ORGANISATIONAL CULTURE
AND BEST VALUE
IN THE
POLICE SERVICE OF
NORTHERN IRELAND

Being a Thesis for the Degree of
Doctor of Philosophy
In the University of Hull

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Abstract

This Thesis is concerned with the development of a strategic model for assisting with the implementation of Best Value into policing in Northern Ireland. Best Value is a legislative requirement for public sector organisations that is primarily concerned with improving the efficiency and effectiveness of policing; thereby improving the overall quality of service provided to the community. This study approaches the issue of Best Value implementation from the perspective of organisational culture. It seeks to assess the impact of organisational culture on the implementation of Best Value and to provide senior managers within PSNI with a strategic model to assist with full and effective implementation. The thesis opens with an examination of the history of policing in Northern Ireland and relates the development of the organisational culture of the service to the influence of the lengthy period of conflict and violence known as ‘The Troubles’ that made up the external environment in which police officers delivered a service to the community. The background and rationale of Best Value are explored, and through a detailed review of literature, the main operating principles of Best Value are identified. It is through the use of the Best Value principles that the current organisational culture of the PSNI was examined through a research strategy that had a balanced approach of qualitative and quantitative methods. The analysis of the data gleaned from the research identified a significant level of negativity towards Best Value. This was such that if strategic measures were not developed to assist with implementation, this would have led to potential improvements in service delivery and benefits for the Northern Ireland community being lost. Having examined the organisational culture of PSNI with regard to Best Value the study concludes that there is a need for a strategy to be used that effectively manages the influences of the organisational culture. The proposed strategy addresses issues that will directly impact the organisational culture, and provides a series of practical Constructs that can be introduced by PSNI. The strategy provides an effective framework to enable effective Best Value implementation.
Acknowledgements

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<tr>
<td>ANOVA</td>
<td>Analysis of Variance</td>
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<tr>
<td>CBE</td>
<td>Commander of the British Empire</td>
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<tr>
<td>CCT</td>
<td>Compulsory Competitive Tendering</td>
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<tr>
<td>DETR</td>
<td>Department of Environment, Trade and the Regions</td>
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<tr>
<td>DCU</td>
<td>District Command Unit</td>
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<tr>
<td>DUP</td>
<td>Democratic Unionist Party</td>
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<tr>
<td>DPP</td>
<td>District Policing Partnership</td>
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<tr>
<td>ETA</td>
<td>Euskadi Ta Azkatasuna</td>
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<tr>
<td>HMIC</td>
<td>Her Majesty’s Inspector of Constabulary</td>
</tr>
<tr>
<td>IRA</td>
<td>Irish Republican Army</td>
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<tr>
<td>LVF</td>
<td>Loyalist Volunteer Force</td>
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<tr>
<td>MBA</td>
<td>Master of Business Administration</td>
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<tr>
<td>NHS</td>
<td>National Health Service</td>
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<td>PANI</td>
<td>Police Authority for Northern Ireland</td>
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<td>PBNI</td>
<td>Policing Board for Northern Ireland</td>
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<tr>
<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>PONI</td>
<td>Police Ombudsman for Northern Ireland</td>
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<tr>
<td>PSNI</td>
<td>Police Service for Northern Ireland</td>
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<tr>
<td>RIC</td>
<td>Royal Irish Constabulary</td>
</tr>
<tr>
<td>RUC</td>
<td>Royal Ulster Constabulary</td>
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<tr>
<td>SDLP</td>
<td>Social Democratic and Labour Party</td>
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<tr>
<td>SPSS</td>
<td>Statistical Package for Social Scientists</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities, Threats</td>
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<tr>
<td>TSG</td>
<td>Tactical Support Group</td>
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<td>UDA</td>
<td>Ulster Defence Association</td>
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<td>UK</td>
<td>United Kingdom</td>
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<td>UVF</td>
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CHAPTER ONE

INTRODUCTION

This Chapter provides an introduction to the study being undertaken. It provides the reader with a short examination of the history and development of policing in Northern Ireland. The impact of the terrorist and security environment on the practical day-to-day policing of Northern Ireland will be identified and analysed. There will also be an introduction to organisational culture as a concept, and to the examination of the organisational culture in the Police Service as a whole. The possibility of there being a relationship between the culture of the Police service in Northern Ireland and the environment in which it has been operating will also be explored.

This Chapter will introduce the subject of Best Value and outline the background surrounding its introduction through legislation to Local Government and to the Police Service in England and Wales. The possibility that the implementation of Best Value into the police service could be effected by the organisational culture will be examined.

Chapter Two will provide a detailed examination of relevant literature in respect of Policing with specific reference to policing in Northern Ireland. There will also be a review of the literature in respect of organisational culture and Best Value. Chapter Three will provide an examination of the methodologies used in this thesis and will also have a focus on the development of strategies and the selection of an appropriate strategic planning model. Chapter Four will provide a framework under which the analysis of the results of the research has been completed. Chapter Five will provide a full report of the results while Chapter Six will provide a full interpretation of the results obtained from the research. Chapter Seven will address the construction of a relevant strategic model for Best Value implementation and will discuss relevant implementation issues. Chapter Eight will provide a series of reflections on the research process and outlines some of the difficulties that I experienced during the study and some of the learning points that were identified. Chapter Eight also provides a discussion of
the limitations of the study as well as implications for further research in this area.

The thesis will provide the PSNI with a strategic model to be considered when Best Value and its principles are fully incorporated into policies and procedures. This will aid the implementation and will ensure that Best Value is a success.

This research comes at a time of great change for the PSNI. While those outside the organisation welcome much of the change, there are many within the service that feel threatened, demoralised and angry about what they see as political interference to meet a political agenda. It is within this background and environment in which this research has been carried out.

**My personal background**

I am an operational Chief Inspector in the PSNI based in a Belfast District Command Unit (DCU). I have over 22 years policing experience and I have witnessed throughout my policing career the effects of working in a difficult and stressful environment. I have seen at first hand the effects of terrorist activity on policing as well as on individual colleagues within the service.

I have also experienced the comradeship that exists amongst police officers on duty, and how this is often replicated outside the working environment. Police officers have always had to closely consider where they lived and socialised. Due to the security situation, many officers have been attacked and a number murdered in their own homes. The result of this has been a tendency for police officers to live in so called 'safe' areas where there are a high number of other officers resident. This has led to areas where the community has no police officers living in the area, leading to a sense of alienation from those who were providing a police service to the community.

I have a background in the training and evaluation field and have been responsible for completing in-service research projects in a number of areas. I have also carried out research and consultation within the community,
developing partnerships with the local public and private sectors. I feel that I have a balance of policing experience and research expertise that will enable me to effectively fulfil the research aims. There are a number of issues raised with regard to my position within the organisation and my proposed research that I will address in later Chapters.

BACKGROUND

The Police Service

An important first question to address is what is meant by the term police and to identify from where their powers emanate. There is a need, for any society to be peaceful, for people to live within clearly defined laws and for sanctions to be in place to deal with persons who breach them. These functions of maintaining order and enforcing the laws of the state are carried out by the police service established and operating within that society.

The New Oxford Dictionary of English defines the word Police as:

"The Civil force of the State, responsible for the prevention and detection of crime and the maintenance of public order."

(Pearsall 2001:1434)

McGarry and O'Leary define the term Police as:

"A body of persons employed to maintain civil order and investigate breaches of the law."

(McGarry and O'Leary 1999:17)
Policing in Northern Ireland

There can be no more difficult and demanding profession in the world than that of Policing. In every peaceful democratic society there must be a highly professional, trained, accountable service that meets the needs of all members of that society. This basic concept becomes more complex when one considers how a policing service is provided in a divided society. I refer in particular to that most divided of societies: Northern Ireland.

The troubled history of Northern Ireland has demonstrated what difficult issues can arise when there is not widespread support for the police service. These include lack of support for the police within various sections of the community; little affiliation and trust between the police and these communities and the under representation of certain communities within the service itself.

Historical context

Sir Robert Peel, Chief Secretary in Ireland from 1812 to 1818 was largely instrumental in the early development of policing in Ireland. Legislation was passed in 1822 under the Constabulary Act that led to the formation of an early policing service under a more organized and structured national framework. Further legislation in 1836 led to the development of a uniformed central force under control from an Inspector General located in Dublin. The force was subsequently renamed the Royal Irish Constabulary (RIC) in 1867 and on partition in 1922 became the Royal Ulster Constabulary (RUC). It was this 'Royal' title that has caused much debate and criticism from sections of the community in later decades.

Examination of policing in Northern Ireland will demonstrate that the divisions in society have impacted adversely upon the operational policing capability and style of policing, as well as upon the individual police officers that provide the service. In Northern Ireland there are demands for police officers to act impartially within that divided society. This is despite the fact they themselves are a part of and a result of those divisions and will themselves have been
brought up in one particular tradition or another. This has led to tensions within policing as well as within the mindset of the individual officers policing 'on the ground'. Many police officers try to view themselves as 'apolitical' and seek to maintain a distance between themselves and the potential influences of their backgrounds and previous experiences.

This thesis will centre on the Policing service provided by the PSNI. This service was formerly called the Royal Ulster Constabulary (RUC). The formation of the PSNI from the RUC ended a long and controversial tradition of policing in Northern Ireland by a service that was at the same time both respected and reviled in the respective sections of the divided community. This change also included a transformation of the recognized badge of the service. This removed the crown from a prominent position above a harp and gave a badge that provides equal prominence for the harp and crown. Both of these symbols hold particular association for either side of the political divide. Unionists wish to associate with the crown, representing the link with Royalty, while nationalists see the harp as a symbol of their Irish identity.

The 'Troubles'

There can be few people in the United Kingdom or beyond who have not heard of what is euphemistically called 'The Troubles'. This term relates to the thirty-year period of civil unrest, terrorist activity, sectarian conflict and political turmoil that existed in Northern Ireland. These terrorist activities have also impacted on the United Kingdom mainland and in parts of Europe through high profile terrorist attacks on commercial, military and other targets.

The Troubles began in earnest in 1969 following a period of political and constitutional turmoil. Large numbers from the nationalist communities began to assert their views and concerns about the injustices that they saw in the governance of Northern Ireland. The RUC found themselves under severe pressure and lacking in sufficient resources to deal with the problems which were unfolding. This led in 1969 to the British Government calling the Army onto the
streets of Northern Ireland to aid the Police in dealing with the civil disorder and violence that was erupting.

In 1969 an inquiry led by Lord Hunt was appointed to examine policing issues in detail. Major issues arising from the Hunt Report were recognition of a lack of public accountability and the identification of the need for the police to be relieved of all duties of a military nature. This led to the establishment of a governing body for the RUC to be called the Police Authority for Northern Ireland (PANI), the RUC to fall under the remit of Her Majesty's Inspector of Constabulary (HMIC), the establishment of a Police Reserve force and other measures to bring the RUC into line with the developments in mainland policing.

Terrorism

Terrorist groups have existed on both sides of the divide. Republican groups sought to coerce the British Government to cede to their demands for an imposed United Ireland. This was carried out by means of large-scale bomb attacks on commercial and security force establishments in Northern Ireland, mainland Great Britain and Europe. The Irish Republican Army (IRA) is the main terrorist group on the nationalist side. Their activities have included the murder of amongst others security force members, protestants, Government and political figures. Fundraising has been carried out on a huge scale across the United States of America and close links with other terrorist groups such as Euskadi Ta Azkatasuna (ETA) in Spain, and the regime in Libya are also well documented.

Loyalist terrorist groups sought in response to attack republican figures, Catholics, and commercial targets in Northern Ireland. Loyalist terrorist groups have included the Ulster Defence Association (UDA) the Ulster Volunteer Force (UVF) and the Loyalist Volunteer Force (LVF). There were also a number of high profile bombing atrocities in the Republic of Ireland carried out by loyalist terrorists. These groups sought to portray themselves within their communities as the legitimate 'defenders' of the people. This often led to members from these communities turning to the paramilitaries for 'policing' through so called punishment attacks of car thieves and burglars. Both shades of terrorists used to
their own advantage the policing 'vacuum' that often existed in close-knit communities. This vacuum existed because of the lack of support and affinity members of the community felt for the RUC. What is also common between the two paramilitary traditions is an ethos of money making through activities such as extortion and drug dealing.

The effect this activity had on 'ordinary' policing has been immense. Police Officers in Northern Ireland came under daily attack while they were attempting to carry out their duty. This duty often involved dealing with everyday incidents such as domestic disputes, burglaries and thefts. Police Officers were required to keep a distance from the communities in which they served. This was exacerbated through the wearing of body armour, patrolling in heavily armoured vehicles including landrovers and being located in Police stations that were heavily fortified and protected. Senior Police Officers often viewed the safety of their officers as paramount, over and above the priorities of providing a policing service to the community.

The Police approach

The effect of this environment was to lead to a Police Service that was introverted in its approach and which looked upon outside scrutiny and inspection with suspicion. In areas with a high level of terrorist activity, many Police Officers felt under siege and felt little affinity for the communities they were there to serve. Consultation was difficult in that environment and many citizens who felt able to engage with police to work with them in achieving local objectives were themselves the subject of attacks and intimidation. Many political and paramilitary leaders used the fear of attack to deter closer working relationships with the RUC.

This was a Police service with severe constraints on how it operated and on how it saw itself within society as a whole. These constraints have recently been relaxed somewhat with the implementation of terrorist cease-fires. A number of the illegal organisations, which formerly carried out direct attacks on Police
Officers both on and off duty, have dedicated themselves to peaceful and democratic methods for achieving their aims.

**Political influences**

Successive British Governments have attempted to deal with the Northern Ireland 'problem' with varying degrees of success. The mood of the Governments through the Thatcher years was that terrorism could be thwarted by military means. The only communication made with paramilitary groups was through secret talks in an attempt to bring an end to the violence. These proved to be unsuccessful, however many view these tentative contacts as forming the basis of the development of the current paramilitary ceasefires. There was a slow movement towards political change in Northern Ireland. It was widely accepted amongst members from both communities that change would have to come to the RUC, in order to make it more acceptable to a larger section of the nationalist catholic community.

Catholics were historically underrepresented in the RUC and most observers accepted addressing this imbalance as a vital pre-requisite to fully inclusive policing in Northern Ireland. Other changes were proposed to the Criminal Justice system, as well as to Local Government. This provided new momentum for change in Northern Ireland and it was accepted in policing circles that change was necessary. Following the implementation of a ceasefire on behalf of the IRA and loyalist terrorist groupings, the then RUC Chief Constable Sir Ronnie Flanagan acknowledged the pressure for change. This led to the establishment of an internal Fundamental Review of policing and a report was published following an extensive internal review.

The objectives of the policing review were:

"To establish what, in the current and assessed future environment, constitutes a high quality policing service,"
To establish how that service should be delivered to the whole community in Northern Ireland.

Having determined what constitutes a high quality policing service and how it should be delivered, to examine the type of structure, systems and resources needed to give maximum support to the service, and about timescales for any change which may follow.”

(RUC Review Team 1995:6)

The full results of the Review were not made public. Events took an unfortunate turn, when in February 1996, the IRA ended its ceasefire with the massive bomb explosion at Canary Wharf, London followed by other attacks which included the devastation of central Manchester on 15th June 1996.

In 1997 the IRA reinstated its ceasefire and stated that they had unequivocally renounced violence. This led to the beginning of talks with local political parties as well as the British and Irish Governments, with added impetus provided by the President of the United States of America, Bill Clinton. In 1998 after protracted negotiations agreement was finally reached amongst the mainstream political parties on a way forward for Northern Ireland. The only party to dissent from the agreement was the Democratic Unionist Party (DUP) led by the Reverend Ian Paisley, who saw plans to allow the Irish Government a say in the running of Northern Ireland's affairs as totally unacceptable.

Impetus for change

The Good Friday Agreement was signed on 10 April 1998. This was a historic agreement by the majority of the Northern Ireland political parties and the British and Irish Governments. What was agreed amongst other issues was that there would be a fundamental review of policing in Northern Ireland. Terrorist groups would be required to decommission their weapons; an elected Assembly would be set up to administer devolved powers and the principle of consent would be enshrined in law that no change would be made to the constitutional status of
Northern Ireland without the majority approval of the population of Northern Ireland. The Government of the Republic of Ireland also agreed to remove a clause in its Constitution laying claim to the partitioned North of Ireland. Wright and Bryett state that:

"The Agreement aims to restore self-Government to Northern Ireland and to build trust, co-operation and reconciliation between the two major communities...the Agreement recognised the importance of policing through the provision for an Independent Commission on Policing for Northern Ireland which would review policing in Northern Ireland and make recommendations for change."

(Wright and Bryett 2000:58)

The Independent Commission on Policing was led by the former Conservative Chairman, Member of Parliament and Governor of Hong Kong, Chris Patten. The report of the Independent Commission on Policing sought to bring together both sides with an agreement on the way forward for policing. Unionist politicians were determined that while some changes were inevitable, issues such as losing the RUC title and emblems were unacceptable. Many members from the Catholic and nationalist tradition highlighted their concerns that any recommendations made may not go far enough with reforms to enable them to support the police service. This was a unique balancing act that had to be made by the Commission in order to produce recommendations that satisfied each tradition sufficiently without alienating another.

Management of the Police Service in Northern Ireland

The Independent Commission on Policing established the Policing Board for Northern Ireland (PBNI) to replace the existing Police Authority. The Board was established in 2002 and in common with the Police Authority was made up from elected representatives and a cross section of business and other representatives. The effectiveness of the Policing Board was greatly enhanced by the Social Democratic and Labour Party (SDLP) joining the Board and taking an active part in policing issues. This is reflected by the changes in policing which have taken
place, such as the name and symbol change as well as changes in the Oath of Office and greater emphasis on human rights training.

There has also been an Independent Complaints body established through the Police Ombudsman for Northern Ireland (PONI). This body is at the ‘cutting edge’ of independent police complaints investigation and has led to a change in view amongst members of the community that police officers will be more effectively held to account for their actions. All complaints against police officers are now scrutinised by independent investigators who are accountable to the Police Ombudsman and not to the Chief Constable.

The Commission has also placed greater emphasis on community policing. The Commission recognized the difficulties experienced by the RUC in policing Northern Ireland but stated that change was necessary:

“The problems faced by the police service in Northern Ireland are in a sense unique to a divided society, with its own particular history and culture. But many are similar to those confronting police services in democratic societies elsewhere. How can professional policing become a genuine partnership for peace on the streets, with those who love, work and walk on those streets?”

(Independent Commission on Policing for Northern Ireland 1999:3)

Police officers are encouraged to work more closely with community leaders and to consult widely when setting local objectives and priorities. This local accountability process has been established formally through the forming of District Policing Partnerships. These Partnerships are established in conjunction with local Councils made up of elected representatives and local people to meet regularly with Police Commanders to discuss policing issues and police deployments:

“We recommend that each District Council should establish a District Policing Partnership Board (DPPB) as a Committee of the Council, with a majority
elected membership, the remaining independent members to be selected by the Council with the agreement of the Policing Board.”

(Independent Commission on Policing for Northern Ireland 1999:34)

In financial management matters, the Commission recommended that the Policing Board should be responsible for negotiating the police budget with Government and allocating the finance to the Chief Constable. The requirement for the service to ensure economy, efficiency and effectiveness is contained in the Police (Northern Ireland) Act 2000. Section 26(1) states:

“The Board shall make such arrangements as the Secretary of State may by order specify to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.”

(Police (Northern Ireland) Act 2000 Section 26(1))

This leads the PSNI into the legislative requirements of Best value and the Continuous Improvement Section of Corporate Development Branch has taken this forward.

What is Best Value?

When the Labour Government came to power in 1997 it made proposals to shape the provision of public services around the legislative requirements of what was called Best Value. This had at its heart the need to ensure economy, efficiency and effectiveness in the public sector. Best Value was to be delivered as a statutory requirement under legislation generated in Parliament, where there was a large unassailable Labour majority. Leigh et al describe Best Value as:

“...statutory duty...that aims both to engender closer links with their work and the priorities of local communities and encourage continuous improvements in local service delivery.”
Best Value sets out a framework for local Government bodies, Police and other public sector bodies to scrutinise their services and to implement a rigorous review process that will enable savings in costs and general improvements in services to take place. It places important obligations on public sector managers to continuously review and whenever appropriate change the way in which their services are provided. The legislation introduced what have been called the 4 C's and these form part of the main framework for Best Value, involving the following key principles:

- Challenge
- Compare
- Consult
- Compete

This process places new obligations on managers to review services along specific and detailed areas, known as the 4 C's. In some areas, local Government bodies have extended the areas to 5C's, the fifth C being Collaborate. Some explanation about each of the 5C's is required to outline the areas that are considered in the Best Value process.

Challenge

The challenge aspect of Best Value places a requirement on the public sector to take a thorough review of all the services that they provide and places an obligation on managers to ask searching questions about why services are provided at all. This is a radical aspect of Best Value, in particular for organisations that have not been required in the past to carry out such an in-depth and fundamental process. Dobson describes how Best Value:

"aims to challenge inefficient, ineffective and uneconomic organisational orthodoxies."
(Dobson 2000:24)

Compare

The compare aspect of Best Value requires service providers such as the police to make comparisons between their own performance and others across a range of areas. Bean and Hussey describe comparison as:

"The performance of the service should be compared with others across a range of relevant indicators."

(Bean and Hussey 2000:56)

The compare aspect of Best Value is seen as crucial in ensuring that services are provided effectively and efficiently. This requirement has been a significant departure for the police service, where there historically has been little examination of how police services perform in comparison with other similar organisations or other bodies providing a similar service outside the policing environment.

Consult

One of the more fundamental aspects of Best Value is the requirement it places upon organisations to consult. This consultation should take place primarily within the organisation but is also deemed to be important with internal users and customers.

Best Value places an obligation on managers to seek out their stakeholders and to consult with them on a range of issues. The Government has shown itself to be particularly motivated to ensure users are placed at the heart of public services. This is emphasised by Miller and Bell:

"The Government intends that the views of the public and service users should pay a significant role in decisions about Best Value."
The requirement for managers to consult with members of the organisation is also emphasised in Best Value. This important aspect of the consultation process is highlighted by the Audit Commission that states:

"An internal communication strategy needs to ensure real and effective means of establishing employee views in order to draw on their knowledge and experience."

(Audit Commission 1998:18)

Compete

The competition element to Best Value provides some potential difficulties for the public sector and in particular the police service. Competition in Best Value asks radical questions of managers about their services. These questions address questions about how a service should be delivered in order to give the best quality service to users. There is an emphasis on continuous improvement and ensuring that economy, efficiency and effectiveness are secured.

Best Value further requires managers to identify other potential service providers. Managers should identify how and when new suppliers can be brought into the market. In this way, old and outdated practices are challenged and new areas of service are opened up to fresh and innovative competition. There are major challenges for the police service in opening up their practices for competition as well as to introduce new suppliers and service providers into the service. Again, if one looks at the particular circumstances of policing in Northern Ireland, the concept of openness and inviting others from 'outside' the police service to become directly involved in service provision is inherently difficult and challenging.

Collaborate
The fifth ‘C in the Best Value framework involves the responsibility for the public sector to collaborate in respect of delivery of services. Gosling describes this as:

‘Working in partnership with other statutory and voluntary agencies is a core principle of Best Value.’

(Gosling 1999:18)

Collaboration opens up the opportunity for managers to forge partnerships and alliances with other similar service providers. The aim of collaboration is to ensure value for money and effectiveness in service provision. This requirement provides unique challenges for the police service, which can be reluctant to work with other agencies in the provision of services. One can see this expressed through the resistance to the provision of uniformed security wardens patrolling vulnerable areas funded directly by residents and business owners.

**The Police Service experience**

The legislative requirement to introduce Best Value and Best Value reviews also fell to the police service in England and Wales on 1st April 2000 by virtue of the Local Government Act 1999. The DETR outlined the overall responsibility placed upon Police Authorities by the legislation:

“The duty to obtain Best Value will apply to Police Authorities. They will be required to act within the Best Value performance management frame work securing year on year improvements in police services.”

(DETR 1999:15)

The introduction of Best Value led most police services to establish teams of police officers and civilian staff to explore how Best Value would impact on current methodologies. Pangelly outlined the overall effect of Best Value:
“In practical terms, Best Value will require each force to review the entire range of services it delivers over a five year time scale and to repeat the cycle of reviews thereafter.”

(Pangelly 1999:27)

The legislation placed an obligation upon the police service to produce a Best Value Plan that was to describe the reviews that were annually to be taken as well as setting out the results from past reviews. This led organisations to question who should carry out the Best Value reviews? Should internal personnel carry them out or is effective review only guaranteed through an independent process? Forces also expressed the need for external involvement in reviews to allow challenges to services to be genuine and credible. The question of who should carry out the review also depends upon issues such as the available resources as well as the existing organisational culture.

The New Local Government Network underpins the importance of cultural considerations in the implementation of Best Value:

‘Best Value will require major cultural, managerial and technical changes. Old ideologies need to be debated, challenged and resolved, or they will impede an open-minded approach to Best Value. Four things are needed to make this happen:

- A shift of attitudes,
- Leadership of change
- Developing a procurement and investment strategy
- Developing appropriate skills’

(The New Local Government Network 2000:13)

Organisational culture
There is long history within management circles of studying, defining, analysing and ultimately attempts to manipulate the organisational culture. Many of the ‘experts’ in this field offer different definitions for the term ‘organisational culture’. Bate describes organisational culture as:

‘the pattern of basic assumptions which a given group has invented, discovered or developed in learning to cope with its problems of external adaptation and internal integration’

(Bate 1994:35)

Cartwright provides a deeper analysis of the term and provides an interesting insight into the origins of culture and suggests that in organisations, the culture is something which can be developed and grown:

“The origin of the term ‘culture’ derives from Latin; it refers to the cultivation of the soil. It literally means to grow, to produce and, most significantly, to cultivate or improve the mind through learning.”

(Cartwright 1999:4)

Organisational culture can be a major factor in how organisations operate. It will be a factor as to whether or not they are successful in achieving their aims and objectives. This must be a consideration by managers who are embarking on a major change programme such as that anticipated with the introduction of Best Value into the PSNI.

Organisational culture research

There are many practitioners in the field of organisational culture with wide ranging views on how (or if at all) attempts should be made to assess the culture of an organisation. Alvesson et al point out that there is still further research required in this field:
Corporate culture and organisational symbolism are still relatively undeveloped fields of research. While this is obviously a deficiency which influences the scientific status of the field, it also indicates that this is a field with considerable development potential, which has not yet been trapped in its own structures.

(Alvesson et al 1992:78)

The question of why one would wish to assess the culture of an organisation in the first place also requires some attention. There is no doubt that successful and accurate cultural assessment is difficult and there are dangers in embarking on any large scale change process until one is satisfied that the culture has been accurately identified.

Change within organisations is often difficult and can be effected by many factors. One of the factors that have major ramifications for change managers is that of organisational culture. Members within the organisation may be resistant to change; this resistance may be supported by the culture of the organisation. Cartwright states:

"An organisations culture can therefore either be a vehicle for change, a fixture that is resistant to change–or some combination of the two."

(Cartwright 1999:22)

Police culture

There have been many studies carried out in respect of 'police culture' that is sometimes referred to as the 'canteen culture', i.e. the organisational culture specific to the police service. Many of these studies have focused on a culture that was perceived as a macho, sexist, and resistant to change, and on occasions, overtly racist. There has been a renewed interest in police culture following high profile inquiries such as that investigating the death of Stephen Lawrence.
If one considers the PSNI, one can begin to see how the difficult past may have shaped and moulded the organisational culture. I have already outlined the history of policing in Northern Ireland. The environment was and in many ways remains a very difficult and dangerous one in which to operate and provide an effective and efficient policing service. The question posed in this research will be; could the organisational culture of the PSNI have an adverse impact on the implementation of Best Value in Northern Ireland policing?

There have been a number of lessons learnt from Best Value implementation within the police service in England and Wales that will form part of my study. These focus on the apparent lack of consideration for how the organisational culture of the police service could impact on Best Value implementation. These pilot studies were progressed by a Working Group from the Home Office Department dealing with Police Performance and Best Value. The studies were designed to identify from a number of forces in England and Wales what experiences they were having in their preparations for Best Value implementation. The examinations of the studies were completed by Leigh et al. They found that:

‘Attitudes to change were seen as key to the success of forces’ Best Value approaches and the force’s history of change management was a major influence. Interviewees from forces that had experienced significant changes in the recent past, although acknowledging that some staff were weary of upheaval, thought that colleagues had become more accepting of change and might even welcome Best Value. One commented: ‘The main hindrance will be a cultural one, people will be thinking it’s yet another change’.

(Leigh et al 1999:16)

The experience from the pilot studies examined by Leigh et al underpins the need for my research. There is a need for the culture of the PSNI to be examined with regard to how best the legislative requirements of Best Value can be fulfilled. My research is important at this time as successful implementation could and will be aided by an examination of the current cultural position with regards to the
main aspects of Best Value. There are managerial actions that could be taken in advance of Best Value implementation that would ensure that organisational aims are better met. These could be taken forward with an overarching strategy for implementation within the PSNI.

Research objectives

My research objectives are therefore:

- To carry out a review of literature in order to ascertain the main principles and components of Best Value.
- To effectively measure the current cultural position in the PSNI with regards to the identified Best Value principles.
- To ascertain the optimum cultural position required within the PSNI in order to ensure Best Value principles are implemented successfully.
- To analyse and identify the areas between the optimum cultural position and the current cultural state of the PSNI.
- To develop a strategic model to ensure that Best Value is successfully implemented in PSNI.

Summary

This chapter has set out the aims for the study being undertaken. It has outlined in concise terms the basic structure of the thesis and has described in some detail the main aspects of the issues surrounding the research. The Chapter has put into context the relationship between the development of policing in Northern Ireland and how this has affected how the service has been provided. This has been linked to generic descriptions of what organisational culture is and the chapter has gone on to show the PSNI at the verge of implementing Best Value through the introduction of legislation.
The following chapter will examine through a detailed review of the relevant literature the main aspects of this research introduced in Chapter One.
In Chapter One I provided an introduction to the thesis and outlined the main aspects of the research and why I had decided to carry out the study. In Chapter Two I will provide a more detailed examination of the relevant literature in an attempt to:

1. Provide an in-depth investigation of the main aspects of the subject. This will enable the reader to have the necessary perspective when considering connections and links between the main parts of the study.
2. Examine in detail the concepts of Best Value and organisational culture.
3. Draw out the nature and scope of the potential effects of culture within organisations.

This review of the literature will provide the contextual basis and perspective for the research, give a link to the analysis of the results of the research presented in Chapter Five and interpreted in Chapter Six. This will support the building of a strategy for the introduction of Best Value in the PSNI that is provided in Chapter Seven.

**Policing in Northern Ireland**

The effects of the Troubles in Northern Ireland have been immense in terms of how the situation shaped how society developed. The normal political process became stifled and issues such as economics, local government, education and criminal justice became secondary in importance to issues such as security, constitutional and religious affairs.

One of the main areas for controversy was that of policing. Historically, the majority protestant loyalist community saw the police service as part of their community while a large section of the catholic nationalist community felt alienated and oppressed by the police service provided by the RUC. The violence and destruction that emanated out of the political and religious divide was widespread and at times costly in terms of lives and damaging to the wider economy. Many opportunities were lost in respect of inward investment as
foreign employers were reluctant to invest money and jobs in such a volatile and unpredictable environment.

"Since its creation in 1921-2, Northern Ireland has been a deeply troubled society. Its two major communities have not been able to reconcile their political and cultural differences with the result that violence and oppression have been frequent and costly."

(Wright and Bryett 2000:55)

The responsibility of policing Northern Ireland fell to the British Government and since the formation of the RUC the development of policing has been difficult and controversial. The policy adopted with respect to policing has often changed with attitudes on the mainland towards the situation in Northern Ireland. This is highlighted by Ellison and Smyth who state:

"The policing of Northern Ireland has been a preoccupation of the British State since the beginning of the 19th Century and the methods, organisation and practice of policing reflect and refract the changing focus of policy towards Ireland."

(Ellison and Smyth 2000:121)

Throughout the 1980's and 1990's the main preoccupation of the RUC was to secure a stable and safe society through their security and anti-terrorist operations. There was a desire on the part of many officers to provide a high quality policing service in an impartial and even handed manner, though often the environment they worked in did not enable the level of service and contact with the community to be high. My own experience in the 1990's of policing an area of West Belfast as a Section Sergeant was that the majority of people welcomed the presence of a police service as opposed to the presence of paramilitaries who often meted out violent and brutal 'justice' on the community. This support could not be publicly demonstrated as to do so would bring that person under threat of attack from paramilitary groups such as the IRA.
There was hope on the political horizon with the announcement of the IRA ceasefire. This was an acknowledgement by the IRA that the armed conflict was over and they and their political representatives would dedicate themselves to exclusively peaceful means. Armed republican groups were adamant that there would be no surrender on their part and that they had legitimate aspirations for change in society. Ryder states:

‘On the night the IRA ceasefire took effect Republicans underlined that doing away with the RUC was their highest priority when they triumphantly painted out the letters RUC outside several Belfast Police Stations and daubed the word Garda instead.”

(Ryder 2000:98)

A Policing history

There is little doubt that the RUC, while policing the security situation, was largely unable to provide the level of ‘ordinary’ policing that it would have liked. Wright and Bryett state:

‘It is the case that since 1969 it (the RUC) has had very little opportunity to develop and practice many ‘ordinary’ policing functions which are more typical of devolved, community level operations.”

(Wright and Bryett 2000:34)

The style of policing which emerged from the Troubles was one where protection of police officers and Stations became a priority and in many areas policing was carried out with large scale Army support. The result of this was a service that was, in certain areas, devoid of community support, involvement and influence.

Wright and Bryett state:
"The police response to the changing social environment and the crime problem inclined heavily towards strategies which gradually moved them from their traditional contact with the public."

(Wright, J. Bryett, K. 2000:39)

This view concerning the RUC's lack of community interaction is reinforced by Ryder who introduces the concept of policing in Northern Ireland as being carried out by the RUC living and working as a 'third community', i.e. one that is distinct and separated completely from the unionist and republican communities.

"Over the years of conflict the police had come almost to represent a third community in divided Northern Ireland, working from armoured vehicles, fortified police stations and to a large extent protected by soldiers when they patrolled, they had little contact or intimacy with the community they policed. There was a distance, reinforced by their own lifestyles."

(Ryder 2000:87)

The security situation also played a major part in how police officers and their families lived in Northern Ireland. A large proportion of the police officers murdered as a result of the Troubles were killed while off duty, often by means such as the under car booby trap explosive device. Police officers tended to buy their homes in areas that were free from the threat of terrorist attack. As traditionally the main threat of attack came from the republican and nationalist community, most officers tended to reside within unionist areas. The result being that police officers bought homes in these areas where they could 'switch off' more readily from the pressures of their work in relative safety.

Many police families tended to socialise with other police families and groups of police officers that worked together in sections would have gone out together to drink. The level of threat was such that only 'safe' areas could be frequented to socialise as republican terrorists were known to target police officers in pubs and clubs throughout Northern Ireland. The nature of policing in Northern Ireland
was characterised by difficult and dangerous working conditions, but also with long working hours and consequently large financial rewards. Police officers were well known to command comparatively large salaries with respect to other working families in Northern Ireland. Young, male police officers in particular were known to ‘work hard and play hard’ and to spend large sums of money on fast cars and drinking. The recruitment of police during the Troubles was surprisingly easy. In the 1980s and 90s encouraged by the lifestyle many young people, predominately male and from within the unionist community came forward and joined the RUC.

All of these factors contributed greatly to the further separation of police officers, both on and off duty from their communities, in particular the catholic nationalist community. Ryder highlights this point:

‘their prosperity and the need for tight personal security enabled the police to live in clusters of safe, comfortable middle class ghettoes, largely in the greater Belfast area they were able to afford good cars, in which they travelled, frequently some distance, to their stations and thus became detached by not living among the community they policed.’

(Ryder 2000:99)

A new Policing Arrangement in Northern Ireland

The implementation of the IRA ceasefire led the mainstream political parties to meet together and begin to put together an Agreement. This covered areas such as constitutional reform, reform of the judiciary, arrangements for paramilitary decommissioning and for policing. According to Wright and Bryett, the aim of the Agreement was to:

‘restore self-Government to Northern Ireland and to build trust, co-operation and reconciliation between the two major communities.’

(Wright and Bryett 2000:102)
The effect on the political landscape of the Good Friday Agreement was immense. A major component of the Agreement was the review of Policing in Northern Ireland. This was agreed by all of the political parties involved but their agendas and aspirations for the results of the review were as diverse as the communities themselves that they represented. Ryder highlights the importance of policing in the overall Agreement:

"Policing in Northern Ireland had, of course, long been a volatile and controversial issue. Almost as soon as the ceasefires were called, the British and Irish Governments as well as local politicians served notice that the RUC's future would be one of the most prominent topics when they began to hammer out a political settlement."

(Ryder 2000:102)

Ryder further emphasised the importance of the Agreement in providing a new start to policing in Northern Ireland and how the policing style of the past needed to change and to bring Northern Ireland more into line with mainstream policing styles and systems:

"If the Agreement can, at last, be fully implemented and the threat of terrorism convincingly lifted, the way will be clear for a new beginning to policing with a routinely unarmed, high-technology, close contact, non-aggressive community based Northern Ireland Police Service replacing the RUC."

(Ryder 2000:179)

The Independent Commission on Policing in Northern Ireland engaged on consultation inside and outside Northern Ireland and considered policing models in other post conflict environments such as South Africa. The Commission considered a range of views and acknowledged the difficult part the RUC had played in policing Northern Ireland since the onset of the Troubles in the late 1960s. The difficulties experienced are also highlighted by other studies in this area. Brewer and Magee point out that:
Police stations in ‘sandbag’ areas are very enclosed worlds, which gives them camaraderie, but also encourages a beleaguered and embattled attitude which can lead to pejorative evaluations of the public outside and negative feelings towards routine police work:’

(Brewer with Magee 1991:127)

The Independent Commission had the task of reforming a Police Service that was steeped in tradition, had a high level of camaraderie and also had the widespread support of the wider Unionist community. There was also a very real desire on the part of the Catholic and nationalist communities for broader reform. There was also a more extreme view of disbandment of the RUC as being the only way forward.

The Independent Commission had the task of reforming a Police Service that was steeped in tradition, had a high level of camaraderie and also had the widespread support of the wider Unionist community. There was also a very real desire on the part of the Catholic and nationalist communities for broader reform. There was also a more extreme view of disbandment of the RUC as being the only way forward.

The aspects of the report that caused the most controversy were those recommendations covering the symbols, name, and oath of office, and uniforms of the new police service. The RUC’s name and badge were to be replaced and the Police Service of Northern Ireland (PSNI) was created. Structurally, the report made recommendations regarding major reform of how the PSNI was to be managed, in terms of accountability and strategic direction. Ryder highlights these issues as follows:

"The Commission also recommended anew Policing Board should be created the Board’s responsibility would include setting objectives and priorities of policing over a 3-5 year period, negotiating the annual policing budget and measuring performance against the budget and the annual policing plan:"

(Ryder 2000:154)

The Northern Ireland Policing Board was established in 2000. The Board is made up of elected representatives and independent lay people who are managed by a large Secretariat and administrative body based in Belfast. The establishment of the Policing Board signalled the end of the Police Authority for
Northern Ireland that had previously acted to hold the Police to account. The Policing Board quickly settled down into its new role and began to implement the recommendations of the Independent Commission for Policing which were enshrined in the Police Act (Northern Ireland) 2000.

The Policing Board in its first Annual Report re emphasised what it saw as its main role:

"The Board's role is to secure the maintenance of an effective and efficient policing service and to hold the Chief Constable and the policing service publicly to account for the performance of that function. The Policing Board has an important role within the overall programme of change in the delivery of effective, efficient and accountable policing as envisaged in the Belfast Agreement."

(Policing Board for Northern Ireland 2002:13)

Aside from the wider political implications of securing greater accountability for policing in Northern Ireland the Policing Board began to ensure that services provided were being done so in an efficient and effective manner. The nature of policing had been that the service was needs driven. Various policing operations were required, often at short notice, with the priority being the provision of the service as opposed to any in depth consideration of costs or resources.

The Chairman of the Policing Board Professor Desmond Rea has identified the role of the Policing Board in securing greater efficiency in policing and has accepted the responsibility placed on the Board by the legislation:

"The Policing Board has a statutory obligation under the Police (Northern Ireland) Act 2000 to issue a report relating to the policing of Northern Ireland. At a practical level we have new responsibility and structures designed to make the delivery of policing more effective and efficient, more responsive of and accountable to everyone in Northern Ireland."

30
This additional facet of accountability is one that will bring policing in Northern Ireland more into line with the service on the mainland. The major changes in recent times in policing on the mainland have included the introduction of Best Value principles.

**Best Value**

The election of Labour Government in 1997 heralded the introduction of reform to the way public services were delivered in the United Kingdom. The Labour Party had campaigned in opposition to Conservative policies regarding funding of the National Health Service, Policing and other areas. The electorate were convinced by their arguments that the Conservatives were not the Party to secure effective and efficient public services and as a result, three terms of Conservative Government came to an end.

The Labour Government quickly introduced a policy entitled Best Value and made the fulfilment of this policy a legislative requirement throughout the public service. The policy swept aside the old Conservative economy and efficiency agenda and sought to bring public services closer to the communities they served.

"Best Value is about securing continuous improvements to local services having regard to a continuation of economy, efficiency and effectiveness."

(Home Office 2000:6)

Dobson describes Best Value as:

"an all purpose enabling tool to increase service quality and responsiveness to user needs within the public service. It is a central part of a much wider programme of reform and transformation it will drive change and service improvement across the board."

(Policing Board for Northern Ireland 2002:10)
The Government saw Best Value as a way of providing economy and efficiency as well as improving overall effectiveness and quality of local services. There was also a desire to make public services more accountable to the people they serve. The legislation bringing forward Best Value was the Local Government Act 1999. This legislation laid out the structure for how Best Value should operate and outlined the requirements it placed on the public service. The legislation came into effect on 1st April 2000:

“from 1st April 2000 quality in the shape of something called Best Value will become mandatory for all local, police and fire authorities by virtue of the Local Government Act 1999”

(Pangelly 1999:27)

Best Value provides the public service with a framework for managing their responsibilities to the legislation and the requirements of the Government. Bean and Hussey provide the following summary of the framework:

Establish objectives and performance measures
Figure 2-1

(Bean and Hussey 2000:34)

The framework for Best Value does place a number of requirements on the public service in order to fulfil the needs of the legislation. While some of the aspects will already be part of the management process, the legislation places new obligations on managers that are costly in terms of time and resources to complete. Best Value has been criticised in terms of:

"Critics claim that Best Value is-"
• Administratively expensive
• Unnecessarily bureaucratic
• Not improving services enough to justify the effort or cost involved:

(DETR 1999:29)

The changes required to bring about successful implementation of Best Value were analysed by public sector managers who were keen to make Best Value a part of their management processes. The need to adopt a corporate approach to Best Value was quickly identified and that there was clearly not going to be a ‘quick fix’ to introducing these radical reforms, which were part of a wider Government agenda:

“Politically, Best Value is part of a broader agenda of open Government and public involvement.”

(Alexander 2000:263)

For any organisation to succeed there must be a clear corporate view of what the needs and aspirations are and how performance will be measured. Failure to adopt a corporate approach can lead to failure in successfully adopting Best Value principles and requirements into the public sector:

‘One of the most significant causes of failure to achieve a Best Value service is the lack of consideration of how resources are used in relation to common objectives’

(DETR 1999:12)

The public service is accountable to Government through key performance indicators and targets, as well as league tables and annual reports. The effect of Best Value upon this process is to enhance the importance of performance management and to introduce an ethos of continuous improvement. This was to
be a new ‘regime’ that brought with it new responsibilities as well as opportunities to improve their services and bring them closer to the people they were supposed to serve.

“Simply imposing new procedures and measures on top of unchanged processes will not improve the way that an organisation performs.”

(Kent and Boxall 1998:26)

This ethos marked a departure from the previous administration’s view and marked out the New Labour philosophy of involving the public more in service delivery.

There is a clear need for new thinking to make Best Value successful. This involves the need for political priority setting with a clear focus on local needs and for the involvement of local people. The essential elements of Best Value are highlighted by the DETR:

‘Essential elements of a Best Value regime are:

1. The political framework—setting objectives and priorities, balancing interests
2. Local accountability—need to engage local people
3. External focus
4. Requirement for fundamental challenge and the search for innovation.”

(DETR 2000:10)

In any radical reform of services and how they operate on a day-by-day basis, there is a need to fully involve all staff in the process. The framework to bring about Best Value implementation is complex and, as some critics would claim, excessively bureaucratic and expensive. This could cause problems from a human resource perspective within organisations. It places an important
responsibility on management to identify the areas within their own organisations where there is a skills and knowledge shortage.

Staff involvement and support is crucial to the overall success of Best Value. There must be engagement with staff at all levels to ensure that staff have ownership of the system and are motivated to make it succeed. This includes consideration of the needs of Trade Unions and Staff Associations. The achievement of continuous improvement targets will depend upon the engagement with Staff and the fulfilment of reviews that is required by the legislation will need their direct involvement and participation. Dobson highlights the Government's acknowledgement of this point:

"Well motivated and well trained employees are vital in the provision of Best Value services—the Government wants in future to see employees fully involved in improving the services that they provide to the community."

(Dobson 2000:176)

The Best Value Process

The Best Value process involves the public sector performing a range of interrelated actions and processes upon their services. The process is cyclical and intended to introduce the continuous improvement ethos sought by the Government.

Challenge

The challenge aspect of the Best Value process provided public sector managers with a fundamental change to the way they viewed and structured their processes and procedures. Bean and Hussey outline the need for them to challenge the very existence of their services:

'Challenge means to ask, should the service be provided, if so, how should it be provided?"
This requirement under Best Value to challenge whether a service should be provided at all was a radical departure from previous initiatives in respect of economy and efficiency. The Labour Government was also determined to embed local accountability into the challenge process. Any challenge to service provision must include the views of the local service users. Justification for the provision of a service must be clear and must be based upon local assessment and consideration. The service being provided must clearly be important and relevant to those that are using it.

Challenge in respect of Best Value also makes issue with the level at which a service is provided and also the way in which the function is exercised. There are often a variety of ways in which services could be provided. In the past there may have been a tendency for the public sector to provide their services in a way that met the needs of the providers as opposed to the end users. This led on occasions to a lack of responsiveness by managers and frustration on the part of the public using the service.

Service providers must challenge the need and scope of the service in a way that never before they had to do. This challenge caused difficulties for some areas of the public sector, which were not used to dealing at such a radical and fundamental level. This would include the police service which often is described as slow to change and unresponsive. The effect of the organisational culture on how the challenge of Best Value is met is a clear issue for management. The radical and fundamental nature of challenge in Best Value is also emphasised by Dobson, who graphically describes the impact of challenge on the public sector:

“At the heart of the challenge stage is the need for earthquake in respect of complacent orthodoxy. Adherence to old ways against the requirements of reason and circumstance gives no licence for the present and no passport to the future.”
Prior to the introduction of Best Value the economy and efficiency regime was driven by the Conservative Government. Their ethos was reflected in the way the public sector was managed and led to some initial reluctance to deal with Best Value at the fundamental level that was intended.

"Authorities have not got much into challenging what they do, and how they do it. They are conservative bodies with a small 'c'."

Consult

An effective flow of information is essential to the success and health of any organisation. The private sector has placed great importance on customer relations. This has become an issue of even greater importance with the introduction of a global economy, the Internet and 24-hour societies where there is a larger marketplace with greater competition for business. This emphasis on the customer has become an increasingly important issue for the public sector as well.

The Commission provide the public sector with advice as to how it should prepare for the consultation process:

"There are three key steps that Authorities need to take to get ready for the Best Value consultation requirements:

1. Deciding how and when to consult
2. Developing local approaches; and
3. Overcoming obstacles to effective communication."

(Audit Commission 1998:68)
The consult aspect of Best Value has reinforced the importance on the need for two-way communication between the public sector and its customer base. This has caused some difficulty for some public sector managers who have had to review the way they make decisions on the provision of services. This would include the police service in particular.

"In some areas the existing consultation process is very sterile. The Police Service has found it difficult to reach out to some groups such as young disadvantaged people. Activities have often been sheltered from market testing and value for money."

(Gosling 1999:19)

What therefore constitutes consultation in terms of Best Value? Miller and Bell describe it as:

"The Government intends that the views of the public and service users should pay a significant role in decisions about Best Value."

(Miller and Bell 1998:13)

This definition clearly highlights how the Government sees the public playing an important and pivotal role in deciding how services should operate. Local communities need to be engaged in meaningful ways to establish what services should be provided. Dobson reiterates the importance of consultation for the Government when he states:

"Consultation is putting the needs of service users uppermost and adopting an open mind as to how a service might be provided and by whom and by being prepared to seek out and listen to the views of others."

(Dobson 2000:88)

There is an obligation and a legal requirement on public sector managers to consult fully within their communities in order to make the fundamental service
provision decisions. Internal communication is also an important issue. The changes being brought about by Best Value are radical and in themselves cause uncertainty and instability within organisations. Change must be managed well for it to be effective in making the desired improvements in services. Bean and Hussey have included this aspect of consultation in their definition of the concept:

‘Consultation means to consult with local people, service users, staff, existing and potential providers and partners, stakeholders and other relevant parties.’

(Bean and Hussey 2000:165)

There must be an effective internal communication strategy within organisations in order to make Best Value a success. The views of employees must be sought in order to fully draw on their expertise and experience. Communication from the 'bottom up' is essential to provide all relevant information for the problem solving process. This will also help the employees to gain the ownership of the changes being brought about by Best Value. The insecurity often brought about by any form of change in organisations can be kept to a minimum by ensuring that employees are fully involved and consulted.

Once the initial consultation has taken place within the organisation it is important that the process continues in an effective way as part of a wider consultation strategy. Initial interaction with staff is important, but as the service evolves along the principles of Best Value, further changes may well be necessary. The introduction of these further changes to the service will be more effectively made if full consultation has taken place at pace with the changes themselves. Bean and Hussey highlight this concept:

‘Communication mechanisms for staff—ensuring that effective communication processes are embedded in the service, and active staff involvement is sought wherever possible. Ideally this should be an organisational goal and not just for individual services.’
The requirement for services to compare themselves with others provides one of the greatest challenges for Best Value managers. To compare a service with another opens up the possibility for praise if one is found to be of a high standard, but also to criticism if shortcomings are evident. Dobson outlines comparison within the Best Value framework as follows:

"Informed comparison is the basis of performance management and is also crucial to an effective review."

There is an obligation on managers to compare the performance of their organisation with others across a range of indicators. This will mean that services will be open for comparison against the best that can be provided. This is a useful tool used by the Government for providing an incentive for managers to provide an effective and efficient service. This has developed to a point where league tables of performance are published in respect of services such as the National Health Service (NHS) and education. Funding decisions are often based upon a league table position or by a Government rating in comparison with others. This form of comparison has caused controversy in the wider political arena and can lead to poor morale and motivation.

In terms of the police service, managers will have a range of issues with which Best Value will expect there to be comparison. This comparison will also take place on a range of occasions when part of the overall Best Value process. These occasions will include the original overview of the service, the main analysis phase, the final decision making process as well as the implementation, monitoring and review.
Compete

Best Value requires public sector managers to consider competition as a means of procuring their services. Competition has been a contentious issue for the public sector. The Conservative policy of CCT led to difficulties in service provision. Many were critical of the policy to 'contract out' services and in the NHS staff viewed this contacting out as a means of saving money, reducing employee terms and conditions, leading to an eventual reduction in service standards. Bean and Hussey outline the difference in respect of competition within the Best Value framework:

"The competition element of the review is not about seeking ways to contact out services but rather to establish how a service should be delivered in order to give the best possible quality to the end user and achieve continuous improvement through effectiveness, efficiency and economy within the available financial resources."

(Bean and Hussey 2000:121)

The DETR has outlined how competition should be taken forward in Best Value. The Government has, through Best Value, stated its commitment to providing high quality, effective and responsive services which have built in accountability processes. The competition element is designed to ensure standards are driven up and as a means to encourage innovation. Critics of Best Value point to the competition element as one of the most problematic areas of the legislation. There was a reluctance on the part of some not to engage in competitive processes or only used them to set targets for in house improvement (DETR 1999:Issue 8)

The Government is keen to highlight the positive aspects of competition and to ensure public sector organisations keen an open mind as to who delivers their services. Local Government Minister Beverly Hughes states:
‘Clearly, Best Value drives up standards and promotes competition. It encourages innovation and recognises the value of partnerships with the private and voluntary sectors. Above all, it ensures local people and local communities are put first.’

(DETR 1999:5)

The experience of the police service in respect of competition has been more problematical that other public sector organisations. The nature of policing is such that not all of the functions of policing can be open to competition. The police service is empowered by legislation to carry out functions such as making arrests, searching property, gathering evidence etc. These are not services or functions that could be readily opened to competition. There are other areas of policing which could be considered in terms of competition. Pangelly states:

‘there are many policing functions which could be adopted by the private security industry, either wholly in competition with the police or in partnership.”

(Pangelly 1999:29)

Policing is one of the political issues that can influence how the electorate regards Governments. No political party wants to be perceived as being ‘soft on crime’ or be seen to be reducing numbers of police officers or by diluting the effectiveness or responsibilities of the police in any way. In recent years there have been several initiatives to encourage competition in policing through the provision of private security firms and local wardens carrying out ‘beat’ patrols of areas such as housing and industrial estates.

Collaborate
The need for public sector managers to take a strategic view to how they fulfil their responsibilities is reinforced by the implications of the Best Value process. Collaboration is described by Pangelly as:

"seeking the opportunity to deliver the service in partnership with other organisations as a means to providing value for money and effectiveness."

(Pangelly 1999:28)

The main decision to be made by the public sector relates to who should provide the service in the first place. Services can be sourced from means other than from the organisation itself with potential for making savings in overall costs. The decision whether or not to source from outside the organisation must be taken to ensure that the best possible value is secured for local people without diminishing the standard of the service.

Collaboration with other organisations is encouraged through Best Value. Partnerships are viewed as an effective way of securing high quality services. Costs can be kept to a minimum through economies of scale. Public sector organisations are encouraged to work in collaboration with the voluntary sector in providing services:

"there will be a need for public sector organisations to work in partnership with other organisations including those from the private and voluntary sectors and to develop a good relationship with the community whose needs they serve."

(Bean and Hussey 2000:165)

Gosling describes collaboration in similar terms as:

"working in partnership with other statutory and voluntary agencies is a core principle of Best Value."

(Gosling 1999:18)
Collaboration is an important aspect of Best Value and provides managers with responsibility to ensure that they adopt working practices that cut across organisational boundaries and establish new and innovative partnerships in a way that they had not been required to do so before.

The Best Value Review

The Best Value review is one of the key aspects of the entire process. The relevant legislation (i.e. the Local Government Act 1999) requires that all authorities review all of their services over a five-year period. It is left up to the authority to decide which service is reviewed in what order, and when. The legislation then requires that the authority produce a Performance Plan outlining why they have structured their reviews in the order in which they have decided. Best Value also requires that the authority:

"reviews services in a way that cuts across existing departmental boundaries."

(Miller 2001:8)

The legislation places the review at the centre of the Best Value process. The responsibility is placed upon the public sector to ensure that reviews are carried out in an effective, open and transparent way. There is a need to involve those engaged in the delivery of the service; of equal importance is the need to seek and reflect the views of the service users. The support and involvement of staff is therefore a crucial success factor in the review process. The overall aim of the review must be to improve the service and its delivery. Information from front line staff and users is vital to the review process.

The authority is required to implement the full requirements of the 5 'Cs in relation to carrying out the review. With the purpose and scope of the review outlined, the public sector manager must decide to whom should the responsibility for carrying out the review lie? The Government is insistent that the process must be rigorous, effective and leading to an overall improvement in service delivery standards. Critics will insist that the entire Best Value is
bureaucratic and expensive. With this in mind, the decision must be made about who should actually complete the review?

An option open in respect of the review is to have it carried out ‘in house’ by members of the organisation. A difficulty with this approach is the lack of independence and transparency in the entire process. Will the results of the review carry any credibility if the review is not carried out independently? Bean and Hussey discuss this point:

‘One of the first important steps is to identify who best to undertake the service review. This is a difficult question and depends very much on a number of issues such as available resources and the existing organisational culture.’

(Bean and Hussey 2000:143)

The police service is also subject to the Best Value review process. As Gloria Laycock, Policing and Reducing Crime Unit outlines:

‘From April 2000, police authorities and forces must review each policing service at least every five years to examine whether it should be provided in the first place, consult widely on its delivery, compare its performance with the best and consider other competitive ways of providing it’

(Leigh et al 1999:3)

The results of the reviews are a vital aspect to the success of the Best Value process. From a policing perspective, the results of the reviews are published as part of a Best Value Plan. This Plan provides information regarding the reviews that are undertaken on an annual basis as well as the results from past reviews. This provides the open and accountable approach that is required under Best Value and enables any changes and improvements to services to be monitored and evaluated.

The Impact of Best Value
In order to assess the impact of Best Value on public services it is important to examine what the aim of the process was for those who brought it into being. In 1999 the Prime Minister Tony Blair gave an analysis of what he and the Government feels is achieved by Best Value:

‘Best Value drives up standards, encourages innovation and promotes competition. It strengthens partnership by recognising the contribution made by the private and voluntary sectors. Above all, it ensures local people and local communities are put first.’

(Dobson 2000:32)

What Best Value has achieved has been the raising of public expectations of the services they require. The public are more demanding and are far more willing to challenge what they perceive as inefficient or ineffective public services. The Government has pushed ahead with the publishing of league tables of performance and there is greater knowledge within the communities of what is being achieved or the failures and mistakes which are being made. They are very critical of where there are gaps in services and where little effort is made to put things right.

There are indications that since its inception Best Value has promoted an ethos of continuous improvement as was intended. The reviews give managers and the general public a sense of where improvements are being made and where gaps remain. There remains evidence that difficulties remain for some public sector organisations:

‘Best Value was designed to be part of a far reaching programme of radical reform and it is not surprising that some Councils are finding elements of it difficult or challenging.’

(Audit Commission 2001:29)

From a policing perspective, the introduction of Best Value provided difficult challenges. The process required careful management and marketing both
internally and externally and there was clearly an impact on Best Value from the organisational culture. Resources had to be closely examined and sufficient personnel, administration, information technology and finances put together to manage and drive forward the Best Value agenda. Some forces grasped the issue and dedicated appropriate resources, while others treated Best Value in a more piecemeal fashion:

‘In a handful of cases, however, there was just one ‘Best Value Officer’ with few resources available to them: other forces were critical of this limited approach, regarding it as unsustainable’

(Leigh et al 1999:24)

The need for the police service to deal effectively with Best Value is clear and for sufficient time and resources to be deployed to manage the process. The police service is slow to change and the changes required by Best Value have been difficult for the service to manage. Aspects of Best Value have brought their own specific issues. Requiring the police service to challenge an existing service has not always proved an easy task. The effect of the organisational culture is real and this will be examined in detail next in this Chapter.

**ORGANISATIONAL CULTURE**

This study comprises an analysis of the organisational culture of the PSNI. It is important that the study is underpinned with a close examination of literature in respect of organisational culture. It is only when this detailed and thorough literature review has been carried out can one hope to look in any effective way at the culture of an organisation such as the PSNI.

**Historical context**

The study of organisational culture has developed rapidly since the late 1960s and early 70s. It has become a major issue for managers and as a consequence many studies have been carried out in respect of organisational culture and its
effects on organisations, how they operate, change, and are managed. There have been many authors who have designed and developed theories as to how culture can be managed and controlled in a way that enables the aims of the organisation to be more readily achieved. As with any topic within management, there are conflicting views about these various theories and some scepticism exists as to whether organisational culture exists, let alone be manipulated to the advantage of the manager.

The enthusiasm for organisational culture as a managerial issue developed from work into the organisational climate. This work was also linked to ethnographical studies in the late 1960's:

"These authors were fascinated by the sensational aspects of comparing organisations with primitive cultures controlled by superstition and irrationality than by serious research ambitions."

(Alvesson et al 1992:23)

What these early studies did do was to awaken interest in the cultures of organisations. The issue became a major topic for management researchers who were looking for a new and flexible approach to identifying how organisations work. As the 1970s became a time of renewed economic prosperity for many organisations, so did the stakes become higher in terms of the need for organisations to succeed and to develop into the future. Business competition from the Far East had really begun to bite and managers were looking to identify and exploit critical success factors for their businesses. Thus, organisational culture entered the 'big time' in respect of the world of management:

"Few concepts have had such an impact on organisational and corporate management research in recent years as that of organisational culture."

(Alvesson et al 1992:78)
Definitions of organisational culture

The growth in the study of organisational culture has led to variations in how the term is defined. These range in complexity considerably and also in how organisational cultures are structured and how they influence management, employees and customers.

A simplistic approach is adopted by Bowman who describes organisational culture as:

"Words to describe the phenomenon include the atmosphere, character or style of the organisation."

(Bowman 1987:30)

This definition places the emphasis on culture in terms of the way that the organisation operates and the atmosphere that exists within it. The definition centres on invisible and intangible aspects of the organisation that by their nature will be difficult to quantify, describe and collate. The idea of intangible manifestations of organisational culture is developed further by Tosi and Rizzo who explore the influence of rituals, myths and symbols on an organisation:

"Organisational culture manifests itself as a set of rituals, myths and symbols that come to embody and convey important information to the members."

(Tosi and Rizzo 1994:87)

The concept of organisational culture as a manifestation of rituals and myths is one that has been closely examined by senior managers within organisations. The first question any manager might ask is, what is a ritual, a myth or what are the symbols referred to? A ritual comprises a particular working practice that is peculiar to an organisation and has been passed through generations of employees. This working practice will have become part of the everyday operation of that organisation and may be what makes the organisation peculiar.
and important to the individual employee. Deal and Kennedy highlight this phenomenon:

'Consider the ritual of surgeons. They 'scrub down' for about seven minutes before an operation. Now most doctors will argue that germs are destroyed in thirty seconds—but the tradition is faithfully upheld. To do otherwise is to 'break the scrub'—a signal that the surgeon is ill prepared’

(Deal and Kennedy 1982:68)

Other organisations are characterised by the myths that exist within them and have influenced how the development of the organisation has occurred. These can include stories about how an organisation was founded and often about individual employees whose exploits have led to an organisation being successful. Often, these myths are perpetuated over long periods of time, in some instances involving the founders themselves.

Symbols are also an important aspect of an organisational culture. Many organisations such as those in uniform have very deeply held associations with their badges of office, uniforms and flags. These characterise the organisation and provide the members with a strong sense of identity. For example, the British Army has a number of Regiments with different names and backgrounds. Soldiers feel a close affinity with their Regiments, thus instilling a strong sense of loyalty and association. The close affinity for Regiments will be passed along through its members and will be strengthened through ceremonies, passing out parades and various celebrations.

Organisational culture is also viewed as something that exists under the surface of an organisation that can be hidden from the view of those outside in the external environment. This makes culture as a concept much more difficult to study. Ward likens organisational culture to an iceberg, with the visible aspects of an organisation being the behaviour, achievements and outputs. The invisible aspects such as attitudes and culture are hidden from view:
The cultural iceberg.

Figure 2-2

(Ward 1994:22)

The effect of the organisational culture on employees can be immense. It will quickly be introduced to any new entrants into the organisation and there will be pressure on individuals to conform and subscribe to the culture. Brown highlights the effect of culture on an organisation:

"It is a relatively enduring quality of an organisation that is experienced by employees and influences their behaviour."

(Brown 1998:51)

It is often the influence of culture on behaviour that leads a manager to consider studying and analysing the culture of the organisation. To identify and quantify what makes an organisation 'tick' is a valuable goal for any manager. This is particularly important if the organisation is due to undergo some form of change that may impact upon the organisation and its members. There are dynamic
forces within organisations and between different levels of organisations. These levels interact in various ways and also result in interaction between the different cultures held by those groups. Bate describes how the actions and decisions made at managerial level may impact on the culture of the organisation at lower levels:

"The workers may submit to the managers' cultural assaults but they also resist them by developing their own sub cultures and counter cultures. These challenge or poke fun at the managerial shibboleths, expressing cynicism and detachment at managerial attempts to whip up commitment and enthusiasm."

(Bate 1994:180)

The culture of an organisation is a major factor within the organisational change process and this will be explored further in this Chapter.

The culture of an organisation is embedded within the members and the core values and assumptions of that organisation. The culture will also be affected by other factors both inside and outside the organisation:

"An organisational culture emerges when members share knowledge and assumptions as they discover or develop ways of coping with external adaption and internal integration issues."

(Hellriegel et al 1995:55)

The culture of an organisation is seen by many researchers as not being a single entity that can be identified and managed in simple terms. There are authors who view organisational culture as a mixture of different smaller or sub cultures within one organisation. The effect of this analysis is to make any consideration to undergo cultural analysis a much more complex. Ward highlights this point:

"In any organisation, the corporate culture will be an amalgam of many different cultures, each responding to different groups within the Company. Each group
will have its own power base, its own agenda, its own concerns and its own definitions of what is and is not important.'

(Ward 1994:70)

The concept of sub cultures has led to variation in approaches to the study of culture. In practical terms, a manager could attempt to be carrying out a limited study of culture on one level, which could not possibly achieve a full picture of the cultural position. There may well be separate cultures at management, worker, departmental and divisional levels and in order to provide a full picture of the cultural position of the organisation, all of these must be taken into account. This point is emphasised by Bate, who states:

"The notion of an organisational culture, implying a single unified entity is a pure myth. This myth has had the unfortunate effect of concealing the pluralism that is so characteristic of organisational cultures."

(Bate 1994:44)

There is a need for organisational culture researchers to take into account the presence of sub cultures within organisations. The view exists that the sub culture level should be the starting point for examining cultural issues. This point is highlighted by Lewis who states:

"The sub group should be the unit of analysis because culture is the sum of the ways separate interest groups have been able to resolve their differences."

(Lewis 1996:12)

The nature of the search for the answer to how to define and understand organisational culture is best summarised by Hellriegel and Slocum:
"To understand the soul of an organisation requires that we travel below the charts, rule books, machines and buildings into the underground world of corporate cultures."

(Hellriegel and Slocum 1995:90)

**Effects of Organisational Culture**

The importance of organisational culture to managers has already been highlighted in this chapter. The decisions made by managers cannot be taken in isolation from the culture; this will have an impact upon the process. This point is made by Schein who states:

‘Culture matters. It matters because decisions made without awareness of the operative culture forces may have unanticipated and undesirable consequences.’

(Schein 1999:65)

Managers are increasingly recognising the power and effects of culture on their organisations. This includes the behaviour of people at different levels within the organisation. Managers want to manage. They need to use the culture of the organisation in a way that enables them to manage more effectively. As highlighted by Schein:

‘Leaders, especially, have become more aware of the critical role an understanding of culture plays in their efforts to stimulate learning and change and how intricately intertwined their own behaviour is with culture creation and management.’

(Schein 1992:102)

Management of culture can be seen as a way of achieving the results required. The culture of the organisation does have an impact on the behaviour, attitudes and values of the employees. To manage the culture may enable the organisation
to change the behaviours of employees and by doing so enable the organisation to better achieve its aims and objectives. This point is made by Chivers and Darling:

"At an organisational level, if a new process contradicts cultural biases and tradition it is inevitable that it will be difficult to embed it in the organisation."

(Chivers and Darling 1999:66)

The external environment

No organisation, whether private or public sector operates in a ‘vacuum’. There are external forces and pressures that will have a direct impact on how the organisation operates, performs and is managed. The external environment can be volatile and rapidly changing, and can quickly lead to organisational demise. Managers need to be committed to having an organisation that is flexible, adaptive and responsive to external needs. A major factor in whether an organisation can be adaptive to external change is that of the culture. Schein highlights some of the difficulties and pressures:

'If we are leaders who are trying to get our organisations to become more effective in the face of severe environmental pressures, we are sometimes amazed at the degree to which individuals and groups in the organisation will continue to behave in obviously ineffective ways, often threatening the very survival of the organisation."

(Schein 1992:66)

Any organisation faces demands from factors such as social, political and economic. These demands can generate different reactions within organisations that are often dependent upon the prevailing culture. The culture may be such that change is resisted or where risk taking is discouraged and mistakes punished. Newman highlights the presence of a dynamic between culture and environment:
"The culture will interact dynamically with its environment, being continuously shaped and re-shaped through the cultural values, beliefs and norms which their members, users and staff bring from the outside world."

(Newman 1996:90)

An organisation must face change in an adaptive and positive way. These changes can, in terms of the public sector, be legislative, economic and political in nature. The changes brought about by Best Value are an example of change for political and economic reasons, supported through legislation. The public sector may see Best Value as a danger and this may be the view taken within the organisation. This may be reflected through the impact of the organisational culture. O'Brien and O'Donnell exemplify the negative aspect to the necessary changes required of the culture, where the workforce sees little relevance of the changes to them:

"Employee cynicism and/or resistance to cultural change is likely where the new culture has little, if any, relevance to the workplace readily experienced by employees."

(O'Brien and O'Donnell 2000:12)

There are effects on organisations from the prevailing culture. These effects can be either positive or negative.

Positive effects of organisational culture

Culture can have a positive effect upon the operation and management of an organisation. Because culture can be formed and perpetuated through attitudes and behaviour, it can bring the workforce together for the good of the organisation. This will enable the organisation to have greater stability and will point behaviour in the right direction and will subsume new entrants into how the organisation functions and operates. The culture will also put pressure onto
individual group members to conform to the norms and traditions of the organisation.

Culture can be a mechanism to allow managers to achieve the organisation's aims and objectives. It can provide order and stability:

"Culture is the prime means of creating social order in the organisation. It ensures in the first instance, not only a certain behaviour but also a particular way of thinking and even feeling about the organisation and its actions."

(Alvesson et al 1992:120)

The relationship between culture and leadership is examined by Swales:

"Organisational culture will affect how organisation's leaders interpret their task, how they perceive the opportunities and threats in the environment, their decision making processes, the structures and systems put in place and the behaviour, motivation and commitment of organisations members."

(Swales 1995:161)

Schein provides a deeper analysis of the connection between culture and leadership. He suggests that a close interrelationship exists between the cultures of the organisation and how leaders are created within it. This underpins the notion that the culture of an organisation centres on the concepts of behaviour and attitudes which requires organisational members to quickly fit in and comply with the existing environment:

"Whereas leadership created culture in the early stages, culture now creates leaders, in the sense that only those managers who fit the mould are promoted to top positions."

(Schein 1999:77)
It is clear that culture is perpetuated throughout organisations and will be only possible to manage if it is used or manipulated in such a way that attempts to harness its strengths and positive aspects. There are other aspects of organisational culture that are in their nature negative, and provide managers with difficult issues to resolve.

**Negative effects of organisational culture**

While it is evident that organisational culture can have positive effect on organisations there are also negative aspects for managers to consider. With an ever-changing environment to contend with, many managers need to introduce change within organisational structures and processes. Change is unsettling and can be difficult for people to deal with. Managers within organisations need to consider the impact on the change proposed by the culture. The culture can have a huge impact on attitudes and behaviour and this can greatly affect the ability of the organisation to be flexible and to adapt to the changing circumstances.

Senior highlights the danger to the manager of not fully considering the culture:

"Ignoring the culture is not recommended unless the organisation has sufficient resources to draw on to weather the subsequent storm and the possibility of an initial downturn in business."

(Senior 1997:191)

Culture can also point the organisation in the wrong direction and can deter members of the organisation from taking a course of action that may be at variance from the cultural 'norms'. This can lead to negative attitudes towards risk taking which can stifle organisational growth and development.

**Strong cultures**
A final characteristic of culture is that of how a strong culture can impact on an organisation. There is a belief held in some management circles that having a strong culture will benefit the organisation and will enhance its performance. This point is made by Alvesson et al who state:

“there seems to be a commonly shared assumption that there is a direct and positive relation between a strong organisational culture and corporate performance in terms of profit, productivity and creativity.”

(Alvesson et al 1992:55)

A strong and positive culture can lead organisations to have a consistent, committed and competent approach to their activities and functions. They can be perceived to have an advantage over their competitors because of their ability to capitalise on strengths and to portray a collective and determined spirit. This may not always be the case. The pressures which may exist in a strong culture are identified by O'Brien and O'Donnell, who also highlight the potential problems this may produce:

“The pressure to conform to a strong corporate culture can also suppress the initiative of individual employees and their willingness to overcome the restrictions of bureaucratic rules.”

(O'Brien and O'Donnell 2000:12)

The phenomenon of strong cultures is summarised by Brown, who makes a direct and important comparison with weaker cultures:

‘Organisational cultures differ markedly in terms of their relative strengths. Strong culture implies a commonly understood perspective on how life should happen with most members subscribing to it. A weak culture implies no dominant pervasive culture but an organisation made up of many different cultures some of which will be in conflict with each other.”
Culture and change

Organisations must, to succeed, be flexible, adaptable and open to change. The ability of an organisation to change depends upon a variety of factors; one of these being the culture of the organisation and how it impacts upon changes in external and internal structures. If an organisation is unwilling or unable to change, this can lead to stagnation, with the eventual result being the demise and death of the organisation. There is a clear link between organisational change and cultural influence. Managers must be aware of the culture of their organisation and how it may affect changes being introduced. This point is highlighted by Speechley who states:

"trying to bring about significant change without identifying and where appropriate modify the culture is almost certainly doomed to failure."

(Speechley 1999:13)

The responsibility lies with the manager who wishes to embark on a programme of change to consider the nature and context of the organisational culture. The culture can be resistant to change and in some cases, ensure that the changes being proposed fail. While failure of the proposed change may be seen as a success for those within the organisation who are resistant to it, this failure can lead to severe organisational difficulties from which there may be no recovery. In the case of the public sector, many initiatives aimed at improving quality of service have failed. Newman points out that this is often due to management not adequately addressing cultural issues:

"Some quality initiatives have been successful. Many others have withered and some have died because quality has been treated as just one more corporate initiative, and because issues of cultural change have not been seriously addressed."

(Brown 1998:74)
The importance of organisational culture to organisational change cannot be overstated. While there are clear issues regarding resistance to change arising from the culture, Cartwright highlights how the culture can, in some cases be a positive influence for change:

"An organisation's culture can therefore either be a vehicle for change, a fixture that is resistant to change or some combination of the two."

(Cartwright 1999:139)

Public Sector managers faced with changes in their external environments are faced with a unique set of difficulties and challenges. Many of these environmental changes will be driven at Central and Local Government level and will often be supported by legislation. There is no scope for the organisations to adapt the changes to suit the present state of their structures and processes. Where the changes proposed are fundamental, then the manager must bring about the changes in a way that deals with the resistance brought about by the organisational culture. This will often mean that members of organisations have to face changes in their behaviour, attitudes and values:

"Changes in an organisation's environment will probably influence its culture, though stabilising factors within the organisation will often moderate or slow down any environmental change. However, if an organisation fails to respond to environmental change it may well go out of business."

(Williams et al 1996:45)

**Changing the culture**

The process of cultural change in any organisation is likely to be a difficult one to manage and achieve. As previously outlined, the change may well meet with resistance from within the organisation. This change will be much more difficult
where there is a strong culture in existence i.e. one that will exert greater influence upon the operation of the organisation. Kilmann, Saxton and Serpa offer the following formula as a way of examining and assessing potential resistance to change:

\[
\text{Resistance to cultural change} = \text{Magnitude of the change in the culture; that is radical versus incremental change in the cultures content} \times \text{Strength of the prevailing culture; that is strong versus weak culture}
\]

Figure 2-3

(Kilmann et al 1996:130)

This formula demonstrates the interrelationship between magnitude of the change and strength of the prevailing culture. Any manager wanting to introduce change in the organisational culture must be fully aware of the current strengths and weaknesses of the culture before embarking on a change programme. There will be resistance to any change in culture, this must be recognised and managed as part of the overall change process. These barriers to change must be confronted and any vested interests identified and addressed. The culture will be used by some to defend established power bases and positions within the organisation. The need to firstly identify and understand the culture is emphasised by Ward:

"Trying directly to change culture is even more futile than trying directly to change attitudes. The existing culture must be first understood, inevitably the existing culture will have productive and counter-productive aspects."

(Ward 1994:88)

In order to bring about cultural change there is a need to get to know the current cultural position. This understanding can only come about by taking a holistic approach and studying the entire organisation from top to bottom. The
organisation will look different from the top looking down that from the bottom looking up. The worker on the ‘shop floor’ will have a very different perspective on the organisation and will have very different values, attitudes and beliefs than the top levels of management. The manager must not assume that he or she knows what the cultural position is, and must fully map out the culture in a way that encompasses the entire organisation.

Kilmann suggests five steps for managing cultural change:

- ‘Surfacing actual norms (culture)
- Devising new directions
- Establishing new norms
- Identifying culture gaps
- Closing the gaps’

(Kilmann 1984:30)

The five steps outlined by Kilmann offer the researcher a useful and practical guide for managing cultural change. Surfacing and identifying the actual cultural position is a crucial first step to identifying what changes in the culture are required in order to achieve new aims and goals for the organisation. For this research, I have had to establish the current cultural position with regard to the implications of Best Value. Using the Kilmann model, once the new norms have been established, then the gaps in the organisational culture can be established and filled.

Cultural change can be a difficult and demanding experience for organisations. The employees can have their value systems and attitudes challenged in a way that causes uncertainty and can affect them in how they view the organisation and its management. Cartwright makes this point:

‘Cultural change will affect everyone in the organisation at every level, so it is not surprising that such a profound change will have a marked psychological effect on the organisation.’
The manager who does not consider carefully the needs and concerns of the employee could struggle to achieve change in the culture. Employees must be kept informed at all stages and must have the new culture communicated to them with considerable skill. While there is a risk that they might perceive the communication of the culture as an attempt to brainwash them it may lead to them identifying with the new desired corporate goals and objectives.

Police Culture

Policing has been a contentious issue for politicians as well as for sections of the public. Policing issues cut across a wide range of subjects; from a perceived lack of police officers, rising crime, institutionalised racism, demands for greater efficiency and accountability, to zero tolerance, community safety and partnership working. In the case of Northern Ireland, the policing arrangements have continued to be a source of political disagreement across a broad spectrum of opinions.

The concept of a separate and distinct 'police culture' has been examined by many researchers over the years and there are various descriptions of what it exactly means for the policing service. Chan describes how the concept of police culture originated:

"The concept of police culture originally emerged from ethnographic studies of routine police work, which uncover a layer of informal occupational norms and values operating under the apparently rigid hierarchal structure of police organisations."

There is a view held by some researchers that police culture can be a negative phenomenon which causes the police service to be resistant to reform and...
change, leads officers to close ranks when there has been misbehaviour and to resist attempts at accountability and regulation. This point is argued against by Chan, who states:

"Police culture is not, however primarily negative. It is seen to be functional to the survival of police officers in an occupation considered to be dangerous, unpredictable and alienating."

(Chan 1996:3)

I would at this stage reflect again upon the situation and environment faced by the men and women of the RUC and lately the PSNI. The last 30 years have demonstrated how the individual officer has had to adapt to a difficult and dangerous environment purely to survive. The culture of the organisation has had to adapt in order to enable officers to police in a way that enabled them to deliver a service, but in a way that addressed the safety needs of its officers. The service being provided, particularly in the 1970's, 1980's and 1990's suffered as a result. Prenzler highlights how the environment can impact upon the police culture:

"The police role or task environment is the primary explanation given for the development of the police culture."

(Prenzler 1997:47)

The 'role or task environment' described by Prenzler has affected the way police officers develop their skills and carry out their roles and functions. Prenzler describes how police officers can be:

"...practical and expedient, sceptical about theory and jaundiced about new policing schemes."

(Peek 1996:45)
Peek provides some further indicators of police culture:

1. ‘Powerful peer and group solidarity
2. The invisibility of police work to supervisors makes it particularly difficult to monitor and control
3. Less than 20% of established Constables believed individual initiative was rewarded
4. Only 14% believed senior officers were in touch with the needs of police officers on the ground
5. When staff became less effective, all too often the reaction is to blame them without considering the reasons.”

(Peek 1996:61)

There is a definite culture pattern that the police service has developed since its inception and that has changed according to the internal and external pressures facing the service. The police service has been accused of being resistant to attempts to change it, to make it more efficient and to address in more robust terms the needs of the communities in which it operates. In Northern Ireland, the style of policing has been dictated by the security situation in which it operated. Prenzler highlights the effect of this on the culture:

‘Conflict and threat generate solidarity and the siege mentality ascribed to the police.”

(Prenzler 1997:49)

This effect of this ‘siege mentality’ has led to a police service that can be unable to predict and anticipate the effects of change, as well as an unwillingness to reflect on previous and present performance. This has caused difficulties, as in recent years policing has become much more performance driven, with Chief Constables being held to account much more than before. The experience of the PSNI has shown how the service has had to embrace change that has included the introduction of a Policing Board and District Policing Partnerships (DPPs). The
DPPs have now the remit to call local Police Commanders to regular meetings held in public where local performance is scrutinised in detail and explanations sought for performance levels in specific areas.

Examination of a Previous Study

In order to complete this literature review, I have examined a previous study that has particular relevance for my own research. In some ways, it was the research carried out by Leigh et al that led me to explore the areas that I am examining through my own study.

The introduction of Best Value has had a tremendous impact upon the entire sphere of local Government, the private sector and the police service. It has provided a new framework for service delivery and places new responsibilities and requirements upon managers who are seeking to provide as high a quality of service as is possible within constraints such as budgets, resources and areas of legislation. The study undertaken by Leigh et al had as its aim the need to explore:

- ‘What preparations police authorities and forces in England and Wales were making;
- What models and techniques were being considered by police authorities and forces;
- The relationships developing between police authorities and forces; and
- What early lessons were emerging from the experiences of the authorities and forces most advanced in their preparations.”

(Leigh et al 1999:5)

The methodologies adopted for the study included telephone surveys across all of the 43 forces in England and Wales, the construction of a database of Best Value developments and a number of semi-structured interviews with key personnel in police authorities and forces in nine areas. (Leigh et al 1999:5)
There were a number of key findings arising from this study. What stood out for me, as a researcher were the concerns and developments arising from the organisational culture of the police service in respect of Best Value. The study highlights the following:

'Forces were starting to experience the cultural implications of Best Value. Some staff...were feeling threatened by the 'challenge' and 'compete' elements of reviews, whilst service heads were occasionally reluctant to help reviews. Many forces were therefore developing force-wide communication strategies to 'market' Best Value, thereby encouraging staff and staff association participation.'

(Leigh et al 1999:7)

It was after reviewing the concerns outlined in this study that I considered at length my own experiences within the RUC and PSNI. Legislation was in the process of introducing Best Value principles into the PSNI—could I through my research enable Best Value to be more effectively introduced if the organisational culture could be examined? This examination could aid the introduction of Best Value by:

- Identifying the current cultural position of the PSNI in respect of Best Value principles;
- Identifying the desired cultural position required to make the introduction of Best Value principles effective and successful;
- Design a strategy to enable the cultural 'gap' between desired and current positions to be filled.

The purpose of this chapter has been to examine the literature in respect of Best Value and Organisational culture. I have provided an analysis of the literature with particular relevance to policing and in particular policing in Northern Ireland. These provide a classification of ideas that will be carried forward through the remainder of this thesis. The information from this Chapter along
with the data gathered and analysed from the research methodology proposed in Chapter Three. Chapter Four will provide a framework for the analysis of data gleaned from the research and Chapter Five will outline the results in detail. Chapter Six will provide an interpretation of the results and Chapter Seven will describe a strategic model for implementing Best Value principles into the PSNI. Chapter Eight will consist of reflections on the research process and will provide a conclusion.

CHAPTER THREE

METHODOLOGY

This dissertation seeks to investigate the organisational culture of the PSNI in relation to how the culture may affect the implementation of Best Value. This chapter provides the background for producing a methodological framework for the research. I will begin the Chapter by offering an introduction to research and how research is designed and developed. I will outline the various issues I considered when designing my research and will examine the methods I selected for obtaining the data to enable me to answer my research aim and associated
objectives. I will also provide information about strategic planning and will outline the strategic models that I considered for this study.

**Introduction to research**

When one is embarking on a research project, it is important to focus initially on what is meant by research. This is a question that I have returned to at various stages during my study in order to keep the focus necessary to carry out a relevant and purposeful examination of the issues. The term research is defined by Saunders et al as:

"something that people undertake in order to find out things in a systematic way, thereby increasing their knowledge"

(Saunders et al 2003:3)

This definition places importance on the enhancement of knowledge through research. It emphasises that people proactively undertake a series of actions, in order to achieve the end result of a greater level of knowledge and understanding of that particular subject area. There are other definitions, including that offered by Sekaran, which considers the term research from a more practical, problem solving aspect:

'Research, a somewhat intimidating term for some, is simply the process of finding solutions to a problem after a thorough study and analysis of the situational factors."

(Sekaran 2000:2)

Having a systematic approach to research is an important factor to be considered when approaching the design of a study. There should not be an approach adopted whereby facts are gathered with no clear purpose. This will lead to confusion, a lack of interpretation, wasted time and resources and a failure to achieve the aim and objectives of the research.
The question to be answered

In order to ensure that there is clarity and focus in the study, it is important to have a clear understanding of the question that is to be answered through the study. The research question must be fed by a number of sources and must be able to drive the study through its duration and be such that it will allow the researcher to revisit it from time to time in order to refresh their thinking and direction. Dobson offers the following issues as being the starting point for successful research:

‘Successful research develops from:

• Activity and involvement—good and frequent contacts both out in the field and with colleagues;
• Convergence—coming together of two or more activities or interests (e.g. of an idea and a method; interest of colleague with a problem or technique);
• Intuition—feeling that the work is important, timely, ‘right’ (rather than logical analysis);
• Theory—concern for theoretical understanding;
• Real world value—problem arising from the field and leading to tangible and useful ideas.’

(Robson 2003:56)

Saunders et al highlight the importance of resources in the research field. Capability to complete a research project is not only dependent upon the appropriate level of skills and knowledge but upon the level of time and resources the researcher is able to devote to the study:

‘Your ability to find the financial and time resources to undertake research on the topic will also affect your capability. Some topics are unlikely to be possible to complete in the time allowed by your course of study. This may be because they require you to measure the impact of an intervention over a long time period.
Similarly, topics that are likely to require you to travel widely or need expensive equipment should also be disregarded unless financial resources permit.”

(Saunders et al 2003:14)

Reflecting upon my own situation, I was able to examine my role within the PSNI in order to establish the levels of resources and time I would be able to devote to the study. I have been given the commitment of the PSNI to the study through my acceptance onto the Bramshill Fellowship Scheme. This is a Scheme where funding and resources are made available to police officers who satisfy the criteria that their study will be of benefit to the police service as a whole. I was also able to secure the commitment of senior management in the PSNI to allow me to facilitate aspects of the research as part of duty time.

The question to be answered for this study is how to develop a strategy for the introduction of Best Value processes into the PSNI. The research will have the goal of initially establishing what the potential impact of the organisational culture of the PSNI will be on Best Value and then to introduce a strategy for introducing Best Value.

Reasons for undertaking this study

My reasons for undertaking this study emanated from my experiences as an operational police manager, attempting to encourage officers under my command to provide as high quality a service to the public as possible. I carried out some background reading into quality of service and quickly discovered that the entire public service in the United Kingdom had adopted ‘Best Value’ principles into its management and service delivery. I was intrigued to learn that one evaluation of a Best Value pilot scheme had discovered that the impact of the organisational culture on Best Value had been largely ignored and that the culture affected the way that Best Value had been introduced. I then reflected upon this phenomenon and decided to carry out research in the PSNI as to the introduction of Best Value.
Developing a Research Design

As with any study, and in particular in respect of a research project, it is important to have a design which provides focus and direction, while allowing for flexibility in changing circumstances. Robson describes this in simple terms as turning research questions into projects (Robson 2002: 79). It is important that a flexible approach is adopted, and this flexibility should extend to a constant process of reflection on and revisiting of what has gone before. This will serve the purpose of keeping the research fresh, valid and relevant while dealing effectively with any issues and environmental changes that occur. Tashakkori and Teddlie emphasis the need to have a design where all of the components are compatible, work effectively together and promote efficient and effective functioning. They caution the researcher that a flawed research design will lead to poor operation or failure. (Tashakkori and Teddlie 2003:245). Robson states that a good design framework will have high compatibility among purposes, theory, research questions, methods and sampling strategy:

![Diagram](Robson 2003:82)

Framework for research design.

Figure 3-1

(Robson 2003:82)
The model described by Robson outlines the interrelationship between the four main aspects of research design. Research questions must be related to the purpose, while the entire research project and the questions to be answered must be embedded in the relevant theory. Both the methods and the sampling strategy must also be such that they enable the research questions to be answered.

Perhaps the most basic question the researcher should answer should be—can the problem be defined? Once the research questions have been established it is necessary to identify in some detail why the study is being completed and a review of the relevant literature should be carried out in order to fully establish the theoretical context. Jankowicz in Saunders et al states:

‘Knowledge doesn’t exist in a vacuum, and your work only has value in relation to other people’s. Your work and your findings will be significant only to the extent that they’re the same as, or different from, other people’s work and findings.’

(Saunders et al 2003:43)

I have adopted a flexible approach to the theoretical aspect of my research design. This has enabled me to review and evaluate the theory provided in the Literature Review in Chapter Two to ensure that accurate and relevant information is provided as a foundation. In any research project, the research question will be defined and structured in such a way that will produce a number of specific concepts. These concepts will be of vital importance to the study as they will define the variables in the research. Zikmund defines a variable as:

“anything that varies or changes in value. Key variables should be identified in the problem definition stage.”

(Zikmund 2000:91)

The development of a research design is important in the process of taking forward a research project. The strategy will take the form of a plan of how the research questions will be answered. In order to provide the necessary clarity,
the strategy will contain clear objectives and there should be justification for all research strategy decisions. (Saunders et al 2003:91)

It is at this point that the researcher can begin to consider choosing the appropriate methodologies. This decision is crucial in terms of the success or failure of the study and cannot be taken in isolation, but should be an integral part of the overall research design. The methods chosen must contribute to the answering of the research questions. The researcher must ask of themselves; what do they need to find out and why? How will this add to the answering of the research questions?

In respect of this study, the research aims are:

- To ascertain the current cultural position of the PSNI with regard to Best Value;
- To ascertain the optimum cultural position required for the PSNI to ensure effective implementation of Best Value;
- To provide senior police managers in the PSNI with a strategy to be considered when regard to the implementation of Best Value.

Originality

An important aspect of any research project is apart from answering the research question, how original is the study, and what does it add to existing knowledge about the topic under scrutiny? It is important that any researcher gives full consideration to this point and considers the part the study has to play in the overall current and future understanding of the issues.

The research I am undertaking has value to add to the existing knowledge base, and will add further understanding to an issue that has been highlighted from an evaluation of existing material. This specifically relates to the experience of police forces on the United Kingdom mainland in trying to introduce Best Value without considering the impact of organisational culture. I will be able to generate hypotheses and uncover relationships with regard to the organisational
culture of the PSNI and through an analysis of these relationships bring forward new ideas and solutions to enable Best Value to be effectively introduced into policing in Northern Ireland. There has been no research of this nature carried out within the police service as a whole. The issue of police culture has been examined in detail by a number of researchers and the RUC has been of particular interest due to the terrorist situation in which police officers operated in Northern Ireland (Brewer with Magee 1991). The specific nature of the research I am undertaking places a unique focus on the aspects of organisational culture that may impact upon Best Value principles.

Choosing the methodology

The choosing of research methodologies is an important aspect of research. Saunders et al describe methodology as:

"the theory of how research should be undertaken."

(Saunders et al 2003:2)

There is a wide range of different methods available to researchers, choosing the most appropriate one must be based upon all the information available and the environment in which the study is being carried out. The researcher must also consider what information they will obtain from the methods they have used, and to what use they will put it to. There are two main categories of methodology, quantitative and qualitative, both of which yield the researcher differing types of data. There are a number of different specific research methods, which would fall into either category. The success of the study could be dependent upon the correct selection of methodology, either quantitative or qualitative or a combination and balance of them both.

Quantitative Research

The completion of virtually all forms of research will lead to the production of data that will require analysis in order to enable the research aims and objectives
to be fulfilled. The procedures and processes involved in quantitative research tend to lead to the production of data which is mainly numerical or which could be quantified.

Robson points out:

“You would have to work quite hard in an enquiry not to generate at least some data that were in the form of numbers, or could be sensibly turned into numbers of some kind.”

(Robson 2003:391)

Quantitative research can be defined as:

“a genre which uses a special language which appears to exhibit some similarity to the ways in which scientists talk about how they investigate the natural order—variables, control, measurement, experiment”

(Bryman 1988:11)

In simple terms, quantitative methods refer to numbers, with information being provided in a numerical format. The consequence of generating data by way of quantitative methods is that in order to make sense or understanding of the data, some data analysis and presentation will be required. This can have implications for the researcher in terms of their ability to effectively analyse the data and yield accurate and meaningful information. Historically, the analysis of quantitative data was laborious and difficult. With the introduction of modern computers and software packages, this task has become much easier; however a level of expertise and knowledge is still essential.

Saunders et al make recommendations as to what considerations the researcher should make when embarking upon a quantitative research process:
If you intend to undertake quantitative analysis we recommend that you consider the:

- type of data (level of numerical measurement)
- format in which your data will be input to the analysis software
- impact of data coding on subsequent analysis
- need to weight cases
- methods you intend to use to check data for errors

Ideally, all of these should be considered before obtaining your data.”

(Saunders et al 2003:329)

Disadvantages of quantitative research

This approach focuses the researcher onto data that are mainly numerical and quantifiable in nature. As such, the data may need in-depth analysis in order to fully ascertain and explain the results. This can be labour intensive and complex and can involve the use of computer software, which can be expensive and difficult to manage. Quantitative methods can be associated with larger scale studies, where large amounts of data are generated. The researcher can be at risk of being overwhelmed with data that is difficult to draw together and use as part of their research process.

If an analysis package is being used, the data must be carefully inputted onto the computer to ensure 100% accuracy. While this can be done mechanically, this means that expensive automatic reading equipment will have to be obtained by the researcher. It is at the inputting stage that errors could be introduced thereby diminishing the work of the researcher.

The focus on specific factors and data can also lead to the researcher becoming isolated from the sample and, if the study relates to people; can lead to the researcher losing out on the contact with the subjects of the research. This loss
of contact can mean that important information and direction can be lost. The researcher can also be drawn into becoming obsessed with the statistical analysis process at the expense of the broader issues underlying the research. (Denscombe 1998:205).

Advantages of quantitative research

The use of quantitative methods allows the researcher to develop an approach that is objective in nature and which concentrates on collecting data and using statistical tests on it to draw various conclusions. This approach allows the researcher to distance him or herself from the subjectivity of the qualitative approach, where there are greater levels of contact and interaction between the researcher and the respondent.

The use of quantitative methods allows the researcher to more readily seek the views of greater numbers of respondents over a much shorter period of time. Most face-to-face interview situations can take up to and over an hour to complete. The advantage of a quantitative approach using, for example, a self-administered questionnaire means that large numbers of the questionnaire can be prepared and sent out by post without there being any personal contact with the individual respondent.

The ability of a quantitative approach to address larger numbers of respondents is outlined by Punch:

'...Samples are typically larger than in qualitative studies, and generalisation through sampling is usually important. It does not see context as central, typically stripping data from their context, and it has well developed and codified methods for data analysis.'

(Punch 1998:242)

It is through the use of quantitative methods that the researcher is able to bring objectivity to the study in the sense that they increase the chance that the results
of the analysis do not depend on the researcher doing the analysis. (Punch 1998:243)

Qualitative research

This approach to research has as its focus the feelings and beliefs of people rather than that of generating quantities of data without the ability to allow interpretation and explanation. This approach has been characterised by Saunders et al as follows:

‘Qualitative data is:

- Based upon meanings expressed through words;
- Collection results in non-standardised data requiring classification into categories;
- Analysis conducted through the use of conceptualisation.’

(Saunders et al 2003:378)

The emphasis upon people in the qualitative approach is clear. This enables the researcher to get behind any phenomenon and explore the issues and concerns that people may have. The ability to explore and examine is key and can be characterised by words, stories, observations and expression rather than the production of data in the form of numbers. Strauss and Corbin provide a definition of qualitative research as:

“Any kind of research that produces findings not arrived at by means of statistical procedures or other means of qualification. It can refer to research about persons’ lives, stories, behaviour but also about organisations functioning, social movements or international relations.”

(Strauss and Corbin 1990:198)

Disadvantages of qualitative research
The nature of qualitative research is that there is a focus on people and the way people understand things. This raises issues for the researcher that may impinge on their ability to gather and analyse the resulting data. The first issue is that of how information gleaned from the contact can be analysed. The collating and analysing of purely quantitative data, while potentially time consuming and repetitive, requires a lesser amount of transformation than that obtained qualitatively. There is a need for the researcher to categories and manage the information obtained in a practical and pragmatic way. Saunders et al outline that transformation of the data is important, to enable you to:

- ‘Comprehend and manage them;
- Integrate related data drawn from different transcripts and notes;
- Identify key themes or patterns from them for future exploration;
- Develop and/or test hypothesis based on these apparent patterns or relationships;
- Draw and verify conclusions.’

(Saunders et al 2003:380)

The process outlined by Saunders et al is clearly more in depth and challenging than that required by a quantitative approach. The information requires careful categorisation where relationships and theories can develop. The researcher must carefully work through this process. Unlike the quantitative approach, the failure of the researcher to properly categorise may have a huge impact on the study and vital information lost in the process.

The impact of the researcher on the results can also be important. With this approach being characterised by contact and interaction with people, the researcher must be aware that their own views, attitudes and beliefs may impact on the person with whom they are engaging. This can be a particular issue for the field of research in which I am involved. I have reflected upon the position I hold within the organisation and how it might influence those whom I am interviewing or communicating with.
Advantages of qualitative methods

The use of qualitative methods provides the researcher with the opportunity to explore the feelings and beliefs of the respondents. While quantitative methods focus on data through numbers and their analysis, the qualitative approach looks for meaning in a more flexible manner. The researcher is in the position where they have an insight to the issue in question as they are afforded the opportunity to see the issue through the experiences and knowledge of the respondent. The researcher who adopts a purely quantifiable approach will be restricted to the number, type and complexity of question that they can ask. The qualitative approach using the semi structured interview technique allows the researcher to see the reactions of the respondent, to sense their mood and feelings and to probe in a way that could potentially generate high quality data. Certain qualitative methods allow for the researcher to learn more about those being studied and as such gain further insight into the actions, behaviours and situation of the respondents.

Quantitative v Qualitative

There has for many years, been a debate within the research field as to the relationship between the quantitative and qualitative approaches. Punch tracks this back to the 1960s when the traditional dominance of quantitative methods as the way of doing empirical research in social science was challenged. (Punch 1998:2) This dispute, which was referred to as the ‘Paradigm wars’ (Punch 1998:2) is taken further by Robson who offers two possible solutions to the debate:

'It does appear that the qualitative/quantitative debate, while it might have been necessary in the 1980s and early 1990s, has now become increasingly unproductive. Some argue that this is because it is now clear that there is a basic incompatibility between the two approaches, hence it is time to stop the talking and get on with one's own thing. An alternative approach is to follow the lead of Bryman who points out there is a greater rapprochement between the workers in the two traditions and hence a greater compatibility of approach in practice.'
I would agree with Robson that there is a level of commonality between the two approaches. Both have extremes, these being the two ends of a continuum with every method lying somewhere on that continuum. I have provided a balance of methods that meet the needs of this study. I have selected what I believe to be the best methods for achieving what I want to achieve, as opposed to relying on a theoretical insistence for one approach or another. There is a coming together of both approaches which is outlined by Bernard:

‘Qualitative and quantitative data inform each other and produce insight and understanding in a way that cannot be duplicated by either approach alone.’ (Bernard 2000:325)

Validity

One of the most demanding challenges for any researcher is to convince other researchers that the methodologies and findings are accurate, balanced and trustworthy. This can be broken down to a simple question such as ‘does a test measure what it purports to measure.’ (Herbert 1990:52). Robson offers a further line of questioning:

‘This is to a considerable extent a matter of common sense. Have you done a good, through and honest job? Have you tried to explore, describe or explain in an open and unbiased way? Or are you more concerned with delivering the required answer or selecting the evidence to support a case?’ (Robson 2002:100)

Triangulation

One of the most important ways that the researcher can help to counter all threats to validity is by using triangulation. (Robson 2002:175)
process whereby the researcher uses different research approaches as opposed to relying on one single method. This provides greater understanding of the relevant issues arising from the research. Bell describes triangulation as:

"Cross checking the existence of certain phenomena and the veracity of individual accounts by gathering data from a number of informants and a number of sources.... in order to produce as full and balanced a study as possible."

(Bell 1993:64)

Seale uses an interesting analogy to describe triangulation:

"The term itself is designed to evoke an analogy with surveying or navigation, in a way which people discover their position on a map by taking bearings on two landmarks, lines from which will intersect at the observers position."

(Seale 1999:53)

Reliability

One of the main considerations when choosing a methodology is that of reliability. Reliability refers to the predictability of results and the overall neutral effect that a particular research instrument should ideally have on the results. The need to have results that are credible and can stand up to scrutiny is important. The research process must be open and transparent. Denscombe describes the effect in simple terms:

"If someone else did the research would he or she have got the same results and arrived at the same conclusions?"

(Denscombe 1998:213)

This simple definition highlights the need for the researcher to be as objective as possible in their study. Subjectivity serves to reduce the reliability of the
Research and the researcher must reflect on an ongoing basis to ensure that their own subjective ideas and assumptions do not impinge on the study. Robson in Saunders et al outlines the four main threats to reliability:

- ‘Subject or participant error
- Subject or participant bias
- Observer error
- Observer bias’

(Saunders et al 2003:101)

The nature of research is that people, for example employees in an organisation are not infallible and are subject to both error and to bias. The employee might well have incorrect assumptions about the area under study or because of their own particular attitudes or beliefs might introduce bias into the data. Saunders et al (2003:101) give the example of an interviewee who, in order to satisfy their manager will say what he or she thinks that the correct answer should be. This answer, while giving the subject the false satisfaction of believing that they have given the ‘correct’ answer will add bias to the results and will affect their overall reliability.

Further issues are that of observer error and bias. In these situations, the errors and bias on the part of the researcher can impact on the results. This is an issue I have already discussed in this Chapter and highlights the need for me to reflect on what I am doing and to seek the views of others as to whether errors or bias have been influencing my work.

Ethics

Social researchers have many influences placed upon them as they complete the requirements of their proposals and meet their stated aims and objectives. These influences can be both positive and negative. Many important questions and dilemmas are raised and require careful consideration if they are to be successfully and appropriately resolved.
In order to make an assessment of how ethics impact upon the researcher, it is important to first clearly establish what is meant by ‘ethical’. The New Oxford Dictionary of English describes ‘ethical’ as:

“for relating to moral principles or the branch of knowledge dealing with these”.

(Pearsall 2001:631)

This definition of ‘ethical’ places great emphasis upon morals and in the context of the researcher begins to raise some serious issues for consideration. Many of the ethical issues facing the social researcher will act as constraints in the process.

Bell offers the following advice:

‘Researchers, who have ignored the courtesies or, even worse, have overstepped ethical bounds, can do great harm.”

(Bell 1993:53)

The social researcher will have to face ethical decisions at every stage of the research process. This is important in the project proposal stage, when parameters and terms of reference are decided. How should the researcher deal with their client or project sponsor? The promise of further employment; contracts or job advancement can place great pressure on the researcher to produce a final report that mirrors the views and opinions of the person signing the cheque. The methodologies being used can also come under similar influence with the researcher facing a decision whether to compromise their integrity through abandoning a methodology in favour of one that may not be appropriate but is stipulated by the sponsor. Bell warns the researcher:

“care has to be taken to consult, to establish guidelines and to make no promises that cannot be fulfilled.”

(Bell 1993:53)
The final stage of the research may pose the most difficult ethical questions. The final report and conclusions will be the culmination of hard work and effort—but will the report fully reflect what was discovered in the research, or have important but unpopular aspects been left out? Ethics can affect all that the researcher does throughout the project. I will now outline and critically analyse four of the main areas where ethics may impinge upon the researcher:

- Integrity
- Participation
- Confidentiality and anonymity
- Analysis and reporting

**Integrity**

How important is the ability to be judged by your peers and be found to be honest and beyond reproach? This ability will apply to many professional fields, but perhaps no more so than in that of the social researcher. There will be influences placed on the researcher by the project sponsor. The sponsor may have a 'hidden agenda' that they are seeking to fulfil through a research report. The researcher must be aware of this possibility and if they suspect that this is the case, ensure that if a proposal is agreed, that their ethics and morals are not open to reproach. There must be thorough negotiation and clarification sought by the researcher, but to what extent should the researcher compromise their professional integrity? The only response I can offer to this question is that professional integrity must remain sacrosanct. Any diminution of researchers professional and ethical standards should render them untrustworthy and thoroughly unreliable.

I am completing a study within the police service and I have been asked to carry out research that will affect the service as a whole. I have had to ensure that there has not been any influence on my research; this is particularly important in an organisation such as the police service where lines of management are historically very distinct.
The researcher must also ensure that no stakeholder groups are deliberately excluded from the research. This may be the case where a research sponsor fears that research in that particular group may reflect on them in a negative way. The exclusion of key stakeholders will only serve to reduce the validity of the research and reflect badly upon the integrity and professionalism of the researcher.

**Participation**

One of the overriding principles of social research is that of the voluntary nature of participation by the subjects. De Vaus states that:

"...voluntary participation implies that participants make a choice and true choice requires accurate information if it is to be truly voluntary."

(De Vaus 1996:333)

The researcher must fully identify themselves and explain the nature of the research. This explanation must also outline the policy in respect of confidentiality and anonymity. Explaining the policy to participants should have the effect of instilling confidence in the process. The identity of the research sponsors should also be provided. In this way the subjects are able to make an informed choice whether or not to participate in the research. Bell states that:

"...researcher can demand access to an institution, an organisation or to materials. People will be doing you a favour if they agree to help, and they will need to know exactly what they will be asked to do. The field should not be left more difficult for subsequent investigators to explore by disenchanting respondents with the whole notion of research participation."

(Bell 1995:52)
The refusal by a person to participate should not have any adverse affect upon them. Social research asks participants to provide information about themselves, which they would not normally divulge. The researcher must avoid leading subjects into a false understanding of what they are participating in.

The voluntary nature of participation does provide some constraints on the researcher. It would be much easier to attend a room with a number of subjects, give them a questionnaire and instruct them to complete it while remaining in the room observing the exercise. This would ensure a 100% return rate, but at what cost? The subjects may well be less inclined to give honest answers, which may adversely affect the validity and accuracy of the results. I have direct experience of this in the police service, when the hierarchical nature of management leads some to assume that subjects will 'do as they are ordered and carry out tasks such as questionnaire completion without question.

There may be occasions when this is the only reliable method to obtain the required information, however the researcher who has considered the ethics of their work as an integral part of their overall strategy will be aware of what they are doing and will consider this when analysing their data.

Confidentiality and Anonymity

Babbie describes confidentiality as being achieved in a survey when:

'the researcher is able to identify a given person's responses but essentially promises not to do so publicly...the respondent is assured that this will not be done.'

(Babbie 1995:451)

He also describes anonymity as:

'the respondent may be considered anonymous when the researcher cannot identify a given response with a given respondent.'
The researcher enters into a relationship with a subject where various issues can be explored. There may be occasions when the researcher will touch on issues that are sensitive, and may cause embarrassment to the respondent. This is an area when the ethics of the researcher can be placed under pressure and influence. The question is: to whom does the researcher bear greatest responsibility? De Vaus offers the following advice: 

"Do not promise confidentiality unless you can keep the promise. It is inappropriate to promise confidentiality when you know that other people outside the study will have access to the information and can identify the respondents."

Any researcher who breaks an agreement of anonymity or confidentiality will undermine the confidence of respondents in the entire research process and will bring into question the work of other social researchers. The researcher must ensure that issues of confidentiality and anonymity are resolved and that whatever process is agreed is made fully aware to respondents. There will be unwillingness on the part of respondents to fully discuss some issues if anonymity and confidentiality are not preserved, however this is the judgement that the researcher will have to make.

Bell offers the following reminder for ensuring anonymity and confidentiality and outlining the importance of not unwittingly identifying individual respondents:

"Decide what you mean by anonymity and confidentiality. Remember that if you are writing about 'the Head of English' and there is only one head of English, the person concerned is immediately recognisable."

(Bell 1995:58)
The researcher may wish to use observation as a tool for gathering data. The most reliable and valid method of obtaining data may be to carry out covert observation. How morally acceptable is it for the researcher to carry out covert observation? Does the respondent not deserve to know when they are being observed? It may be the case that their behaviour would be considerably altered if they were made aware. Would the greater good be served if they were not told and more reliable data be obtained? In my view, ethical considerations outweigh any advantages gained by observing covertly. The respondents should be made aware and their rights protected. Bryman states that:

"...questions of the ethics of covert observation and deception in experiments and the need for informed consent are examples of the sorts of issues which are addressed."

(Bryman 1988:121)

The researcher may decide to use a questionnaire or interviews to obtain the required data. The questionnaire may be designed to elicit the respondent's details at the outset. This information may be useful if comparing responses by way of age, gender etc. When this is not the case and the questionnaire is to be anonymous, the temptation may be there to mark the questionnaires in some way so as to identify particular respondents to ascertain their individual responses. De Vaus (1996:337) warns that postal surveys that use identification numbers are not anonymous.

This practice may elicit information but at the cost of risking the respondent finding out that their responses are being monitored. This is also the case with respect to interviews and the notes obtained from them. Should these be marked in any way? Should the sponsor be allowed access to them after completion? Again, this brings ethics back into the equation and calls into question the relationship between researcher and respondent.

The research process must also be designed in a way that does not place any respondents at risk of harm to themselves or others. This is also related to the possible release of information that may be detrimental to the respondent. The
Discussion of a respondent's background may raise issues that have an adverse psychological impact. The researcher must be aware of this possibility and have at the centre of their research the need to protect their respondents. The researcher must abide by the highest ethical standards if their work is not to have undue negative impact upon the participants. This should be the primary concern -even if the research suffers as a consequence.

Analysis and Reporting

The researcher will bring all the aspects of their research together in a final report. This report will have at its core the results of the research. The results must be stated in the report without any manipulation or amendment. Any issues that are raised that are at variance with the views of the researcher or the sponsor must also be included. There will be a temptation to alter results in a way that excludes information or adding in information to fill in 'gaps' that have arisen. Here again, the integrity and honesty of the researcher will be tested. The researcher who allows them to be compromised by manipulating data in my opinion demeans their role.

Bryman advises the researcher as to how the sponsor should be involved in the final report phase:

"there is also a responsibility to show members of the organisation draft material in order to allow the correction of factual inaccuracies."

(Bryman 1988:89)

The researcher must be aware of any deficiencies that have occurred in the research process. The final report would need to highlight any occurrences or difficulties experienced which had a negative impact on the research. These can be fully explained and reflected in the conclusions and recommendations. Human nature is such that no one likes to admit mistakes that have been made.
but in the research field the ethics and integrity of the process must take precedence over the personal pride of the individual.

Sampling

There are definite limits to the ability of any researcher to include everything and everyone in their study. Punch highlights the issue:

“All research, including qualitative research, involves sampling. This is because no study, whether quantitative, qualitative or both, can include everything: ‘you cannot study everyone everywhere doing everything’.”

(Punch 1998:105)

Sampling is an important area of research and is closely linked to the validity of the findings. De Vaus defines sampling as:

“…to collect information from only some people in the group in such a way that their responses and characteristics reflect those of the group from which they are drawn.”

(De Vaus 1996:60)

The entire members of the group are referred to as the population, while a sample is a selection from the population. In order to ensure that a sample is representative of the population, it is essential that certain types of people are not excluded from the sample. Newby indicates that:

“The object of sampling is to economise the effort necessary to gather data, whilst remaining confident that the findings from the sample are representative of the population from which the sample has been drawn.”

(Newby 1992: 240)
De Vaus indicates that there are two broad types of samples:

- "Probability"
- "Non-Probability"

(De Vaus 1996:61)

A Probability sample is one in which each person in the total population has an equal chance of being selected in the sample. In the case of the Non-Probability sample, some members of the population have a greater chance than others of selection in the sample. De Vaus (1996:61) concludes that a probability sample is preferable because of their inherent likelihood to produce samples that are representative of the population. The key issue for the researcher is the selection of a sample from the total population with which the work can be completed that would enable the researcher to draw conclusions about that sample that could be applied to the population as a whole. Punch depicts this interrelationship between sample and population using the following diagram:

![Diagram](image)

Figure 3-2

(Punch 1998:106)

There is a relationship between the sample size selected and the overall validity of the findings. The researcher must consider when selecting the sample size that
It remains representative of the total population and that the validity of the research findings is maintained. Robson recommends that probability sampling is used; probability sampling being a type of sampling plan where the probability of the selection of each respondent is known. Probability sampling is sometimes referred to as representative sampling:

“In probability sampling, statistical inferences about the population can be made from the responses of the sample.”

(Robson 2002:261)

Bernard reinforces the importance of probability sampling:

“The general rule is this: If your objective is to generalise about individual characteristics from a sample to a population, then use probability sampling whenever you can....”

(Bernard 2000:147)

Punch provides the following advice for researchers engaged in the selection of a sample:

“Whatever sampling strategy is used, the research proposal (and report) will need to address three questions:

- How big will the sample be, and why?
- How will it be chosen and why?
- What claims will be made for its representativeness?”

(Punch 1998:106)

For the purpose of this research project, the overall population was identified as officers in the PSNI. I restricted the total population to police officers only, despite there being a large and growing civilian support staff compliment
A further decision I had to make was whether or not to include members of the PSNI Full-time Reserve in the total population. The Full-time Reserve contingent within the current PSNI were recruited in the late 1970's to assist the then RUC with security related duties. These officers were trained over a shorter period and were employed on a strict three-year rolling contract basis. They were differentiated from their regular colleagues by the designation of a letter ‘R’ above the number on their shoulder. Over the last three decades, the Full-time Reserve role partially evolved into one where a significant number of these officers became involved in the delivery of front line policing alongside (and in many cases to a higher standard than) regular officers. I decided that I would exclude Full-time Reserve Officers from my research.

With the implementation of the Patten recommendations arising from the Independent Commission report into policing in Northern Ireland, the future of the Full-time Reserve officers has been uncertain. The current Chief Constable Hugh Orde undertook to review their future as police officers in October 2004. This has led in 2005 to the commencement of a process of phasing out of all Full Time Reserve officers.

**Data collection methodologies for this study**

The examination of methodological issues and options has enabled me to make informed well-reasoned decisions in respect of the methods that will be employed in completion of my research into Best Value and organisational culture. I will now outline the methods that I have chosen in order to achieve the aims of my research.

**Questionnaires**

There has been huge growth in survey research with Japan leading the way, developing a major survey research industry soon after World War II. (Bernard
This growth has been further fuelled by the demand for consumer-based data for marketing, government information and other purposes. One of the major ways that this research has been carried out is through the administration of self-administered surveys or questionnaires. Newby provides a useful definition of a questionnaire as:

".... a printed document comprising a number of questions and (typically) prepared alternative answers. It is distributed to respondents, by post or by hand, for each individual to complete in private and then to mail back to a central collating point responsible for analysing the data."

(Newby 1992:27)

The administration of a questionnaire may seem to be relatively straightforward, convenient and an effective way to easily gather large quantities of information. The process of using a questionnaire for research purposes is, as Bell outlines, not as easy as it may at first seem. She quotes Oppenheim (1966) who states:

"The world is full of well meaning people who believe that anyone who can write plain English and has a modicum of common sense can produce a good questionnaire."

(Bell 1995:75)

Robson offers a guide to what the typical central features of a questionnaire survey are:

- "The use of a fixed, quantitative design;
- The collection of a small amount of data in standardised form from a relatively large number of individuals;
- The selection of representative samples of individuals from known populations."

(Robson 2002:230)
The main aim of the questionnaire is to quickly and effectively communicate with a respondent and allows the researcher to build up a more general picture about the issue concerned from the resulting data. Hibberd and Bennett outline three qualities that make a good questionnaire:

- "The questions must be understood by the respondent in the way they are intended by the researcher;
- The respondent must be told clearly what to do – which questions to answer, which to miss out, how to answer and so on;
- It must show consideration for the respondent. After all, the respondent is doing you a favour by answering your questions. In recognition, you should make it as easy and clear as possible to complete. Why should a respondent bother to fill in something that has not been carefully prepared?"

(Hibberd and Bennett 1990:14)

Disadvantages of questionnaires

At first glance, the use of a questionnaire might seem to be the easy option for a researcher. There are real difficulties associated with administrating a questionnaire, and these must be fully taken into account by the researcher at the design stage.

The success of the questionnaire in obtaining useful data can be adversely affected by the particular characteristics of the respondents. If the research is based around factors that affect the workforce of an organisation, such as pay and conditions, then the experiences and motivation of the respondents may affect their completion of the questionnaire. (Robson 2002:233). The design, administration and analysis of questionnaires can be time consuming; particularly if insufficient time has been allocated to piloting the questionnaire beforehand. The administrative requirements of questionnaires include the format and design of the questionnaire and publishing of what could be large
qualities of the survey. This also involves the collation of respondents' details, addressing of envelopes, inclusion of return envelopes and the collation of returned questionnaires. It is also important, in order to maximise the return rate, that a follow up letter is designed, piloted, published and sent out to respondents at an appropriate period after the initial questionnaire was sent out.

The return rate for completed questionnaires can typically be low and may require some follow up study to be carried out to obtain an appropriate amount of data Bernard anticipates that a return rate of 20% to 30% can be expected from postal questionnaires. (Bernard 2000:233). Reasons for this low return rate may include a reluctance of respondents to answer questions on the topic being researched, or respondents may not understand the questions being asked in the survey. Respondents may also feel that if the questionnaire takes too long to complete, they may not take the necessary time to do so. In these cases, careful piloting of the questionnaire should help to avoid these problems and will help the researcher to maximise the return rate.

One of the overriding concerns that faced the research was that few officers in the PSNI had experience of the legislation and implications of Best Value. The questionnaire that was designed sought to provide information about the 5 'C's of Best Value. The nature of this questionnaire also means that a high level of non-response is possible. In order to enhance the return rate, return envelopes were provided (using the PSNI internal mail system) and a reminder letter was prepared and sent to those officers who received an initial questionnaire. A copy of the questionnaire used in the research is at Appendix 1.

Advantages of questionnaires

The use of a questionnaire affords the researcher the opportunity to ask more questions than in an interview. This does not allow for complex or sensitive issues to be examined. This can be to the advantage of the researcher, as respondents may not wish to take the amount of time to complete a complex or detailed questionnaire.
A questionnaire-based survey has a comparatively low cost to administer. It means that relatively large numbers of people can be part of the research in a much more cost effective way than engaging in face to face interviews over a protracted period of time. I was able to keep costs low for my study by using low cost administrative processes such as the PSNI in house postal system for delivery and return of questionnaires. This also meant that there were no possible security implications by using the main Northern Ireland postal system. A questionnaire also affords anonymity to the respondents. Bernard highlights this point:

“Respondents may be more willing to report socially undesirable behaviours and traits in self-administered questionnaires than they are in face to face interviews. They aren’t trying to impress interviewers, and anonymity gives people a sense of security…”

(Bernard 2000:232)

The questionnaire allows the respondent to answer what is asked without any possible influence or bias from the researcher, in say, the interview setting. The respondent does not have to take into account what the possible reaction of the researcher may be when he or she is sitting completing the questionnaire free from any perceived or real influence.

Semi Structured Interviews

Interviews are a commonly used and often highly productive method of research. They can be very adaptable and afford the skilled interviewer an opportunity to probe, focus and investigate issues, thereby adding value to the research being carried out. Unlike a questionnaire, the researcher is afforded the opportunity to meet face to face with the respondent. Newby describes the interview in the following simplistic terms:

“Holding a conversation with a purpose. It may be informal in tone, but the interview is carefully structured to ensure that relevant information is collected.”
Newby also outlines the following stages for interviewers to follow in order to ensure that the interviews they carry out will be effective and will add value to the research:

- “Decide what kinds of information you need
- Draft the interview schedule
- Pilot the draft instrument and redraft as necessary
- Full-scale implementation
- Analyse the data
- Report the findings.”

As Newby has indicated there is a need to meticulously prepare for the interviewing process. It is essential that the interviewer has critically thought through what it is that they want to achieve from the interview and decided what type of interview would best meet their needs. Grebenik and Moser in Bell see the alternative types of interview as:

“Arranged somewhere on a continuum of formality.”

This can be further explained as ranging from a highly formal approach, where the interviewer is almost machine like in their style; to a totally informal interview process, where the nature of the interview is determined by the respondents themselves. I have decided to adopt a semi-structured approach. This will afford me the opportunity to probe and focus resulting responses, but within a relatively loose format. The interviews must be carried out at an acceptable time, in an appropriate location, where privacy can be assured and where interruptions are kept to a minimum. This is a relevant issue for this study.
as I will be asking serving members of the RSN to discuss issues in respect of organisational culture. Confidentiality is an essential element of the interview and unless the respondents are satisfied that their answers and comments will be treated in confidence, they will not give honest answers and the research may suffer as a result.

Oppenheim points out that unlike conversations, the respondents may react in a number of ways to being interviewed e.g. inaccuracy, flattery at being asked and their perception of the need to embellish responses to impress the interviewer. It is essential that any interviewer is aware of these potential problems and adopts the appropriate approach to each respondent. (Oppenheim 1992:45) While reflecting on this particular issue, I was aware that my position as a Chief Inspector might lead some respondents, particularly those junior in rank and service, to attempt to give answers that they would feel I would want to hear. Because I had been aware of this as a potential threat to my research, I was able, through careful questioning and probing to ensure that full and accurate answers were obtained.

Newby advises the interviewer regarding the truthfulness of responses. Interviewers should be sensitive to:

- "Internal consistency – statements do not contradict each other
- Balance – personally unfavourable information is provided, as well as that which puts the interviewee in a good light
- Exaggeration – personal achievements are overstated or overvalued."

(Newby 1992:108)

The interviewer must also remain steadfast with regard to their own ethics as a researcher and do not let their own beliefs or values influence the respondent. Sellitz et al in Bell point out:

"Interviewers are human beings and not machines and their manner may have an effect on the respondents."
Bell also emphasises the need for complete objectivity, and states that this should be the aim of every interviewer. She also cautions the interviewer to be careful how questions are put if they hold strong views about some aspect of the topic. Carrying out interviews has the distinct advantage of providing a better response rate that that of questionnaires. The interviewer has the opportunity to provide the respondent with more background information regarding the research, which may have the effect of adding greater accuracy and relevancy to the results given. There is also an opportunity for the interviewer to probe thoroughly. Cohen in Bell likens interviewing to a fishing expedition

“Like fishing, interviewing is an activity requiring careful preparation, much patience and considerable practice if the eventual reward is to be a worthwhile catch.”

Advantages of Semi-structured interviews

Semi-structured interviews provide an opportunity to have a face-to-face encounter with a respondent that allows direct questions to be asked and responses recorded. Interviews also allow the researcher flexibility and a route to explore the reasons behind people’s actions, to find out what they do and why, and to examine how they feel about certain issues that directly affect them.

Robson identifies the opportunity that is open to the researcher in an interview to probe and follow up on issues:

“Face to face interviews offer the possibility of modifying one’s line of enquiry, following up interesting responses and investigating underlying motives in a way that postal and other self-administered questionnaires cannot.”
The open nature of interviews also allows the researcher to obtain background information about respondents that could not be readily obtained using any alternative method. Such information can be invaluable in identifying the specific details of a particular role being fulfilled by a respondent. For me, the key advantage in the use for semi-structured interviewing is the opportunity it gives for probing. This enables certain issues to be examined in greater depth. If one was to use a strictly structured interviewing process, the rigidity of the questioning would not allow for probing to take place and as a result, valuable information may be lost. There is also a chance for the researcher to focus on a particular subject or topic that may have arisen from other interviews that have been already carried out. This allows the researcher the time to work through in detail the issue that has been raised to establish its nature and extent.

Disadvantages of Semi-structured interviews

There are a number of disadvantages with using semi-structured interviews in a research project. Sitting down with a respondent to work through an interview schedule is time consuming and costly for both interviewer and interviewee. Dobson comments:

"Interviewing is time consuming. The actual interview session itself will obviously vary in length. Anything under half an hour is unlikely to be valuable; anything going much over an hour may be making unreasonable demands on busy interviewees, and could have the effect of reducing the number of persons willing to participate…"

The time needed to complete an interview is an important factor for consideration, as this will affect the number of respondents that the researcher will be able to interview. Large scale interviewing is likely to be unrealistic and consideration may be given to the administration of a questionnaire as an
addition to a process of interviews that can more readily be completed. I am a single researcher working with no additional support and as a result I have had to look closely at the number of interviews I have been able to complete. As well as the time in preparing, completing and travelling to and from interviews, I have also spent time in piloting the interview schedules. By completing a piloting process I was able to make any adjustments necessary to provide clarity to my questions, to practice my recording and transcribing techniques, and to increase my own levels of confidence and competence.

Interviewing is time consuming and costly in terms of the amount of time required to prepare. Suitable accommodation has to be sourced and the absence of the interviewee has to be covered by others at a further cost to the organisation. The system of recording and transcribing data from the interviews will also place demands on the time of the researcher. I did encounter difficulties of this nature in terms of allocating time to complete interviews. The issue of accommodation was not a problem as I was able to secure rooms within police establishments that were suitable and did not incur any additional financial cost. On reflection, what did cause a difficulty was securing the attendance of interviewees for an appropriate period of time. The establishment of the PSNI has reduced considerably since the introduction of the Patten reforms. Where before I could have expected that officers would easily be made available to me for interview, I had to quickly accept that there would be delays in arrangements being confirmed so that costs could (quite rightly) be kept to a minimum by the organisation.

The interviews I completed for this study began with introductory pilot interviews held in May 2004 with an Inspector and a Constable from Urban Region, and a Chief Inspector from a Headquarters Department. I was able to use these interviews to make adjustments to questions and I also made summaries from the interviews that were recorded at the time. The second and main phase of interviews commenced in November 2004. The interview questions were prepared from the piloting process as described and a total of 12 interviews were conducted with a selected sample of officers in the PSNI. This was organised in accordance with the categories of rank, region and length of service as used in
the questionnaire administered as part of this research. The following table outlines the breakdown of the interview process:

<table>
<thead>
<tr>
<th>Rank</th>
<th>Constable</th>
<th>Sergeant</th>
<th>Inspector</th>
<th>Chief Inspector and above</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Region</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Rural Region</td>
<td>1</td>
<td>1</td>
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</tr>
<tr>
<td>Headquarters</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 3-1

I decided that to give my interview research validity and reliability I would select an officer for each of the ranks serving in each of the three different Regions. I had to be conscious that as a researcher operating on my own without any additional assistance, I should critically consider the number of interviews I could carry out given my on-going responsibilities as an operational police manager. I believe that the interview schedule I selected provided a balanced solution between practical considerations and theoretical research demands. I felt confident that I would be able to glean the maximum data for my research from the interviews. The list of questions used in the semi-structured interviews is at Appendix 2.

Sample for this research

I completed the questionnaire administration of this research in December 2002 to January 2003. The levels of establishment and overall PSNI structure were as in force at that time. The PSNI is currently divided up into Headquarter Departments as well as for operational purposes geographically into 29 District Command Units (DCU’s), led by a District Commander at Chief Inspector, Superintendent or Chief Superintendent level, dependant on the size of the DCU. The boundaries of the DCU’s are such that they are coterminous with the Local Government Council boundaries. There is, as a result, a DCU for each of the District Councils in Northern Ireland. The management tier above DCU level is
at Regional Assistant Chief Constable (ACC) level; the ACC’s report directly to
the Chief Constable. There are a number of DCU’s that are amalgamated into
Regions for this level of management.

The map below provides the geographical breakdown of Northern Ireland for
police management purposes:

![Map of Northern Ireland with Regions labeled: North Region, South Region, Urban Region.]

Figure 3-3

(PSNI, 2002:6)

**Regions**

When I commenced this study in December 2002/January 2003, there were, as
well as Headquarters, three operational Regions in existence:

- Urban Region, covering all of the main Belfast inner city and suburban
  DCU’s
• North Region, covering Londonderry and DCU’s in the northern half of Northern Ireland;
• South Region, covering DCU’s in the southern half of Northern Ireland, including Newry and Mourne, Dungannon and South Tyrone and Portadown.

While part of the research had been completed, a decision was taken to amalgamate the North and South Regions into one larger Rural Region, leaving Urban and Rural as the two operational regions for the PSNI. The questionnaire phase of my research was designed and administered while the three Regions were in existence, so I will explain how the questionnaire sample was drawn up and used at that time. There is no adverse impact upon the final results of the research, as the original Urban Region did not change its boundaries when North and South Regions amalgamated.

I decided to use a stratified random sample for the questionnaire process. Robson describes a stratified random sample as:

"...dividing the population into a number of groups, or strata, where members of a group share a particular characteristic or characteristics. There is then random sampling within the strata."

(Robson 2002:262)

The total population of regular officers in the PSNI in December 2002 was 6,986. By including regular officers only, I excluded full-time reserve officers (p98). The strata I used to divide the total population of the PSNI are outlined in table 3-2. The figure in the brackets describes the total population for those particular strata, while the figure not in brackets represents the chosen number of officers to be included in the sample.

In order to assist with the management of the sampling process, I included all officers who work District Command Units in Urban, North and South regions into one category referred to as DCU. The officers included in the Headquarters
category refer to those who are attached to a Headquarters Department. These officers include those in training, human resources, special branch, crime management, operations management, press and media and personnel support services.

Finally, those officers attached to the management tier at Regional level, encompassing Urban, North and South Regions are categorised under Region. Officers attached to regions perform duties that include TSG (Tactical Support Groups) dealing with high level public disorder, traffic duty officers and regional operations management.

<table>
<thead>
<tr>
<th></th>
<th>District Command Unit Officers</th>
<th>Headquarters Officers</th>
<th>Regional Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>343 (3241)</td>
<td>278 (1045)</td>
<td>270 (918)</td>
</tr>
<tr>
<td>Sergeant</td>
<td>244 (675)</td>
<td>169 (302)</td>
<td>113 (161)</td>
</tr>
<tr>
<td>Inspector</td>
<td>135 (208)</td>
<td>102 (140)</td>
<td>40 (45)</td>
</tr>
<tr>
<td>Chief Inspector</td>
<td>70 (88)</td>
<td>99 (133)</td>
<td>27 (30)</td>
</tr>
<tr>
<td>and above</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 3-2

- Figure in brackets indicates the total population for the strata
- Figure outside brackets indicates the sample size selected in respect of the total population for the strata

Selection of sample size

I recognised that I did not want, or need to administer a questionnaire to every member of the service. I needed to establish what numbers of questionnaires I needed to send out to the officers making up the respective strata in a way that did not adversely affect the reliability or validity of my results. The required
sample size also needs to be considered in terms of the tolerable error percentage. Saunders et al describe the tolerable error as follows:

‘Researchers normally work to a 95 per cent level of certainty. This means that if your sample was selected 100 times at least 95 of these samples would be certain to represent the characteristics of the population for most business and management research, researchers are content to estimate the population's characteristics to within plus or minus 3-5 per cent of its true values.’

(Saunders et al 2003:155)

I decided to use the theoretical sample size for different population sizes as outlined by Anderson in Verma and Mallick, based on a 5% tolerance error level:

<table>
<thead>
<tr>
<th>Confidence level</th>
<th>Required sample for a tolerable error at:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>5%</td>
</tr>
<tr>
<td>100</td>
<td>79</td>
</tr>
<tr>
<td>500</td>
<td>217</td>
</tr>
<tr>
<td>1000</td>
<td>277</td>
</tr>
<tr>
<td>5000</td>
<td>356</td>
</tr>
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<td>50000</td>
<td>381</td>
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<td>100000</td>
<td>382</td>
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<td>1000000</td>
<td>384</td>
</tr>
<tr>
<td>250000000</td>
<td>384</td>
</tr>
</tbody>
</table>

Table 3-3

(Verma and Mallick 1999:161)

Timing

A crucial element in the administration of the questionnaire used for this research project was that of timing. In September 2002 I carried out the piloting process...
for the questionnaire and planned to release it to the service in April/May 2003. The use of my survey had been previously agreed as part of the project proposal process for the research.

In October 2002 there was a change in policy in respect of survey research within the PSNI. Staff at the PSNI Corporate Development Branch had become concerned about the volume of questionnaires being promulgated to the service at that time. Senior Management had planned to complete a number of other surveys into issues such as human rights, police uniform and the role of the Police Ombudsman, and did not want return rates for these surveys to be adversely affected by police officers and support staff becoming ‘survey exhausted’.

I was given a narrow window of opportunity to administer my survey in mid December 2002. If the questionnaire research could not be completed in this time, I would not be allocated a further date to do so. This placed immense pressure on the project from an administrative point of view, as I had to quickly bring plans for the questionnaire forward a number of months.

The questionnaire was successfully promulgated on 10th December 2002 with a follow up letter sent out on 20th December 2002. I was able, therefore to be flexible and adaptable with my research. A copy of the follow up letter is at Appendix 3.

**Scales**

There are a number of issues that the researcher must fully consider when constructing a questionnaire. One of the main issues is that of what scales to use. Bell describes scales as:

“…devices to discover strength of feeling or attitude.”

(Bell 1999:185)
While the questionnaire will ask the respondent various questions, it is the scale that will determine how the questions are answered. The use of a scale gives focus and control to the respondent, otherwise the range and variety of answers that will be received will be immense and difficult to analyse. Bernard states: “...a single question on a questionnaire is technically a scale if it lets you assign the people you’re studying to categories of a variable...we try to measure complex variables like these with complex instruments – that is, instruments that are made up of several indicators. In fact, these instruments are what we usually call scales.”

(Bernard 2000:287)

For the purposes of this research project, I wanted to ascertain the strength of agreement or disagreement with the 69 questions posed in the questionnaire. The responses to these questions needed to be unambiguous and needed to lead the respondent into making a choice that was relatively simple for them to understand, yet would give me the best data with which to work with in my analysis.

I decided to use the Likert scale. Babbie describes the Likert scale as:

“...associated with a question format that is very frequently used in contemporary survey questionnaires. Basically, the respondent is presented with a statement in the questionnaire and is asked to indicate whether he ‘strongly agrees’, ‘agrees’, ‘disagrees’, ‘strongly disagrees’ or is ‘undecided’.”

(Babbie 1973:269)

Given the nature of the questionnaire that I was developing, i.e. one that focused on work based issues with regard to a Government legislative initiative, I was concerned that the subject matter might ‘turn people off’ to completing it. I attached a separate instruction sheet to assist the respondents in answering the questions. This sheet contained an explanation on how to complete the answers and designating the ‘middle’ or ‘undecided’ response as ‘neutral’. The
explanation sheet contained the information that ‘neutral’ meant ‘neither agree nor disagree’. A copy of the questionnaire explanation sheet is at Appendix 4.

In order to code the responses for the purposes of data analysis, I scored the responses as follows:

- Strongly Agree: 1
- Agree: 2
- Neutral: 3
- Disagree: 4
- Strongly disagree: 5

Figure 3-4

Strategy

One of the research objectives is that a practical strategic model will be provided to assist PSNI with the implementation of Best Value with regard to the culture of the organisation. The key aspects and principles of Best Value were identified through an extensive literature review and the cultural position of the PSNI was measured in terms of the key aspects. These issues were examined further through a series of semi-structured interviews and a number of key elements were highlighted.

In order to provide senior management at PSNI with the appropriate information and guidance in terms of implementing Best Value I decided that I would develop a strategic plan that would allow the key issues surrounding the organisational culture and Best Value to be addressed. As an organisation, the police service deals regularly with issues from a strategic perspective and strategic planning regularly takes place in terms of introducing policy or changing processes. I was confident that PSNI would be able to take the strategic plan resulting from this research and would readily be able to use it to the overall benefit of the service.
What is strategy?

Before beginning the process of developing a strategic plan for the implementation of Best Value it is necessary to outline what is meant by the term strategy. Hicks and Gullett offer the following definition:

"The term strategy was first used in the military to describe the grand plan for winning a war. It is usually distinguished from tactics that are the plans for winning an individual battle. In recent times the term has been applied to business firms and other organisations. In this context corporate strategy refers to the firm's overall plan for dealing with and existing in its environment."

(Hicks and Gullett 1988:272)

Having a strategy serves the purpose of setting purpose and direction and as such is an important factor in the management of any organisation. Johnson and Scholes examine the relevance of time with regard to planning in the definition they offer for strategy:

"Strategy is the direction and scope of an organisation over the long term which achieves advantage for the organisation through its configuration of resources within a changing environment and to fulfil stakeholder expectations."

(Johnson and Scholes 2002:10)

There is a clear sense that having a strategy is important for an organisation and that it can yield benefits in terms of providing direction and focus over a longer period of time. The relevance of the external environment for an organisation is also an important factor and is an issue that can more readily be managed through the implementation of a strategy. The pressures on an organisation from the outside can be a critical factor on whether the organisation can remain stable.
and thereby survive and succeed. These situations may demand the development of a strategy:

‘Strategic decisions may also have to be made in situations of uncertainty: they may involve taking decisions with views of the future about which it is impossible for managers to be sure. Strategic decisions will very often involve change in organisations which may prove difficult because of the heritage of resources and because of culture.’

(Johnson and Scholes 2002:10)

What is strategic planning?

An analysis of the word strategy has provided several definitions that give an understanding of the need for an organisation to have direction and a plan for dealing with longer-term issues and pressures on the organisation from external and internal factors. Consideration of the position of the PSNI highlights an organisation that has and continues to go through change and has immense pressure upon it in terms of how it operates and delivers in terms of performance. With the need for a strategy to implement Best Value it is important to assess how that strategy can be brought together and managed appropriately. This will involve the development of a strategic plan. Cheung emphasises the need for a strategy to be supported by an appropriate plan:

‘Simply put, a strategy is a means to achieve an end. In business managers develop action plans to compete.’

(Cheung 1987:173)

Bryson defines the process of developing a strategic plan as:

‘A disciplined effort to produce fundamental decisions and actions that shape and guide what an organisation (or other entity) is, what it does and why it does it. At its best, strategic planning requires broad-scale information gathering, an
exploration of alternatives and an emphasis on the future implications of present decisions.”

(Bryson 1988:5)

Cheung offers a further definition of strategic planning:

“The term strategic planning refers to the process of developing plans of action in the face of changing consumer demands, competition, technology and other relevant forces. Strategic planning involves more than just formulating action plans; it introduces strategic thinking into the planning process.”

(Cheung 1987:173)

The formulation of an action plan that addresses issues of internal and external environments, effective use of resources, meeting and addressing competing demands, gathering of information and exploring alternatives. There is a need for a systematic approach to be adopted for this planning process. Bryson outlines the benefits to an organisation of adopting such an approach:

“Strategic planning can help an organisation:

- Think strategically and develop effective strategies;
- Clarify future direction;
- Establish priorities;
- Make today's decisions in light of their future consequences;
- Develop a coherent and defensible basis for decision making;
- Exercise maximum discretion in the areas under organisational control;
- Make decisions across levels and functions;
- Solve major organisational problems;
- Improve organisational performance;
- Deal effectively with rapidly changing circumstances;
- Build teamwork and expertise.”
While there are benefits for organisations in planning in a strategic way it is clear from the nature of the process that this is not an easy option for managers as adequate time and energy must be spent on establishing the plan for it to be effective. Managers are required to think strategically and from my own experience, this is not easy to achieve. The nature of policing can be such that decisions need to be made on a daily basis that arise from incidents. Allied to this are the pressures from the change management processes at both service and DCU level that are on going; resource levels are constantly changing as are the political pressures on policing from the external environment.

Bryson, while pointing out how strategic planning can benefit an organisation also cautions the manager regarding the negative aspects:

“Although strategic planning can provide all these benefits, there is no guarantee it will. For one thing, strategic planning is simply a set of concepts, procedures and tools. Planners need to be very careful about how they engage in strategic planning, since all approaches are not equally useful, and since a number of conditions govern successful use of each approach.”

Approaches of strategic planning

Since the purpose of this thesis is to provide PSNI with a strategy for implementing Best Value with regard to the organisational culture it is necessary for me to outline a model through which the strategy can be delivered. The research into Best Value and the organisational culture of the PSNI has yielded a number of key elements that will need to be taken forward if Best Value is to be successfully implemented. The selection of a model for carrying out the strategic planning process has been time consuming and information has been drawn from the available literature.
I have identified two models in this study. Both models have their inherent advantages and disadvantages and these will be explored in detail. As part of the research process I considered a number of other models that assist the strategic planning process but have decided to focus on the two models outlined in this Chapter. I believe these models were the most appropriate for this study and were suitable for further consideration and attention. Other models that were examined were not applicable for the subject matter under study or were not suitable for the police service environment.

A preferred strategic planning model will be selected and in Chapter Seven I will develop the issues surrounding model building and implementation. Links will be established between the initial literature review, the methodology and the results. The key elements arising from the results will be examined and key issues as regards to actions for PSNI will be identified. These key actions will be then placed in the context of the selected strategic planning model.

Using a model can provide an abstract interpretation of a system and allows the researcher to develop a way of thinking about a given problem or situation. In terms of this study the use of a model will simplify the issues arising from the research and will give senior management of PSNI a practical and pragmatic framework with which to assist in the implementation of Best Value.

Strategic planning – The Harvard Policy Model

The Harvard Policy Model has its origins in the 1920s when at the Harvard Business School the model was taught to business and management students. (Bryson 1988:30). The model has the goal of developing the best fit between an organisation and its external environment. In terms of this study, the use of a planning model that prioritises the issues from the relationship between an organisation and the environment is important. PSNI is currently coming to terms with its environment—this is an environment that is frequently changing and has often a focus towards issues emanating from very different political perspectives. In terms of the Harvard Policy Model, there is a clear emphasis on
the environment and also on the systematic analysis of an organisation's strengths, opportunities, weaknesses and threats. Paris outlines an approach to the Harvard Policy Model:

**MISSION**
- Why do we exist?
- Who is affected by our work?
- What are their needs?
- What are the primary functions for carrying out our mission?

**OPERATING PRINCIPLES**
- What are our organisational values and principles?

**VISION**
- Where do we want to be in 3-5 years?
- What will be our stakeholders' needs?

**SITUATIONAL ANALYSIS**
- Where are we now?
- What are our stakeholders' needs?
- What do our assessment data tell us?
- What are we doing well?
- What can we improve?
- External opportunities/threats?
- What is happening in the external environment? Trends?

**STRATEGIC PRIORITIES**
- In what major directions will we focus our efforts to advance toward our vision?
- Do our strategic priorities support those of our organisation?
- With whom will we seek to accomplish these goals?
- How will we know we've improved?
- What will we stop doing or do differently?

**ONE-YEAR ACTION PLANNING, BUDGETING, AND PROCESS IMPROVEMENT**

**PERIODIC CHECKS**
The Harvard Policy Model is a system that has a clear focus on the mission, operating principles and vision of the organisation. It asks fundamental questions regarding the organisation including why it exists and what its primary functions are. It then sets in context the principles under which the organisation operates and takes into account its vision for the future. The model then takes forward an analysis of the current situation of the organisation through a process of situational analysis. This involves the organisation taking a close look at itself in terms its performance and achievements and how it is viewed by its stakeholders.

It identifies what the organisation is doing well so that these strengths can be built on and examines areas of the organisation that could be improved. This practical process also involves the completion of an analysis of strengths, weaknesses, opportunities and threats that characterises this approach (SWOT). It also asks questions concerning the external environment and seeks to identify any trends that are apparent. Bryson re-emphasises the importance of carrying out a systematic SWOT analysis in the context of the Harvard approach:

“The systematic assessment of strengths, weaknesses, opportunities and threats—known as SWOT analysis—is the primary strength of the Harvard Model. This element appears to be applicable in the public and non-profit sectors to organisations, functions and communities.”

Once the situational analysis has been completed, the model focuses attention onto the strategic priorities for the organisation. These identify the major direction that the organisation must be in so as to achieve the mission and purpose set by management. This process also identifies partners with whom the aims and goals can more effectively be achieved. It also asks the manager to identify what practices or policies that will be stopped or done differently in the future.
This is again a practical and pragmatic approach to adopt and when taken in the context of the situational analysis process it offers the manager with identified issues that can be taken forward into an action planning, budgeting and business improvement process. It also allows for the best fit to be identified between the organisation and the external environment that will be vital for the organisation operating within a turbulent situation.

One of the strengths of this approach is its practical nature and its ability to focus attention on key issues such as the organisation's strengths, weaknesses, opportunities and threats. Once these issues are identified, the link with the organisation's strategic priorities allows for greater focus and attention onto the main aims and purpose of the organisation. Once that process has been completed, then the practical nature of the model is emphasised as the organisation is led directly into action planning and making the improvements that are required to achieve the required objectives.

What the model lacks, however, is the lack of detailed consideration of many existing or potential stakeholder groups. The model also does not offer any specific advice on how to develop strategies beyond the completion of the situational analysis and strategic priority setting. (Bryson 1988:2).

The model allows for issues relating for Best Value and the organisational culture to be considered in detail, but allows for a pragmatic solution to be found through the development of action plans and process improvement solutions. The model also focuses attention onto evaluation and review as it builds into the process a cyclical system of periodic checks and monitoring. No organisation ever gets to the point where they can claim that any process or policy has been totally successful and I am aware that in terms of the introduction of Best Value into PSNI there will be a need for longer-term monitoring of issues and systems.
The second model for strategic planning that will be explored in this thesis is the Corporate Strategy model as outlined by Cheung. This model provides the manager with a systematic model that enables the influence of the environment, both internal and external to be fully explored. The model is as follows:

**Corporate strategy model**

Figure 3-6

(Cheung 1987:182)
The Corporate Strategy Model has as a starting point the defining of corporate objectives. Corporate objectives outline the reasons why an organisation is in existence and will seek to state in simple terms what the organisation is there to do, what purpose does it have and what is its commitment to its stakeholders and other interested parties. The responsibility for the formulation of corporate objectives, purposes and missions lies with organisational senior management.

Once the corporate objectives have been established and defined, the Corporate Strategy Model focuses attention onto assessing the external environment and the internal capabilities. This phase of the model forces managers to assess the impact on performance of the external environment. Environmental factors include issues such as legislative changes, political influence, business stability and market fluctuations as well as financial and budgetary pressures. Cheung underscores the importance of carrying out the assessment of the external and internal environments:

‘Before a set of specific tasks or operational objectives is decided upon, planners should assess the internal and external forces that affect operations. The purpose of environmental analysis is to assess business opportunities as well as constraints imposed by various environmental forces.’

(Cheung 1987:181)

The internal capacity of the organisation is also an area that this model pays attention to. The model stipulates that managers in organisations that are devising a strategic plan give due cognisance to the capacity of the organisation to deal with the external environment. In order for the organisation to survive and for its strategy to be a success there must be resources available for it to deal with the challenges that it faces. Cheung outlines the types of resources that are required in sufficient numbers for the organisation to manage the strategic plan effectively:
‘Unless the company has the resources to deal with the opportunities or challenges presented by external forces, it cannot survive for long. The needed resources include capital, labour, management and technology.’

(Cheung 1987:183)

Once the assessment of the internal capacities has been completed, the model then addresses the issue of finding a distinctive competence. This part of the strategic planning process asks managers to identify what there is about the organisation that gives it a distinctive competitive edge or advantage. Once managers have completed this part of the model and have identified the distinctive competence, this can be used to take forward the strategic plan in a direction that clearly supports and maximises the potential of the advantage. In terms of policing, the identification of a competitive edge is not as relevant as it would be in an organisation involved in sales or manufacturing. It is important that in using this model a police service would still identify what makes it unique in terms of how it carries out its tasks and what makes it valued in the eyes of the local communities. This would represent a distinctive competence that would help the service to make the most of its strengths and help it cope with its external environment.

The next two phases of the model focus on the development and selection of strategic options. The development of strategic options will be carried out with full cognisance of the information gleaned from the assessment of the external and internal environments. These options will be practical in nature and will also consider issues such as the allocation of resources to particular functions, the link between the functions and the corporate purposes as well as the need to match internal capacities with the external opportunities. Once the options have been formulated, the most appropriate strategic option can be selected. Before the selection takes place, there must be a thorough review of the strategic options. This review process must take place in a way that involves consultation throughout the organisation. Involvement by management of staff in the formulation process will help to ensure a sense of ownership in the strategic plan that will assist in its eventual implementation. Once the strategic plan has been
selected and implemented it should be subject to regular review and monitoring. This monitoring should take account of changes in the internal and external environments that could affect the implementation of the strategic plan as well as examining how effective the plan is at implementing the strategy that has been developed.

The Corporate Strategy Model is based on a process that begins by examining in detail the corporate purposes of the organisation. The model has a strong emphasis on the assessment of the internal and external environments. This enables the organisation to accurately develop strategic options that are based on information concerning the environments. This information is important to the successful implementation of any strategy. The model also seeks to take full advantage of what makes the organisation distinctive when compared with others. There is also an emphasis on monitoring and evaluation that is important to any strategic planning model.

**Chosen Model**

Both the Harvard Policy Model and the Corporate Strategy Model that I outlined have positive aspects and both will assist any organisation to successfully plan for and implement a strategic plan. In terms of this study, I have decided that I will use the Harvard Policy Model to assist me in devising and developing a strategic plan to assist PSNI in implementing Best Value, taking into account the organisational culture.

I have chosen the Harvard Policy Model, as it best meets the needs of the police service to devise and implement a strategic plan. The Harvard Model addresses the key issues of a situational analysis more effectively than the Corporate Strategy Model. The Harvard Model asks detailed questions concerning the needs of stakeholders and requires managers to complete a detailed analysis of the organisations strengths, weaknesses, opportunities and threats. While the Corporate Strategy model involves an analysis of the external environment and the internal capacities, I feel that the Harvard Model enables this process to be completed more effectively. The situational analysis under the Harvard Model
provides a useful practical framework for identifying the issues affecting the organisation from the outside.

As I have outlined in Chapters Two and Three, the pressures on PSNI are immense, both politically and structurally. There are changes being implemented on a regular basis in terms of resourcing, while there are ever more levels of accountability through DPPs and the Policing Board. As the influence of the external environment on policing in Northern Ireland is such a key issue the Harvard Model is much more robust in this area and as such is the more appropriate model in that regard.

The Harvard Model is also stronger in terms of identifying strategic priorities and making the link between them and the vision and aims of the organisation. Any strategic plan must take into account the strategic purposes of the organisation. While the Corporate Strategy plan at the outset requires the manager to define the corporate purposes, the Harvard Model includes them at a much later stage in the process following the situational analysis. I feel that focus on the corporate purposes could be lost by not including them at a later stage in the development of the strategic plan.

The Harvard Model also provides a cyclical approach in that the development of action plans is followed by periodic checks, with a clear link back to the start of the planning process. This cyclical approach enables a complete evaluation and review to take place that provides information back into the planning process. The Corporate Planning Model, while including a monitoring phase does not include a direct feedback link back to the identification of key issues for the organisation. This could lead to lessons and issues being raised by the monitoring process not be most effectively used in informing managers as to how further or additional planning should take place.

In this Chapter I have described the background and theoretical underpinning related to the topic of research. I have outlined in detail the methods that I have chosen for this research project and have sketched out the main advantages and disadvantages of each and outlined how they will enable me to answer my
research questions. I have also outlined a chose strategic model that can be used by senior management within PSNI to successfully implement Best Value. In Chapter Four I will outline the framework that has been developed in order to assist with the analysis of data gleaned from the research.
CHAPTER FOUR

A FRAMEWORK FOR ANALYSIS

Introduction

This thesis carries out an examination of the organisational culture of the PSNI with regard to the principles of Best Value and to ascertain how the culture might impact on the implementation of Best Value into policing in Northern Ireland. The study will also lead to the development of a strategy that will assist Best Value to be implemented.

In Chapter Three I outlined the data collection methodologies that I had selected in order to complete the study. I also described why I had selected the individual methodologies and why I had decided to reject others. In this Chapter I will outline the approaches to data analysis that I have selected and will explain why the selections were made. I will also provide information on the data analysis methods that I have rejected, and why.

Selection of research approach

The selection of the appropriate research approach is crucial to the overall validity and reliability of the study. Important decisions must be made as to which approaches best meet the needs of the research. Saunders et al pose the following question in respect of the selection of the appropriate research approach:

“This is whether your research should use the deductive approach, in which you develop a theory and hypothesis (or hypotheses) and design a research strategy to test the hypothesis, or the inductive approach, in which you would collect data and develop theory as a result of your data analysis.”

(Saunders et al 2003:85)
I have considered two distinct approaches in respect of the analysis of data. These are the deductive and inductive. The overriding aim in respect of data analysis is to make sense of the data that has been obtained and to enable the researcher to make conclusions that are valid and relevant. The selection of the most appropriate approach is central to the success of the study.

**Deductive approach**

The deductive approach to data analysis has a scientific ethos that involves the development of theory that is then subjected to a rigorous test. (Saunders et al 2003:86). The researcher will develop hypotheses that are specific to the relationship or phenomenon that can be tested. Once the hypotheses are tested through the selected methodologies the results can be studied and conclusions made.

Robson outlines a five-stage model that can be used to develop a deductive approach to research:

1. "Deducting a hypothesis (a testable proposition about the relationship between two or more events or concepts) from the theory;
2. expressing the hypothesis in operational terms (that is, ones indicating exactly how the variables are to be measured), which propose a relationship between two specific variables;
3. testing this operational hypothesis (this will involve an experiment or some other form of empirical enquiry);
4. examining the specific outcome of the enquiry (it will either tend to confirm the theory or indicate the need for its modification);
5. if necessary, modifying the theory in the light of the findings."

(Robson 1993:19)

One of the main characteristics of the deductive approach is the use of quantitative methods in moving of data to theory. The quantitative data will be used to test the hypothesis that has been developed from the theory, although
Saunders et al (2003:86) point out that qualitative data can also be used. The deductive approach requires the researcher to have a high level of control on the data and there is little room for flexibility. This approach is highly structured and requires the researcher to test hypotheses that have been developed through the theory, and because scientific principles are inherent in the approach, there is little scope for development of issues that have a basis in the social sciences.

**Inductive approach**

The inductive approach is much more flexible and unstructured, and provides the researcher with the opportunity to carry out analysis of data that can then lead to the development of a theory. This approach is fundamentally different from the deductive approach, where theory is developed and then scientifically tested. The inductive approach is highlighted by Saunders et al who state:

"...the purpose here would be to get a feel of what was going on, so as to understand better the nature of the problem. Your task then would be to make sense of the data you had collected by analysing those data. The result of this analysis would be the formulation of a theory."

(Saunders et al 2003:87)

One of the main aspects to the inductive approach is the emphasis that is placed upon the need for understanding of how humans live in and interpret their social world. The inductive approach allows for a degree of flexibility that allows for differing explanations and issues to be considered. The context in which the study is being completed can also be examined and the potential impact explored in the research. This concept is highlighted by Saunders et al who state:

"Followers of the inductive approach would also criticise the deductive approach because of its tendency to construct a rigid methodology that does not permit alternative explanations of what is going on. In that sense, there is an air of finality about the choice of theory and definition of the hypothesis."
Wallace (1971) in Babbie represents the relationship between the inductive and deductive approaches using the following model entitled The Wheel of Science:

The Wheel of Science

Figure 4-1

It is important to recognise that there are advantages and disadvantages in whatever approach the researcher decides to adopt. These disadvantages can adversely affect the results that are obtained from the research, however the researcher must always ensure that their approach maximises the potential for results that are valid and reliable.

I intend to adopt a deductive approach for the questionnaire utilised in this research. This will entail the deduction of hypotheses that will be expressed in operational terms and that will then be tested through the administration of the questionnaire. The data from the interviews will be analysed from an inductive perspective with theories being developed from the data.
RATIONALE FOR RESEARCH METHODS

Qualitative research – a practical reflection

Qualitative research has as a fundamental principle the use of words as opposed to numbers and as such the views of people in respect of the issue being researched are paramount. The views of the people involved in the research can be generated in a number of ways. These include interviews, observations and focus groups. Use of a qualitative approach brings with it problems relating to the connectivity with people. The researcher themselves will hold opinions and views on the issues being researched, and they must try to negate the influence of their own views on the person being interviewed or observed.

While there are issues for the researcher in respect of the collection of qualitative data, there are also many implications for the analysis of such information. This is highlighted by Saunders et al:

“The nature of qualitative data has implications for both its collection and its analysis. To be able to capture the richness and fullness associated with qualitative data they cannot be collected in a standardised way...”

(Saunders et al 2003:378)

It is richness and fullness of qualitative data that yields such potential for the researcher. There remains the outstanding issue of how qualitative data can be successfully be analysed. This point is emphasised by Robson:

“Naïve researchers may be injured by unforeseen problems with qualitative data. This can occur at the collection stage, where overload is a constant danger. But the main difficulty is in their analysis.”

(Robson 2002:456)
Quantitative Research – a practical reflection

Quantitative research generates data that are numerical in nature and provides information about issues and subjects through the use of numbers. The generation of large amounts of numerical data may in itself not be a difficult task, what it does pose for the researcher are issues as to how the data can be readily analysed. Saunders et al describe in simple terms the range of analysis techniques that are open to the researcher:

“These range from creating simple tables or diagrams that show the frequency of occurrence through establishing statistical relationships between variables to complex statistical modelling.”

(Saunders et al 2003:327)

Even the simplest of quantitative analysis will be time consuming to prepare and complete. Having vast quantities of numerical data to manage will involve selecting the correct data set from the overall amount of data produced, working through the often-complex statistical tests to finally having information that can be interpreted and used.

The researcher now has assistance available by way of computer software packages that can, at the touch of a computer keyboard provide instantaneous analysis of data, often to a very detailed and specialised level. Robson highlights the importance of the researcher carefully thinking through this process before embarking on what might well be fruitless labour:

“Quantitative data analysis is a field where it is not at all difficult to carry out an analysis which is simply wrong, or inappropriate for your purposes. And the negative side of readily available analysis software is that it becomes that much easier to generate elegantly presented rubbish.”

(Robson 2002:393)
Development of hypotheses

In this Chapter I provide the definition of a hypothesis that is offered by Robson in his five-stage model for deductive research. To recap, this definition of a hypothesis is:

"...a testable proposition about the relationship between two or more events or concepts."

(Robson 1993:19)

In order to provide a detailed deductive framework for this research I have constructed a number of relevant and specific hypotheses that will be tested through the study. These hypotheses have been formulated from the basis of the literature review that is contained within Chapter Two.

The aim of this research is to ascertain what impact there might be from the organisational culture of the PSNI on the implementation of Best Value into policing in Northern Ireland.

A study examined in Chapter Two was completed by Leigh et al, who carried out an evaluation of pilot studies in respect of the implementation of Best Value legislation into the police service in England and Wales. This study outlines the potential for an impact on Best Value from the organisational culture:

"Forces were starting to experience the cultural implications of Best Value. Some staff–particularly in support services–were feeling threatened by . . . elements of the reviews, while service heads were occasionally reluctant to help reviews."

(Leigh et al 1999:7)

The approach of the phase of the study is to devise appropriate hypotheses for testing through the questionnaire. The aim of the questionnaire is to measure the
organisational culture of the PSNI with regard to the 5 ‘C’s of Best Value as outlined in Chapter One (p15).

The design of the questionnaire was based around questions constructed from the main principles of best value and details regarding this will follow on in this Chapter.

Hypotheses selected

This study seeks to establish what impact there might be on the implementation of Best Value from the organisational culture. The hypotheses for this study have been developed throughout the design phase of the research strategy. The literature review carried out and outlined in Chapter Two of this thesis provides an insight into Best Value and how the culture of an organisation can impact on its implementation.

The data collection methodologies have been outlined in Chapter Three (p98). Their respective analysis processes are outlined later in this chapter. These methodologies have been constructed around answering the research question and in addressing the hypotheses developed by the researcher. Hypotheses are constructed and are turned into null hypotheses to be tested by the research methods. The hypotheses and null hypotheses are outlined as follows:

**Hypothesis:**

*The organisational culture of the PSNI will have a negative impact on police officers acceptance of the need to have challenge to why and how a service is provided.*

**Null Hypothesis:**

*The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have challenge to why and how a service is provided.*
Hypothesis:

The organisational culture of the PSNI will have a negative impact on police officers acceptance of the need to have comparison with other police services and organisations.

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have comparison with other police services and organisations.

Hypothesis:

The organisational culture of the PSNI will have a negative impact on police officers acceptance of the need to have consultation with and be responsive to users, stakeholders, customers and staff.

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have consultation with and be responsive to users, stakeholders, customers and staff.

Hypothesis:

The organisational culture of the PSNI will have a negative impact on police officers acceptance of the need to embrace fair competition as a means of securing efficient and effective services.
Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers' acceptance of the need to embrace fair competition as a means of securing efficient and effective services.

Hypothesis:

The organisational culture of the PSNI will have a negative impact on police officers' acceptance of the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs.

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers' acceptance of the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs.

Hypothesis:

The rank, region where located and the length of service of PSNI officers will have an affect on the degree to which the organisational culture will impact on best value.

Null Hypothesis:

The rank, region where located and the length of service of PSNI officers will not have an affect on the degree to which the organisational culture will impact on best value.

Research tools - Questionnaire

There are advantages for the researcher in using a questionnaire as part of their research strategy. In Chapter Three I provided an examination of how the
researcher can use the questionnaire as part of their research process. A questionnaire enables a number of questions to be asked of a relatively large number of people. The population that can be examined through a questionnaire can be limited by the number of staff at the disposal of the researcher, as well as in terms of cost and budgets. The main disadvantages to utilising a questionnaire include limitations to the numbers of questions that can be asked as well the number of responses that are made available.

In order to fulfil the aims of my research I needed to gauge the potential impact of the organisational culture on the main aspects of Best Value. My decision was to design a questionnaire that could be used across the PSNI that would yield data in respect of Officers views towards the main Best Value issues. A copy of the questionnaire used is at Appendix 1. The process for designing my questionnaire was as follows:

1. Establish what the main practical aspects of Best Value are for public sector organisations such as the Police Service;
2. Define and categorise the main practical aspects of Best Value with regards to the 5 ‘C’ s of Best Value;
3. Translate the main practical aspects of Best Value into the appropriate drafting of questions;
4. Identify the main groupings of influence within the PSNI that could lead to variation in answers supplied by respondents;
5. Draft a questionnaire for use in the research;
6. Pilot the questionnaire and evaluate initial results.

1. Establish what the main practical aspects of Best Value are for public sector organisations such as the Police Service

The initial phase of my questionnaire design process was to examine relevant documentation from the wider public service in England and Wales with regard to Best Value implementation. It was evident that many Local Government authorities had already been through the process of Best Value implementation and had found that the culture of their organisations had an impact on its overall
success. There had been a number of pilot studies and evaluation projects that had been completed and from my examination of this material there were clear factors that had been identified with regard to Best Value that I would class as ‘key success factors’.

2. Define and categorise the main practical aspects of Best Value with regards to the 5 ‘C’s of Best Value

Once the ‘key success factors’ had been identified, I was able to categorise these using the Best Value framework of the 5 ‘C’s and to produce a matrix of issues for further consideration with regard to the construction of a questionnaire. My initial categorisation yielded some 75 issues that I drew together under the main 5 headings of Best Value. On reflection, I feel that the use of the 5 categories of Best Value to categorise my ‘key success factors’ was both appropriate and valuable, as it allowed for the questions to be properly ordered and structured in a way that would assist the process of analysis.

The legislation surrounding Best Value and its implementation in England and Wales centres around the 5 ‘C’s and while the legislation in Northern Ireland that impacts upon the PSNI is not specific in terms of the use of the 5 ‘C’s I felt that the main issues and aims of Best Value in Northern Ireland were as relevant and applicable as in England and Wales. I concluded that using this basis for my questionnaire was valid and would yield sufficient relevant data for PSNI that I could analyse and take forward as part of my research strategy.

3. Translate the main practical aspects of Best Value into the appropriate drafting of questions

Once I had constructed a draft matrix of 75 ‘key success factors’ the next stage of my research design was to draw these together into questions that would be used to ascertain how the PSNI regarded Best Value. I prioritised the 75 factors in terms of what were the most important ‘key success factors’ and transformed the factors into positional and aspirational questions.
• Positional questions - draft

It became clear that there were a smaller number of the 75 factors that played a more influential part in the overall success of Best Value implementation. There were 11 of these factors that I decided to construct relevant questions around and use as instruments to gauge the current position with regard to PSNI. The questions were constructed in order to have the respondent view the question as a 'here and now' issue and not one that they had to consider in terms of how it may or may not impact upon them in the future. By way of example, one of the 11 key issues identified that a 'blame culture' existed in the police service and as such discouraged police officers from making the key decisions that Best Value demanded that they do. The positional question posed was:

“There is a blame culture in the police service”

My rationale behind this strategy related back to my research aims and objectives. If I was to gauge the impact of organisational culture on the PSNI and through this construct a strategy for implementing Best Value into the service, there was I felt merit in focusing in on these 11 key issues. The breakdown of these 11 issues into the 5 ‘C’ categories of Best Value was also worthy of note. The relevant categorisation of the 11 issues was as follows:

Challenge – 0
Compete – 9
Compare – 1
Consult – 1
Collaborate – 0

There was clearly not an even spread across the 5 ‘C’s of Best Value, with the overwhelming majority of the 11 issues focusing in on the Competition element of Best Value. Officers were asked to give their level of agreement with this key issue from strongly agree through a Likert 5 point scale to strongly disagree. The mid point on this scale was neutral which was defined as neither agree nor
disagree. In Chapter Three I provide an analysis of why I chose this scale for my questionnaire.

- Aspirational questions - draft

As I have highlighted, there were 75 draft ‘key success factors’ that the research of the relevant literature identified. Careful examination of the 75 issues led to the development of a list of 11 key positional factors to identify the current cultural position of the PSNI. The remaining 64 factors were also categorised in terms of the 5 ‘C’s of Best Value and the total number of the 64 issues in each of the categories is as follows:

Challenge – 15
Compete – 11
Compare – 10
Consult – 16
Collaborate – 12

In respect of the 64 factors that were categorised in terms of the 5 ‘C’s above, I decided that from these issues questions should be designed that would examine the views of respondents from within PSNI with regard to how they regarded these issues in terms of their impact ‘in the future’. This is what I term as ‘aspirational’ issues, where questions were generally couched in terms of what the police service must be, do or have in the future. For example, in the challenge category a question seeks the views of respondents as to whether or not the police service must change when Government initiatives, such as best value, are introduced:

“The Police Service must change in line with Government initiatives”.

Respondents are asked whether they agree or disagree with this ‘aspirational’ statement, thereby giving a clear indication as to how the service as a whole views the issue of whether or not the police service must change when Government initiatives are introduced.
A further consideration I had to make with regard to the questionnaire centred around whether or not I should group the questions together and clearly indicate on the questionnaire which of the 5 ‘C’s the question referred to. The effect of including this marking on the questionnaire was that the respondent would be aware that the individual question they were in the process of answering was a challenge related question as opposed to one concerned with collaboration. An issue for me was whether this knowledge would assist the respondent in any way, or would it cause confusion or over-complicate what already was a detailed and in-depth questionnaire. From the perspective of the administration of the questionnaire, I felt that there were benefits in grouping questions together into ‘blocks’ of questions. Having questions grouped together would provide clarity in terms of the questionnaire analysis. This was particularly relevant given that I proposed to use a computer software package that would more readily be able to group responses together and enable analysis of results in terms of the individual 5 ‘C’ categories.

My decision in respect of this dilemma was that I would group the questions together but would not make this evident on the actual questionnaire. My intention was to reduce the complexity of the questionnaire’s appearance, which might in turn have an impact on the numbers of questionnaires that were completed and returned. I also considered this issue from an ethical standpoint. My ethical considerations centred on whether or not I was being in some way dishonest with respondents by leaving out information relating to the questions that I was posing in the questionnaire. I decided that I was not being dishonest and was able to construct an information guide to include with the questionnaire that provided specific guidance with regard to:

- Who I was and where I was stationed;
- Why the research was being completed;
- Information regarding what best value is;
- Specific detail concerning the 5 ‘C’s of best value;
- Instructions on how to complete the questionnaire;
- Instructions on how and where to return the completed questionnaire.
4. Identify the main groupings of influence within the PSNI that could lead to variation in answers supplied by respondents

a) Region where respondent employed

The PSNI is the police service that is responsible for serving the whole geographical area of Northern Ireland. Within the boundaries of Northern Ireland there are major urban and industrial areas such as Belfast, Londonderry and Lisburn. There are also significant rural areas such as Fermanagh and North Antrim where agriculture and fishing are important activities. Aligned with the differences in demographics across these regions are also cultural differences that are reflected in how areas are policed.

With these factors in mind, I decided that the questionnaire should be designed in a way that would allow me to glean information as to in which policing region of Northern Ireland they serve. I wanted an opportunity to examine through my research whether geographical issues would play a part in how individual officers viewed the issues of best value raised in the questionnaire. At the time that the questionnaire was designed and promulgated, PSNI was divided into 4 main regions:

- Urban
- North
- South
- Headquarters

I decided that I would pose a question at the beginning of the questionnaire that asked respondents simply to indicate in which region they currently served. The disadvantage to this strategy was that I was concerned that a number of officers, through suspicion or fear that they could be specifically identified, would deliberately fail to answer this question. I considered that because I had been open and honest with officers in my explanation of who I was, where I was stationed and why the research was being completed, the numbers of officers
failing to answer this question would be relatively insignificant and would not impact on the validity of my results from the questionnaire.

b) Rank of respondent

The PSNI is a hierarchical organisation and is managed along clearly defined lines of responsibility delegated in terms of rank. With 22 years experience as a police officer in Northern Ireland I have experienced the ‘culture’ of the service at various levels. Each of the roles I have undertaken have varying degrees of responsibility and requirements to have managerial skills.

My views and opinions with regard to issues of wider organisational performance were much different when I was a Constable in 1982 than they are as a Chief Inspector in 2005. I was aware that the views and responses of officers to Best Value might well vary across the sphere of the PSNI rank structure. I decided to pose a question at the beginning of the questionnaire to ask respondents what rank they held. This would enable me to examine responses of officers in terms of their rank in order to identify any variations that existed. As with the issue of asking officers to identify their region, I was concerned that through fear and suspicion officers might fail to answer this question as well. I again felt that including this question was worthwhile and relevant to the answering of the research question. The rank levels I identified for inclusion in the questionnaire were:

- Constable
- Sergeant
- Inspector
- Chief Inspector and above

I identified these rank levels as being the main constituent parts of the PSNI. An option open to me was to include all rank levels above Chief Inspector, which are:

- Superintendent
I decided that to include all the ranks in the service would be inappropriate, due to the fact that it would be possible to identify individual officers from their response to the questions identifying rank and region. For example, there is only one Assistant Chief Constable at a regional command level, and only one Deputy Chief Constable and Chief Constable.

c) Length of service of respondents

A final factor I considered in terms of the identification of issues providing variation to officer's responses was that of length of service. This issue is related to an extent to that of rank. It is the experience of a significant number of officers who seek advancement in the service that as their length of service increases so does their level of rank and responsibility. Promotion within the service depends largely on achieving designated levels of competence in a range of skill areas. It would be my view that levels of competence increase with experience in policing. As officers move through their service they can be in a position to take advantage of opportunities to gain promotion. I decided that I would ask respondents to state what length of service that they had. This would enable me to analyse the results in terms of gauging what differences there were in views towards the aspects of Best Value of officers who were at various stages of their policing careers. I decided that I would use the following categories of service lengths in years:

- 0 to 5
- 6 to 10
- 11 to 15
- 16 to 20
- 21 to 25
As with the previous two categories of questions, I decided that it would be of more benefit to my research if I were to ask the questions, rather than avoiding them in order to potentially enhance questionnaire completion rates. Officers would be able to not answer the questions relating to region, rank and length of service while still completing the main body of the questionnaire and returning it for analysis.

5. Draft a questionnaire for use in the research

At this stage in my questionnaire design process I decided that it was appropriate to produce a draft questionnaire for consideration. I was able, once I had formulated the questions relating to the specific draft 75 issues to restrict the questionnaire size to two separate pages. I was concerned that a large questionnaire would adversely impact on questionnaire completion and return rates, thereby diminishing the validity of the questionnaire as a research tool.

I had also designed two additional pages to accompany the questionnaire. One was designed in an informal ‘letter’ format signed by myself providing information as to whom I was, why the research was being carried out, and what was meant by Best Value in the police service. The second page contained information with regard to how the questionnaire should be completed. I felt that it was important that the respondents were totally clear as to what they were being asked and how they could respond in the way they wanted to. A copy of the letter and information sheet is at Appendix 4.

6. Pilot the questionnaire and evaluate initial results

Piloting of any research tool is an essential aspect of the research design process. When the questionnaire has been designed and constructed, what may seem clear and obvious to the researcher may in fact be extremely confusing and ambiguous to the average respondent. Saunders et al give specific advice to the researcher in respect of piloting a questionnaire:
“Prior to using your questionnaire it should be pilot tested. The purpose of the pilot test is to refine the questionnaire so that respondents will have no problems in answering the questions and there will be no problems in recording the data. In addition it will enable you to obtain some assessment of the questions’ validity and the likely reliability of the data that will be collected.”

(Saunders et al 2003:308)

I decided to pilot my questionnaire to a number of operational and headquarters officers in a range of ranks. I felt that piloting the questionnaire in respect of two out of the three criteria, i.e. region currently serving and rank but not including length of service I would be able to establish what issues there were remaining in respect of my questionnaire.

I was able to design an additional sheet by way of explanation to officers that I had targeted to fully explain the piloting process and how they could feedback their views and opinions on the layout and design of the questionnaire, the instructions that I had provided to respondents as to how to complete the questionnaire, the explanation of Best Value, how readily understood the questions were and how long it took them to complete it. Bell offers a checklist for questionnaire piloting:

“You should find out:

- How long the questionnaire took to complete;
- The clarity of the instructions;
- Which, if any, questions were unclear or ambiguous;
- Which, if any, questions the respondent felt uneasy about answering;
- Whether, in their opinion there were any major topic omissions;
- Whether the layout was clear and attractive;
- Any other comments.”

(Bell in Saunders et al 2003:309)
The following table represents the breakdown of the number of questionnaires that I sent out for piloting purposes:

<table>
<thead>
<tr>
<th>Rank/Region</th>
<th>Urban</th>
<th>North</th>
<th>South</th>
<th>Headquarters</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Inspector</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Chief Inspector or above</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 4-1

Through the use of Table 4-1, I was able to send out a total of 32 questionnaires by way of a piloting process. The questionnaires were sent out using the PSNI internal mail system and selected respondents were given a two-week period in which to complete the questionnaires, add their feedback on the additional sheet and return the information to me. I selected the officers in each of the regions as I was confident that they would complete the questionnaires fully and that they would take the time to provide the necessary feedback.

Result of pilot process

A total of 32 questionnaires were sent out to PSNI officers as part of the piloting process. I received all 32 questionnaires back within the allotted timescales and all 32 contained information relating to the design and appropriateness of the questionnaire. All of the respondents had given me an indication of how long it had taken them to complete the questionnaire. The following are the conclusions I reached following the piloting process and the action that I took in respect of my questionnaire:
Length of time to complete

None of the 32 respondents indicated that they had taken any longer than 24 minutes to complete the questionnaire. The shortest length of time recorded was 13 minutes, while average completion time for the questionnaire in minutes was 17. From this information I decided that the questionnaire could be completed within a reasonable period of time and that the length of time to complete the questionnaire would not be a major factor leading to a particularly low questionnaire return rate.

Ambiguous or duplicate questions

A total of 22 out of the 32 of the respondents indicated that there were a small number of questions contained within the piloting questionnaire that were ambiguous or appeared to be duplicated through other similarly worded questions also within the questionnaire. In light of the feedback from the pilot responses, I was able to review the draft 75 questions contained within the piloted questionnaire in terms of the feedback that I had obtained from respondents. This review also took cognisance of the need to ensure that the questions in the questionnaire fully reflected the key success factors in respect of Best Value.

Following the review of the draft 75 separate questions I was able to eliminate a total of 6. These were questions that had a substantial degree of similarity with others that were contained in the questionnaire. I was able to ensure that there were no aspects that were completely being removed from the research and that the remaining 69 questions still fully encompassed the key success factors of the 5 ‘C’ s of Best Value, both positional and aspirational. I was also able to reflect on the wording of 4 other questions. The feedback from the pilot respondents indicated that these questions were somewhat ambiguous and needed to be reworded in more simple and understandable terms. I was able to reword these questions and include them in the final version of the questionnaire.
Any other comments

The final aspect of the pilot questionnaire that generated specific feedback was how respondents could provide further information or views about Best Value, or about how they viewed the questionnaire itself. The pilot questionnaire contained the 75 initial drafts of questions and did not allow for any variation from the 5-point Likert scale of strongly disagree to strongly agree. On reflection, I felt that this was an omission on my part and indeed 3 out of the 32 respondents to the pilot actually added the comments that they would have put had there been a space on the questionnaire for that purpose. These comments added considerable value to the questionnaire as a research tool and provided an excellent and much deeper insight into how officers viewed and regarded the whole Best Value issue.

I decided that I would include a text box at the end of the questionnaire that would have the following title:

"Please add any comments you may have on any aspect of Best Value or the questionnaire in the space below."

This title serves the purpose of enabling the respondent to address two separate important issues within the completion of the questionnaire:

- Comments about best value
- Comments about the questionnaire

A further consideration I had in respect of the inclusion of a text box portion of the questionnaire was, would this make the questionnaire too lengthy? I decided that because I had received no adverse comment about the length of time it had taken to complete the questionnaire with 75 questions, I could include a text box for completion.

In order to assess the impact of the changes that I was proposing to make, I carried out a further, much smaller pilot and asked respondents to focus on the
length of time taken to complete 69 questions and a text box, as opposed to 75
questions and no text box. I used 6 officers from within my own DCU for this
second pilot process. The length of time taken to complete the questionnaire
ranged from 14 minutes to 23 minutes. Average completion time was 18
minutes. While this represented a small increase in the overall time taken to
complete, I believed that the benefits of including the text box outweighed the
disadvantage in terms of a slightly greater amount of time that was required to
complete it. A copy of the questionnaire is at Appendix 1.

Research tools - Interviews

Any research strategy must be constructed from the basis premise that the
methods selected in the strategy must provide data that is relevant and that assists
in answering the research questions. It is also important that the strategy
interlinks the various research methods selected. No method can realistically
stand in isolation from the others and there must be some connection or flow
between the constituent parts of the strategy.

For the purposes of this research project I decided to administer a questionnaire
that would be sent out to a representative sample of the PSNI in order to gauge
the culture of the organisation with regard to the main aspects of Best Value. I
identified that my research strategy must allow for a deeper examination of the
organisational culture of the PSNI. I decided to use interviews to provide the
greater depth and richness of data and to enable me to ‘drill down’ into a number
of key issues. The interview is a useful tool for researchers to ask questions of
and to seek answers from respondents. Denzin and Lincoln caution the
researcher against complacency or in underestimating the complexity of
completing a successful interview:

“Asking questions and getting answers is a much harder task than it may seem at
first. The spoken or written word has always a residue of ambiguity, no matter
how carefully we word the questions and how carefully we report or code the
answers.”

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The researcher is also faced with the dilemma of deciding which type of interview method to use. There are three types of interview that can be used:

- Structured
- Semi-structured
- Unstructured

All three of these types of interview lie on a continuum in respect of how controlled the environment and questioning style is. A structured format will result in the respondent being asked a fixed set of pre-established questions with pre-established categories of response. There is little room for flexibility on the part of the researcher and this can stifle the respondent and can prevent some issues being explored and developed. At the other end of the continuum the unstructured interview will be more conversational based and will not follow any real pre-set agenda or matrix of questions. While this approach will allow for issues to be explored, this exploration could lead to a lack of focus and direction and could lead to the researcher being deflected from the aim of seeking answers with regard to specific issues.

For the purposes of this research I decided to use semi-structured interviews. My decision was based on the need to elicit information relating to Best Value in a way that allowed for room for manoeuvre in terms of developing and probing answers so that the complete picture regarding the organisational culture of the PSNI could be ascertained.

The need was to develop a series of questions that would help me to achieve the aims of the research and would ultimately answer the research questions. As I have already outlined in this Chapter, my research strategy was based on the fact that there would be a thread running throughout my research methodologies, providing the necessary connectivity between the constituent parts. What I was able to do was to carry out an initial analysis of the questionnaire data in order to identify the key issues for respondents with regard to Best Value. This initial
work involved a study of the information contained within the text box portion of
the questionnaire using Grounded Theory, as well as consideration of the main
issues identified through descriptive statistics analysis. I provide a detailed
examination of what Grounded Theory is and how it is used as a research tool
later in this Chapter. I was also able to produce a series of questions that I
drafted together into an interview schedule for further consideration and piloting
within the organisation.

Piloting of interviews

The piloting of any research method is an essential aspect of its development as
an integral part of any research strategy. The process used in this research
project to pilot the questionnaire has been outlined in detail earlier in this
Chapter and the benefits that accrued from piloting the questionnaire have been
identified and have been fully recognised. The need for piloting a research tool
is highlighted by Robson:

“...The first stage of any data gathering should, if at all possible, be a ‘dummy run’
- a pilot study. This helps to throw up some of the inevitable problems of
converting your design into reality. Some methods and techniques necessarily
involve piloting in their use.”

(Robson 2002:383)

I decided that the question schedule in respect of the semi-structured interviews
should also be piloted. The piloting process involved organising a small number
of semi-structured interviews that I carried out using the draft schedule of
questions that I had devised. I devised the following interview pilot schedule
that I used and was able to generate information from:
Table 4-2

I was able to examine a number of issues relating to the semi-structured interviews. These were:

- Explanation of the concept of best value
- Could the respondent understand the questions?
- Method of interview recording

**Explanation of the concept of Best Value**

In order for respondents to answer questions with regard to Best Value I felt it important that I provided them with a short basic introduction as to who I was and where I was stationed. I felt it also important to outline the concept of Best Value and why I was completing the research. I was concerned that the information that I provided would be of sufficient quality and quantity so that respondents could be adequately equipped to answer the interview questions in a full and accurate way.

In all of the interviews that I carried out for the piloting process, only one of the respondents had heard of Best Value. This officer indicated that the explanation given by me prior to the start of the interview was useful, informative and placed the research in context. The other three officers had not heard of Best Value before, but all three indicated following the interview that they had received sufficient information to enable them to both understand the questions and to be able to effectively partake in the research. My examination of the answers that they had given to the questions confirmed that this was the case. Respondents addressed issues that I had been able to explore with the need for little or no further explanation or clarification.
Could the respondent understand the questions?

Following on from my experience with the process of identifying issues regarding Best Value for the development of the questionnaire and from my review of the findings of the questionnaire pilot study, I was aware that the nature of the material and the subject matter being examined tended to be rather complex in nature and potentially could be difficult for officers to understand and engage with.

I was able, through the piloting of the interview schedule, to seek feedback from respondents as to whether or not they could properly understand the questions. I was concerned that some respondents might, for fear of being seen as not understanding the issues, give answers that they felt I might want to hear, or that they would want to quickly bring the interview to a close. The feedback that I received from the respondents in the piloting process indicated that they could understand the questions and that the minimum level of clarification on my part as the researcher was required. This was an important aspect of the research process that, upon reflection I needed to constantly review and monitor throughout the interviewing process.

Method of interview recording

The need to make clear and precise notes of what is said during an interview is essential if the maximum benefit is to be accrued from the process. There may be respondents who will be unhappy about records being kept of what was said. Through careful explanation of how the interview will be carried out and recorded, why recording is necessary and how their fears regarding confidentiality can be met, the respondents can be helped to feel confident about the interview process and to engage effectively with the researcher.

One option open to the researcher is to make contemporaneous notes of what is said as the interview progresses. Saunders et al outline the difficulties with this process:
"The task of note making in this situation will be a demanding one. As you seek to test your understanding of what you interviewee has told you, this will allow some time to complete your notes concurrently in relation to the particular aspect being discussed."

(Saunders et al 2003:263)

An alternative method that I considered in respect of recording interview notes was through the use of tape-recording equipment. While this provides obvious advantages for the researcher in terms of ease of accurately recording what is said, being in the police service I was aware of how officers often viewed with suspicion those who attempted to record what was being said by them. I reflected that this attitude possibly emanated from the past when often during the Troubles, officer’s comments were sought by the press and media after serious incidents.

Saunders et al outline the key advantages and disadvantages of using a tape recorder in the interview situation:

"Advantages"

- Allows interviewer to concentrate on questioning and listening
- Allows questions formulated at an interview to be accurately recorded for use in later interviews where appropriate
- Can re-listen to the interview
- Accurate and unbiased record provided
- Allows direct quotes to be used
- Permanent record for others to use

Disadvantages

- May adversely affect the relationship between interviewee and interviewer (possibility of ‘focusing’ on the recorder)
- May inhibit some interviewee responses and reduce reliability
• Possibility of a technical problem
• Disruption to discussion when changing tapes
• Time required to transcribe the tape.”

(Saunders et al 2003:264)

I decided that I would use a note-taking format and that I would seek the views of respondents as to whether my note taking distracted them during the interview and what their views would have been should I have recorded the interview using a tape recorder. The views of all respondents were that the note taking had not interfered with the process and in fact had enabled a comfortable pace to be established, allowing them to relax in the interview and have time to think out their responses. All of the respondents also indicated that they would not have been comfortable with a tape recorder being used during the interview. One respondent commented:

“I would object strongly to being tape recorded. I am used to interviewing suspects like this and this tape recorder being on would leave me feeling like a suspect.”

In light of the responses and feedback from the pilot interviews, I decided that I would maintain an approach of note taking and would not use any other method of recording what was said during the interviews. I was able to reflect that as a serving police officer over a period of 22 years I had developed a high level of skill in taking notes in terms of carrying out interviews of criminal suspects. During my career I had also received training in interview skills, and felt confident that I would cope with the rigors of note taking during the interviews. A copy of the semi-structured interview questions is at Appendix 2.

Techniques and procedures of data collection and analysis

1. Questionnaire
In this Chapter I have provided a detailed description of how my research strategy was developed, including a breakdown of the aspects of why I decided to use a questionnaire as part of my research strategy and how that questionnaire was designed, developed, piloted and finally drafted for use within PSNI. One of the key areas for consideration was how I proposed to both administer and then analyse my questionnaire. In terms of resources and logistics, I was operating as a lone researcher and did not have any administrative support dedicated to my research. In order to make my questionnaire valid and reliable, I had to ensure that I selected my samples carefully, both in terms of fulfilling the need for the standards of the research to be maintained, but also in terms of enabling me as a lone researcher to physically be able to administer the numbers of questionnaires that I would eventually decide to use. The following table represents the numbers of questionnaires that I decided to use in the administration of my questionnaire research. The number in the brackets represents the total population for those particular strata. In Chapter Three I provided an explanation of how I had selected the numbers from the total population that I would send the questionnaires to.

<table>
<thead>
<tr>
<th></th>
<th>District Command Unit Officers</th>
<th>Headquarters Officers</th>
<th>Regional Officers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>343 (3241)</td>
<td>278 (1045)</td>
<td>270 (918)</td>
</tr>
<tr>
<td>Sergeant</td>
<td>244 (675)</td>
<td>169 (302)</td>
<td>113 (161)</td>
</tr>
<tr>
<td>Inspector</td>
<td>135 (208)</td>
<td>102 (140)</td>
<td>40 (45)</td>
</tr>
<tr>
<td>Chief Inspector and above</td>
<td>70 (88)</td>
<td>99 (133)</td>
<td>27 (30)</td>
</tr>
</tbody>
</table>

Table 4-3

In terms of my questionnaire research I decided that I would send out a total of 1,890 questionnaires within the PSNI. This number was made up of the accumulation of numbers from each of the strata identified in the table above. The difficulty of dealing with such a large number of questionnaires quickly became apparent and I was able, through negotiation with my own DCU...
authorities to get approval for a limited amount of administrative support. This administrative support enabled the process of photocopying of questionnaires and associated letters to be carried out over a much shorter timescale. The support also enabled the envelopes to be prepared and to have the questionnaires made ready for promulgating over a much shorter period of time.

**Difficulties experienced and timescales achieved**

One of the main issues that placed pressure on my research strategy was the issue of when the questionnaire could be administered through PSNI. When in August 2001 I was given approval to carry out the research in respect of Best Value, the main methodologies were outlined and were approved by the service. In September 2002 I was made aware that there were changes being proposed in respect of service policy relating to the administration of surveys within the service. The rationale behind the proposed policy change was to introduce greater control mechanisms in respect of surveys within PSNI and to provide senior management with a greater level of authority over the number of surveys being used in the service. The ultimate aim of this policy was to safeguard officers from being 'over surveyed' and thereby adversely affecting return rates for surveys generally.

I had to begin a process of seeking further approval for my research in terms of the new proposed service policy on surveys. This placed pressure on my research strategy as it became clear that I needed to formulate, pilot and produce a draft questionnaire over a reduced period of time. Fortunately, I had already completed the process of designing the questionnaire through the identification of the key factors of Best Value. I was able in November 2002 to pilot my questionnaire and to make the changes that were necessary following the analysis of the returns made by the 32 officers that were included in the pilot. At the end of November 2002 I produced a copy of my completed draft questionnaire and finally received approval for my questionnaire survey, however I was instructed that the survey must be completed in full by 13th December 2002. I met this deadline in terms of the administration of my
questionnaire. All 1890 questionnaires were prepared and posted using the PSNI internal mail system on Monday 2nd December 2002.

To maximise the return rate of my questionnaire, I decided that on 12th December 2002 I would send each of the identified respondents a follow up letter. This letter reminded respondents that they had received a questionnaire regarding Best Value and asked them if they had not already done so to complete the questionnaire and to return it in the pre-addressed envelope provided initially with the questionnaire as soon as possible. I decided that I would not send an additional questionnaire with the follow up letter. I took this decision as I was unable to produce a complete second copy of the questionnaire (1,890 copies) within the necessary timescales. I did not believe that there would be any adverse impact on the overall return rate by not including a second questionnaire with the follow up letter.

- Analysis of questionnaire

**Analysis of 69 questions**

In respect of this research project, SPSS, version 11.5 (Statistical Package for Social Scientists) computer software programme was used to manage and analyse the quantitative data arising from the questionnaire. I decided to use SPSS as it enabled me, as a lone researcher, to quickly process the large number of questions and responses I had generated in a relatively short period of time. It was easily accessible through the student licence at the University and I was also able to attend a short training course in its use as part of the Graduate Research Programme.

In order to analyse the data obtained from my questionnaire research I decided to undertake a three-stage process of analysis. The aim of my research project is to carry out an examination of the organisational culture of the PSNI with respect to the main aspects of Best Value. As part of my research strategy I decided to use a questionnaire in order to examine the responses of police officers to questions that were formed from the main key success factors of Best Value identified
through a literature review. There were also questions asked of each respondent to identify their rank, the region in which they served and their approximate length of service. A copy of the questionnaire is at Appendix 1.

The two stages of analysis were:

1. Production of descriptive statistics

2. Analysis of variance–Positional and Aspirational questions

Production of descriptive statistics

The initial descriptive statistics phase of the questionnaire analysis enabled me to obtain a general overview of the numbers of responses to each question as well as to assess the numbers of officers who had failed to answer the questions relating to their rank, region and length of service. The production of descriptive statistics for each of the 69 questions also provides a useful insight into how many people responded in a particular way to a particular question. Pallant outlines three main uses for producing descriptive statistics in respect of questionnaire data analysis:

- "To describe the characteristics of your sample in the Method section of your report;
- To check your variables for any violation of the assumptions underlying the statistical techniques that you will use to address your research questions;
- To address specific research questions.

(Pallant 2001:51)

The production of descriptive statistics enabled me to describe and summarise the set of data from the questionnaire. Hinton describes this process as follows:
“A mass of numbers is not usually very informative so we need to find ways of abstracting the key information that allows us to present the data in a clear and comprehensible form.”

(Hinton 1995:6)

Analysis of variance—Positional and Aspirational questions

Positional Questions

The 11 positional questions that were outlined earlier in this Chapter form a key aspect of the questionnaire research, and it is through these that focus was applied in order to gauge the current cultural position with regard to these key aspects of Best Value. A copy of the 11 positional questions is at Appendix 5. These aspects were seen as being the most crucial and warranted particular attention with regards to the overall analysis. The 11 positional questions contained in the questionnaire were grouped in terms of the 5 C’s of Best Value as follows:

Challenge - 0
Compete - 1
Compare - 1
Consult - 9
Collaborate – 0

Aspirational questions

With a questionnaire that was relatively large in terms of the numbers of questions posed, the analysis of the data could prove to be difficult in terms of the volume of data that was generated. There were a total of 58 aspirational questions contained in the questionnaire.

In order to provide analysis of the data from the 58 aspirational questions I decided to prioritise the 18 key issues from each of the 5’C’s and carry out
ANOVA analysis of the data relating to these questions. This allowed for the appropriate level of focus on the key issues arising from the aspirational questions. The 18 aspirational questions contained in the questionnaire were grouped in terms of the 5C’s of Best Value as follows:

Challenge - 5  
Compete - 0  
Compare - 4  
Consult - 4  
Collaborate - 5

In this way, this enabled the analysis of the questionnaire to achieve its aim, which is to gauge the organisational culture of the PSNI across all 69 key success factors, while providing more detailed analysis on 11 positional factors as well as on 18 other issues that were identified as aspirational. The list of the 18 aspirational questions is provided in Appendix 5.

ANOVA

I decided that to fully examine these key issues in terms of the rank, region and length of service I would perform an analysis of variance on the relevant data. Analysis of variance (ANOVA) is used to analyse the significance of the variation present in an experiment. The main purpose of carrying out ANOVA is outlined as follows:

“With ANOVA you are testing to see if, on the basis of sample means alone, is it possible to conclude that one sample is significantly different from each other, or could the differences have arisen by chance?”

(University of Virginia 2004:2)

Robson outlines what information a significance test will provide the researcher:
"The probability that a significance test gives you is not the probability that a result is due to chance (as is commonly claimed). What a p value actually tells you is ... in fact quite different. It tells you how likely it would be that you would get the difference you did by chance alone, if there really is no difference, in the population from which you drew your sample, between the categories represented by your groups."

(Robson 2002:400).

The actual numerical outcome of an ANOVA analysis is a p value which provides information about the level of significance that exists and allows the researcher to rule out one possible validity threat to the results – that the result could be due to random variation in the sample rather than to real differences in the population. (Robson 2002:401). Robson goes on to describe what the actual levels of the p value represent:

“If your p value is small rather than large, this makes it less likely that your result is due to chance variation rather than to a real difference, other things being equal.”

(Robson 2002:401).

As previously outlined in this Chapter, the significance test provides an analysis of how likely it is that you would get the difference you did from chance alone. Hinton provides a more in depth description about the p value that is obtained as a result of significance testing through procedures such as ANOVA:

“However it has been agreed ... when the probability is less than or equal to 0.05 (written as p<0.05 or significant at p=0.05) ... this means that when a score from the unknown distribution could only arise from the known distribution (i.e. the distributions are the same) with a chance of 5 times in 100 or less then we ... say that the score really does come from a different distribution. Thus the probability of 0.05 is called the significance level. The significance level of 0.05 means that ..."
we are more than 95 per cent confident that we are correct in accepting that the distributions are different.”

(Hinton 1995:38).

In this research, ANOVA was used to analyse the differences in officers opinions with regard to the 11 key success factors identified from a positional point of view and in terms of what impact there was with regard to their rank, region in which they served or their length of service. ANOVA was also completed in respect of the 18 aspirational questions.

Mean

I also decided that as part of my analysis framework I would obtain mean scores for the responses by officers to the relevant questions. Hibberd and Langmead-Jones describe the mean as:

“…what is commonly referred to as the average. It can be thought of as the point in a data set that balances all the values on either side of it, in a way that is analogous to the balance point of a seesaw. The mean is calculated by summing all the values and dividing by the sample size (the number of entities).”

(Hibberd and Langmead-Jones 2004:41)

Using the mean score of the responses to the questions used on the questionnaire enabled me to ascertain the central tendency of the responses. Robson outlines the purpose behind the researcher identifying the central tendency of a set of data:

“The notion here is to get a single figure which best represents the level of the distribution. The most common such measure … is the ‘average’…”

(Robson 2002:407)
In respect of this research, identifying the mean or average score gives an indication of the level of acceptance on the part of the respondents, whether high or low, with the issue identified through the question. Rumsey cautions the researcher against using the mean score alone as a way to analyse and interpret the results from the methodologies used:

“The mean may not be a fair representation of the data, because the average is easily influenced by outliers (very large or very small values in the data set that are not typical).”

(Rumsey 2003:47)

**Standard Deviation**

In order to assist with the analysis and interpretation of data gleaned from the questionnaire I decided to incorporate mean scores of respondents with the level of standard deviation. Hopkins describes standard deviation as follows:

“The standard deviation is usually the best measure of spread. It has a complicated definition: take the distance of each number from the mean, square it, average the result, then take the square root.”

(Hopkins 1997:1)

Hibberd and Langmead-Jones outline the benefit of using standard deviation:

“…the standard deviation tells us something consistent about the pattern of variation in the underlying data.”

(Hibberd and Langmead-Jones 2004:46)

Identifying the pattern of variation in the underlying data is important as it allows for more accurate interpretation of the data and is a more accurate estimator of
the dispersion; and it will also show the relation that the set of results has to the mean of the sample. (Trochim 2002:4).

The standard deviation results from the data will be calculated through use of the SPSS computer software that I obtained to assist with this study. In calculating standard deviation results, I have taken into account the fact that the possible responses available to officers in the questionnaire were restricted in accordance with the Likert scale that I outlined in Chapter Three. Rumsey outlines what the goal of the researcher is in terms of the standard deviation result being either large or small:

"Basically, a small standard deviation means that the values in the data set are close to the middle of the data set, on average, while a large standard deviation means that the values in the data set are farther away from the middle, on average. A small standard deviation can be a goal in certain situations where the results are restricted."

(Rumsey 2003:107)

In respect of this study, it is important that the variation in responses around the mean score is ascertained. A small standard deviation score will allow me to state that the range and variation of responses around the mean score is small and this will indicate that most of the officers who answered the question gave responses that were closer to the average.

Analysis of text box responses

One of the main amendments made to the questionnaire through the piloting process was the addition of a text box that enabled respondents to provide written information with regard to their comments on best value as well as their comments on the questionnaire they had just completed.

In terms of examining the culture, the information provided in the text boxes could provided unique insight into what officers thought about Best Value. As
an organisation undergoing immense change, the PSNI has within its ranks officers who feel under threat from the change as well as officers who are extremely supportive of new structures such as Best Value. The data provided in the text boxes would be of a different nature that that provided in the main body of the questionnaire. Answers to the 69 questions would provide purely quantitative data. The data obtained in the text boxes would be qualitative and as such required a different technique of analysis that that applied to the quantitative data.

I decided that I would use the method of Grounded theory that will be outlined in detail later in this Chapter. This method of analysing the qualitative data from the questionnaire was selected due to the ability of the process to identify key issues from the data that could be used for further consideration. Gummerson outlines this process in the following terms:

"Grounded theory is concerned with the generation of theory, the attempt to find new ways of approaching reality, the need to be creative and receptive in order to improve one's understanding."

(Gummerson, E. 2000:94)

It was through the utilisation of grounded theory that the data gleaned from the text box information on the questionnaire could be analysed and a number of key issues and concepts identified. These issues and concepts added to the value and utility of the quantitative data obtained from the 69 questions in the main body of the questionnaire and thorough this analysis enabled further exploration and consideration to take place.

Data analysis method rejected

- Factor Analysis

I decided that I would use the SPSS computer software package for the analysis of my quantitative data. This computer package allowed for the consideration of
a number of complex statistical processes that could, at the push of a button, be performed on the data set. One of the processes that I considered for this research project was factor analysis. Factor analysis is defined by Miller et al as:

"a 'data reduction' statistical technique that allows us to simplify the correlation relationships between a number of continuous variables. The correlation procedure can be used to generate a correlation matrix—the correlations of a large number of variables, each with all the others."

(Miller et al 2002:174)

Using factor analysis could have enabled me to establish what relationships and common features exist between the variables in my questionnaire data set. It was, however, a complex procedure, not in terms of carrying out the procedure using the SPSS software, but in interpreting and explaining the results from that analysis. In order to meet the aims of my research project, I was required to carry out an examination of the organisational culture of the PSNI with regard to Best Value principles. The questionnaire allowed me to gauge how officers regarded the main key success factors of Best Value in terms of their level of agreement across a Likert scale.

The decision I needed to make in terms of factor analysis was in terms of whether or not the identification of correlation relationships would enable me to answer my research questions? Would my level of statistical expertise enable me to effectively draw out the relevant information from the factor analysis and be able to come to appropriate conclusions? I concluded that completing factor analysis would not add value to my data analysis and would over complicate what I wanted to achieve in terms of the research project. I would be able to provide the necessary level of analysis of the data, without engaging in factor analysis.
Interviews

It is important in any research project that care is taken when analysing information and data gleaned from contact with respondents. It is essential that wherever possible, all potential elements of subjectivity, bias and influence are removed so that the results obtained will be valid and can stand up to scrutiny from outside. A process that can be used to assist the researcher in achieving this aim is that of content analysis.

Berelson in Holsti offers the following definition of the process of content analysis:

“Content analysis is a research technique for the objective, systematic and quantitative description of the manifest content of communication.”

(Holsti 1969:3)

The process of content analysis centres on the formulation of rules and procedures that are adhered to and it is the judgement of the researcher that is used to set the rules. Objectivity also stipulates that the views of the analyst do not influence the findings. (Holsti 1969:4) Holsti outlines the objective test in respect of summarising content analysis:

“Thus, one test of objectivity is: can other analysts, following identical procedures with the same data, arrive at similar conclusions? The investigator who cannot communicate to others his procedures and criteria for selecting data, for determining what in the data is relevant and what is not, and for interpreting the findings will have failed to fulfil the requirements of objectivity.”

(Holsti 1969:4)
Once the data has been gathered the researcher should then start to review and assess the information that has been gathered. At this early stage there should be a process of exploration, involving available literature, until plans begin to emerge that can be used for the analysis of the information obtained. Krippendorff further outlines a nine-stage plan for designing and executing a content analysis:

1. “Applying the framework for content analysis
2. Searching for suitable data
3. Searching for contextual knowledge
4. Developing plans for unitising and sampling
5. Developing coding instructions
6. Searching for contextually justifiable procedures
7. Deciding on qualitative standards
8. Budgeting and resource allocation.”

(Krippendorff 1980:170)

This process will be useful for this research project, as it will allow for the objective analysis of information gleaned about Best Value in the PSNI. Objectivity is important as I am a serving member of the PSNI, and do not want my own views and opinions, despite how aware of the possibility of influence I might be, to affect the analysis and results. In a positive sense my background does give me an insight into how the organisation works and will allow me to ‘drill down’ into issues more effectively.

Following the completion of the interviews, it is essential that the data gleaned is analysed in a systematic way. For the purposes of this research project, I have decided to use an approach to the handling of qualitative data, which leads to the formulation of theoretical propositions as outlined in Grounded Theory by Barney Glaser and Anselm Strauss.
Glaser and Strauss first presented the theory in their first book on the subject called ‘The Discovery of Grounded Theory’ (Goulding 2002:41). One of the stated aims of the book was to:

“…encourage new and creative research and was a reaction against what the authors viewed as a rather passive acceptance that all the ‘great’ theories had been discovered…”

(Goulding 2002:41)

This approach was developed as part of their role as researchers within the hospital environment and is described as follows:

“…it enabled researchers to develop their own theories relating to the substantive area which they were studying, and encouraged them to use their creative intelligence to the full in doing so.”

(Turner 1981:225)

The central principle is concerned with the tackling of cognitive problems of data analysis by bringing them out into the open. Categories are developed in this process, and are accumulated as the analysis progresses. The categories are then exploited fully, consideration is given to additional categories that are suggested; links and relationships between the categories are explored. Connections can then be made with existing theory and key variables and dimensions fully examined.

This approach is further outlined by Symon and Cassell:

“Grounded Theory assumes, on the whole, that the researcher abandons preconceptions and, through the process of analysis, builds up an explanatory framework through conceptualisation of the data. Thus there emerge categories of behaviour.”
Setting the data out in the appropriate categories, converting it into a more malleable form, more easily completes this process. The necessary links and analysis can then take place, leading to the development of a theoretical understanding. The overall aim of the process under grounded theory is to generate theory from data. This aim is outlined by Robson:

“The aim is to generate a theory to explain what is central in the data. Your task is to find a central core category, which is both at a high level of abstraction, and grounded in (e.g. derived from) the data you have collected and analysed. This is done in three stages:

- Find conceptual categories in the data;
- Find relationships between these categories;
- Conceptualise and account for these relationships through finding core categories.”

The process of analysis that I adopted for this research project was to use grounded theory to categorise and code the interview data, to summarise responses thereby leading to the identification of patterns and connections. This will lead to the development of theories that can be taken forward for further consideration. This approach is flexible, practical and above all is an objective process that will add validity to the overall results.

**Coding of data**

Grounded theory offers the researcher a practical process for analysing qualitative data. One of the key aspects of this process involves the coding of data in a way that allows for the generation of concepts and issues. In terms of this research project, I was faced with the need for a system that would enable
the data to be effectively coded and subsequently analysed. The coding of qualitative data in this way is explained by Charmaz:

“Qualitative coding is not the same as quantitative coding. The term itself provides a case in point in which the language may obscure meaning and method. Quantitative coding requires preconceived, logically deduced codes into which the data are placed. Qualitative coding, in contrast, means creating categories from interpretation of the data. Rather than relying on preconceived categories and standardised procedures, qualitative coding has its own distinctive structure, logic and purpose.”

(Charmaz 1983:111)

In practical terms, I was faced with the dilemma of having a relatively large amount of information, which I needed to analyse as effectively and efficiently as possible. With the constraints I was working under in terms of time and resources, I needed to adopt a process that enabled me to draw from the data the relevant information from which to draw appropriate conclusions. I felt that grounded theory best met the needs of my research. Meaklim outlines a model for using grounded theory in a way that best met the needs of my research. The model involves:

- “An initial attempt to develop categories that illuminate the data;

- An attempt to saturate these categories with many appropriate cases in order to demonstrate their relevance;

- Developing these categories into a more general analytical framework with relevance to the theories being examined.”

(Meaklim 2001:146)
Summary

In this Chapter I have provided the theoretical background to the techniques for data analysis that I selected for this research project. I have provided information in respect of techniques that were rejected and outlined the reasons why they were not incorporated into the research. I decided that I will use descriptive statistics and analysis of variance (ANOVA) for the quantitative data in the questionnaire and grounded theory for the analysis of the interview data, including the data from the text box portion of the questionnaire.

The importance of selecting the correct data analysis techniques cannot be overstated and while it is relatively easy to generate large quantities of data, selecting and using the appropriate data analysis techniques needs much more care and consideration. There must also be a structure in place to assist the researcher with the process of data analysis. The structure must enable the researcher to carefully plan and manage the project and to enable timescales to be met.

The results obtained from the questionnaires and the semi-structured interviews along with the review of the literature that was completed will assist in the identifying of the main issues surrounding Best Value and the organisational culture of the PSNI and will enable a strategy to be developed that will assist PSNI in implementing Best Value principles into the service.
CHAPTER FIVE

RESULTS

This Chapter will report the findings of the questionnaire and of the semi-structured interviews. In Chapter Three I outlined the methodologies that I had selected to fulfil the aims of the research and gave my reasons why I had decided to use the methods that I had chosen. The results from the questionnaire will be outlined in accordance with the operational research hypotheses that were stated in Chapter Four. The results from the semi-structured interviews will then be presented, again in terms of the operational research hypotheses.

Distribution and collection of the questionnaire

The questionnaire was distributed on the basis of self-administration to a sample of police officers in PSNI. In Chapter Three I outlined the strata used to ensure that a representative sample from across the service was selected and used. I sought to maximise my return rate through the use of a follow up letter sent to all respondents after the date for initial return had passed. Saunders et al comment on the work of Healey and Neuman with regard to variation in return rates of questionnaires:

"...Healey (1991) also records a wide variation in response rates. He suggests average response rates of about 50 per cent for postal surveys...more recently Neuman (2000) suggests response rates of between 10 per cent and 50 per cent for postal surveys..."

(Saunders et al 2003:159)

A total of 1,890 questionnaires were distributed and 745 were received from respondents. This represents a return rate of 39.4%. This is lower that I would have hoped, however given the complex nature of the subject matter and the fact that I was completing the research in a time of immense change and uncertainty
for the police service, I was satisfied that I had achieved as good a response rate as was possible.

Biographical information

A total of 745 officers responded to the questionnaire. The initial section of the questionnaire asked them to provide information with regard to themselves. This information related to the officers:

- Rank
- Region where serving
- Length of service

Rank

From a total number of 745 questionnaires that were returned, 725 officers stated the rank that they held. 20 respondents (2.7%) did not provide this information as requested.

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<thead>
<tr>
<th>RANK</th>
<th>Frequency</th>
<th>Percent</th>
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<tbody>
<tr>
<td>Valid Constable</td>
<td>272</td>
<td>36.5</td>
</tr>
<tr>
<td>Sergeant</td>
<td>238</td>
<td>31.9</td>
</tr>
<tr>
<td>Inspector</td>
<td>124</td>
<td>16.6</td>
</tr>
<tr>
<td>Chief Inspector and above</td>
<td>91</td>
<td>12.2</td>
</tr>
<tr>
<td>Total</td>
<td>725</td>
<td>97.3</td>
</tr>
<tr>
<td>No response given</td>
<td>20</td>
<td>2.7</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-1

The table indicates that 510 respondents (68.4%) held the rank of either Constable or Sergeant, while 124 officers (16.6%) held the rank of Inspector. 91 respondents (12.2%) held the rank of Chief Inspector or above.
Region where serving

From a total number of 745 questionnaires that were returned, 615 officers stated the region in which they were serving. 130 respondents (17.4%) did not provide this information as requested.

**REGION**

<table>
<thead>
<tr>
<th>Region</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headquarters</td>
<td>166</td>
<td>22.3</td>
</tr>
<tr>
<td>Urban</td>
<td>194</td>
<td>26.0</td>
</tr>
<tr>
<td>North</td>
<td>141</td>
<td>18.9</td>
</tr>
<tr>
<td>South</td>
<td>114</td>
<td>15.3</td>
</tr>
<tr>
<td>Total</td>
<td>615</td>
<td>82.6</td>
</tr>
<tr>
<td>No response given</td>
<td>130</td>
<td>17.4</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-2

166 respondents (22.3%) stated that they were serving in Headquarters. 194 respondents (26%) stated they were serving in Urban region, while 141 (18.9%) and 114 (15.3%) indicated that they were serving in North region and South region respectively.

Length of service

The third and final piece of information related to respondents length of service. Respondents were asked to indicate which band of service length related to them, from 0 to 5 years through to 25 years and above.

A total of 726 officers responded to this question, this represents 97.4% of the total number of officers who responded.
Table 5-3

The greatest number of respondents in a particular age category was 225 (30.2%), which related to officers who had served between 21 and 25 years. The second highest category of respondents was in the service range of 16 to 20 years, where 172 (23.1%) responded in this way. The service category with the lowest number of respondents related to officers with 0 to 5 years.

Rank and length of service

Table 5-4
Table 5-4 provides information regarding the length of service broken down by rank. The total number of respondents who provided their rank and their length of service was 722. This represents 96.9% of the overall number of respondents. Of those respondents who stated that they had less than 5 years service, 41 (5.7%) of these officers were Constables. The greatest number of respondents, 222 (30.7%) had served between 21 to 25 years.

**Rank and Region**

<table>
<thead>
<tr>
<th></th>
<th>REGION</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Headquarters</td>
<td>Urban</td>
</tr>
<tr>
<td>Constable</td>
<td>34</td>
<td>84</td>
</tr>
<tr>
<td>Sergeant</td>
<td>58</td>
<td>54</td>
</tr>
<tr>
<td>Inspector</td>
<td>31</td>
<td>39</td>
</tr>
<tr>
<td>Chief Inspector and above</td>
<td>41</td>
<td>16</td>
</tr>
<tr>
<td>Total</td>
<td>164</td>
<td>193</td>
</tr>
</tbody>
</table>

Table 5-5 provides a breakdown of the rank of respondents according to the region in which they were serving. A total of 611 respondents provided information in respect of the region in which they were serving and their rank. The highest proportion of Constables, 84, (13.7%) was serving in Urban region. 67 (11%) were in North region, while 55 respondents (9%) indicated that they served in South region. The lowest number of Constable respondents, 34 (5.6%) serves in Headquarters.
Region and length of service

<table>
<thead>
<tr>
<th>Region</th>
<th>0 to 5 years</th>
<th>6 to 10 years</th>
<th>11 to 15 years</th>
<th>16 to 20 years</th>
<th>21 to 25 years</th>
<th>25+ years</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Headquarters</td>
<td>3</td>
<td>6</td>
<td>10</td>
<td>40</td>
<td>58</td>
<td>49</td>
<td>166</td>
</tr>
<tr>
<td>Urban</td>
<td>16</td>
<td>25</td>
<td>27</td>
<td>55</td>
<td>46</td>
<td>25</td>
<td>194</td>
</tr>
<tr>
<td>North</td>
<td>13</td>
<td>23</td>
<td>21</td>
<td>18</td>
<td>51</td>
<td>15</td>
<td>141</td>
</tr>
<tr>
<td>South</td>
<td>11</td>
<td>12</td>
<td>16</td>
<td>33</td>
<td>26</td>
<td>15</td>
<td>113</td>
</tr>
<tr>
<td>Total</td>
<td>43</td>
<td>66</td>
<td>74</td>
<td>146</td>
<td>181</td>
<td>104</td>
<td>614</td>
</tr>
</tbody>
</table>

Table 5-6

Table 5-6 provides information regarding the region in which respondents were serving in terms of their length of service. A total of 614 respondents provided this information. This represents 82.4% of the total number of responses received. With regard to the respondents who stated that they were located in Headquarters posts, 107 out of the 166 in this category (64.4%) had over 21 years service. In Urban region, 71 respondents out of the total of 194 in this category (36.6%) also had served over 21 years. In South region, 41 respondents out of the total of 113 for this category (36%) had served for more than 21 years.

19 out of the total of 166 (11%) respondents who had served for 15 years or less indicated they had a Headquarters post. For Urban region, 68 respondents out of 194 (35%) had 15 years or less service, while for North region the number of respondents with 15 years or less service was 57 out of 141 (40%). In South region the number of respondents in the same length of service category was 39, which represents 34.5% of the total number of respondents for this region.

Research findings relevant to research questions

This part of Chapter Five reports the findings relevant to the research hypotheses and null hypotheses that were listed in Chapter Four. The hypotheses and null hypotheses were listed in terms of the 5 'Cs of Best Value. The null hypotheses
will be examined using descriptive statistics and statistical tests that I outlined in Chapter Four. The null hypotheses will be examined using 29 questions that were selected from the 69 that were presented on the questionnaire. I decided to complete the statistical analysis on 29 questions so as to provide me with greater focus and direction in terms of being able to successfully draw out the key issues and aspects of Best Value and how it is affected by the organisational culture of PSNI. The complete list of results for all 69 questions is at Appendix 6.

The process of selecting the 29 questions began by initially including all 11 questions from the category of positional questions, these having been the identified as the key factors for Best Value. I outlined in Chapter Four why and how these positional questions had been selected. In respect of the 5 ‘Cs of Best Value, the breakdown of positional questions is as follows:

- Challenge – 0
- Compete – 9
- Compare – 1
- Consult – 1
- Collaborate – 0

The next stage of this process was to select other questions that I would use from the aspirational category in order to focus my analysis on the main issues. I was able to carry out an examination of the 69 questions in terms of what the mean score was for each question. A five-point Likert scale was used, ranging from strongly agree to strongly disagree.

- Strongly agree 1
- Agree 2
- Neither agree nor disagree 3
- Disagree 4
- Strongly disagree 5

The mean scores were calculated for each of the 69 questions, these have been included in Appendix 6.
On the basis of the mean scores I selected the key aspirational questions with which to complete further analysis from the results of the mean scores. The questions where there was a lower or higher mean score were considered and questions selected accordingly. These questions were added to the 11 positional questions to give a total of 29 and these questions were categorised in terms of the 5 'Cs to give the overall numbers of questions in each category that will be fully analysed in terms of the relevant null hypotheses:

- Challenge – 5
- Compete – 9
- Compare – 5
- Consult – 5
- Collaborate – 5

**Ordinal Data**

As I have outlined in this Chapter and in others I chose the 5-point Likert scale to provide respondents with a range of answers to give, from strongly agree to strongly disagree. The effect of this in terms of my research is that I have created nominal data by allocating a number to a specific answer. Babbie describes ordinal data as:

“Variables whose attributes have only the characteristics of exhaustiveness and mutual exclusiveness are nominal measures…Nominal measures merely offer names or labels for characteristics.”

(Babbie 1995:135)

Where there is no rank ordering of categories, they are described as nominal. Ordinal numbers differ from nominal in that ranking is present. Babbie defines ordinal data as follows:

“Variables whose attributes may be logically rank-ordered are ordinal measures. The different attributes represent relatively more or less of the variable.
Variables of this type are social class, conservatism, alienation, prejudice, intellectual sophistication and the like.

(Babbie 1995:135)

In terms of this research project, I used ordinal data with respect to the questionnaire. This enabled me to provide respondents with a simple scoring procedure to use and enabled a frequency distribution to be produced in terms of how many respondents strongly agreed and agreed etc with the information in the question. In the ANOVA analysis that I carried out I ascertained the mean score and standard deviation in terms of each of the Rank, Region and Length of Service biographical information provided by respondents. The results in respect of Rank of respondents are presented in full in this Chapter while the results for Region and Length of Service are presented in Appendix 8 and 9 respectively.

Challenge questions - analysis

Null Hypothesis:

*The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have challenge to why and how a service is provided.*

Question 3 - Aspirational

*"The police service must provide services which are effective and efficient."*

743 responses were provided to the above question. The mean score was 1.32 while the standard deviation in respect of this question was 0.50.
The Police Service must provide services that are effective and efficient

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td>511</td>
<td>68.6%</td>
</tr>
<tr>
<td>Strongly Agree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>223</td>
<td>29.9%</td>
</tr>
<tr>
<td>Neither agree</td>
<td>7</td>
<td>9%</td>
</tr>
<tr>
<td>nor disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>2</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>743</td>
<td>99.7%</td>
</tr>
<tr>
<td>No response</td>
<td>2</td>
<td>3%</td>
</tr>
<tr>
<td>given</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Table 5-7

Table 5-7 indicates that 511 (68.6%) of respondents strongly agreed with the issue that police services must provide services, which are effective and efficient. 223 respondents (29.9%) agreed, while only 2 respondents (0.3%) disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 3 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Q3 Constable</td>
<td>1.41</td>
<td>0.51</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.24</td>
<td>0.44</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.28</td>
<td>0.50</td>
</tr>
<tr>
<td>C/Inspector</td>
<td>1.33</td>
<td>0.58</td>
</tr>
</tbody>
</table>

F (3,720) = 1.25, p = 0.02

Table 5-8
In Question 3, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-8 highlights that there is a significant difference between the answers given by Constables and Sergeants as opposed to other ranks, with Sergeants having the lowest mean score of 1.24. This suggests that officers holding the rank of Sergeant most accept that the police service must provide services which are effective and efficient.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score across the Regions had little variation. The most accepting Region was that of North, with a mean score of 1.30. The complete table of mean scores and standard deviations are outlined in Appendix 8 and 9.

Question 14 - Aspirational

“Police Officers need to be motivated and well trained if Best Value is to be successful”

This question was answered by almost all of the 745 respondents. The mean score for this question was 1.42, while the standard deviation was 0.59.

| Police Officers need to be motivated and well trained if best value is to be successful |
|-----------------------------------|-------------|------------|
| Valid | Strongly Agree | Frequency | Percent |
|       | Strongly Agree | 463        | 62.1      |
|       | Agree          | 255        | 34.2      |
|       | Neither agree nor disagree | 21 | 2.8 |
|       | Disagree       | 3          | .4        |
|       | Strongly Disagree | 2 | .3 |
|       | Total          | 744        | 99.9      |
| No response given | Frequency | Percent |
|                   | 1           | .1        |
| Total             | 745        | 100.0     |
744 respondents answered this question. A total of 718 respondents (96.3%) indicated that they agreed or strongly agreed with the issue that police officers need to be motivated and well trained if Best Value is to be successful. 21 respondents (2.8%) neither agreed nor disagreed, while only 5 (0.7%) respondents disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to question 14 and the rank that they held. The test was repeated in respect of the region the respondents were attached to and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.51</td>
<td>0.64</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.30</td>
<td>0.50</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.39</td>
<td>0.50</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.48</td>
<td>0.67</td>
</tr>
</tbody>
</table>

\[ F (3, 720) = 1.84, p = 0.01 \]

Table 5-10

In Question 14, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-10 highlights that there is a significant difference between the answers given by Constables and Sergeants as opposed to other ranks, with Sergeants having the lowest mean score of 1.30. This suggests that officers holding the rank of Sergeant most accept that police officers need to be motivated and well trained if Best Value is to be successful.
Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The lowest mean score related to North Region while the most accepting group of officers by length of service was that of those with 0-5 years. The mean score for this group was 1.26. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 4 - Aspirational

"Ineffective and uneconomic procedures must be challenged"

733 respondents answered question 4, while 12 did not provide an answer in respect of this issue. The mean score for this question was 1.47. The standard deviation was 0.61.

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly agree</td>
<td>425</td>
<td>57.0</td>
</tr>
<tr>
<td>Agree</td>
<td>270</td>
<td>36.2</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>34</td>
<td>4.6</td>
</tr>
<tr>
<td>Disagree</td>
<td>4</td>
<td>.5</td>
</tr>
<tr>
<td>Total</td>
<td>733</td>
<td>98.4</td>
</tr>
<tr>
<td>No response given</td>
<td>12</td>
<td>1.6</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-11

This question asked respondents to give their views on whether ineffective and uneconomic procedures must be challenged. 695 respondents (93.2%) stated that they either agreed or strongly agreed with this issue. Only 4 respondents disagreed, while there were no respondents who strongly disagreed that ineffective and uneconomic procedures should be challenged.
ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question four and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

### Rank

<table>
<thead>
<tr>
<th>Q4</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.60</td>
<td>0.64</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.42</td>
<td>0.57</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.44</td>
<td>0.63</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.27</td>
<td>0.49</td>
</tr>
</tbody>
</table>

\[ F(3,709) = 2.96, \ p < 0.01 \]

Table 5-12

In Question four, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-12 highlights that there is a significant difference between the answers given by Constables, Sergeants and Chief Inspector and above as opposed to other ranks, with Chief Inspectors and above having the lowest mean score of 1.24. This suggests that officers holding the rank of Sergeant most accept that ineffective and uneconomic procedures must be challenged.

### Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The least accepting group of officers were attached to South Region, with a mean score of 1.55. The group of officers by length of service who were least accepting were those with 11-15 years. The mean score for this group was 1.54. The mean score and standard deviations are outlined in Appendix 8 and 9.
Question 5 - Aspirational

"The Police Service must examine whether or not it needs to carry out particular functions"

This question was answered by a total of 737 respondents. 8 respondents did not provide an answer to the question, while the mean score was 1.54. The standard deviation was 0.61.

<table>
<thead>
<tr>
<th>The Police Service must examine whether or not it needs to carry out particular functions</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>370</td>
<td>49.7</td>
</tr>
<tr>
<td>Agree</td>
<td>336</td>
<td>45.1</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>25</td>
<td>3.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>5</td>
<td>0.7</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>Total</td>
<td>737</td>
<td>98.9</td>
</tr>
<tr>
<td>No response given</td>
<td>8</td>
<td>1.1</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-13

This question sought the views of respondents as to whether the Police Service must examine whether or not it needs to carry out particular functions. A total of 706 respondents (94.8%) indicated that they agreed or strongly agreed with this issue. 25 respondents (3.4%) neither agreed nor disagreed. 6 respondents (0.8%) disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 5 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.67</td>
<td>0.63</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.57</td>
<td>0.62</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.43</td>
<td>0.57</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.29</td>
<td>0.46</td>
</tr>
</tbody>
</table>

\[ F (3,713) = 3.93, \ p < 0.01 \]

Table 5-14

In Question five, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-14 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 1.29. This suggests that officers holding the rank of Chief Inspector and above most accept that the police service must examine whether or not it needs to carry out particular functions.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. As with Question 4, the group of officers by length of service that was least accepting of the issue were those with 11-15 years service. The mean score for this group was 1.62. The mean score and standard deviations are outlined in Appendix 8 and 9.
Question 1 - Aspirational

"The Police Service must be innovative in meeting fundamental challenges"

This question related to the issue of the police service being innovative in meeting fundamental challenges. 741 respondents answered the question, while 4 did not provide an answer to the question. The mean score for this question was 1.60, while the standard deviation was 0.59.

<table>
<thead>
<tr>
<th>The Police Service must be innovative in meeting fundamental challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Valid</strong></td>
</tr>
<tr>
<td>----------------------------</td>
</tr>
<tr>
<td>Strongly Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Strongly Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>No response given</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Table 5-15

The number of respondents who agreed or strongly agreed with the issue that the police service must be innovative in meeting fundamental challenges was 710 (95.3%). 27 respondents (3.6%) neither agreed nor disagreed, while 4 respondents disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 1 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.75</td>
<td>0.59</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.59</td>
<td>0.60</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.54</td>
<td>0.56</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.29</td>
<td>0.52</td>
</tr>
</tbody>
</table>

\[ F (3,717) = 5.23, \ p < 0.01 \]

Table 5-16

In Question 1, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-16 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 1.29. This suggests that officers holding the rank of Chief Inspector and above most accept that the police service must be innovative in meeting fundamental challenges.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The group of officers by length of service that was least accepting of the issue were those with 6-10 years service. The mean score for this group was 1.71. The mean score and standard deviations are outlined in Appendix 8 and 9.

Comparison questions - analysis

**Null Hypothesis:**

*The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have comparison with other police services and organisations.*
Question 37–Positional

"Informed comparison is essential to an effective review"

There were 736 respondents who provided an answer to this question. 9 respondents did not provide an answer. The mean score for this question was 2.24 while the standard deviation was 0.75.

<table>
<thead>
<tr>
<th>Informed comparison is essential to an effective review</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid Strongly Agree</td>
<td>87</td>
<td>11.7</td>
</tr>
<tr>
<td>Agree</td>
<td>424</td>
<td>56.9</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>187</td>
<td>25.1</td>
</tr>
<tr>
<td>Disagree</td>
<td>31</td>
<td>4.2</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>7</td>
<td>.9</td>
</tr>
<tr>
<td>Total</td>
<td>736</td>
<td>98.8</td>
</tr>
<tr>
<td>No response given</td>
<td>9</td>
<td>1.2</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-17

In respect of the question relating to informed comparison being essential to an effective review, 87 respondents (11.7%) strongly agreed with the issue, while 424 (56.9%) agreed. A total of 187 respondents (25.1%) neither agreed nor disagreed, while 38 respondents (5.1%) disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 37 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
### Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.43</td>
<td>0.77</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.19</td>
<td>0.67</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.15</td>
<td>0.74</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.93</td>
<td>0.73</td>
</tr>
</tbody>
</table>

\[ F(3,712) = 6.44, p < 0.01 \]

TABLE 5-18

In Question 37, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-18 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 1.93. This suggests that officers holding the rank of Chief Inspector and above most accept that informed comparison is essential to an effective review.

### Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The least accepting group of officers by was of Region were those attached to South Region. The mean score for these officers was 2.33. The mean score and standard deviations are outlined in Appendix 8 and 9.

### Question 41—Aspirational

"*Services must be compared with other forces as well as across the public and private sector*"
Services must be compared with other forces as well as across the public and private sector

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>47</td>
<td>6.3</td>
</tr>
<tr>
<td>Agree</td>
<td>288</td>
<td>38.7</td>
</tr>
<tr>
<td>Neither agree</td>
<td>182</td>
<td>24.4</td>
</tr>
<tr>
<td>nor disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>174</td>
<td>23.4</td>
</tr>
<tr>
<td>Strongly</td>
<td>48</td>
<td>6.4</td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>739</td>
<td>99.2</td>
</tr>
<tr>
<td>No response</td>
<td>6</td>
<td>.8</td>
</tr>
<tr>
<td>given</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-19

This question relates to the issue of whether services must be compared with other forces as well as across the public and private sector. 335 respondents (45%) agreed or strongly agreed with the need for services to be compared in this way. A total of 222 respondents (30%) disagreed or strongly disagreed while 182 respondents (24.4%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 41 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

Rank

<table>
<thead>
<tr>
<th><strong>Q41</strong></th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.05</td>
<td>1.09</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.80</td>
<td>0.98</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.80</td>
<td>1.10</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.40</td>
<td>0.90</td>
</tr>
</tbody>
</table>

F (3,716) = 10.10, p < 0.01
In Question 41, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-20 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.40. This suggests that officers holding the rank of Chief Inspector and above most accept that services must be compared with other forces as well as across the public and private sector.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The least accepting group of officers by length of service were those with 11-15 years. The mean score for these officers was 3.00. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 38—Aspirational

"Police services must be expected to compare their services with the best using performance indicators"

Question 38 was responded to by a total of 740 respondents. There were 5 officers who did not provide an answer to this question. The mean score for this particular question was 2.82. The standard deviation for question 38 was 1.06.
Police Services must be expected to compare their services with the best using performance indicators

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly</td>
<td>56</td>
<td>7.5</td>
</tr>
<tr>
<td>Agree</td>
<td>272</td>
<td>36.5</td>
</tr>
<tr>
<td>Agree</td>
<td>272</td>
<td>36.5</td>
</tr>
<tr>
<td>Neither agree</td>
<td>211</td>
<td>28.3</td>
</tr>
<tr>
<td>nor disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>147</td>
<td>19.7</td>
</tr>
<tr>
<td>Strongly</td>
<td>54</td>
<td>7.2</td>
</tr>
<tr>
<td>Disagree</td>
<td>54</td>
<td>7.2</td>
</tr>
<tr>
<td>Total</td>
<td>740</td>
<td>99.3</td>
</tr>
<tr>
<td>No response</td>
<td>5</td>
<td>.7</td>
</tr>
<tr>
<td>given</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-21

A total of 272 respondents (36.5%) agreed with the issue that police services must be expected to compare their services with the best using performance indicators. 56 respondents (7.5%) strongly agreed. In terms of respondents disagreeing with the need for police services to be compared in this way, 201 respondents (26.9%) disagreed or strongly disagreed. 211 respondents (28.3%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question thirty-eight and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.08</td>
<td>1.11</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.77</td>
<td>1.03</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.61</td>
<td>0.94</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.46</td>
<td>0.98</td>
</tr>
</tbody>
</table>

$F(3,717) = 12.27, p < 0.01$

Table 5-22

In Question 38, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-22 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.46. This suggests that officers holding the rank of Chief Inspector and above most accept that police services must be expected to compare their services with the best using performance indicators.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 36—Aspirational

“As a Police Service we must be open to inspection”

This question attracted responses from a total of 736 officers, 9 failing to provide an answer to the question. The mean score for this particular question was 1.79. The standard deviation relation to this question was 0.60.
Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.08</td>
<td>1.11</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.77</td>
<td>1.03</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.61</td>
<td>0.94</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.46</td>
<td>0.98</td>
</tr>
</tbody>
</table>

\( \text{F (3,717) = 12.27, p <0.01} \)

Table 5-22

In Question 38, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-22 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.46. This suggests that officers holding the rank of Chief Inspector and above most accept that police services must be expected to compare their services with the best using performance indicators.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 36 – Aspirational

"As a Police Service we must be open to inspection"

This question attracted responses from a total of 736 officers, 9 failing to provide an answer to the question. The mean score for this particular question was 1.79. The standard deviation relation to this question was 0.60.
As a Police Service we must be open to inspection

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>215</td>
<td>28.9</td>
</tr>
<tr>
<td>Agree</td>
<td>466</td>
<td>62.6</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>47</td>
<td>6.3</td>
</tr>
<tr>
<td>Disagree</td>
<td>7</td>
<td>.9</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1</td>
<td>.1</td>
</tr>
<tr>
<td>Total</td>
<td>736</td>
<td>98.8</td>
</tr>
<tr>
<td>No response given</td>
<td>9</td>
<td>1.2</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-23

This question sought the views of respondents with regard to whether the police service must be open to inspection. 681 respondents (91.5%) indicated that they agreed or strongly agreed with the issue that a police service must be open to inspection. 47 respondents (6.3%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 36 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Q36 Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.89</td>
<td>0.63</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.77</td>
<td>0.58</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.70</td>
<td>0.55</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.67</td>
<td>0.58</td>
</tr>
</tbody>
</table>

F (3,712) = 1.77, p = 0.02
In Question 36, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-24 highlights that there is a significant difference between the answers given by Constables, Inspectors and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 1.67. This suggests that officers holding the rank of Chief Inspector and above most accept that as a police service we must be open to inspection.

**Region and Length of Service**

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

**Question 40 – Aspirational**

*"The performance of the Service must be compared with others across a range of indicators"*

738 out of the total number of respondents of 745 answered question 40. 7 respondents did not provide an answer to the question. The mean score for this question was 2.71. The standard deviation for this particular question was 0.97.

<table>
<thead>
<tr>
<th>The performance of the Service must be compared with others across a range of indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Valid</strong></td>
</tr>
<tr>
<td>Strongly Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Strongly Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td><strong>No response given</strong></td>
</tr>
<tr>
<td><strong>Total</strong></td>
</tr>
</tbody>
</table>
Question 40 related to the issue regarding the performance of a service and the issue that it must be compared with others across a range of indicators. 48 respondents (6.4%) strongly agreed with this issue. 311 respondents (41.7%) agreed. There were 163 respondents (21.9%) who either disagreed or strongly disagreed. A total of 216 respondents (29%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 40 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.84</td>
<td>1.02</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.70</td>
<td>0.92</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.62</td>
<td>0.96</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.43</td>
<td>0.87</td>
</tr>
</tbody>
</table>

\[ F (3,715) = 4.36, \ p = 0.03 \]

In Question 40, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-26 highlights that there is a significant difference between the answers given Constables and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 2.43. This suggests that officers holding the rank of Chief Inspector and above most accept that the performance of the service must be compared with others across a range of indicators.
Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Consultation questions - analysis

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have consultation with and be responsive to users, stakeholders, customers and staff.

Question 58 – Positional

“It is important for the Police Service to seek Officer’s views in order to draw on their knowledge and experience”

The total number of respondents who provided an answer for this question was 743. Two respondents did not provide an answer to the question. The mean score for this question is 1.52, while the standard deviation is 0.60.

<table>
<thead>
<tr>
<th>It is important for the Police Service to seek Officer’s views in order to draw on their knowledge and experience</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Frequency</strong></td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>Valid</td>
</tr>
<tr>
<td>Strongly</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither agree</td>
</tr>
<tr>
<td>nor disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Strongly</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>No response</td>
</tr>
<tr>
<td>given</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>
This question relates to the importance for the police service to seek officers’ views in order to draw on their knowledge and experience. A total of 711 respondents (95.4%) indicated that they agreed or strongly agree that it was important for the service to seek their views in order to draw on their knowledge and experience. 29 respondents (3.9%) indicated that they neither agreed nor disagreed with this issue. 3 respondents out of the total number of 743 respondents for this question indicated that they disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 58 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.48</td>
<td>0.59</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.46</td>
<td>0.59</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.62</td>
<td>0.62</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.66</td>
<td>0.60</td>
</tr>
</tbody>
</table>

$F (3,719) = 1.44, p = 0.07$

In Question 58, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-28 highlights that there is a significant difference between the answers given by Sergeants and Chief Inspectors and above, with Sergeants having the lowest mean score of 1.46. This suggests that officers holding the rank of Sergeant most
accept that it is important for the police service to seek officers views in order to
draw on their knowledge and experience.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that
there is no significant difference in responses across these factors. The mean
score and standard deviations are outlined in Appendix 8 and 9.

Question 56 – Aspirational

“Public expectations must be able to drive change in policing”

742 out of the total number of respondents responded to question 56, while there
were 3 respondents who did not give an answer to this question. The mean score
for the question was 2.81, while the standard deviation was 0.96.

<table>
<thead>
<tr>
<th>Public expectations must be able to drive change in policing</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Valid</strong></td>
</tr>
<tr>
<td>Strongly Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Strongly Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Table 5-29

742 respondents responded to this question. 297 (39.8%) indicated that they
agreed or strongly agreed with the issue that public expectations must be able to
drive change in policing. 262 respondents (35.2%) neither agreed nor disagreed.
183 respondents (24.6%) either disagreed or strongly disagreed with the issue regarding public expectations driving change in policing.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 56 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

### Rank

<table>
<thead>
<tr>
<th>Q56</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.83</td>
<td>1.00</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.90</td>
<td>0.99</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.85</td>
<td>0.90</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.50</td>
<td>0.89</td>
</tr>
</tbody>
</table>

\[ F (3,718) = 3.54, \ p = 0.01 \]

Table 5-30

In Question 56, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-30 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.50. This suggests that officers holding the rank of Chief Inspector and above most accept that public expectations must be able to drive change in policing.

### Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service highlights that there is a significant difference between the answers given by officers in
Urban region and North region and the other Regions. The mean score for North Region officers was 2.60, while the score for Urban Region was 2.90. The ANOVA analysis with regard to length of service indicates that there is no significant difference in responses across this factor. The mean score and standard deviations are outlined in Appendix 8 and 9.

**Question 57 – Aspirational**

*“Police officers must foster good relations with the public”*

Question number 57 was responded to by a total of 737 respondents out of 745 completed questionnaires returned. 8 respondents did not provide an answer to this question. The mean score for this question was 1.61, while the standard deviation was 0.59.

<table>
<thead>
<tr>
<th>Police Officers must foster good relations with the public</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid Strongly Agree</td>
<td>319</td>
<td>42.8</td>
</tr>
<tr>
<td>Agree</td>
<td>385</td>
<td>51.7</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>28</td>
<td>3.8</td>
</tr>
<tr>
<td>Disagree</td>
<td>5</td>
<td>.7</td>
</tr>
<tr>
<td>Total</td>
<td>737</td>
<td>98.9</td>
</tr>
<tr>
<td>No response given</td>
<td>8</td>
<td>1.1</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-31

This particular question sought to establish the views of respondents with regard to whether they agreed or disagreed with the issue that police officers must foster good relations with the public. 704 respondents (94.5%) indicated that they agreed or strongly agreed with this issue. 28 respondents (3.8%) neither agreed nor disagreed.
ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 57 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Q57</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td></td>
<td>1.72</td>
<td>0.58</td>
</tr>
<tr>
<td>Sergeant</td>
<td></td>
<td>1.54</td>
<td>0.60</td>
</tr>
<tr>
<td>Inspector</td>
<td></td>
<td>1.57</td>
<td>0.54</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td></td>
<td>1.53</td>
<td>0.56</td>
</tr>
</tbody>
</table>

$F (3,713) = 1.70, p = 0.02$

Table 5-32

In Question 57, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-32 highlights that there is a significant difference between the answers given Constables, Sergeants and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 1.53. This suggests that officers holding the rank of Chief Inspector and above most accept that the performance of the service must be compared with others across a range of indicators.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.
Question 51 – Aspirational

“Police officers must be fully involved in improving the services they provide”

Question 51 was answered by a total of 739 out of the 745 respondents. This means that 6 respondents failed to provide an answer to this question. The mean score for this question was 1.81. The standard deviation was 0.58.

| Police Officers must be fully involved in improving the services they provide |
|----------------------------------|--------|----------|
|                                  | Frequency | Percent  |
| Valid                            |          |          |
| Strongly Agree                   | 202      | 27.1     |
| Agree                            | 483      | 64.8     |
| Neither agree nor disagree       | 47       | 6.3      |
| Disagree                         | 6        | .8       |
| Strongly Disagree                | 1        | .1       |
| Total                            | 739      | 99.2     |
| No response given                | 6        | .8       |
| Total                            | 745      | 100.0    |

Table 5-33

There were 685 respondents (91.9%) who indicated that they agreed or strongly agreed with the issue that police officers must be fully involved in improving the services they provide. 47 respondents (6.3%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 51 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
Table 5-34

In Question 51, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-34 highlights that there is a significant difference between the answers given Constables and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 1.67. This suggests that officers holding the rank of Chief Inspector and above most accept that police officers must be fully involved in improving the services they provide.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 46 – Aspirational

"The Police Service must be responsive to the needs of the public"

Question number 46 was responded to by a total of 742 respondents out of 745 completed questionnaires returned. 3 respondents did not provide an answer to this question. The mean score for this question was 1.80, while the standard deviation was 0.56.
The Police Service must be responsive to the needs of the public

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>198</td>
<td>26.6</td>
</tr>
<tr>
<td>Agree</td>
<td>496</td>
<td>66.6</td>
</tr>
<tr>
<td>Neither agree</td>
<td>41</td>
<td>5.5</td>
</tr>
<tr>
<td>nor disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>7</td>
<td>.9</td>
</tr>
<tr>
<td>Total</td>
<td>742</td>
<td>99.6</td>
</tr>
<tr>
<td>No response</td>
<td>3</td>
<td>.4</td>
</tr>
<tr>
<td>given</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-35

Question 46 sought the views of respondents with regard to whether the police service must be responsive to the needs of the public. 694 respondents (93.2%) indicated that they agreed or strongly agreed with this issue. 41 respondents (5.5%) neither agreed nor disagreed. 7 respondents disagreed while there were no respondents who strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 46 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.86</td>
<td>0.62</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.81</td>
<td>0.53</td>
</tr>
<tr>
<td>Inspector</td>
<td>1.80</td>
<td>0.51</td>
</tr>
<tr>
<td>C/Inspector and</td>
<td>1.68</td>
<td>0.57</td>
</tr>
<tr>
<td>above</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

F (3,718) = 0.77, p = 0.07
In Question 46, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-36 highlights that there is no significant difference between the answers given by different ranks in the PSNI, with Inspectors having the lowest mean score of 1.80. This suggests that officers holding the rank of Inspector most accept that the police service must be responsive to the needs of the public.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Competition questions - analysis

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to embrace fair competition as a means of securing efficient and effective services.

Question 32 – Positional

“There is too much ‘empire building’ in the police service”

This question was answered by a total of 743 respondents. 2 respondents did not provide an answer to the question, while the mean score was 1.88. The standard deviation was 0.86.
### Table 5-37

There were 593 respondents (79.6%) who indicated that they agreed or strongly agreed with the issue that there is too much 'empire building' in the police service. 110 respondents (14.8%) neither agreed nor disagreed with the issue.

**ANOVA**

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 32 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

**Rank**

<table>
<thead>
<tr>
<th>Q32</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.72</td>
<td>0.80</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.79</td>
<td>0.81</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.10</td>
<td>0.93</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.27</td>
<td>0.93</td>
</tr>
</tbody>
</table>

\[ F (3,719) = 9.72, \ p < 0.01 \]

Table 5-38
In Question 32, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-38 highlights that there is a significant difference between the answers given by all ranks in the PSNI, with Constables having the lowest mean score of 1.72. This suggests that officers holding the rank of Constable most accept that there is too much ‘empire building’ in the police service.

Region and Length of Service

The ANOVA analysis with regard to region indicates that there is a significant difference between the answers given by officers serving in Headquarters, Urban and North regions. The mean score for North Region officers was 1.68, while the score for Headquarters officers was 2.09. There is no significant difference in responses across the ranges of length of service. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 35 – Positional

"Police Officers will actively seek ways in order to resist change"

Question number 35 was responded to by a total of 742 respondents out of 745 completed questionnaires returned. 3 respondents did not provide an answer to this question. The mean score for this question was 3.55, while the standard deviation was 0.95.

<table>
<thead>
<tr>
<th>Police Officers will actively seek ways in order to resist change</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid Strongly Agree</td>
<td>16</td>
<td>2.1</td>
</tr>
<tr>
<td>Agree</td>
<td>99</td>
<td>13.3</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>188</td>
<td>25.2</td>
</tr>
<tr>
<td>Disagree</td>
<td>337</td>
<td>45.2</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>102</td>
<td>13.7</td>
</tr>
<tr>
<td>Total</td>
<td>742</td>
<td>99.6</td>
</tr>
<tr>
<td>No response given</td>
<td>3</td>
<td>.4</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Table 5-39

115 respondents (15.4%) indicated that they agreed or strongly agreed with the issue. 188 respondents (25.2%) neither agreed nor disagreed, while 439 respondents (58.9%) disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 35 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Q35</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.59</td>
<td>0.96</td>
<td></td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.63</td>
<td>0.98</td>
<td></td>
</tr>
<tr>
<td>Inspector</td>
<td>3.45</td>
<td>0.90</td>
<td></td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>3.30</td>
<td>0.99</td>
<td></td>
</tr>
</tbody>
</table>

F (3,718) = 2.95, p = 0.02

Table 5-40

In Question 35, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-40 highlights that there is a significant difference between the answers given by Sergeants and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 3.30. This suggests that officers holding the rank of Chief Inspector and above most accept that police officers will actively seek ways in order to resist change.
Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 28 – Positional

"Police Officers are resistant to change"

Question number 28 was responded to by a total of 741 respondents out of 745 completed questionnaires returned. 4 respondents did not provide an answer to this question. The mean score for this question was 3.38, while the standard deviation was 1.16.

<table>
<thead>
<tr>
<th>Police Officers are resistant to change</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid Strongly Agree</td>
<td>36</td>
<td>4.8</td>
</tr>
<tr>
<td>Valid Agree</td>
<td>164</td>
<td>22.0</td>
</tr>
<tr>
<td>Valid Neither agree nor disagree</td>
<td>160</td>
<td>21.5</td>
</tr>
<tr>
<td>Valid Disagree</td>
<td>239</td>
<td>32.1</td>
</tr>
<tr>
<td>Valid Strongly Disagree</td>
<td>142</td>
<td>19.1</td>
</tr>
<tr>
<td>Valid Total</td>
<td>741</td>
<td>99.5</td>
</tr>
<tr>
<td>No response given</td>
<td>4</td>
<td>.5</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-41

This question sought to gauge the views of respondents with regard to the resistance of police officers to change. 200 respondents (26.8%) agreed or strongly agreed with the issue that police officers are resistant to change. 160 respondents (21.5%) neither agreed nor disagreed while 381 (51.2%) disagreed or strongly disagreed that police officers are resistant to change.
ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 28 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.40</td>
<td>1.16</td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.40</td>
<td>1.18</td>
</tr>
<tr>
<td>Inspector</td>
<td>3.24</td>
<td>1.14</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>3.39</td>
<td>1.13</td>
</tr>
</tbody>
</table>

$F(3,717) = 0.90, p = 0.57$

Table 5-42

In Question 28, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-42 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Inspectors having the lowest mean score of 3.24. This suggests that officers holding the rank of Inspector most accept that police officers are resistant to change.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.
Question 31 – Positional

"If Police Officers come up with suggestions, they will be fully acted upon and rewarded"

This question was answered by a total of 742 respondents. 3 respondents did not provide an answer to the question. The mean score for the question was 3.35, while the standard deviation was 1.07.

If Police Officers come up with suggestions, they will be fully acted upon and rewarded

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
</tr>
<tr>
<td>Strongly</td>
<td>33</td>
</tr>
<tr>
<td>Agree</td>
<td>140</td>
</tr>
<tr>
<td>Agree</td>
<td>198</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>270</td>
</tr>
<tr>
<td>Disagree</td>
<td>101</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>742</td>
</tr>
<tr>
<td>Total</td>
<td></td>
</tr>
</tbody>
</table>

No response given

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>.4</td>
</tr>
</tbody>
</table>

Total

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-43

371 respondents (49.8%) indicated that they disagreed or strongly disagreed with this issue. 198 respondents (26.6%) indicated that they neither agreed nor disagreed with this issue, while 173 respondents (23.2%) either agreed or strongly agreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 31 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
### Rank

<table>
<thead>
<tr>
<th>Q31</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.36</td>
<td>1.10</td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.36</td>
<td>1.10</td>
</tr>
<tr>
<td>Inspector</td>
<td>3.36</td>
<td>0.99</td>
</tr>
<tr>
<td>C/Inspector</td>
<td>3.35</td>
<td>0.96</td>
</tr>
<tr>
<td>and above</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

$F (3,718) = 0.005, p = 1.00$

#### Table 5-44

In Question 31, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-44 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 3.35. This suggests that officers holding the rank of Chief Inspector and above most accept that if police officers come up with suggestions they will be fully acted upon and rewarded.

#### Region and Length of Service

The ANOVA analysis with regard to region indicates that there is significant difference between the responses given by officers from Headquarters and South region. The analysis in respect of length of service indicates that there is no significant difference in responses across the range of lengths of service. The mean score and standard deviations are outlined in Appendix 8 and 9.

#### Question 27 – Positional

"It is right that the Police Service embraces Government initiatives"

There were a total of 741 respondents who gave an answer to this particular question. 4 respondents did not provide an answer. The mean score for this question is 3.03. The standard deviation in respect of the question is 0.99.
It is right that the Police Service embraces Government initiatives

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>28</td>
<td>3.8</td>
</tr>
<tr>
<td>Agree</td>
<td>204</td>
<td>27.4</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>284</td>
<td>38.1</td>
</tr>
<tr>
<td>Disagree</td>
<td>163</td>
<td>21.9</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>62</td>
<td>8.3</td>
</tr>
<tr>
<td>Total</td>
<td>741</td>
<td>99.5</td>
</tr>
<tr>
<td>No response given</td>
<td>4</td>
<td>.5</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-45

284 respondents (38.1%) indicated that they neither agreed nor disagreed with the issue. 225 respondents (30.2%) disagreed or strongly disagreed with the issue that it is right for the police service to embrace Government initiatives. 232 respondents (31.2%) either agreed or strongly agreed with the issue.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 27 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.17</td>
<td>1.05</td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.10</td>
<td>0.98</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.91</td>
<td>0.92</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.64</td>
<td>0.81</td>
</tr>
</tbody>
</table>

F (3,717) = 7.51, p < 0.01

Table 5-46
In Question 27, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-46 highlights that there is no significant difference between the answers given by Constables, Sergeants and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 2.64. This suggests that officers holding the rank of Chief Inspector and above most accept that it is right that the police service embraces Government initiatives.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 29 – Positional

"Police Officers are reluctant to take risks in decision making"

Question number 29 was responded to by a total of 743 respondents out of 745 completed questionnaires returned. 2 respondents did not provide an answer to this question. The mean score for this question was 3.02, while the standard deviation was 1.00

<table>
<thead>
<tr>
<th>Police Officers are reluctant to take risks in decision-making</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td>Strongly Agree</td>
<td>94</td>
</tr>
<tr>
<td>Valid</td>
<td>Agree</td>
<td>224</td>
</tr>
<tr>
<td>Valid</td>
<td>Neither agree nor disagree</td>
<td>101</td>
</tr>
<tr>
<td>Valid</td>
<td>Disagree</td>
<td>221</td>
</tr>
<tr>
<td>Valid</td>
<td>Strongly Disagree</td>
<td>103</td>
</tr>
<tr>
<td>Valid</td>
<td>Total</td>
<td>743</td>
</tr>
<tr>
<td>No response given</td>
<td>2</td>
<td>.3</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Table 5-47

Question 29 from the questionnaire related to police officers being reluctant to take risks in decision making. A total of 324 respondents (43.5%) indicated that they disagreed or strongly disagreed that this was the case. 101 respondents (13.6%) indicated that they neither agreed nor disagreed with this issue, while 318 respondents (42.7%) either agreed or strongly agreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 29 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Q29</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.93</td>
<td>1.32</td>
<td></td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.02</td>
<td>1.29</td>
<td></td>
</tr>
<tr>
<td>Inspector</td>
<td>3.08</td>
<td>1.27</td>
<td></td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>3.06</td>
<td>1.22</td>
<td></td>
</tr>
</tbody>
</table>

F (3,719) = 0.84, p = 0.68

Table 5-48

In Question 29, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-48 highlights that there is no significant difference between the answers given by any rank in the PSNI, with Constables having the lowest mean score of 2.93. This suggests that officers holding the rank of Constable most accept that police officers are reluctant to take risks in decision making.
Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 19 – Positional

"Providing real value for money is an important challenge for Policing"

This question attracted responses from a total of 733 officers, 12 respondents failing to provide an answer to the question. The mean score for this particular question was 2.49. The standard deviation relation to this question was 1.04.

<table>
<thead>
<tr>
<th>Providing real value for money is an important challenge for policing</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>Valid</td>
</tr>
<tr>
<td>Strongly Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Strongly Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>No response given</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Table 5-49

434 respondents (58.3%) indicated that they agreed or strongly agreed with this issue. 165 respondents (22.1%) neither agreed nor disagreed, while there were 134 respondents (18%) who disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 19 and the rank that they
held. The test was repeated in respect of the region of the respondent and their length of service.

### Rank

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.82</td>
<td>1.10</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.40</td>
<td>1.02</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.31</td>
<td>0.89</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.96</td>
<td>0.75</td>
</tr>
</tbody>
</table>

F (3,709) = 20.04, p < 0.01

Table 5-50

In Question 19, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-50 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 1.96. This suggests that officers holding the rank of Chief Inspector and above most accept that providing real value for money is an important challenge for policing.

### Region and Length of Service

The ANOVA analysis with regard to region indicates that there is no significant difference in responses across the regions. There is a significant difference in the answers given by officers with 11 to 15 years service and 25+ years service. The service range of 25+ had the lowest mean score of 2.31. The mean score and standard deviations are outlined in Appendix 8 and 9.

**Question 30 – Positional**

"There is a blame culture in the Police Service"
There were a total of 744 respondents who gave an answer to this particular question. 1 respondent did not provide an answer. The mean score for this question is 2.23. The standard deviation in respect of the question is 1.14.

<table>
<thead>
<tr>
<th>Valid</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>229</td>
<td>30.7</td>
</tr>
<tr>
<td>Agree</td>
<td>265</td>
<td>35.6</td>
</tr>
<tr>
<td>Neither agree</td>
<td>129</td>
<td>17.3</td>
</tr>
<tr>
<td>nor disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>88</td>
<td>11.8</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>33</td>
<td>4.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>744</td>
<td>99.9</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-51

229 respondents (30.7%) indicated that they strongly agreed that there was a blame culture in the Police Service. 265 respondents (35.6%) agreed that this was the case. 129 respondents (17.3%) neither agreed nor disagreed that there was a blame culture, while 121 respondents (16.2%) stated that they disagreed or strongly disagreed that a blame culture existed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 30 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
In Question 30, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-52 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.13. This suggests that officers holding the rank of Chief Inspector and above most accept that there is a blame culture in the police service.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 34 – Positional

"Concentration on management tools leads to a loss of the realities of Policing"

This question attracted responses from a total of 740 officers, 5 respondents failing to provide an answer to this particular question. The mean score for this particular question was 2.10. The standard deviation relation to this question was 0.91.
Concentration on management tools leads to a loss of the realities of policing

<table>
<thead>
<tr>
<th>Valid</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly Agree</td>
<td>209</td>
<td>28.1</td>
</tr>
<tr>
<td>Agree</td>
<td>308</td>
<td>41.3</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>168</td>
<td>22.6</td>
</tr>
<tr>
<td>Disagree</td>
<td>48</td>
<td>6.4</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>7</td>
<td>.9</td>
</tr>
<tr>
<td>Disagree</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>740</td>
<td>99.3</td>
</tr>
<tr>
<td>No response given</td>
<td>5</td>
<td>.7</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-53

Question 34 related to a concentration on management tools leading to a loss of the realities of Policing. 55 respondents (7.3%) indicated that they disagreed or strongly disagreed that this was the case. 168 respondents (22.6%) indicated that they neither agreed nor disagreed with this issue, while 517 respondents (69.4%) either agreed or strongly agreed that this was the case.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 34 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.84</td>
<td>0.81</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.14</td>
<td>0.92</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.23</td>
<td>0.90</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.65</td>
<td>1.00</td>
</tr>
</tbody>
</table>

\[ F (3,716) = 16.19, p < 0.01 \]
Table 5-54

In Question 34, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-54 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Constables having the lowest mean score of 1.84. This suggests that officers holding the rank of Constable most accept that concentration on management tools lead to a loss of the realities of policing.

Region and Length of Service

The ANOVA analysis with regard to region indicates that there is significant difference in responses given by officers serving in Headquarters, North and South region, with North region having the lowest mean score of 1.94. With regard to length of service, there is no significant difference in the answers given by officers across the range of lengths of service. The mean score and standard deviations are outlined in Appendix 8 and 9.

Collaboration questions - analysis

Null Hypothesis:

The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs.

Question 69 - Aspirational

"The Government must intervene to tackle failures in Police Services."

742 respondents answered this question; this means that there were only 3 officers who failed to answer it. The mean score for this particular question was 3.11. The standard deviation in respect of this question was 1.10.
The Government must intervene to tackle failures in Police Services

<table>
<thead>
<tr>
<th>Valid</th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly</td>
<td>40</td>
<td>5.4</td>
</tr>
<tr>
<td>Agree</td>
<td>203</td>
<td>27.2</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>219</td>
<td>29.4</td>
</tr>
<tr>
<td>Disagree</td>
<td>192</td>
<td>25.8</td>
</tr>
<tr>
<td>Strongly</td>
<td>88</td>
<td>11.8</td>
</tr>
<tr>
<td>Disagree</td>
<td>192</td>
<td>25.8</td>
</tr>
<tr>
<td>Total</td>
<td>742</td>
<td>99.6</td>
</tr>
<tr>
<td>No response given</td>
<td>3</td>
<td>.4</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-55

This question asked respondents to give their views as to whether the Government should intervene to tackle failures in Police Services. 243 respondents (32.6%) agreed or strongly agreed that Government should intervene in these circumstances. 280 respondents (37.6%) disagreed or strongly disagreed with the Government intervening in this way. 192 respondents (25.8%) neither agreed nor disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 69 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Q69 Constable</td>
<td>3.30</td>
<td>1.11</td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.13</td>
<td>1.10</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.90</td>
<td>1.02</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.80</td>
<td>1.09</td>
</tr>
</tbody>
</table>

\[ F (3,718) = 8.03, p < 0.01 \]
In Question 69, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-56 highlights that there is significant difference between the answers given by Constables, Inspectors and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 2.80. This suggests that officers holding the rank of Chief Inspector and above most accept that the Government must intervene to tackle failures in police services.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 59 - Aspirational

"The Police Service must seek to continuously improve its performance"

741 out of the total number of respondents of 745 answered question 59. The mean score for this question was 1.87, while the standard deviation was 0.73.

<table>
<thead>
<tr>
<th>The Police Service must seek to continuously improve its performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequency</td>
</tr>
<tr>
<td>------------</td>
</tr>
<tr>
<td>Valid</td>
</tr>
<tr>
<td>Strongly</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Agree</td>
</tr>
<tr>
<td>Neither</td>
</tr>
<tr>
<td>agree nor</td>
</tr>
<tr>
<td>disagree</td>
</tr>
<tr>
<td>Disagree</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Table 5-57
646 respondents (86.7%) agreed or strongly agreed that the Police Service must continuously improve its performance. 28 respondents (3.8%) either disagreed or strongly disagreed with the issue. There were a total of 67 respondents (9%) who neither agreed nor disagreed with the issue.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 59 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

<table>
<thead>
<tr>
<th>Rank</th>
<th>Q59</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>1.93</td>
<td>0.70</td>
<td></td>
</tr>
<tr>
<td>Sergeant</td>
<td>1.83</td>
<td>0.75</td>
<td></td>
</tr>
<tr>
<td>Inspector</td>
<td>1.85</td>
<td>0.72</td>
<td></td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>1.82</td>
<td>0.74</td>
<td></td>
</tr>
</tbody>
</table>

F (3,717) = 0.54, p = 0.38

Table 5-58

In Question 59, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-58 highlights that there is significant difference between the answers given by Constables, Inspectors and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 1.82. This suggests that officers holding the rank of Chief Inspector and above most accept that the police service must seek to continuously improve its performance.
Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 68 - Aspirational

"The Police Service must only review services as often as required by Government"

Question 68 asked respondents for their views on whether the police service must only review services as often as required by Government. A total of 739 responses were made to this question. 6 respondents failed to provide an answer to the question. The mean score for this question was 3.80, while the standard deviation was 0.83.

| The Police Service must only review Services as often as required by Government |
|---------------------------------|---------------|-------------|
|                                 | Frequency     | Percent     |
| Valid                           |               |             |
| Strongly disagree               | 10            | 1.3%        |
| Agree                           | 46            | 6.2%        |
| Neither agree nor disagree      | 144           | 19.3%       |
| Disagree                        | 417           | 56.0%       |
| Strongly agree                  | 122           | 16.4%       |
| Disagree                        |               |             |
| Total                           | 739           | 99.2%       |
| No response given               | 6             | .8%         |
| Total                           | 745           | 100.0%      |

Table 5-59

539 respondents (72.4%) disagreed or strongly disagreed that the police service must only review services as often as required by Government. 56 respondents (7.5%) either agreed or strongly agreed. A total of 144 respondents (19.3%) neither agreed nor disagreed.
ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 68 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.

**Rank**

<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>3.70</td>
<td>0.85</td>
</tr>
<tr>
<td>Sergeant</td>
<td>3.86</td>
<td>0.76</td>
</tr>
<tr>
<td>Inspector</td>
<td>3.89</td>
<td>0.83</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>3.91</td>
<td>0.95</td>
</tr>
</tbody>
</table>

\[ F(3,715) = 1.72, p < 0.06 \]

Table 5-60

In Question 68, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-60 highlights that there is no significant difference between the answers given by all ranks in the PSNI, with Constables having the lowest mean score of 3.70. This suggests that officers holding the rank of Constable most accept that the police service must only review services as often as required by Government.

**Region and Length of Service**

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

**Question 64 - Aspirational**

"The Police Service must consider procuring its services from third parties"
This question was answered by a total of 739 respondents. 6 respondents did not provide an answer to the question, while the mean score was 2.74. The standard deviation was 1.02.

**The Police Service must consider procuring its Services from third parties**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>68</td>
<td>9.1</td>
</tr>
<tr>
<td>Agree</td>
<td>260</td>
<td>34.9</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>239</td>
<td>32.1</td>
</tr>
<tr>
<td>Disagree</td>
<td>133</td>
<td>17.9</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>39</td>
<td>5.2</td>
</tr>
<tr>
<td>Total</td>
<td>739</td>
<td>99.2</td>
</tr>
<tr>
<td>No response given</td>
<td>6</td>
<td>.8</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-61

Question 64 related to the issue of the Police Service considering the procurement of its services from third parties. 328 respondents (44%) agreed or strongly agreed that this consideration should be given. 239 respondents (32.1%) neither agreed nor disagreed with the issue, while 172 respondents (23.1%) disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 64 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
<table>
<thead>
<tr>
<th>Rank</th>
<th>Mean</th>
<th>Standard Deviation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constable</td>
<td>2.96</td>
<td>1.05</td>
</tr>
<tr>
<td>Sergeant</td>
<td>2.81</td>
<td>1.03</td>
</tr>
<tr>
<td>Inspector</td>
<td>2.51</td>
<td>0.91</td>
</tr>
<tr>
<td>C/Inspector and above</td>
<td>2.15</td>
<td>0.83</td>
</tr>
</tbody>
</table>

\[ F (3,715) = 17.3, p < 0.01 \]

Table 5-62

In Question 64, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-62 highlights that there is significant difference between the answers given by all ranks in the PSNI, with Chief Inspectors and above having the lowest mean score of 2.15. This suggests that officers holding the rank of Chief Inspector and above most accept that the police service must consider procuring its services from third parties.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Question 61 - Aspirational

"Making best use of resources must be considered when assessing performance against the Policing plan"
Question number 61 was responded to by a total of 742 respondents out of 745 completed questionnaires returned. 3 respondents did not provide an answer to this question. The mean score for this question was 1.92, while the standard deviation was 0.67.

**Making best use of resources must be considered when assessing performance against the Policing Plan**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strongly Agree</td>
<td>183</td>
<td>24.6</td>
</tr>
<tr>
<td>Agree</td>
<td>447</td>
<td>60.0</td>
</tr>
<tr>
<td>Neither agree nor disagree</td>
<td>99</td>
<td>13.3</td>
</tr>
<tr>
<td>Disagree</td>
<td>12</td>
<td>1.6</td>
</tr>
<tr>
<td>Strongly Disagree</td>
<td>1</td>
<td>.1</td>
</tr>
<tr>
<td>Total</td>
<td>742</td>
<td>99.6</td>
</tr>
<tr>
<td>No response given</td>
<td>3</td>
<td>.4</td>
</tr>
<tr>
<td>Total</td>
<td>745</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Table 5-63

Question 61 related to the issue of making best use of resources must be considered when assessing performance against the Policing Plan. 630 respondents (84.6%) indicated that they agreed or strongly agreed that this was the case. 99 (13.3%) indicated that they neither agreed nor disagreed with this issue, while 13 respondents (1.7%) either disagreed or strongly disagreed.

ANOVA

A one-way analysis of variance was conducted to evaluate the relationship between the answers given by respondents to Question 61 and the rank that they held. The test was repeated in respect of the region of the respondent and their length of service.
Table 5-64

In Question 61, the one-way analysis of variance was carried out to evaluate the relationship between the rank, region and length of service of respondents. Table 5-64 highlights that there is significant difference between the answers given by Constables, Sergeants and Chief Inspectors and above, with Chief Inspectors and above having the lowest mean score of 1.72. This suggests that officers holding the rank of Chief Inspector and above most accept that making best use of resources must be considered when assessing performance against the Policing plan.

Region and Length of Service

The ANOVA analysis with regard to Region and Length of Service indicates that there is no significant difference in responses across these factors. The mean score and standard deviations are outlined in Appendix 8 and 9.

Questionnaire – text box results

In Chapter Three I outlined why I decided to use a questionnaire as part of my research strategy. As part of the questionnaire, respondents were given the opportunity to respond to an open question and were provided with a blank text...
box where they could write their responses. The question posed on the text box was:

"Please add any comments you may have on any aspect of Best Value or the questionnaire in the space below:"

I decided to use Grounded Theory to analyse the data obtained from the text box question. In Chapter Three I outlined the theoretical basis behind Grounded Theory and why I had decided to use it as part of my research strategy. Each of the 745 returned questionnaires was given a unique reference number (URN) and through this process I was able to identify questionnaires that contained completed text box answers. Each of the completed questionnaires that contained a text box answer was scrutinised and the individual issues contained within the text box were written onto an individual index card. Each of these individual index cards contained the URN of the questionnaire from where the response had come.

Coding process

Once the process of writing the issues raised in the text boxes was completed, consideration had to be given as to how the issues would be coded. Glazer and Strauss in Robson outline the aim of grounded theory analysis:

"The aim is to generate a theory to explain what is central in the data. Your task is to find a central core category that is both at a high level of abstraction and grounded in it (i.e. derived from) the data you have collected and analysed. This is done in three stages:

1. find conceptual categories in the data;
2. find relationships between those categories;
3. conceptualise and account for these relationships through finding core categories."

It is achieved by carrying out three kinds of coding:
• Open coding to find the categories
• Axial coding to interconnect them; and
• Selective coding to establish the core category or categories."

(Robson 2002:493)

I began the analysis of the text box data by completing the process of open coding. This involved the initial study of the data that had been added to the index cards. I was able, through this initial analysis phase to generate conceptual categories from the data. Robson points out that for this stage of the process to be genuine there must be no pre-determination of categories: "These conceptual categories arise from the data. Using pre-determined coding categories and seeking to fit data into such categories is against the spirit of grounded theory."

(Robson 2002:493)

The generated conceptual categories were constantly compared and contrasted with each other. My approach was flexible and on a number of occasions I was able to revisit the data and as I got a better feel for the information was able to recategorise some of the cards in order to achieve a more accurate and relevant distribution.

Following completion of this initial process I was able to assign a name to each of the categories. The names that I assigned to each category were relevant to the issues that were raised by the respondents and served to provide an overall sense of the nature of the data that was contained in the category.

The next stage of the Grounded Theory process I had adopted was to engage in axial coding of the data. This involved taking each of the categories in turn and carrying out an identification of the relationships and patterns that exist in the data. Mertens in Robson (2002) outlines how the process of axial coding operates in terms of pulling together again in some way the data which have effectively been split apart in categories by open coding:
“During this phase, you build a model of the phenomena that includes the conditions under which it occurs (or does not occur), the context in which it occurs, the action and interactional strategies that describe the phenomena, and the consequences of these actions. You continue to ask questions of the data; however, now the questions focus on relationships between the categories.”

(Robson 2002:494)

The final coding process associated with the Grounded Theory technique that I had selected involved selective coding. This involves the selection of the categories that accounted for the most variation in terms of the elements of the research and leads to the identification of a core category. Robson (2002:495) indicates that this core category should be the centrepiece of the analysis and is the central phenomenon around which the categories arising from axial coding are integrated.

After I had completed the coding process I was satisfied that all of the categories that had been identified were saturated and no further information or text could be added to that particular code. I identified a total of 266 codes from the grounded theory process and these are outlined in Table 5-65:

<table>
<thead>
<tr>
<th>Code</th>
<th>Frequency</th>
<th>No. of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public needs in terms of policing</td>
<td>29</td>
<td>21</td>
</tr>
<tr>
<td>Public consultation</td>
<td>11</td>
<td>11</td>
</tr>
<tr>
<td>Government and political interference</td>
<td>54</td>
<td>33</td>
</tr>
<tr>
<td>Policing managed as a ‘business’</td>
<td>26</td>
<td>19</td>
</tr>
<tr>
<td>‘Cultural statements’ made by respondents</td>
<td>25</td>
<td>21</td>
</tr>
<tr>
<td>Internal communication</td>
<td>18</td>
<td>13</td>
</tr>
<tr>
<td>Leadership and management</td>
<td>27</td>
<td>20</td>
</tr>
<tr>
<td>Best Value</td>
<td>19</td>
<td>11</td>
</tr>
<tr>
<td>Change/management of change</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Performance and use of PI’s</td>
<td>18</td>
<td>12</td>
</tr>
<tr>
<td>Comparison with other services</td>
<td>26</td>
<td>18</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>266</strong></td>
<td></td>
</tr>
</tbody>
</table>
Table 5-65

In Table 5-65, the frequency column refers to the numbers of passages on cards that were allocated to each individual code in question. The column entitled ‘No. of respondents’ represents the total number of respondents who included that theme when they completed the text box portion of the questionnaire.

In the section of this Chapter that follows, I will provide a summary and some illustrations from the data gleaned from the text box question. As I have already outlined in this Chapter, each of the index cards used was given a number, which corresponds with the URN given to the questionnaire from where the responses were obtained. The quotations will be given the notation T (n), T indicating that the data comes from a text box and n represents the URN of the questionnaire.

Public needs in terms of policing

A number of respondents reflected on the need for policing to be responsive to the needs of the public. While there was an acceptance of the need for the police service to meet community expectations, there was reluctance by some to fully embrace this concept. As respondents stated:

“Public expectations are frequently unrealistic and fickle.” T442.

“It is not the responsibility of the police to please the entire community.” T481.

Another respondent considered the issue from a historical perspective where there were in the past clear difficulties for police officers being accepted by some sections of the community:

“The Northern Ireland public were spoiled for years and years by the service provided by the RUC”. T559

A number of respondents indicated that they had issues with engaging with all sections of the community in terms of those difficult areas within Northern
Ireland where there was a high level of paramilitary involvement within those communities. One respondent highlighted the need for police to have the support of all sections of the community:

“Every police service which does not have the support of the public it serves will fail in its performance.” T132.

Other respondents drew a distinction between communities in terms of those with paramilitary links and those that did not. This was a concern for police officers perceiving that not all communities should be listened to when they raised issue with how local policing should be delivered:

“Normal community needs are very important but not communities controlled by terrorists/paramilitaries.” T567

“The PSNI will never be able to provide any value much less Best Value to hard-line sections of our communities.” T40

One respondent took a pessimistic stance in terms of this issue:

“There will always be major problems in providing a police service to the community in Northern Ireland, and unfortunately there is no solution to our problems.” T714

“There will always be significant problems in providing a police service to the public who live on our island.” T714

Other respondents adopted a more positive and pragmatic stance:

“When decisions are made regarding operational policing they must be made by police officers that are pursuing the best interests for both policing and the public.” T575.
Public consultation

A number of respondents referred to the issue of police officers consulting with members of the public in terms of involving local communities in the decision making process. Several respondents were positive and supportive of the need to consult widely with local communities:

“A police service should consult with local partnerships and be answerable to the Police Board. The Board should be answerable to Government.” T644.

“The nature of what services a community wishes varies greatly and should be left to local consultation to dictate.” T131.

Other respondents were more guarded in terms of their commitment to full and open consultation with local people. There was reluctance by some to allow local communities to have a degree of control over policing issues while other respondents demonstrated a belief that only police officers should have ultimate control over how services are delivered:

“The community should be policed with the co-operation of the community but not dictated to by the community.” T188.

“The public should certainly be consulted regarding what kind of policing they would like, however they should not be allowed to dictate how we do our jobs.” T70.

“In an ideal world every stakeholder should have an equal input to policing, it does remain true that senior police officers should not allow the tail to wag the dog.” T554.

Further reference was made about difficulties with consulting with communities where paramilitary groups have an influence. One respondent indicated a level of suspicion about consulting in those areas:
"We have some communities still held captive by paramilitaries/criminals. We need to be careful about who we are consulting with." T605.

Another respondent sought to differentiate between proper consultation in these communities and not allowing undue influence from these groups:

"Community involvement and participation is important, but it is essential to differentiate between real community involvement and subversive criminal elements using community influence to undermine the police service." T420.

**Government and political interference**

This issue generated the greatest frequency from respondents (n=54) and also had the highest number of individual respondents making comment upon it (n=33). Two respondents provided short concise comments in relation to how the Government and politics should be involved in the delivery of policing services:

"Take politics out of policing completely." T112.

"Stop letting politicians run the police service." T320.

Several respondents made reference to Best Value. Their views highlighted concerns that Best Value was an initiative that had been generated at Government level but had little relevance for them as police officers:

"The Labour Government has shown since election that gimmicks dreamed up have proved to be unworkable by police officers on the ground." T576.

"I regard the issue of Best Value to be yet another example of political correctness on behalf of the Government." T481.
"As a service country-wide we should not jump upon every new Government/Minister/politicians band wagon with passing fads." T262.

Other respondents gave the impression that they felt that the police service was at the mercy of manipulation by politicians for their own ends. They indicated that because of the influence and involvement of politicians in making decisions with regard to policing, the job of delivering the service was made much more difficult:

"The police service should not be used as a political football and should be left to get on with the good job that they do." T170.

"Best Value, like policing generally in Northern Ireland will be used by either side in the political debate for their own ends – further de-professionalising the service and strengthening political control/interference in the guise of accountability and transparency." T117.

Policing as a business

A number of respondents (n=19) voiced an opinion regarding policing and whether or not it could, or should, be managed and operated in a similar way as a business in the private sector. Several comments were made regarding the need for policing to become more business orientated in terms of how it operates and is managed:

"The police service needs professional business managers at every level." T714.

"A police service should be run like any other business concern, addressing value for money etc." T71.

Other respondents adopted an opposite view on this issue and were against any attempt to run policing along business principles:
“The police service is the police. It’s not about value for money. Policing is about getting the job done.” T394.

“I strongly disagree with the concept of any public, non-profit making service being run on commercial business ideas and practices.” T617.

“I think that Government should cease putting pressure on Chief Constables to run the police service like a business.” T211.

Cultural statements

One of my objectives in including a text box for respondents was to give them an opportunity to make comment on either Best Value or the questionnaire itself. As I was carrying out a study into the organisational culture of the PSNI I was interested in hearing views from respondents and I believed that these comments would provide me with a valuable insight into the current culture of PSNI. A total of 21 respondents added comments into the text box that I have categorised as cultural statements. The 21 respondents collectively made a total of 25 separate responses.

A number of the responses were made in respect of Best Value itself. These included responses that questioned why the concept was required:

“Our organisation is in a terrible state at present. Best Value has to be at the bottom of the pile.” T291.

“Best Value should never have been introduced to any policing service.” T221.

A number of respondents made reference to policing and how it is currently being managed:

“Policing today is managed by individuals who are so far removed from policing that this can only be described as criminal.” T291
“Some senior officers place their career prospects ahead of providing a clear and effective leadership to rank and file police officers.” T327.

“Too many in the service are more concerned with getting away from front-line policing and empires are easy to build.” T419.

The text box question also sought the views of respondents with respect to the questionnaire. This prompted a number of respondents to comment on the research itself and on my involvement in it:

“What a waste of yours and my time and resources.” T560.

“People like you are too wrapped up in hair brained schemes like Best Value.” T495.

“Officers of your rank and above should stop playing politics and in many cases to actually learn how to investigate crime and/or manage those that do.” T572.

**Internal communication**

There were a total of 13 respondents who made reference to internal communication in the text box of the questionnaire. Out of the 18 separate responses that were made, several commented on the lack of communication that currently existed with regard to Best Value and its implementation. As one officer stated:

“Best Value is an alien concept to the majority who receive this. When has the PSNI actually explained Best Value to officers and support staff?” T97.

There were several officers who commented on the lack of internal communication within PSNI generally:
“There is too big a gap between on the ground officers and desk bound officers. Shift workers should be rewarded better for their duty type and the tasks they perform.” T142.

“We, the Constables and Sergeants should be asked for our opinions – change should not be rammed down our throats for change sake.” T528.

“Change, and its implementation could be better communicated to operational front-line officers who ultimately are the front-line of the organisation.” T468.

Leadership and Management

20 respondents made reference to the current leadership and management within PSNI. A number of respondents commented on the management qualifications of senior police officers:

“Senior managers should be required to have a MBA or equivalent prior to taking on the responsibilities of DCU Commander or Head of Department.” T408.

“New management techniques are often taught to police management but very rarely used.” T180.

Other respondents commented upon the decision-making processes within PSNI:

“Lack of decision making within the service as a whole, especially in relation to policy making effecting front-line policing.” T125.

“Many decisions taken are often career decisions and are not based on the correct professional decisions that so many officers and the public cry out for.” T721.
Best Value

There were a total of 19 references made to Best Value itself in the text box part of the questionnaire. There were a number of respondents who commented on the importance of Best Value and how it needed to be fully embraced by PSNI:

“Best Value is probably the most important but underrated part of this organisation.” T708.

“We have missed the point about Best Value and we are not putting it high enough on our agenda.” T712.

How Best Value should be managed within PSNI also featured in terms of responses in the text box, from both the positive and negative standpoint:

“Best Value is intended to provide a focus for continuous improvement in the public sector. The challenge is with regard to how it is managed, especially by the leaders and managers.” T421.

“In my opinion we should be pouring our resources into fighting crime and terrorism and not concerning ourselves with issues like Best Value.” T495.

Change/Management of change

There were 9 respondents who made reference to change and the management of change. Several linked the concept of change with what was needed to bring about successful implementation of Best Value. One respondent stated:

“Is Best Value a threat or an opportunity? That depends on how the organisations management choose to respond to outside stimuli.” T421.
Other respondents commented on the amount of change that had already taken place:

“Our problem at present is the lack of change management causing low morale which effectively negates potential for Best Value.” T627.

“Imposed change creates resentment and opposition.” T372.

“The police service in Northern Ireland is unique to other forces in the United Kingdom and caution needs to be taken in any change which could effect the expertise already gained.” T544.

Performance and use of Performance Indicators

The issue of police performance and the setting of performance indicators for the police service generated comment from 12 respondents. There were several respondents who disagreed with the police service being given targets and being held to account for their performance in respect of achieving them. One respondent stated:

“The constant obsession to scrutinise and assess the police service in terms of things such as Best Value is a misuse of resources and is detrimental to the whole idea of policing.” T229.

Another respondent alluded to the difficulties involved in setting realistic targets while another highlighted the fact that not all police work results in quantifiable outcomes that can be measured and assessed against performance targets:

“An over concentration on Best Value and performance orientation skews service delivery and creates negative and unintended consequences such as the massaging of crime figures.” T117.
“Meeting new targets is a ridiculous concept in respect of policing as it has always been impossible to quantify the success of one police officer against his peers.” T107.

Comparison with other services

A number of the questions posed in the questionnaire (n=6) were related to comparison, and how through the police service should be compared with other forces and services. There were a total of 18 respondents who made a collective total of 26 references to comparison in their answers provided in the text box. The majority of these questioned the concept of comparing police services and some focused on the particular situation of PSNI and how Northern Ireland provided unique challenges that were not replicated elsewhere:

“PSNI has inherent and intrinsic differences than other police services and it is unfair to try and compare service plans and value for money with other non-political forces.” T360.

“Policing in Northern Ireland cannot be successfully implemented like other countries/forces and comparisons are meaningless.” T714.

Other respondents commented on the issue of comparing the delivery of policing services with the delivery of services in other public and private sector organisations:

“Comparison between public sector and private sector are in the case of policing ludicrous. Who in the private sector carries out a remotely similar role?” T687.

Semi-structured Interview Questions

The final phase of the research involved the completion of a number of semi-structured interviews. These were carried out during November and December 2004 within PSNI and took place a number of PSNI establishments throughout
Northern Ireland. The list of questions used to carry out the semi-structured interviews is outlined in Appendix 2.

The questions outlined in Appendix 2 were formulated following the analysis of the results of the 69 questions posed in the questionnaire as well as the information gleaned from the open text box question. My aim through carrying out the semi-structured interviews was to develop issues and probe further in a number of key areas. I have already outlined in Chapter Four how the semi-structured interview questions were developed through a piloting process and also how I selected members of the PSNI to interview. Those chosen in accordance with Table 4-3 were police officers identified as having experience at the level at which they were serving; as well as this I was able to include officers whom I knew and believed had something that they could contribute to the research.

Those I had selected had been approached by me and indicated that they were willing to take part in the research. I was also acutely aware that police officers are busy people; I did not want to take up an excessive amount of time carrying out the interviews. I also knew from the piloting process that the interviews would take in the region of 30-35 minutes and that feedback from those who participated in the pilot were satisfied with the level of commitment they had to give in terms of their time.

I decided to use Grounded Theory to analyse the information gleaned from the semi-structured interviews. In this Chapter I have outlined the process whereby I analysed the answers provided by respondents to the text box question in the questionnaire. I utilised the same process for the analysis of the interview data. I used a manual note recording method for the interviews. I have outlined my reasons for this in Chapter Four. Each interview was given a random number (11 - 112). No person other than myself has access to the names that are associated with each number in order to protect the anonymity of the officers who were interviewed. I completed the process of coding as I had done for the questionnaire text box data in accordance with the process also outlined in this Chapter. I considered the coding process for the semi-structured interview data
to be completed when all resultant categories were saturated. In all, 408 saturated codes were identified and these are outlined in Table 5-66. In this table ‘Frequency’ refers to the number of passages on cards, which were allocated to the respective code in question. The column entitled ‘No. of Respondents’ refers to the number of individual respondents who included that particular theme or issue during their interview.

<table>
<thead>
<tr>
<th>Code</th>
<th>Frequency</th>
<th>No. Of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accountability of managers</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>Appraisal of police officers</td>
<td>17</td>
<td>8</td>
</tr>
<tr>
<td>Changing the culture</td>
<td>32</td>
<td>12</td>
</tr>
<tr>
<td>Comparing the PSNI</td>
<td>23</td>
<td>11</td>
</tr>
<tr>
<td>Leadership</td>
<td>22</td>
<td>9</td>
</tr>
<tr>
<td>Mentoring and support</td>
<td>10</td>
<td>6</td>
</tr>
<tr>
<td>Officer development</td>
<td>15</td>
<td>7</td>
</tr>
<tr>
<td>On the ground apathy</td>
<td>33</td>
<td>12</td>
</tr>
<tr>
<td>Partnership working</td>
<td>29</td>
<td>11</td>
</tr>
<tr>
<td>Performance</td>
<td>16</td>
<td>9</td>
</tr>
<tr>
<td>PSNI as an insular organisation</td>
<td>21</td>
<td>10</td>
</tr>
<tr>
<td>Public consultation and public needs</td>
<td>22</td>
<td>6</td>
</tr>
<tr>
<td>Rank as a factor</td>
<td>12</td>
<td>9</td>
</tr>
<tr>
<td>Reward and recognition</td>
<td>17</td>
<td>11</td>
</tr>
<tr>
<td>Risk taking</td>
<td>37</td>
<td>12</td>
</tr>
<tr>
<td>Short-term thinking</td>
<td>21</td>
<td>11</td>
</tr>
<tr>
<td>Suspicion of political influence</td>
<td>30</td>
<td>12</td>
</tr>
<tr>
<td>Training</td>
<td>41</td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>408</strong></td>
<td></td>
</tr>
</tbody>
</table>

Table 5-66

I was able, once the identification of saturated codes had been completed, to identify relationships between the codes and to draw out clusters of codes that represent the strongest combination of issues within the data. I used a combination of knowledge gleaned from the literature review in Chapter Two and my knowledge and experience within the police service to identify the clusters.
Clusters

The codes have been clustered around the following main elements:

<table>
<thead>
<tr>
<th>Clustered issue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cultural context</td>
</tr>
<tr>
<td>Police management issues</td>
</tr>
<tr>
<td>Best Value</td>
</tr>
<tr>
<td>Training and Development</td>
</tr>
<tr>
<td>Performance</td>
</tr>
<tr>
<td>Rank as a factor</td>
</tr>
</tbody>
</table>

Table 5-67

The presentation of the results from this analysis will now be taken forward in terms of a summary of the evidence and information gleaned through the interviews. It is important to point out that the list of the clusters above is not weighted in terms of their order in the list. Where appropriate, results will be evidence with quotes from the interviews. I will indicate the source of the interview by using the notation I (n) to identify the transcript from where the data originated.

Cultural context

- Changing the culture

Respondents felt that the culture of the organisation had developed through a difficult and traumatic period of time and that there needed to be a change in the culture if issues such as Best Value were to be successfully integrated into the PSNI.

“Times have changed in terms of policing and the demands now being placed upon management. The PSNI must adapt more quickly in terms of how it views itself and how it fits into the new environment.” I 4.
"The current culture of the PSNI is out of date and must be changed. There should be a plan of action to address this so that we can move forward." I 9.

Other respondents felt that they needed to emphasise the difficult past of the RUC in terms of how it has impacted on a range of issues. Respondents wanted to acknowledge that during the Troubles, the majority of police officers tried to go about their daily duties providing a policing service to a divided community while paramilitary elements mounted regular brutal terrorist attacks upon officers and police establishments.

"It should not be forgotten that the RUC policed in a unique and difficult environment. It is that environment that created the police service into what we have today." I 2.

A number of respondents offered advice as to how cultural changes could be taken forward within PSNI while others pointed out that care must be taken when considering any further change process due to the state of flux that the organisation was currently in.

"There should be a clear plan of action drawn up the reasons for which are made clear to all staff." I 2.

"There is already too much change going on within PSNI...change must be viewed on a more long-term basis if there is to be buy in from officers on the ground." I 11.

• On the ground apathy

A number of respondents voiced concern about the current lack of interest that existed within Constables and Sergeants ‘on the ground’ for change and for management-generated initiatives such as Best Value. On the ground officers refers to those who carry out a function that brings them into contact with the public on a daily basis. Respondents indicated that they felt most Constables
tried to do their jobs often despite the perception that management often made their jobs more difficult.

“People lower down the ranks have no interest in new fads such as Best Value.” I 5.

“Lower ranks do their day to day jobs with little interest in the bigger picture.” I 8.

Several respondents referred specifically to Best Value when reflecting on what they perceived as apathy on the ground.

“People lower down the ranks have no interest in Best Value.” I 6.

“The attitude of many officers can be summed up as ‘I’m just getting on with my job as well as I can. This is not my problem and I’m not interested.’” I 5.

A number of respondents gave their opinions as to how this perception could be changed. They indicated that there was a need for officers at more junior levels to have an ownership of change in general but specifically for Best Value.

“You need to get the whole organisation to buy into Best Value.” I 7.

- PSNI as an insular organisation

There were several respondents who made reference to how they viewed PSNI as an insular organisation in how it dealt with its internal and external environments. There were a number of respondents who linked this phenomenon back to the Troubles and how during the recent period of development of policing in Northern Ireland the ability of police managers to be outward looking was difficult and in some areas dangerous.

“The PSNI needs to be more outward looking. There is a lot of good practice and experience out there that we as an organisation need to tap into.” I 10.
"I can recall how working in some areas we had to police being difficult to get any contact with the public. There was real hatred there and proper consultation was impossible. I suppose this must have shaped how we are today." I 12.

- Risk taking

The area regarding risk taking was one that generated a high number of comments (n=37) and is an area that all respondents referred to in their interviews. The general consensus of opinion was that a blame culture existed which stifled risk taking and would impact negatively on Best Value and what it demanded from the police service.

“There is a blame culture in PSNI and there shouldn’t be if Best Value is to work effectively.” I 10.

“The blame culture in the PSNI has to change … we should reward people better and encourage managers to be more supportive.” I 12.

Several respondents offered suggestions as to where the blame culture that affected risk taking came from, a number made clear reference back to the impact of the Troubles on policing.

“Some management are afraid to support risk taking in order to protect their own careers.” I 3.

“Officers get scared to take decisions because they think that they won’t be supported by management.” I 1.

“The Troubles have led to a culture of reluctance about owning up to mistakes due to fear of repercussions.” I 2.

There were several respondents who gave their views as to how the blame culture that affected risk taking could be eradicated.
“We need to engender confidence in officers to take risks and for us as managers to support them.” I 1.

- Suspicion of political influence

The subject of political involvement in policing was commented upon by all of the respondents. This is reflected in the high number of references to this issue (n=30). Respondents generally felt unable to come to terms with politicians having any say in the management of policing generally, but especially in Northern Ireland. Several were more positive about the new arrangements for policing being taken forward by the Northern Ireland Policing Board.

“Politicians who are making decisions here have no idea of the realities of policing.” I 5.

“Police should just do the policing job and ignore the politics side of it.” I 6.

Other respondents adopted a more pragmatic stance when considering the issue of Best Value and its implementation into PSNI.

“The Government have a right to ask police managers to be effective and efficient and to hold us to account when things are not managed well. There should be no confusion between this concept and any operational issues that rightly should remain with the Chief Constable.” I 10.

“Politics cannot be removed from policing. These are elected people who must have a say. Explaining their motives and initiatives better to the rank and file within PSNI has to be an essential aspect of Best Value implementation.” I 12.

Police Management issues

- Accountability of managers
Several respondents made comment on their perception of how managers are held to account within PSNI. Their views reflected a common theme that managers were not sufficiently held to account for their actions, particularly with regard to resource and financial management. One respondent stated that there needed to be a more robust process whereby managers who did not exhibit an ethos towards economy and efficiency should be highlighted and dealt with.

“Police managers who through their continuous incompetence waste valuable resources should be brought to book.” I 11.

Respondents also indicated that should there be sufficient emphasis placed on accountability for resources and budgets that this would permeate downwards and would give the officers on the ground a greater sense of the importance of this issue and of Best Value in general.

“You can’t have Best Value when officers at the coal face see their managers wasting money through bad decisions. They don’t see this being challenged and this makes them wonder why should they bother thinking about this issue at all.” I 8.

- Leadership

A total of 9 respondents made comment concerning the issue of leadership within policing. Several developed this issue into the theme of Best Value and generally stated the importance of good leadership to the management of resources, both people and financial, and to the effectiveness of any plan to implement Best Value.

“Good leadership is essential in policing. This is more important again in PSNI when there is so much change around. There is a need for new thinking on this issue.” I 7.

“Best Value demands that our leaders be better leaders. We sometimes are too set in our ways and need to think in a more lateral way in terms of seeing how
other organisations in the public sector train their leaders to lead in a Best Value environment.” I 12.

- Public consultation and public needs

The issues of public consultation and public needs were raised by a number of respondents and the importance of these processes to Best Value was emphasised. Respondents believed strongly that PSNI must engage in effective public consultation in order to identify the issues that most affected the communities in Northern Ireland.

“There must be effective consultation with communities and we must value what they tell us and act upon it wherever possible.” I 10.

Once again, the development of policing in Northern Ireland during the Troubles was seen as a negative influence on the culture of the organisation and how it perceived the issue of consultation.

“There were people we consulted with who put their own lives at risk by doing so with us. You still need to be careful and I believe that both sides of the consultation process are still guarded about what they say and who they say it to.” I 11.

With respect to public needs, several respondents indicated that there was insufficient tie in between the results of public consultation and how it was acted upon and valued. The perception was that this issue could adversely affect Best Value implementation, and the importance it placed on the consultation process.

“You can’t have Best Value if you don’t know fully what the public want from the PSNI as a service. The days where the police decide what’s important for the community are over.” I 9.

- Reward and recognition

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Several respondents commented upon how officers are rewarded and recognised for their good performance. The key themes surrounding this issue were the importance of this practice to the development of a healthy and positive culture within PSNI and also how valuable this culture would be in terms of supporting Best Value. Respondents reflected upon the current procedures for rewarding and recognising officers.

“The present process is somewhat complex and unwieldy. It is slow to react and is very general in terms of what it recognises as worthy of reward. A more strategic approach is required.” I 12.

“We as an organisation don’t reward our people well enough. The folks on the ground don’t have any real incentive to think big and make suggestions that are at a higher level to the one they are working in.” I 8.

“With regard to Best Value … the rewards system must reflect the changes that are needed to make it a success … having real and effective rewards might encourage our people to be creative and make a difference to service delivery.” I 11.

Best Value

- Comparing the PSNI

The issue regarding the comparison of PSNI was raised and explored by several respondents. 11 out of the 12 respondents referred to comparison, and 22 separate comments were made in that regard. Respondents questioned the appropriateness of comparing PSNI to other police services in the United Kingdom. One respondent stated:

“We have problems over here in Northern Ireland that they don’t have in the United Kingdom.” I 8.

“There are different cultures in police services on the mainland.” I 6.
In terms of comparing PSNI with other public sector organisations, respondents were categorical that any such comparison was inappropriate due to the differences that existed between policing and, for example the Health Service.

“Policing is totally different from other public sector organisations and comparison is unrealistic.” I 12.

- Partnership working

Partnership working was identified by respondents as being of importance to PSNI and was an area where a number felt that more work could be done in reaching outside the organisation to look for and progress partnerships with other bodies. Respondents commented on their perception as to why the issue of partnership working was an area where progress could be made.

“PSNI are not good enough at seeking out and establishing partnerships.” I 1.

“PSNI needs to be less insular in terms of looking for partnerships out in the community. We need to throw off the old attitudes regarding secrecy and be more open and transparent.” I 11.

“PSNI need more partners across a range of issues.” I 10.

“For too long we have been engaged in thinking that we are the experts and only we know how to manage policing. There is much for us as police managers to learn from other far more efficient and effective organisations that are already out in the community.” I 12.

- Short-term thinking

During the semi-structured interviews 11 out of the 12 respondents referred to their perception that PSNI lacked a longer term sense of direction and that a number of decisions that had been made in recent times were made to satisfy short-term goals without a clear emphasis on the longer-term interests of the
service. Several respondents linked this issue into the area of politics and described their view that political expediency often got in the way of a more strategic perspective. It was this lack of a clear strategic perspective that led respondents to comment on how this might impact on Best Value.

“Too often, decisions are made without any real thought or planning … politics and politicians demand change which is then rushed through without any real thought as to the longer term impact.” 17.

“Sometimes it is hard to understand the reasoning behind some of the changes or to see where the pieces fit into a larger jigsaw.” 12.

Other respondents adopted a more robust stance to the issue of short-term thinking, including the introduction of Best Value as such a short-term initiative.

“Most Government initiatives such as Best Value are pushed in as it suits at the time.” 18.

Training and Development

- Appraisal of police officers

Respondents stated that the current system of police officers appraisal in PSNI was not adequate in terms of its effectiveness or ability to raise standards within the organisation. The system was viewed as being without credibility or any real value amongst managers as a tool for motivating and encouraging officers under their control. While some respondents indicated that they adopted a positive approach to completing appraisals, others treated it as a ‘paper exercise’, which had to be completed with the minimum amount of thought or effort.

“The current appraisal system is a waste of time. All of my colleagues get the same grades irrespective of the effort they put in. It doesn’t offer me any encouragement at all.” 18.
“As a manager I do try and be honest with people. There is a culture out there that detracts us from challenging the lazy officer. For too long we have carried wasters and covered up for them. This must change.” I 3.

In respect to Best Value, respondents indicated that the lack of an effective appraisal system would have a negative impact on what it was intended to achieve in terms of raising standards.

“The culture at the moment leads to an apathy towards challenging poor performance. PSNI must get tough with officers who do the minimum at the expense of their colleagues. Having a good system would encourage the workers that laziness won’t be ignored.” I 5.

- Mentoring and support

Respondents indicated that there was a need for greater support for managers within the organisation. Several indicated that the introduction of Best Value would bring more responsibility and pressure on their shoulders and they felt that the current level of support was inadequate. Best Value required them to adopt a more challenging and fundamental approach to their day-to-day duties.

“Best Value will require me to think in a totally different way and to be much more radical in terms of how decisions are made. Currently, PSNI does not have the necessary culture to enable this support to be on offer.” I 10.

“I commented on the blame culture earlier … this is a related subject as if we as managers were supported better we would be more inclined to think in a more ‘Best Value’ way.” I 11.

Allied with the issue of support for managers, respondents indicated that being mentored by those with greater levels of skills and competencies would be an option to enable them to deal more effectively with Best Value issues. Several made reference to the experience that already existed in Northern Ireland with regard to management along Best Value principles.
There’s no point in re-inventing the wheel. There are lessons that PSNI can learn from other organisations in the public sector.” I 1.

- Officer development

Respondents gave the view that there was a need for a greater emphasis on the development of officers throughout their careers. This was with regard to their general development as police officers, however there were specific comments made concerning the development of skills and abilities that would assist them to adopt Best Value principles. Respondents commented that there was not a culture within PSNI that promoted professional or self-development. Respondents felt that this engendered a laissez-faire attitude amongst those officers who were demotivated and disinterested in improving their performance or enhancing their skills.

“Once you leave the Training Centre and get out of your probation that’s basically it in terms of anyone having a real interest in your development.” I 6.

“We need to get our officers switched on to taking seriously their professional knowledge and being genuinely interested in doing as good a job as you can. For too long we have tolerated officers who cruise through the majority of their service doing as little as possible.” I 9.

Respondents indicated that the level of service provided by PSNI would be improved and officers would be more readily able to adapt to changes in procedures such as Best Value, if their development was a higher priority for them and for the organisation as a whole.

- Training

Respondents felt that the provision of adequate training was central to the successful implementation of Best Value into PSNI. The current system of officer training was commented on in favourable terms, both for initial recruits into the police service as well as for serving officers.
“The current District Training system is good at addressing local training issues. It is also useful when force policy or procedures are changed as often it is the only way we find out about what’s going on.” I 6.

Respondents reflected that they had not received any training or had been given any information about Best Value. Comment was made that some detail about Best Value was available via the PSNI Intranet service, but this was very limited and did not enhance their knowledge. Respondents indicated that they felt the culture of the organisation was such that insufficient emphasis was placed on training of officers and that greater effort must be made in providing the appropriate level of training in advance of such initiatives being introduced to the service.

“Training is essential for any police service. Too often we pay lip service to training our people and important issues are often neglected because of this.” I 2.

“You cannot bring in something as big as Best Value without ensuring that the right people are trained. You can’t expect officers on the ground to suddenly become proficient in something overnight.” I 6.

Respondents commented on the need for managers to receive the necessary level of training to enable them to be more effective leaders. This was viewed as an essential aspect of Best Value and one that would be of benefit to managers at every level within the organisation.

“Leadership is an important factor in policing. We still have work to do to get the right level of leadership into PSNI.” I 2.

“Best Value would on the face of it require much more from its leaders and currently the leadership training offered to our officers is based more on theory that in offering practical advice.” I 9.
Performance

- Performance culture

Respondents commented on the importance and emphasis that is placed on performance and performance issues within PSNI. Respondents felt that there was a need for performance to become a higher priority and while senior managers had grasped the importance of the issue, officers on the ground had yet to have any significant ownership of performance. Respondents indicated that the current culture of PSNI did not value personal responsibility for improving performance.

“Performance is a big issue for policing … it is hard to encourage Constables out on the street to think in those terms … the culture is such that it says it’s not their problem.” I 5.

“We need to get all our people to take an interest in how their team or District is performing. There must be ownership by everyone of the aims and goals of the organisation as well as their own individual level.” I 12.

Several respondents made reference to a performance culture that they felt was important for the police service to generate, particularly in the context of Best Value that places demands on organisations in terms of overall improvements in service delivery. One respondent as described this:

“An ethos or attitude where improving performance is important to all … when results are vitally important and there is a sense of pride in ones own contribution to achieving those results.” I 10.

- Rank as a factor

This was an issue around which the views of respondents were sought. This refers to the potential impact the rank of an officer may have in respect to how they view Best Value and the main issues surrounding it.
The breakdown of the ranks of the officers who were interviewed as part of the interview process is outlined in Table 4-2 in Chapter Four. Interviews were carried out across the range of ranks in the PSNI and views of respondents were sought as to whether or not they felt their rank was a factor in how they viewed the issues surrounding Best Value implementation.

Respondents felt that their rank was important in terms of how they perceived Best Value. They also indicated that their perception was that officers on the ground had little or no interest in issues that were at a more strategic level. They felt that there was little or no ownership for initiatives that would improve overall organisational efficiency or effectiveness.

“You can’t expect the Constable on the ground to see this as important. The culture is such that the coal face workers want to get on with dealing with calls and complaints and they let those who are better paid worry about performance.”  I 5.

Respondents indicated that they could see how Best Value might be negatively affected if the majority of officers did not know about Best Value or have a sense of why it was important. Respondents believed that Best Value would not work unless the entire workforce was committed to it, understood it fully and had a culture within the organisation that facilitated and supported it at every level.

“Best Value won’t work unless all ranks have bought into it. This won’t be easy to bring about as the lower ranks in particular feel under siege and morale is quite low.” I 11.

“Best Value must be seen as relevant and important for everyone. We’ve got to get the culture right in terms of creating an environment that supports the changes that are necessary to enable it to work.” I 12.
Summary

In this Chapter the results of the data collection methods I selected have been presented. The results of the questionnaire are presented first. The results have been focused on the 29 key factors with respect to Best Value. The key issues arising from the analysis of the text box answers are stated along with relevant quotations that are given in order to emphasise and explain the issues that have been raised by respondents. The next section of the results comprises the analysis of the data gleaned from the semi-structured interviews.

I have fully explained in Chapters Three and Four my rationale behind selecting the data collection methods I used and outlining in detail the ways in which the data would be analysed in order to give relevant and reliable results. Results will be interpreted in detail in Chapter Six.

The results that I have outlined will be combined with the information that I gleaned during the Literature Review in Chapter Two and will form the basis for the strategy and series of constructs that I will propose in Chapter Seven.
CHAPTER SIX

INTERPRETATION OF RESULTS

In this Chapter I will examine in greater detail the results of the research that I outlined in Chapter Five. I will provide an interpretation to the results and I will identify areas of significance for the study. I will then draw out the detail of the model of strategic planning I identified in Chapter Three to use as part of my research to build a strategic model for this study. This model will practical in nature and will be applicable to the policing environment. It will be available for senior management in PSNI to use to implement Best Value into policing in Northern Ireland. This will enable me to meet the aims of this study as discussed in Chapter One:

- To carry out a review of literature in order to ascertain the main principles and components of Best Value (reviewed in Chapter Two)

- To carry out a review of literature in order to ascertain the main principles and components of organisational culture (reviewed in Chapter Two)

- To effectively measure the current cultural position in the PSNI with regards to the identified Best Value principles (reviewed in Chapters Three and Four and reported in Chapter Five)

- To develop a strategy to ensure that Best Value is successfully implemented within the PSNI. (reviewed in Chapter Three and reported in Chapter Seven)

In this Chapter I will review in detail the results of the research carried out in respect of this study. I will focus on the null hypotheses stated in Chapter Five and will outline whether or not they have been accepted or rejected. These null hypotheses have been constructed around the 5 ‘C’ of Best Value.
I will analyse in greater detail the responses provided by officers to the text box question in the questionnaire and to the results of the semi-structured interviews. I will use the issues generated from the exploration of the questionnaire, the text box and semi-structured interviews to lead on in Chapter Seven to the process of building a model of strategic planning that PSNI can use to successfully implement Best Value.

Interpretation of results – Null Hypotheses

Challenge

Null Hypothesis

- The organisational culture of the PSNI will not have a negative impact on police officers' acceptance of the need to have challenge to why and how a service is provided.

This null hypothesis is focused on the challenge aspect of Best Value. Challenge is one of the main 5 ‘C’ components of Best Value that are outlined in Chapter Two. The null hypothesis is based on the hypothesis that the organisational culture of the PSNI will have a negative impact on the acceptance by police officers in the PSNI of the need to have challenge to why and how a service is provided. For the purposes of this study the hypothesis was turned into a null hypothesis and was explored directly in the questionnaire research.

The five key questions relating to challenge were:

1. The police service must provide services which are effective and efficient
2. Police officers need to be motivated and well trained if Best Value is to be successful
3. Ineffective and uneconomic procedures must be challenged
4. The police service must examine whether or not it needs to carry out particular functions
5. The police service must be innovative in meeting fundamental challenges
Interpretation of results

1. The Police service must provide services which are effective and efficient

General

There was a high level of general agreement across ranks with the fact that the police service must provide services that are effective and efficient. 734 (98.5%) of respondents indicated that they strongly agreed or agreed with this issue. (Table 5-7) This indicates that in general terms the police officers in PSNI who responded in the questionnaire had a largely positive view on the need for efficiency and effectiveness in the management of policing.

Rank

In respect of this question, the responses given by officers of the rank of Sergeant had the lowest mean score of 1.24 (Table 5-8). This indicates that Sergeants were most accepting of the fact that the police service must provide services that are effective and efficient. The next most accepting rank was Inspector, the mean score for this rank was 1.28. The least accepting rank was that of Constable; officers holding this rank gave a mean score of 1.41. The one-way analysis of variance completed examined the relationship between the rank of respondents and the answers that they provided. The results of this analysis indicate that there is a significant difference between the responses of Sergeants and Constables. This indicates that the rank of officers in these two categories was a significant factor in the responses given to this question.

It is apparent that the rank of officers responding to the questionnaire is a factor in the responses given by them when considering the issue of effectiveness and efficiency in policing. The rank of Sergeant, which represents the first-line supervision level within both of the operational and Headquarters environments, is the most accepting of the need for effectiveness and efficiency. The Constables who work under the supervision of the Sergeants were the least accepting. This would not be a surprising result, as Constables in general terms
would have little responsibility for ensuring the efficiency and effectiveness of services, other than to be required to adhere to service policy in terms of the way they carry out their roles and responsibilities as well as being held to account for their actions by the PSNI Code of Ethics.

The higher levels of rank, which carry an increased responsibility for supervision and management, would be expected to lead on the issues of effectiveness and efficiency. The ranks of Chief Inspector and above represent the higher levels of management within policing and are expected to set policy at a service-wide and District Command level. The mean score for Chief Inspectors and above was 1.33. I would have expected this level of rank to be the most accepting of the need for the provision of police services to be effective and efficient.

In respect of the organisational culture it is positive that the cadre of front-line supervisors are most accepting of the need for effectiveness and efficiency in the provision of services. Sergeants have the greatest level of day-to-day ‘hands on’ influence on the Constable rank and their positive impact on the areas of effectiveness and efficiency will have an impact on the issues surrounding the implementation of Best Value in the PSNI.

Region

The mean scores for respondents in terms of the region in which they serve indicate that officers from North region had the lowest mean score (1.30) for this question (Appendix 8). North region officers are most accepting for the need for the police service to provide services that are effective and efficient. There is only a small difference between the responses of the most accepting and least accepting group of officers by region.

The analysis of variance indicates that there was no significant difference in the responses given by officers from any of the four Regions. The levels of standard deviation across the range of Regions are also relatively similar. This would indicate that the Region in which the officers were serving did not impact on their responses to this question.
Length of service

Officers in the length of service category of 6 to 10 years were most accepting of the need for the police service to provide services that are effective and efficient. The mean score for officers with this level of service was 1.22 (Appendix 9). The level of service with the highest mean score was 0 to 5 years, with a mean score of 1.37. This would indicate that officers who were relatively new to the police service had not recognised the significance of the issue of effectiveness and efficiency to the same level as their more senior colleagues. It is important to note that the difference between the two levels is small, and when taken in the context of a scale of possible responses from 1 (strongly agree) to 5 (strongly disagree), a mean score of 1.37 still indicates a significant level of agreement with the issue in question. Officers who had been in service for 25 years and more had a mean score of 1.32. In this case, I would have expected that officers at this level of service might have lost some focus on the importance of effectiveness and efficiency. The mean score decreases again as officer’s gain more service. This can be partially explained by the fact that promotion is normally associated with experience and competence; both of these should increase with greater levels of service.

The second least accepting level of service is for officers who have attained 11 to 15 years of service (1.30). This indicates that officers who reach the mid-point in their career progression may have become less aware of the need for effectiveness and efficiency as they have already served for a significant period of time, yet still have a further substantial number of years left to serve before retirement. In the context of Best Value it indicates that officers at this level of service may have a negative impact on the implementation of Best Value through the organisational culture.

2. Police officers need to be motivated and well trained if Best Value is to be successful
General

718 respondents (96.3%) indicated that they strongly agreed or agreed with the issue that police officers need to be motivated and well trained if Best Value is to be successful (Table 5-9). In general terms it is evident that officers within PSNI have a positive view about the need for motivation and training for the success of Best Value.

Rank

The responses given by officers of the rank of Sergeant had the lowest mean score of 1.30 (Table 5-10). This indicates that they are the most accepting of the need for police officers to be motivated and well trained for Best Value to be successful. The least accepting rank was that of Constable, with a mean score of 1.51. The rank with the next highest means score was that of Inspector, at 1.39. Chief Inspector and above were next highest at 1.48.

I would have expected that the more senior officers within PSNI who responded to the questionnaire would have had the greatest level of acceptance with the need for officers to be motivated and well trained for Best Value to be successful. In my own experience within the PSNI I have found that there is an insufficient importance placed on training as an issue for the service. Officers at Sergeant level do have the greatest level of contact with Constables, who make up the largest proportion of serving officers in PSNI.

Levels of standard deviation for Constables and Chief Inspectors and above are highest with regard to this question, at 0.64 and 0.67 respectively. This indicates that there is a greater degree of variation in responses around the mean score and this represents the fact that there was a wider spectrum of responses given to the question by officers at these two rank levels. The analysis of variance indicates that there is significant difference in the responses given by Constables and Sergeants. This means that the rank of the respondents at these two levels was a significant factor in the way that they answered the question.
Region

The mean scores for respondents in terms of the region in which they serve indicate that officers from North and South regions were the most accepting of the need for police officers to be motivated and well trained for Best Value to be a success. Their mean scores were 1.39 (Appendix 8). The next most accepting region of officers was Urban region, with a mean score of 1.43. Officers who indicated that they served at Headquarters were the least accepting, with a mean score of 1.47. The levels of standard deviation were relatively constant across the regions, indicating that there was a similar and limited level of variation in responses given by officers to this question by their region. The analysis of variation indicates that there is no significant difference in the responses given by officers due to the region in which they serve.

Length of service

In this question the group of officers who were most accepting of the importance of motivation and training to Best Value were those who were youngest in service, with 0 to 5 years served. The mean score for this group was 1.26 (Appendix 9). The group least accepting were in the 11 to 15 year category, with a mean score of 1.48. The two groups with the longest length of service had the next two highest mean scores for this question. Officers with 21 to 25 years had a mean score of 1.47 while those of 25 years and above had a mean score of 1.45.

It is interesting that those officers who were youngest in service most agreed with the need for motivation and training to bring Best Value success. These are officers who will have recently completed their basic training along with several extended training inputs during their probationary period. They will have completed a substantial period of training in their recent past and will be more conscious of the importance of being well trained as they begin their policing careers. Officers in the mid range of service at 11 to 15 years are the least accepting and as with the previous question this perhaps indicates a level of apathy towards the service as a whole as well as training and motivation specifically. The analysis of variance indicates that the answers given by
respondents from all the ranges of length of service were not significantly
different due to the length of service of each respondent.

3. *Ineffective and uneconomic procedures must be challenged*

**General**

695 respondents (93.2%) either strongly agreed or agreed with the issue that
ineffective and uneconomic procedures must be challenged (Table 5-11). This
also indicates that there is a broad level of agreement within PSNI for the need to
challenge ineffective and uneconomic procedures.

**Rank**

With regard to this question, officers of the rank of Chief Inspector and above
were the most accepting of this issue. The mean score for this level of officers
was 1.27 (Table 5-12). This is a response that I would have anticipated as it is
generally officers at the more senior levels of management who are required to
manage strategic issues of this nature and who, because they are closely held to
account for performance across a range of issues, will be more proactive at
challenging inefficiencies and uneconomic practices. The standard deviation for
responses given by officers of Chief Inspector and above was the lowest at 0.49.
This indicates a smaller level of variation from the mean than for other ranks and
suggests that there is a greater proportion of officers at Chief Inspector and above
that are closer to the mean score of 1.27.

The rank of officers with the lowest level of acceptance of the need to challenge
ineffective and uneconomic procedures was that of Constable. Constables had a
mean score of 1.60, this being 0.33 higher than that of Chief Inspector and above.
It may be the case that Constables see their role as service deliverers as opposed
to service managers and they would clearly see the challenge of inefficiency and
uneffectiveness as not part of their role and responsibility. This is an issue that is
part of the organisational culture of the PSNI and as such will be an important
consideration in the implementation of Best Value. There must be ownership
across all ranks of the service that everyone has a part to play in ensuring that services are delivered as effectively and as efficiently as possible. The analysis of variance indicates that the responses provided by Constable, Sergeant and Chief Inspector and above were a significant factor in the answers that were provided.

Region

Officers who indicated that they served in North region were the most accepting of the need for ineffective and uneconomic procedures to be challenged. The mean score for officers from North region was 1.41 (Appendix 8). The next most accepting group served at Headquarters. These officers had a mean score of 1.43. The least accepting region of officers was from Urban region, where the mean score was 1.54.

In this case, I would have expected Headquarters officers to have the highest level of acceptance, this issue being one of a more ‘managerial’ and ‘strategic’ nature. There is a relatively large variation between the responses of North region and Urban region. The mean score of Urban region officers was 0.13 higher than North region and 0.11 higher than Headquarters officers.

Length of service

Officers who had attained 11 to 15 years service were again the least accepting of the issue highlighted in the questionnaire, in this case the need for challenge for ineffective and uneconomic procedures. The mean score for this level of officer was 1.54 (Appendix 9). There was a standard deviation for this length of service level of 0.68, this being the highest for all levels of service and indicating that there was a higher spread of scores away from the mean. Officers who were youngest in service at 0 to 5 years were the most accepting, with a mean score of 1.41. Those officers who had served more than 25 years had a mean score of 1.44, this being the second lowest beside the 0 to 5 years level.
The fact that the 11 to 15 years category is again highlighted as the least accepting level of officers indicates that those who have completed a significant level of service and who would be considered to have a level of seniority over their more junior colleagues is again an issue for consideration. These are officers who, in general terms have an important role to play in policing as they will be considered to have built up a significant degree of policing experience and will be called upon to guide and support their less experienced colleagues. Officers at this level may also be at junior levels of supervision through promotion to Sergeant or Inspector, and may need additional guidance and direction in terms of achieving what is required from them to make Best Value a success. In respect of the organisational culture of PSNI, in general terms, officers at this level may be apathetic and demotivated as they look ahead to a further period of service despite having completed 11 to 15 years already.

4. *The police service must examine whether or not it needs to carry out particular functions*

General

706 respondents to this question, 95.8% stated that they either strongly agreed or agreed with the issue that the police service must examine whether or not it needs to carry out particular functions (Table 5-13). This is a high level of agreement across the range of respondents and indicates that there is a clear awareness amongst police officers that the fundamental examination of functions that the service has previously carried out must take place.

Rank

Officers at the rank of Chief Inspector and above had the greatest level of agreement with the issue surrounding the examination of particular functions within the service. The mean score for officers at this level was 1.29, while the standard deviation was relatively small at 0.46, indicating that there was a limited spread of responses around the mean score (Table 5-14). The rank with the least level of acceptance was that of Constable. The mean score for Constables was 281.
1.67, this being 0.38 higher than Chief Inspector and above. There was also a higher level of standard deviation for Constable, this being 0.63. The responses given by officers at all rank levels are also significantly different in terms of their rank.

The mean score for Chief Inspector and above being 0.38 lower than that for Constable is not surprising, given the ‘managerial’ nature of the question. This is also a more ‘strategic’ issue and would be more of an issue for senior management to consider than that for Constables. The challenge to PSNI to examine whether or not it needs to carry out particular functions would be dealt with at the highest levels of the service and there would also be a responsibility placed on District Commanders to ensure that this process is completed at a local level.

Region

The responses given by officers across the regions are almost identical, with officers from Urban, North and South regions having a mean score of 1.53 (Appendix 8). Interestingly, the score for Headquarters officers is 1.57. While very similar to the three ‘operational’ regions, I would have expected that officers from Headquarters would have had a greater level of acceptance with the issue over their operational colleagues. This is very much a ‘management’ issue as discussed in the previous paragraph, and due to the fact that policy decisions are generally taken through Headquarters Departments to the senior command team, I would have expected Headquarters staff to be more in agreement for the examination of functions to take place. There is a clear need for Best Value to be driven by the senior managers within PSNI and care must be taken to ensure that at all levels within the service there is the desire to adopt in the fullest terms Best Value principles, despite what Departments or functions this might cut across. Department Heads must have ownership of and commitment to Best Value, despite the implications there might be for the function that they are currently overseeing.
Length of service

Officers who have 25 years and above are the most accepting of the need for the examination of carrying out particular functions. The mean score for officers of this level was 1.51 (Appendix 9). The second lowest mean score was that of officers with 0 to 5 years service. This is an interesting phenomenon and in terms of the culture of the PSNI it is encouraging that officers at either end of the service continuum are the most accepting of the need for this aspect of challenge. The level of service that has the least level of acceptance is again that of the 11 to 15 year category. In this case there is again a significant group of officers from whom much is expected in terms of delivering a quality policing service and in encouraging and taking ownership of change. The mean score for this group of officers is 1.62, with a standard deviation of 0.67; this being the highest level of spread of scores around the mean.

5. The police service must be innovative in meeting fundamental challenges

General

710 respondents (95.3%) indicated that they strongly agreed or agreed with the issue that the police service must be innovative in meeting fundamental challenges (Table 5-15). This represents a high level of agreement amongst officers of the need for innovation in meeting challenge. The overall mean score for this question was 1.60.

Rank

The rank with the most level of acceptance of the need for innovation in meeting fundamental challenge was that of Chief Inspector and above. The mean score for this rank was 1.29 (Table 5-16). This was not a surprising result for this rank as there is a clear expectation on behalf of the service that senior managers should be innovative when dealing with a range of issues. This requirement would cut across the spectrum of roles for officers at that level, both in Headquarters posts and in the operational field at District Command level. The
opportunity for innovative thinking for Chief Inspectors and above would be frequent, particularly within an environment of change and uncertainty. The number of fundamental issues being considered would also be relatively frequent and their level of impact on the service as a whole would be large.

The rank with the lowest level of acceptance was that of Constable. The mean score for Constables was 1.75, this being 0.46 greater than that of Chief Inspectors and above. The difference in the mean score would also be unsurprising, as Constables are not expected to demonstrate high levels of innovation in carrying out their roles and responsibilities. Constables are largely responsible to enforce the law in accordance with legislation and procedures and in these circumstances the scope and requirement for innovation is limited. Their experience and confidence in demonstrating innovative thinking would be much less that with officers with more supervisory and managerial responsibilities. It should be recognised, however, that Best Value cuts across functions, roles and Departments at all levels and is seen as being a service wide issue. The senior managers within PSNI should not view Best Value as being solely for Headquarters or for Chief Inspectors and above.

Region

Officers who are attached to Headquarters had the greatest level of acceptance with the issue regarding innovation and fundamental challenge. The mean score for officers attached to Headquarters was 1.58 (Appendix 8). The range of mean scores across the regions was relatively small, with Urban region being the least accepting with a mean score of 1.62. There was no significance difference in the responses provided by officers in respect of the region in which they were attached.

Length of service

Respondents who had attained 25 years and above were most accepting of the need for the police service to be innovative in meeting fundamental challenge. The mean score for this group of officers was 1.54, with a standard deviation of
The least accepting officers had a length of service of 6 to 10 years. The mean score for this group was 1.71, with a relatively large standard deviation of 0.73. This indicates that there was a larger range of scores around the mean of 1.71 than was the case with other length of service ranges. Officers with 11 to 15 years service, who have in previous challenge questions been identified as least accepting, had a mean score of 1.57. This indicates that they are more accepting of the need for innovation in meeting fundamental challenge that they are at other challenge issues. Officers who have the least amount of service with 0 to 5 years were also accepting of the need for innovation. There is no significant difference in the responses of officers in terms of their length of service.

Summary

The issues that will cause the greatest impact relate to officers holding the Constable rank, where there was less agreement with the issues raised through the challenge questions than with other ranks, this is despite the Sergeant rank being the most accepting with regard to several aspects of challenge and Sergeants having a hands on responsibility for supervising Constables under their command.

There were issues in terms of the length of service of respondents. The results show that officers who are in mid service were less accepting of the challenge issues of Best Value. Officers with this length of service do have an influence on their junior colleagues and with the lower levels of acceptance shown by officers at this level I have concerns that these officers will have a negative impact on the challenge aspect of Best Value implementation, and would negatively influence others with whom they have contact. While the levels of agreement with issues relating to challenge are in areas relatively high, there are, as I have outlined, concerns relating to variations in responses in respect of officers rank and length of service. It can be expected that the variations in responses will lead to a negative influence on the challenge aspect of Best Value implementation that will permeate throughout the rank and length of service groups.
I therefore conclude that the null hypothesis can be rejected. Police officers do not accept the need to have challenge to why and how a service is provided.

Comparison

Null Hypothesis

- The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have comparison with other police services and organisations.

This null hypothesis is focused on the comparison aspect of Best Value. Comparison is one of the main 5 ‘C’ components of Best Value that are outlined in Chapter two of this thesis. The null hypothesis is based on the hypothesis that the organisational culture of the PSNI will have a negative impact on the acceptance by police officers in the PSNI of the need to have comparison with other police services and organisations. For the purposes of this study the hypothesis was turned into a null hypothesis and was explored directly in the questionnaire research.

The five key questions relating to comparison were:

1. Informed comparison is essential to an effective review
2. Services must be compared with other forces as well as across the public and private sector
3. Police services must be expected to compare their services with the best using performance indicators
4. As a police service we must be open to inspection
5. The performance of the service must be compared with others across a range of indicators
Interpretation of results

1. Informed comparison is essential to an effective review

General

The mean score for the question was 2.24 with a standard deviation of 0.75. The mean score of 2.24 is significantly higher that those obtained in the previous section relating to challenge. This indicates a lower level of acceptance for this issue. 87 respondents (11.7%) strongly agreed with the issue that informed comparison is essential to an effective review (Table 5-17). 424 respondents (56.9%) agreed, while 187 (25.1%) neither agreed nor disagreed. 187 respondents (25.1%) that neither agreed nor disagreed may have placed themselves in that category due to lack of understanding of the question.

Rank

The rank that was most accepting of informed comparison being essential to an effective review was Chief Inspector and above. The mean score for this rank was 1.93 (Table 5-18). This is a result that I would have anticipated, given that this rank would form the most senior levels of management in the service and would already be experiencing the comparison process. District Commanders are held to account for their performance in a number of ways and there is specific attention paid by Assistant Chief Constables to looking at District results in comparison with other Districts of a similar size and structure.

The rank that was least accepting was that of Constable, with a mean score of 2.43. The standard deviation for Constables was 0.77, which indicates a larger spread of results across the mean. I would have anticipated that Constables would not readily agree with or accept the need for comparison or the need for reviews such as is envisaged under Best Value. The second highest mean score was that of 2.19 for Sergeants. The ranks of Constable and Sergeant are the largest in terms of numbers in the police service and as such have a significant influence on how policing services are delivered and on the organisational
culture of the service as a whole. The results also show that there are significant
differences in the results given by respondents according to the rank that they hold.

Region

The region of respondents that were most accepting of the need for informed comparison for an effective review was that of Headquarters. The mean score for Headquarters officers was 2.17 (Appendix 8). This is a result that I would again have anticipated. Those officers on the operational field would be less aware of the issues of review and comparison as it is again a more ‘managerial’ and ‘strategic’ issue more likely to be dealt with at Headquarters level. The next most accepting region was North, with a mean score of 2.19.

Length of service

The officers who were most accepting of the need for informed comparison for an effective review were those with 6 to 10 years service. The mean score for this group of respondents was 2.19 (Appendix 9). The least accepting group was that of officers who had attained 11 to 15 years service. The mean score for this group was 2.30.

The least accepting group is again at mid-service level and this group would be expected to provide guidance and support to their more junior colleagues. It is interesting that the group of officers who are most junior in service, those with 0 to 5 years completed, had a mean score of 2.24 and a relatively small standard deviation of 0.62. The mean score for this group is similar to officers at the end of their service with 25 years and over. This group of officers had a larger standard deviation score of 0.81, indicating that their responses were spread relatively widely across the mean.

2. Services must be compared with other forces as well as across the public and private sector.
General

174 respondents (23.4%) disagreed with the issue that services must be compared with other forces and the public and private sectors (Table 5-19). 182 respondents (24.4%) neither agreed nor disagreed. 288 (38.7%) agreed with the issue. This question generated a significant level of disagreement indicating that there are a large proportion of officers within the service who do not agree with the need for comparison of PSNI with other forces or in the wider public or private sectors. A significant number of respondents, 182 (24.4%) were in the category of neither agree nor disagree. This could signify that they are not positive about the need for comparison or that they did not fully understand the question.

Rank

The rank of officers that was the least accepting of the need for comparison with other forces and in the wider public and private sectors was that of Constable (Table 5-20). The mean score for Constables was 3.05, this being greater than 3.00 and placing Constables on average on the disagree side of the Likert five-point scale. The standard deviation for Constables was 1.09, indicating that there was a significant spread of responses across the mean of 3.05. The most accepting rank of the need for comparison was Chief Inspectors and above, with a mean score of 2.40. While this is significantly more accepting than Constables, I would have expected the senior levels of management within PSNI to have more strongly agreed with the need for the service to be effectively compared. There were also significant differences in the responses given by officers with regard to the rank that they held. In all cases, the answers given were not made purely by chance but were as a consequence of the rank that they held.

Region

Officers attached to Headquarters were the most accepting of the need for comparison of the service. The mean score for Headquarters officers was 2.77 (Appendix 8). The least accepting region was that of South, where the mean
score was 3.04. There were no significant differences in the responses of officers for this question because of the region in which they were serving.

**Length of service**

The range of length of service that was least accepting of the need for comparison was that of officers who had attained 11 to 15 years service (Appendix 9). The mean score for officers at this stage of their careers was 3.00. The standard deviation for this service range was 1.14, indicating that there was a significant spread of responses across the mean. The most accepting group of officers by way of length of service was that with 25 years or more completed. I would have expected that officers with this level of service would have been the most accepting due to their more significant experience as police officers and because more officers from this group would have been more senior in rank that those with 11 to 15 years completed.

It is interesting than again, the group of officers in mid service have been the least accepting in terms of a Best Value related question. Levels of agreement for this question and for the previous comparison question are generally lower that those from the challenge category previously outlined in this Chapter. This may point towards a more general lack of enthusiasm and support by officers for the concept of comparison that may be manifested through the organisational culture. Officers who are inward looking and retrospective will not be inclined to welcome wider comparison of the service with other forces and in particular the public and private sectors.

3. *Police services must be expected to compare their services with the best using performance indicators*

**General**

Levels of agreement with the issue that services should be compared with the best using performance indicators were less strong than responses provided in respect of the challenge category. The mean score for this question overall was
2.82, indicating that on the Likert 5-point scale, officers were more inclined to neither agree nor disagree with the issue (Table 5-21). 147 respondents (19.7%) disagreed, while 211 (28.3%) neither agreed nor disagreed.

Rank

The rank of officers that were most accepting with this issue held the rank of Chief Inspector and above. The mean score for officers at this level was 2.46 (Table 5-22). The least accepting rank was that of Constable, officers holding this rank had a mean score of 3.08. The levels of standard deviation were again relatively high. The score for Constables was 1.11, indicating a significant spread of responses across the mean score of 3.08.

I would have anticipated that Chief Inspectors and above would have been more accepting of the need for comparison using performance indicators. At District Command level, senior officers are experienced at being compared with other Command Units across a range of performance indicators. Constables generally do not see performance indicators as positive. They are viewed as being a management tool to assess individual performance and operational officers have resisted their use in the past. The organisational culture is not supportive of comparison in general as well as in the use of performance indicators to assess and monitor performance.

Region

Responses made by officers in terms of the region in which they serve are generally consistent across the four regional areas. Officers from North region are slightly more supportive of the issue than their colleagues in Urban region or in Headquarters (Appendix 8). The mean score for the most accepting region was that of 2.71 for North region. The least accepting region was that of South, which had a mean score of 2.95. The levels of standard deviation were relatively high, again indicating that there was a range of views expressed by respondents across the mean.
Length of service

The most accepting level of length of service was that of officers with 0 to 5 years completed. The mean score for this group was 2.48 (Appendix 9). This was surprising as I would have expected officers who were more senior in service to be the most accepting for the junior officers to be less accepting than is the case. The least accepting group had attained 16 to 20 years, this group had a mean score of 2.89. Officers in the next lowest and highest service groups had the next least level of acceptance. The mean score for the 11 to 15 year group was 2.87, while the score for officers who had attained 21 to 25 years was 2.88. The results of previous questions placed the 11 to 15 years service category consistently as the least accepting. In this case, they remain at the lower end of the level of acceptance with this issue regarding comparison and the use of performance indicators.

4. As a Police Service we must be open to inspection

General

This question focused on the issue for inspection and the results were interesting when compared to that for comparison and performance indicators in the previous two questions. Levels of agreement were significantly higher than with the previous comparison issues. 215 respondents (28.9%) strongly agreed that as a police service we should be open to inspection. 466 respondents (62.6%) agreed (Table 5-23). The overall percentage of officers who agreed or strongly agreed was 91.5%. This indicates that there is a more positive acceptance by officers and by the organisational culture that inspection is a process that can be welcomed as appropriate and does not threaten individual officers in the way that direct comparison and performance indicators might.

Rank

Levels of acceptance with the need for the service to be open for inspection were generally high, the most accepting rank level being that of Chief Inspector and
above. The mean score for officers at this level was 1.67 (Table 5-24). The least accepting rank level was that of Constable, where the mean score was 1.89. I would have expected that the mean score for Chief Inspectors and above would have been the most accepting, due to their experience in being held to account more readily that officers more junior in rank. Levels of standard deviation are smaller than is the case with the previous comparison questions indicating that responses were much more tightly grouped around the mean score. There were significant differences in the responses made by Constables, Inspectors and Chief Inspectors and above, indicating that their responses were made because of their rank and not merely by chance.

Region

Levels of acceptance by way of the region in which the respondents served were largely similar, with little variation in the mean scores given for each. The least accepting region was that of South, with a mean score of 1.87 (Appendix 8). There were no significant difference in the responses given by way of region and as such the region of the respondent was not a significant factor in the way that answers were given to the question. Region is not a significant factor in the response to Best Value implementation by the organisational culture.

Length of service

The least accepting level of service range was again that of the 11 to 15 year category (Appendix 9). Officers in this service level had a mean score of 1.86, however this is still a relatively positive response to the issue concerning service inspection. The most accepting service level is that of 25 years and above. Officers in this category would have greater experience in the service generally and are more likely to hold at rank at which they already experience inspection on a regular basis. It is interesting that the mid service range again is highlighted as the least accepting and again demonstrates how the organisational culture can cut across issues not just by rank variation but also in terms of the length of service of officers.
5. *The performance of the Service must be compared with others across a range of indicators*

**General**

This question focuses back on the use of indicators in the context of comparing the performance of the service. The overall mean score for this question was 2.71, compared with 1.79 for the previous question that focused on inspection. 359 respondents (48.1%) either agreed or strongly agreed that the performance of the service must be compared with others across a range of indicators (Table 5-25). There were a significant proportion of respondents who neither disagreed nor agreed with the issue, 216 (29%) and 133 respondents (17.9%) who disagreed. This indicates again that the organisational culture of the service has an issue with comparison and in the use of indicators to do so.

**Rank**

Officers holding the rank of Constable were again the least accepting of the use of indicators to compare the police service (Table 5-26). The mean score for Constables was 2.84. The standard deviation for Constables was relatively high at 1.02, indicating that Constables gave broad ranges of responses in response to this issue. The most accepting rank level was again Chief Inspector and above. The mean score for this level was 2.43. The standard deviation for Chief Inspectors and above was lower than that for Constables at 0.87. This indicates a more close spread of responses around the mean and less variation in the answers given.

This demonstrates that the rank of an officer will have an impact on this issue and there are significant variations in responses given by the ranks in question and Constables, as in previous questions on the comparison issue, are much less likely to accept the concept of comparison to the service through Best Value when it is implemented.
Region

In respect of the region in which the respondents were serving, those attached to Headquarters were most accepting of the issue of service comparison with regard to indicators (Appendix 8). The mean score for Headquarters officers was 2.65, while the least accepting region was that of South, which had a mean score of 2.90.

Length of service

The most accepting range of length of service was that for officers with 0 to 5 years service, the mean score for these officers was 2.37 (Appendix 9). This is interesting in terms of these officers, although the most junior in service, were the most willing to have the service compared across a range of indicators. This may be because of their openness to being compared resulting from their experiences as a probationary Constable, when they are regularly assessed and measured as part of their development process. It may also be the case that, being young in service, they have been immersed in the organisational culture of the PSNI for the least period of time and are more open to change and can more readily adapt to developments in policy and procedures.

The range of officers who are least accepting is those with 16 to 20 years service. The mean score for this group is 2.80. These officers have served in both the Royal Ulster Constabulary (RUC) and the PSNI and have been immersed in the organisational culture for longer that those more junior in service. Those with 11 to 15 years service (mean score 2.74) and 21 to 25 years service (mean score 2.77) also had lower levels of acceptance than their more junior colleagues. Interestingly officers with 25 years service or more had a mean score of 2.66 indicating that those in their final years of service were more ready to accept comparison in this way. This may be due to the fact that officers at this level are more likely to hold rank at a senior level than those more junior in the service.
Summary

I believe that the organisational culture of the PSNI will have a negative impact on the comparison aspect of Best Value. Levels of acceptance by the service generally regarding being compared with other services were relatively low. I believe that the reasons for this lie in the history and development of the PSNI as a service throughout the Troubles and into the new arrangements that are taken forward in the PSNI. There was an interesting difference in responses when officers were asked to respond to the issue regarding inspection. There was a greater level of acceptance that the service should be open to regular inspection, but the organisational culture does clearly not support comparison with other services or indeed with other public or private sector organisations.

I therefore conclude that the null hypothesis can be rejected. Police officers do not accept the need to have comparison with other police services and organisations.

Consultation

Null Hypothesis

- The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have consultation with and be responsive to users, stakeholders, customers and staff.

This null hypothesis is focused on the consultation aspect of Best Value. The null hypothesis is based on the hypothesis that the organisational culture of the PSNI will have a negative impact on the acceptance by police officers in the PSNI of the need to have consultation with and be responsive to users, stakeholders, customers and staff. For the purposes of this study the hypothesis was turned into a null hypothesis and was explored directly in the questionnaire research.

The five key questions relating to comparison were:
1. It is important for the Police Service to seek Officer’s views in order to
draw on their knowledge and experience.
2. Public expectations must be able to drive change in policing.
3. Police officers must foster good relations with the public.
4. Police officers must be fully involved in improving the services they provide.
5. The Police Service must be responsive to the needs of the public.

Interpretation of results

1. It is important for the Police Service to seek Officer’s views in order to
draw on their knowledge and experience.

General

The mean score for this issue was relatively low at 1.52, indicating that there is a
broad level of acceptance with the need for officer’s views to be sought in order
to draw on their knowledge and experience. The largest proportion of
respondents was 390 (52.3%) who all indicated that they strongly agreed with the
need for views to be sought (Table 5-27). 321 officers (43.1%) agreed with the
issue giving 711 respondents (95.4%) who either strongly agreed or agreed.

Rank

The rank of officers that was most accepting of the need for officer’s view to be
consulted was that of Sergeant. The mean score for this rank was 1.46 (Table 5-
28). Constables were similarly accepting of the issue with a mean score of 1.48.
This level of result was not surprising with the lower levels of the service clearly
identifying their acceptance that they should be fully consulted on issues by
management before decisions are taken. Also unsurprisingly, Chief Inspectors
and above were the least accepting of the need to seek the views of officers in
order to draw on their knowledge and experience. The mean score for officers at
this level was 1.66, and while this still indicates a broad level of agreement, a
standard deviation of 0.60 indicates that there is a spread of responses either side
of that mean score suggesting that not all officers at that level of management fully support the need for internal consultation of this nature. There were significant differences in the responses given by Sergeants and Chief Inspectors and above. This indicates that their responses were made as a result of their rank and not due to any other factor.

Region

The responses given in terms of the officer’s region were not significantly different and similar mean scores were obtained for each (Appendix 8). The region that was most accepting of the need for officer’s views to be obtained was South, which had a mean score of 1.49. The region that was least accepting was Urban, with a mean score of 1.55.

Length of service

The group of officers who were most accepting of the need for officer’s views to be consulted were those who had served for 0 to 5 years (Appendix 9). The mean score for this group was 1.40. These are officers who would have recently completed their probationary period and who would have experienced a higher level of interaction and consultation with their training instructors and also with their support officers within their District Command Units. It would also be the case that being young in service they would not have been immersed in the organisational culture for as long as their more senior colleagues.

The least accepting group of officers are in the 11 to 15 year category. The mean score for these officers was 1.60. While giving a lower level of agreement with the issue it should be noted that the mean response is still between 1 and 2 on the Likert scale and with a relatively small standard deviation the range of scores around the mean are not significant.

2. Public expectations must be able to drive change in policing.
General

The overall mean score for this question was 2.81 and the level of standard deviation was 0.96. This indicates that there is a general reluctance to accept the need for public expectations to be able to drive change in policing. It is of concern that 445 respondents (59.8%) were unable to positively agree with the issue that public expectations be able to drive change in policing (Table 5-29). This is also surprising given that the views of the public are sought and fully considered by District Commanders as part of the District Policing Partnership process for setting local policing priorities. This might suggest that there is a lack of awareness by officers in general about what is already being achieved in this area or that the organisational culture is not supportive of consultation with the public. In Chapters One and Two I outline some historical context that may highlight reasons as to why policing in Northern Ireland has not been proactive at consulting with the public and why this ‘ethos’ may remain as part of the current organisational culture.

Rank

The rank of officers that was most accepting of the need for public expectations to be able to drive change in policing was that of Chief Inspector and above. The mean score for this group of officers was 2.50 (Table 5-30). With a standard deviation of 0.89, this indicates that there is an overall reluctance on the part of senior officers at this level to accept the issue that public expectations should be able to drive change. I was somewhat surprised by this response as I would have expected officers at this level to be positive about addressing public expectations in terms of changes to policing that were required.

The least accepting rank was that of Sergeant, this group had a mean score of 2.90. With a standard deviation score of 0.99 there is again a lower level of support for this issue that I would have envisaged. Sergeants are at the forefront of driving forward change and in achieving targets and priorities so it is again of concern that this important level of management does not accept the need for public expectations to be able to change policing. There were significant
differences in the responses provided by officers at all levels in the organisation indicating that their rank was a factor in why they gave the responses that they did.

Region

The most accepting region of officers was that of North, which had a mean score of 2.60 (Appendix 8). The least accepting was Urban region that had a mean of 2.90. With a standard deviation of 0.89 it is clear that officers from Urban region are less supportive of the need for public expectations to be taken into account. There were significant differences in the responses made by officers from Urban and North regions, indicating that the region in which they were serving was a factor in why they gave the responses that they did.

Length of service

The responses to this issue by way of length of service are relatively constant across the range of service lengths. Officers with 11 to 15 years service were, somewhat surprisingly given previous mean scores, the most accepting of the service ranges. The mean score for this group was 2.71 (Appendix 9). With a standard deviation of 1.02, there is still a broad spread of responses across this mean score indicating that within this result there were officers who clearly disagreed with the issue. The least accepting group of officers was those with 25 years or more service. The mean score for this group was 2.90, and with a standard deviation of 0.98 there is significant levels of disagreement with officers at this level. I found this result challenging as although these are officers who have furthered their careers through the organisational culture developed by the ‘Troubles’, a significant proportion of these officers must hold rank at the senior management level and as such will be currently responsible for setting policy and carrying out consultation in their areas of responsibility.
3. **Police Officers must foster good relations with the public**

**General**

The responses to this question were largely positive and indicate in general terms that there is agreement within officers of the PSNI of the need to foster good relations with the public. This demonstrates a recognition on behalf of officers in PSNI that policing must be delivered with the consent and support of the public and that officers should engage in fostering good relations with the public. This carries with it a sense that officers must be proactive and be positive in terms of ensuring that good relations with the public are generated.

The mean score for this question was 1.61, which emphasises the level of general agreement that exists (Table 5-31). The standard deviation was 0.59, this indicates that the spread of scores around the mean value is relatively small and as such emphasises the positive approach taken by respondents to this particular issue.

**Rank**

The level of rank that was most accepting of the need for police officers to foster good relations with the public was that of Chief Inspector and above. The mean score for this rank was 1.53 (Table 5-32). The rank with the lowest level of acceptance was that of Constable. The mean score for the Constable rank was 1.72. It is not surprising that the senior management of the service is most accepting of the need to foster good relations with the public. Officers at this level who are in the operational field are regularly involved in meetings with local Councillors, business people, clergy etc and should always be looking for opportunities to build relationships and partnerships with their local communities. The officers at Constable level are the more regular ‘public face’ of policing and engage with the public on a 24-hour 7 days per week basis. The mean score for Constables indicates that there is further effort that could be made to encourage all Constables that fostering good relations with the public is a
priority issue, not just in respect of Best Value implementation, but also for policing in general.

Region

As with previous questions, there appears to be little variation in responses given in terms of the region in which the officers were serving. Mean scores across the regions are largely similar, however South region is the most accepting region of the service with a mean score of 1.57 (Appendix 8). The least accepting was Urban region with a mean score of 1.64 and a similar standard deviation. It can be concluded that for this question, region is not a significant factor in the organisational culture of the service.

Length of service

The range of length of service that was most accepting of the need to foster good relations with the public was that of officers with 25 years service and above. The mean score for this group of officers was 1.54 (Appendix 9). There was a similar mean score for officers with 11 to 15 years service. The score for this group of officers was 1.59. Levels of standard deviation were largely similar; indicating that there was little spread of responses across the mean. The fact that the group of officers with the most service is the most accepting is somewhat surprising, given that these officers have been immersed in the culture of the organisation, both in RUC and PSNI terms for a significant period of time, officers of this length of service are more likely to hold positions at senior management level within the service and as a result will be more cognizant of the need to have good police community relations.
4. Police officers must be fully involved in improving the services they provide

General

The mean score for this question was 1.81. This indicates a high level of acceptance across the service for the issue that police officers must be fully involved in improving the services they provide. A total of 685 respondents (91.9%) either agreed or strongly agreed with the issue, which is a significant level across the entire range of respondents (Table 5-33). This indicates that there is acceptance by officers that more involvement from them will be required in terms of improving the services that they deliver.

Rank

The most accepting rank of officers for this particular issue was that of Chief Inspector and above (Table 5-34). The mean score for these officers was 1.67. The least accepting was the Constables; this group of officers had a mean score of 1.88. While the overall result is encouraging, it is the case that the greatest number of officers within the service will always be at Constable level, and as such the service must strive to ensure that this group of officers engages with this issue and that the organisational culture does not hinder Constables from fully playing their part in addressing issues that can improve the quality of services that they are delivering. The service must have a culture that encourages and supports service improvement initiatives as fully as possible.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).
Length of service

The length of service group that were least accepting of the issue regarding improvement of service quality is that of officers who have attained 11 to 15 years service. The mean score for these officers was 1.89, and with a standard deviation of 0.50 there is a range of responses for this group that is less positive that other service ranges (Appendix 9). The most accepting group had 6 to 10 years service with a mean score of 1.76. This would again indicate that the length of service of an officer is a factor in respect of their response to Best Value issues. The mid-range service length of 11 to 15 years appears to again be highlighted as the one where the organisational culture is at its most negative towards Best Value and must be an issue for its implementation.

5. The Police Service must be responsive to the needs of the public

General

The overall mean score for respondents for this question was 1.80. 694 respondents (93.2%) indicated that they agreed or strongly agreed with this issue (Table 5-35). The interesting difference in this issue is that being responsive to the needs of the public places members of the service in relative control of the situation, where issues that arise are identified and officers are able to respond accordingly. Where public expectations are the main driving force the service will be much less in control of the situation and officers are required to react to demands for policing issues that are raised in advance of a given situation. It would appear that the organisational culture of the PSNI is not yet ready to allow itself to be fully driven by public expectation. It may be the case that public expectations will be unrealistic and inappropriate, however these issues must be managed effectively if Best Value implementation is to be a success.

Rank

The rank of officers that are most accepting of this issue are Chief Inspectors and above. The mean score for these respondents was 1.53 (Table 5-36). This is not
surprising, as officers at this level are required to be responsive to the needs of the public, whether it is at District Command Unit level, or within a Headquarters Department. The mean score for the least accepting group was 1.72 for Constables. Constables see themselves as being deliverers of a service in accordance with service policy. The culture of the organisation will be such that Constables see this as a role for management and there is little encouragement for them to be responsive to the needs of the public at any higher level than their contact through investigating a crime or dealing with a problem that has been raised.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

The range of service group that was most accepting of the need for the police service to be responsive to the needs of the public was that of officers with 25 years and above (Appendix 9). As with similar issues in the consultation category, these officers will be the most senior in terms of experience in dealing with the public and it is more likely that officers at this level will hold positions of rank within the service. Officers with 6 to 10 years service were the least accepting with a mean score of 1.75. These officers need to be more accepting of the need to be responsive to public needs if Best Value is to be implemented successfully.

Summary

I believe that the organisational culture of the PSNI will have a negative impact on the consultation aspect of Best Value. The service in general seems willing to foster good relations with the public and to be responsive to public needs but is unwilling to let public expectations of the service play a part in driving change in
policing. I believe that the reasons for this lie in the history and development of the PSNI as a service throughout the Troubles and into the new arrangements that are taken forward in the PSNI. There is also a need for senior officers to engage more fully with officers at lower levels and to involve them more fully in the decision making process. The culture of the organisation must be such that the views and concerns of all in the service are fully valued.

I therefore conclude that the null hypothesis can be rejected. Police officers do not accept the need to have consultation with and be responsive to users, stakeholders, customers and staff.

**Competition**

**Null Hypothesis**

- The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to embrace fair competition as a means of securing efficient and effective services.

This null hypothesis is focused on the competition aspect of Best Value. Competition is one of the main 5 ‘C’ components of Best Value that are outlined in Chapter Two of this thesis. The null hypothesis is based on the hypothesis that the organisational culture of the PSNI will have a negative impact on police officers acceptance of the need to embrace fair competition as a means of securing efficient and effective services. For the purposes of this study the hypothesis was turned into a null hypothesis and was explored directly in the questionnaire research.

The nine key questions relating to competition were:

1. There is too much ‘empire building’ in the police service.
2. Police officers will actively seek ways in order to resist change.
3. Police officers are resistant to change.
4. If Police Officers come up with suggestions, they will be fully acted upon and rewarded.
5. It is right that the police service embraces Government initiatives.
6. Police Officers are reluctant to take risks in decision-making.
7. Providing real value for money is an important challenge for policing.
8. There is a blame culture in the police service
9. Concentration on management tools leads to a loss of the realities of policing.

Interpretation of results

1. There is too much 'empire building' in the police service.

General

The overall mean score for this question was 1.88, which indicates that in general terms there is acceptance of the issue that there is too much ‘empire building’ in the police service. There was a standard deviation score of 0.86, indicating that there was a significant spread of responses across the mean (Table 5-37).

Rank

I was not surprised to find that Constables were the most accepting of the issue regarding ‘empire building’. The mean score for Constables was 1.72 (Table 5-38). The least accepting rank was that of Chief Inspector and above, with a mean score of 2.27. The reality is that Chief Inspectors and above, particularly within Headquarters will be involved in managing their Departments and as such will be responsible for building teams of personnel and resources to meet the needs of their Department. The organisational culture that supports the protectionist practices of ‘empire building’ may well have a negative impact on the implementation of Best Value in this regard.

Region

The results for this question in terms of region were also interesting. The region that was least accepting of the issue was Headquarters. The mean score for
Headquarters was 2.09, with a standard deviation of 0.97 (Appendix 8). This indicates a less supportive view to the issue that there is too much ‘empire building’ in the police service. As the potential for ‘empire building’ lies primarily at Headquarters level, it is not surprising that the organisational culture of Headquarters staff would be less supportive of the issue contained in the question. The region most supportive of the issue was North, with a mean score of 1.68. In this case, North region is geographically far removed from Belfast, where Headquarters is located and as such there would be little association between officers in this region and their Headquarters colleagues. There were also significant differences in the responses given by officers in Headquarters, Urban and North regions, indicating that their responses were made because of the region in which they served and not because of any other factor.

Length of service

The category of officers with the length of service that was most accepting of this issue was that of 6 to 10 years. The mean score for this group of officers was 1.78 (Appendix 9). The least accepting was that of officers with 0 to 5 years. I found this surprising as I would have expected the group with 25 years and above to be the most accepting, given that officers in this category would be more likely to be at senior management level and as such be supportive of the current structures. The mean scores for the other service ranges, i.e. from 11 to 20 years were largely similar, however there was an increase in the mean score signifying less acceptance for this issue amongst officers with 21 to 25 years.

2. Police officers will actively seek ways in order to resist change

General

This issue generated a significant level of disagreement amongst respondents. The mean score for the issue was 3.55; on the Likert 5 point scale this mean places PSNI officers between the neither agree nor disagree and the disagree categories. The standard deviation was 0.95. This indicates that there was a significant spread of scores across the mean. I would have expected there to be
greater consistent levels of disagreement with this issue. The fact that 115 respondents (15.4%) either agree or strongly agree with the issue indicates that there are a significant proportion of officers who actively resist change (Table 5-39). The organisational culture of PSNI must not support or condone active resistance to change. Best Value requires that all officers embrace change as continuous review and development are at the heart of Best Value implementation.

Rank

The rank of officers that was most accepting of the issue that police officers will actively seek ways in order to resist change was Chief Inspector and above. The mean score for this rank level was 3.30 which is less that the mean score but still places officers more in the disagree category (Table 5-40). The rank of officers that was least accepting was Sergeants, who had a mean score of 3.63 with Constables next least accepting with a mean score of 3.59. I was not surprised that Sergeants and Constables were the least accepting of the issue.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

The range of length of service that was most accepting with the issue that police officers will actively seek ways to resist change was that of 11 to 15 years (Appendix 9). The mean score for this group was 3.32, with a significant standard deviation score of 1.06. The least accepting range was 21 to 25 years service with a mean score of 3.64. The variation in mean score between the least and most accepting is not large, but it indicates that officers in that mid service group do consider to a greater extent than their colleagues the police officers actively resist change.
3. Police officers are resistant to change

General

This issue, while being similar to that in the last question, ascertains the view of respondents about whether officers are resistant to change without actively seeking ways to resist change. This would be a more passive approach to change resistance than is the case in the previous issue. The general mean score for this issue was 3.38, slightly less that the mean score for the previous question of 3.55 (Table 5-41). The proportion of officers who agree or strongly agree with the issue was 200 (26.8%). While fewer officers agree with the issue regarding active resistance to change, there is a higher proportion of the service that agrees that officers passively resist change. Change is an important issue for Best Value implementation, and while the service has undergone massive amounts of change in recent years, Best Value implementation will introduce further change. The organisational culture must not be such that while there is limited active resistance to change there is a significant underlying group of officers who will passively resist change.

Rank

The rank of officers that was most accepting of the issue that police officers are resistant to change was Inspectors. The mean score for this group of officers was 3.24 (Table 5-42). Officers at Inspector level hold middle management responsibilities and as such act as the conduit for change from senior management to the officers at lower levels within the service. Inspectors would often be responsible for implementing change and would be more aware of resistance to change being evident. The least accepting ranks were that of Constable and Sergeant who had mean scores of 3.40. These two ranks make up the majority of serving officers and as such they would be at the forefront of delivering the service to the public and would have to be considerably adaptive in terms of how they carry out their roles and responsibilities.
Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of Service

The length of service that was most accepting with the issue that police officers are resistant to resist change was that of 0 to 5 years (Appendix 9). The mean score for this group of officers was 3.02. The group of officers that were least accepting group was that of 6 to 10 years and 21 to 25 years; both groups had a mean score of 3.47. It is interesting that officers who are most junior in service are more accepting of the issue that police officers are resistant to change. These officers will either be in their probationary period or will have recently completed it and as such will not have been immersed in the organisational culture for a significant period. The fact that these officers who may be more objective that officers with greater service are more accepting that police officers are resistant to change perhaps provides a useful insight into the issue and indicates that there is a culture or change resistance within the service.

4. If Police Officers come up with suggestions, they will be fully acted upon and rewarded.

General

The mean score for this issue relating to the rewarding of officers who come up with suggestions was 3.35. 371 respondents (49.8%) indicated that they disagreed or strongly disagreed with the issue (Table 5-43). This indicates that the service as a whole does not accept that there is sufficient rewarding of officers who make suggestions. The standard deviation was 1.07, indicating that there was a significant spread of responses across the mean score and that views on the issue were more diverse than in other questions.
Best Value requires officers to be innovative and creative in decision making and in how they carry out their roles and the organisational culture must be such that senior management of the service must encourage this style of creative thinking. If officers do not feel that they are adequately rewarded or recognised the culture could become such that creativity and innovation is stifled. This would have a negative impact on the implementation of Best Value into PSNI.

Rank

Mean scores for officers in each of the rank categories are largely similar and there is no significance in the responses given by officers in respect of the rank at which they are serving (Table 5-44). This indicates that there is a similar lack of acceptance for the issue that officers are rewarded sufficiently across all levels of the organisation. The impact of Best Value implementation will affect all levels of the organisation and it is interesting that the more senior levels of the service, which will be at the forefront of Best Value reviews and processes, do not feel that there is sufficient reward and recognition for them at the present time. There must be the support for creativity and innovation at all levels of the organisation.

Region

The least accepting region of the fact that police officers are fully rewarded when suggestions are acted upon was that of Headquarters. The mean score for this region was 3.48 (Appendix 8). I found this surprising as I felt that there was a perception amongst operational officers that they were not fully recognised for the work that they carry out, and that Headquarters officers, who were closer to the policy and decision makers would be more effectively recognised for the particular work that they do. The most accepting region for the issue regarding reward and recognition was South, with a mean score of 3.13.

Length of service

The group of officers who were least accepting of the issue regarding effective reward and recognition were those officers with 0 to 5 years service (Appendix
9). The mean score for these officers was 3.67. This is a significant result as these officers would be those most junior in service and clearly they do not feel that their innovation and creativity is adequately rewarded. The danger to the service of this phenomenon is that the culture will develop into one where officers no longer make suggestions or be creative as there will be insufficient reward or recognition for them. These junior officers could be seen as the future of the PSNI in that they generally will have been recruited under the PSNI processes as opposed to having previously been in service in the RUC. To have a service that is apathetic towards encouraging creativity and innovation is a danger, particularly with the demands that Best Value implementation will place on the service in the future.

5. It is right that the Police Service embraces Government initiatives

General

The overall mean score for responses on the issue regarding the embracing by the service of Government initiatives was 3.03. 284 respondents (38.1%) neither agreed nor disagreed with the issue (Table 5-45). This places the overall level of acceptance in the mid range of the Likert scale. This could indicate either that officers have mixed views about Government initiatives and there were equal numbers agreeing and disagreeing with the issue, or they did not sufficiently understand the question. The question was not raised as an issue in terms of the piloting process in that it could not be fully understood.

Rank

The level of rank with the least acceptance of the issue regarding the embracing of Government initiatives by the police service was that of Constables. The mean score for these officers was 3.17 (Table 5-46). Views expressed by Constables were also significantly dispersed across the mean score; the standard deviation score for Constables was 1.05. I was not surprised by the response to this issue by Constables. These officers feel that they should be allowed to get on with their jobs without any interference from outside the service.
The rank of officer that was most accepting was that of Chief Inspector and above. The mean score for these officers was 2.64. This was also unsurprising as officers at this level already engage with political issues and politicians on a regular basis through the Policing Board and the DPP’s. Officers at the senior command team level also have regular contact with Ministers from the Northern Ireland Office (NIO) and the Prime Minister. These senior officers will be held to account for their implementation of Government initiatives and see this as an issue that they have accepted and have already put into practice. The issue for the overall organisational culture of the PSNI is the need for the service to embrace the principles of Best Value and to fully support and implement the changes that it will bring with it. The culture cannot be allowed to negatively impact on Best Value due to a perception that all Government initiatives are bad and must be resisted.

Region

Officers who were least accepting of the need for the service to embrace Government initiatives were attached to Headquarters. The mean score for these officers was 3.08 (Appendix 8). I found this interesting and of concern because officers attached to Headquarters would generally be concerned with strategic and policy making issues and should, if Best Value and other related Government generated initiatives are to be fully and successfully implemented there must be ownership of the issue at this level at the very least.

Length of service

The group of officers who were most accepting of the issue that the police service should embrace Government initiatives were in the 0 to 5 years service category (Appendix 9). I feel that this is a positive indicator for the service in that these officers who are most junior in service were most accepting of the need to embrace change through the introduction of Government initiatives. It is also interesting to draw a comparison with the response of this group of officers towards reward and recognition. This group felt the least accepting that there is
sufficient recognition for suggestions that are made. There should be sufficient reward and support for officers who are prepared to embrace change in this manner. The least accepting officers again fell into the mid service category, with officers of 11 to 15 years and 16 to 20 years having mean scores of 3.11 and 3.12 respectively. The culture of the organisation must not be such that officers in mid service can have a more negative influence on Best Value implementation.

6. Police officers are reluctant to take risks in decision making

General

The general mean score for this question was 3.02. This indicates and mid range overall response indicating that in general terms, respondents were neither in agreement or disagreement with the issue concerning police officers being reluctant to take risks in decision making. The overall standard deviation for the responses was 1.00. This indicates a significant spread of responses to this issue across the mean score. It is interesting that 318 respondents (42.7%) agreed or strongly agreed with the issue that there is a reluctance to take risks in decision-making (Table 5-47)

This is an important issue regarding the implementation of Best Value. Best Value requires that officers be innovative and creative and that they are prepared to take well judged and calculated risks in making decisions about service delivery and the management of the service as a whole. If the organisational culture of the PSNI is such that officers are reluctant to take risks than potential improvements in the quality of policing and the overall governance of the service as a whole will not be realised.

Rank

The level of officer most accepting of the issue that police officers are reluctant to take risks in decision making were Constables. The mean score for officers at this level was 2.93 (Table 5-48). There was a significant spread of responses
across this mean score indicating a diverse range of opinions on the issue. The standard deviation for Constables was 1.32. The results for the three other rank levels were relatively similar, however the mean score for Inspectors was the least accepting of the issue, with a mean score of 3.08. Inspectors form the main middle-management level of supervision of the service and as such may have found difficulty in being in any way critical of their own decision-making capabilities.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving. It is worthy of comment that there were significant standard deviation scores for officers across the regions. The greatest level of dispersion across the mean was 1.36 for officers from North region (Appendix 8). This high level of standard deviation indicates a wider spread of diverse opinion on the issue.

Length of service

The group of officers with the length of service that was most accepting that police officers were reluctant to take risks in decision making were those with 0 to 5 years service (Appendix 9). This is an interesting result bearing in mind that these officers are the most junior in service and will not have had the opportunity for full immersion in the organisational culture. These officers are indicating that they are more accepting that police officers are reluctant to take risks in decision making. This is of concern because as previously stated, Best Value requires a level of controlled and supported risk taking in decision making, yet these most junior officers feel that there is a reluctance to take risks within the service. This may have the effect of discouraging them to be risk takers in the future and may negatively impact on Best Value implementation in the longer term.
7. Providing real value for money is an important challenge for policing

General

The mean score overall for responses given to this question was 2.49. A significant proportion of respondents was in the category of neither agree or disagree. A total of 165 respondents (22.1%) gave this response (Table 5-49). This was an interesting response that could be explained either by the respondents not understanding the question in that they did not fully comprehend what is meant by value for money for policing or they were ambivalent towards this as an important issue for policing. A significant number of respondents, 434 (58.3%) either agreed or strongly agreed that this was an important issue.

Rank

The responses to this issue by rank were not surprising as Constables were the least accepting that providing value for money is an important challenge for policing. The mean score for Constables was 2.82 (Table 5-50). This indicates that officers at this level are not particularly aware of the need for services to be delivered in a value for money way. It also suggests that the challenges Best Value will bring for the service in terms of securing improved value for money and savings through reviews of services will not be fully understood or supported by the organisational culture. The rank of officers that were most accepting was that of Chief Inspector and above. The mean score for this rank was 1.96. It is interesting that the standard deviation for Chief Inspector and above was 0.75. This causes some concern because the range of scores around the mean suggest that there are some diverse opinions on this issue and is Best Value implementation is to be successful there must be a high level of support and ownership on the part of senior management team for value for money issues and challenges.
Region

The most accepting group of officers by region were those attached to Headquarters. The mean score for Headquarters officers was 2.38 (Appendix 8). There was little difference in the responses by the three operational regions. I would have expected Headquarters officers to be the most accepting of this issue due to the general nature of the responsibilities of Headquarters officers in setting service policy and making decisions as to the overall management and governance of the service. With a standard deviation of 1.00 for Headquarters officers there is still a diverse range of views on this issue and as such the service must ensure that all officers, particularly those with a role in setting service policy, have ownership of the importance of value for money in policing.

Length of service

The length of service category where officers were least accepting of the issue regarding value for money in policing was 11 to 15 years (Appendix 9). The mean score for this group was 2.73. There were significant differences in the responses given by this group of officers indicating that their responses were made because of their length of service and not for any other reason. Unsurprisingly, the service category that was most accepting was that of 25 years and above. These officers would be most likely to hold positions of management within the service and as such should be more aware of the need for value for money in the delivery of policing services. There were also significant differences in the responses given by this group of officers indicating that their responses were made because of their length of service and not for any other reason.

8. There is a blame culture in the Police Service

General

The overall mean score for this question was 2.23. This indicates that there were a high proportion of respondents who agreed with the issue that there is a blame
culture in the Police Service. 494 respondents (66.3%) either agreed or strongly agreed with the issue (Table 5-51). This is a significant issue and it highlights the fact that officers feel that they currently operate within an organisation that seeks to apportion blame when decisions or situations go wrong. When the results of the question relating to officers being reluctant to take risks in decision making are taken into account it is clear that the organisational culture of the PSNI currently does not sufficiently support risk takers and the perception amongst officers is that apportioning of blame is an important issue for the service. A total of 318 respondents (42.7%) either agreed or strongly agreed that police officers are reluctant to take risks in decision-making (Table 5-47). While there must be an element of risk management within an organisation such as the PSNI, the opportunities that could be lost through fear of mistakes being made and blame being apportioned could lose the service unique benefits in terms of the improvement of services, partnership working, collaborative enterprises and other Best Value related issues. The issue for the PSNI in terms of the organisational culture is that there must be a more supportive environment for decision makers to make calculated managed risks for the benefit of the service and the wider community.

Rank

The rank of officers least accepting that there was a blame culture in PSNI was that of Constable. The mean score for officers at this level was 2.27 (Table 5-52). The most accepting rank was that of Chief Inspector and above; this rank had a mean score of 2.13. It is not surprising that there was a difference between the mean scores for these rank levels. Constables would perceive themselves as being at the ‘sharp-end’ of policing and that they are required to make on the spot decisions in difficult circumstances. Officers at this level are required to take responsibility for their own actions but often face the criticism of more senior officers who have at their power the ability to initiate discipline investigations if required. There must be a culture within PSNI where honest mistakes are not punished, but that support and guidance is provided and that junior officers feel able to take the risks that Best Value requires from them without fear of an excessive blame and recrimination.
Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

The group of officers who were the least accepting that there was a blame culture in the police service were those with 0 to 5 years service (Appendix 9). The mean score for this group was 2.44. With a standard deviation of 1.31, this indicates that there was a range of views expressed by officers at this level across the mean score. The group of officers who were most accepting that there was a blame culture in existence was that of 11 to 15 years. The mean score for this group was 2.10. It is of concern that again this mid-range service group feel that there is a blame culture in the service. In terms of the organisational culture of the service, this will mean that they will be much less likely to take risks or to be innovative in case the organisation has a need to challenge what they did or why they did it. This culture is not healthy in terms of Best Value implementation and officers in mid range of service must be encouraged to take ownership of Best Value and to use their creativity and to take measured risks for the benefit of the service.

9. *Concentration on management tools leads to a loss of the realities of policing*

General

The general mean score for this question was 2.10. This indicates that there is a significant level of acceptance with the issue concerning the concentration on management tools. 517 respondents (69.4%) indicated that they agreed or strongly agreed with this issue (Table 5-53). Best value requires that the service use management models to assess and review its structures and services. Respondents clearly accept the issue that concentration on management tools and
theoretical models and processes will lead to a loss in the realities of the delivery of policing on a daily basis. The organisational culture of officers in PSNI will negatively impact on the use of management tools and theories if they are used excessively or to the exclusion of the views and opinions of officers. The overall mean score relating to the issue concerning the importance of seeking out officer’s views to draw on their knowledge and experience was 1.52. This indicates that officers recognise the importance of their views being sought and considered in the overall context of this question, which relates to the use of management tools to build the theoretical underpinning for processes and change in the service.

Rank

The rank level at which officers were most accepting of the issue concerning concentration on management tools was that of Constable. The mean score for Constables was 1.84 (Table 5-54). The rank least accepting of the issue was Chief Inspectors and above, who had a mean score of 2.65. These is not a surprising result as Chief Inspectors and above are most likely to be required to use management tools and theories while Constables will generally have little background knowledge of the issues involved and the organisational culture at that level will be to dismiss these practices and theories as irrelevant to them as they complete their day to day duties. There was a significant difference in the responses given by all ranks, indicating that their responses were due to the rank that they held and not because of some other factor. The PSNI must generate an organisational culture that supports the use of management theories and models but that all officers feel that their views and opinions are sought and valued by the senior management.

Region

It was not surprising that the region that least accepted the issue that concentration on management tools leads to a loss of the realities of policing was that of Headquarters. Officers at this level of the service are more likely to be engaged in devising service policy and setting strategy so it is natural that there
will be a greater awareness of the use and importance of management tools for the service (Appendix 8).

Length of service

Officers at the 25 years or more service level were least accepting of the issue concerning the concentration on management tools. Somewhat surprisingly, officers with 6 to 10 years service were the most accepting, with a mean score of 1.95 (Appendix 9). They were closely followed by those with 0 to 5 years, who had a mean score of 1.98. This may be due to a lack of awareness on the part of these officers, however there was a general level of acceptance that this was the case across all length of service categories.

Summary

I believe that the organisational culture of the PSNI will have a negative impact on the competition aspect of Best Value. There are a number of key areas where the research has identified that the organisational culture is already impacting in a negative way in respect of competition issues and will do so further in the future. The service must discourage practices such as ‘empire building’ and must address the impact of the organisational culture on officers who actively or passively resist change.

The issue of the lack of measured risk taking must also be addressed. The organisational culture must be such that managed risk taking is supported and genuine honest mistakes are supported and the eradication of the blame culture that officers perceive exists at present be made a priority. Officers who are successful with their risk taking and who show creativity and innovation in accordance with Best Value must be supported and rewarded and a culture created that encourages this ethos further.

I therefore conclude that the null hypothesis can be rejected. Police officers do not accept the need to embrace fair competition as a means of securing efficient and effective services.
Collaboration

Null Hypothesis

- The organisational culture of the PSNI will not have a negative impact on police officers acceptance of the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs.

This null hypothesis is focused on the collaboration aspect of Best Value. Collaboration is one of the main 5 ‘C’ components of Best Value that are outlined in Chapter Two of this thesis. The null hypothesis is based on the hypothesis that the organisational culture of the PSNI will have a negative impact on the acceptance by police officers in the PSNI of the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs. For the purposes of this study the hypothesis was turned into a null hypothesis and was explored directly in the questionnaire research.

The nine key questions relating to collaboration were:

1. The Government must intervene to tackle failures in Police Services.
2. The Police Service must seek to continuously improve its performance.
3. The Police Service must only review services as often as required by Government.
4. The Police Service must consider procuring its services from third parties.
5. Making best use of resources must be considered when assessing performance against the policing plan.

Interpretation of results

1. The Government must intervene to tackle failures in Police Services.
General

The general mean score for this question was 3.11. This indicates that there was an overall response more inclined towards disagreement with the issue that the Government must intervene to tackle failures in Police Services. 219 respondents (29.4%) indicated that they neither agreed nor disagreed with the issue (Table 5-55). This may be due to the fact that they failed to understand the issue posed in the question, or that they were ambivalent towards the role of Government in intervening with respect to policing services. A significant proportion of respondents, 280 (37.6%) disagreed or strongly disagreed with the issue. This response is the cause for some concern as there is clearly a lack of willingness on the part of officers to countenance the Government intervening even if failures in services are evident. This will always have been a difficult issue for PSNI, given the history of the service through RUC days when there was always an overtly political aspect to policing in times of turmoil and terrorism. Officers must recognise that there must be responsibility held on the part of senior politicians to intervene to challenge the performance of police services if that service is clearly not addressing the needs of the community.

Rank

The most accepting rank in terms of Government intervention in failed police services was that of Chief Inspector and above. The mean score for this level of rank was 2.80 (Table 5-56). The standard deviation for this rank was 1.09, indicating that while the mean score was 2.80 and on the agree side of the midpoint of the scale, there was a relatively wide variety of responses and views across the mean. The least accepting rank was that of Constable, which had a mean score of 3.30 and a standard deviation of 1.11. This indicates that this level of officer generally does not agree with Government intervention. This is an issue in terms of education of officers into Best Value principles so that officers fully understand how Best Value works and the processes and rationale for Government to consider intervening in a failing service and what the longer-term implications for that would be.
Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

The most accepting group of officers was that with 25 years or more years service. The mean score for this group was 2.88 (Appendix 9). The group with the least acceptance that there should be Government intervention in failing services was that of officers with 11 to 15 years service. The mean score for this group was 3.22. This again indicates that the mid-range service group has the greatest level of disagreement with an aspect of Best Value. The organisational culture that exists at this level of the PSNI must be addressed so that there is no particular negative influence on Best Value implementation. This can be achieved through education and awareness raising throughout the service but with a particular focus on key ranks and service levels.

2. The Police Service must seek to continuously improve its performance.

General

The overall mean score for this question was 1.87. This indicates a generally positive response by officers to the need for the police service to continuously improve its performance. 646 respondents (86.7%) either agreed or strongly agreed that the service should seek to improve performance on a continuous basis (Table 5-57). This suggests that there is recognition on behalf of the service that there must be a greater ethos on performance and performance management if the service is to continue to improve. Throughout the period of the ‘Troubles’ there was little emphasis on performance issues and on holding local police commanders and Department heads to account. That has now changed and it would appear though the high level of agreement with this issue that officers

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have generally risen to the challenge and have embraced continuous improvement.

Rank

The rank of officers most accepting of the need for continuous improvement of performance is that of Chief Inspector and above. The mean score for this rank was 1.82 (Table 5-58). With a relatively small standard deviation of 0.74 this suggests a closer spread of responses around the mean than for other questions, and indicates a greater level of agreement than might be the case with a more diverse spread of responses around the mean.

The rank with the lowest level of acceptance was that of Constable. The mean score for Constables was 1.93. This is not a surprising result, given the nature of the work completed by officers at this level. Constables fulfil the operational response and neighbourhood policing functions as well as more minor roles within Headquarters Departments. These officers will feel that they have little input on influence on the performance improvement issues affecting their District or Department. Best Value requires that all officers are aware of the importance of continuous improvement and that they are all encouraged to play their part in driving standards up. The organisational culture must support this ethos by all officers irrespective of their rank or role.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

Officers that were most accepting of the need to continuously improve performance were those who had served for 0 to 5 years (Appendix 9). The mean score for this group of officers was 1.74. It is interesting to note that the
next highest group of officers in the 6 to 10 years service category had a mean score of 1.90, the second highest of all lengths of service groups. It is important that the organisational culture continues to support officers to be aware of performance improvement issues throughout their service. The most junior officers will often have an enthusiastic, objective and positive approach to issues such as this when they are new to the service. Immersion in the organisational culture should not be a source of discouragement for these officers.

3. *The Police Service must only review services as often as required by Government.*

**General**

The overall mean score for responses to this question was 3.80. This indicates that there is a broad level of disagreement with the issue that services should only be reviewed as often as Government requires. This is a positive response for the service as I believe that it recognises the need for the PSNI to be actively involved in reviewing its services irrespective of the role or involvement of Government in the police service. 539 respondents (72.4%) either disagreed or strongly disagreed with the issue (Table 5-59). This emphasises the level of support there appears to be for on going service review.

**Rank**

The level of rank that was most accepting of the need to only review services when required was that of Constable. The mean score for this level was 3.70 (Table 5-60). This indicates that Constables do not support the need for reviews to take place outside of Government intervention. This is not a surprising result, given the complex and ‘managerial’ nature of the issue and the fact that Constables would generally see themselves as not involved in such considerations that they perceive are at a more strategic level. The least accepting rank was that of Chief Inspector and above. Officers at this level disagree with the fact that services should only be reviewed when Governments require. This is again unsurprising, given the fact that officers at this level are
generally dealing with strategic issues concerning service reviews and performance improvement.

Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

Levels of acceptance amongst the length of service groups for this issue are largely similar, however the least accepting of the issue that services must only be reviewed when required by Government was Chief Inspectors and above. The mean score for this group was 3.87 (Appendix 9). The most accepting group with respect to this issue were those officers with 16 to 20 years (mean score 3.73) and 11 to 15 years (mean score 3.76). This indicates that officers in mid-service are more accepting of the issue regarding the review of services only being necessary as required by Government. This is an issue for the service as there must be a clear awareness on behalf of all officers as to why, when and how services should be reviewed. The service should have a culture where ongoing self-generated reviews are considered to be best practice and are fully supported by all officers.

4. The Police Service must consider procuring its services from third parties

General

The overall mean score for this question was 2.74. This indicates that responses were, on average, on the agree side of the mid-point, however with an overall standard deviation of 1.02, there was a relatively wide spread of responses across the mean score. 239 respondents (32.1%) neither agreed or disagreed with the issue in the question (Table 5-61). This could be due to the fact that they were ambivalent about the issue, but may also be due to the wording of the question.
which was quite ‘managerial’ in nature, and respondents may not have fully understood what ‘third parties’ were.

Rank

The rank of officers that was most accepting of the issue that the police service must consider procuring its services from third parties was, unsurprisingly that of Chief Inspector and above. The mean score for this group of officers was 2.15 (Table 5-62). The least accepting was that of Constable. The mean score for Constables was 2.96. I was unsurprised by the results due to the nature of the issue, which I have already conceded was ‘managerial’ in nature and might have confused some officers not at Chief Inspector level. There are significant differences in the responses given by officers across all four ranks, so I am confident that I can assume that rank is a factor in the responses given by officers to the question and I can deduce that Constables are not positive about the procuring of resources through third parties. The culture of PSNI must allow consideration of procurement of services from outside the organisation. Best Value demands that managers secure the most effective and efficient services for their organisation and this will include consideration being given to areas of supply that might not have been possible during the ‘Troubles’.

Region

The region that was most accepting of this issue was that of Headquarters. The mean score for this group was 2.67 (Appendix 8). The least accepting region was that of South, which had a mean score of 2.93. Levels of standard deviation were relatively similar and overall the influence of region on officer’s responses was not significant.

Length of service

The group of officers most accepting of the need for consideration of third party procurement of service was that of 0 to 5 years service (Appendix 9). The mean score for this group was 2.60. The least accepting was that of the 21 to 25 years
category. The mean score for this group of officers was 2.84. Levels of standard deviation were also relatively high across all the service ranges, indicating that there was a wider spread of responses across the mean than was the case for other questions and issues. This suggests that there was a broader range of views expressed with regard to this issue and that officers longer in service were least accepting of this issue and as such might impact on the implementation of Best Value in this area if the organisational culture was not addressed.

5. Making best use of resources must be considered when assessing performance against the Policing plan.

General

The mean score for respondents to this question was 1.92. This indicates that there is a general level of agreement with the issue concerning best use of resources and the Policing plan. 630 respondents (84.6%) indicated that they either agreed or strongly agreed with the issue in the question (Table 5-63).

Rank

The rank of officers with the greatest level of acceptance of this issue was Chief Inspector and above. The mean score for this group of officers was 1.72 (Table 5-64). With a standard deviation of 0.71, there was a smaller dispersion of responses around the mean emphasising the overall positive nature of approach to this issue. The rank of officers that was least accepting of this issue was that of Constables. The mean score for this rank was 2.06, however with a standard deviation of 0.73, the range of responses is relatively small and is also generally positive in nature. There were significant differences in the responses given by Constables, Sergeants and Chief Inspectors and above for this issue. This indicates that responses were made as a result of the rank of the respondent and not for any other factor.
Region

Mean scores for officers serving in the regions within the service are largely similar and there is no significance in the responses given by officers in respect of the region in which they are serving (Appendix 8).

Length of service

The three lengths of service categories that were least accepting of the issue in the question regarding best use of resources were 0 to 5 years service (mean score 2.00), 6 to 10 years service (mean score 1.95) and 11 to 15 years service (mean score 1.95) (Appendix 9). This indicates that those office most junior in service and those who are in mid service while agreeing in a largely positive way with the issue were not as positive as those officers who were longer in service. It is encouraging that overall the levels of acceptance are high for the need for best use of resources to be considered when assessing performance against the Policing plan. The Policing Plan must not sit in isolation from issues such as resource use and all officers must be aware of the connection so that the culture of PSNI can support officers to take ownership of this issue and of the Policing Plan in general.

Summary

I believe that the organisational culture of the PSNI will have a negative impact on the collaboration aspect of Best Value. This component of Best Value was the most difficult to come to a final judgement about, as there were issues surrounding collaboration that did not attract the same degree of negativity as others. The service in general appears to be willing to engage in a continuous improvement process. This is encouraging in terms of the organisational culture, as it signifies that officers are willing to improve the service that they provide and to engage with management to bring this about. Also positive were the aspects of reviewing services more often that required by Government and making the best use of resources. This indicates that officers are generally supportive of these ‘business’ aspects of policing.
Where I do have reservations relates to the negativity surrounding the issue of Government intervention in tackling failures in police services. This indicates that officers are generally not supportive of Government officials intervening on behalf of the public to tackle failures. Best Value is an initiative constructed by Government to ensure that services are provided efficiently and effectively. The negativity towards intervention may indicate that the organisational culture would oppose intervention and as such would allow failing services to continue. This must be addressed if Best Value is to be successfully implemented into PSNI. This may be an issue for the education of officers into why and how intervention would take place.

I therefore conclude that the null hypothesis can be rejected. Police officers do not accept the need to have collaboration to work across organisational boundaries to deliver services that are shaped around user needs.

**Text Box and Semi-structured interview responses**

In this Chapter I have provided a detailed interpretation of the questionnaire results. I will now provide an interpretation of the results from the text box responses and the semi-structured interviews. In order to do this I have brought together the issues from the text box responses provided in Table 5-65 and the clustered responses outlined in Table 5-66. This process involved examining the issues contained in both tables and bringing together similar and related matters into one table:
Once the examination and interpretation of the issues has been completed, I will outline the relevant ‘constructs’ arising from the interpretation that will be carried forward to the model building process that will be outlined later in this Chapter. In this process, I will embed the model construction in the results and interpretation obtained from the research. References will be made to the results from the research. The New Oxford Dictionary of English defines a construct as:

“...an idea or theory containing conceptual elements...from Latin...‘heaped together, built.’”

(Pearsall 2001:394)

It is through the use of constructs that I intend to formulate a strategy for Best Value implementation. These constructs will come together to build a model that will be practical in nature. For some of the issues in the model, more than one construct may apply. A complete list of constructs is at Appendix 7.

Public needs and consultation

- Public needs
The responses relating to this issue highlighted reluctance by some respondents to fully embrace the importance of the police service being responsive to public needs. Several comments related to the current political situation in Northern Ireland, where paramilitary groups from both sides of the divide still exerted authority over their areas. Officers indicated that they did not feel that it was appropriate to engage with community leaders from these areas (p243).

There should be additional support for officers who are working in more difficult areas to effectively develop effective partnerships with local people and opinion formers. Senior managers in PSNI should make it clear that this activity has the support and encouragement of the organisation. This support should be embedded into PSNI policies and procedures, and officers should be held to account for their performance in this area.

**Construct: 1**

*The organisational culture must support officers’ engagement with communities including those in difficult areas. This should be brought about by effective leadership in those areas, with additional support and training to enable officers to fulfil their responsibilities.*

- Public consultation

The responses in respect of public consultation centred on officers concern that there should not be full consultation with the communities and that local people should not have a degree of control over policing issues. This lack of commitment evidenced in these responses causes concern as it alludes to the existence of an organisational culture that does not see consultation as important and that police officers alone should decide in what direction police policy should go. Best Value requires that there is effective and meaningful consultation with local communities, and that police officers recognise its importance and are willing to support the consultation and to value the results that come from it.
The organisational culture must support effective consultation with communities in all areas in Northern Ireland. This should be brought about by effective leadership, and with appropriate support and training as required.

Political interference in policing

The issues regarding the influence that politicians have or should have in policing were those that generated the greatest level of responses in both the text box and semi-structured interviews. The majority of officers were against politicians or Government officials having any say or influence on how policing services are delivered. In particular, the political situation in Northern Ireland was of concern to officers, who saw the lack of political stability as an obstacle to greater involvement of politicians in deciding how services are delivered (p246).

There were a significant number of officers who referred back to the ‘Troubles’ and related the lack of progress on political development to the situation that they were facing ‘on the ground’ within their particular communities. Officers felt that the motives of politicians in local communities were questionable and that there would be a lack of objectivity on the part of some politicians who would try and use the PSNI as a political ‘football’ for their own ends. There was a widely held view that policing decisions should be made by the police alone, as they have the necessary skills and experience to be able to make the important decisions regarding service delivery without necessarily referring the matter to local political representatives.

One of the recurring themes in the responses regarding the issue of political interference in policing I believe stem from the way that policing had to develop throughout the ‘Troubles’. During this time, politics was in a perpetual state of turmoil and there was little stability in terms of Government involvement in Northern Ireland. The affairs of Northern Ireland were run by means of Direct Rule, with decisions being taken by Government Ministers in Westminster and imposed on the local administrative departments. The responses from officers
indicates that there is an absence of trust in local politicians in particular; during the ‘Troubles’, police officers often felt that they were unfairly criticised by local politicians, and that they were left in the middle of a political vacuum to keep both opposing sides of the community apart. The organisational culture of the PSNI has developed from this political instability and with it has come a lack of trust of politicians in general. It will take time for trust to develop.

**Construct: 3**

*The organisational culture must support effective engagement between senior managers in the police service and local politicians.*

**Construct: 4**

*Police officers should receive information regarding Best Value that explains why it has been introduced and how it will impact them in the way that they fulfil their roles and responsibilities.*

**Current culture- an insight**

- Culture and cultural change

A number of respondents provided specific comments relating to the current organisational culture of PSNI (p.248). Comments made by respondents reflected back to the past when policing in Northern Ireland was dominated by the ‘Troubles’ and when the main focus of police officers was not the quality of the service that they were delivering, but trying to keep safe while providing a level of service that was generally acceptable to senior officers and was as professional as could be achieved, given the circumstances.

A number of officers took the opportunity to include comments in the text box portion of the questionnaire that highlighted their complete objection to Best Value (p.248, 249). Similar comments alluded to what they perceived as poor management by their supervisors and the organisation as a whole. Several indicated that they were disgusted with the current direction that the organisation was going in with regard to increasing community engagement and questioned
the motives of senior officers who were leading the service in this particular direction. Interestingly, several respondents questioned my own motives as a researcher, offering comments that reflected their frustration about a study they perceived as a waste of time and resources, and that was more about me furthering my own career at the expense of front-line policing (p249).

Many respondents recognised that policing in Northern Ireland had developed through a difficult period and that there needed to be aspects of the culture changed in order to move policing forward in accordance with initiatives and developments such as Best Value (p266). A number of officers indicated that there was a need for an action plan to be developed in order to bring forward the cultural changes that are required. Any changes that are required must be communicated effectively to all officers and support staff. Some officers highlighted that the current change process had already brought immense pressure on individual officers and the organisation as a whole.

It is evident from the research that there will be an impact on the implementation of Best Value from the current organisational culture. Officers have highlighted the need for the culture to change in order to bring about successful implementation of Best Value. In this Chapter a number of constructs are identified that will need to be addressed if cultural change is to take place. It is important that the constructs are brought together into the Model that has been selected to assist with the implementation of Best Value into PSNI and that the process is effectively managed and progress reviewed through the use of action plans.

**Construct: 5**

*There must be specific and effective long-term management of the Best Value implementation plan arising from this research.*

- Best Value

There were a number of officers who used the text box or the semi-structured interview to voice their opinions regarding Best Value (p251). The comments
that were made were in some cases not as negative as I would have anticipated and suggests that amongst some officers there is an acceptance that Best Value has a place in the management of policing in Northern Ireland. Comments highlighted current deficiencies in the management of issues such as Best Value, where insufficient weight and importance was placed on Best Value issues by officers at all levels of the organisation (p261). Several officers indicated that they felt that current management practices were outdated and were developed during a period of time where the ‘Troubles’ were a greater influence on policing than the issue of ensuring a high quality of service delivery to communities.

Other officers voiced concern that Best Value was doomed to failure because of the nature of what it required from the service and the lack of motivation there would be amongst rank and file officers to embrace the changes required to make the implementation a success. Officers cited the continuous change that the organisation was required to go through, as a reason why further change brought about by Best Value implementation would not be successful. Officers indicated that they were not interested in undergoing further change of this nature, when they could see no reason why it was required (p261). Best Value was seen as a political exercise, brought about by a Government that was keen to promote its interests and to develop initiatives that were perceived as being the latest fashion.

There is a need for all officers to take ownership of Best Value if it is to be successfully implemented. The organisational culture must support Best Value and officers at all levels of the organisation need to know and understand the rationale behind Best Value and realise that they have a part to play in taking forward the requirements under the relevant legislation. Construct 4 refers to the need for effective information to be made available to all ranks concerning Best Value. This must have a focus on the needs of individual ranks and levels within PSNI to ensure that the appropriate level of knowledge exists throughout the service.

**Construct: 6**

*Information that is provided to officers about Best Value must be role and rank specific, to ensure that the appropriate amount and level of information*
- Risk taking and a blame culture

One of the areas that the research focused on related to the existence of a blame culture within PSNI, where the current organisational culture was such that officers taking calculated and measured risk were not supported (p259). This centred on the situations where mistakes were made and where there was any adverse impact on the organisation, someone had to be ‘blamed’ for what had occurred. The early research carried out through the questionnaire, highlighted that a large proportion of those who responded (66%) either agreed or strongly agreed that a blame culture existed in the police service.

Similarly, the responses to the question relating to whether or not police officers are reluctant to take risks in decision making indicates that risk taking is not widely exercised. 43.6% of respondents to the questionnaire indicated that they agreed or strongly agreed that police officers are reluctant to take risks in decision-making.

When one combines these two issues, i.e. the existence of a blame culture allied with a reluctance on the part of police officers to take risks, there would appear to be evidence of an organisational culture that is risk averse, and where officers are less inclined to be creative and innovative in decision making because of a fear that they will be blamed for their decisions when things do not turn out as well as they had expected (p259). Part of the reason for this may lie in the development of policing over the last 30 years, where difficult situations had to be managed, and where a wrong decision may have had catastrophic consequences for officers and the service in general. This may have led to the development of management practices that are conservative in nature and where senior managers do not actively encourage their officers to think or act in a creative way, or to take calculated risks that could have potential benefits for the service and for service delivery because of a fear of being held to account in an over aggressive or overbearing way. Officers at a junior level also highlighted in their responses their perception that senior officers are less willing to take risks.
or to let others under their command do so, because of their longer term fears of their own careers being adversely affected.

What is clear from the information gleaned in the Literature Review in Chapter Two is that officers and managers must be able to be creative and to make decisions that have an element of risk if the service delivery is to improve and if the main tenets of Best Value are to be fulfilled. What Best Value seeks to eradicate is a blame culture ethos where managers that are afraid of failure stifle creative staff and where all officers are empowered and supported to make decisions that have an element of calculated and assessed risk. It is through such supported risk taking that step changes can be made in the improvements in service delivery that are demanded by Best Value.

_Construct: 7_

The organisational culture must support appropriate risk taking by officers and the blame culture should be eradicated.

_Construct: 8_

The Mission, Operating Principles and Vision of the PSNI must reflect the need for creative and innovative officers who engage in appropriate risk taking to be encouraged and supported by the organisation.

Internal communication issues

- Internal communication

There were a number of officers who reflected on the lack of information that had been made available to officers about Best Value and what it meant for PSNI. It is evident that there has been a lack of material provided to officers at all levels within the organisation (p249, 250). It should be borne in mind that PSNI is an organisation that has gone through change over a period of 3-4 years and that the change experienced in this time has been of immense magnitude. Senior managers in PSNI have needed to be careful about the amount of information that they have made available to officers, bearing in mind that the
major changes being brought about by the Patten Report into policing in Northern Ireland were the top priority for PSNI as well as Government.

Officers also expressed their support for a process of internal consultation that effectively drew upon their knowledge and experience when issues were being considered by senior management. 711 respondents (95.4%) agreed or strongly agreed that it is important for the police service to seek officer’s views in order to draw upon their knowledge and experience. Internal communication must be viewed as a two way process where information can be shared from the bottom up and where officers feel that they are valued enough to have their views sought, considered, and taken into account.

The evidence from the research has also been unequivocal in terms of how inadequately informed officers felt that they were with regard to Best Value (p265). The requirements placed on the service to embrace the principles of Best Value are of such importance that all officers must be made fully aware of the requirements placed on them and are given the appropriate level of information in order to achieve this aim. Construct 6 outlines the importance of information being provided that is relevant and sufficient to enable officers to fully understand what Best Value is, what it means to them and how they can take ownership of the issues raised. What is also important is the longer-term support that officers engaging with Best Value will require (p266). The current organisational culture will not support the implementation of Best Value unless information is provided to officers as outlined and the ethos of Best Value is supported through sufficient internal communication structures and processes.

**Construct: 9**

*The longer-term success of Best Value implementation must be supported through the construction of an internal communication strategy. This must provide the necessary information and guidance to officers to allay fears and concerns, and to build up confidence in Best Value as a means for improving service delivery.*

- Reward and recognition
During the completion of this research, many officers reflected on the issue of reward and recognition of officers who demonstrate creativity or who have a positive impact on improving the quality of service delivered to communities in Northern Ireland. The widely held view amongst officers was that the service did not adequately reward or recognise good work. The current system of recognising such work was described as inadequate and unwieldy and was not fit for purpose for an organisation that was seeking to develop Best Value processes (p263).

Many respondents made the link between this issue and that of the reluctance by officers to take risks and on the existence of a blame culture. There is a need for officers to think and act creatively and for them to be adequately rewarded for what they have achieved. Officers indicated that they were apathetic towards thinking and acting in this way because the service did not fully recognise nor value what they had done.

The questionnaire research also added emphasis to the importance to officers of reward and recognition. Officers were asked if they felt that if they come up with suggestions, they will be fully acted upon and rewarded. 371 respondents (49.8%) indicated that they did not agree that officers come up with suggestions they will be fully acted upon and rewarded. This result suggests a lack of confidence in the current process that could be having a negative impact on how officers view whether or not they should be creative and ‘go the extra mile’ in how they fulfil their roles and responsibilities. This could be sustaining an organisational culture that does not encourage officers to think positively in this way.

In terms of the organisational culture, this was also seen as a real deterrent for officers to be innovative, to take a risk and to try and bring about the types of changes that Best Value requires. Best Value implementation must be supported by an organisational culture that generates an open, supportive and successful environment where officers are encouraged to think big and take on challenges in the knowledge that their efforts will be recognised in a sufficient and timely way.
Once the culture begins to drive this type of thinking, then other officers will be encouraged to take on other challenges and as such the entire service can benefit across a range of issues.

**Construct: 10**

*A fundamental review of the PSNI reward and recognition process is required to ensure that officers are effectively encouraged and supported to bring about the changes in service delivery that Best Value requires.*

**Leadership and management**

- **Leadership**

The issue of leadership was raised by respondents who highlighted a perception that levels of leadership within PSNI were not as high as they could and should be. While caution must be exercised in interpreting the views of anonymous officers who may have long standing negative issues with their line managers, there is a sense that officers across the spectrum had concerns about the levels of professionalism amongst leaders in the service (p261). Concerns reflected the view that in some occasions managers were ill prepared to take on their leadership responsibilities, and might have been too focused on ‘managing’ and not spending sufficient time on exercising leadership with the officers under their command (p250).

While there has been leadership training offered by PSNI to its managers, it is essential that this training that is being provided is sufficient to address the needs of Best Value and is specifically designed to meet the leadership needs of officers in PSNI. It is crucially important to the successful implementation of Best Value that appropriate officers demonstrate clear and unambiguous leadership and they are adequately trained and supported to carry this out. This will help in addressing any negative impact that the organisational culture may have on Best Value implementation.
Construct: 11

Managers within PSNI must be given leadership training that is specifically designed to meet the needs and requirements of Best Value. This should include training that provides an awareness of organisational culture and its effects.

- Accountability and appraisal of managers

The PSNI has become a highly accountable police service. This accountability is exercised through a range of organisations such as the Policing Board, District Policing Partnership (DPP) and the Office of the Oversight Commissioner (OOC). A number of officers voiced their concerns about the lack of accountability of managers in the service; where a budget has had to be managed or where policy decisions are taken that effect the service as a whole. Several officers made reference to their own experiences where 'bad' managers were seen as poor role models for junior officers and where these managers were never sufficiently held to account for ill judged and reckless decisions that they had made (p261). This issue can be viewed in the context of the existence of a blame culture, where officers felt that any officer making a wrong decision would be unfairly criticised for their actions. Officers who considered this issue did make the distinction between a decision that was recklessly made and a decision that was honestly made and where clear thought and consideration had gone into the decision making process.

The organisational culture of PSNI must be changed in order to address the issue of a blame culture, and this has been discussed earlier in this Chapter. What there must also be is an adequate, open and transparent process that allows for incompetent or unmotivated officers to be appropriately held to account and to be proportionately dealt with by their line management for their actions. This would help to support officers who do exercise sensible and creative management but who see their peers, who are less inclined towards issues relating to Best Value, getting away with sub standard performance.
These views were also expressed in terms of the appraisal of officers (p265). The current appraisal system was viewed as being insufficient to encourage behaviours that added to the performance of the service. The view was expressed that the appraisal of officers lacked any real credibility and did not provide any encouragement to officers who worked hard and achieved benefits for the service. This was seen as an obstacle to the development of a culture that would support and encourage Best Value implementation.

There must be a system adopted that effectively challenges poor performance, where mediocrity is not seen as acceptable and where lazy and incompetent officers are managed and encouraged to improve what they deliver, but in a way that does not add weight to the blame culture that currently exists within PSNI.

Construct: 12

*There must be a review of current accountability and appraisal mechanisms for officers who do not exercise due diligence and professionalism when exercising their responsibilities with regard to Best Value.*

- Mentoring and officer development

There were a number of officers who highlighted that they felt unsupported and undervalued by the organisation. The lack of support related to their day-to-day duties, as well as to the valuing of their opinions, concerns and aspirations. Officers indicated that the undervaluing of their efforts contributed to the sense of frustration that they felt when issues relating to Best Value were raised with them (p266). Best Value places a requirement on officers to be creative and to think in new ways as to how policing services can be delivered. Officers felt that this would be a difficult ethos to encourage, given the existence of an organisational culture that tended to stifle innovation and discourage new ways of thinking.

A view was expressed through the research that the PSNI does not adequately support and encourage officers to have an ethos of continuous development (p267). Those officers in the early stages of their police careers are developed
through the completion of a development programme, where skills and competencies are assessed, and any ‘gaps’ in these areas are identified and addressed through suitable intervention such as training or feedback. This lack of emphasis on development was viewed by some officers as a negative influence on the motivation and interest of officers and had led to the creation over a period of time of an organisational culture that did not value development or training in general.

**Construct: 13**

*PSNI should consider introducing a process of continuous development for officers that allows for competence and skills improvement to be given a higher priority and provides officers with the appropriate level of support and training.*

One of the ways that officers felt they could be supported and encouraged more was through a system of mentoring for officers and managers. This system would provide on the job assistance and guidance for officers and would allow them to identify areas of weakness, acknowledge good work that had been done and plan for future development. Officers could be supported by creating a network of personnel who had developed a high level of competency in Best Value and who would be in a position to pass on their knowledge and experience to others, who were also required to carry forward Best Value changes. In this way a culture could be developed that supported officers who were in the key Best Value positions within the service. This would generate a momentum in support of Best Value that would allow for a new culture to be established that would be ‘championed’ by those who were mentoring colleagues or by those who were developing their level of competence with the appropriate assistance.

**Construct: 14**

*PSNI should create a mentoring process for officers who have responsibility to take forward Best Value within the service. This would assist in the development of a supportive organisational culture and improve overall managerial competence.*
There was also recognition that there were lessons to be learnt from the experiences of other public sector organisations such as the Health Service or Local Government. The organisational culture has, particularly through the years of the ‘Troubles’ led to the PSNI having an insular approach, and being less willing to look outside the organisation to seek support or guidance. There is no doubt that the implementation of Best Value in other organisations has led to the development of practices and procedures that could be examined by PSNI to ensure that lessons are learnt, and that the transition in attitudes and behaviours towards Best Value is as seamless and effective as possible. Managers within PSNI should look to other organisations to improve its own professional practices with regard to Best Value. This would be a unique opportunity for the service to create a more progressive ethos that would allow officers to build on their own competencies and experiences and to allow for managers from these potential partner organisations to learn from the police service and to begin the process of collaboration and co-operation.

*Construct: 15*

*PSNI should be proactive in forging links and alliances with other public sector organisations. This would assist in the development of the managerial professionalism of officers, and to create opportunities for collaboration and partnership working.*

Performance

- Performance culture

Police services throughout the United Kingdom are becoming more and more accountable in terms of their performance. The service on the mainland has by and large embraced the need for performance to be measured and for Chief Constables to be held personally to account for how their forces have performed. This emphasis on performance has permeated all levels of the service and where District Commanders are accountable for the performance of their respective Districts, they in turn hold managers and individual officers to account for their contribution to what has been achieved.
The organisational culture must be such that an emphasis on performance is accepted and officers are supported in ensuring that they play a full part in achieving set targets and objectives. Where the culture is not positive towards performance, officers lack the necessary motivation to succeed, and they have little interest in what they have achieved and how they can do better. In the case of PSNI, the ‘Troubles’ has led to reluctance by some to fully embrace the issue of performance management and accountability.

During the course of the research officers indicated their frustration with the introduction of performance measures (p269). The feeling was expressed that performance measurement had become an obsession with managers and that it served only to detract them from doing the job to the best of their ability. Some officers highlighted the difficulty as they saw it of setting targets that were meaningful or realistic in any way (p252). This negativity was not surprising, given the lack of effective measurement of performance that there has been within policing in Northern Ireland over a number of years. The view was clearly expressed that performance was not the problem for officers on the ground and that they should not be measured in any way at all.

It is evident from the research that there is not a sufficient performance culture within PSNI and that officers do not see the relevance or importance of having their performance measured or of them being held to account. Other officers gave the view that performance was an important issue that needed to be resolved if a performance culture was to be developed and Best Value principles to be fully implemented.

**Construct: 16**

*A performance culture must be developed within PSNI. This should be taken forward through the development of a corporate level performance management system that allows all officers have their performance developed and held to account for what they contribute to achieving District and organisational goals.*
Comparing PSNI with other organisations

There was evidence in the research that officers do support the ideal of comparing the services PSNI provides with others. 48.1% of respondents to the questionnaire indicated that they agreed or strongly agreed that the performance of the service must be compared with others across a range of indicators.

While there was evidence of agreement with the need for comparison, I ascertained that officers disagreed with PSNI being directly compared to other police services of comparable size and structure on the mainland (p263). The unique style of policing that is carried out in Northern Ireland was cited as the reason why officers did not support comparison. Officers did not accept that there were any similarities with police services in the United Kingdom and indicated that Northern Ireland should never be compared with other police services for that reason (p253). The suggestion that PSNI service delivery could be compared with other public sector organisations was also rejected by officers who were of the opinion that policing bore absolutely no comparison with any other service and that as such comparison was not a consideration (p264).

The requirements of Best Value are implicit in that there must be effective comparison with other services. Having PSNI compared with other police services on the mainland seems to be a pre-requisite for Best Value implementation and officers and managers within PSNI who wish to exercise the level of openness, creativity and innovation that Best Value requires will want to have their service delivery standards compared with appropriate organisations outside of policing. The organisational culture must not be such that effective comparison is discouraged. The route to successful Best Value implementation must begin with comparison, where other organisations are examined, compared with PSNI and lessons learnt where appropriate. This necessary culture of openness and continuous improvement should be supported by senior managers and an ethos developed and supported that facilitates comparison in the service.
Construct: 17

PSNI should generate an organisational culture that supports effective comparison. This should begin with the development of an effective comparison process within Districts and Departments in the service, and should lead to organisational comparison with other police services and public sector organisations.

Training of officers

- A training culture

A key theme for officers was that of training. What was widely accepted was the importance of training to the successful implementation of Best Value. Officers recognised that for any new practice or procedure to be effectively introduced, the members of that organisation must be trained to a sufficient level to enable them to fulfil their new responsibilities. There was general agreement that the current system of training provided to operational officers was adequate, but the level of knowledge of Best Value and its related issues was non-existent. Little or no information was provided to officers, and for many who engaged in this research this was that first that they had heard of Best Value (p268). It is of concern that many officers who participated in the research held senior managerial positions within the service and as such should have been aware of Best Value and encouraging their teams to begin to engage with its requirements. Officers commented on the lack of a supportive culture for training within PSNI. Training is seen by many as being an optional extra that can be put to one side should the need arise to support other initiatives and pressures. At the ‘on the ground’ level, many expressed their frustration with the lack of training that they received, particularly in respect of a major piece of legislation or policy change such as with Best Value. The ethos of ‘sink or swim’ was identified as being prevalent and in the case of Best Value it is clear that officers at all levels have not been sufficiently trained in order to make Best Value a central theme for policing.
In respect of management and leadership training, many officers indicated that they felt under trained and were not fully prepared to take on new roles or responsibilities that they were faced with. This would lead to these officers lacking confidence and as such they would be less competent in carrying out their duties and would not be able to be as creative and innovative initially as they otherwise could.

**Construct: 18**

*There must be training provided throughout PSNI to ensure all officers have the necessary levels of knowledge and competence to fulfil Best Value requirements.*

Allied to the training requirements there must also be an organisational culture developed that is more supportive to training and that encourages officers to take ownership of their own personal development through the completion of a personal development plan outlined in Construct 13 in this Chapter. Training should be given a much higher priority by senior management and this must be reflected in adequate and timely training being given to officers throughout PSNI with regard to Best Value.

In this Chapter the interpretation of the results of the research has led to an examination of the null hypotheses in Chapter Four. This Chapter also provided a series of constructs for use in the model building process that will be outlined in Chapter Seven to provide a strategic model for Best Value implementation.
CHAPTER SEVEN

MODEL CONSTRUCTION AND IMPLEMENTATION

In Chapter Three of this study I provided information about models that I considered using in terms of building a strategy to present to senior managers within PSNI to facilitate the implementation of Best Value. The model that I decided to use was the Harvard Policy Model, and Figure 3-5 provides an overview of the model and its constituent parts.

In Chapter Six I provided a detailed interpretation of the results from the questionnaire and have examined the hypotheses against the results of the questionnaire data analysis. I have gone on to outline in detail the results of the text box analysis and the data obtained from the semi-structured interviews. As I have provided the interpretation of the results I have formulated constructs that will form the main ‘building blocks’ of the model that will be completed and that will assist in the implementation of Best Value in PSNI.

I will now address in turn each of the main component parts of the model and I will build up a strategy based upon the constructs that have arisen directly from the interpretation of the data. I will formulate specific actions that must be addressed as part of the development of a strategic model for Best Value implementation. Figure 7-1 provides an outline of the Harvard Policy Model adopted for this study.
MISSION
- Why do we exist?
- Who is affected by our work?
- What are their needs?
- What are the primary functions for carrying out our mission?

OPERATING PRINCIPLES
What are our organisational values and principles?

VISION
Where do we want to be in 3-5 years?
What will be our stakeholders' needs?

SITUATIONAL ANALYSIS
- Where are we now?
- What are our stakeholders' needs?
- What do our assessment data tell us?
- What are we doing well?
- What can we improve?
- External opportunities/threats?
- What is happening in the external environment? Trends?

STRATEGIC PRIORITIES
- In what major directions will we focus our efforts to advance toward our vision?
- Do our strategic priorities support those of our organisation?
- With whom will we seek to accomplish these goals?
- How will we know we've improved?
- What will we stop doing or do differently?

ONE-YEAR ACTION PLANNING, BUDGETING, AND PROCESS IMPROVEMENT

PERIODIC CHECKS

Strategic Planning – from Harvard Policy Model

Figure 7-1

(Paris 2003:1)
Mission

Strategic requirement:

_The Mission statement for PSNI must reflect Best Value principles._

The Mission of PSNI must fully reflect and encompass the changes that Best Value requires of its police officers and managers. It is essential that the organisational culture is influenced and given direction by a mission that is clear and unequivocal about how Best Value principles are to be introduced and developed. The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

**Construct: 8**

_The Mission, Operating Principles and Vision of the PSNI must reflect the need for creative and innovative officers who engage in appropriate risk taking to be encouraged and supported by the organisation._

It is clear from the research that the organisational culture of PSNI does not fully embrace and support officers in engaging effectively with the public in respect of Best Value related issues. This includes consultation and general engagement with local communities.

The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

**Construct: 1**

_The organisational culture must support officers' engagement with communities including those in difficult areas. This should be brought about by effective leadership in those areas, with additional support and training to enable officers to fulfil their responsibilities._
Best Value places an emphasis in involving and consulting with local communities in respect of designing and delivering services. This issue is one that has been progressed by PSNI officers over the last 3-5 years, however the organisational culture remains an issue in terms of a reluctance to fully and effectively consult with local communities. This must be developed in a more positive way. The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

**Construct: 2**

*The organisational culture must support effective consultation with communities in all areas in Northern Ireland. This should be brought about by effective leadership, and with appropriate support and training as required.*

It is essential that PSNI have a clear direction in which it is travelling in respect to Best Value principles. There must be careful consideration of what the primary functions are for carrying out the Mission of the service. The impact that Government and politicians have on policing cannot any more be given a low priority by senior managers in the PSNI. There has been increasing engagement with local and national politicians at the level of determining service delivery policy but this must be enhanced further if Best Value is to be successfully implemented. The organisational culture must be such that intervention by politicians and the public in general is not dealt with in a negative fashion as it may have in the past. Care must be taken to ensure that interventions are fully assessed and any points for development proposed are fully considered and implemented where appropriate. The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

**Construct: 3**

*The organisational culture must support effective engagement between senior managers in the police service and local politicians.*
Summary

There must be full integration of a Mission statement that adequately reflects Best Value issues and provides the necessary level of ownership and support of the organisation to Best Value principles, practices and policies. The Mission of the service must be fully communicated to the service internally, and to the wider external environment.

Operating Principles

Strategic requirement:

The Operating Principles for PSNI must fully reflect those of Best Value.

The operating principles of any organisation set the tone of how the members of that organisation fulfil their roles and responsibilities. The organisational culture is such that the PSNI currently operates in an insular and conservative way, where risk is discouraged and where there is a reluctance to fully engage with communities and with other similarly structured public sector organisations.

The operating principles of the service must, as with the Mission, more fully reflect the main aspects of Best Value. The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

Construct: 8
The Mission, Operating Principles and Vision of the PSNI must reflect the need for creative and innovative officers who engage in appropriate risk taking to be encouraged and supported by the organisation.

Summary

There must be full integration of Operating Principles that adequately reflect Best Value issues and provides the necessary level of ownership and support of
the organisation to Best Value principles, practices and policies. The Operating Principles of the service must be fully communicated to the service internally, and to the wider external environment.

**Vision**

Strategic requirement:

*The Vision of PSNI must fully reflect Best Value principles.*

The Harvard Policy Model outlines a clear requirement for the organisation to have a Vision that is clear that sets the organisation in a direction that is appropriate to meet the needs of service users, stakeholders and the service itself. A Vision that is ambiguous will not give the direction that is required. In an organisation such as PSNI the need for a clear Vision is essential, given the level of change that has been undertaken by the service and taking into account some of the changes that will undoubtedly lie ahead as Northern Ireland moves away from a situation of division.

The need to be forward thinking is a clear requirement of Best Value, and the evidence from the research is that police officers have not developed a sense of the importance of forward thinking and have an inclination to be retrospective, taking their direction and motivation from the past 30 years of the ‘Troubles’, where policing developed in a way that was not as progressive as it might otherwise have been.

The Vision of the service must be reflective of the future direction that the organisation must go, and that must take into account the requirements of Best Value. The needs of stakeholders must be a priority and there must be deeper and more regular engagement with local communities to enable this to be achieved. It is essential that there is effective communication of the Vision, as well as the Mission and the Operating Principles of the service to all officers and that the necessary level of support and guidance is provided. The overall issue in relation to this strategy can be developed through the implementation of the
following Constructs that have been derived from the interpretation of the results of the research:

**Construct: 4**

*Police officers should receive information regarding Best Value that explains why it has been introduced and how it will impact them in the way that they fulfil their roles and responsibilities.*

**Construct: 6**

*Information that is provided to officers about Best Value must be role and rank specific, to ensure that the appropriate amount and level of information is provided.*

**Summary**

The Vision of any organisation acts like a road map, providing direction and clarity for all officers and managers. It is essential that the Vision reflects the main principles of Best Value, and that the Vision is derived following effective consultation and engagement with stakeholders and communities, who under Best Value all have a part to play with the organisation in setting the service delivery agenda. The issue of engagement with internal stakeholders should not be overlooked and is an integral part of the Best Value implementation process that will assist in the development of a supportive organisational culture.

**Situational Analysis**

Strategic requirement:

*The analysis of the current situation of PSNI must reflect Best Value principles.*

The Harvard Policy Model requires the organisation to undergo a full situational analysis across a range of issues. This analysis must take account of the principles of Best Value when addressing the relevant issues of the Model. The
situational analysis aspect of the model construction process allows for the consideration of issues that reflect the current position of PSNI with regard to Best Value. The research has clearly demonstrated that the organisational culture will have a negative impact on Best Value implementation across the range of issues raised by the 5 ‘C’ s of Best Value. The research has shown that there is a need for issues to be addressed to enable Best Value to be successfully implemented and for changes to be made to the organisational culture for that to succeed. These changes have been brought forward through the Constructs that have been outlined in this Chapter and have already be utilised in respect of consideration given to the Mission, Operating Principles and Vision.

In respect of areas for development that will assist in the current situation of PSNI and will enable the organisation to move forward it is essential that issues for improving the current organisational culture can be addressed. The research has outlined a number of areas in respect of the current PSNI situation that can be improved and the following Constructs have been derived from the interpretation of the results of the research:

- What do our assessment data tell us?

The issues of officer development and support arose clearly from the interpretation of the results of the research. The organisation must be in a position where officers are confident in taking forward Best Value thinking and practices and that development of skills and competencies receives adequate attention by senior management. This must be a long-term aim of the organisation that must lead to an organisational culture where development and training are valued and where officers are actively encouraged to succeed and to make the raising of service delivery standards a priority.

**Construct: 13**

*PSNI should consider introducing a process of continuous development for officers that allows for competence and skills improvement to be given a higher priority and provides officers with the appropriate level of support and training.*
PSNI should create a mentoring process for officers who have responsibility to take forward Best Value within the service. This would assist in the development of a supportive organisational culture and improve overall managerial competence.

There must be training provided throughout PSNI to ensure all officers have the necessary levels of knowledge and competence to fulfil Best Value requirements.

- What can we improve?

The analysis and interpretation of the research data identified that the issue of performance and performance management does not receive sufficient attention by managers within PSNI. This must be developed if Best Value is to be successfully implemented and the organisational culture of the service must be such that performance improvements are encouraged and that individual officers taking responsibility for their own performance are valued and supported by their colleagues and their line managers.

A performance culture must be developed within PSNI. This should be taken forward through the development of a corporate level performance management system that allows all officers have their performance developed and held to account for what they contribute to achieving District and organisational goals.

There must be a review of current accountability and appraisal mechanisms for officers who do not exercise due diligence and professionalism when exercising their responsibilities with regard to Best Value.
One of the key issues arising from the research was that of the existence of a blame culture within PSNI. This is a particular area of concern for this study and there must be urgent steps taken to eradicate this culture. Having an active blame culture will be immensely counter-productive for Best Value implementation as the service must have an ethos where creativity and innovation are encouraged, and where officers feel supported to make decisions regarding service delivery that are based on judgements made regarding risks, resources and other factors.

**Construct: 7**

*The organisational culture must support appropriate risk taking by officers and the blame culture should be eradicated. This should be delivered through additional and specific training on decision making for officers and included in the PSNI annual performance review processes.*

**Summary**

The situational analysis has highlighted aspects of Best Value implementation that must be effectively addressed in order to make the process of integration of the relevant principles a success. The Constructs outlined will enable the service to address the cultural issues that arose from the research and that if not addressed, will have a negative impact on Best Value implementation.

**Strategic Priorities**

Strategic requirement:

*The Strategic Priorities set by PSNI must reflect Best Value principles.*

The strategic priorities that are set by any organisation are crucial to the longer-term success of the organisation. In managing the strategic priorities for PSNI, there must be full account taken of the main principles of Best Value. The strategy must take into account the current organisational culture and the main aspects of the strategy must support the implementation of Best Value.
In what major directions will we focus our efforts to advance toward our Vision?

The research highlighted issues in which PSNI must focus their efforts in order to advance towards the fulfilment of the Vision of the organisation. One of the major directions that the research indicated PSNI must travel down was that of internal communication. Officers who contributed to the research voiced concerns about the lack of an effective internal communication strategy that was a two-way process allowing them to voice their concerns and fears as well as allowing senior managers to communicate information that was relevant and timely. The organisational culture that was evidenced in the research was one that was negative towards internal communication and where officers felt that they were not valued by the organisation and were not supported through the provision of information about a range of issues.

The overall issue in relation to this strategy can be developed through the implementation of the following Construct that has been derived from the interpretation of the results of the research:

**Construct: 9**

*The longer-term success of Best Value implementation must be supported through the construction of an internal communication strategy. This must provide the necessary information and guidance to officers to allay fears and concerns, and to build up confidence in Best Value as a means for improving service delivery.*

Best Value places a requirement on officers and managers to be innovative and creative. During the course of the research, evidence was obtained that indicated officers did not feel that their positive actions and good performance was rewarded and recognised sufficiently. The evidence from the research indicated that if officers were not sufficiently rewarded, the organisational culture would not be such that creativity and innovation would be encouraged.
Construct: 10

A fundamental review of the PSNI reward and recognition process is required to ensure that officers are effectively encouraged and supported to bring about the changes in service delivery that Best Value requires.

- With whom will we seek to accomplish these goals?

The research provided evidence of the existence of an organisational culture where police officers in PSNI were inward looking and where there was very little acceptance of the need for PSNI to be compared with other police services. There was almost total negativity toward PSNI being compared with other public sector organisations. I believe that this culture has its foundations in the difficult policing environment experience during the ‘Troubles’, however one of the main guiding of principles of Best Value is that of comparison. Best Value places a requirement on managers to open their services up to comparison and there was clear evidence that this would not be welcomed within PSNI, both at operational officer level as well as amongst managers.

The overall issue in relation to this strategy can be developed through the implementation of the following Constructs that have been derived from the interpretation of the results of the research:

Construct: 15

PSNI should be proactive in forging links and alliances with other public sector organisations. This would assist in the development of the managerial professionalism of officers, and to create opportunities for collaboration and partnership working.

Construct: 17

PSNI should generate an organisational culture that supports effective comparison. This should begin with the development of an effective comparison process within Districts and Departments in the service, and should lead to organisational comparison with other police services and public sector organisations.
• What will we stop doing or do differently?

Any major organisation such as the police service must place sufficient importance on the management of its human resources. This research has raised a number of issues regarding how PSNI currently does not meet the expectations of its officers and several Constructs have been developed to assist with the development of an organisational culture that will be supportive of Best Value implementation. One of the final areas that the strategy will take into account is that of leadership training. Officers must be given the skills and competencies to enable them to address the requirements of Best Value. If this training is not provided, then the leadership will not be of a sufficient level across the service to enable Best Value to be implemented effectively across the service.

The training that is offered to the service must be adequate and timely and must meet identified needs. Effective leadership is required to drive Best Value forward and to manage the effects of the organisational culture that arise. This research has demonstrated that organisational culture is a key issue for Best Value implementation and as such training in the effects of organisational culture on service delivery issues should be provided at an appropriate level. Strategies for leaders to cope with organisational culture effects should be introduced.

The overall issue in relation to this strategy can be developed through the implementation of the following Constructs that have been derived from the interpretation of the results of the research:

**Construct: 11**

*Managers within PSNI must be given leadership training that is specifically designed to meet the needs and requirements of Best Value. This should include training that provides an awareness of organisational culture and its effects.*
Summary

The direction that is established for the strategic priorities for the police service must be focused on Best Value if the organisation is to succeed in the current changing external environment. The issues that have been raised in this research are relevant and the Constructs will give the implementation of Best Value a firm footing and will provide a clear framework for the management of the negativity towards Best Value emanating from the organisational culture.

One-Year Action Planning, Budgeting and Process Improvement

Periodic Checks

Strategic requirement:

*There must be effective management of the Best Value implementation process.*

In any change process, it is important that there is effective management of issues and of resources. The Constructs that have gone into making up this implementation strategy must be supported and managed by PSNI to enable Best Value implementation to be fully and effectively achieved. The evidence from the research is unequivocal in terms of the negativity that exists towards Best Value. This emphasises the need for the process to be managed and to have sufficient officers involved in the development of the main aspects of the strategy. The organisation must commit itself to undergoing regular review and periodic checking of the Best Value implementation strategy, as well as of the reviews of services that Best Value itself required.

Construct: 5

*There must be specific and effective long-term management of the Best Value implementation plan arising from this research.*
As the Construct indicates, the support and management provided to Best Value implementation must be a long-term priority for the service and officers must be given the necessary time, and resources to make the changes in skills, competencies and behaviours that are needed to make Best Value a success. It is also essential that the internal communication strategy be seen as a long-term priority. PSNI officers have experienced immense change over the past 30 years and the ethos and cultural changes brought about by this strategy must be part of the foundation of policing in Northern Ireland for the next 30 years.

Concluding comments and outline of Model

I have provided senior managers within PSNI with a strategy model with relevant positive recommendations that can be used to fully and effectively implement Best Value into policing in Northern Ireland. My research has exposed some of the organisational cultural issues affecting the service that normally remain as an integral but unseen part of how the organisation conducts itself. The Harvard Policy Model that is outlined in this Chapter will allow PSNI to effectively introduce Best Value into policing in Northern Ireland.

In Figure 7-2 on page 387 I have outlined the strategic model based on the Harvard Policy Model that will be presented to PSNI to assist in the implementation of Best Value. The notation in brackets, e.g. (C1) relates to the number of the Construct that has been used to build the model. Appendix 7 provides a full list of the Constructs developed from the research. Chapter Eight will provide a series of reflections that I carried out throughout the research process and will bring the thesis to a conclusion.
MISSION

*Mission statement to reflect Best Value principles and:*
- Support creative and innovative officers who engage in appropriate risk taking (C8)
- Support engagement with communities in difficult areas (C1)
- Support effective consultation with communities (C2)
- Support effective engagement with local politicians (C3)

OPERATING PRINCIPLES

*Operating Principles to reflect those of Best Value and:*
- Support creative and innovative officers who engage in appropriate risk taking (C8)

VISION

*Mission statement to reflect Best Value principles and:*
- Police officers to receive information about Best Value explaining why it was introduced and the impact it will have on their roles (C4)
- Information provided must be role and rank specific (C6)

SITUATIONAL ANALYSIS

*The analysis of the current situation of PSNI must reflect Best Value principles and:*
- A process of continuous development for officers be implemented (C13)
- Create a mentoring process for officers who have responsibility for taking Best Value forward (C14)
- Provide appropriate Best Value training throughout the PSNI (C18)
- Develop and support a performance culture (C16)
- Review accountability and appraisal processes (C12)
- Support for risk taking (C7)
- Eradicate a blame culture (C7)

STRATEGIC PRIORITIES

*Strategic priorities must reflect Best Value principles and:*
- Support provided for Best Value implementation through an internal communication strategy (C9)
- Complete a review of PSNI reward and recognition processes (C10)
- Forge links and alliances with other public sector organisations (C15)
- Support effective comparison (C17)
- Provide managers with leadership training relating to requirements of Best Value (C11)

ONE-YEAR ACTION PLANNING, BUDGETING, AND PROCESS IMPROVEMENT

*There must be effective management of the Best Value process and:*
- Management of the Best Value process must be specific and long-term (C5)

PERIODIC CHECKS

*There must be effective management of the Best Value process and:*
- Management of the Best Value process must be specific and long-term (C5)

Proposed PSNI Strategic Planning Model

Figure 7-2
CHAPTER EIGHT

SELF REFLECTION AND CONCLUSIONS

In Chapter Four I outlined the data collection methodologies that I adopted in order to fulfil the aims and objectives of the research. In Chapter Five I presented the results of the research. This results interpretation was completed in Chapter Six. In Chapter Seven I proposed a strategy for the implementation of Best Value into PSNI. This strategy takes into account the cultural issues that arose as a result of the research carried out within PSNI.

In this Chapter I will provide some detail regarding issues in the research that caused me to specifically reflect on what I was doing and why I was doing it. The self-reflection aspect of my research has also been used to help to identify any deficiencies or weaknesses before the results from the data analysis are used to design an appropriate strategy. I will also provide information regarding the theoretical underpinning of strategies and will provide detail surrounding their development and implementation. The Chapter will also provide information regarding the limitations of the study as well as areas for further research.

Self Reflection

An important skill for any researcher is the ability to reflect on their performance throughout the research process and to be flexible in terms of making any changes to the research strategy or approach. This is to protect the reliability and credibility of the results. It is important that changes in the internal and external environments are identified and reacted and that feedback from colleagues and the participants in the research are valued and taken into account. Oliver emphasises the importance of adopting a reflexive approach when completing a research project:

“An interesting addition to the process of analysing qualitative data is to include in the thesis a reflexive or reflective account. This is essentially an attempt by
researchers to reflect upon their own intellectual background and perspective which have provided the context for their analysis of the data.”

(Oliver 2004:25).

In respect of this research project, I considered it important that I reflected continuously during the completion of the research. At a number of key stages I examined the processes that I had undertaken in respect of the research strategy. I continuously reflected back to the aims and objectives of the study. This enabled me to ensure my research remained focused and relevant in terms of enabling me to achieve my research aims.

Reflection issues

• Reasons for the research

As a police officer with over 22 years experience I have been involved in a number of different roles within the service. The majority of my career has been spent in the operational field, having day-to-day contact with the public. Throughout this time I have developed an interest in improving the quality of service that is being delivered. I have also spent a number of years involved in research within the policing environment, as well as in training and training evaluation. It is with this background in mind that I set about deciding the area of research that I would undertake in order to complete a PhD study.

After I had constructed my research proposal I submitted it for consideration by senior management in the service. After some initial consultation with staff at the Bramshill Police College it became clear that the study of Best Value in the context of organisational culture was an issue for policing on a national level and not just within Northern Ireland. Further discussion took place with the Research Department and I was able to commence my study in accordance with agreed policies and procedures relating to surveys and other research methods within the service.
My review of the relevant literature has also reinforced my view that the introduction of Best Value into any policing service cannot happen without regard to the culture within the organisation. Culture is an important factor with respect to Best Value implementation and as the research progressed I was reassured that my study remained relevant and important for the service in Northern Ireland as well as to policing in general in England and Wales.

- Name and structural changes

When I began this study the organisation that provided a policing service in Northern Ireland was the RUC. As the controversial changes introduced under the Patten reforms were implemented, one of the main aspects of the reforms related to the name, badge, uniform and symbols of the RUC. The name of the service changed to PSNI and a new service badge was introduced which abolished the harp and crown badge that had existed since the formation of the RUC. These changes were not widely accepted by some and were viewed as political in terms of their timing and nature.

The researcher cannot operate without due regard to the external environment affecting the organisation in which they are carrying out their study. I had concerns when these changes were brought in that they might negatively impact on my research. I felt that change as fundamental and controversial as replacing the name of the RUC would cause officers to become negative towards becoming involved as participants in what they might have perceived as being research concerning a ‘management’ issue that had no relevance for them in such uncertain times. My experience was that officers who engaged in the research did so openly and willingly and who despite their reservations about changes being introduced felt strongly about the service they were providing and wanted to assist in whatever could enhance the quality of that service to the public.

On a more basic level, the change in name of the RUC meant that changes had to be made to the research proposal, the title of the research and the writing of the thesis that has occurred to that point.
• Discovery of relevant literature

My initial experiences of reviewing the literature were that very little information was available with regard to Best Value implementation and how it may be impacted on by organisational culture. I found several reports and articles that had been written by Government that provided information about Best Value and where the concept had come from. This also gave specific detail on the requirements Best Value placed upon the public sector and Local Government. A number of studies had also been completed with regard to the implementation of Best Value and how pilot schemes had operated in the police service and other public sector bodies. These studies were useful in terms of providing background into the difficulties that had been experienced from a practical viewpoint.

I was also able to locate material with regard to organisational culture. Sources of this information included the Internet and the library at the University of Hull. As a mainstream management issue, organisational culture had been explored and developed by many authors and a number of these sources of information yielded practical guidance in terms of how organisational culture can be measured. I was not able to locate suitable information with regard to police organisational culture. While there were studies of 'police culture' that examined how police officers interacted with each other and in particular between male and female officers, there was little material that specifically focused on culture in respect of management and service delivery issues.

What was also absent from the available literature was any information regarding how organisational culture impacted directly on Best Value. I quickly recognised there was a gap in this area in terms of the examination of Best Value. This resulted in me having to draw on the various strands of literature into organisational culture and Best Value, and making connections between the two as regards to how the two issues interact with each other. On reflection, this proved to be a difficult task as the amount of information available in respect of the two strands of the study was large, and I needed to be ruthless in selecting only the relevant information that would effectively demonstrate how the two
strands were interrelated. Had I not adopted a ruthless approach in terms of deciding what literature was relevant and added value to my research, I would have quickly become inundated with information and would not have been able to achieve my research aims and objectives. I did not want to lose focus on the important issues surrounding organisational culture and Best Value by having to deal with a large quantity of information that added little to my knowledge and understanding of the subject matter.

- Questionnaire design and administration

One of the key constituents of my selected research methods was the use of a self-administered questionnaire. In Chapter Three I outline the reasons why I decided to use questionnaires in this study. My questionnaire was designed with the aim of ascertaining the current cultural position of the PSNI with regard to the main aspects of Best Value. As one of the main themes of the literature review I outlined in Chapter Two I ascertained the main factors of Best Value that would be instrumental in making the implementation a success. I considered these factors in terms of ‘positional’ questions that sought to gauge the current position with regard to PSNI. I also constructed ‘aspirational’ questions that touched on how respondents regarded these Best Value issues in terms of their impact to PSNI in the future.

I initially drew together 75 issues of Best Value for inclusion in the questionnaire, however after an effective piloting process I was able to reduce these to 69. This meant that the questionnaire contained 69 questions as well as an open question that facilitated a text box response. On reflection I now believe that a questionnaire containing 69 questions was too large. I do not believe from the evaluation of the pilot process that the size of the questionnaire put off respondents from completing it, but I feel that the amount of information the questionnaire allowed me to capture was too large and I could have obtained a more manageable amount of information using fewer questions that would not have adversely impacted on the quality of data obtained for analysis. As a lone researcher I found that it took a considerable amount of time to input the data.
onto SPSS and the resulting analysis that I provide in Chapters Five and Six was time consuming and difficult.

One of the other major areas of difficulty that arose for me concerned the administration of the questionnaire. I was faced with the need to radically review my questionnaire administration plans as I was informed by senior management that due to a change in service policy with regard to surveys within the service, I would not after all be permitted to carry out the questionnaire research. The change in policy had been brought about in order to allow management to have greater control in the frequency of questionnaires being sent to officers and support staff. The view of senior management was that too many surveys were being issued to the service and as they planned to carry out some surveys relating to the change process, my survey would not be permitted. While I fully understood the rationale behind the policy change, I was forced to appeal the decision as regards my questionnaire and restated the commitment that I had been given for the research at local service and national level. I was successful in my appeal and was given permission to carry out my questionnaire research, however I was given a very short period of time from the approval being given to have had the questionnaire administered to the service and returned.

On reflection, while the reduction in time that I had available to me to complete the questionnaire did cause difficulties in terms of basic administration, it did not affect in any way the content of the questionnaire or the potential return rate that I hoped to achieve from the survey. I was able, through the support staff at my DCU to have the necessary photocopying completed and envelopes prepared within my new revised timescales. Had I not have been able to avail of this administration support I would have struggled to achieve the deadlines set by senior management and may not have been able to complete the survey as I had intended. I was able to secure a return rate of 39.4% on my questionnaire survey which in my opinion represents a reasonable return rate given the nature of the study and the environment of change in which the survey was carried out.
• Statistical Analysis

The statistical analysis of the questionnaire data was an important part of my research strategy. Having collected the data from the questionnaires I needed to ensure that the analysis I carried out was relevant and assisted me in answering my research questions. The selection of the most appropriate statistical tests was an important process to undertake and I was able to use the Library at the University of Hull to find the necessary literature to enable me to select the tests I needed to complete. I also attended classes at the University of Hull during the Easter School sessions in SPSS and in quantitative analysis that were also of benefit. Having had little background in statistics or in mathematics in general I found the analysis of the data challenging both in terms of being able to carry out the tests on SPSS as well as being able to effectively interpret the results arising from the tests.

• Semi-structured interviews

The semi-structured interview questions were developed from the data obtained from the questionnaire responses. The purpose behind the use of semi-structured interviews was to enable me to examine in greater detail the issues surrounding Best Value and organisational culture that arose from the survey findings as well as to allow me to probe answers provided by respondents on the issues in question. I felt that the external environment and the change being undertaken by the PSNI at the time of the interviews was an issue that could have made it difficult for me to get officers to engage with my research. I planned to carry out a total of 12 interviews from a representative cross-section of officers from the Regions in the PSNI. This was a large number to be facilitated within a busy organisation and I needed to negotiate with respondents to arrange a suitable date, time and location for the interview. I was also dependant upon the respondents to choose a suitable location within their workplace to carry out the interview. This meant that station interview rooms were used and although availability could not always be guaranteed, it meant that I was able to complete the interviews in a room that was quiet, secure and comfortable.
I decided that the best way to record interviews was to take contemporaneous notes of what was said as they were conducted. I felt that as an experienced operational police officer I was used to this process and I also recognised that the respondents would also be familiar with this method of recording what was said. I was able to ensure that any interruptions to the flow of questions was kept to a minimum by using my note taking skills and I was able to keep the length of time that the interviews took to an absolute minimum. I was extremely conscious of the fact that police officers are busy during their shifts and I did not want interviews to extend over lengthy periods, as I knew from my own experience that focus and attention would quickly be lost. I had considered using a small digital tape recorder to make a record of the interviews, however I decided that recording notes by hand would be the most appropriate. On most occasions, suspects in criminal investigations have their interviews tape-recorded and I did not want respondents to feel that they were being interviewed in this way. I had not used this type of interview recording method before for any previous research I had been involved in and as I considered that the interviews were crucial to the success of my study. I decided to use a method that I was more comfortable and confident with.

Once the interview had been completed I immediately began the process of reviewing the notes that I had taken. I found that the notes that I had taken were generally clear and I was able to understand what the respondent had said and the context in which in the comments were made. I decided that I would use Grounded Theory in order to analyse the information gleaned from the semi-structured interviews. This involved a large amount of time and effort on my part, however on reflection I found the process to be absorbing and interesting. I wanted the results from the interviews to be valid and reliable so I was prepared to take the time necessary to be methodical and meticulous with the analysis. The amount of information gleaned from the interviews was wide-ranging and the process of transferring the information onto individual cards to complete the Grounded Theory process took a considerable amount of time. A total of 408 cards were generated and this process entailed continuous work over a substantial period so that I was able to carry out the coding process in a careful and systematic way.
Summary – self-reflection

The process of continuous self-reflection has been a valuable one and I have been able, through reflective thinking to review and develop the research process to enable focus and direction to be maintained. I have provided information in this thesis on an ongoing basis in terms of my reflections and action I have taken on the basis of what the self-reflection has generated. The completion of this more formal summary Chapter on the issue has also been immensely beneficial as it has enable me to take an overview of my reflections an to summarise them to enable further consideration to be given to the issues. I believe that the self-reflection process has enhanced the reliability and validity of the results and I have been forced to consider approaches and issues that I may have otherwise not identified.

Limitations of study

As I have already made clear in Chapters One and Two of this study, the history of policing in Northern Ireland is epitomised by conflict, violence and disagreement. This had led to the development of a service that is in many ways introverted and reluctant to change. The amount of change that has been required of the police service has been immense. This has led to the creation of a difficult environment in which this research had to be carried and I believe that this may have placed a limitation of the quality of information that was obtained. Despite the changes that the service is continuing to undergo, I found there was a sincere and genuine willingness to engage with my research and to give open and honest responses to issues being addressed. I believe that the high professionalism of the officers concerned will have helped to reduce the limitations of the study brought about by the environment to a minimum.

Areas for further research

- Evaluation of Best Value implementation
In Chapter Seven I provided a strategic model for Best Value implementation within PSNI. I believe that this model will allow for Best Value to be successfully implemented into policing in Northern Ireland and will allow for the organisational culture to be managed in a way that supports the identified Best Value principles in the longer term. The proposed model has, as part of its construction, a cyclical review and monitoring process. This will assist in the on-going review of implementation to ensure that any issues and identified and addressed at an early stage. I also believe that there should be a more fundamental evaluation of Best Value that is taken with regard to the constructs that are highlighted in the model. These should be individually examined and evaluated to ensure that the issues addressed as part of the construct remain valid and appropriate and that the action that has been taken to put the construct in place has been effective.

- Cultural auditing

The research has shown that there is a need for the organisational culture of PSNI to change in order to ensure successful Best Value implementation. The strategic model outlined in this thesis provides the necessary framework to allow for this to take place and for Best Value principles to be taken forward. I believe that there is a need for on-going cultural assessment with regard to the principles of Best Value. This will ensure that close monitoring takes place of the organisational culture and will allow for any concerns regarding the culture of the service to be identified and addressed before the implementation and operation of Best Value is compromised.

Concluding comments

This study has provided PSNI with a unique insight into the organisational culture of its police officers with a specific focus on Best Value. It is imperative that the service provided by PSNI is of the highest possible standard, and that the issues addressed under Best Value receive the amount of attention and focus that they deserve. The strategic model provided through this research will assist in the enhancement of service delivery through Best Value implementation. The
culture of PSNI must adapt to the changing situation that the organisation now finds itself in. There must not be any underestimation of the importance of Best Value to PSNI - senior management must now address the implementation issue and use the strategic model identified in this study to do so. The model that has been provided has been specifically designed to be practical in nature and because the constructs that make up the model have been derived from the relevant literature and the findings from the research, they are valid and appropriate for the service.

As a Chief Inspector in PSNI I know at first hand that the quality of its greatest resource – its officers – is high and I have no doubt that the challenges that face the service regarding Best Value implementation will be met with enthusiasm and determination. Cultural issues relating to Best Value have been effectively addressed in this study and I would encourage the service to fully embrace the strategic model in the process of implementing Best Value.
APPENDIX 1

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<td>2. The Police Service must change in line with Government initiatives</td>
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<td>3. The Police Service must provide services which are effective and</td>
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<td>5. The Police Service must examine whether or not it needs to carry</td>
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<td>7. The Police Service must continuously drive up standards</td>
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<td>8. Working arrangements and work content must change to improve</td>
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<td>service delivery</td>
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<td>9. There must be a coordinated approach to management of resources</td>
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<td>10. Targets set for the Police Service must be challenging</td>
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<td>11. Service must be delivered to clear standards, covering cost and</td>
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<td>12. The Police Service must justify why any service is provided and</td>
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<td>13. The Police Service must seek to meet community needs in entirely</td>
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<td>new ways</td>
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<td>14. Police Officers need to be motivated and well trained if best value</td>
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<td>is to be successful</td>
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<td>15. The Police Service needs to adopt good procurement practices to</td>
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<td>obtain real improvements in service cost and quality</td>
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<td>16. The Police Service must encourage competition</td>
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<td>17. The Police Service must be expected to secure year on year</td>
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<td>improvements in services</td>
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<td>18. The Police Service must consider whether a service must be</td>
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<td>provided at all</td>
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<td>19. Providing real value for money is an important challenge for</td>
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<td>20. The Police Service must consider alternative ways of meeting the</td>
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<td>needs/aspirations of those using the service</td>
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<td>21. The only functions Police Officers must complete must be core</td>
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<td>policing activities</td>
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<td>22. Police Officers must change their attitudes to meet the changes of</td>
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<td>best value</td>
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<td>23. Police Services and roles must carry on without change</td>
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<td>24. Police Officers must be open minded about change</td>
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<td>25. Police Officers must be able to translate the aims of best value</td>
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<td>into their day to day working</td>
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<td>26. Police Officers must be open and adapt to changes in working</td>
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<td>practices</td>
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<td>27. It is right that the Police Service embraces Government initiatives</td>
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<td>28. Police Officers are resistant to change</td>
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<td>29. Police Officers are reluctant to take risks in decision making</td>
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<td>30. There is a blame culture in the Police Service</td>
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<td>If Police Officers come up with suggestions, they will be fully</td>
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<td>acted upon and rewarded</td>
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<td>There is too much 'empire building' in the Police Service</td>
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<td>The Police Service must consult with the commercial sector</td>
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<td>Concentration on management tools leads to a loss of the realities of</td>
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<td>Police Officers will actively seek ways in order to resist change</td>
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<td>As a Police Service we must be open to inspection</td>
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<td>Informed comparison is essential to an effective review</td>
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<td>Police Services must be expected to compare their services with the</td>
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<td>The Police Service must make comparisons with others on a range of</td>
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<td>The performance of the Service must be compared with others across a</td>
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<td>Services must be compared with other forces as well as across the</td>
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<td>The Police Service must be closer to the community it serves</td>
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<td>Police Officers must be more accountable to local communities</td>
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<td>The Police Service must have more focus on its external environment</td>
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<td>There must be greater consultation within the Police Service itself</td>
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<td>The Police Service must be responsive to the needs of the public</td>
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<td>The Police Service must consult with the voluntary sector</td>
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<td>The needs of Service users must be uppermost</td>
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<td>A modern Police Service must provide services which bear comparison</td>
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<td>Police Officers must be fully involved in improving the Services they</td>
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<td>Police Officers must be fully consulted in planning for best value</td>
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<td>The Police Service must consult stakeholders concerning decisions</td>
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<td>The Police Service must put the needs of the public first</td>
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<td>Public expectations must be able to drive change in policing</td>
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<td>Police Officers must foster good relations with the public</td>
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<td>It is important for the Police Service to seek Officer's views in</td>
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<td>order to draw on their knowledge and experience</td>
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<td>The Police Service must seek to continuously improve its</td>
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<td>The Police Service must establish how a Service must be</td>
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<td>Making best use of resources must be considered when assessing</td>
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<td>performance against the Policing Plan</td>
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</table>
62. Policing Services must be procured, managed and monitored through real partnerships

63. The Police Service must decide whether or not to provide Services directly or to secure them through other means

64. The Police Service must consider procuring its Services from third parties

65. Reviews must involve those currently delivering Services

66. Local communities must be consulted when reviews are carried out

67. The Police Service must constantly review the Services it provides

68. The Police Service must only review Services as often as required by Government

69. The Government must intervene to tackle failures in Police Services

Please add any comments you may have on any aspect of Best Value or the questionnaire in the space below:
APPENDIX 2

List of Semi-structured interview questions
Public needs

1. How well does PSNI a) value and b) manage the expectations of the public?

2. What difficulties are presented to PSNI in addressing public needs where there remains a lack of community support for policing?

Public consultation

1. How effectively do you think PSNI consults with the public?

Government and political interference

1. How important are Government initiatives such as Best Value for the police service?

2. How do you view the current relationship between politicians and the police service?

Partnership working

1. Does PSNI use all available opportunities to develop partnership working?

Internal communication

1. When should police officers be consulted by their own senior management?

2. Have you been given any information relating to Best Value and its implications?

Leadership and management

1. To what extent does PSNI support its officers to take risks in dealing with issues?

2. Does PSNI adequately reward officers who address Best Value issues?

Comparison with other services

1. To what extent should PSNI be compared with other police services in the UK?

2. To what extent should PSNI be compared with other public sector organisations e.g. NHS?
APPENDIX 3

Follow up letter for questionnaire
Dear Colleague,

I am currently engaged in research in the Police Service of Northern Ireland that is supported by the Bramshill Fellowship Scheme.

I am examining the impact of Best Value on the Organisational Culture of the Police Service, with an obvious focus on the Police Service of Northern Ireland.

You will recently have received a questionnaire as part of my research in which you were asked to rate your level of agreement or disagreement with a number of statements.

If you have already completed and returned the questionnaire I would like to take this opportunity to thank you for taking the time to do so.

If you have not returned the questionnaire I would ask that you complete it as soon as possible and return it to me at Castlereagh DCU. Your views will be greatly appreciated.

I would like to remind you that all answers will be treated as anonymous.

Thank you for taking the time to assist with my research.

Andrew McInnes
Chief Inspector
Castlereagh DCU
Ext: 21262
APPENDIX 4

Copy of introductory letter and explanation sheet for questionnaire
Dear Colleague,

I am currently engaged in research in the Police Service of Northern Ireland which is supported by the Bramshill Fellowship Scheme.

I am examining the impact of Best Value on the Organisational Culture of the Police Service, with an obvious focus on the Police Service of Northern Ireland.

*Best Value* is a Government initiative which places a legal obligation on all public organisations, including Local Government and the Police Service, to regularly review its activities on the basis that there should be:

Challenge: Is the service provided what is actually needed?

Comparison: Are Forces comparing actual performance with promises, and benchmarking with other Forces and Organisations?

Consultation: Are Forces responsive to users, stakeholders, customers and staff?

Competition: Are the best suppliers, whether public, private or voluntary being used?

Collaboration: Are Forces working across Organisational boundaries to deliver services that are shaped around user needs?

In order to help assess the impact on the Organisational Culture and to help the Police Service develop strategies to help implement *Best Value* I would be grateful if you could complete the attached questionnaire.

You do not need to include your name and should return the completed form as soon as possible in the addressed envelope provided. All returns will be treated anonymously.

Thank you for taking the time to assist in this research.

Andrew McInnes
Chief Inspector
Castlereagh
Ext:21262
Instructions for completing questionnaire

Please add your Rank, length of service and identify the Region in which you currently serve in the box provided. This information will only be used to aid the analysis of the completed questionnaires and no attempt will be made to identify individuals.

Please rate your own views in respect of each of the main aspects of Best Value outlined in the questionnaire by placing an X in the box as shown. Please complete all questions:

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As to whether you ...... SA – Strongly agree
A – Agree
N – Neither agree nor disagree
D – Disagree
SD – Strongly disagree ...... with the statement made in the questionnaire.

If you wish to comment on any aspect relating to Best Value or the questionnaire, please use the box on the final page.

Please complete all questions.

Please return the completed questionnaire in the addressed envelope provided.

All replies will be treated as anonymous.

Thank you for taking the time to assist in this research
APPENDIX 5

List of 11 positional and 18 aspirational questions
Positional questions

Informed comparison is essential to an effective review

It is important for the police service to seek officer’s views in order to draw on their knowledge and experience

There is too much empire building in the police service

Police officers will actively seek ways in order to resist change

Police officers are resistant to change

If police officers come up with suggestions, they will be fully acted upon and rewarded

It is right that the police service embraces Government initiatives

Police officers are reluctant to take risks in decision-making

Providing real value for money is an important challenge for policing

There is a blame culture in the police service

Concentration on management tools leads to a loss of the realities of policing

Aspirational questions

Police services must provide services which are effective and efficient

Police officers need to be motivated and well trained if Best Value is to be successful

Ineffective and uneconomic procedures must be challenged
The police service must examine whether or not it needs to carry out particular functions

The police service must be innovative in meeting fundamental challenges

Services must be compared with other forces as well as across the public and private sector

Police services must be expected to compare their services with the best using performance indicators

As a police service we must be open to inspection

The performance of the service must be compared with others across a range of indicators

Public expectations must be able to drive change in policing

Police officers must foster good relations with the public

Police officers must be fully involved in improving the services they provide

The police service must be responsive to the needs of the public

The police service must only review services as often as required by Government

The Government must intervene to tackle failures in police services

The police service must seek to continuously improve its performance

The police service must consider procuring its services from third parties

Making best use of resources must be considered when assessing performance against the policing plan.
APPENDIX 6

List of mean scores for all 69 questions
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<td>Police Officers need to be motivated and well trained if best value is to be successful</td>
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<td>As a Police Service we must be open to inspection</td>
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<td>Police Officers must be fully involved in improving the Services they provide</td>
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<td>The Police Service must be responsive to the needs of the public</td>
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<td>Police Officers must be fully consulted in planning for best value</td>
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<td>The Police Service must seek to continuously improve its performance</td>
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<td>There is too much 'empire building' in the Police Service</td>
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<td>The Police Service must continuously drive up standards</td>
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<td>The Police Service must be closer to the community it serves</td>
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<td>The Police Service must constantly review the Services it provides</td>
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<td>A modern Police Service must provide services which bear comparison with the best</td>
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<td>The Police Service must establish how a Service must be delivered in order to give the best quality to the recipient</td>
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<td>Police Officers must be open and adapt to changes in working practices</td>
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<td>Working arrangements and work content must change to improve service delivery</td>
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<td>Reviews must involve those currently delivering Services</td>
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<td>Concentration on management tools leads to a loss of the realities of policing</td>
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<td>6</td>
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<td>There must be challenge to the ways in which the Police Service carries out its responsibilities</td>
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<td>The Police Service must provide a standard of policing Service that the public want</td>
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<td>Service must be delivered to clear standards, covering cost and quality</td>
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<td>The Police Service must consider alternative ways of meeting the needs/aspirations of those using the service</td>
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<td>Informed comparison is essential to an effective review</td>
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<td>2.23</td>
<td>There is a blame culture in the Police Service</td>
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<td>Police Officers must be able to translate the aims of best value into their day to day working</td>
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<td>The Police Service must consult with the voluntary sector</td>
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<td>The Police Service must decide whether or not to provide Services directly or to secure them through other means</td>
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<td>Policing Services must be procured, managed and monitored through real partnerships</td>
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<td>The Police Service must consider whether a service must be provided at all</td>
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<td>Targets set for the Police Service must be challenging</td>
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<td>The Police Service must consult with the commercial sector</td>
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<td>The Police Service must have more focus on its external environment</td>
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<td>The Police Service must justify why any service is provided and the way it is provided</td>
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<td>The needs of Service users must be uppermost</td>
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<td>The Police Service must put the needs of the public first</td>
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<td>Providing real value for money is an important challenge for policing</td>
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<td>2.52</td>
<td>The Police Service must make comparisons with others on a range of areas including resource use and expenditure</td>
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<td>2.62</td>
<td>The Police Service must consult stakeholders concerning decisions about operations and planned improvements</td>
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<td>2.64</td>
<td>Local communities must be consulted when reviews are carried out</td>
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<td>2.68</td>
<td>The Police Service must seek to meet community needs in entirely new ways</td>
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<td>The performance of the Service must be compared with others across a range of indicators</td>
</tr>
<tr>
<td>43</td>
<td>2.69</td>
<td>Police Officers must be more accountable to local communities</td>
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</table>
The Police Service must have an open mind about who should provide policing Services.

The Police Service must consider procuring its Services from third parties.

The Police Service must change in line with Government initiatives.

Police Officers must change their attitudes to meet the changes of best value.

The Police Service must encourage competition.

Public expectations must be able to drive change in policing.

Police Services must be expected to compare their services with the best using performance indicators.

Services must be compared with other forces as well as across the public and private sector.

The Police Service must be expected to secure year on year improvements in services.

Police Officers are reluctant to take risks in decision making.

It is right that the Police Service embraces Government initiatives.

The Government must intervene to tackle failures in Police Services.

If Police Officers come up with suggestions, they will be fully acted upon and rewarded.

Police Officers are resistant to change.

The only functions Police Officers must complete must be core policing activities.

Police Officers will actively seek ways in order to resist change.

The Police Service must only review Services as often as required by Government.

Police Services and roles must carry on without change.
APPENDIX 7

List of Constructs
Construct: 1
The organisational culture must support officers’ engagement with communities including those in difficult areas. This should be brought about by effective leadership in those areas, with additional support and training to enable officers to fulfil their responsibilities.

Construct: 2
The organisational culture must support effective consultation with communities in all areas in Northern Ireland. This should be brought about by effective leadership, and with appropriate support and training as required.

Construct: 3
The organisational culture must support effective engagement between senior managers in the police service and local politicians.

Construct: 4
Police officers should receive information regarding Best Value that explains why it has been introduced and how it will impact them in the way that they fulfil their roles and responsibilities.

Construct: 5
There must be specific and effective long-term management of the Best Value implementation plan arising from this research.

Construct: 6
Information that is provided to officers about Best Value must be role and rank specific, to ensure that the appropriate amount and level of information is provided.

Construct: 7
The organisational culture must support appropriate risk taking by officers and the blame culture should be eradicated.
The Mission, Operating Principles and Vision of the PSNI must reflect the need for creative and innovative officers who engage in appropriate risk taking to be encouraged and supported by the organisation.

The longer-term success of Best Value implementation must be supported through the construction of an internal communication strategy. This must

A fundamental review of the PSNI reward and recognition process is required to ensure that officers are effectively encouraged and supported to bring about the changes in service delivery that Best Value requires.

Managers within PSNI must be given leadership training that is specifically designed to meet the needs and requirements of Best Value. This should include training that provides an awareness of organisational culture and its effects.

There must be a review of current accountability and appraisal mechanisms for officers who do not exercise due diligence and professionalism when exercising their responsibilities with regard to Best Value.

PSNI should consider introducing a process of continuous development for officers that allows for competence and skills improvement to be given a higher priority and provides officers with the appropriate level of support and training.

PSNI should create a mentoring process for officers who have responsibility to take forward Best Value within the service. This would assist in the
development of a supportive organisational culture and improve overall managerial competence.

Construct: 15
PSNI should be proactive in forging links and alliances with other public sector organisations. This would assist in the development of the managerial professionalism of officers, and to create opportunities for collaboration and partnership working.

Construct: 16
A performance culture must be developed within PSNI. This should be taken forward through the development of a corporate level performance management system that allows all officers have their performance developed and held to account for what they contribute to achieving District and organisational goals.

Construct: 17
PSNI should generate an organisational culture that supports effective comparison. This should begin with the development of an effective comparison

Construct: 18
There must be training provided throughout PSNI to ensure all officers have the necessary levels of knowledge and competence to fulfil Best Value requirements.
APPENDIX 8

Table outlining Mean Scores and Standard Deviations for positional and aspirational questions by REGION

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<th>REGION</th>
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<th>Positional SD</th>
<th>Aspirational Mean Score</th>
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APPENDIX 9

Table outlining Mean Scores and Standard Deviations for positional and aspirational questions by LENGTH OF SERVICE
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Bibliography


University of Virginia (2004)  


