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Police Organisational Cultures and Inter-force Collaboration

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Abstract

Both public and private management literature stress the importance of organisational culture in the successful implementation of change and particularly any merger or acquisition. The purpose of this study is to develop a greater understanding of cultural characteristics across both merged and unmerged policing units.

The perceptions held by three hundred and seventeen police officers and staff, in three UK policing entities, (one unmerged, two merged), about their current and preferred organisational cultures are explored. The findings indicate that the current cultures are perceived to have a controlling and competing bias with an external focus. The current profiles resembled those of the retail or services industries and are misaligned with previous research into public administration organisations. In addition, the findings imply that there is a lack of a dominant culture across all the three entities, which may be indicative of organisations that are struggling to manage competing demands.

For the preferred state (in 5 years time) a collaborative culture is dominant. The presence of a dominant culture is more typical of higher performing organisations, (Cameron & Quinn, 2011, P.92).

A comparison of the current vs. the preferred cultures for all three entities seems to suggest that a collaborative unit with a single management team and clear identity will result in a more contented workforce and higher performance.

The study included three workshops with twenty-two participants to explore whether the attendees believed key cultural mechanisms would be in place for future collaborations. These individuals reveal that they believe they would have little involvement in the design of future models and that the leadership teams across combining forces are likely to be misaligned. The lack of these key mechanisms could be barriers to the development of an effective operating model.

It is hoped that the results of this study will help senior police leaders to understand how cultural factors can help deliver transformational change at a local, regional and national level.

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Chapter One: Introduction

Introduction

UK police forces have been under pressure to reduce their budgets by 25% as a result of austerity measures over the last four-years, 2011/12 to 2014/15. On the 26th of June 2013, the Chancellor of the Exchequer announced further reductions of 5.75% in 2014/15 and 4.9% in 2015/16, (HMIC, 2013). In the current financial climate, forces are looking to explore ways to operate more cost effectively, while still maintaining the service provided to the public. They are also looking to invest in innovative ways to streamline internal processes and to provide new services such as digital evidence, online crime reporting, social media and tackling cyber crime.

However, unlike the reform programmes in Scotland, Sweden and the Netherlands, the need for cost efficiency is not driving the coalition government to explore merging forces. In fact, with the introduction of Police & Crime Commissioners, for each police force, a framework has been created that reinforces the perpetuation of 43 police forces in England and Wales, (Fyfe, 2012). However, forces are being actively incentivize to develop collaborative and innovative projects; "By

encouraging forces to work together and embrace new technology, we can continue

to improve policing and increase efficiency in years to come" (Rt Hon Damian

Green MP, Minister for Policing, Criminal Justice and Victims, 2014).

Like many reforms, these changes do not necessarily follow the step by step

approach outlined in a rational choice model, (Tversky & Kahneman, 1986), but

often are more chaotic in their implementation and are driven, at least in some

cases, by political expediency (Newburn & Sparks, 2004a: 12). As Fyfe explains

normalizing the chaos requires planning "analysing the literature about reform

programmes across frontline organisations (Behn, 1995; Nap, 2012; Van der Torre,

2011), three common factors emerge which are critical to success; firstly that the

basic working conditions are in order, secondly that the bosses must provide

credible support and thirdly that the 'big picture must be clear.' (Fyfe et al, 2012,

P.178). These factors can be difficult to maintain in a changing landscape, even

more so when trying to merge units across separate organisations or entities. As

employees resist the changes and management tries to impose their values and

practices, "The strongest and most engrained elements of each culture fight to

survive. A fragmented culture can emerge that is not aligned with the strategy of

both organizations", (Fyfe et al, 2012, P.178).

Relatively little attention has been given to the cultural conditions that are necessary for successful policing reform. In an environment of reducing budgets, care is needed to build a foundation for sustainable change or there is a risk that the delivery of quality frontline services will be effected, (Fyfe et al, 2012).

Rationale for the Study

This research project will seek to explore the current and preferred cultural profiles of three distinct policing entities in order to understand the enabling and hindering cultural factors to effective change, including police collaborations. It will also seek to investigate which cultural mechanisms could be helpful in implementing high performing operational models.

Research Aims and Questions

This study examined the perceptions held by three hundred and seventeen police officers and staff, in three separate UK policing entities, (one unmerged, two merged), about their current and preferred organisational cultures. The study also

explored the confidence levels of twenty-two participants in future collaborative

initiatives between forces. A descriptive research method was used which was

based on Cameron & Quinn's Organisational Cultural Assessment Tool (OCAI) and

a modified version of Schein's key cultural mechanisms, (Cameron & Quinn, 2006),

(Schein, 2010, P.236).

The data was collected using a multi method research approach. An on-line

questionnaire was used to assess the perceptions of current and preferred cultures

and a paper questionnaire completed with focus groups was used to explore

confidence in future collaborative initiatives. A data analysis was then conducted to

answer the following questions:

Part 1 – Organisational Cultural Assessment

Primary Research Questions

What are the current and preferred cultural profiles of each of the policing entities in

the study? Which cultural type has the greatest emphasis or dominates?

What are the areas of greatest discrepancy between the current and the preferred cultures for each policing entity?

How similar (or congruent) are the component parts (cultural content dimensions) of the current and preferred cultural profiles to each other and what does that reveal about their performance? (Cameron & Quinn, 2011)

How do the merged vs. the non-merged cultures differ?

Part 2 – Assessment of Barriers to Collaboration

Primary Research Questions

How confident are two of the forces in the study about further collaboration as a change management strategy?

How confident are two of the forces in the study about how further collaborative initiatives will be managed and implemented?

Guide to Chapters

Chapter One: Consists of an overview of why a greater understanding of cultural factors is important to the police service including a summary of the objectives, rational and research questions for this study.

Chapter Two: Consists of a literature review of existing research relating to the study.

Chapter Three: Addresses the research methodology including the methods used and why there were chosen, the procedures employed, the survey sample selection, the research instruments and ethical considerations as well as the limitations of the research.

Chapters Four and Five: Presents the research findings with the possible implications followed by the conclusions and potential impact on future policy.

Chapter Two: Literature Review

Literature Review

The focus of this study requires an understanding of cultural change within stable organisations as well as within newly formed collaborative entities, both in the private and the public sectors. In addition, to answer the 'so what?' question that is invariably raised whenever the topic of a cultural assessment is introduced within the policing environment, an understanding of the research into the effect of culture on performance is essential. The aim of this research is to trigger change in the organisations being examined, therefore the literature review also encompasses a review of the leadership traits that could potentially help embed desirable cultural norms.

The cost constraints of the last three years have put an unprecedented strain on leaders within policing. Most have never before been called upon to manage operational activities while simultaneously dealing with the pressures of delivering large-scale structural and transformational change. Leaders have had to learn complex strategic planning methodologies, highly sensitive employment legislation whilst trying to manage the wellbeing of their teams, in an emotionally charged environment.

The natural reaction as outlined by Potts, is to avoid the change, "When we are pushed into a change, our first reaction is to run away to avoid the change or to try to stop it – and this behaviour, while a threat to the change, is logical and normal if you look at it through the eyes of those affected", (Potts & Le Marsh, 2004). However the 1st Comprehensive Savings Review, which required forces to reduce their budgets by 25% between: 2010/11 – 2012/13, did not allow leaders time to develop many avoidance strategies, (HM Treasury, 2010). While the accelerated timeline, potentially helped with the delivery of the savings, the reforms created a new set of cultural norms that have the potential to result in an unmotivated and disorganised workforce (Kotter, J, 1996). As the eminent psychologist Edgar Schein (1999) explains, "Humans do not like chaotic, unpredictable situations and work hard to stabilize and 'normalize' them. Any prospective culture change therefore launches massive amounts of anxiety and resistance to change" (Schein, 1999, P.35).

Definition of Culture

The definition of culture has been a matter of great debate since the 1980's. Schein describes culture as a pattern of behaviours, which have been successful in helping a group to solve problems and is then used to teach "new members as the correct way to perceive, think, and feel in relation to those problems", (Schein, 2010, P.18).

This idea of a pattern of behaviour or 'shared values' was further explored in Peters and Waterman's (2012) book 'In Search of Excellence'. The authors described the Mc Kinsey 7-S model as a tool for assessing 7 key aspects of organisational effectiveness. The 7 interdependent factors are 3 hard elements (Strategy, Structure, Systems) and 4 soft elements (Shared Values, Skills, Style, Staff). (Peters & Waterman, 2012, P.9)

Figure 1: The McKinsey 7S Framework
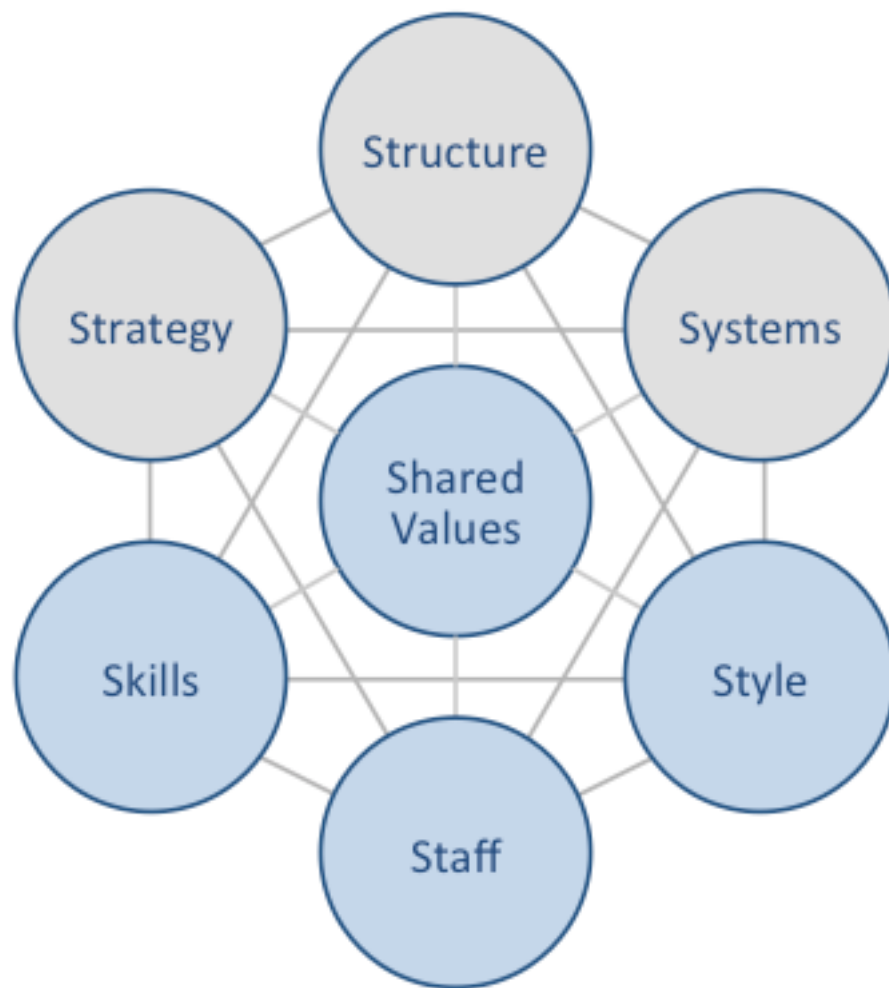
The McKinsey 7S Framework

Source: Peters & Waterman (2012, P.10)

Management consultants and corporations have used this model extensively to help

diagnose performance issues, assess the effect of a planned change and to align

units during mergers or acquisitions. The idea that culture is the product of values,

beliefs and behavioural norms has also been supported by Daniel Denison (1996) who describes culture as 'a deep structure of organisations which is rooted in the beliefs, values and assumptions held by organizational members' (Denison, 1996, P.624).

One example of this is an action research study conducted by Lionel Stapley (1993), in collaboration with the Metropolitan Police Service. Stapley explains that within his study the police leaders paid insufficient attention to culture; "Because they are only dealing with problems at their face value they frequently end up dealing with the wrong problem." (Stapley, 1993, P.170-171) He illustrates this point with an example of an external consultant who advised the Metropolitan Police to develop a corporate identity including a common vision and shared values in order to solve fundamental cultural issues. As Shapley explains, his advice was translated into "a new structure for decision making, the setting up of various executive meetings. Other decisions included inputs on leadership and total quality, both purely cognitive and neither recognising the cultural aspect." (Stapley, 1993, P.170-171)

Edgar Schein in his book, Organizational Culture and Leadership (2010), identified 'six primary embedding mechanisms that are the major tools that leaders have available to them to teach their organizations how to perceive, think, feel and behave' (Schein, 2010, P.236). These are, in summary, what leaders pay attention to, how they react to a crisis, how they allocate resources, how they coach and teach, how rewards are allocated and how criteria are applied to recruitment, promotion and dismissal. According to Schein the resulting 'secondary articulation and reinforcement mechanisms', (Schein, 2010, P.236), which embed the culture are how the organisation is designed including the associated system and procedures, the rites and rituals that are in place, how the physical space is designed, what myths exist and what formal statements the leadership makes, (Schein, 2010, P.236). In exploring resistance or barriers to change, these cultural mechanisms could be used to indicate potential pitfalls for leaders to overcome, as the absence of plans to address them could affect the successful outcome of any change initiative.

Some would argue that you cannot apply private sector models to the public sector environment, however in the same way as the 'Myers-Briggs type indicator model'

for assessing personality traits is used across all sectors, (Myers & Briggs, 1962),

models such as the Cameron & Quinn Competing Values Framework are being

adopted by public sector institutions across the world, (Cameron & Quinn, 1999,

P.69). For the policing entities within this study are the current and preferred

cultures understood? How do they differ? These questions will be addressed in the

1st part of this study.

The issue of managers paying insufficient attention to culture when implementing

change is further complicated by a collaborative or partnership arrangement. Daniel

Kahneman in his seminal book described "prospect theory" (Kahneman & Tversky,

1979), the three principles of which are firstly that when making decisions

individuals set a reference point where if the outcome to a given situation is above

the reference point then it is a gain, if it is below it is a loss. Secondly, that

depending on the risk 'a principle of diminishing sensitivity applies' (Kahneman,

2011, P.282), and thirdly that 'the response to losses is stronger than the response

to corresponding gains", Kahneman describes this as 'loss aversion'', (Kahneman,

2011, P.282).

So when organisations collaborate, do the people with the new collaborated units

view the new cultural norm as a loss or a gain? Do some implementation models

work better by either explicitly or implicitly embedding mechanisms as described

above? Part 2 of this study will look to address these questions.

Collaborative Change and Culture

In a merger or collaborative change, there is a need to blend two different cultures

so that one culture is not dominant over another (Schein, 1999, P.9). As Appelbaum

et al (2000) explain resistance to a merger can escalate if not dealt with effectively.

(Appelbaum, S. H., Gandell,J., Yortis, H., Proper, S and Jobin, F., 2000)

According to Habeck, Kroger and Tram (2000), there are three basic strategies that

are applied when merging cultures. Firstly, there is cultural imposition where a new

culture is quickly put in place. This is successful if the leadership consistently

enforces the expected norms and that these are clearly communicated with the

organisational processes, procedures and symbols being established from the start.

Secondly, is a model were the cultures remain the same and are managed

separately. Habeck et al (2000) explain that this is very difficult to implement and is

unlikely to be successful as the different cultures resist the process of integration

making it difficult to realise the planned benefits. Thirdly, the researchers outline a

compound culture as the most effective model; although the most difficult to

implement. A compound culture is created from the strengths of both organisations

and results in a new culture with a new set of rules and a new identity. A critical

success factor in implementing this type of model is the establishment of a new

leadership team for the outset. The management team should be a blend of the

best individuals from both organisations and they should appear unified from the

start. There should be a good understanding of what the potential conflicts are as

well as the opportunities for synergy, (Habeck et al, 2000). What models have been

employed in collaborative initiatives; cultural impositions, separate cultures or

compound cultures, (Habeck et al, 2000)? Which have been the most successful?

This thesis will explore these questions further by looking at policing structures

across well-established police forces as well as considering established

collaborative units with distinctly different implementation strategies.

As described by Schorg et al (2004) the cultural make-up of organisations could

effect how successful they are in combining with another entity. He described how

organisations could be classed as "organic or mechanistic" with organic entities

giving their employees more empowerment, flexibility in their roles and encouraging

communications across grades while in contrast mechanistic entities, would

reinforce the chain of command, develop siloed specialized teams, insist on vertical

communications and top-down decision-making. Schorg goes on to explain that

research would seem to indicate that organic entities are more successful in

collaborations or mergers than mechanistic entities. He postulates that organic

organisations would emphasize the individual and clearly articulate the benefits as

well as creating a culture where there is a shared belief that "the success of a

business combination would be in their individual and group best interest." (Schorg

et al, 2004, P.50).

Although many would assume that policing is a mechanistic culture, is this the

reality, (Schorg, 2004)?

Collaborative Change and Police Culture

A review of current literature on collaborative initiatives within policing has resulted

in the finding that past research has focused, in the main, on the mergers of police

forces into national entities.

Fyfe, Terpstra and Tops, in their book, 'Centralizing Forces?' have drawn together a

body of evidence from eight European countries: France, Denmark, Finland,

Belgium, England and Wales, Scotland, the Netherlands and Sweden. The case

studies described are divided into two broad categories, the first concentrates on

countries which have undergone significant changes in the past and describes the

resulting evaluations, The second on countries that are starting or in the progress of

implementing reform describing the process of that reform, (Fyfe et al, 2013).

The authors articulate that there are 'important differences in the backgrounds,

nature and consequences of police reform. Police reform is therefore strongly

context dependent, not only in its underling drivers and motives, but also in its

cultural meaning and the resulting problems and challenges' (Fyfe et al, 2013). Not

enough attention is given to the changes in organisational culture as police forces

create collaborative units – whether on a function-by-function, district-by-district or a

national basis (Fyfe et al., 2013). An example of this is recent changes in Finland

were police districts were being merged; "The PORA [police] reform was so focused

on streamlining the administration and enhancing the unity of the Finnish police that

it did not pay enough attention to local organizational culture. People tend to bring

along to work their deep-rooted ideas, values, and practices regardless of whether

centralizing or decentralizing is in fashion in administrative reorganization. This

means that established ideas, values, and practice are difficult to change in the

same direction, and as quickly as organizational and administrative structures.

Moreover, organizational change puts a great deal of pressure on the employees,

which may affect their job satisfaction, commitment, and well-being (Haraholma and

Houtsonen, 2013). "(Tatnell & Elliott, 2013, P.3)

James Dale (2012) provided an insight into the difficulties encountered in attempting

to deliver collaborative change in a semi-military; hierarchical rank based

organisational structure in his study on the creation and implementation of the

South East Air Support Unit (SEASU), collaboration between Surrey, Sussex,

Hampshire and Dorset Police. The study concludes that this collaborative project

took a long time to be instigated, as leaders struggled to operate in a non-directive

way to deliver the changes (Dale, 2012). The respondents viewed the project as a

success although the views of the staff and managers on how the change was

implemented varied significantly, with the leaders being much more positive (Dale,

2012).   The results of this study are thought provoking, although the sample size

was small, (n=9), so the results may not be applicable to other forces or change

initiatives.

Supt Andy Tatnell, conducted a more comprehensive study in conjunction with the

Scottish Institute of Policing Research, on 'the nature of organisational culture'

(Tatnell & Elliott, 2012), before the creation of the Police Service of Scotland. The

aim of the study was to identify the cultural changes required to merge the 10 forces

existing in Scotland at the time, into one national force, (Tatnell & Elliott, 2012).

The researchers used the Organisational Culture Assessment Instrument (OCAI),

which is based on the Cameron and Quinn, Competing Values Framework (CVF),

(Cameron & Quinn, 2006), 'This is chosen because it has been widely used, clearly

validated, and allows the culture to be represented in a diagrammatic form,' (Tatnell

& Elliott, 2012). The tool asks the respondents to express their views on their culture now and how they would prefer it to be in five years time.

The Scottish study used a mixed methods design of questionnaires and interviews (n=1072). The researchers found that the culture of the police force in Strathclyde was significantly different to that of the other organisations in the study although the preferred culture was 'almost identical' between the 10 organisations across all ranks and grades (Tatnell & Elliott, 2012). The views of the management on the gap between the current and preferred culture varied significantly from those of lower ranks or grades. The management perceived 'much less difference between the 'ideal' and the current profile', (Tatnell & Elliott, 2012); rank and file perceived far greater differences.

The development of the Competing Values Framework was based on the work of a number of research studies. John Campbell et al analysed the research into the factors that make organisations effective. He created a list of thirty-nine indicators, which he claimed could be used to measure the effectiveness of any organisation, (Campbell, J. P., Bownas, D. A., Peterson, N. G., & Dunnette, M. D. (1974)). Quinn and Rohrbaugh (1983) used the Campbell research to group the thirty-nine

indicators across 2 dimensions, which further subdivided into four groups. One dimension reflects cultures within organisations that are organic such as Microsoft or Apple against cultures that are mechanistic, such as Boeing, (Schorg et al, 2004, P.50). The second dimension reflects whether an organisation is internally or externally focused. An organisation, which is internally focused, fosters a culture that emphasises unity and integration whereas an externally focused organisation will look to compete with others.

These two dimensions form 4 quadrants that are competing on the diagonal. The top left represents values that are internal and flexible whereas the bottom right is the opposite; represents external and control values. The same contradiction is found across the other two quadrants with the upper right reflecting external focus and flexibility with the bottom right reflecting internal and control focus, (Cameron & Quinn, 1999, P.31). 'We discovered that the four quadrants that emerged from these analysis match precisely the main organizational forms that have developed in organizational science. They also match key management theories about organisational success, approaches to organizational quality, leadership roles and management skills.' (Cameron & Quinn, 1999, P.32) Past research on child development (e.g. Piaget, 1932), cognitive maps (e.g. Hampden-Turner, 1981), and

information processing (e.g. Mitroff, 1983), have seen similar dimensions emerge in

how the way in which 'the brain and body work as well as the way behaviour is

organised' (Cameron & Quinn, 1999, P.33). The core dimensions of the framework

are shown in Figure 2, (Cameron & Quinn, 2006, P.6):

Figure 2: Core Dimensions of the Competing Values Framework

Core Dimensions of the Competing Values Framework

Cameron & Quinn (2006)

The vertical axis indicates how much the organisation has a bias towards control or flexibility and the horizontal indicates how much the organisation leans towards an internal or external focus. The four types of organisational culture are described within each quadrant; Collaborate, Create, Control and Compete, (these are also referred to as Clan, Adhocracy, Hierarchy and Market), (Cameron & Quinn, 2006). Organisations are a combination of all four possible cultures, (Cameron & Quinn, 2006, P.41). Part 1 of this study will use this tool to explore the extent, to which the cultures of three separate policing entities differ.

To illustrate how this will achieved, Figure 3 shows a graphical representation of the results from the Scottish study, showing how the executives perceived 'much less difference between the 'ideal' and the current profile' (Tatnell & Elliott, 2012).

Figure 3: Current & Ideal Cultural Profiles broken down by rank or grade
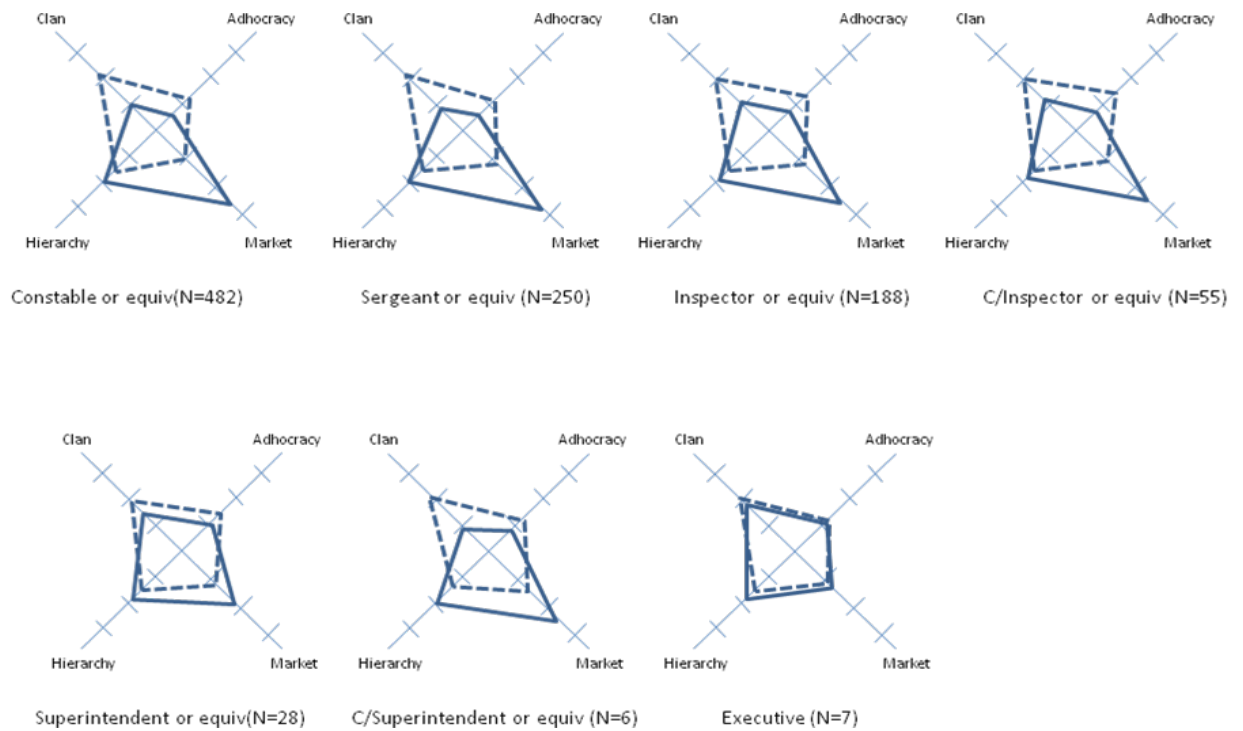
Current & Ideal Cultural Profiles broken down by rank or grade (solid line is the current profile, the

dotted line the ideal profile)

Source: Tatnell & Elliott (2012)

For all the current and the ideal (preferred) profiles the hierarchical (Control) status

match closely. However for the non-executives, although the adhocracy (Create)

current values fall somewhat short of the ideal (preferred), it is the Clan

(Collaborate) and Market (Compete) results that are most out of line, with most

wanting an increase of the former at the expense of the latter, (Tatnell & Elliott,

2012). The market or competitive bias evident in the 'Now' culture on these profiles

would have made the collaboration of these entities into a national force difficult.

The 'preferred' or 'ideal' profiles were very similar and provided guidance to the

executive team on which national cultural model to work towards.

The Competing Values Framework employed in the Scottish study has been

nominated as one of the most important tools in the history of business

administration, (Cameron et al, 2006, P.5). It is used by thousands of firms across

the world and is the product of 25 years of research by a number of leading

researchers (Cameron et al, 2006, P.5). Statistical analysis, over more than two

decades, has confirmed the value of using this framework to improve organisational

effectiveness (Cameron et al, 2006, P6), which in turn has lead to improved

performance.

Effect of Culture on Performance

Different people react differently to any given situation as Bovey and Hede (2001)

describe, "Individuals differ in terms of their ability and willingness to adapt to

organisational change (Darling, 1993). This is because individuals experience

change in different ways (Carnall, 1986). Some people tend to move through the

change process rather quickly, while others may become stuck or experience

multiple transitions (Scott and Jaffe, 1988)". (Bovey & Hede, 2001, P.534).

Ultimately, most individuals, over time, learn to accept change, as explained by

Kotter & Cohen: "Most organizational change consultants agree that people react to

organizational change in ways similar to Elizabeth Kübler-Ross' (1973) stages of

death and dying: denial, anger, bargaining, depression, acceptance, and, finally,

adaptive behaviour", (Kotter & Cohen, 2002).

But what effect does that acceptance have on the performance of an organisation,

especially if the change has not been designed to knowingly create a specific

cultural norm?

Kotter & Heskett (1992) postulate that the difference between higher performing and

lower performing companies is cultural dominance, congruence (their culture aligns

with the organisational strategy) and type of culture. Denison (1986) found that

companies with a dominant cultural type earn a Return on Investment (ROI) that is,

on average, nearly twice as high as firms with less efficient cultures. (Kotter &

Heskett (1992), Denison (1986))

There have been a number of studies, which verify the relationship between

corporate performance and culture (Barney, 1986; Kotter & Heskett, 1992; Torvald,

2005). Many use financial based measures to assess performance (e.g. Return on

Investment (ROI), sales growth, long term profitability etc.). However Kaplan &

Norton, introduced the concept of a balanced scorecard which highlighted the

importance of non-financial measures such as customer satisfaction, employee

satisfaction, communication effectiveness, internal business processes and

relationship building, (Kaplan & Norton, 1992). The concept of using non-financial

variables to assess performance has been further explored by Calori and Sarnin

1991 and Elci M, Kitapci H & Ertrk A (2007), these studies indicate that non-

financial variables are equally as important as financial ones. These findings are

particularly relevant to policing where service based non-financial metrics are

directly relevant.

Using the Competing Values Framework, this study will explore the current vs. the

preferred cultures for three policing entities. An assessment will be carried out to

establish whether each entity has a dominant or congruent culture (in both the

current and the preferred). The results of this analysis will be compared across the

entities and against a combined profile. As the study includes merged entities and

in theory, combining labour (>80% of policing resources), intelligence data,

technology, processes and policies, should enable police forces to perform better, a

comparison across both combined and non combined entities will also be

conducted. The results could potentially help leaders to provide an improved, cost

efficient policing service to the public.

Leadership and Cultural Change

Selznick (1957) described leadership as a process 'to infuse with value beyond the

technical requirements of the task at hand' (1957, P.17). Bass (1996) further

developed this principle into the concept of transformational leadership. He

describes how transformational leaders are charismatic, can clearly articulate the

organisations future and encourage individualism and intellectual simulation (Bass,

1996).

The need to orchestrate change across public sector organisations is not new to

policing as Denis et al explain, 'leaders in the public sector must learn to navigate

complex networks of national and local politics, divergent power bases and

changing objectives,' (Denis et al., 2005, P.450). The difficulty is making sure that

change strategies are developed so that they result in the planned outcomes, as

Denis explains 'It is not unusual for there to be a mismatch in these organisations

between decisions among top managers and the realities of operating

professionals' (Denis et al, 2005, P.459).

These tensions can be more apparent across the cultural divide that can exist

between merging units. As Denis et al explain: 'this is explicitly recognized in some

training programs for public leaders. For example, the so-called 'duality program' of

the Leadership Centre in the UK National Health Service (NHS) is structured around

'couples' or pairs of administrative and clinical leaders from different organizations

in order to find ways to bridge conflicting worlds.' (Denis et al, P.469)

Gaps in the Research

In summary, the research seems to indicate that all other things being equal,

different elements make up the culture of an organisation, which in turn has an

effect on performance. In addition greater cultural divergence between units is likely to produce greater difficulties when merging. The research also points to the need to embed change by involving and listening to operational staff and their views of what the problems are now and what the future should look like which could help bridge the gap between top-level directives and operational practice.

Although there have been comprehensive studies into mergers and acquisitions in the private sector, research into the potential impact of police culture on performance is limited. As discussed above, given that merged units can be developed using different implementation strategies, the study would be enriched by conducting a cultural assessment against a non-merged unit, a partnership model with two separate cultures and a compound culture (Habeck et al, 2000). It would be important to understand which model has been the most successful, in order to help senior policing executives to plan how to approach collaborative initiatives in the future.

For the purposes of this study the Competing Values Framework is an effective tool to use in trying to answer the question what culture do people think they work in,

against the culture they would prefer? Although this has been used before in Police

Scotland, this study will differ in that it will explore merged policing entities three-

four years after they have been establish. The study will also expand the use of the

Competing Values Framework to incorporate an assessment of the cultural

congruency of each entity in order to assess the possible effect on performance. As

discussed above congruent cultures are those where the shared values are aligned

and therefore can result in higher performing organisations. It would be interesting

to understand if the findings of this study indicate that one operating model is more

of less effective than another. (Cameron & Quinn, 2011), (Peters & Waterman,

2012, P.9).

Edger Schein's research indicates that specific cultural mechanisms are key to the

successful implementation of a change (Schein, 2010, P.236). As discussed this is

particularly relevant to complex changes such mergers. The extent to which cultural

characteristics and mechanisms are considered when implementing collaborative

change will also be examined. Testing if people would expect these mechanisms to

be in place would help to understand whether an organization felt that moving into a

collaborative arrangement is a 'loss or a gain' (Kahneman, 2011, P.282).

In conclusion, the literature review outlines a framework for the consideration of

cultural norms within policing and the potential effect of culture on change initiatives,

collaborative initiatives and performance. This thesis aims to provide a better

understanding of these key factors for the policing entities within the study.

Chapter Three: Methodology

Methodology

The previous chapters of this thesis describe the purpose of the study and outlined

a summary of the relevant literature. This chapter details the methods used and

explains why there were chosen. It includes the procedures employed, the survey

sample selection, the research instruments and limitations as well as the ethical

considerations of the research.

Research Design

This study is a descriptive analysis exploring if there are any differences or

similarities, which exist between cultures across merged and unmerged policing

entities in order to highlight significant cultural factors that may enable or hinder

future change initiatives. The study was conducted using a mixed methods

approach collecting both quantitative and qualitative data.

Participants

The study includes data from four sources or policing entities. The first entity is one

of the largest territorial police forces in England employing approximately 8,000

officers and staff. For the purposes of the study it will referred to as "UK Police

Force A". Plans to collect cultural assessment data from this entity were thwarted by

a refusal to permit the research there. This entity did take part in the 2nd part of the

study (although involvement was limited). The second entity is a UK territorial police force employing approximately 5,500 officers and staff. For the purposes of this study it will be referred to as "UK Police Force B". The third entity has been created as a result of a collaboration of Roads Policing Units, Firearms Units, Dog Units, IT and Information Management departments across UK Police Force A and UK Police Force B. For the purposes of the study this will be referred to as UK Dual Force Partnership C, as it is a partnership arrangement, with a degree of duplication of management teams and units. This partnership has been in place for 3.5 years and UK Police Force A is the host force. The fourth entity is a regional organised crime unit (ROCU) employing 250 officers and staff. It operates as a separate entity and has been formed from the amalgamation of crime units across five territorial forces (including UK Police Force A and UK Police Force B). It provides support to the five originating forces as well as to the National Crime Agency (NCA) and the Home Office. It was setup 4 years ago and has been growing steadily ever since. For the purposes of the study, it will be referred to as UK Regional Organised Crime Unit D or ROCU D.

The first part of the study is based on a survey of a population of 878 Police Officers and Police Staff across UK Police Force B (unmerged entity), UK Dual Force

Partnership C (merged entity) and UK Regional Organised Crime Entity D (merged

entity). The target population for the study was a mix of ranks and grades across

both officers and police staff, to ensure the findings reflected the cultural mix across

the entities. A summary of the population and respondents is shown below:

Table 1: Summary of Population and Respondents (Part 1)

Organisation	Recipients	Respondents	Return %	Comments
UK Police Force A	0	0	0%	Established force of approx. 8,000 officers & staff
UK Police Force B	292	92	31.5%	Established force of approx. 5,500 officers & staff. Has been through an £55m cost reduction programme and is planning to further reduce the budget by £25m in the next 2 years
UK Dual Force Partnership	417	143	34.2%	Established 3.5 years ago A partnership arrangement sharing Roads Policing Units, Firearms Units, Dog Units, IT and Information Management departments between UK Police Forces A&B, with a degree of duplication of management teams and units.
UK Regional Organised Crime Unit D	169	82	48.5%	Regional Unit Established 4 years ago. Has grown incrementally.
Total	878	317 Merged: 215 Unmerged: 102	36.1%	

The responding group was made up of 43% police officers (n=137) and 57%

(n=179) police staff. In terms of gender the responding group was split as follows:

58% males (n= 186), 29% female (n=93), 11% unspecified (n=38).

While the response rate seems low, Baruch, Yehuda & Holton (2008) conducted a

meta-analysis of 1607 research studies, 490 of which used surveys, and they found

that the average response rate for these was 35.7%. The response rate of 36.1%

from this study is consistent with this research and is therefore acceptable.

For the 2nd part of the study, the population was made up from the unmerged

entities of UK Police Force A and UK Police Force B, a summary of those who

attended is detailed in the following table:

Table 2: Summary of Workshop Attendees (Part 2)

Workshop	Organisation	Workshop Attendees	Population
1	UK Police Force A	N= 8	5 Police Staff 3 Police Staff Managers
2	UK Police Force A	N= 7	1 Chief Officer 1 Police Senior Manager 3 Police Staff Managers 1 Police Manager
3	UK Police Force A & B	N=7	1 Police Staff Manager 4 Police Staff 2 Police Staff Managers

Research Questions

The data collected was used to answer the following research questions, in order to develop an increased understanding of UK Police Force culture, inter-force collaboration and how future collaborative implementations could be improved:

Part 1 – Organisational Cultural Assessment

Primary Research Questions

What are the current and preferred cultural profiles of each of the policing entities in the study? Which cultural type has the greatest emphasis or dominates?

What are the areas of greatest discrepancy between the current and the preferred cultures for each policing entity?

How similar (or congruent) are the component parts (cultural content dimensions) of the current and preferred cultural profiles to each other and what does that reveal about their performance?

How do the merged vs. the non-merged cultures differ?

Secondary Research Questions

To what degree do the current responses on the Organisational Cultural Assessment Tool (OCAI), made by the respondents surveyed, for each of the policing entities, correspond to their 'preferred' responses?

Which policing entity's 'current' response on the OCAI is closest to the combined 'preferred' response across all policing entities studied?

Do the perceived 'current' and 'preferred' organisational culture profiles differ between merged and non-merged units and, if so, how?

To what degree do the 'preferred' responses on the OCAI, across the entities correlate to each other?

Do the perceived current and preferred organisational culture profiles differ between male and female respondents and, if so, how?

Do the perceived current and preferred organisational culture profiles differ according to levels of seniority and, if so, how?

Do the perceived current and preferred organisational culture profiles differ according to years of experience and, if so, how?

Part 2 – Assessment of Barriers to Collaboration

Primary Research Questions

How confident are two of the forces in the study about further collaboration as a

change management strategy?

How confident are two of the forces in the study about how further collaborative

initiatives will be managed and implemented?

Secondary Research Questions

To what degree do the responses made by the respondents indicate that

collaborative activity will be a 'loss' or a 'gain'?

To what degree do the responses made by the respondents indicate that the

cultural mechanisms required to implement successful change would be in place as

part of a collaborative initiative? (Schein, 2010, P.236)

The data was collected using a multi method research approach; a paper

questionnaire completed with focus groups.

Procedure

Part 1 – Organisational Cultural Assessment

For the 1st part of the study, using the Cameron and Quinn Organisational Culture Assessment Instrument (OCAI) was deemed as an effective tool to objectively assess the organisational culture across UK Police Force B, UK Dual Force Partnership C and UK Regional Organised Crime Entity D (Cameron & Quinn, 2006). It has been used in the public and private sectors and has been established as a reliable tool to conduct a comparative cultural assessment between one organisation and another (Yu & Wu, 2009). An electronic survey tool was used to create the OCAI questionnaire, (please see Appendix A for a copy of the survey).

The OCAI was tested across a small group of individuals in UK Police Force B and UK Dual Force Partnership C. Feedback was mixed; with some participants commenting on the complexity of the questionnaire. As a result, two covering emails were sent to all participants. The first was from the Head of their Unit explaining the purpose of the study, the 2nd was from the researcher explaining how to complete the questionnaire and outlining how the data was going to be used and the 3rd was

a chasing email to encourage additional participation (see Appendix B for a copy of

the emails).

As a research method organisational culture questionnaires have been criticized

because they are often completed without understanding the respondent's state of

mind and are poorly explained. Grote & Kunzler (2000) explain that questionnaires

are not action orientated as they are measuring views. Edger Schein agrees 'To

reach the underlying assumptions, one has to observe and interview', (Schein,

1985). However, as Reiman and Oedewald (2002) explain, questionnaires are

useful as they reach more participants than in an interview study, quantitative

material is more objective as it is not effected by the conditions of an interview (e.g.

the effect of senior ranks in a room) and the data allows for statistical comparisons

(Reiman & Oedewald, 2002). This study addressed the limitations of the

questionnaires by supplementing the OCAI with three interviews to allow for the

exploration of the reasons 'why' there may be barriers to collaborative initiatives

(over and above the innate human resistance to change), these interviews are

explained in Part 2.

The OCAI (Organisational Cultural Assessment Instrument) consists of six sections.

Each dimension had four alternatives. The participants were asked to divide 100

points among these four alternatives. Values were entered for the current situation

in the 'Current' column and values on how they would like the organisation to look

five years from now, were entered into the 'Preferred' column. The questionnaire

also asked for commentary on how to move to the preferred culture.

The respondents were asked if they were part of a merged or non-merged unit, as

well as their originating force, in order to conduct a comparison of merged vs.

unmerged. Demographic questions were also included, in order to gather data, to

allow the analysis of the population across gender, years of service and rank/grade.

The participants did not report any problems accessing the survey although some

did complain about the fact that the totals did not add up automatically. The timeline

to collect the data took longer that originally planned (9 weeks vs. 6 weeks); this

was mainly due to the fact that the survey was sent out over the summer holidays.

Three individuals from UK Dual Force Partnership C contacted the researcher to

say that they were not in the correct mental place to complete it and they

questioned whether anything would result from it. The researcher encouraged them

to complete the survey, especially given the strong sponsorship of the management

team from their units, which they agreed to do.

Part 2 - Assessment of Barriers to Collaboration

The second part of the study consisted of 3 workshops conducted with 22 officers

and staff across UK Police Force A and UK Police Force B (both unmerged but

planning further collaborative initiatives). The purpose of the workshops was to

establish whether the participants had confidence that key cultural characteristics

and mechanisms would be considered, when implementing collaborative change.

As outlined in the literature review, Edger Schein's research indicates that specific

cultural mechanisms are key to the successful implementation of a change (Schein,

2010, P.236). This is particularly relevant to complex changes such as collaborating

units. Testing if people would expect these mechanisms to be in place would help to

understand whether an organisation felt that moving into a collaborative

arrangement is a 'loss or a gain' (Kahneman, 2011, P.282). The outcome of this

analysis could help future collaborative change programmes to be more successful,

through understanding potential cultural roadblocks up front. The workshops were based on Edgar Schein's 'six primary embedding mechanisms; and the resulting 'secondary articulation and reinforcement mechanisms' as outlined in the literature review, (Schein, 1985, P.246).

A mixed group of respondents in non-merged entities, across ranks/grades, were asked to complete a questionnaire before the workshops. This questionnaire asked the participants to select on a five-point Likert scale of 1 (not likely) to five (extremely likely), whether they felt a specific cultural mechanism would be in place within a collaborative or merged entity. They were also asked whether they felt collaboration would be a loss or a gain to determine whether collaboration would trigger 'loss aversion' as described by Kahneman prospect theory, (Kahneman, 2011, P.282). The questionnaire also asked for their views on what they felt were the barriers to collaboration.

Their responses were discussed within the workshop setting during which they discussed collaboration more broadly. They also suggested a priority order for the cultural mechanisms to be considered when embedding and developing policing

collaborations, (Schein, 2010, P.236). The respondents were advised that no right

or wrong answers existed.

Issues of Reliability and Validity

Considering the reliability and validity issues that occur within a study is important to

ensure there is confidence in the results. Reliability is generally accepted to be

defined as the "extent to which results are consistent over time and an accurate

representation of the total population under study is referred to as reliability and if

the results of a study can be reproduced under a similar methodology, then the

research instrument is considered to be reliable" (Joppe, 2000, p. 1).

So how reliable is the OCAI, does it measure the cultural types consistently?

Cronbach's alpha co-efficient methodology is an effective method of measuring the

reliability of a questionnaire (Santos, 1999). According to Vierra, Pollock and Golez

(1998) an alpha coefficient of 0.70 or above is indicative of adequate internal

consistency. As described by Cameron and Quinn (2006), Cronbach's alpha

coefficients, were computed for each culture type with 796 executives from eighty-

six different public utility firms. The coefficients were .74 for Collaborate culture, .79

for Create culture, .73 for Control culture, and .71 for Compete culture. The results

indicate that respondents tended to rate their organisation's culture consistently

across the various questions on the instrument (Cameron & Quinn, 2006, P. 176).

Cameron & Quinn explain that these findings were supported by the work of Yeung,

Brockbank and Ulrich (1991) and Zammuto and Krakower (1991) who applied the

OCAI across sample sizes of 10,300 and 1,300 (respectively), and achieved similar

results (Cameron & Quinn, 2006, P. 177).

The validity of the OCAI has also been extensively tested, Cameron & Quinn

(2006), outline the available evidence that the OCAI is actually measuring the four

types of culture, this includes a study conducted by Cameron, Freeman & Mishra

(1991) which demonstrated that the OCAI instrument measured the four types of

organizational culture of 334 institutions of higher education, with a total of 3,406

individuals participating (12-24 participants from each institution). The researchers

examined "the relationships between three dimensions of culture – cultural strength,

congruence and type – and organizational effectiveness." They go to explain that

the "Validity of the instrument was determined by matching the domain of

effectiveness in which the organization excelled and the type of decision making, structure and strategy employed", (Cameron & Quinn, 2006, P.179).

These findings are supported by a number of empirical studies, summarised by Yu and Wu (2009), which have established the reliability and validity of the Competing Values Framework and the OCAI including research conducted by Howard (1998), Lamond (2003), Denison and Mishra (1995) and Ralston, et al. (2006), (Yu and Wu (2009, p. 40)).

Data Analysis

Part 1 – Organisational Cultural Assessment

This study employed quantitative methods to conduct a descriptive study. MS-Excel in conjunction with the Statistical Package for Social Sciences (SPSS) was used to collate and analyse the data collected. Using the scoring mechanism for the OCAI as described in Cameron & Quinn's textbook 'Diagnosing and Changing Organisational Culture' (Cameron & Quinn, 2006). Data from the respondents across the three policing entities, (UK Police Force B (unmerged entity), UK Dual Force Partnership C (merged entity) and UK Regional Organised Crime Entity D

(merged entity)), were analysed and displayed in terms of Cameron and Quinn's

Collaborate, Create, Compete and Control culture types. The responses where

plotted on a cultural profile which reflected the current and preferred score for each

policing entity (B, C and D). A mean value was calculated from the responses

received and plotted on a four-sided figure which Cameron and Quinn (2006)

described as a 'kite-like' shape. This creates a visual representation of the

organisational culture, (please see figure 4):

Figure 4: Core Dimensions of the Competing Values Framework
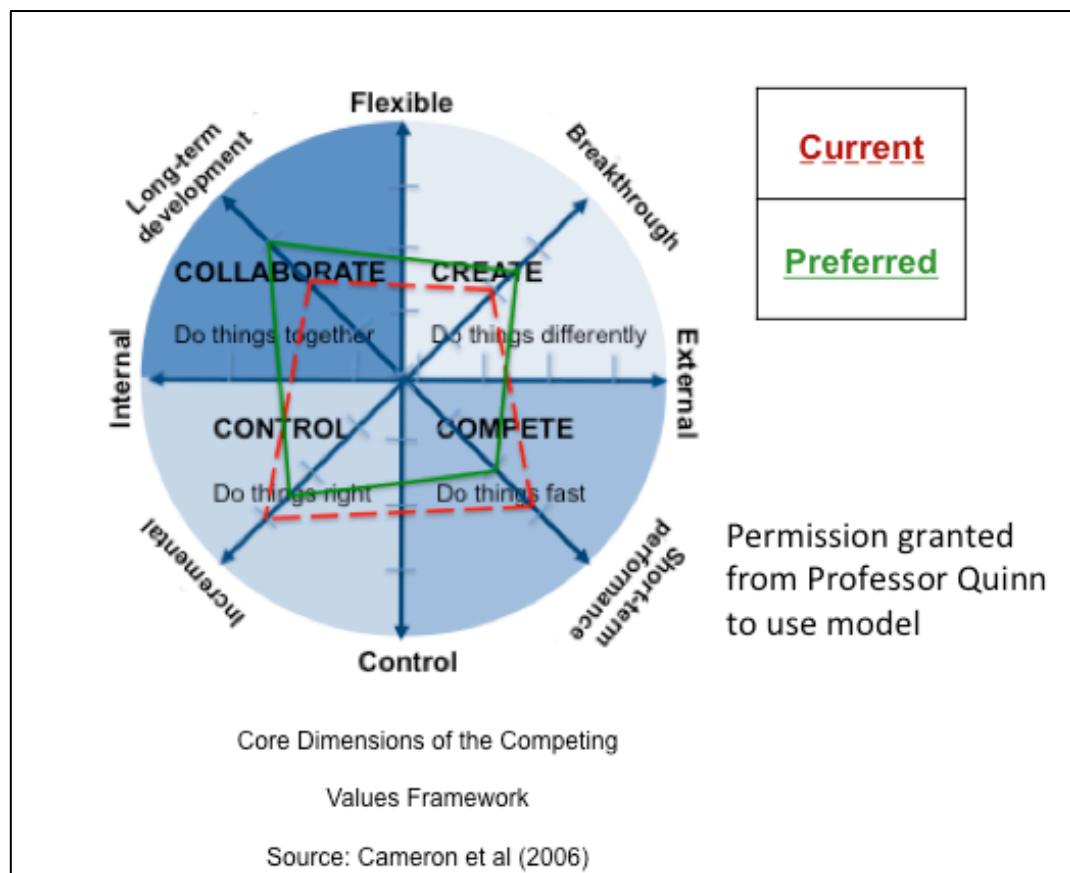
The study analysed the profiles across each of the policing entities (B, C, & D), in order to identify the differences and similarities between them. The analysis was focused on firstly the type of culture, secondly the discrepancies between the current and preferred profile's of each, thirdly whether the various cultural content dimensions of a culture are aligned (the congruence of the cultures). Congruency is an important aspect of this study as Cameron and Quinn (2006) postulate that congruent cultures are more high performing than incongruent cultures, therefore studying whether the shared values (or cultural content dimensions) are aligned for each policing entity, could help to suggest improvements for future change initiatives, (Cameron & Quinn, 2006),(Peters & Waterman, 2012, P.9).

An analysis was also conducted on the difference between the entities, (UK Police Force B (unmerged entity), UK Dual Force Partnership C (merged entity) and UK Regional Organised Crime Entity D (merged entity)), to determine the similarities and differences between current and preferred profiles. T-tests with Spearmans rho's were used to analyse the current and preferred culture across the cultural types while both t-tests and $\chi2$ tests were used to analyse the demographic characteristics of respondents. Pearson rho co-efficients were used to test the

significance of the relationships between existing and preferred cultures and between the three entities.

Part 2 – Assessment of Barriers to Collaboration

The second part of the data analysis examined the responses from the cultural mechanism questionnaire. The set of questions asked in the workshops were based on Schein's primary and secondary cultural mechanisms, as described in the literature review (Schein, 2010, P.236). Following studies in the past assessing cultural norms, the questionnaire uses a five-point scale to gauge perceptions of collaboration. This enables the participants to take a neutral position. The questionnaire also asked whether the participants viewed collaboration as a loss or a gain and also what they felt were the barriers to collaborative initiatives.

Limitations of the Study

The lack of data for the first part of the study from Policing Entity A means that it will not be possible to assess if UK Dual Force Partnership C (a partnership between A

& B) has been effected by UK Police Force A's cultural profile, especially as it is the host force.

With regard to the specific responses to this study, the findings may not have external validity as the study was restricted to the three UK Policing entities, (UK Police Force B (unmerged entity), UK Dual Force Partnership C (merged entity) and UK Regional Organised Crime Entity D (merged entity)), therefore the results may not be applicable more broadly as each force may have unique cultural elements.

As with all surveys there was a risk that the respondents were not honest, as they may not have believed that the results would be anonymous. They may also have elected to give more weight to certain dimensions due to how they were feeling. The responses to the open ended questions, particularly for UK Dual Force Partnership C were, in some cases, emotive which could have resulted in bias towards one dimension vs. another.

Cultural opinions change over time, the study is limited in that it has been run over a very short period of time and will only be representative of that period in time. Also, the quantitative nature of the study does mean that any comparisons made cannot

be explained empirically. The study is not comprehensive and only represents the

views of those participating and it is possible that the questions asked were

interpreted differently by each of the participants . As a result caution ought to

exercised in interpreting results to ensure they are generalizable.

Ethical Considerations

Permission to run the study was sought and granted by the Chief Constable of UK

Police Force B, the Deputy Chief Constables of both UK Police Force A & B, the

Head of UK Dual Force Partnership C and the ACC leading ROCU D. Permission

has also been sought and granted from Professor Quinn to use the OCAI

assessment tool.

Participants were assured anonymity and confidentiality. The questionnaires did not

ask for names. The names of the attendees at the workshops were not recorded

and the comments captured are not attributed to any individual.

Summary - Methodology

In summary, the research method for this study considered four policing entities encompassing two established forces, a UK Dual Force Partnership and a regional unit, which operates as a separate entity. In the event, for the major part of the study (part 1), data was only collected from three of these.

A cultural assessment was conducted to understand the views of a mixed population across ranks and staff grades of their working culture now and how they would prefer it to be in five years time. Using a well-researched tool, cultural profiles were created which allowed for the comparison of merged and unmerged UK policing entities.

Given the drawbacks of using questionnaires (as described above), the study also included three cultural workshops, which explored the barriers to collaborative initiatives and whether the participants viewed collaboration as a loss or a gain.

The methodology, as described, was designed to achieve the primary purpose of the study, which was to increase understanding of how organisational culture in

policing can affect performance and the management of change, particularly in

inter-force collaborations.

Chapter Four: Research Findings and Discussion

Research Findings & Discussion

This chapter will outline the findings as a result of the analysis of the data collected. It will incorporate an assessment of the data for each of the policing entities within the study and for the combined data.

The aim of the first part of this study was to examine the perceptions of those working in both merged and non-merged units. The Organisational Culture Assessment Instrument (OCAI) was used as a tool to objectively assess the organisational culture across distinct policing units (Cameron & Quinn, 2006). The results are discussed within the context of the literature review in order to outline the possible effect of culture on performance, any recommendations and possible policy implications.

The second part of this study explores confidence in collaboration as a change management strategy and whether the participants believed that a collaborative implementation would be approached in an effective manner.

Profile of Population and Respondents

The total population who were sent the survey was 878; consisting of 44% police

officers (n=403) and 56% (n=474) police staff. The responding group consisted of

44% police officers (n=137) and 56% (n=179) police staff.

The demographic split across gender and rank is shown in Tables 3 & 4:

Table 3: Gender against Total and Respondents Population

Gender	Total Population (n=878)	N	Respondents (n=317)	N
Male:	76%	667	58%	118
Female:	24%	210	29%	93
Unspecified:			11%	38

Table 4: Split for rank / grade the responding group

Rank	Total Population (n=878)	N	Respondents (n=317)	N
Police or Detective Constable rank	25%	219	27%	86
Inspectors or Sergeants	12%	140	13%	40
Ch Superintendents, Superintendents or Chief Inspectors	5%	43	3%	11
Police staff	41%	359	42%	133
Police Staff Managers	13%	96	12%	38
Police Staff Heads of Department	2%	17	3%	8

The survey respondents, in terms of demographics, are a broadly representative sample of the surveyed population group and findings can reasonably be attributed to the wider population across the UK Police Service.

Relationships between Respondent's Demographic Variables

Two thirds of respondents were men, while 31% were managerial grades, of whom 25% were junior managers; senior managers were a small minority, 6% of respondents. The other 69% of survey respondents were non-managerial grades, either police constables or their civilian equivalents. Respondents' average service length was 3.5 age units.

Forty-four percent of respondents were warranted police officers, more of whom were male (75% cf.60% for police staff; Chi=6.54, p=.01, 1df) and had served longer with their organisations, an average of 4 rather than 3 age categories (t=4.58, p=.000, df=277; Figure 5). There were notable differences in service length by seniority. Junior and senior managers had, predictably, served longer than ordinary staff grades (F=12.0, p=.000, df=2, 313), averaging 4.2 and 4.1 respectively, compared with only 3.1 units of time for constables and junior support staff. Males had also longer service records (3.7 cf. 2.9; t=4.01, p=.000, df=277) and tended to be more senior, either police or staff managers (Chi=7.86, p=.02, df=2): while 39% of women were at junior grades, only 22% of them were middle or

senior managers. Differences in seniority between police and support staff were not

significant (Chi=5.2, p=.08, df=2).

Figure 5. Service years by staff type
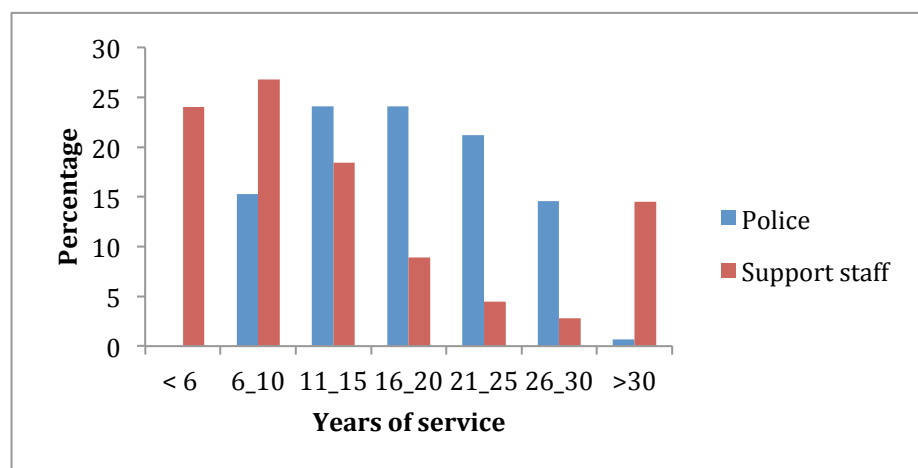
Cultural Assessment – Part 1

As described in the methodology chapter, it was not possible to gather data from

Policing Entity A, therefore the following outlines the current and preferred cultural

profiles for the Policing Entities B, C & D, as well as a combined cultural profile

(based on the OCAI). Each profile includes an assessment of firstly which cultural

type is dominant (the culture type with the highest mean score), secondly the

strength of that culture and thirdly the prevalence of culture (by assessing the

alignment on the two major dimensions of the OCAI – flexibility vs. stability, and

external vs. internal focus), (Cameron & Quinn, 2006, P.71).

Cultural Assessment – Combined across all 3 entities

Figure 6: Organisational Profile for Combined Entities

	Current Scores	Dominant	Preferred Scores	Dominant	Difference
Collaborate	19	3rd	30	1st	11
Create	17	4th	24	3rd	7
Compete	33	1st	20	4th	-13
Control	31	2nd	26	2nd	-4
Main Dimensions	Control External		Flexible Internal		= or >10 is significant
Dominant	Current: Compete	Uniquely Strong - No	Preferred: Collaborate	Uniquely Strong - No	

Organisational Profile for Combined Policing Entities

As shown in Figure 6, the dominant current culture for all 3 entities combined was

Compete (Mean = 33), the 2nd highest scoring quadrant, was Control (Mean = 32).

This indicates a culture that is primarily sitting in the lower half of the model, and

therefore one which is dominated by control and stability, (which is more indicative

of a mechanistic culture). The 3rd and 4th highest scoring quadrant were also very

close, Collaborate (Mean=19) and Create (Mean=17) respectively. These represent

the more organic cultural types within the model and were less prevalent. As

explained in the literature review, organic entities are characterised by flexibility in

employees roles and communications across grades while in contrast mechanistic

entities, would reinforce the chain of command, develop siloed specialized teams,

insist on vertical communications and top-down decision-making, (Schorg et al

(2002)).

Analysing the alignment of internal focus (left on the model) versus external focus

(right on the model) the combined profile for the three entities in the study

demonstrates a balance between an internal and an external focus (Mean = 50 for

both).

The strongest culture was Compete, although it was not uniquely strong in this

study (< 10 mean points from the next nearest cultural type). The lack of a uniquely

strong culture is according to Cameron & Quinn, an indication of an organisation

that does not have a clear focus and homogeneity of effort. They explain that

extensive research has shown that organisations with a uniquely strong culture are

higher performing as there is unity and a common vision; examples of organisations

with strong cultures are IBM, Procter and Gamble, Johnson & Johnson and Apple.

(Cameron & Quinn, 2011, P.84)

Therefore, for the combination of all three policing entities (n=317) respondents

consider themselves to be currently part of a controlling and competitive cultural

type with a balanced orientation towards external drivers and the unity of internal

processes and integration.

Preferred (in 5 years time) – Combined across all 3 entities

As shown in Figure 6, the dominant preferred culture for all 3 entities combined was

Collaborate (Mean = 30), the 2nd highest scoring quadrant, was Control (Mean =

26). The 3rd and 4th highest scoring quadrant were Create (Mean = 24) and

Compete (Mean = 20). The strongest preferred culture was Collaborate, although it

was not uniquely strong.

For the combined preferred profile the Collaborate value was considerably higher

than the current values (+11) with the Compete value being considerably lower (-

13), there was also a prevalence of flexibility and discretion as well as an internal

focus. The Control value was similar across both the current and the preferred.

Discussion – Combined across all 3 entities

The current culture for the 3 policing entities is very close to that of the average

cultural profile for 127 Transportation, Communications, Electric, Gas and Sanitary

Companies (service based industries in a competitive marketplace), as shown in

Figure 7 (Cameron & Quinn, 2011, P.91). This was not expected, as these

industries need to compete to generate revenue whereas policing is centrally

funded with an allocated budget.

Figure 7: Profile for Transportation, Comms, Electric, Gas and Sanitary Companies

Transportation, Communications, Electric, Gas and Sanitary

N=127

Source: Cameron and Quinn, 2011, P.91
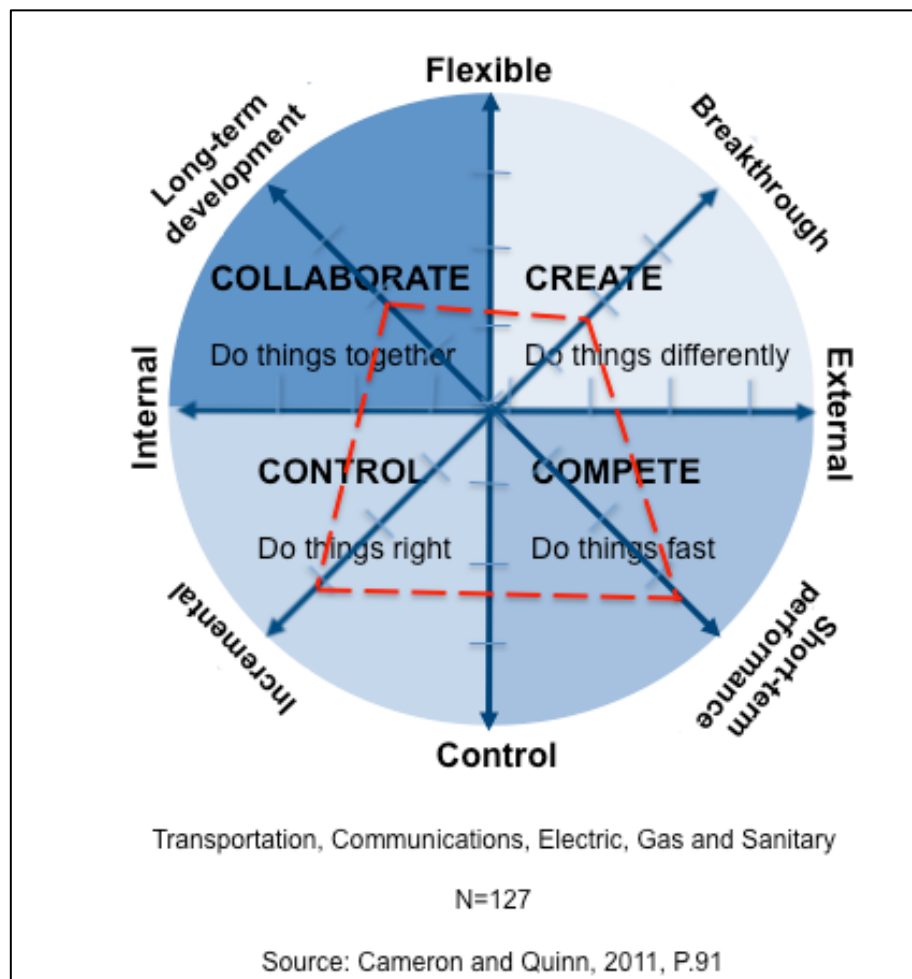
In contrast the respondents across all three policing entities expressed a preference

for a culture that was considerably more collaborative and much less competitive.

They also expressed a preference for a culture with an increased focus on unity

across internal processes and discretion in decision-making. This is very similar to

the average profile created as a result of a meta analysis of 43 Public

Administrations entities, as shown in Figure 8 (Cameron & Quinn, 1999, P69), with

the cultural focus being more internal and collaborative than that of the average

cultural profile shown in Figure 7.

Figure 8: Cultural Profile for Public Administration

Public Administration

N=43

Source: Cameron and Quinn, 1999, P.69
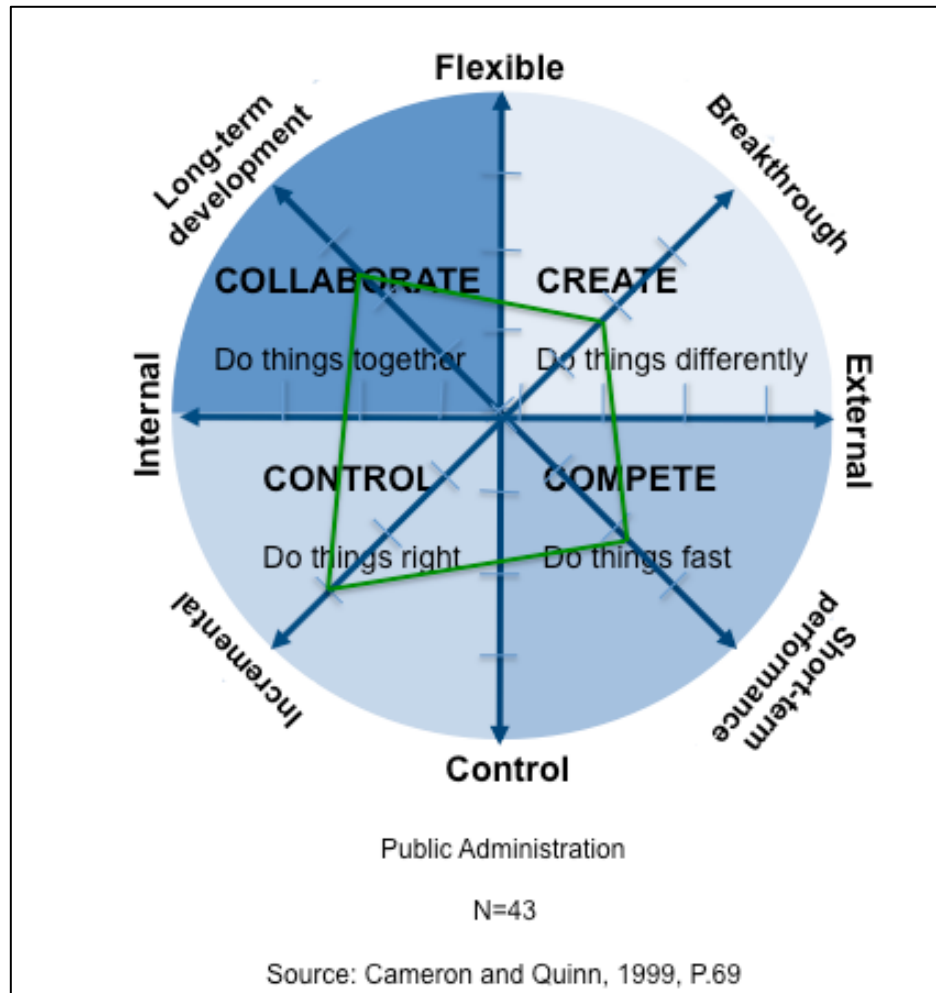
Cultural Assessment – UK Police Force B

Figure 9: Organisational Cultural Profile for UK Police Force B

	Current Scores	Dominant	Preferred Scores	Dominant	Difference
Collaborate	18	3rd	31	1st	13
Create	16	4th	24	3rd	8
Compete	35	1st	20	4th	-15
Control	31	2nd	25	2nd	-5
Main Dimensions	Control External		Flexible Internal		= or >10 is significant
Dominant	Current: Compete	Uniquely Strong - No	Preferred: Collaborate	Uniquely Strong - No	

Organisational Profile for UK Police Force B
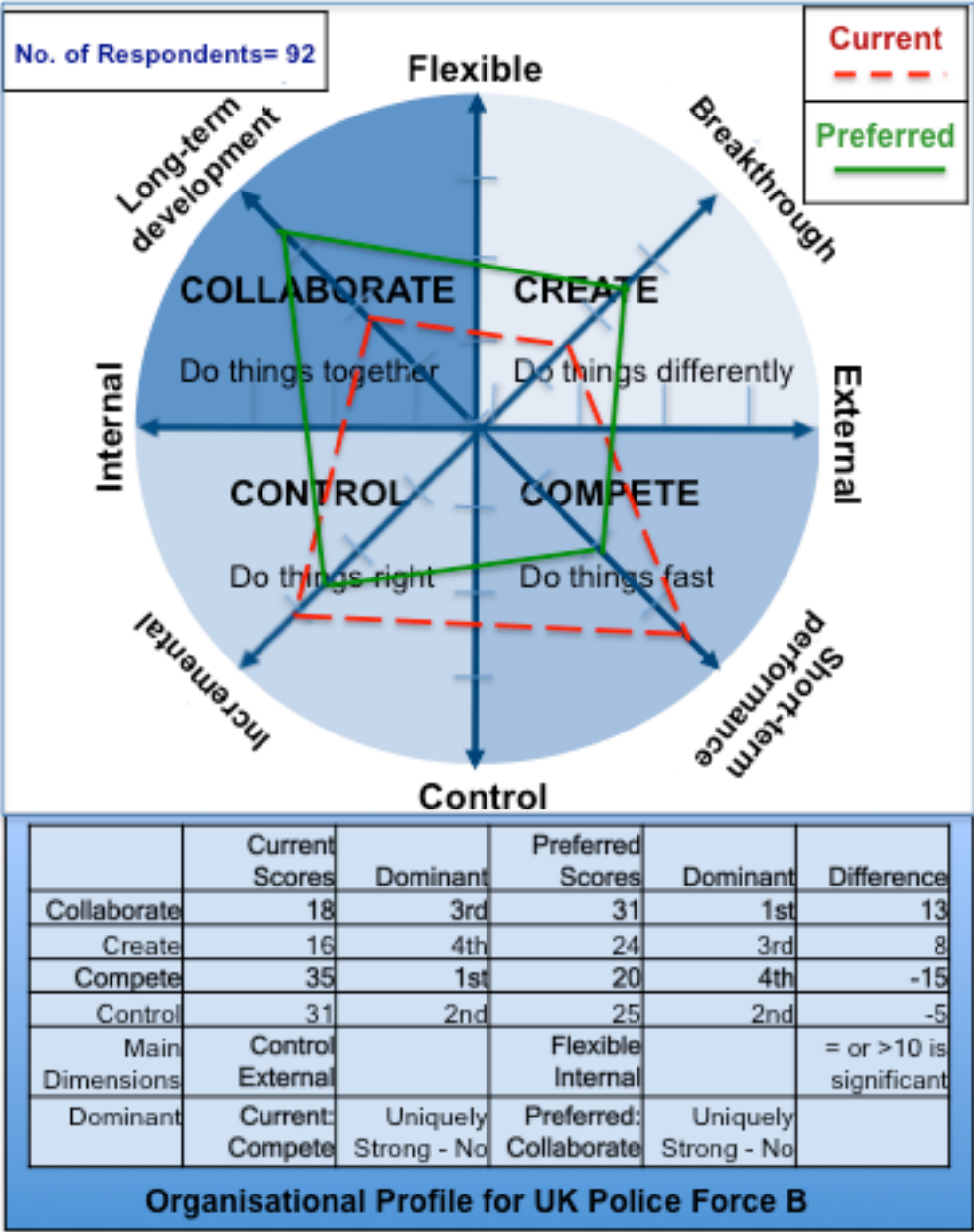
Current Culture – UK Police Force B

As shown in Figure 9 the dominant current culture for an established UK Police Force was Compete (Mean = 35), the 2nd highest scoring quadrant, was Control (Mean = 31). This indicates a culture that is primarily sitting in the lower half of the model, and therefore one which is dominated by control and stability, (which is indicative of a mechanistic culture). The 3rd and 4th highest scoring quadrant were Collaborate (Mean=18) and Create (Mean=16) respectively. These represent the more organic cultural types within the model and were less prevalent. (Schorg et al, 2004, P.50).

The current profile demonstrates a slight leaning towards an external focus. The almost equal affinity between Control and Compete indicates an organisation that does not have a uniquely strong culture. The respondents across this force consider themselves to be part of a controlling and competitive cultural type.

Preferred Culture – UK Police Force B

As shown in Figure 9, the dominant preferred culture for this UK Police Force was Collaborate (Mean = 31), the 2nd highest scoring quadrant, was Control (Mean = 25). The strongest preferred culture was identified as Collaborate, although it was not uniquely strong. The 3rd and 4th highest scoring quadrant were Create (Mean = 24) with the lowest being Compete (Mean = 20). The preferred profile for this UK force demonstrates a prevalence of flexibility and discretion as well as an internal focus. The preferred Collaborate value was significantly higher than the Current value (Mean Difference = +13). The Compete value was significantly lower than the current (Mean Difference = -15). The Control value was similar across both the current and the preferred.

In summary, the respondents across this UK Force B expressed a preference for a culture that was considerably more collaborative and less competitive. There was a significant preference to move from a Competitive to a Collaborative culture. They also expressed a preference for a culture that has an increased focus on unity across internal processes and allowed discretion in decision-making.

Discussion – UK Police Force B

The current profile for UK Police Force B correlates (across Collaborate, Create and

Compete) to the average profile created as a result of a meta analysis of 44

companies in the Retail and Wholesale Sectors, (the Control type is less similar),

(please see figure 10, Cameron & Quinn, 2011, P.91).

Figure 10: Retail & Wholesale Cultural Profile

Figure 10: Retail and Wholesale

N=44

Source: Cameron and Quinn, 2011, P.91
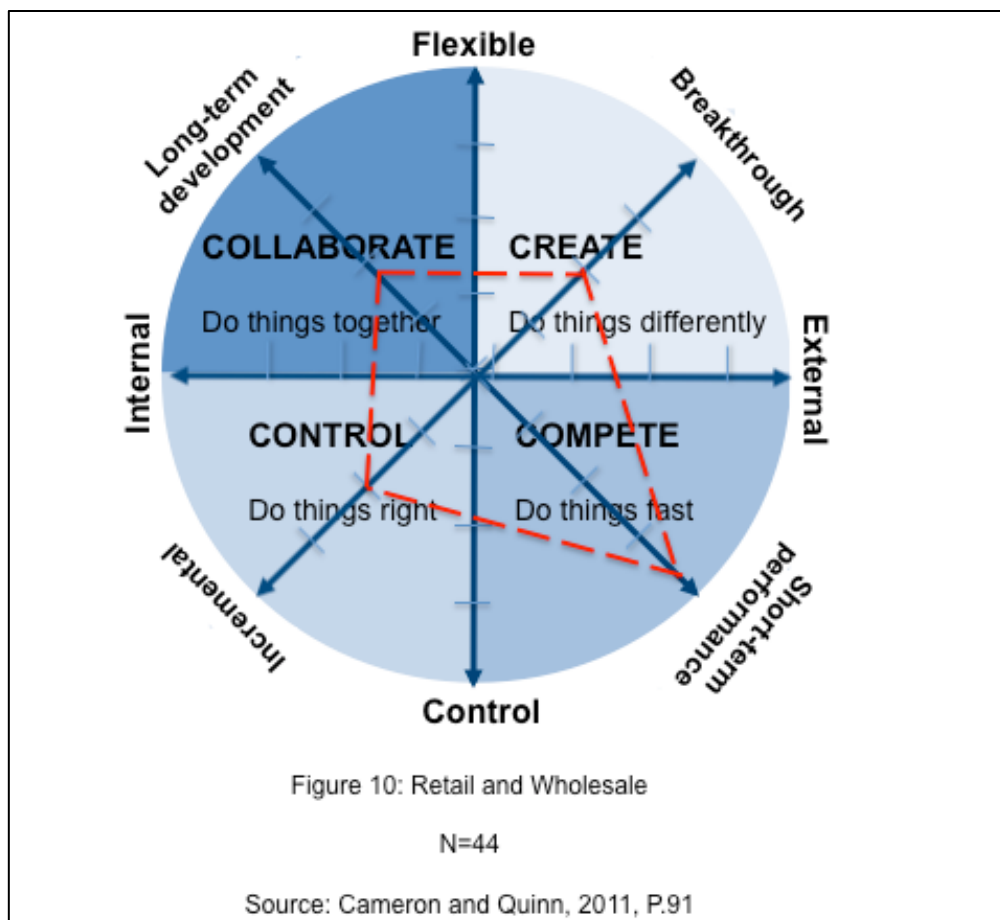
The current profile for this entity is more competitive and externally focused than the

profile for the 3 entities combined. This profile is similar to that of an industry group

that has to strive to survive in a competitive marketplace. The preferred culture was

very similar to the preferred cultures across all three entities (range 20-30 for the

combined vs. 20-31 for UK Police Force B).

Cultural Assessment – UK Dual Force Partnership C

Figure 11: Organisational Cultural Profile for UK Dual Force Partnership C

	Current Scores	Dominant	Preferred Scores	Dominant	Difference
Collaborate	18	3rd	30	1st	12
Create	16	4th	24	3rd	8
Compete	34	1st	20	4th	-14
Control	32	2nd	26	2nd	-6
Main Dimensions	Control External		Flexible Internal		= or >10 is significant
Dominant	Current: Compete	Uniquely Strong - No	Preferred: Collaborate	Uniquely Strong - No	

Cultural Profile for UK Dual Force Partnership C
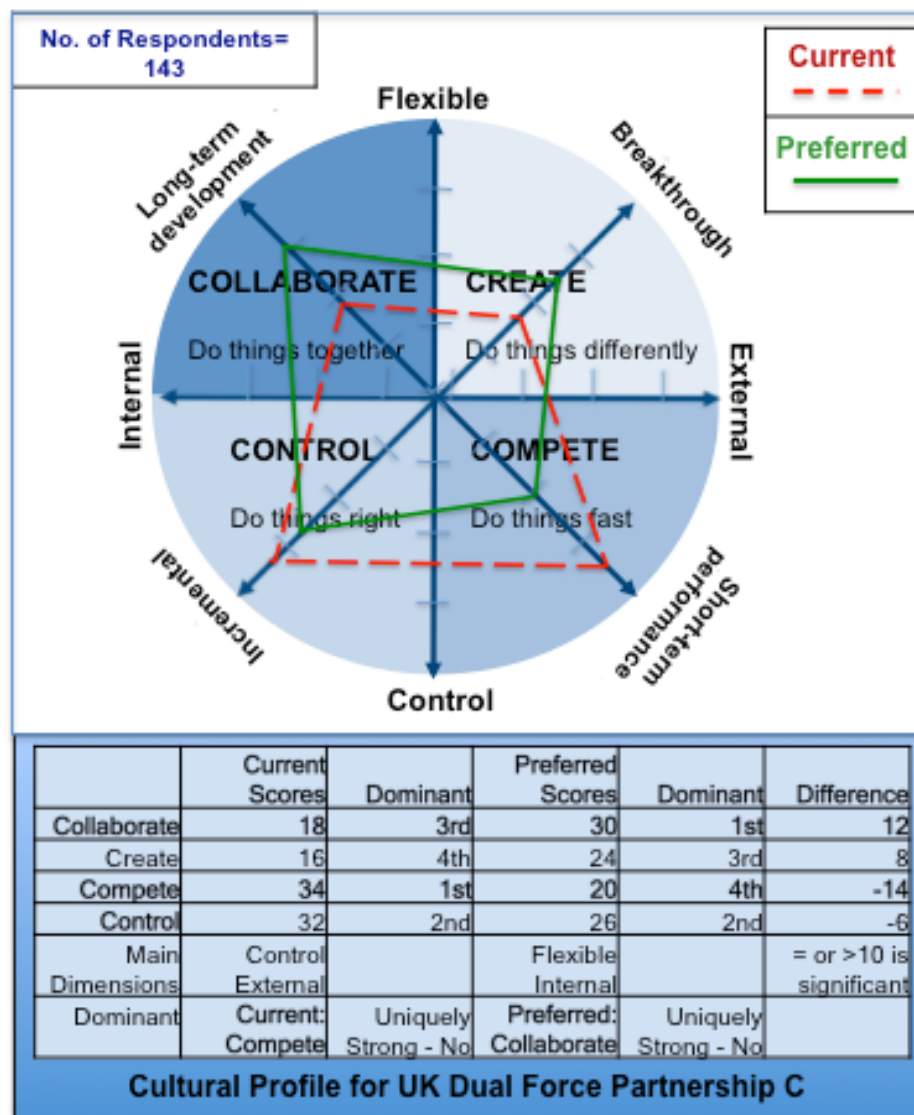
Current Culture – UK Dual Force Partnership C - between UK Forces A&B

The dominant current culture for UK Dual Force Partnership C was Compete (Mean

= 34), with a 2-point difference from the 2nd highest scoring quadrant, which was

Control (Mean = 32). The almost equal affinity between Control and Compete

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indicates an organisation that does not have a uniquely strong culture although it is indicative of a mechanistic culture. The 3rd and 4th highest scoring quadrant were Collaborate (Mean = 18) and Create (Mean = 16). (Schorg et al, 2004, P.50).

The respondents across these units consider themselves to be part of a controlling and competitive cultural type with a balance between external drivers and internal processes.

Preferred – UK Dual Force Partnership C - between UK Forces A&B

The dominant preferred culture for this partnership was Collaborate (Mean = 30), the 2nd highest scoring quadrant, was Control (Mean = 26). With the 3rd and 4th cultural types being Create and Compete.

The preferred profile for this UK force demonstrates a prevalence of flexibility and discretion as well as an internal focus. The preferred Collaborate value was significantly higher than the Current values (Mean Difference = 12). The Compete

value was significantly lower than the current (Mean Difference = -14). The Control

value was similar across both the current and the preferred.

In summary, the respondents across UK Dual Force Partnership C expressed a

preference for a culture that was considerably more collaborative and creative and

less competitive. They also expressed a preference for a culture that has an

increased focus on internal processes and flexibility in decision-making.

Discussion – UK Dual Force Partnership C

The profile for the UK Dual Force Partnership C was very similar to UK Police Force

B, which was expected given that UK Police Force A is one of the entities in the

partnership / collaboration. However, UK Dual Force Partnership C was only

created 3.5 years ago so the researcher would have expected that the partnership

would have developed a cultural identity that was somewhat different to that of the

originating force(s). The prevalence of Compete is also surprising as given the

difficulties that exist in merging two entities together; a more internal (Collaborate

and Control) focus would have been expected. Given that the implementation model

for this partnership duplicated certain management and operational functions across

the two forces perhaps there has not been a driver for the creation of a composite

and unique culture, (Habeck et al, 2000).

The preferred culture was very similar to the preferred cultures across all three

entities (range 20-30 for the combined vs. 20-30 for UK Dual Partnership C).

Cultural Assessment – Regional Organised Crime Unit D (ROCU D)

Figure 12: Organisational Cultural Profile for ROCU D

	Current Scores	Dominant	Preferred Scores	Dominant	Difference
Collaborate	21	3rd	30	1st	9
Create	20	4th	25	2nd	5
Compete	29	2nd	20	4th	-9
Control	30	1st	25	2nd	-5
Main Dimensions	Control Internal		Flexible Internal		= or >10 is significant
Dominant	Current: Control	Uniquely Strong - No	Preferred: Collaborate	Uniquely Strong - No	
Organisational Profile for UK ROCU D					
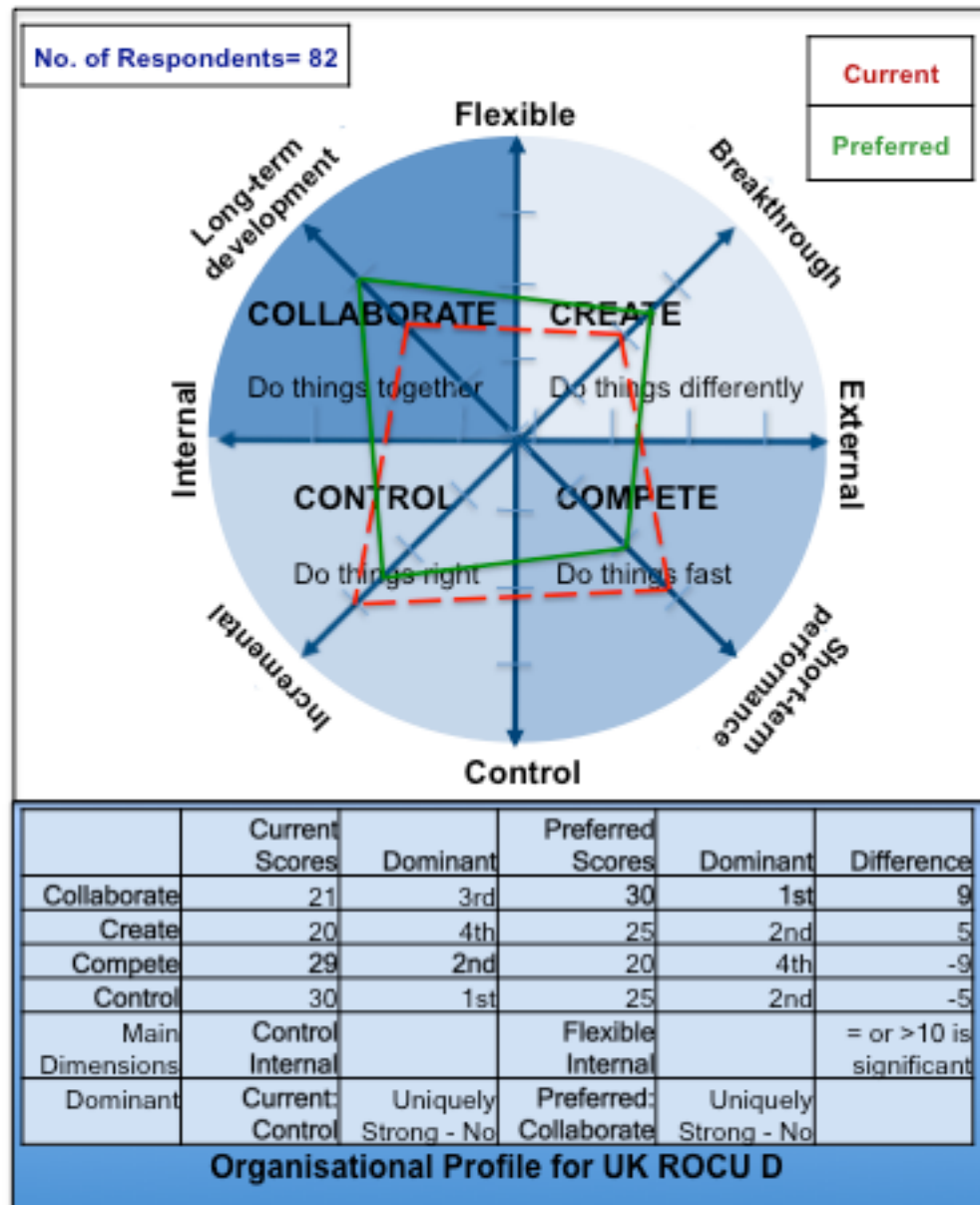
Current Culture – UK Regional Crime Unit D

As shown in Figure 12, the dominant current culture for UK Regional Crime Unit D

(ROCU D) was Control (Mean = 30); the 2nd highest scoring quadrant was Compete

(Mean = 29). The 3rd and 4th highest scoring quadrant were Collaborate (Mean = 21) and Create (Mean = 20).

The current profile for Regional Organised Crime Unit D (ROCU D) was the most internally focused. The almost equal affinity between Control and Compete indicates an organisation that does not have a uniquely strong culture.

The respondents across these units consider themselves to be part of a controlling and competitive cultural type with a slight orientation towards internal drivers.

Preferred – UK Regional Entity D

As shown in Figure 12, the dominant preferred culture for this partnership was Collaborate (Mean = 30), the 2nd highest scoring quadrants were Control (Mean = 25) and Create (Mean = 25) with the 4th being Compete (Mean = 20). The preferred profile for ROCU D demonstrates a prevalence of flexibility and discretion as well as an internal focus. The differences between the quadrants were not significant (Mean difference < 10).

Discussion – UK Regional Organised Crime Unit D

The respondents from the ROCU expressed a preference for a culture that was more collaborative and less competitive. Overall they indicated that their current culture was closer to their preferred than any other entity. This is possible as a result of the implementation model that included a single management team and the creation of a distinct identity.

Comparison of Current and Preferred Cultures

The preferred cultures across all three entities were very similar (which is aligned to the Scottish study discussed in the literature review), therefore the combined or average preferred is used as a comparator against the current profiles for all three entities in Figure 13 below.
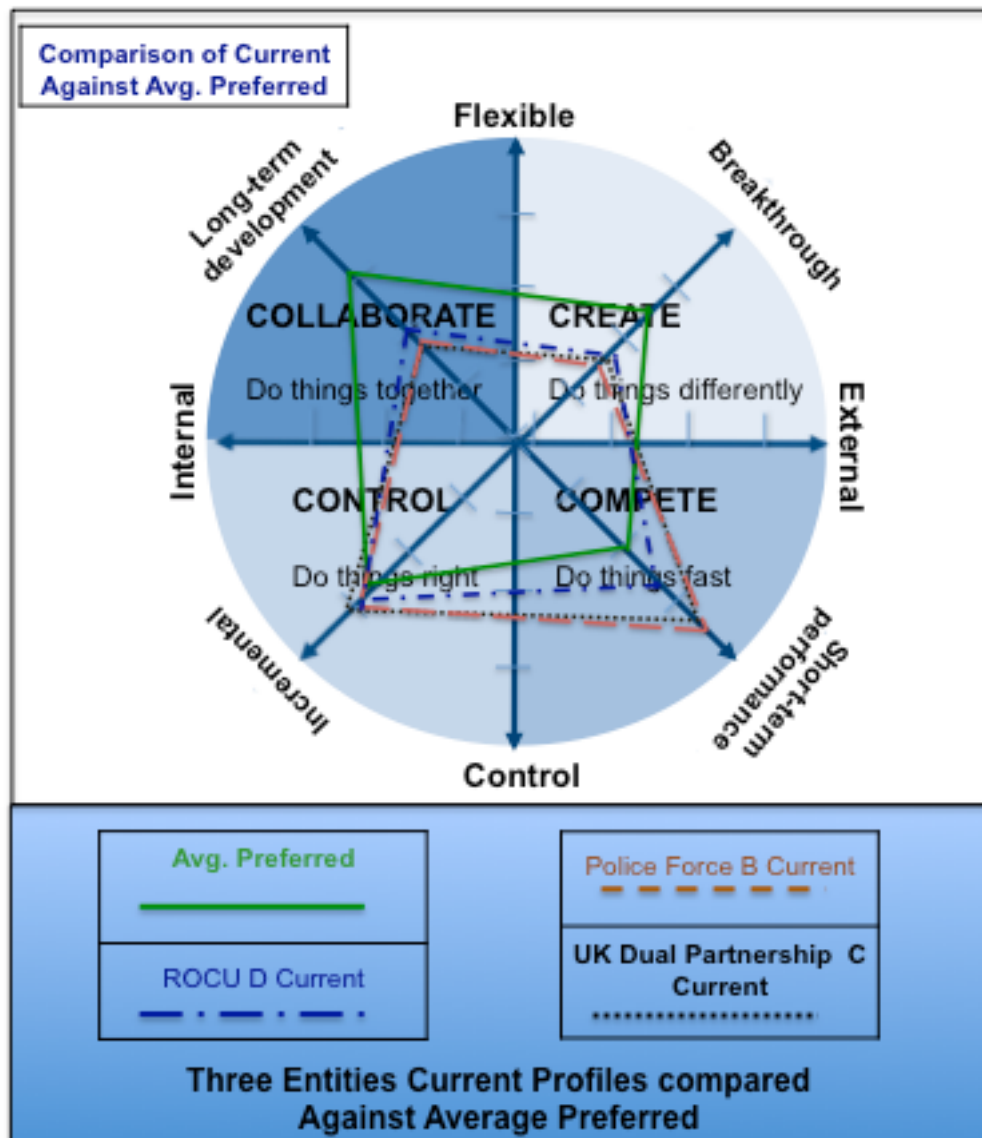
Figure 13: Organisational Cultural Profile for all three entities

Analysis of Current Culture across Cultural Types

For each of the cultural types (create, control, etc.), mean scores were calculated

(by summing the values for the 6 cultural content dimensions (e.g. Management of

Employees) and dividing by 6). Scores were notably higher for compete and control

than for create and collaborate (Figure 14), though respondents' perceptions of

cultures vary (Figure 15)

Figure 14. Mean scores for the four cultural types
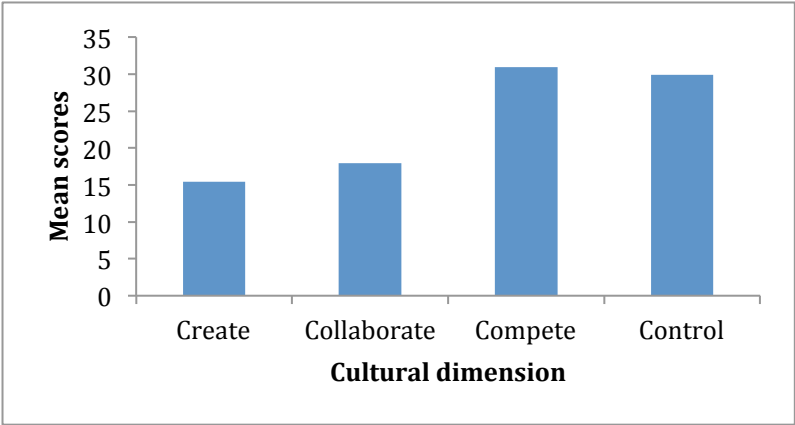
Figure 15. Distribution of mean scores for cultural types for all respondents
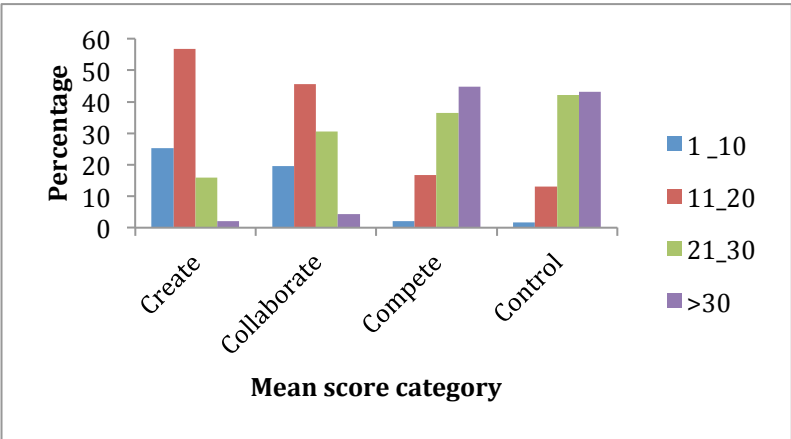
The cultural character of UK Regional Crime Unit D differed from that of UK Dual

Partnership C and UK Force Unit B (Figure 16). The UK Regional Crime Unit D

respondents gave higher mean scores for 'create' (t=-5.06, p=.000, df=315) and

'collaborate' (t=-3.6, p=.000, df=315) than the other two units, averaging 18.3 cf.

14.4 and 20.5 cf. 16.9, respectively. In contrast, the UK Regional Crime Unit D's

'compete' scores were lower (t=3.97, p=.000, df=315), 26.8 cf. 32.3 mean for the

other two units. 'Control' dimension scores did not differ (t=.529, p=.60, df=315),

29.4 compared with 30.1 for the other two entities.

When the scores for 'create' and 'collaborate' are combined and contrasted with the

sum of 'compete' and 'control' scores, the range between them may be used to

indicate the degree of variation in the four key cultural elements. UK ROCU D had a

markedly smaller range of only 17.4 points compared with 30.1 for the other units

(t=4.85, p=.000. df=315).

Figure 16. Mean scores for the 4 cultural types by entity
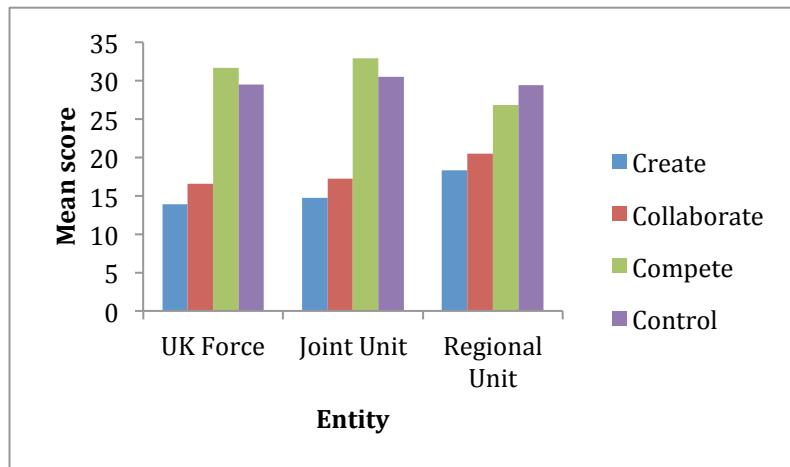
Employees' perceptions of the prevailing culture for UK Regional Crime Unit D is that it is less competitive and more collaborative and creative, though similar to other units with regard to 'control'.

Overall the dominant cultures for the current cultures were Compete and Control (although the strength of these cultural types were less apparent in ROCU D).

Discrepancy Analysis of Current and Preferred across Cultural Types

As Cameron & Quinn explain "Ultimately, discrepancy data may be the most powerful of all the data provided by your culture profile if your agenda is to initiate

change" (Cameron and Quinn, p. 72). Table 5 summarises the mean data for each of the four quadrants and the discrepancy between the current and the preferred. Those with a difference of > +/-10 (marked as bold in Table 5), are indicative of a need to consider a plan to change from the current value to the preferred. (Cameron and Quinn, 1996).

Table 5: Discrepancy Analysis: Entities B, C and D

Combined – Current (n=317)	Mean	N	Diff-	Combined – Preferred (n=317)	Mean	N	Diff +
Collaborate	19			**Collaborate**	30		11
Create	17			Create	24		7
Compete	33		13	Compete	20		
Control	31		5	Control	26		
UK Police Force B - Current		92		UK Police Force B - Preferred		92	
Collaborate	18			**Collaborate**	31		13
Create	16			**Create**	24		8
Compete	35		15	Compete	20		
Control	31		6	Control	25		
UK Dual Partnership C - Current		143		Joint Policing Entity C - Preferred		143	
Collaborate	18			**Collaborate**	30		12
Create	16			Create	24		8
Compete	34		14	Compete	20		
Control	32		6	Control	26		
Regional Policing Entity D - Current		82		Regional Policing Entity C - Preferred		82	
Collaborate	21			Collaborate	30		9
Create	20			Create	25		5
Compete	29		9	Compete	20		
Control	30		5	Control	25		

Preferred and current cultures are markedly at odds across all forces, with too great

a cultural emphasis on competition and too little on collaboration. This finding is

particularly prevalent in UK Force B and UK Dual Partnership C. However, the

tailor-made/ newly formed UK ROCU D has a culture notably closer to employees'

preferences.

This is further illustrated in Figure 17, the preferred cultures were characterised by a

greater emphasis on 'create' and 'collaborate' cultural types and less 'compete',

compared with current cultures. Only preferred control levels matched current work

cultures. The degree of change in cultures needed to meet respondents'

preferences is greater for UK Force B and UK Dual Partnership B than for the UK

Regional Crime Unit D, but all would need to undergo substantial change in order to

move from the current to the preferred.

Figure 17. Current and preferred cultural type scores
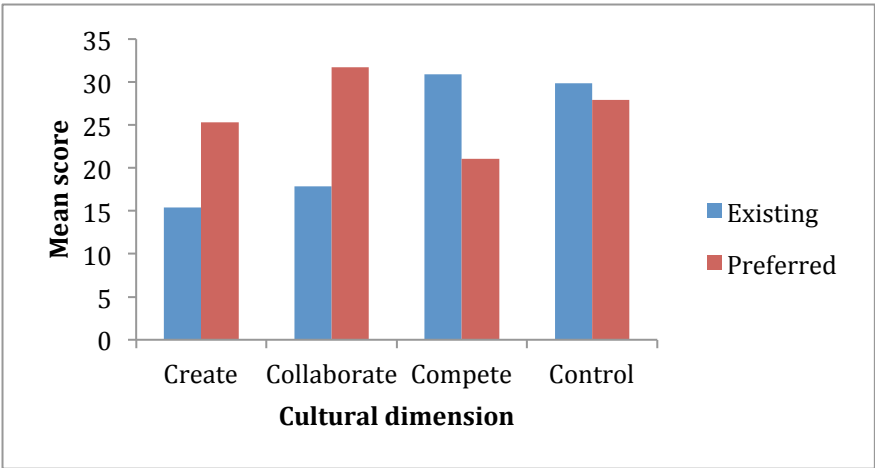
There was a smaller difference between 'create' plus 'collaborate', on the one hand, and 'compete' and 'control' on the other, of -8.0 so that a slightly greater prominence of collaborate and create is preferred, compared with an existing difference of +27.6, with 'control' and 'compete' dominant. This indicates that respondents would like to see a dramatic shift in organisational cultures.

Figure 18. Current and preferred cultural
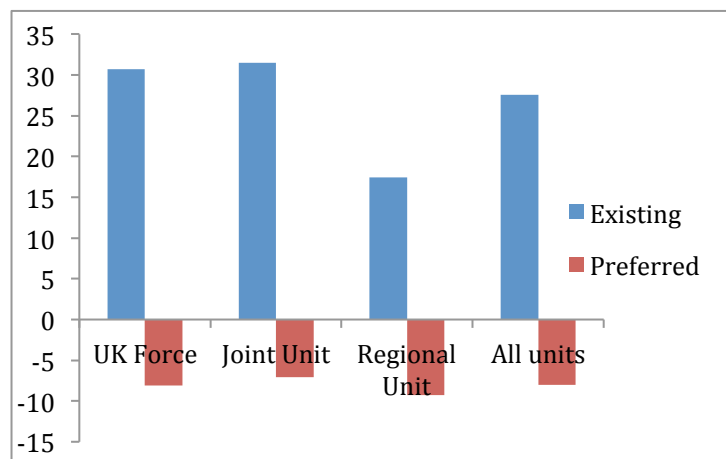
In contrast with existing differences in cultures, respondents' organisational culture preferences did not differ, whatever their current unit for any of the four cultural types ('create': F=2.25, p=.11, df= 2, 214; 'collaborate': F=1.26, p=.28, df=2, 314; 'compete': F=.70, p=.50, df=2, 314; 'control': F=1.68, p=.19, df=2, 314).

Differences between Current and Preferred Cultures

There are striking contrasts between respondent's current and preferred cultures.

Mean scores for three out of the four dimensions, namely creativity, control and

compete were negatively related to preferred cultures for all respondents, with small

but notable effect sizes ranging between -.13 and -.15 (Table 6, I., rho column).

There was no significant relationship between current and preferred collaborate

scores, showing they were less out of line, though bearing no similarities whatever.

Current control and preferred collaborate scores were also strongly negatively

related (p=.000) with a medium effect size (rho=-.32), indicating that redressing

cultural dissatisfactions is not merely a question of replacing one extreme with

another. The significance values and effect sizes were, respectively, also very

strong and large for the comparison between current and preferred compete plus

control scores summed (p=.000, rho=-.31), while the contrast between current and

preferred collaborate plus create summed scores was also notable (rho=-.19,

p=.001). Correlation coefficients may be interpreted as follows: if current and

preferred were perfectly aligned, strong positive coefficients (+0.7 to +1.0) might be

expected. If fully at odds, indeed diametrically opposed strong negative ones (-0.7 -

-1.0). Any negative indicates non-alignment and even no statistical significance

indicates that current & preferred are non-aligned.

The conclusion to be drawn from this evidence is that the current cultures are in

most respects diametrically opposed to employees' preferences. However, it is

important to remember that if these employees were to experience their preferred

cultures, they may find some faults with this.

Table 6. Significance of the bi-variate between current mean culture scores

and preferred mean culture scores, using rho correlation coefficients

	I. All units	n=317	II. Force B	n= 92	III. Joint C	n=143	IV. ROCU	n= 82
Variable correlations	Rho =	p =	Rho =	p =	Rho =	p =	Rho =	p =
Collaborate v. pref. collaborate	.01	.933	-.17	.085	-.21	.016	.15	.187
Create v. pref. create	-.13	.026	-.085	.396	-.14	.877	.12	.197
Compete v. pref. compete	-.15	.007	-.24	.015	-.17	.045	-.15	.184
Control v.pref.control	-.15	.008	-.24	.017	-.11	.198	-.13	256
Control v. pref. create	-.23	.000	-.37	.000	-.10	.278	-.25	.021
Control v. pref.collaborate	-.32	.000	-.29	.003	-.36	.000	-.31	.005
Compete+control v. pref. compete+control	-.31	.000	-.44	.000	-.37	.000	-.09	.426
Create+collaborate v. pref. create+collaborate	-.19	.001	-.33	.001	-.23	.008	.04	.725

Statistical findings for the three entities differ, although no units' employees regard any of the current key cultural emphases as ones they would like to retain: there are no instances of positive correlations between current and preferred cultural dimension scores that would indicate preferred and current cultures are in alignment. However, it is evident that UK Police Force B's employees results show the largest contrasts between preferred and current cultures (Table 6, II. cf. III. & IV). For UK Police Force B, there are notable negative relationships between current and preferred compete and control scores (rho=-.24, p=.015; rho=-.24, p=.017) that are far stronger than equivalent results for the UK Dual Force Partnership C (Table 6, III.) and ROCU D (Table 6, IV), that show either a weak (-.17, p=.045) or no significant relationship. There are no significant relationships between current and preferred create and collaborate scores for the three units, other than the Joint Unit's employees' view that current collaboration is markedly negatively related to what they would prefer (rho=-.21, p=.016). It appears that weak collaboration in a unit whose aim is to collaborate and co-ordinate evokes a clear response from its employees.

The results for the comparison between current and preferred compete plus control scores summed and the create and collaborate scores summed show that these

cultural dimensions have the strongest negative correlations with the largest effects sizes for UK Police Force B and UK Dual Force Partnership C compared with UK ROCU D, which shows no significant relationships (Table 6., II. & III. cf. IV.). While even the ROCU's employees, given the absence of positive correlation coefficients, don't view current cultural emphasis as in any way similar to their preferred organisational profile, UK Police Force B and UK Dual Force Partnership C employees view current and preferred cultures as being significantly at odds. While respondents as a whole view current culture as being far removed from what they would prefer, this mis-alignment is far greater for UK Police Force B and UK Dual Force Partnership C than for the newly formed ROCU. No unit's culture is close to its employees' ideal but the ROCU is notably closer than the others.

Based on these findings an exploration of what changes would be required to address the gap between the current and the preferred cultures for these organisations would be justified.

How to Move to the Preferred – Open-ended responses

The common themes in the responses to the open-ended question: 'What 3 things should we be doing differently to move towards your preferred culture?' are shown in Table 7:

Table 7: Areas for Improvement

UK Police Force B	UK Dual Force Partnership C	UK Regional Organized Crime Unit D
"Find a structure which works and stick with it - Stop changing everything all the time"	" stop each side talking the other down, we need to be more unified – break down the them and us attitude"	"Managers need to trust our decision making – increase empowerment – treat us like adults"
"Encourage ideas and innovation. Try to remove blockers to change.. Take a long tern strategic view"	"Need to be an independent entity, not swallowed by host force – shared finances, policies, IT, priorities etc. "	"Need to Improve IT to do our jobs"
"Line managers should be more supportive and focused on the personal development of staff"	"Improve communication – needs to be consistent – tell us how it is"	"Become more people focussed, more emphasis on creating teams"
"Stop concentrating on performance figures and get back to basic policing/ Snr management are virtual politicians these days"	"Challenge those managers who have a negative or aggressive attitude – tackle workplace bullying and blame culture"	"Move towards a culture that allows entrepreneurship"
"Enable staff to make their own decisions"	"Communicating our strategy – do we have a 5 year plan, that everyone must comply with?"	"Less pressured workloads and more freedom to innovate – 'Make do and mend' culture is terrible for moral"
"Move away from decisions being made by senior managers without actually asking the people doing the job how they think things should improve."	"Collaborate or don't collaborate, but be clear which one!"	"Recognition and promotion should be earned through delivery of services to the public – e.g. importance of thoroughness at a scene"
"Reward good work and appreciate when employees are putting themselves out / stop putting so much time and effort into punishing officers who make honest mistakes"	"merge both forces and save the public a fortune and stop the pathetic bun fight between force departments"	"be more forceful answering out critics. Policing is not popular by its nature"
"Everyone must pull their weight, dead wood must be managed out."	"Acknowledge how people feel - until this is accepted it cannot begin to be corrected"	"Promote those with people skills"

Most Discontent   Most Content

The comments in general were reflective of the results from the cultural models above. The respondents were focused on reducing the competitive nature of their

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work place and improving collaboration between employees. There was also a desire to increase the internal focus on process and technology improvements.

The comments from UK Police Force B were mainly about increasing flexibility and decision-making and on involving staff in changes (moving towards the top half of the cultural assessment model). The results of a staff survey conducted within 2 months of this study were aligned with these results.

The comments from the UK Dual Partnership C were reflective of an organisation that was discontent with the cultural approach and organisational structures. Given that UK Dual Partnership C is a partnership arrangement between two forces, the expectation would have been that the current culture would have both a strong collaborative culture and internal focus. It is not clear whether the unexpected result from the study is due to the fact that UK Dual Partnership C has adopted the culture of the host force (Police Force A) or whether the implementation approach has resulted in a more competitive and controlling culture, (i.e. due to the design of the operating model being based on a loose partnership arrangement with duplicate sets of management and teams for each force).

The respondents from UK ROCU D came across as the most content, their comments were focused on process-based changes within the current organisational framework. The current and preferred cultures for UK ROCU D were significantly closer than that of the other two policing entities within the study. This entity was set up as a new endeavour with the branding, management, vision, mission and approach all being standard. This closely resembled what Habeck et al (2000) referred to as a compound culture. A compound culture is created from the strengths of both organisations and results in a new culture with a new set of rules and a new identity. It is possible that UK Dual Force Partnership C is being affected by the two different cultures resisting the process of integration, (Habeck et al, 2000).

Discussion – Comparison between the Current and the Preferred

The analysis in this section possibly shows that a partnership model with duplicated teams between police forces results in a culture dominated by controlling and competitive characteristics, which as expressed by the respondents, can be an uncomfortable workplace environment. It is also possible that the planned benefits of this type of collaborated initiative are more difficult to realise, as the operating

model is not clearly defined. A collaborative implementation model with a single

mission, identity and management team, such as UK ROCU D seems to result in a

more contented workforce. The findings for UK Police Force B are possibly

reflective of an organisation that is in a state of flux, as this entity has fundamentally

changed its operational model in the last 4 years, this is an ongoing process and

senior managers will need to decide whether the resulting culture will be dominated

by competitive characteristics or collaborative ones.

In conclusion the findings seem to indicate that implementing a model with a clear

cultural identity, clear objectives and a single leadership model, although more

complex to deliver, will result in longer-term beneficial outcomes. This is similar to

the results of the studies outlined in the literature review.

Findings and Force Performance

More than 80% of the several thousands of organisations who have been studied

using the OCAI have been characterized by a dominant culture type, those who are

not, tend to be unclear about their culture" (Cameron & Quinn, 2011, P.52), (Peters

& Waterman, 2012, P.9). This section describes how congruent or aligned the six

cultural content dimensions (shared values) are within the OCAI, across each of the

policing entities in the study. This is an important assessment as "Congruent

cultures, although not a prerequisite for success, are more typical of high-

performing organizations than incongruent cultures" (Cameron and Quinn, p. 73).

So what is a congruent culture? Within the OCAI model the four culture types

(Collaborate, Create, Compete and Control) are aligned to six cultural content

dimensions which are:

1) Dominant Characteristics: the characteristics of the organization or what the

   overall organization is like;

2) Organizational Leadership: the leadership style and approach that permeates

   the organization;

3) Management of Employees: the style that characterizes how employees are

   treated and what the working environment is like;

4) Organizational Glue: bonding mechanisms that hold the organization

   together;

5) Strategic Emphases: that define what areas of emphasis drive the

   organisation's strategy; and

6) Criteria of Success: that determine how victory is defined and what gets rewarded and celebrated (Cameron & Quinn, 2006, p. 73).

The 'A' values as described in Figure 19 below are grouped together and are aligned to the Collaborate culture, the 'B' values to a Create culture, the 'C' values to a Compete culture and the 'D' values to a Control culture.

Figure 19: Culture Types and Cultural Content Dimensions

1. Dominant Characteristics		4. Organisation Glue	
A	Personal, like a family	A	Loyalty and Mutual Trust
B	Entrepreneurial, risk taking	B	Commitment to innovation, development
C	Competitive, achievement oriented	C	Emphasis on achievement and goal accomplishment
D	Controlled and structured	D	Formal rules and policies
2. Organisational Leadership		5. Strategic Emphasis	
A	Mentoring, facilitating, nurturing	A	Human development, high trust, openness
B	Entrepreneurial, innovative, risk taking	B	Acquisition or resources, creating new challenges
C	No-nonsense, aggressive, results oriented.	C	Competitive actions and winning
D	Co-ordinating organising, efficiency oriented	D	Permanence and stability
3. Management of Employees		6. Criteria for Success	
A	Teamwork, consensus & participation	A	Development of human resources, teamwork, concern for people
B	Individual risk taking, innovation, freedom and uniqueness	B	Unique and new products and services
C	Competitive and achievement	C	Winning in the our sphere of influence, outpacing partners
D	Security, conformity, predictability.	D	Dependable, efficient, low cost

Cameron & Quinn postulate that if these six dimensions not have the same dominant culture type then the resulting organisation will be affected. For example if the leadership style is competitive (C values above) but the criteria for success is control (D values above) - which is the case for the current state of all three entities in the study. There maybe internal conflict caused by leaders who just want things delivered quickly (and view any control as bureaucratic) whereas other factions will be focused on doing it right in other to deliver incremental change. This lack of cultural harmony can cause conflict and make for an uncomfortable and ineffective working environment. (Cameron & Quinn, 2006, P.84)

To analyse the degree of congruence the highest mean scores for each of the cultural content dimensions was mapped onto the equivalent culture type. For example if the highest mean value for cultural content dimension 'Dominant Characteristics' is 'D – Controlled and Structured', this indicates the dominant culture type is 'Control'. The degree of congruence for the combined results and for each Policing Entity is shown in Tables 8, 9, 10 and 11. If all six dimensions align against the same cultural type, the entity is believed to be totally congruent (and potentially the highest performing), if four or more dimensions are aligned against

the same cultural type then they are believed to be partially congruent. If less than

four of the dimensions are aligned then there is a lack of cultural congruence in the

culture, which indicates a possible negative effect on performance (Cameron &

Quinn, 2006, P.86).

Cultural Congruence vs. Performance – Combined Policing Entities

Table 8 documents the highest mean score for the dominant cultural content

dimensions for the combined entities in the studies.

Table 8: Culture Content Dimensions for Combined Policing Entities by Type

Combined Policing Entities Cultural Content Dimensions	Current Dominant Mean	Current Culture Type	Preferred Mean	Preferred Culture Type
Dominant Characteristics	37	Control	26	Collaborate/ Create
Organizational Leadership	37	Compete	29	Collaborate
Management of Employees	37	Compete	30	Collaborate
Organizational Glue	31	Control / Compete	33	Collaborate
Strategic Emphases	32	Compete	30	Collaborate
Criteria for Success	37	Control	32	Collaborate

Looking at the 3rd column in the table above there is no one cultural type that

dominates across the combined policing entities, for the current state. For the

preferred state Collaborate was dominant across all the cultural content dimensions (last column in the table above). The preferred scores reflect a desire to move away from the Compete cultural type towards a more collaborative approach. The dominance of Collaborate in the preferred could result in an organisation that would be higher performing. These findings are similar to those for UK Police Force B and UK Dual Force Partnership C and ROCU D (see Table 9, 10 and 11).

Congruence vs. Performance – UK Police Force B

Table 9: Culture Content Dimensions for UK Policing Force B by Type

UK Police Force B Cultural Content Dimensions	Current Mean	Current Culture Type	Preferred Mean	Preferred Culture Type
Dominant Characteristics	38	Control	28	Collaborate
Organizational Leadership	40	Compete	29	Collaborate
Management of Employees	41	Compete	31	Collaborate
Organizational Glue	32	Control	33	Collaborate
Strategic Emphases	35	Compete	31	Collaborate
Criteria for Success	40	Control	31	Collaborate

The findings were very similar to the combined and indicate that the respondents favour a move away from a more controlling structure towards a more collaborative approach.

Congruence vs. Performance – UK Dual Force Partnership C

The 'Compete' cultural type was partially dominant for the current state, as shown in

Table 10.

Table 10: Culture Content Dimensions for UK Dual Force Partnership C by

Culture Type

UK Dual Force Partnership C Cultural Content Dimensions	Current Mean	Current Culture Type	Preferred Mean	Preferred Culture Type
Dominant Characteristics	39	Control	26	Collaborate
Organizational Leadership	39	Compete	30	Collaborate
Management of Employees	38	Compete	30	Collaborate
Organizational Glue	33	Compete	32	Collaborate
Strategic Emphases	33	Compete	29	Collaborate
Criteria for Success	38	Control	33	Collaborate

The findings indicate the current state is likely to have a bias towards a culture that

is competitive and hard driving, (Cameron and Quinn, 2011, P75).

Congruence vs. Performance – UK Regional Organised Crime Unit D

The 'Control' cultural type was partially dominant for the current state as shown in

Table 11.

Table 11: Culture Content Dimensions for Regional Entity D by Culture Type

Regional Policing Entity D Cultural Content Dimensions	Current Mean	Current Culture Type	Preferred Mean	Preferred Culture Type
Dominant Characteristics	32	Control/ Compete	27	Create
Organizational Leadership	31	Compete	29	Collaborate
Management of Employees	31	Compete	31	Collaborate
Organizational Glue	30	Control	35	Collaborate
Strategic Emphases	31	Control	31	Collaborate
Criteria for Success	34	Control	31	Collaborate

Cultural Congruence vs. Performance – Discussion

The findings indicate that the respondents favour a move away from a more controlling structure towards a more collaborative approach. It is possible that a dominant 'Collaborate' culture would result in higher performing organisations. As explained in the literature review, organisations with congruent cultures e.g. IBM, Apple, have been shown to be higher performing. Employees of these global enterprises understand that they are part of a distinct culture and work together within that framework of shared values (e.g. the "IBM way"), (Peters & Waterman, 2012, P.9).

Demographic Characteristics and Cultural Assessments

The police officers and staff in the study came from different backgrounds, families and traditions. The responses were analysed across the demographic data collected to assess whether there were any difference in the findings.

Views of current culture differed between police officers and support staff only with regard to the degree to which they graded competitiveness: officers regarded their workplace cultures as more competitive than support staff (t=2.58, p=.01, df=314). Views of police and staff about creativeness, collaboration and control did not differ (respectively: t=1.08 , p=.28, df=314; t=-.96, p=.24, df=314; t=1.62, p=.11, df=314), nor were there any differences between men and women about current culture perceptions. Nor did views about the range of current cultural facets differ between officers and support staff.

With regard to preferred cultures, the views of police and staff did not differ other than that support staff expressed a preference for greater control (t=-2.40, p=.017,df=314), presumably due to police officers' having had experience of greater

control, despite being able to exercise discretion while carrying out a great deal of their work.

There were few differences in terms of grade of employee (classified: police constables + junior support; junior police & staff managers together; senior police & staff managers together). Junior managers estimated a higher level of current control ($F=4.4$, $p=.01$, $df=2, 313$) with a mean score of 33 compared with only 29 and 30 for ordinary staff and senior managers, respectively. Junior managers also preferred more control ($F=3.17$, $p=.04$, $df=2, 313$), with a score of 27 compared with 25 for the other grades. Finally, the more senior the grade of staff, the smaller the difference they perceived between current compete and control scores, on the one hand, and create and collaborate scores, on the other ($F=4.05$, $p=.018$, $df=2, 313$), so that junior staff rated this difference at 50 units compared with 47 for junior managers and 45 for senior managers. This was similar to the results of the Tatnell and Elliott study in Scotland (Tatnell & Elliott, 2012). Equally, the more senior the grade, the less they expressed a wish for a compete and control culture ($F=5.72$, $p=.004$, $df=2, 313$), with scores of 25, 26 and 29, respectively, for senior managers, junior managers and non-manager staff grades. There were only minor differences

between cultural estimates when staffing grades were examined for police officers alone and, then for support staff separately.

Service length was not related to any current cultural scores or differences between scores, when tested using Spearman's rho. Regarding preferred cultures, only with respect to creative culture was there a difference, with longer serving staff, likely to be managers preferring a more creative culture, though the effect size was weak (rho=.09, p=.04, n=317).

Demographic Differences and Entities

There were few differences in demographic characteristics between the three organisational entities studied. However, there were gender differences (Chi=10.01, p=.007, df=2), with the separate force entity having far more women (Figure 20), 46% compared with only 27% for the collaborated unit and the regional unit. However, gender differences were not significantly related to any measures of current or preferred cultural elements in the model being tested.

Figure 20. Gender distribution by entity type
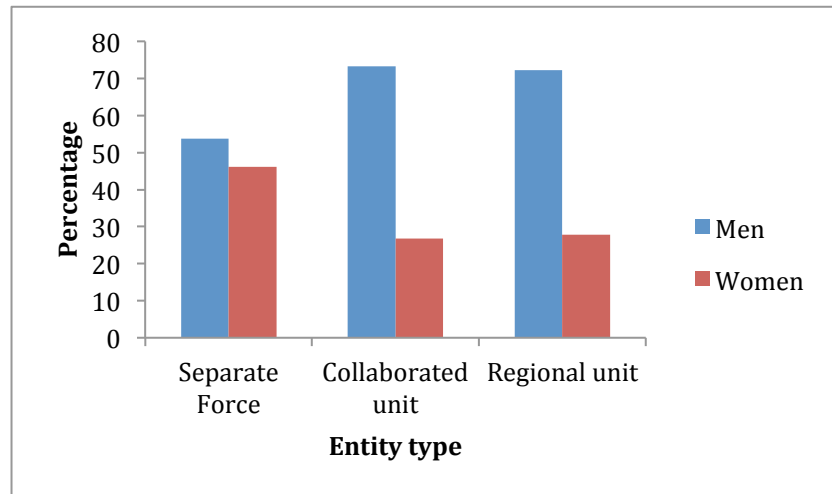
There were more support staff compared with police officers in the separate force

unit (Chi=9.0, p=.01, 2d.f., Figure 21). Since police officers viewed current cultures

as more competitive and expressed fewer preferences for greater control, it is to be

expected that the separate force units' respondents would view culture as

somewhat less competitive and prefer less control than the other two.

Figure 21. Staffing by entity type
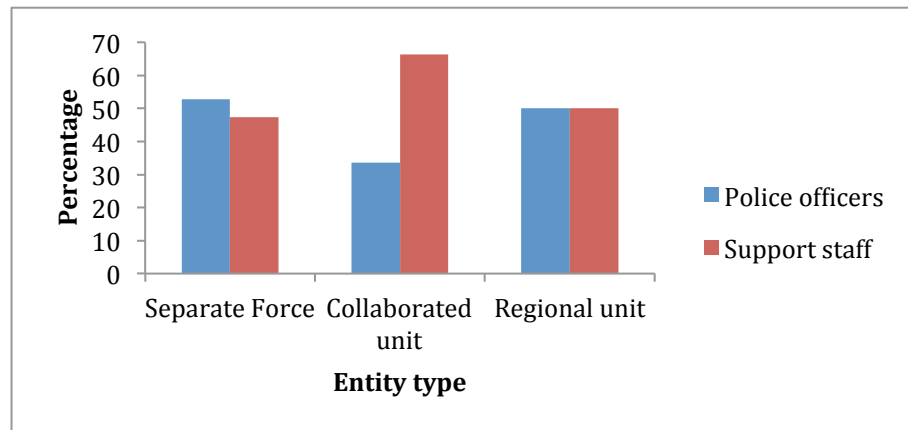
Summary – Part 1

In summary, the analysis of the cultural content dimensions seems to indicate that, when merging units, implementing a dominant collaborative culture is preferred and could potentially result in higher performance. However, as shown by the analysis of the cultural types, in order to implement the preferred culture, this would need to be balanced out by a significant reduction in Compete (especially for UK Police Force B and UK Dual Force Partnership C). The analysis of the demographic data seems to indicate Senior Officers show a stronger preference for a Collaborative Culture than more junior ranks (possibly due to the fact that they are not competing for promotion).

A summary of the characteristics of each of the cultural types is shown in Figure 22.

Figure 22: Characteristics of Cultural Types

Collaborate	Create	Control	Compete
Leader Type: Facilitator, Mentor, Team Builder	**Leader Type:** Innovator, Entrepreneur Visionary	**Leader Type:** Coordinator, Mentor, Organiser	**Leader Type:** Hard Driver, Competitive, Producer
Value Drivers: Commitment, Communication Development	**Value Drivers:** Innovative outputs Transformation Agility	**Value Drivers:** Efficiency, Timeliness, Consistency and Uniformity	**Value Drivers:** Market Share, Goal Achievement, Profitability
Theory of Effectiveness: Human Development and participation produce effectiveness	**Theory of Effectiveness:** Innovativeness, vision and new resources produce effectiveness	**Theory of Effectiveness:** Control and efficiency with capable processes produce effectiveness	**Theory of Effectiveness:** Aggressively competing and customer focus produce effectiveness

The Competing Values of Leadership, Effectiveness and Organisational Theory
Cameron and Quinn (2011, P.53)

Implementing the preferred cultural shift outlined in this study from Compete (4th column in Figure 22) to Collaborate (1st column) will not be easy and will require active intervention by police leadership across all three entities. Cameron & Quinn do outline how this might be achieved in Appendix C of their book 'Diagnosing and Changing Organizational Culture' (Cameron & Quinn, 2011). A final observation for this section is to express surprise that the cultural type 'Create' was not more evident, given the large-scale investment that has been made available for forces to

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develop innovative solutions to the problems caused by the reduction in staff and officers in the last four years.

Part 2 – Barriers to the Successful Implementation of Collaborative Initiatives

From the 1st part of the study there is a greater understanding of what is an effective collaborative culture. The second part explores how to approach future collaborative change. As discussed in the literature review, specific cultural mechanisms are key to the successful implementation of a change (Schein, 2010, P.236) and are particularly relevant to complex changes such as collaborating across units. The extent to which these are considered when implementing collaborative change is examined in this section. The findings help to understand whether moving into a collaborative arrangement is viewed as a 'loss or a gain' (Kahneman, 2011, P.282).

A questionnaire (see Appendix C), was created which asked a mixed group of respondents in non-merged entities about the cultural mechanisms referred to above, please see Table 12. The participants were employees of UK Police Force A

and UK Police Force B (n=10, n=12 respectively). They selected, on a five-point

Likert scale, how likely they felt a specific cultural mechanism would be in place

within a collaborative or merged entity. They were also asked whether they felt

collaboration would be a loss or a gain to determine whether collaboration would

trigger 'loss aversion' as described by Kahneman prospect theory, (Kahneman,

2011, P.282). The self-completed questionnaire also asked what were the barriers

to collaboration. Their responses were discussed within 3 separate workshops

during which they expressed their views on collaboration more broadly. A

descriptive analysis of the answers to the questionnaire is shown in Table 12.

Table 12: Analysis of responses to the Cultural Mechanisms Questionnaire

	Agree	Disagree					
Q1 Both organisations gain more than they lose from a collaborative arrangement	15	7					**N=22**
	Extremely Unlikely	**Unlikely**	**Neutral**	**Likely**	**Extremely Likely**	**Mean**	**Result**
Q2 Cultural Mechanisms	**-2**	**-1**	**0**	**1**	**2**		
An integration plan is used to align the two organisations together	3	5	8	4	2	-0.21	Neutral
Leaders have a shared vision	2	5	12	2	1	-0.50	Unlikely
Leaders communicate regularly & prioritise helping teams to work collaboratively	1	8	5	5	3	0.06	Neutral
Training and Tools are provided for the joint team to do a good job	2	4	9	4	3	0.15	Neutral
Collaboration provides more opportunities for promotion	3	4	8	6	1	-0.14	Neutral
Work is more rewarding in a collaborated unit	4	4	11	3		-0.82	Unlikely
Both organisations are strengthened as a result of collaboration	2	6	10	3	1	-0.42	Neutral
Service provided is improved as a result of working collaboratively	3	6	8	5		-0.50	Unlikely
Workloads are managed effectively across the two forces	3	6	8	5		-0.50	Unlikely
Innovation and entrepreneurial thinking is encouraged	3	8	6	4	1	-0.50	Unlikely
Joint Teams feel part of a single team, regardless of where they are physically located	4	11	7			-1.27	Unlikely
Officers & Staff believe that their units are more effective	3	10	7	1	1	-0.93	Unlikely
Officers & Staff are involved in the creation of their joint units	4	8	7	2	1	-0.80	Unlikely
Joint Teams feel proud to work for both organisations	3	12	6	1		-1.06	Unlikely
Leaders actively promote and communicate the aims of collaborative working now	3	3	9	6	1	-0.08	Neutral
Leaders actively promote and communicate the aims of collaborative working in planning for the future	2	4	9	6	1	0.00	Neutral
Leaders effectively manage conflict	2	10	7	3		-0.73	Unlikely

Two thirds of the respondents indicated that collaboration would be a 'gain' rather

than a 'loss'. Out of the possible cultural mechanisms, ten out of the seventeen

were deemed to be 'Unlikely' to be in place when entering into a collaborative

arrangement, the remaining was classified as 'Neutral'. None had a mean value of

Likely or Extremely Likely, (Schein, 2010, P.236).

The workshop discussions reflected these views. A number of common themes

emerged; these were firstly that the Chief Constables have different visions and / or

no collaborative vision. The participants felt strongly that this would be difficult to

resolve, as they believe that both forces would want to hold onto their sovereignty,

(evidenced by the creation of duplicate structures within collaborative

arrangements). Secondly, it was felt that the organisations' priorities were not

aligned, particularly with regard to a perception that one force was under greater

financial pressure than the other. Thirdly, that the policies, procedures, IT, HR and

processes were unique to each force and that any collaboration plan would not

address this and lastly that the governance mechanisms did not lend themselves to

collaboration (e.g. different PCCs, different approaches to managing change).

There were also a general concern that the distances between the forces made

joining the processes together difficult.

The workshops attendees were also asked which cultural mechanisms would be a

priority for any collaborative initiative (Schein, 2010, P.236). The overwhelming

response was that leaders needed to have a shared vision, workloads needed to be

managed effectively across the two forces, officers and staff needed to be involved

in the creation of their joint units and that training and tools had to be provided for

the joint teams to be effective. The belief that these key mechanisms would not be

in place could be real barriers to the successful initiation of any collaborative

initiative. Implementation strategies that addressed these would be more likely to

gain wider acceptance.

Summary – Findings and Discussion

This chapter has presented the findings of a cultural assessment conducted for the

three policing entities in the study. The reaction to Force A reluctance to taking part

in the study was interesting. The senior managers of the other entities, including

Chief Officers, expressed frustration and some had the view that UK Police Force A

believed that they are the dominant entity in UK Dual Partnership C, (and would

therefore not engage in a study that they did not control). The researcher's

observations are that the possible reasons for the lack of involvement of UK Force

A were a mixture of competing values and priorities. There were some operational

considerations which came into play but there were also some cultural factors which indicate that UK Force A, had it taken part in the study, is likely to have a current cultural profile that is similar to the entities B & C in the study (i.e. Control and Compete are dominant). However, it would be necessary to conduct future research to confirm this.

For the three policing entities that did partake the findings indicate that the three hundred and seventeen respondents expressed a preference for a culture that was considerable more collaborative and much less competitive. They also expressed a preference for a culture that had an increased focus on internal development and drivers as opposed to reacting to external forces. The move from a competitive culture to a collaborative internal focus was most apparent in UK Dual Force Partnership C (although the profile for UK Force B was very similar). The large difference between the current to the preferred, for these two entities, was reflected in the comments made on the questionnaire as the tone of the responses were, in the main, negative and expressed a high degree of frustration.

The exception was the profile for ROCU D as there was a smaller difference between 'Create' and 'Collaborate' vs. 'Compete' and 'Control'. Although this is

indicative that the respondents would like to see a dramatic shift in organisational

cultures, the shift required is less than in the other two entities. Interestingly, the

comments made on the questionnaire were much less emotive and were focused

on process improvement. A number of additional workshops were requested by this

entity and have resulted in agreed improvement plans.

An analysis of how congruent or aligned the six cultural content dimensions are

within the OCAI, across each of the policing entities in the study, was conducted to

understand the possible effect of the current and preferred profiles could have on

performance. The findings indicate that there was a strong preference for a

'Collaborate' culture for all three entities, which the research indicates, would be a

higher performing culture.

The second part of the findings attempt to explore the confidence UK Police Force

A and UK Police Force B have in collaboration as a change management strategy

and whether both forces would approach the implementation of future initiatives in

an effective manner. The results of the questionnaire show that the 22 respondents

do not have a high degree of confidence in how future collaborative changes will be

managed and in the workshops expressed a desire for more involvement in the design of the future model, a more aligned leadership team and the development of an integrated approach across both forces. The participants attached more emphasis on cohesion and morale with a premium being placed on teamwork, participation and consensus. The outcome of the 2nd part of the study aligns to the results of the 1st part of the study in that both sets of results are reflective of a desire for a more collaborative culture for merged entities, unmerged entities or planned collaborations (Cameron & Quinn, 2011).

Limitations of the Study

This study is based on the views of those who completed the questionnaires and attended the workshops and may not be reflective of the wider population within the organisations studied. Both UK Force A and UK Force B conducted employee surveys in the last 6 months, the results of which align to the findings of this study. Had the researcher been aware and influenced the design of the employee survey, more direct comparisons could have been made. Also, the researcher is conscious, given the volume of data collected that the study would have been enhanced by the

inclusion of more statistical based analysis. However, this would possibly have been

over ambitious given the time constraints of the thesis and the skill level of the

researcher with SPSS.

Further Research

Assuming the organisations within the study look to implement the findings within

their change programmes, embedding a process where regular research is

conducted into their culture would be advisable. Also, repeating the study across

other policing entities especially collaborated forces would help to validate and

support the findings.

As cultural change, ultimately depends on the behaviours of individuals (particularly

leaders), it is recommended that a study into the middle and upper management of

policing is conducted using the individual (as opposed to the Organisational) cultural

assessment tool developed by Cameron & Quinn. This tool is called the

Management Skills Assessment Instrument (MSAI) and used in conjunction with the

OCAI can help leaders to understand how to develop and implement a cultural

change process, (Cameron & Quinn, 2006, P.133).

Chapter Five: Conclusions

Conclusions

This study has attempted to develop a greater understanding of policing cultures across both merged and unmerged units. The research analysed the responses of three hundred and seventeen police officers and staff to the Organisational Cultural Assessment Tool (OCAI), (Cameron & Quinn, 2006) as well as the output of three workshops, with twenty two participants, exploring the cultural mechanisms that would build confidence in the delivery of complex change initiatives, (Schein, 2010, P.236). The study is distinctive in that it is the first such study comparing separate and partnership policing units.

By profiling and comparing the cultural models of each, the study aims to highlight the importance of the formal assessment of culture and the resulting effect on performance. It is hoped the study will help to guide leaders in the development of future non-collaborative and collaborative operating models.

Competitive and External Focus in the Current State

The results indicate that the organisations studied are perceived to have a control and compete cultural bias. The fact that the cultural characteristics emphasized control is not surprising as officers, when dealing with a reactive situation, need to comply with procedures and rules. However, the prevalence of a competitive and external focus, especially for UK Police Force A and UK Dual Partnership C was not expected. Police Forces receive their funding from central government and do not need to compete in a market place for their survival. So the fact that the current profiles resembled those of the retail or services industries is an anomaly and is misaligned with previous research into public administration organisations (although the preferred is aligned to the public administration profile). To illustrate this point, to increase a Compete culture, Cameron & Quinn recommend examining customer segments, examining time to market response time, acquainting investors with strategic plans, using competitive benchmarking in developing change strategies, reducing costs year on year, automating operational tasks, streamlining processes, removing all senior managers, no matter how successful, whose behaviours are not aligned with the company values, (Cameron & Quinn, 2011, P.219) – not behaviour typical of a public sector body.

A question to be answered is why this perceived bias towards a competitive focus exists? This is not explicitly answered in this study but it is possible that external drivers such as negative media publicity, pressures to deliver savings, increased external auditing, negotiated decision making (e.g. role of the PCC vs. the Chief Constable) and the need to comply with siloed central government initiatives could be driving police organisations into a space where they are reacting to external forces which is leaving them struggling to proactively manage the demands placed on them (locally, regionally and nationally)? Given the basic mission of policing is to prevent crime and disorder, (1st Peelian Principle, (Lentz & Chaires, 2007)); the prevalence of too much of a competitive focus could have a detrimental effect on internal operations (which ultimately could undermine the service provided to the public).

The lack of a dominant culture across all three entities coupled with the lack of clear cultural congruence (shared values) across the cultural content dimensions, may also be indicative of organisations that are struggling to manage competing demands (and constant change), resulting in an eroding of their identities. The presence of cultural incongruence can feel uncomfortable for the individuals within

the organisation as differing perspectives, goals and strategies can lead to conflict

(the researcher believes this discontent is reflected in the responses to the open

ended question shown in Table 7). This lack of cultural alignment can often simulate

an awareness of the need for change (Cameron & Quinn, 2011, P.85), (Peters &

Waterman, 2012, P.9).

Dominance of Collaborate in the Preferred & Performance

Across all three entities, the preferred state was for a collaborative culture with an

increase in internal focus. The dominance of a cultural type of 'Collaborate' was

evident not only across all three entities but was also congruent across all of the

cultural content dimensions. As discussed in this thesis, the presence of cultural

congruence is more typical of higher performing organisations.

To implement the preferred culture would require a definitive shift away from

"Compete". It would take a great deal of effort and leadership to engineer such a

move (Cameron & Quinn, 2011, P.92). Cameron & Quinn advise that the activities

or behaviours that can move an organisation towards a "Collaborative" culture

include establishing a 360 degree evaluation system for all senior managers,

involving employees in all phases of strategic planning, develop training

programmes to increase the facilitation and team building skills of the workforce,

move budget decisions to the lower levels, implement an effective employee

recognition system, hold cross-rank meetings to identify problems and surface

solutions and eliminate layers of supervision (Cameron & Quinn, 2011, P.210).

In summary, it is hoped that this study will help senior leaders to understand how

cultural style can affect the wellbeing of their workforce and how a dominant culture

could have an affect on the overall performance of their organisations.

Effect of Different Collaborative Implementation Models and Culture

The results indicate that a compound model is the most effective model when

implementing a collaborative change. The way UK ROCU D has been implemented

is the closest to a compound model; resulting in a current culture which is closest to

the preferred, (Habeck et al, 2000). It could be argued that this entity is in a

privileged position as it has been setup with a clear mission, funding and has

regional rather than local responsibilities. Although this may have an impact, this unit does need to balance competing demands from seven sources (the five originating forces, the National Crime Agency and the Home Office) and is under a great deal of pressure to disrupt serious crimes across the region as well as to remove Organised Crime Groups. The findings in the study indicate that a collaborative arrangement with a single leadership team, a new set of rules and a new identity results in a more contented workforce.

In comparison, UK Dual Force Partnership C has been setup so that units are managed separately in both forces and the cultures have remained the same (as evidenced by the close alignment of this entity to the cultural profile for UK Police Force B, one of the originating forces). The findings of this study are that this entity lacks a dominant culture, lacks congruency across the cultural content dimensions and have the largest mean difference between the current control and compete mean values vs. the preferred collaborate and create mean values. The free text responses from this entity were the most negative / discontent, in fact many were capitalised.

In summary, in line with the research outlined in the literature review, the study seems to indicate that leaders should consider avoiding collaborative ventures were the originating cultures remain the same and the units within the merging entities are managed separately. The findings indicate that combined units developed along the lines of UK Regional Organised Crime Unit D, with single, as opposed to duplicated, management structures, and recruiting staff on the basis that they will be working in a fresh setup will yield better performance.

Organisational change is not an easy task and taking what may seem to be the most straightforward approach e.g. entering into a partnership arrangement, is not necessarily the most effective route, as evidenced by the lack of cultural harmony within the results for UK Dual Partnership C.

Designing Collaborative Organisational Change with Culture in Mind

Finally, this study recommends embedding the Schein's key cultural mechanisms into every change plan but particularly when joining two entities together. An often-quoted phase made by Darrell Kirch at an address at the Association of American

Medical Colleges is that ' Culture Trumps Strategy' (Kirch, 2007). US medical

research programmes are not directly related to policing but the principle has a

generic application, as supported by the findings of part 2 of this study, (Schein,

2010, P.236).

If the workforce believes that the key cultural mechanisms tested in this study will

not be in place, that they will have little involvement in the design of the future

model, and that there will be a misaligned leadership team with a lack of an

integrated approach, they are unlikely to accept and embed the change, (Schein,

2010, P.236).

Ultimately culture is what delivers performance, determines how conflicts are

resolved and provides a framework for people to work in harmony. Without an

effective culture, it could be very difficult to reach an organisation's intended goals.

Appendices

Appendix A: OCAI Survey

Cultural Assessment (OCAI)

Please take a few minutes to complete this survey. Your specific answers, in combination with those of others, are extremely important. They will be used to help improve working practices.

Please read these instructions carefully. The first 6 questions are based on a standard cultural assessment tool and each contains four sections. Divide 100 points among the four sections in each question depending on the extent to which the statement most closely matches your own experience or views. Give a higher number of points to the statement that is most similar to your opinion.

Please enter the values for the current situation in the 'Now' column. Please then enter the values on how you would like the Organisation to look five years from now, in the 'Preferred' column.

FOR EXAMPLE;   Dominant Characteristics

The organisation is a very personal place. It is like an extended family.

Now = 20 Preferred = 30

The organisation is a very dynamic entrepreneurial place.

Now = 10 Preferred = 20

The organisation is very results oriented. A major concern is with getting the job

done.

Now = 30 Preferred = 10

The organisation is a very controlled and structured place.

Now = 40 Preferred = 40

Total for Dominant Characteristics: Now = 100, Preferred = 100

(Apologies for the fact that the totals do not add up automatically, unfortunately it is

a limitation of the survey tool.)

1. Dominant Characteristics		Now	Preferred
A	Personal, like a family		
B	Entrepreneurial, risk taking		

		Now	Preferred
C	Competitive, achievement oriented		
D	Controlled and structured		
	Total		
2. Organisational Leadership		Now	Preferred
A	Mentoring, facilitating, nurturing		
B	Entrepreneurial, innovative, risk taking		
C	No-nonsense, aggressive, results oriented.		
D	Co-ordinating organising, efficiency oriented		
	Total		
3. Management of Employees		Now	Preferred
A	Mentoring, facilitating, nurturing		
B	Individual risk taking, innovation, freedom and uniqueness		
C	Competitive and achievement		
D	Security, conformity, predictability.		
	Total		
4. Organisation Glue		Now	Preferred
A	Loyalty and Mutual Trust		
B	Commitment to innovation, development		
C	Emphasis on achievement and goal accomplishment		

		Now	Preferred
D	Formal rules and policies		
	Total		
5. Strategic Emphasis		Now	Preferred
A	Human development, high trust, openness		
B	Acquisition or resources, creating new challenges		
C	Competitive actions and winning		
D	Permanence and stability		
	Total		
6. Criteria for Success		Now	Preferred
A	Development of human resources, teamwork, concern for people		
B	Unique and new products and services		
C	Winning in the our sphere of influence, outpacing partners		
D	Dependable, efficient, low cost		
	Total		

7. What 3 things should we be doing differently to move towards your preferred

culture?

1.

2.

3.

8. Is your current role part of a collaborative arrangement?

Yes

No

9. If you have answered yes to Question 8 - which force did you start your service

with?

10. What is your rank and / or job description?

What is your rank and / or job description?

Police Staff

Police Staff Manager

Police Staff - Senior Manager

Police/Detective Constable

Police Officer Manager (Sgt, Insp etc.)

Police Officer Senior Manager (Ch Insp, Supt)

CoG/CCMT

11. What is your length of service?

0 -5 Years

6 - 10 Years

11 - 15 Years

16 - 20 Years

21 - 24 Years

21 - 25 Years

26 - 30 Years

30+ Years

12. What is your gender?

Female

Male

Other

Prefer not to say

13. Which department do you work in?

Appendix B: Emails to Participants

Email One

You have been selected to complete the attached cultural survey, which the Force

Executive is supporting. Its purpose is to allow us to have a better understand our

culture as it is now and the type of organisation that people really want to work in.

The purpose of this study is to assess the organisational culture now and your

views on how this should be in five years time. The survey is based on a tool that

has been developed by a group of eminent business leaders and has been tested in

organisations across the world for more than twenty-five years.

Senior Managers from your units believe this will be a really positive and beneficial

piece of work. The answers you give will be amalgamated with the answers from

other respondents to gain an overall picture. Please note that your responses are

anonymous and completely confidential.

The survey is one page long and should take no more than 10-15 minutes to

complete. It does ask for your opinion across a number of options, as it is difficult to

assess culture with 'yes/no' answers or even a scale. It would be much appreciated

if you could complete it by

Thank you.

Please double click the following link to access the survey:

If you do have any further questions please contact the following email address:

Email Two

Please find below a survey link, which you have been selected to complete by the

senior managers in your department. It will allow them to understand the culture as

it is now and your views on how it should be in five years time. Then, as leaders,

their role will be to work to make improvements, driven by your input.

The survey is based on a tool, which has been developed by a group of eminent

business leaders and has been tested in organisations across the world for more

than twenty-five years.

Please note that your personal details will remain completely confidential and the answers you give will be amalgamated with the answers from other respondents to gain an overall picture.

The survey is one page long and should take approx. 10 minutes to complete.

Please direct any questions to the following email address:

Thank you.

Link to survey:

 Email Three

We are very grateful to the 260 people who have taken the 10-15 minutes required to complete the cultural survey, especially as we appreciate that the questions are a little tricky (as unfortunately it is difficult to assess culture with 'yes/no' answers or even a scale).

We have now conducted an initial analysis of the data received. It has shown that there are real improvements to be made - however the responses from your department are a little low.

Given that we would like to get as comprehensive a picture as possible and to compensate for the fact that the survey was sent out over the holiday period, can we please encourage those who have not yet completed it to do so, within the next 2 weeks?

Please double click the following link to access the survey:

If you do have any questions please contact the following email address:

Thank you.

Appendix C: Cultural Mechanisms Questionnaire

	Agree	Disagree
Q1 Both organisations gain more than they lose from a collaborative arrangement		

Q2 Cultural Mechanisms	Not Likely		Likely		Extremely Likely
An integration plan is used to align the two organisations together					
Leaders have a shared vision					
Leaders communicate regularly & prioritise helping teams to work collaboratively					
Training and Tools are provided for the joint team to do a good job					
Collaboration provides more opportunities for promotion					
Work is more rewarding in a collaborated unit					
Both organisations are strengthened as a result of					

collaboration					
Service provided is improved as a result of working collaboratively					
Workloads are managed effectively across the two forces					
Innovation and entrepreneurial thinking is encouraged					
Joint Teams feel part of a single team, regardless of where they are physically located					
Officers & Staff believe that their units are more effective					
Officers & Staff are involved in the creation of their joint units					
Joint Teams feel proud to work for both organisations					
Leaders actively promote and communicate the aims of collaborative working now					
Leaders actively promote and communicate the aims of collaborative working in planning for the future					
Leaders effectively manage					

conflict					

Q3 What do you think are the barriers to working collaboratively with other organisations?

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