2019) who points out that academic units are increased without due planning and minimum standards of operation and that the actions defined in its objective prevent the development of strategies to combat insecurity.

Associated with the appointment of directors without academic training, Silva (2018) suggests that Officers should be proposed to respond to the requirements demanded by the positions to effectively carry out the assigned functions. Regarding the period of student training, the norm establishes that it must be three years or six academic semesters; in practice this is reduced to only a year and a half. Fernández (2015) argues that it is a political decision to keep more police officers on the streets and that their training period must be respected as a fundamental element and that only with well-trained police officers can citizen insecurity be effectively addressed.

In this line, Gavilanes (2019) maintains that the police training school carries out its internal activities with the absence of an administrative model that allows it to have efficient management; that there is a constant rotation of personnel due to the fact that they do not have a professional profile commensurate with the job position, which causes delays in internal processes; that there are members in the organization who are police officers who do not have the competencies and skills required for the position. In this sense, as expressed by Llanos et al. (2018), large corporations should be established in cities, because size and technologies allow the establishment of strategies and the development of a structure for organizational success.

In the organization process, those that comply with the operating standards had to be promoted. Resources are not managed correctly, they lack everything, infrastructure and those that exist do not have the minimum operating requirements; They carry out their activities in inappropriate premises, assigned in use, which does not benefit the quality of training; They have no swimming pool, sports fields, shooting galleries, library, technology, internet. By having many UA-PNPs, they become limited for the development of academic activities. One of the management problems is that they do not have the technological platform to be in line with the scientific and technological advance; does not guarantee the development of activities within quality standards.

Indeed, Castro (2017) argues that the strategic plan considers improving processes, implementing technologies that facilitate Internet access, modernizing the management of human talent, implementing research laboratories, equipping the library, is to place the organization as a benchmark institution in quality management, guaranteeing the training of highly trained professionals, with well-defined infrastructure and spaces for the field of professional specialization.

In that order of ideas, Pereyra (2020) states that, there are multiple deficiencies in police training, infrastructure, logistical resources, training capacity for the fulfillment of the function; proposing an adequate infrastructure that contributes to improve the existing problem. The crisis is multidimensional and ranges from infrastructure to the quality of training for police personnel; Organizational structures must be generated that respond to the implementation of the strategy, such as the macro-regional units mentioned by Dammert and Castañeda (2019).

The technological innovation process includes a component of institutional change management from the bottom to the top, based on the capacity of the police to innovate to develop skills or competencies for solving problems from police training, which allows a more professional public force, more innovative and more analytical, in order to impact the country's crime rates (Villalobos, 2020).

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In the management process, the decision has not been made to reduce the number of schools, created for political reasons and criteria, despite the studies carried out and suggested to the senior management. It has to be coordinated with 27 school directors, making it difficult for decision-making to be timely to solve the different problems in each UA-PNP, which require urgent solutions to achieve the objectives.

In the control process, a high perception of citizen insecurity is perceived more quickly, new strategies are required, better trained police officers. In the current management model, the junior officers have not received quality training and education; the deficient police interventions, have repercussions in a bad service to the society. He perceives that the PNP is not fulfilling its functions, and does not meet the expectations of the citizens; there is mistrust.

Associated with this, Dammert (2019) states that changes in training processes have been slow, lacking academic centers that can strengthen police training, there are initiatives for change in modernization and equipment, as well as the acquisition of new technologies that allow the most effective control of crime. The quality of the police human resource is possibly the main institutional Achilles heel, as it does not have basic educational requirements or trained in the best strategies to control crime.

These deficiencies in the institutional management processes coincide with the definition proposed by Giraldo (2020) who points out that institutional management through planning, organization, direction and control, is one of the most important factors for the fulfillment of the objectives and institutional success. The management models analyzed present limitations in the academic and administrative processes within their operating structure, the role of strategic planning is not evident, defining adapting their structures and management models to current challenges (Yépez and Pozo, 2018).

Quantitative data corroboration

The analysis of the information resulting from the application of the questionnaire, where it can be seen that the institutional management variable has four dimensions, in general, it can be seen that 53.33% of the respondents have a good

perception of institutional management in the UA -PNP; 36.67% an average perception; and 10% a deficient perception of institutional management. It can be deduced that the predominant level is found in the average and good option, which is relatively favorable, due to the function performed by the directors of the UA-PNPs.

These results in management are consistent with those obtained in the analysis of qualitative data, which reflects serious deficiencies in the planning, organization, direction and control process. Tarrillo (2018) maintains that professional training and institutional management present a direct relationship, both being at minimal and deficient levels; The most worrying problems are the decisions regarding technological change in accordance with scientific progress, the inefficiency in the professional work of the students, the lack of updating of the organizational structure, its manuals and processes; recommending to implement improvements in institutional management for police training of students.

Conclusions

There are serious deficiencies in the institutional management in the UA-PNP, in the planning, organization, direction and control processes:

In the planning process: lack of planning; inappropriate strategy; inefficiency and ineffectiveness in management; assignment of directors for a period of one year, without training in educational management; failure to meet objectives; training period of a year and a half, counterproductive to the rule that establishes three years. In the organization process: leafy structure with excessive UA-PNPs, created without technical support; lack of resources; infrastructure does not have the minimum operating requirements; they carry out activities in inappropriate premises given over to use; the distant location of the UA-PNPs do not allow the recruitment of qualified teachers; They do not have a swimming pool, sports fields, shooting galleries, a technological platform; situation that does not guarantee the development of activities within quality standards.

In the management process: the pertinent studies were carried out and it was suggested to the senior management to reduce the number of UA-PNPs created by political decisions, to macro-regional units; difficulty in decision-making and the use

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of resources. Finally, in the control process: high perception of citizen insecurity; poor police service, a product of poor-quality police training.

From the preceding exposition, it is possible to extract as a general idea that institutional management is a tool that has a relevant role in the fulfillment of the goals and objectives of the organization, based on the application of a good strategy, efficient use of resources and human talent.

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