

Implementation of the marketing  
concept as a vehicle for reform towards  
a community orientation in policing

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**TITLE PAGE**

**Implementation of the marketing concept  
as a vehicle for reform towards a  
community orientation in policing**

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## DECLARATION

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## **ABBREVIATIONS**

<b>ANA</b>	Association of National Advertisers
<b>ARF</b>	American Research Foundation
<b>CAPS</b>	Chicago Alternative Policing Strategy
<b>CMO</b>	Chief Marketing Officer
<b>COPS</b>	Community Oriented Policing Strategy
<b>DMR</b>	Dublin Metropolitan Region
<b>EIQA</b>	Excellence Ireland Quality Association
<b>EPSA</b>	European Public Sector Awards
<b>EIPA</b>	European Institute of Public Administration
<b>IFSC</b>	Irish Financial Services Centre
<b>NPM</b>	New Public Management
<b>PASC</b>	Public Administration Select Committee
<b>SBU</b>	Strategic Business Unit
<b>UK</b>	United Kingdom
<b>US</b>	United States

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# **ABSTRACT**

Patrick F. Leahy

Implementation of the marketing concept  
as a vehicle for reform towards a  
community orientation in policing

A case study of policing in Dublin's North Inner City 2009-2016

As a consequence of the pressures for change in policing over many decades, an extraordinary consensus has emerged regarding the preferred orientation of policing towards a community/customer centric approach which is deemed to have performance improvement potential that would deliver better outcomes for external and internal stakeholders. Making the transition to the preferred orientation however, has been problematic for the police and has generally resulted in failure. What has been missing has been exploratory research that might go beyond the explanation of failure towards identifying a model or construct that may have the potential to facilitate such a transition.

In this context, a marketing approach was identified as having relevance and was subsequently researched as a case study in the Garda Síochána Division of DMR North Central which is situated in Dublin's North Inner city. The study examined and evaluated the antecedents and consequences associated with the deliberate engendering of a market-orientation in this case study setting and explored the effectiveness and reform potential of adopting such an approach.

A qualitative approach including interviews with key external and internal participants (N=35) was supported by a quantitative approach (survey N=209 Internal Participants) as part of a sequential exploratory research process which identified significant performance improvement in the research setting thereby contributing to the market-orientation performance relationship theory, by extending the theory to a policing context. In addition, it confirmed a relative effect and hierarchical ordering of antecedents and identified that the change in orientation represented an adaptive challenge which could be facilitated by the adoption of a behavioural market-orientation construct. Further research opportunities emerged from this research, including: the potential for a deeper exploration of the complementor concept in a transformational policing context; the effects of context and positionality on the perceptions of stakeholders regarding the relative effect and/or hierarchical ordering of antecedents, and the nature and effect of causal mechanisms that act to preserve the status quo.

## INTRODUCTION

As a senior police manager with responsibility for policing Dublin City and Region the researcher has been involved in police reform programmes as a practitioner, policy maker and advisor across a broad spectrum of policing at local, national and international levels. As a researcher he has identified a significant consensus in the policing literature towards a reorientation from the ubiquitous traditional command and control model to the concept of a market orientation under the banner of community policing. This concept of community policing has been so persuasive and alluring to practitioners and policy makers that it has been heralded as an "iconic style of policing" (Fielding 2005, p.460) representing a paradigm shift in the approach to police service delivery (Ponsaers 2001). Professional experience and an in-depth engagement with the literature, however, has identified substantial conceptual ambiguity associated with the concept, and despite its enduring strength as a desired state for police services, the international evidence indicates that successful reorientation towards the new paradigm has not generally been achieved (Ferrandino 2014, p.59, citing Zhao et al. 2003; Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Skolnick and Bayley 1988; Quinton and Morris 2008; Quinton and Myhill 2010; Sparrow 2018). While this is well reported in the literature, the findings of previous research have tended towards focussing on an explanation of how and why this may be the case with little emphasis on what can be done to achieve a successful transition.

Studies associated with a market/community orientation in policing can almost exclusively be found in the policing literature with little or no exploration in other disciplines despite the potential for greater understanding of the philosophy and concept associated with such an orientation. Engagement with the literature and personal experience indicate that in the absence of such broader research, practitioners, policy makers and politicians have resorted to continued rebranding of the original concept resulting in the mimetic and coercive isomorphism of a flawed interpretation on an international scale. This appears to have provided them with a rhetoric which indicates that a reorientation has been achieved which

represents the underlying philosophy and operational imperative of the contemporary policing environment. Experience and a deep review of the literature, however, indicates that the concept of a market/community orientation has been embraced more as a buzzword than as a philosophy with very little evidence of successful implementation (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; Moore 1992; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018). Research indicates that community policing has been weakly implemented in a 'scattershot fashion' across the policing landscape and therefore does not constitute a significant transformation at the industry level (Maguire and King 2004, p.17). This was recently evidenced in the UK where it was reported that:

Neighbourhood policing is under strain everywhere and has suffered substantial attrition. Outputs and outcomes including community engagement, visibility, intelligence gathering, local knowledge and preventative proactivity are consistently reported to be in decline. (Higgins 2018, p.30)

This behaviour appears to have resulted in a failure to achieve the performance improvement associated with a reorientation, or delivery of the stakeholder benefits that would potentially accrue through the successful implementation of the concept (Higgins 2018; Lowe and Innes 2012).

The paradigm shift associated with a reorientation represents an adaptive challenge that is beyond the technical fixes available in the policing toolbox, and, therefore, requires practitioners and researchers to explore disciplines other than policing in an effort to overcome that challenge (Heifetz and Linsky 2002). Having studied broadly across a range of disciplines including, economics; strategy; finance; organisation theory and design; change management; operations management; human resources management; marketing; social studies; and leadership, the researcher has identified significant similarities between the policing concept of a community orientation and the business concept of a market-orientation. The market-orientation performance relationship theory, which suggests that the deliberate engendering of a market-orientation (implementation of the marketing concept) is possible, is controllable by managers and contributes to improved performance and better outcomes for

customers and stakeholders (both internal and external) subsequently provides the theoretical anchors that frame the study. These theoretical anchors provide the building blocks for exploration of the possibility that deliberate engendering of such an orientation in a policing context could achieve similar performance outcomes. This is an important point as the very purpose of the study and therefore the research question, has been influenced by this underlying theory, and subsequently the assumption that deliberate engendering of a market-orientation is reflective of deliberate engendering of a community orientation, and that the market-orientation performance relationship can be relevant in a not-for-profit policing context. As a consequence, it has also been assumed that a transition to such an orientation could represent reform of the traditional policing function.

Apart from academic engagement and the personal experience of the researcher, there was an additional underlying context supporting the decision to undertake the current research. This was the fiscal adjustment that austerity brought in 2008/2009 in Ireland which provided a significant and persuasive opportunity for police managers to strengthen their ties with the traditional reactionary, inside-out policing perspective, in order to weather the storm. It was the researcher's view that weathering the storm in this way was not an acceptable option for the eighteen square kilometre area of Dublin's North Inner city where previous similar economic events had resulted in the alienation of this community from state agencies including the police. There was lingering evidence that some communities in this part of Dublin City were still suffering from the consequences of such events. It was in this context that the researcher, as the most senior police officer in the area, sought to apply a marketing solution to a policing problem by applying marketing logic and constructs to achieve a reorientation of policing with the objective of improving performance and delivering better outcomes for internal and external stakeholders and the community as a whole.

The prevailing context of austerity presented a challenge to the research approach, in that it created an atmosphere through pay and budget cuts, recruitment moratoriums and additional work requirements that was inconsistent with large scale, overt change programmes. Consequently, the researcher

considered that there would not be the initial buy-in and collegiality among the senior management team to commit to a big bang, strategic approach to the change at that time, and therefore, a slow burn, incremental approach had to be maintained until a critical mass of support could be achieved. The researcher subsequently commenced the research as an insider driver of change with the twin task of winning over support while engaged in a transition/reorientation strategy. This approach dictated that the ultimate research assessment be conducted after some years with those internal and external stakeholders (a key participant network) that were best placed to articulate their lived experiences of the journey. Having invested in this research, the executive management of An Garda Síochána were open to trialling the approach and formal permission was subsequently given. The review of literature confirmed initial impressions regarding the contrast of depth and breadth between the two research streams i.e. community orientation and market-orientation and while the market-orientation literature provided extra scope for the research project, to gain a better understanding it was important to also explore other related areas of writing. This included new public management, culture, leadership in a change context, and market-orientation itself. This background reading is reflected in the first two chapters of the thesis. The thesis overall has been structured into eight individual chapters.

Chapter One reflects the review of literature associated with the policing function, police reform and the challenges that have contributed to a failure in making the transition from a traditional model to a community orientation. Chapter Two focuses on the literature associated with market-orientation and its relationship with performance improvement. The chapter examines the antecedents and consequences associated with transitioning to such an orientation and identifies the research questions arising out of the review of literature. Drawing from the relevant literature, it also contributes to the development of a conceptual framework (appendix G, p.493) to guide the deliberate engendering of a market-orientation. Chapter Three details the research methodology, the philosophy that underpins the research method, the method itself and the strategies used to ensure validity and reliability. It also addresses the ethical considerations and the planned approach to analysis. Chapter Four presents a contextual profile of the

research setting, the Dublin Metropolitan Region, North Central Garda Síochána Division (DMR North Central) where the case study was explored, and provides an insight into the journey that was undertaken throughout the course of the research. Chapter Five presents the analysis of quantitative data collected in surveys of participants (internal Garda personnel N=209) and addresses sample representativeness, profile of respondents and descriptive analysis of individual items using the MARKOR scale. This resulted in a self-report performance score related to the level of market-orientation in the DMR North Central Garda division in 2016 following implementation and embedding of the new approach. Chapter Six presents the results of qualitative research conducted with a selection of key internal and external participants (N=35) and brings forward eighteen findings associated with the deliberate engendering of a market-orientation in the policing context of DMR North Central, including an identification of a relative effect and hierarchical ordering of antecedents. It also develops four analytical categories related to performance; consequences; antecedents and police reform, based on the findings, and engages in a consideration and interpretation of these in the context of participant accounts and the existing literature. Chapter Seven (the discussion chapter) delves into the meaning, importance and relevance of the results, focussing on explaining and evaluating what was found, showing how it relates to the literature review and research questions, making an argument in support of the overall conclusion. The discussion focusses around four key elements: Interpretations - what the results mean; Implications - why the results matter; Limitations - what the results can't tell us; Recommendations - what practical actions or scientific studies should follow. The chapter compares and contrasts the findings with relevant issues raised in the literature and advances an explanation as to how the relationship between community orientation and performance improvement relates to police reform.

Chapter Eight presents the conclusions associated with deliberately engendering a market-orientation in a policing context, presenting one conclusion related to performance, relevance and legitimacy, two conclusions related to consequences/outcomes, one conclusion related to antecedents and their relative effect and hierarchical ordering and two conclusions related to police reform and the adaptive nature of the challenge. Chapter Eight also presents the

limitations of the research, areas for further research and the key contribution of the study.

This research contributed to the construction of a framework that has the potential to provide practical guidance on how to facilitate transitioning to a community/market-orientation, and also identified the relative effect and hierarchical ordering of antecedents i.e., those elements that either enhance or impede transition towards this orientation. It also identified a construct and strategy options that contribute to a successful reorientation of policing from the traditional model to an effective community orientation, and provided the opportunity to experience the depth of the challenge involved and observe the change in culture taking place over time as reform of policing in the area took place. In this context, the primary objective of the study was achieved. Having identified both a cultural and behavioural construct in the review of literature, it was evident that a behavioural construct was more suited to a policing context. By analysing the effectiveness of adopting such an approach it can be concluded that by deliberately engendering a community orientation using a behavioural market-orientation construct, police reform can be effected, resulting in improved police performance and delivery of enhanced outcomes for customers, stakeholders and employees. It was also identified however, that an underlying fear of derision, marginalisation, retribution and danger pervaded throughout the programme of change, even though the corporate policy was clear that such an orientation was not only desired, but was explicitly required, as part of the strategic policy and direction of the organisation. While a deep exploration of this concept was beyond the scope of this project, the indications are, that the challenge to the traditional philosophy, strategy and culture of the organisation, prompted or provoked deep causal mechanisms to generate a reaction, manifested as derision, marginalisation, fear and potential retribution, which acted to preserve the status quo, from organisational stakeholders who were neither directly nor indirectly affected by the change. This presents an area for future research in order to attain a deeper understanding of the underlying mechanisms and their potential effect on police reform in this direction.

# CHAPTER ONE

## COMMUNITY ORIENTATION

### AN EXTRAORDINARY CONSENSUS ON POLICE REFORM

#### 1.0 Introduction

This study explores market-orientation in a policing context, its implications for police reform, and the performance relationship associated with such an approach. It seeks to achieve this through an examination and evaluation of the antecedents and consequences associated with the deliberate engendering of a market-orientation in the Garda Síochána Division of Dublin North Central which covers the eighteen square kilometre area of Dublin's north inner city (DMR North Central). The purpose of the study is to explore, through a case study analysis, the effectiveness of employing a behavioural market-orientation construct as a framework for transitioning from a traditional model of policing to the community orientation that the concept of community policing implies. The knowledge generated from this inquiry may afford new insights and so inform policing policy and practice in achieving the community orientation that is the preferred reform model for policing.

This chapter begins with an overview of the context and background that frames the study. It identifies definitional issues and their contribution to conceptual confusion followed by a discussion related to missed opportunities and the nature of the challenge associated with making the transition to a community orientation. The chapter introduces the concept of a market-orientation and its relationship to a community orientation in policing, and considers how marketing logic may be applied effectively to policing problems. This is followed by the problem definition and a discussion of the proposed rationale and significance of this research.

#### 1.1 Overview and Context:

### 1.1.1 Police Reform and Pressures for Change

In most western liberal democracies reform has been one of the most constant and persistent issues in policing for more than half a century (An Garda Síochána 2014; An Garda Síochána Inspectorate 2007; Bayley and Shearing 1996; Blair 2009; Blair 2005; Brady 2014; Clark 1965; Commission on the Future of Policing in Ireland 2018; Fleming and McLaughlin 2012; Higgins 2018; Higgins and Hales 2017; Home Office 2011; Innes 2014, 2011; James 2013; Johnston 1992; Mawby and Worthington 2002; Moore 1992; Police Executive Research Forum 2017; Reiner 2010; Sadd and Grinc 1994; Shearing 2007; Skolnick and Bayley 1988; Sparrow 2018; Thacher 2001). The pressures for change stem broadly from systems failure resulting in scandal (Fielding 2002; Moore 1992); the ineffectiveness of traditional policing strategies to address the rise in crime or reduce it (Hunt 2019; Moore 1992; Skolnick and Bayley 1988); fear of crime (Bayley and Shearing 1996; Friedman 1996; Walklate 1998); and the pluralisation/privatisation of policing (the rise in private security; neighbourhood watches; citizen foot patrols etc.), which effectively introduced competition to the business of policing (Bayley and Shearing 1996; Cunningham and Taylor 1985; Johnston 1992a; Moore 1992; Shearing 2000; South 1994). The pressures for change have also been influenced by the arrival of the New Public Management (NPM) ideology which was employed to reform the public sector, the general direction of which has been identified as managerialist (Clark et al. 1994; Coleman 2008; McLaughlin et al. 2001; Pollitt 1993) ultimately requiring more “business-like police forces” (Mawby and Worthington 2002, p.859 citing McLaughlin and Murji 1997). Two fundamental issues consistently underpin the pressures for police reform i.e., legitimacy and public confidence (Myhill and Quinton 2010).

In the context of employing the ubiquitous traditional policing approach to address the pressures for change however, the research indicates that: the traditional tactics of increasing the numbers of police or financial resources does not necessarily reduce crime rates; randomised patrolling in vehicles neither reduces crime or the fear of crime, nor does it improve the chances of catching criminals, reassuring citizens or improving trust in the police, and while saturation patrolling

may reduce crime, it generally results in displacement to other areas (Moore 1992). The research indicates however, that what is required, is for the police to obtain information from communities and ultimately become “co-producers” of crime prevention with those communities (Bayley and Shearing 1996; Higgins 2018; James 2013; Moore 1992; Skolnick and Bayley 1988; Sparrow 2018; Stanko 2012).

In terms of an appropriate reform model for policing, this concept of co-production reflects a continuing “extraordinary consensus” first referred to by Skolnick and Bayley (1988, p.1) regarding a transition to some form of community orientation under the banner of community policing (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; Hunt 2019; International Association of Chiefs of Police 1999; Lowe and Innes 2012; Maguire and King 2004; Osse 2006; Patten 1999; Ponsaers 2001; Quinton and Myhill 2010; Savage 2007; Schedler 2006; South 1994; Sparrow 2018; Stanko et al. 2012). Such a community-orientation in policing has been referred to as, “the required fundamental policing philosophy at the core of the organisation” (An Garda Síochána Inspectorate 2007, p.11); “the most important policing development of modern times and the bedrock of policing by consent” (Blair 2009, pp. 301-302); “an iconic style of policing” (Fielding 2005, p.460); “the leading policing philosophy of current times” (Osse 2006, p.97); and “the core function of the police service” (Patten 1999, p.43). It has also been referred to as, “legitimising government” (Bayley and Shearing 1996, p.604); “a global phenomenon that reflects [NPM’s] market values and outcome-oriented management precepts” (Gianakis and Davis 1998, p.485), and representing new organisational strategies that seek to redefine the mission, the principal operating methods, and the key administrative arrangements of police departments, using ideas from the private sector management literature rather than from any traditions of police scholarship (Moore 1992, p.103). In 1994, the passage of the Crime Bill in the United States, which made community oriented policing official federal policy was heralded as representing the dominant model of police reform at that time (Thacher 2001, p. 765).

Some of the principles and drivers that underpin the concept include that:

- Community policing represents “a viable set of strategies and tactics that begin to address significant shortcomings in the traditional delivery of police services” (Crank and Langworthy 1996, p.213).
- Everyone should have access to information about and an opportunity for dialogue with the police and the other local services that have a role in improving community safety and quality of life in the place where they live.
- Police forces should seek to deliver ‘proactive preventative’ local policing, and should do so by adopting structures and models designed to deliver the types of activities that are known to be effective in preventing crime, harm and demand. Where the evidence is lacking, these models should follow a clear preventative logic.
- The evidence-base supports selective, targeted deployment of embedded place-based practitioners, with a remit to develop and maintain a deep understanding of the problems that underlie local risk in context, and to develop, implement, and review creative, tailored interventions, to impact on them (Ferrandino 2014; Higgins 2018, p.68-69; Moore 1992; Lowe and Innes 2012)

On the other hand, the traditional approach to policing, has been described as an approach that “applies a centralised command philosophy that employs a hierarchical structure with overall responsibility for the success or failure of the organisation at this command level” (Phibbs 2010, p.2). Some of the principles associated with the traditional approach include a definitive hierarchical structure supported by a coercive, rule-based model, steeped in discipline to avoid misconduct, with a high degree of specialisation associated with order maintenance. It has been described in essence as “a strongly bureaucratic police model where police officers are controlled by internal rules with little or no discretion and are expected to make decisions by a universal application of the rules in their domain of power” (Ponsaers 2001, p.475). It has also been described as an approach that deliberately removes itself from communities, on

the basis that the police understand better than local residents how their communities should be policed, thereby deploying a rather technocratic, rigid, often cynical model of policing which is too hierarchical in its management and too narrow in its response to crime (Stone and Travis 2011). This traditional closed-rational system approach (Ferrandino 2014, p.53) is commensurate with reactive-oriented emergency response policing where community engagement, partnerships and problem-solving are not presented as core functions.

Table 1.1 Traditional police model –v- community policing

	<b>Military Bureaucratic model [Traditional Model]</b>	<b>Community policing model</b>
<b>Decision taking</b>	Centralisation	Decentralisation
<b>Labour division</b>	Specialisation	Generalisation
<b>Orientation</b>	Symptom oriented, repressive	Cause oriented, prevention
<b>Interaction with environment</b>	Closed system, reactive	Open system, proactive
<b>Changing potential</b>	Conservative	Innovating
<b>Manner of decision making</b>	Hierarchical, top-down	Democratic, bottom-up
<b>Involvement</b>	Needs of the government	Needs of the population
<b>Strategy</b>	Technical	Social (Public expectations)
<b>Finality</b>	Norm maintenance, law & order	Service oriented

Differences between the [traditional] military-bureaucratic police model and community policing (Ponsaers 2001, p.476)

Despite the reform potential presented by community policing however, and the pressures for change in that direction, the traditional policing approach has recently been described as “the prevalent police system design for the greater part of the twentieth century” with continuing strong influences on contemporary policing (Ferrandino 2014, p.53). As a consequence it appears, there is no agreement about a definition of community policing, or no internationally accepted construct which can be identified as providing a framework for making the transition from the traditional model to the new community orientation.

## 1.2 Community orientation

While research shows significant references to the “philosophy and theory” of community policing (An Garda Síochána Inspectorate 2007, p.11; Bennet 1998; Clark 2005; Ferrandino 2014; Fielding 2005, 2002; Higgins 2018; James 2013; Maguire and King 2004; Maguire and Mastrofski 2000; Moore 1992; Osse 2006; Stone and Travis 2011) there is little evidence of a ‘philosophy of community policing’ debate, which would resemble debates in other disciplines such as the philosophy of marketing debate. In a similar reform environment concerning the nature and scope of the marketing concept there is evidence of a vigorous debate concerning the philosophical basis of the marketing discipline (Easton 2002; Hunt 1990). In the absence of such a fundamental debate in policing, the definitional position of the community-orientation concept has remained open to wide interpretation. In constructing a definition of community policing we can see that it has been defined/described separately as a style, a policy and strategy, and as a philosophy of policing. In Ireland, as part of a national rollout in 2009, it was defined as:

...a partnership-based, pro-active, community orientated style of policing. It is focused on crime prevention, problem-solving and law enforcement, with a view to building trust and enhancing the quality of life of the entire community. (An Garda Síochána 2009, p.9)

Friedman (1992) defined it as:

...a policy and strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions. This assumes a need for greater accountability of police, greater public share in decision making, and greater concern for civil rights and liberties. (Friedman 1992, p.4)

The Us Department of Justice’s Office of Community-Oriented Policing Services (2004) defined community policing as:

..a policing philosophy that promotes and supports organisational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and police-community partnerships. (COPS 2004)

The organisation for security and cooperation in Europe (OSCE) defined it as:

Community-based policing or community-oriented policing is both a philosophy and an organizational strategy that allows the police and the community to work together to solve problems of crime, disorder and safety issues and to improve the quality of life for everyone in that community. (OSCE 2008).

Research indicates that there appears to be a convergence of opinion that community policing is fundamentally a philosophy of policing (Bennet 1998; Clark 2005; Ferrandino 2014; Fielding 2005, 2002; Higgins 2018; James 2013; Maguire and King 2004; Maguire and Mastrofski 2000; Moore 1992; Osse 2006; Stone and Travis 2011) or a policing paradigm which can be converted into practice through compatible organisational structures and operational strategies (Bennet 1998; Stone and Travis 2011). It has also been suggested however, that the failure to effectively engage in the required theoretical innovation and philosophical debate, has resulted in a lack of theory development in community policing, which has ultimately contributed to a development crises in this approach to policing (Fielding 2002, p.147). As a consequence, research on community policing has been described as voluminous, but dominated by policy-oriented and evaluation research with the bulk of published studies being empirically based rather than theoretical contributions (Fielding 2002, p.151).

In an attempt to address the combined theoretical and philosophical deficit Fielding (2002, 2005) makes reference to critical realism and its use of case study methods in identifying and analysing the particular social processes and practices that cause change, and citing Connolly (1998, p.124) makes reference to the concept of using detailed descriptions to 'uncover the meaning' people attach to their own and others behaviour. The key message from Fielding (2002) is that the approach is about seeing policing as a system where a change in one part has effects on other parts to which it is only indirectly connected and that research needs to attend to these connections which are exposed in the interrelation of action and structure. Despite the philosophical and theoretical challenges however, Fielding (2005) acknowledges community policing as representing an iconic style of policing, suggesting that both academic and political analyses still see community policing as the essential response to police/public divisions

(Fielding 2005, p.460). However, Fielding (2005) also identifies problems of definition, interpretation, implementation, and evaluation and acknowledges that the concept of community policing is generally desirable until an attempt is made to articulate a shared vision of how it should work.

Clark (2005) also addresses the philosophy underpinning policing approaches but focusses on the challenges associated with postmodern society. He describes postmodern society as a construct of many societies, a multidimensional phenomenon that exists within a given geographical area and yet transcends that containment by the rapid transit capability and communications of the postmodern world (Clark 2005, p.642). In this context, he suggests that the postmodern period challenges traditional policing to change its bureaucratic model to a philosophically driven operational base, rather than a prescriptively driven one, more representative of a past more simplistic period, or face the alternative of “spinning off functions to single issue organisations in a downsizing programme” (Clark 2005, p.644). From a philosophical perspective in the context of the postmodern, the following is suggested by Clark (2005):

A single omnibus corporate arrangement, which consists of different business units sharing the same underlying philosophy, may have more worth than splintering the organisation. A common professional and organisational philosophy could harmonise operations although the business units are operating within a different reality. The professional philosophy may reduce the need for a highly directive bureaucracy of the Weberian typology. The solution may involve the reform of the bureaucracy by the creation of a professional and organisational philosophical base rather than splitting the tree into different logs. (Clark 2005, p.644)

The requirement to change the philosophical base of policing however, gives rise to the notion of an adaptive challenge, a paradigm shift, and fundamental reform of the current traditional policing system if such a new orientation in policing is to be achieved.

### 1.3 Conceptual confusion

The research indicates that the concept of a community orientation in policing represents a call for a market-oriented, customer-driven approach that is owned by empowered communities featuring decentralised services focused on preventing rather than curing (Gianakis and Davis 1998), however, its actualisation has accurately been referred to as “a hotch potch of unintegrated programmes absent central purpose or theme” (Crank and Langworthy 1996, p.213). The concept has been described as “lacking definition” (Ferrandino 2014, p.52) and “somewhat of a chameleon concept” (Fielding 2005, p.460). It has also been described as a concept that is “misunderstood” (Friedman, 1996, p.1) and “plagued by conceptual confusion” (Gianakis and Davis 1998, p.487). The confusion associated with the concept may be compounded by the ambiguity that can be found in a basic interpretation of some of the more abstract principles such as “improved responses to the variety of human emergencies that mark modern urban life” (Moore 1992, p.100); “the application of more social methods and networking” (Ponsaers 2001, p.479; Schedler 2006, p.113) and “a central element of localism” (Savage 2007, p.203). More common principles do not provide much greater clarity such as, “collaborative engagement, problem-solving and community partnerships” (An Garda Síochána 2009, pp.ii-iii; Hughes and Rowe 2007, p.317; International Chiefs of Police 1999, p.9; Moore 1992, p.123; Thacher 2001, p.765;) “cooperation and co-production” (Fielding 2005, p.471; Friedman 1996, p.2; Ponsaers 2001, p.479; Skolnick and Bayley 1988, p.1) and “seeing like a citizen” (Innes and Lowe 2012, p.2), which all feature as potential activities that may contribute to implementation of the concept.

Other less ambiguous principles had the potential to provide a platform for exploration under the NPM ideology, for example, “broad consultation” (Drummond et al. 2000, p.573; Mawby and Worthington 2002, p.864); “an understanding and responsiveness to community and customer needs” (Fielding 2005, p.460; International Chiefs of Police, 1999, p.9); “an exchange of interests with local publics” (Fielding and Innes 2006, p.129) and “consensus building”

(Skolnick and Bayley 1988, p.1) which presented the police with an opportunity to experiment with other more customer-oriented disciplines and concepts such as marketing and market orientation, but this generally appears, not to have taken place.

#### 1.4 Managerialism and missed opportunities

The NPM ideology presented the police with an opportunity to expand their environmental scanning capacity beyond the historical and cultural norms associated with a traditional policing approach, described in a policing context as adopting a market-oriented, customer-driven, decentralised approach (Gianakis and Davis 1998). Some would indicate that far from being an opportunity, it represented an individual and organisational imperative, however, the potential of this transition was not readily accepted, and as Collins et al. (2007, p.30) suggest, “career public servants became identified as defenders of the status quo, and as incapable of producing the type of lean, efficient government that these new leaders desired.” The new ideology required a transition from existing paradigms to paradigms in which citizens would be perceived as consumers and where the tools and techniques from business disciplines would be employed “in order to effect change and achieve progress” (Collins et al. 2007 p.31). In an effort to address the changing environment associated with the NPM ideology, the police chose to pursue the managerialist aspects of objectives, measures, targets, actions and performance indicators within the existing traditional policing paradigm (Coleman 2008) with little or no exploration or experimentation of other more customer oriented disciplines. This pursuit of traditional output metrics such as “the rate of reported crime; the number of arrests made; crimes solved/cleared; clearance rate per police officer; response times; workload of police officers; traffic enforcement and charges laid” (Coleman 2008, p.309) resulted in enhanced efficiency in measuring what had always been measured but did little to address the underlying issues, which had been identified as driving the pressures for change. For example, in the UK, after many years of debate

regarding the police focus on managerialist-type metrics, the House of Commons Public Administration Select Committee PASC (2014) reported that:

...numerical targets for individual police officers and police forces as a whole...drive perverse incentives...and can present officers with a conflict between achievement of targets and core policing values. (House of Commons Public Administration Select Committee 2014, p.3)

The PASC (2014, p.3) went on to state that “we deprecate the use of targets in the strongest possible terms.” This view supports that of Fielding (2005, p.465) who suggests that “government and senior officers have taken their eye off the ball by avoiding talk about the grand narrative of policing in favour of answering the station telephone within five rings”. Simply put, when considering the effect of the NPM ideology on policing, the police may have missed an opportunity to explore other more customer oriented ways of doing business, and have merely become more efficient at measuring traditional policing activities, which have been shown to be ineffective in addressing some of the core issues that have contributed to the continuing pressures for police reform. If the police continue to pursue this approach, they may continue to lose market share and community-oriented policing “will become the prime task of those actors who reflect and represent the pluralisation of policing” (Hughes and Rowe 2007, p.327).

In the context of the pluralisation of policing, it has been reported that one of the most prevalent transformations of policing in recent decades, has been the emergence of a type of police work that reflects the loosening of the state’s monopoly on the provision of security (Cockroft 2013). Cockroft (2013) describes a broadening of the base of security provision with a trend towards focussing upon (policing) rather than the ‘police’, representing an acknowledgement of the pluralisation of police work that has led to increased references to ‘security networks’ and ‘commodification’ in the context of police provision. Cockroft (2013) suggests that the increasingly privatised context of policing represents a broad area “covering the complexities of new communicative technologies and their application in commercial and community settings as well as more traditional surveillance and patrol services” (Cockroft, 2013, p.90).

## 1.5 Evolutionary next step or paradigm choice

The failure to react appropriately to the competitive threat associated with the pluralisation of policing, may be attributable in some respects to the breadth of interpretations and the mixed messages associated with the transition from the traditional delivery of policing services to a community orientation. For example, Osse (2006, p.97) suggests that “in the US, UK and the Netherlands, community policing evolved as a natural next step after traditional policing” indicating that the transition was a matter of course or some definitive, passive outcome. The overwhelming evidence suggests the contrary however, indicating that the transition to such an orientation is not a natural progression, a matter of timing, or an evolutionary process in policing, but in fact requires a choice of policing paradigm and a cultural and philosophical transformation, for what appears to represent an adaptive challenge. This view is supported by Ponsaers (2001) who suggests that:

If community policing is the preferred reform model, the reform of an actual policing system in this direction is in no case the necessary consequence of the time we live in, but a programmatic choice, which has to be realised through a painstaking process of democratisation of the institutions. Community policing is no unavoidable post-modern phenomenon, but a voluntary and conscious choice between different options. (Ponsaers 2001, p.490)

In the same context, Stone and Travis (2011, p.4) suggest that community policing represented “the organising framework around which police departments were going to change everything they did”. They went on to cite Sparrow (1988) in describing the nature of the change required, stating that:

For the police it is an entirely different way of life. It is a new way for police officers to see themselves and to understand their role in society. The task facing the police chief is nothing less than to change the fundamental culture of the organisation. (Stone and Travis 2011, p.4 citing Sparrow 1988)

In a similar study in the UK it was suggested that the London Metropolitan Police needed to change its culture; clarify its purpose; improve its management systems and embrace the concept of service in order to be effective (Mawby and

Worthington 2002, p.860). In a drive to create a similar service and customer orientation in the New South Wales Police in Australia, culture change in the police was also identified as a necessary strategy (Burn 2010, p.249).

The difference in interpretation of the concept from “evolutionary next step” (Osse 2006, p.97) which suggests incremental change, and “a voluntary and conscious choice between different options” (Ponsaers 2001, p.490), which suggests transformational change, has most probably compounded the challenge facing those who pursue this new orientation. Such ambiguity may underpin certain perverse outcomes such as those referred to by Bayley and Shearing (1996, p.595) and Fielding (2005, p.461). In this context, Following urban riots in the 1980s in the UK where it was reported that:

concerted efforts had been made to foster communal involvement in local policing...All reflect the seemingly inherent fragility of police/community relations in areas afflicted by high unemployment, poor housing and a deteriorating infrastructure (Brewer et al. 1988, p.34)

However, little appears to have changed in the intervening period with research indicating that:

Community policing has proved particularly problematic in those high deprivation, high crime and social problem areas where it is believed it has most to contribute (Fielding 2005, p.461, citing Bowling and Foster 2002)

This failure in an operational context, where community policing is deemed to have its greatest potential, can contribute to an argument that community-oriented policing is not effective as a philosophy or operational strategy, and can result in a reliance on the traditional approach, which is now evident in the UK, where there is recent evidence of a change in orientation towards an increasing use of neighbourhood resources to service the response/reactive workload associated with the traditional approach (Higgins 2018, p.63). While Stone and Travis (2011, p.4) describe the advent of community policing as an “epochal shift” that was to replace the earlier traditional organising framework of professional

crime-fighting, it is currently suggested that the police are still grappling with this transition (Sparrow 2018), and despite a variety of engagement methods being utilised to identify the drivers of public insecurity, these methods apparently, have rarely afforded the sophisticated level of detail required to truly understand the needs of communities (Lowe and Innes 2012). This decline is evident in the UK where it has been reported that:

Frontline practitioners consistently report that the number of staff available for core neighbourhood work has diminished substantially during the period (2008-2017/18) while the demands on local policing have intensified and changed. The result has been significant attrition to the outputs and outcomes traditionally associated with neighbourhood policing; community engagement, visibility, community intelligence gathering, local knowledge and preventative proactivity are consistently reported to be in decline. (Higgins 2018, p.2)

This supports the research of James (2013) who found that in the UK:

As little as 3.5% of the operational resources in the police areas examined, were devoted to proactive policing. (James 2013, p.10)

James (2013, p.10) also found that “there can be a very wide gap between rhetoric and reality in policing”, and suggested that:

Across the developed world, police chiefs have enthusiastically embraced innovative strategies that promised improvements in the operational performance of their forces beyond those that could be realised by the reactive paradigm alone. However, some have questioned whether those innovations represented real change or simply served to reinforce the traditional control elements of the rational-legal, bureaucratic, police organisational model. (James 2013, p.2)

## 1.6 The enduring strength of the concept

While the police continue to struggle with the transition from a traditional to a community-orientation (Coleman 2008; Higgins 2018; James 2013; Lowe and Innes 2012; Sparrow 2018) and confusion remains regarding its meaning and

definition, the strength of the concept and its “link to police legitimacy and democracy” (Maguire and King 2004; Ponsaers 2001, p.482, citing Rosenbaum 1998) has prompted almost every western liberal democracy to embrace the broad concept of community policing in one shape or another. This is evidenced by its constant re-emergence under a variety of names such as community-oriented policing (Bayley and Shearing 1996; Gianakis and Davis 1998; Ponsaers 2001); community-based policing (OSCE 2008); proximity policing (Holmberg 2002); third party policing (Buerger and Green-Mazerolle 1998; Ferrandino 2014; Ransley 2014); public self-policing (Ferrandino 2014; Ponsaers 2001); neighbourhood policing (Blair 2009; 2005; Hughes and Rowe 2007; Quinton and Myhill 2010; Savage 2007); problem-oriented policing (Braga et al. 1999; Goldstein 1990; 1979; Sherman 1992); networked policing (Shearing 2000; Schedler 2006); reassurance policing (Fielding 2005; Fielding and Innes 2006); governance-based policing (Ferrandino 2014); and broken windows policing (Ponsaers 2001; Rosenbaum 1998; Skogan 1990; Thacher 2001; Wilson and Kelling 1982). The pressures to adopt a community-orientation are strong however, with Bayley and Shearing (1996) indicating that the aspiration of community policing is central to policing in a democracy, a view supported by Ponsaers (2001). This view is also shared by Osse (2006, p.97), who suggests that “in transitional countries the implementation of community policing is often used to demarcate regime-change, attract foreign direct investment and the adoption of democratic principles and values.” Some research indicates that the community policing and problem-solving movements represent the most significant transformations in the policing industry in the latter half of the twentieth century (Maguire and King 2004). Such is the strength of the concept, that the United States were prepared to invest approximately “nine billion dollars of expenditures” (Roth and Ryan 2000, p.1) under the Violent Crime Control and Law Enforcement Act of 1994 (Crime Act) which “was allocated to the Community Oriented Policing Services (COPS) programme and run over a six-year period from 1994 – 2000” (Roth and Ryan 2000, p.1), making community-oriented policing official federal policy and the dominant model of police reform at that time (Thacher 2001, p.765).

## 1.7 Aspiration versus Implementation

The strength of the concept has created pressures to be seen to adopt the new orientation however, and consequently, appears to have resulted in the mimetic and coercive isomorphism of a flawed interpretation and implementation on an international scale. In this context, in the UK it has been suggested that partly due to the rhetorical capital that it has come to carry, the meaning and content has become “increasingly nebulous and opaque” (Higgins 2018, p.62; James 2013). Additionally, change from within the police service, in particular change informed by academic debate and empirical evidence, has been slow, resulting in the perverse consequence of leaving the field open to politicians and moral entrepreneurs who argue that the prime aim of policing is and should be a narrow interest in reducing crime (Stanko et al. 2012). This is despite, of course, all the evidence that (1) the impact of police activity on overall crime rates is rather small and, (2) police officers spend a large proportion of their time dealing with non-crime-related events and circumstances better suited to a more community/customer-oriented policing approach (Stanko et al. 2012, p. 328).

Unfortunately, this appears to have provided police practitioners, policy makers and politicians with a rhetoric which would suggest that not only has the orientation been achieved, but that it is “essential for effective, efficient and accountable policing” (An Garda Síochána Strategy Statement 2013, p.3). There is little agreement however, on the meaning of the concept, and it has been embraced more as a buzzword than as a philosophy with very little evidence of successful implementation (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018). There is little evidence to suggest that much has changed since Skolnick and Bayley (1988) determined that:

Some senior managers jump on the bandwagon simply because to do so is progressive. Community policing is like motherhood: it cannot be denied. Such leaders talk a good game, but they rarely follow through. They are more concerned with appearances than reality. (Skolnick and Bayley 1988, p.16)

This assertion that transition to the preferred orientation has been unsuccessful in the main, is supported by the research (Commission on the Future of Policing in Ireland 2018; Higgins 2018; Maguire and Katz 2002, p.25) and reflects other commentators in suggesting that community policing is little more than a new police marketing strategy that has left the core elements of the police role untouched, or Skolnick and Bayley (1988, p.16) who suggest that in reality community policing is “more rhetoric than substance and more aspiration than implementation.” Research generally reflects this failure to make an effective transition from a traditional model of policing to an effective community orientation (Higgins 2018; James 2013; Lowe and Innes 2012; Quinton and Myhill 2010; Sparrow 2018). For example, despite the extraordinary commitment of resources to the COPS programme in the USA as outlined above, an evaluation of that programme on behalf of the National Institute of Justice (2000) stated that:

...all too often, partnerships were in name only or simply standard, temporary working arrangements. Most visited agencies did some form of problem solving, but form and visibility varied widely from agency to agency. In observed sites, crime prevention efforts abounded, primarily manifested as traditional programmes now subsumed under the community policing label. (Roth and Ryan 2000, p.2)

This view is supported by Ferrandino (2014, p.59), citing Zhao et al. (2003) who suggests that “community oriented policing has not resulted in a paradigm shift based on true partnerships but rather a way for policing agencies to appear to be innovative while not changing in their activities at all.”

Since the 1960s attempts to bring about such a transition in the Irish context have additionally been hampered by the protectionist policies and approach associated with the state security remit of An Garda Síochána which effectively insulated the service from the transformational change associated with such a transition (Brady 2014; Manning 2012). The transitional failure in the Irish context is evidenced more recently regarding the National Model of Community Policing introduced in 2009, which set out to “renew, reinvigorate and re-structure the community policing function” (An Garda Síochána 2009, p.ii), and effectively identified community policing as the underlying ethos of policing in Ireland. While it was

promised that the new Garda model would “re-energise the community policing culture within An Garda Síochána and enhance the organisational importance and attractiveness of the community policing role” (An Garda Síochána 2009, p.ii), a recent independent evaluation indicates that “the diminution in resources due to austerity has hampered the achievement of objectives in almost all locations, leading for example to the dilution/abandonment of the original community policing model in [a named District]” (KC Consulting 2017, p.29). Further confirmation of this failure can be seen in the report by The Commission on the Future of Policing in Ireland (2018) where it is stated that:

There are many excellent Gardaí who know their communities well and perform an exemplary service, but it is clear that the community policing system as a whole is under strain. Neither the structure of the police organisation nor its practices support the image it has of itself as a community police service. (The Commission on the Future of Policing in Ireland 2012, p.17)

In a similar context regarding Garda accountability, Manning (2012, p.357) asserts that “police accountability in Ireland, in short, is neither to the people at large, nor to any collection of groups, and has never been so.” This failure is also evident in the comments of Brady (2014) who makes reference to the conflict in Irish policing between the political imperative associated with state security and police responsibility to serve the community. Brady (2014) suggested however, that an opportunity existed in 2014 to make this transition to a 21<sup>st</sup> century community orientation.

From 2014 onwards, amidst a storm of criticism associated with systems failure and scandals in policing in Ireland, resulting in damage to public trust and confidence, and fundamental questions regarding its fitness for purpose, there have been calls for An Garda Síochána to make the transition to a community oriented policing service. This is reflected in Brady’s (2014) suggestion that:

...if the aim is to achieve a genuine transition to 21st century values of accountability, transparency and responsiveness to community needs, it will only be possible if those who embody the old culture are given the opportunity to opt out. (Brady 2014, p.329)

In a similar situation in the USA in 2004, following an evaluation of the Chicago Alternative Policing Strategy (CAPS) (a community policing programme which had been set up to address serious legitimacy and public confidence issues), Quinton and Myhill (2010, p.280) cite Rosenbaum (2004) and Skogan (2004) who had publicly hailed its success, stating that “wherever big city policing was heading, the Chicago Police Department would be at the forefront,” but despite its initial success Quinton and Myhill (2010, p.280) go on to cite Rosenbaum (2007) who was then reporting that the programme was “on its death bed” and Skogan (2008) who was reporting that the programme “was but a shell, waiting to be resurrected when a crisis of legitimacy again haunted the police.”

As outlined in respect of the 2009 National Model of Community Policing in Ireland, an attempt to address the same situation of legitimacy and public confidence in Chicago in 2012, saw Mayor Rahm Emanuel (Barack Obama’s former Chief of Staff) set about resurrecting the CAPS programme stating that “it is more critical now than ever before...and it’s time to revitalise the program” (Emanuel 2012, p.1), but only after declaring that “CAPS had become too bureaucratic after 20 years, with nearly as many people working in police department headquarters as in the Districts they are supposed to serve...” (Emanuel 2012, p.8). Examples also exist in the United Kingdom, where Blair (2009) commented that following decades of attempts to make the transition from a traditional model to a community-orientation, the government:

...has recently required some form of neighbourhood policing to be rolled out across every force in England and Wales. However, it remains unfinished business, ripe for further development...I wish it well. (Blair 2009, p.304)

Similarly, Herbert (2013) the UK Minister of State for Police and Criminal Justice, in a speech to the City Forum, clearly stated that “business as usual” was no longer an option for police forces and authorities. He argued that a fundamental redesign of police force organisation was needed including transformational long-term change which placed service improvement at its heart.

## 1.8 The transition: Technical fix or adaptive challenge

Evidence abounds of the difficulties which police forces have encountered in attempting to make the transition to a community orientation (Fielding 2005; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; James 2013; Mawby and Worthington 2002; Ponsaers 2001; Sparrow 2018; Stone and Travis 2011). This is not surprising, as the transition appears to have been addressed as a technical fix for what is most certainly an adaptive challenge. The “democratising of the institutions” referred to by Ponsaers (2001, p.490) includes restructuring; decentralisation of decision-making; devolution of power; greater discretion for frontline officers and an external orientation as opposed to an internal focus, all of which, require a change to the values system referred to by Brady (2014); Ponsaers (2001); Quinton and Myhill (2010); Thacher (2001). The transition from a traditional approach to a community-orientation represents a fundamental change to the policing system (Burn 2010; Mawby and Worthington 2002; Ponsaers 2001; Stone and Travis 2011; Sparrow 2018, 1988), and therefore, the values and norms associated with the existing traditional system are undoubtedly subjected to significant stress-testing and subsequent change by those in a leadership role who wish to make that transition. The research indicates that such values-laden adaptive change generates significant resistance (Beer and Nohria 2000; Dewit and Meyer 2004; Hayes 2007; Heifetz and Linsky 2002; Johnson and Scholes 2002; Moore 1992; Moorhead and Griffin 2001; Nadler et al. 1995; Quinton and Myhill 2010; Sirkin et al. 2005), and subsequently, Heifetz and Linsky (2002) suggest that:

...the single most common source of leadership failure we've been able to identify - in politics, community life, business or the non-profit sector - is that people, especially those in positions of authority, treat adaptive challenges as if they were technical issues. (Heifetz and Linsky 2002, p.14)

Heifetz and Linsky (2002) suggest that technical problems are generally those that can be solved within the current competence of the organisation. They do not suggest that these problems are simple or trivial, merely that they can be addressed within the existing paradigm using the available organisational tools

and expertise that people within or outside the organisation possess. They also suggest that there are problems that are not amenable to authoritative expertise or standard operating procedures within the existing discipline, paradigm or experiential toolbox. They refer to these as adaptive challenges and suggest that they require “experiments, new discoveries, and adjustments from numerous places in the organisation or community” (Heifetz and Linsky 2002, p13). According to Heifetz and Linsky (2002, p.18), “adaptive pressures force the organisation to change, lest it decline.” In a consideration of the relationship between risk and adaptive change Heifetz and Linsky (2002) suggest that:

...the deeper the change and the greater the amount of new learning required, the more resistance there will be, and thus, the greater the danger to those who lead. For this reason, people often try to avoid the dangers, either consciously or subconsciously, by treating an adaptive challenge as if it were a technical one. (Heifetz and Linsky 2002, p.14)

The research reflects this concept of organisational decline in policing in its description of the crises of legitimacy and public confidence, which have been experienced by the police when challenged with the pressures to make the transition from a traditional policing approach to a community-orientation (Quinton and Myhill 2010). With regard to police reform, it appears that the police have attempted to effect this transition within the existing traditional policing paradigm or experiential toolbox relying on existing policing knowledge and tactics. The continuing confusion and lack of progress in achieving and sustaining such an orientation may be explained by Heifetz and Linsky’s (2000) description of applying technical fixes to adaptive challenges, whereby, police leaders have been unprepared to take on the risk associated with such transformational change or simply did not have the tools, paradigmatic expertise or know-how to undertake and sustain such a transition. This creates an argument for the police to experiment and make new discoveries by exploring other disciplines and/or paradigms with a view to effecting the required change/re-orientation.

The required re-orientation has been referred to as “changing the culture of policing” (Burn 2010; Mawby and Worthington 2002; Moore 1992, p.150; Stone and Travis 2011; Sparrow 2018) and “probably the biggest obstacle” to making

the transition to community-oriented policing (Moore 1992, p.150, citing Sparrow et al. 1990). In this context, Moore (1992) suggested that the police needed to restructure the organisation to facilitate greater engagement with communities and to embrace and articulate openness as a value, in order to establish terms of accountability and partnership with external stakeholders. Moore (1992) went on to posit that such a reorientation required the police to deconstruct the traditional, centralised, functional system, and replace it with a geographical structure populated by personnel who were committed to service rather than adventure, where evaluations would be focused on quality of life issues, and quality of service as opposed to changes in crime rates.

In a similar study in the UK it was suggested that the London Metropolitan Police needed to become more service oriented, requiring a change in culture and philosophy (Mawby and Worthington 2002), which subsequently resulted in the Metropolitan Police Force rebranding as the Metropolitan Police service in 1989. Such an approach suggests that the police intention is to move to an external orientation in acceptance of the idea that crime and quality of life issues will vary from place to place and that police responses need to vary accordingly, depending on the nature of the community involved (Fielding 2005).

In an Irish context, this reflects Brady's (2014) assertion that An Garda Síochána needed to acquire new skills, talents and outlook, including influences from outside of the policing environment in order to overcome the challenge and make such a transition. He indicated that approaches which may have been successful in the past would not be successful in the current policing environment where an external orientation required a change in values and belief systems. In the contemporary policing environment, he suggests that the police are required to think differently about their approach to community oriented policing. In an acknowledgement of the adaptive nature of the challenge associated with making such a transition, Brady (2014, p.329) makes reference to reform of An Garda Síochána and suggests that unless the appropriate resources are employed "the cycle of superficial reform followed by crisis, that has prevailed over many decades, will continue." The adaptive nature of the challenge is also highlighted

by Thacher (2001) who suggests that failure to emphasise the challenge associated with the transition:

...can make the reform seem too simple – an apple-pie issue of getting closer to the community or a technical issue of effective implementation. That naïveté, in turn, may leave many police departments unprepared for the type of resistance that emerges and incapable of understanding it. (Thacher 2001, p.791)

## 1.9 Rationale and significance: Conceptual clarity and a market-orientation.

Despite the acknowledged ambiguity associated with the concept of a community orientation, the research is clear about some things. Firstly, that to address the fundamental issues of legitimacy and public confidence which underpin the pressures for police reform, a transition to a community-orientation is the overwhelmingly preferred option (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; Hunt 2019; International Association of Chiefs of Police 1999; James 2013; Lowe and Innes 2012; Maguire and King 2004; Osse 2006; Patten 1999; Ponsaers 2001; Quinton and Myhill 2010; Savage 2007; Schedler 2006; South 1994; Sparrow 2018; Stanko et al. 2012). Such an approach requires the police to see like a citizen (Innes and Lowe 2012), and adopt a customer/client orientation that delivers individualised services that focuses on the priorities nominated by the public, including those that the police do not see as important for themselves (Moore 1992). It requires the police to adopt a prevention oriented approach similar to the private security industry, in that, they must determine the needs of their customers/clients, by adopting a customer orientation and focussing on crime prevention and loss prevention (Maguire and King 2004; Moore 1992). This approach potentially addresses the concept of a democratic deficit associated with private industry providing policing services, that is, policing for those who can afford it, and it gives the public a say in how policing is delivered and how it addresses the needs of the people on the

ground. It also ensures that the type and style of policing is appropriate to the policing issues that exist in an area (Fielding 2005; Maguire and King 2004; Moore 1992).

Secondly, that the object of such an orientation is to gather information or market intelligence in order to develop a keen understanding of what communities want from the police, to consider the information in order to arrive at an understanding of what issues are underpinning and contributing to those problems, and to develop effective policing responses to address them (Brady 2014; Fielding and Innes 2006; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Innes 2004; Innes and Lowe 2012; Kelling 1999; Osse 2006; Ponsaers 2001; Sparrow 2018). In effect, the object of the desired orientation is reflective of Kohli and Jaworski's (1990) definition of a market-orientation:

...the organisation-wide generation of market intelligence pertaining to current and future customer needs, dissemination of the intelligence across departments, and organisation-wide responsiveness to it. (Kohli and Jaworski 1990, p.6)

The suggestion that the concept of a community-orientation in policing is reflective of a market-orientation is supported by the research, which indicates that the police must have a knowledge or heightened appreciation of community needs which takes cognisance of the local nature or character of problems and must respond appropriately to them (Brady 2014; Bayley and Shearing 1996; Higgins 2018; Higgins and Hale 2017; International Chiefs of Police 1999; Mawby and Worthington 2002; Moore 1992; Osse 2006; Ponsaers 2001; Skolnick and Bayley 1988). In order to respond appropriately to those needs, the police are required to have a keen understanding of their customer base and need to be in a position to provide a differentiated service to appropriately address those needs. The fact that different communities have different policing priorities and problems (Fielding 2005; Higgins and Hales 2017; Innes and Lowe 2012; International Chiefs of Police 1999; Skolnick and Bayley 1988; Sparrow 2018; Walklate 1998) tends to reinforce the notion that their needs and requirements should be determined through routine research, analysis, diagnosis and problem solving in communities which have been appropriately profiled (Friedman 1996; International Chiefs of Police 1999). This in turn supports the need to provide

“tailor-made policing and stratified crime prevention” (Ponsaers 2001, p.483) from a policing organisation that is “appropriately structured to provide this service day in and day out” to a diverse community/customer base (Moore 1992, p.127).

The suggestion that the police should move towards a market orientation is not unusual in the context of pursuing performance improvement associated with a customer-centric strategy, as the research shows that the pursuit of a market orientation in a selection of operational contexts/environments, including the public and not-for-profit sectors, has been found to deliver the improvements associated with the market-orientation performance relationship theory, for example: Kumar et al. (2002, 1998) in a survey of 159 hospitals yielded a strong positive relationship between market orientation and various measures of organisational performance; Harrison-Walker (2001) in a survey of 703 businesses in the hospitality industry found that customer orientation had a positive and significant impact on overall business performance; Martín-Consuegra and Águeda (2007) in a survey of the airline industry found that market orientation had a positive influence on business; Panigyrakis and Theodoridis (2007) in a survey of 265 branch managers in the retail industry reported that the findings clearly demonstrated a positive effect of market orientation on retail performance and supported the notion that market orientation was an important determinant of firm performance; Tsiotsou (2010) in a survey within the travel and tourism services industry (174 travel agencies, 61 hotels, 49 sport tourism agencies and 45 other tourism enterprises) reported that customer orientation was the only direct determinant of service performance; Prifti and Alimehmeti (2017) in a survey of 99 companies found that intelligence generation, dissemination, and responsiveness to it, proves to be a good determinant of innovation and firm performance; Vieira (2010) in a meta-analysis of 27 papers found the market-orientation performance relationship to be positive and strong, and in an international mega-analysis aggregating a sample size of seven meta-analysis on market orientation found that there was a positive, strong and consistent international relationship between market orientation and performance across countries; Kumar et al. (2011) using panel data constructed from the responses of repeatedly surveyed top managers at 261 companies regarding their firm’s market orientation over a nine-year period from 1997-2005, found that

market orientation had a positive effect on business performance in both the short and the long run; Julian et al. (2014) examined the link between three dimensions of market orientation, and found that all three dimensions of market orientation had a significant impact on performance; Laukkanen et al. (2015) in a study of small businesses, found that market orientation improved the financial performance of a small firm, but only if it was implemented through brand orientation and eventually translated into brand performance.

In a not-for-profit context, Wood et al. (2000) in a survey of 237 hospital administrators explored the market-orientation performance relationship and found strong support for the relationship between market orientation and hospital performance; Caruana et al. (1999) in a study of government organisations (Government departments in three Australian States) reported finding empirical support for a direct relationship between market orientation and performance; In a policing context, Drummond et al. (2000) in a case study (case studies from Inland Revenue, Richer Sounds Plc and the New York Police Department) examined the potential of market oriented strategies in facilitating policing initiatives, such as community policing and enhanced service quality. They noted in a policing context, that policies, management behaviour, and attitudes in innovative police practice seemed to parallel those in the other diverse industries/organisations studied and remarked that these approaches seemed to generate tangible results within a policing environment and therefore may be applicable generally, as service drivers within law enforcement bodies (Drummond et al. 2000, p.586); In a similar public sector environment with a focus on the 'citizen-orientation' performance relationship, Stritch (2015) conducted a study of 900 New York City elementary schools from 2008 to 2011 and found that such an orientation was positively related to multiple dimensions of public organisation performance. Similar to the current study, in order to understand how the relationship between a public organisation and the citizens it serves might facilitate organisational performance, Stritch (2015) drew on the market orientation construct (Jaworski and Kohli, 1993; Kohli and Jaworski, 1990; Narver and Slater, 1990) and extended the concept to public organisations in order to develop what he referred to as a citizen orientation (Stritch 2015, p.1); Gillett (2015) in a study of the links between market orientation and relationship

marketing in the context of local government procurement, focused on 55 local authorities in the UK and reported that relationship marketing orientation can relate positively to performance. Such evidence of the market orientation performance relationship in a variety of contexts, should comfort and provide an impetus for police practitioners and policy makers to pursue such an orientation in order to effect the reform required in transitioning from the traditional model to a community oriented approach.

### 1.10 Concept of community: Challenges and opportunities

Both a challenge and an opportunity arise for the police in respect of the concept of 'community'. The challenge is evident in a consideration of the substantive rhetoric of police practitioners, policy-makers and politicians who appear to assume that community reflects or represents a homogenous group, mainly defined by geography that possess common interests and have similar needs and demands. This assumption is based on what Fielding (2005, p.460) refers to as a "folk-mythic conception of the community" at a time when diversity, individualism and the concept of the customer are more prevalent than ever before. Traditional community policing relies heavily on a broad geographic concept of community with a lesser focus on communities defined by demographic, socioeconomic, or psychographic data. The rhetoric of community policing presents images of the police creating trusting, productive partnerships with stakeholders and communities in consensus-based geographic areas with a view to problem solving and maintaining community balance, or what Fielding (2005, p.460) refers to as "an idealised view of community policing where police define and strive to enact a posited common good."

The challenge associated with the concept of 'community' is not fully ignored in the community policing literature however, where it has been referred to as "an idea characterised by extreme vagueness" (Hughes and Rowe 2007, p.318); "an inherently ambiguous, almost elusive idea" (Skolnick and Bayley 1988, p.2); and an "ideological policy deployment, risking the fallacy of privileging community and

resulting in uncertain consequences” (Young 2007, p.181). It has similarly been described as consisting of “contested and changeable constructions” (Clark 2002, p.124) and being “slippery and vague” (Morgan and Mags 1984, p.3). Despite the ambiguity associated with the concept of community, and evidence which indicates that different communities “often respond differently to similar crime and antisocial stimuli” (Walklate 1998, p.567), there is little evidence to indicate that a practical solution such as segmentation, targeting or positioning has been explored in sufficient detail to address this existing reality in policing.

A potential opportunity for the police lies in the realisation that the concept of ‘community’ more accurately reflects a customer base which incorporates an eclectic mix of individuals, groups, associations and other ever-changing constructions and collections of individuals who represent the contemporary policing business environment. This realisation may contribute to an understanding that the individuals who inhabit this environment have not only a requirement but an expectation that appropriate, individualised policing services will be provided by a police service that is appropriately structured to provide such a service. Such a realisation and understanding by the police should prompt the pursuit of appropriate segmentation, targeting and positioning with a view to providing an enhanced standard of service in a competitive environment, providing superior value to customers and stakeholders, and protecting valuable market share.

This contemporary policing environment reflects the sentiments of Kotler and Levy (1969, p.14) who suggest that when profit or not for profit organisations set out to serve more than one target group, they will be “maximally effective by differentiating their product offerings and communications.” It also reflects Mawby and Worthington’s (2002, p.858) reference to the UK Governments white paper ‘*Policing a New Century*’ (2001) and the subsequent calls for the UK police to “embrace and deploy marketing techniques more often associated with commercial organisations and the private sector”.

## 1.11 Market share and a democratic deficit

Despite the opportunities provided by the NPM ideology and the changing nature of the concept of 'community', there is little or no evidence of a customer or community-centric response by the police. In simple terms, the response to pressures for change in policing suggest that the police either knowingly or unwittingly are failing to effectively engage and provide appropriate services to a constantly changing, diverse and dynamic customer base, which, in the 21<sup>st</sup> century is more and more defined by a lucrative security and policing market, where the private security industry competes for market share. The emergence of this kind of private policing has been linked to the dynamics of the free market, and the increasing requirements of enterprises such as insurance companies. In this context, the means, aims, outcomes and priorities are being defined in terms of the interests of the client with a focus on loss prevention and securing 'continuity of services' and 'safety'. The historical police monopoly on policing is constantly being eroded and it has been suggested, that the police are failing to address these issues and effectively compete in this arena and are therefore "losing market share" (Maguire and King 2004, p.20; Moore 1992, p.118). The outcome has been summed up to suggest that "in short, citizens keep nominating problems for police attention different from those the police have taken for themselves as their principal purposes" (Chan Kim and Mauborgne 2005; Moore 1992, p.115; Schedler 2006; Thacher 2001, p.776) and as a consequence, the historical operating environment associated with the monopoly of public policing is being conceded to the private security industry, volunteers and other non-traditional police-like agencies who are providing a more customer-oriented, appropriate security/safety/police service. In this context, "by clinging to their traditional priorities, the police risk becoming irrelevant" (Thacher 2001, p. 776).

This could ultimately result in a "democratic deficit" (Bayley and Shearing 1996, pp. 596-7) with the continued replacement of the public police as a direct provider of policing services in favour of a free-market approach which may provide tailor-made policing services for those who can afford to pay for them. This is evidenced

by the continued expansion of the private security industry and other actors who make up the mixed economy of security provision in what is referred to as the pluralisation of policing. This may have most relevance and present the greatest challenge for the police in those residential areas which represent the *raison d'être* for the public police and have historically represented the core business arena for them. In this context, Crawford and Lister (2004) revealed:

...a growing economy of residential patrols, one that is likely to expand and become more established over the forthcoming years. The end of the police monopoly of reassurance policing in residential areas is now an acknowledged aspect of contemporary policing. (Crawford and Lister 2004, p.63)

Some leading practitioners and academics have already accepted the demise of the public police as an entity which engages in direct provision of services, suggesting instead that the public police adopt a coordinating and management role in a system of 'nodal' policing which acknowledges the variety of actors operating in the environment of policing service provision (Castells 1997; Loader 2000; Loader and Walker 2007; Shearing 2007; Wood 2006). The question that remains for the police therefore, is whether to continue to administer technical fixes to an adaptive challenge and risk contributing to the democratic deficit associated with the further erosion of market share, or to explore other paradigms and disciplines to find a way to make the transition to a community-orientation, which the evidence indicates, is the preferred reform option for policing.

## 1.12 Application of marketing logic to policing problems

The aspirations of community policing reflect in no small way the principles of a market-orientation. This is evidenced in the NPM ideology which presents an opportunity for policing to be market-oriented and customer-driven (Gianakis and Davis 1998), suggesting that the police should pursue a customer focus and should recognise and target, not a general public, but a number of different publics (Bradley 1998), by acknowledging and embracing the idea, that

customer/community needs and requirements should drive policing strategies and activities (Ferrandino 2014; Higgins 2018; Higgins and Hales 2017; Innes and Lowe 2012; James 2013; Sparrow 2018). Subsequently, the current research explores whether the transition to a 21<sup>st</sup> century community-orientation can benefit from the application of marketing logic by adopting an internationally recognised market-orientation construct as a framework for facilitating and supporting such a transition. The exploration of other disciplines to address adaptive challenges in policing is not a new concept however, with Kotler and Levy (1969) positing that:

...an organisation's continued existence depended upon its ability to understand its constantly changing environment and the changing needs and expectations of customers, and that every organisation including policing, performed marketing like activities whether or not they were recognised as such. (Kotler and Levy 1969, p.11)

Kotler and Levy (1969) specifically predicted that policing would eventually explore the discipline of marketing and discover the benefits that marketing could bring. They suggested that such organisations would ultimately “adapt and adopt marketing principles developed by business organisations” (Kotler and Levy 1969, p.13). Kotler and Levy (1969) even expressed the view that failure to implement a market-orientation in organisations such as policing was not because they had not identified and accepted the benefits of such a course of action but because they had failed to fully develop the marketing structure within these organisations.

While we have seen such a change in orientation in some parts of the public and not-for-profit sectors, for example, (Caruana et al. 1999; Gillette 2015; Stritch 2015; Wood et al. 2000), the research over the intervening years shows little or no evidence however, of the development or existence of marketing structures in a policing context, or indeed, evidence of the adoption of marketing principles that would suggest anything other than a fleeting interest by the police in the marketing discipline (Mawby and Worthington 2002). Despite apparent indifference by the police to the discipline of marketing in a 21<sup>st</sup> century policing environment, it is suggested that “the application of marketing logic to policing issues/phenomenon would help police managers to better interpret their

problems and construct their strategies” (Kotler 1972, p.48). The reality in policing is that there appears to be no consensus about what marketing is and how it can be applied to police service provision, and that confusion remains at practitioner and policy-making level (Mawby and Worthington 2002).

### 1.13 The challenges of a monopoly mind-set

The research identifies little or no evidence of the police interpreting policing problems in a marketing context, which could suggest that the police mind-set may be influenced by the fact that public policing has maintained a monopoly over the policing environment for most of its formal existence (Brady 2013; Hughes and Rowe 2007 citing Crawford and Lister 2004; Kotler and Levy 1969) and that this has contributed to a culture of indifference to other disciplines. This has potentially continued to provide a false sense of security for policing practitioners and policy makers in the context of an increasingly competitive policing business environment. The relevance and effect of the mind-set of monopoly in public policing can appropriately be linked to the concept of ‘democratic deficit’ and considered in the context of the pluralisation of policing which prompted Shearing (2007, p.1) to confirm what he and Bayley had asserted in 1996, that over the previous quarter of a century “the nature of policing had been profoundly altered.” Bayley and Shearing (1996, p.85) had spoken of a watershed in policing and posited that “future generations would look back on our era as a time when one system of policing ended and another took its place.” In the same context, Shearing (2007, p.1) reflects on Shearing and Stenning (1980), when they wrote about a “quiet revolution” that was transforming policing and he concluded that in the first decade of the 21<sup>st</sup> century, they were most certainly right in their assessment, that pluralisation, and in particular the expansion of the private security industry, has continued to gain market share “not only at the expense of the public police but as a consequence of their avoidance and denial of the concept” (Shearing 2007, p.5). This appears to have been compounded by the continuing failure of the police to address this competitive environment when

developing corporate strategies and policing plans while ignoring the concepts of segmentation, targeting and positioning which have the capacity to assist in providing a competitive advantage in the dynamic and diverse operating arena where, “citizens have the opportunity to buy security more neatly tailored to their individual needs and apparently, are unconcerned about who provides it” (Moore 1992, p.119; Schedler 2006, p.122).

In the policing environment there is little or no evidence to indicate that the police have explored such marketing concepts or principles, have acknowledged that they have real marketing issues or that they have appropriately explored or identified the value and/or relevance-preserving qualities that a market-orientation may possess for policing. This reflects the engagement with the marketing concept in public policing in Ireland, England, Scotland and Wales where some evidence suggests a tentative, albeit ineffective exploration of the concept by the police (Mawby and Worthington 2002). Thus, as the pluralisation of policing by market oriented, competitive, private sector organisations, public-private partnerships, public sector agencies, voluntary groups and others, continue to claim market share, the public police who once monopolised the policing environment may be experiencing the organisational decline referred to by Heifetz and Linsky (2002) manifested in continuing issues of legitimacy and public confidence.

The failure by the public police to adopt and adapt marketing principles is reflected in Hunt (1976, p.24) who suggested that this was an issue for most administrators of non-for-profit organisations who did not identify that “they had problems that were basically marketing in nature.” Hunt (1976, p.24) posited that “until administrators of non-profit organisations perceived that they had marketing problems, their marketing decision making would inevitably suffer.” In the same context, Kotler and Levy (1969) concluded that:

...the advice facing those who manage non business organisations is not whether to market or not to market, for no organisation can avoid marketing. The advice is whether to do it well or poorly, and on this necessity the case for organisational marketing is basically founded. (Kotler and Levy 1969, p.15)

In an Irish context, Brady (2013) commented that monopoly in any sphere was problematic, but in policing, as the history of the Irish State had shown, it could on occasion bring policing into some dark places. While Brady's comment is not a direct reference to the difficulties associated with making a transition to a community orientation, it does reflect the strength of the mind-set associated with a monopoly in a policing environment. Brady (2014) however, does make direct reference to the necessity for An Garda Síochána to make the transition to a community-orientation but stresses the nature of the challenge involved in making that transition.

#### 1.14 The nature of the challenge – Leadership and Culture

In the context of the nature of the challenge, the reorientation required to make the transition in policing represents transformational change (Burn 2010; Ferrandino 2014; Maguire and King 2004; Mawby and Worthington 2002; Nadler et al. 1995; Ponsaers 2001; Stone and Travis 2011; Sparrow 2018), also referred to as a paradigm change i.e., “changing a set of assumptions held relatively in common and taken for granted in an organisation” (Hayes 2007, p.60; Johnson and Scholes 2002, p.48; Ponsaers 2001) involving “a break with the past, a step function change rather than an extrapolation of past patterns of change and development” (Hayes 2007, p.12) or a revision of the shared mental model/paradigm referred to by Pettigrew and Whipp (1993). Such change undermines traditional core competencies, and can question the very purpose of the organisation, requiring things to be done differently, or doing different things, rather than doing things better (Hayes 2007, p.13), or as Nadler et al. (1995) suggest, it requires a re-definition of the enterprise.

A significant challenge exists for managers involved in such paradigm change as it attempts to redefine what institutional theorists referred to as organisational fields i.e., networks of related organisations which share common assumptions, values, and ways of doing things so taken-for-granted, so institutionalised, that it is difficult for people to question or change them (Hayes 2007, p.60; Johnson and

Scholes 2002, p.46). For example, in a policing context, the police see the maintenance of law and order as their primary purpose, and as a consequence, they can come to be seen as the legitimate way to behave or think, so organisational strategies tend to develop within institutionally similar cultural parameters, the implication of which, is that, on the whole, managers think that they have more choice in developing strategies than they really do and that they tend to follow strategies similar to related organisations (Johnson and Scholes 2002, p.46). When a paradigm shift is required to re-orientate policing, for example, from a traditional law enforcement approach to a customer/community-centric approach, the core assumptions of the traditional paradigm are difficult to change, precisely because they are taken for granted; and the organisation might therefore find itself unable to adjust to such pressures (Johnson and Scholes 2002, p.48).

Where the need for a paradigm change is identified however, and time permits, managers can engage in planned evolutionary change, operating as a learning organisation which engages in single and/or double loop learning (Argyris and Schon 1978) as change unfolds over time. In this context, the research indicates that transition from a traditional internal orientation to an external customer/community-centric orientation will very likely require significant culture change i.e., a change in the behaviours, attitudes, beliefs and values of individuals (Burn 2010; Heifetz and Linsky 2002; Higgins 2018; Johnson and Scholes 2002, p.537; Ponsaers 2001; Sparrow 2018) suggesting that double-loop learning is required. However, while research indicates that the success of most change programmes is highly dependent upon organisational members/individuals, it also indicates that stakeholders other than employees can exercise considerable influence over the outcome of such change (Clarkson 1995). Research indicates that such reorientation efforts vary in the extent to which they acknowledge and deal with the deeply held beliefs of employees and the moral meaning and legitimacy that people ascribe to the old order i.e., 'organisational culture' and the extent to which they focus on structure and systems (Beer and Nohria 2000, p.137). In this context, organisational culture has been defined as:

The basic assumptions and beliefs that are shared by members of an organisation, that operate unconsciously and define in a basic taken-for-granted fashion an organisation's view of itself and its environment. (Johnson and Scholes 2002, p.45)

From a research perspective the concept of culture has also been defined as "Collective subjectivity - that is, a way of life or outlook adopted by a community or social class" (Alasuutari 1995, p.25), where the concept of culture is reflective of the concept of habitus put forward by Bourdieu (1984) who used statistical data to identify social groupings who differed from each other in terms of their distinctive lifestyle – their habitus - i.e., their mode of activity and way of thinking that organised individual's everyday life (Alasuutari 1995, p.26). In this context, the research indicates that organisational culture and individual behaviour are inextricably linked, and therefore, it can be argued, that the choice of behaviour or structure for initial emphasis in a change programme will depend on the extent to which behaviour/culture has to change. Additionally, if behaviour has to change, structure and process interventions have to be integrated, and for this to take place, it has been suggested that the top team's own effectiveness is critical (Beer and Nohria 2000; Cohen, 1998; Dewit and Meyer 2004; Johnson and Scholes 2002; Kohli and Jaworski 1990; Narver and Slater 1990). Reorienting from a traditional bureaucratic organisation to a creative/innovative environment therefore presents difficult challenges to changing behaviours and attitudes, embracing ambiguity, taking risks in a new organisational context, using influence rather than authority as well as transferring the skills required to operate in the new environment. To be effective in this change arena requires the balancing of culture change with structural and process/systems change (Beer and Nohria 2000, p.183). In other words, approaches, styles and means of change need to be tailored to the context of that change for example; the extent to which they involve paradigm change (Heifetz and Linsky 2002; Higgins 2018; Ponsaers 2001; Thacher 2001; Sparrow 2018) and their nature in terms of whether they can be achieved through incremental change or require urgent, immediate action. It is also important to consider wider aspects of organisational context such as resources and skills that need to be preserved, the degree of homogeneity or diversity in the organisation, the capability, capacity and readiness for change

and the power to make change happen (Dewit and Meyer 2004; Johnson and Scholes 2002; Moorhead and Griffin 2001).

Research indicates that in such a reorientation there will be a tendency towards inertia and resistance to change; people will tend to hold on to existing ways of doing things and existing beliefs about what makes sense (Johnson and Scholes 2002, p.534). Where transformational change takes place in a non-crisis situation however, an intervention change style which includes the coordination of, and authority over, processes of change by a change agent who delegates elements of the change process to individuals and teams may be the most appropriate approach. These individuals and teams contribute to idea generation and implementation, and therefore internalise and take ownership of the change, while the change sponsor ensures the monitoring of progress, and that change actually occurs (Johnson and Scholes 2002). Other change styles include the following: Education and communication style and Collaborative/participative style which are both appropriate for incremental change, or long-term horizontal transformational change; Directive style which is appropriate for transformational change and Coercion/edict style which is appropriate for crisis, rapid transformational change or change in established autocratic cultures (Johnson and Scholes 2002, p.546).

It has been suggested that people and organisations exhibit a natural reluctance to change, having a strong preference for stability (Dewit and Meyer 2004; Johnson and Scholes 2002; Moorhead and Griffin 2001). In this context, research indicates that:

Once general policy has been determined, most firms are inclined to settle into a fixed way of working. The organisational structure will solidify, formal processes will be installed, standard operating procedures will be defined, key competence areas will be identified, a distribution of power will emerge and a corporate culture will become established...the downside of stability is rigidity – the unwillingness and/or inability to change, even when it is urgently required. (Dewit and Meyer, 2004, p.177)

As a consequence of the intricate, integrated and interdependent nature of organisational strategy, structures, processes, systems and culture, change can often create a feeling of initiative overload, chaos, or loss, all of which, can

provoke strong resistance from the people most affected (Abrahamson 2000, p.129; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Heifetz and Linsky 2002; Johnson and Scholes 2002; Moorhead and Griffin 2001), resulting in the failure of an estimated two thirds to one half of transformation initiatives (Kotter 1995, p.1; Sirkin et al. 2005, pp.142-143). A significant element at issue it appears, is that executives and employees see change differently, with change leaders/senior managers often identifying opportunity both for the business and for themselves, while many employees perceive change as representing disruption, intrusion and loss (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Heifetz and Linsky 2002; Moorhead and Griffin 2001; Strebel 1996, p.45). Research has subsequently shown that disaffected employees will often undermine the credibility of managers and challenge plans for change (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin et al. 2005; Strebel 1996). Studies indicate that most people are reluctant to alter their habits, because they are comfortable and confident that what has worked in the past is good enough for the future, and in the absence of an obvious crisis, a dire threat and/or a belief that useful change is absolutely necessary and possible, employees will not make the necessary sacrifices. In the absence of such stimuli and even if they are unhappy with the status quo, employees will most likely keep doing what they've always done (Garvin and Roberto 2005, p.87; Kotter 1995, p.10).

This is often based on embedded organisational culture created by employee's observations and experiences of the organisation, which translates their perceptions about organisational values into beliefs about how the organisation really works. This includes the unspoken rules that apply to issues such as career advancement, decision making, conflict resolution, and change. Employees apparently gauge and are guided by the organisation's true culture by noting what the organisation says about its values and observing the interplay between organisational practices and management's attitude toward them (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Strebel 1996). They determine whether management practices what it preaches, and therefore,

alignment between an organisation's statements and management's behaviour is key to creating a context that evokes employee commitment to change (Strebel 1996, p.50). It is often this dimension that is undermined most in a change programme when conflicts arise and communication breaks down and it is often the dimension along which management's credibility, once lost, is most difficult to recover, often resulting in resistance becoming more embedded in the culture (Strebel 1996, p.51). Research indicates that changing such culture in an organisation can take considerable time and effort, can represent personal and professional danger for change leaders, and until new behaviours are rooted in social norms and shared values, there are no guarantees that they will survive long-term as they remain subject to degradation as soon as the pressure for change is removed (Heifetz and Linsky 2002; Kotter 1995, p.16). It has been suggested that the dangers of exercising leadership to effect transformational/adaptive change derive from the nature of the problems for which such leadership is necessary, and in this context, Heifetz and Linsky (2002) suggest that:

Adaptive change stimulates resistance because it challenges people's habits, beliefs and values. It asks them to take loss, experience uncertainty, and even express disloyalty to people and cultures. Because adaptive change forces people to question and perhaps redefine aspects of their identity, it also challenges their sense of competence. Loss, disloyalty, and feeling incompetent. (Heifetz and Linsky 2002, p.30)

Research indicates that two factors are particularly important in institutionalising change in corporate culture. One factor is taking sufficient time to make sure that the current and next generation of senior management really do personify the new approach (Kotter 1995, p.17), and the other is a conscious attempt to show people how the new approaches, behaviours, and attitudes have helped improve performance (Chan Kim and Mauborgne 2005, p.39; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995, p.16; Moorhead and Griffin 2001; Strebel 1996). Research has shown, that to be effective, leaders must explicitly reinforce organisational values on a constant basis, using actions to back up their words and as a consequence, they can earn considerable latitude from employees when their hearts are thought to be in the right place (Beer and Nohria 2000; Garvin and Roberto 2005, p.104; Hayes 2007; Johnson and Scholes 2002).

While one of the primary goals of change leaders is to transform behaviour, employees need senior management assistance/input in making the transition, developing and maintaining those new behaviours, especially when their old ways of working are deeply engrained and potentially destructive. In this context, effective change leaders must provide opportunities for employees to practice desired behaviours repeatedly, while personally modelling new ways of working and providing coaching and support (Garvin and Roberto 2005, p.98).

Studies have shown, that even where transformational change has commenced, people need to see compelling evidence within a reasonable short time that the transition journey is producing expected results, and in the absence of this, many people can lose interest and commitment and can often join the people who have been resisting the change (Chan Kim and Mauborgne 2005, p.39; Kotter 1995). In addition, employees engaged in the transformation/change process need to feel that their sacrifices are not in vain and that their accomplishments are being recognised and rewarded (Garvin and Roberto 2005, p.96).

Research has also shown however, that significant opposition to reform can often come from outside the organisation, as an organisation's change of strategy impacts on other organisations, stakeholders, partners and/or competitors. The change is likely to be resisted by these actors if they are happy with the status quo and powerful enough to protest the changes (Chan Kim and Mauborgne 2005, p.42; Kumar et al. 2002). Even if an organisation has reached its tipping point for change internally, powerful vested interests can often resist the impending reforms, and the more likely that change becomes, the more fiercely and vocally these negative influencers often become. In this context, it has been suggested that they will often fight to protect their positions, and as a consequence, their resistance can seriously damage, even derail, the reform process (Chan Kim and Mauborgne 2005, p.40). Therefore, change leaders need to look beyond the organisation when considering transformative/adaptive change. From an internal perspective, research has shown that when an organisation has had a succession of leaders, resistance to change can be even stronger, with a legacy of disappointment and distrust creating an environment in

which employees automatically condemn the next turnaround champion to failure (Garvin and Roberto 2005, p.87).

It has been suggested that in order to address the challenges associated with transformational change, organisations must boost the commitment of two different groups of people, they must get visible backing from the most influential executives, and they must take into account the enthusiasm or resistance of the people who will be most affected by, and must operate the new systems, processes, or ways of working (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). In this context, long-term, visible, audible senior management commitment is vital to engendering commitment from those who will be required to work in the operating environment. If these employees don't see that the organisation's leadership is authentically supporting the project, they are highly unlikely to stay the journey (Beer and Nohria 2000; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005).

To embark upon, and subsequently embed change, transformation leaders must first convince employees and stakeholders that the organisation is truly in serious or critical danger, or at least, that radical changes are required if the organisation is to survive and thrive in a certain context (for example, the onset of austerity which prompted the change in the DMR North Central) and they must show through word and deed that they are the right leaders with the right plan (Garvin and Roberto 2005, p.86).

Therefore, in order to initiate a transformation initiative, some leader(s) or manager(s) must identify the organisation's situation in the changing environment, evaluate the pressures for change and then find ways to communicate this information broadly and dramatically, especially with respect to crises, potential crises, or great opportunities that are very timely. The research indicates however, that while this first step is essential, because getting a transformation programme started requires the aggressive cooperation of many individuals, without appropriately motivated people the effort can often be

thwarted before it has gained sufficient traction to breathe life into the proposed programme of change (Dewit and Meyer 2004, p.178; Kotter 1995; Moorhead and Griffin 2001; Quinn 2005). In this context, studies have shown that major renewal programmes often start with just one or two key individuals, but over time, successful transformation efforts require that leadership coalitions emerge, with powerful senior managers always forming the core of the group (Dewit and Meyer 2004; Kotter 1995, pp.5-7). Efforts at transformative change that don't have a powerful enough guiding coalition can make apparent progress for a while but sooner or later, the opposition gathers itself together and effectively resists the change (Kotter 1995, p.7).

Research indicates however, that when these individuals are not new leaders, great leaders, or change champions, the first step can be a significant challenge for them, as change, by definition, requires the creation of a new system, which in turn always demands strong leadership (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004, p. 178; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin et al. 2005; Strebel 1996). In addressing the change, such leaders must therefore be capable of creating a picture of the future, a vision, that is relatively easy to communicate and appeals to customers, stakeholders and employees, and they must broadcast the vision, and consciously become a living symbol of the new corporate culture (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin et al. 2005).

In a policing context, it has been suggested that the greatest challenges can often materialise in persuading people and getting them to agree on the causes of current problems, the need for change and the subsequent mobilisation to effect the required change. Therefore, such movement can only be achieved by leaders who make unforgettable and unarguable calls for change, who concentrate their resources on what really matters, who mobilise the commitment of the organisation's key players, and who succeed in silencing the most vocal naysayers (Chan Kim and Mauborgne 2005, p.24). The same research suggests that leaders need to put their key managers face-to-face with the operational problems so that the managers cannot evade reality, as a consequence of which,

poor performance becomes something they witness rather than hear about (Chan Kim and Mauborgne 2005, p.27).

In addition, it has been suggested that leaders can positively affect employee's resistance to change by redefining their personal terms of employment (compacts), persuading them to accept them, as it can be unrealistic for managers to expect employees to fully buy into changes that alter the status quo (Strebel 1996, p.45). The changing terms of employment in a transformation process however, are often tough and ambitious and those who find it too difficult to accept are often challenged and ultimately encouraged to leave. Therefore, in a transformation context, senior managers are required to not only lead the initiative but also closely manage it, as without such leadership, employees can remain sceptical of the vision for change and distrustful of management, and management will likewise be frustrated and stymied by employees' resistance (Strebel 1996, p.55). Regardless of the cultural context, research indicates that unless the revision of personal terms is treated as integral to the change process, organisations may not accomplish their transformation goals (Strebel 1996, p.62).

In order to successfully implement transformational change Quinn (2005) suggests that leaders/managers must draw on their own values and capabilities by entering the 'fundamental state of leadership'. That is:

a frame of mind that creates a results-centred mind-set, which facilitates a willingness to leave one's comfort zone to make things happen; to behave according to one's values rather than bending to social or political pressures; putting the collective good above one's own needs and by being receptive to outside stimuli that may signal the need for change. (Quinn 2005, p. 106)

When such a mind-set has been achieved, Quinn (2005) suggests that change agents are more prepared to exercise the required style of leadership, and therefore have the enhanced capability to manage transformational initiatives and deliver a sustainable, high performance culture (Quinn 2005, p.106). Research indicates however, that this fundamental state of leadership is not a permanent state, as fatigue and external resistance challenge the resilience of such

leaders/managers. The challenge for individual change leaders/managers in achieving such a mind-set, lies in the requirement to move from a position of problem solving to purpose finding, and from merely complying with others' expectations and conforming to the current culture, to clarifying one's own core values and increasing one's integrity, confidence and authenticity. If successful however, the change in confidence and authenticity as these change leaders/managers behave differently, forces others to make sense of the new behaviour, which some will be attracted to, while others are offended. This of course poses a further challenge for change leaders and managers who can often opt for the safe posture of defensiveness, denial or applying technical fixes, effectively engaging in self-protection and self-deception, which falsely insulates them from the reality of the changing environment, and subsequently, they perform according to an outdated, less valid, image of what is real (Heifetz and Linsky 2002; Quinn 2005, p.110). However, while some leaders/managers avoid the challenge (Heifetz and Linsky 2002; Quinn 2005, p.110) those who are true to their values, are more willing to initiate such conflict (Heifetz and Linsky 2002; Quinn 2005, p.108).

In order to effect transformational change, it is therefore suggested that change leaders are required to become less self-focused and more focused on the collective good, more open to outside signals or stimuli, including those that require them to do things that they are not comfortable doing, that is, instead of paying attention to the more appealing signals towards incremental adjustments, they respond to the need for transformational change. But in the fundamental state of leadership, being guided by inner values and beliefs, it is suggested that change leaders will be more aware of what is unfolding, and will be generating new images all the time, that is, they will be more adaptive, credible, and unique (Heifetz and Linsky 2002; Quinn 2005, p.110). As a consequence of entering this state of leadership, change leaders and managers can potentially increase the likelihood of attracting others to an elevated level of community, a high-performance state that may continue even when they are not present (Quinn 2005, p.110). When they are operating from such a values-driven perspective, they exhibit positive characteristics, such as clarity of vision, self-empowerment, empathy, and creative thinking (Quinn 2005, p.114).

In addition to their skills, values and commitment, when engaged in transformational initiatives, change leaders/managers must also adopt practical measures to enhance the potential for a successful outcome, for example, they must consistently, authentically and convincingly communicate the need for change, and what it means for employees at all levels, or they endanger the project's success (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). They must find ways to communicate information broadly and dramatically, especially with respect to crises, potential crises, or great opportunities that are very timely. When the urgency and critical need for transformational change is not communicated effectively, it has been suggested that, the transformation process will not succeed (Garvin and Roberto 2005; Kotter 1995; Quinn 2005; Sirkin et al. 2005). However, even when an organisation has reached its tipping point, for the new strategy to become a movement, employees must not only recognise what needs to be done, they must also want to do it (Chan Kim and Mauborgne 2005, p.36), and therefore, a clear and compelling statement of where the change is taking people is a critical element, without which, transformations commonly fail (Kotter 1995, p.8).

In order to enhance the potential for successful change, leaders/managers must take responsibility for the constant review of the transformation projects, as research indicates that long projects that are reviewed frequently are more likely to succeed than short projects that aren't reviewed frequently. Thus, it has been suggested that the time between reviews is more critical for success than a project's lifespan (Chan Kim and Mauborgne 2005, p.38). In this context, research indicates that, there is a critical requirement for transformation projects to be formally reviewed/evaluated at least bimonthly as the probability that change initiatives will run into trouble rises exponentially when the time between reviews exceeds eight weeks (Chan Kim and Mauborgne 2005, p.38). Such reviews have been found to have a positive effect on the development of a culture of performance, and they facilitate the identification of the most committed managers and staff, and give high achievers an opportunity to be recognised and

acknowledged (Chan Kim and Mauborgne 2005, p.38). Research indicates that reviewing/evaluating should be a formal occasion during which change leaders/managers evaluate performance on all the dimensions that have a bearing on success or failure. The reviews should be structured so as to be capable of confirming that progress is being made, and that weaknesses can be addressed, processes can be altered, and resources and direction can be considered and/or realigned (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996).

Research indicates that senior management commitment is essential to the success of transformation initiatives and their necessary hands-on approach must also consider and address some of the hard factors that affect a transformation initiative, for example, the time necessary to complete it, the number of people required to execute it, and the financial and/or other results that intended actions are expected to achieve. Some research shows that change projects can often flounder when such factors are not addressed early and appropriately (Sirkin et al. 2005, p.144). In this context, Change leaders/managers must be committed enough to ensure sufficient allocation of appropriate resources to the change programme (Dewit and Meyer 2004; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005). In fact, in developing a framework for the assessment of change programmes and their potential to succeed or fail, Sirkin et al. (2005) doubled the weighting assigned to senior management commitment (Sirkin et al. 2005, p.150).

The research clearly indicates that taking on the challenge of transformational/adaptive change is not for the fainthearted or the unprepared, and evidence of this can be seen in the research of Heifetz and Linsky (2002) where it is stated that:

In mobilising adaptive work, you have to engage people in adjusting their unrealistic expectations, rather than try to satisfy them as if the situation were amenable primarily to a technical remedy. You have to counteract their exaggerated dependency and promote their resourcefulness. This takes an extraordinary level of presence, time,

and artful communication, but it may also take more time and trust than you have. (Heifetz and Linsky 2002, p.15)

#### 1.14 Problem statement: Police reform and performance improvement

The police have continuously struggled to complete successfully the transition from a traditional model of policing to the community-orientation that has been identified as the necessary and appropriate reform model for policing (Ferrandino 2014; Higgins 2018; O'Dwyer 2017; Ponsaers 2001). Subsequently, the police have failed to capitalise on the potential for improved performance which has been identified as being commensurate with such a change in orientation (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Morgan and Vorhies 2018; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). In an Irish context, the research indicates that the community policing model went into such decline between 2009 and 2017 that it resulted in abandonment in some areas. As a consequence, the Commission on the Future of Policing in Ireland (2018) reported that the structure and practices of policing in Ireland did not reflect a community orientation, despite the organisation's rhetoric to the contrary. Such was the failure in an Irish context, that Brady (2014) suggested that senior managers would have to be removed in order to create the new culture required to achieve such an orientation. Similarly in the United States and the United Kingdom, Quinton and Myhill (2010); Emmanuel (2012) and Blair (2009); James (2013) respectively, identify the decline of community policing while acknowledging calls for its redevelopment/resurrection as a response to issues of police legitimacy and public confidence.

Despite the pressure from competition, the changed nature of the concept of 'community', and the overwhelming consensus regarding a need to focus on the

community/customer, it appears that the police have failed to explore the marketing concept and its implementation (deliberate engendering of a market-orientation) as a possible framework to facilitate such a transition. There is little information however, on what effect this might have in the context of a transition to a 21<sup>st</sup> century community-oriented policing service. Therefore, exploratory research in the operating environment may be able to provide the evidence that police practitioners and policy makers will need in order to entice them to embark upon such a significant journey.

### 1.15 Chapter summary

The research indicates that there is sustained pressure for police reform in the context of a transition from a traditional approach to a community orientation. The police however, appear to have continued to struggle with effecting this transition which has resulted in continuing fundamental issues associated with legitimacy and public confidence. The pressure to be seen to adopt the preferred reform orientation, and the subsequent isomorphism of a flawed interpretation and implementation of the concept on an international scale, has resulted in police practitioners, policy makers and politicians resorting to the use of rhetoric as a replacement for real reform. In this context, the discipline of marketing has relevance in addressing the adaptive nature of the transition by providing insights from a different discipline and business paradigm that is more closely aligned with the desired orientation. An opportunity exists to explore the effectiveness of deliberately engendering such an orientation in a policing context by focussing on the Garda Síochána division of DMR North Central where an attempt has been made to effect such change by employing a behavioural market orientation construct to facilitate the transition from a traditional approach to a community/customer orientation.

# CHAPTER TWO

## MARKET-ORIENTATION PHILOSOPHY TO IMPLEMENTATION

### 2.0 Introduction

It is in the context of a failure by the police to adequately explore and exploit marketing logic and the concept of the market-orientation performance relationship that this study is being conducted. Market-orientation refers to “the extent to which a firm implements the marketing concept” (Tsioutsou 2010, p.375) and is perceived as “a business culture that assists in attaining sustainable competitive advantage by creating superior customer value” (Narver and Slater 1990, p.20). Although there is no single definition that scholars appear to be agreed on, the definitions of market orientation developed by Kohli and Jaworski (1990), and Narver and Slater (1990) have been “widely-accepted and frequently cited by marketing scholars throughout the literature” (Dursun and Kilic 2017, p.14). There is a direct relationship between market-orientation and business performance and studies show that the achievement of such an orientation “provides superior returns for firms” (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O’Connell 2001; Tsiotsou 2010; Webster et al. 2013). Market-orientation not only leads to superior firm performance but also to more committed employees and satisfied customers (Menguc and Auh 2008, citing Kirca, Jayachandran and Bearden 2005; Zolfagharian and Cortes 2010). In an extensive study that spanned 23 countries across five continents, market-orientation emerged as a significant antecedent of performance and is presumed to contribute to long-term success, and “the relationship between market-orientation and business performance has been shown to be positive and consistent worldwide” (Cano et al. 2004, p.179).

## 2.1 Overview

This chapter opens with a brief overview of the market-orientation performance relationship and its implications for practitioners, policy makers and academics, and in the context of the current research, for police managers also. It identifies the strategic business unit as the object of focus when attempting to engender or measure the level of market orientation in an organisation and considers the development of a practical framework for pursuing this orientation. It considers the philosophy and concept associated with a market-orientation and examines the relationship between market-orientation and organisational performance. The chapter follows with a consideration of the appropriateness of expanding the marketing concept into non-business environments such as policing in an examination of the broadening of the marketing concept. It then identifies the leading writers and seminal works associated with market-orientation and its implementation. The chapter continues with a consideration of the leading definitions and key constructs (including antecedents and consequences) associated with implementation of the marketing concept, and provides an outline of the research that has taken place in this area. The chapter concludes with an exploration of the dominant strategies and approaches associated with deliberate engendering of a market-orientation and a framework is presented which has the potential to provide practical aid in facilitating such a transition.

## 2.2 Market orientation as a management priority

The concept of the market-orientation performance relationship has gained significant strength in the business and academic domains and development of a market-orientation is considered to be a key priority for practitioners, policy-makers and academics (Dewit and Meyer 2002; Kohli and Jaworski 1990; Menguc and Auh 2008; Narver and Slater 1990). The fact that Cano et al. (2004) found stronger correlations between market-orientation and business performance in not-for-profit compared to profit firms, and service compared to

manufacturing firms, supports the suggestion that the development of a market-orientation should represent a central priority for police managers also. The police have the potential to leverage more on their market-orientation strategies than profit organisations (Cano et al. 2004, p.183; Kotler and Levy 1969; Kotler 1972) and consequently, in adopting a market orientation they should be in a position to outperform their private sector competitors or exploit a competitive advantage in the contemporary competitive policing and security environment. In this context, Cano et al. (2004) suggest that the police have the potential to leverage more on their market-orientation strategies than profit organisations in similar industries by implementing business strategies that are unusual in normal industry practices thereby taking advantage of the industries lack of familiarity with the market orientation concept (Cano et al. 2004, p.183). Consequently, in adopting a market orientation the police should be in a position to outperform their private sector competitors or exploit a competitive advantage in the contemporary competitive policing and security environment. What is required to achieve this, is that one or more policing departments engage in activities geared towards developing an understanding of community and customers' current and future needs and the factors affecting them, sharing this understanding across departments and the various departments engaging in activities designed to meet select customers' needs (Kohli and Jaworski 1990). This is supported by Kotler and Andreason (1987) who suggest that the relationship between market orientation and business performance is the amount of interaction between employees and customers, with not-for-profit organisations such as policing experiencing a greater amount of interaction than profit oriented organisations. They suggest that each employee-customer interaction gives the firm an opportunity to apply its market oriented strategies, which in turn impacts business performance. In this context, they specifically refer to policemen and nurses who come into regular contact with their customers (Cano et al. 2004, p.183). Research indicates that the market orientation performance relationship, is a theory that holds in the public and not for profit sectors, for example, Caruana et al. (1999); Drummond et al. (2000); Gillett (2015); Stritch (2015) and Wood et al. (2000).

Focussing on the behaviours associated with employee-customer interactions, with a view to delivering on the needs and requirements better than others, reflects the nature of Kohli and Jaworski's (1990) market-orientation construct which is based on behaviours and processes. Kohli and Jaworski (1990) define market-orientation in terms of generating, disseminating and responding to market intelligence and suggest that the deliberate engendering of a market-orientation is achievable over a time period of approximately four to five years.

In pursuing the deliberate engendering of a market-orientation however, one should be in a position to evaluate or measure the rate of achievement, and not simply whether the organisation is market oriented or not. Kohli and Jaworski (1990) also suggest that when attempting to determine the level or degree to which an organisation is or is not market oriented:

...the appropriate unit of analysis appears to be the strategic business unit rather than the corporation because different SBU's of a corporation are likely to be market oriented to different degrees. (Kohli and Jaworski 1990, p.6)

The current research therefore focuses on an individual Garda Division (the strategic business unit for policing in Ireland) and explores whether a market-orientation construct can generate intelligence pertaining to the current and future needs of police customers and communities, disseminate that intelligence laterally and vertically within the police strategic business unit and subsequently deliver appropriate responses to those identified needs. It also explores whether such an approach can effectively and appropriately improve police performance, enhance outcomes for customers and employees and bring about effective police reform. Ultimately, this research attempts to determine whether the concept and constructs of a market-orientation can provide a framework for facilitating and supporting the transition from a traditional model of policing to a community orientation, which represents an adaptive challenge that the police have substantially failed to overcome to date (Ferrandino 2014; Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Ponsaers 2001; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018).

## 2.3 Philosophy or concept and its relationship to organisational performance

The marketing concept is the most fundamental element of modern marketing thought and practice and underpins the notion that sustainable success is dependent upon identifying, understanding and satisfying the needs and expectations of customers and stakeholders more effectively than others/competitors (Julian et al. 2014; Kirca et al. 2005; Kohli, Jaworski and Kumar 1993; Narver and Slater 1990; Stritch 2015). While Foley and Fahy (2009) suggest that the proof for a positive relationship between market-orientation and performance is not manifest, the extant literature indicates that market-orientation is directly related to superior performance and “is a founding principle of market-orientation theory” (Tournois 2013, p.1). This is a view that is almost universally accepted, (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O’Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). Reporting on a study by Langerak (2002), Tsiotsou (2010) highlights that:

...the majority of studies (68%) investigating a direct relationship between these two constructs [market-orientation and business performance] reported positive effects, several (30%) found no effects, whereas a small number (2%) indicated negative effects’. (Tsiotsou 2010, p.378 citing Langerak 2002)

The achievement of a market-orientation however, has consistently been shown to have a positive impact on organisational performance and “even though the implementation of a market-orientation may demand resources, it generates profits over and above the costs involved in its implementation while growing revenues” (Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kumar et al. 2011; Laukkanen et al. 2015; Martín-Consuegra and Águeda 2007; Panigyrakis and Theodoridis 2007; Prifti and Alimehmeti 2017; Stritch 2015; Tsiotsou 2010; Vieira 2010).

Despite the evidence that market-orientation as a concept is directly related to superior performance, there is little evidence to suggest that the concept has been embraced or even seriously considered by police organisations. On the contrary, the police have largely dismissed such an orientation (Mawby and Worthington 2002). Because no real evidence has been identified that might shed light on the rationale behind this dismissal, it was therefore important to explore whether implementation of the marketing concept was appropriate in a not-for-profit and public sector context such as policing.

## 2.4 Broadening of the Marketing Concept

There is broad acceptance that the debate concerning the scope and focus of marketing that has taken place over the last number of decades has resulted in a significantly expanded definition of the concept of marketing (Beckman 2015; Hunt 1990, 1983, 1976; Kotler 1972; Kotler and Levy 1969; Webster 2005; Webster et al. 2013;). Having originally been founded as a branch of applied economics, subsequently developing into somewhat of a management discipline and later becoming more of a behavioural science (Kotler 1972), the focus of marketing has correspondingly shifted. It has evolved from a commodity focus, through an institutional focus, and a managerial focus to ultimately arriving at and including a social focus 'emphasising market efficiency, product quality and social impact,' (Kotler 1972, p.46).

Specifically referring to policing, Kotler and Levy (1969) posited that the concept of marketing should be broadened to include non-business organisations and other not-for-profit and public sector organisations, suggesting that it was a matter of necessity rather than choice. The broadening of the marketing concept did indeed take place but was accompanied by a vigorous debate concerning the philosophical basis of the marketing discipline (Easton 2002). Such was the intensity of the debate that Hunt (1990, p.13) referred to it as 'rancorous disputation'. The two most prominent controversies in the marketing literature at that time were the 'Is Marketing a Science?' debate which dominated in the '50s and '60s and the 'Nature of Marketing' (Broadening of the Marketing Concept)

debate which dominated from the '60s onwards (Hunt 1976). Considering them as two separate debates would be erroneous however, as there was significant overlap between the two (Hunt 1976).

Kotler and Levy (1969) saw the end users of policing services as customers and were of the view that marketing logic was required to appropriately determine and service their needs and requirements. In arguing for a broadening of the marketing concept, Kotler and Levy (1969) suggested that ongoing societal and organisational changes had created a critical necessity for all organisations to develop an ability to identify, understand and address the expectations and needs of customers and stakeholders in order to achieve sustainable success. It can be argued that the dynamic nature of the internal and external environments required non-business organisations such as policing to acquire the same management skills as business organisations (Kotler and Levy 1969), a position that is espoused by the New Public Management (NPM) ideology which was introduced in the late 1980s or early 1990s with a view to guiding the strategic, tactical and operational activities of such public sector organisations (Clark et al. 1994; Coleman 2008; Collins et al. 2007; Hill 1997; McLaughlin et al. 2001; McLaughlin and Murji 1997). In this context:

...advocates of running government like a business and practitioners of the NPM approach to the reform of the public sector have sought, at least in part, to have the public service operate according to market-like models. (Collins et al. 2007, p.31)

Specifically referring to the survival of police departments, Kotler and Levy (1969) suggested that such organisations had failed to develop fully the marketing structure within their organisations and therefore were unable to implement effectively the marketing concept, resulting in serious long-term consequences for them. This is supported by Wright (2000) who argued, in a marketing context, that the capacity to communicate internally and externally would be the key policing issue of the first decade of the twenty-first century. It is also supported by Mawby and Worthington (2002) who argued that police services were being forced to focus on marketing as a result of converging pressures including: managerialist government policy demanding efficiency and effectiveness and the reconfiguration of citizens as consumers; an increasingly mediated society which

places an onus on police forces to communicate effectively and to demonstrate their accountability and transparency; public dissatisfaction with policing and high levels of fear of crime, co-existing with; an apparently insatiable demand for policing services. The research indicates that these pressures have presented the police with a compelling impetus “to engage in marketing as a means of making its voice heard and communicating its key messages, of maintaining the confidence of stakeholders and to compete with other public sector organisations who are vying for finite resources” (Mawby and Worthington 2002, p.871).

As outlined above, such an orientation in policing emphasises the establishment of working partnerships between the police and communities to reduce crime and enhance security. The new approach was developed as a consequence of the ineffectiveness of the traditional professional law enforcement approach which has been shown to have failed to control or prevent crime, or to make policing a profession, and has fostered an unhealthy separation between the police and the communities they serve (Ferrandino 2014; Phibbs 2010; Ponsaers 2001; Stone and Travis 2011). However, adoption of the new approach could also be seen as presenting risks of politicisation, of diminished crime-fighting effectiveness, or of enhancing police powers. In this context, it has been suggested that as the police become more responsive to community concerns and more skilled in using crime prevention and problem-solving techniques, there is a risk that they will become politically and bureaucratically more powerful, and that they will intrude more deeply into the affairs of citizens and other government agencies, which conflicts with the desire to keep the police from becoming too powerful an institution in society (Moore 1992, p.143). Moore (1992) also considers that the potential gains in strengthened and safer communities make the risks worth taking however.

As a consequence of ongoing societal and organisational changes, views hardened in favour of broadening the concept. This was demonstrated by the suggestion that marketing’s very survival as a discipline was dependent upon a broadening of the concept (Kotler 1972). It was suggested that the concept should be expanded to the point where the use of marketing logic would include all key stakeholders (both external and internal) who had a “potential interest and

impact on an organisation” with marketing being considered as “a more endemic process in society than business marketing alone suggests” (Kotler 1972, p.53). Focusing on the transactional nature of marketing, Kotler (1972) put forward the view that the concept of the customer was also expanding in line with the concept of marketing, and suggested that value was determined subjectively by the customer or stakeholder and that an exchange of values between parties represented a market transaction. The subjectivity of what Kotler (1972) was proposing indicates that the value transaction was not confined to goods and services alone but to anything that a customer or stakeholder subjectively determined to be of value.

To properly interpret and address the issues and problems being encountered by non-business and public sector organisations such as policing, managers in those environments should separate themselves from traditional and historical perception creating mechanisms in their own disciplines, and explore, embrace and apply perspectives from other more customer-centric disciplines such as marketing (Kotler 1972). By extension, Kotler (1972) supported by Hunt (1976) was suggesting that the product was no longer restricted to commercial goods and services and the application of marketing logic to policing issues/phenomenon would help police managers to better interpret their problems and construct their strategies. It can be argued that the subjectivity of value and its absolute ownership by customers and stakeholders requires organisations to understand those actors in order to create an offering that is considered to be of value to them. This resulted in the subsequent introduction of the “generic concept of marketing” which suggests that marketing logic was available to all organisations (Kotler 1972, p.46), and the assertion that the expansion of the concept of marketing was “irreversible” (Hunt 1976, p.18). Furthermore, there was empirical evidence at the time (a survey of 74 marketing professors) to indicate that among marketing educators the broadened concept of marketing represented “a fait accompli” (Hunt 1976, p.19). Hunt (1976) highlighted that:

...95% of marketing educators believed that the scope of marketing needed to be broadened to include non-business organisations, that 93% agreed that marketing went beyond just economic goods and

services and 83% favoured including in the domain of marketing many activities whose ultimate result was not a market transaction. (Hunt 1976, p.19, citing Nichols, 1974, p.142)

The philosophical or academic broadening of the concept did not represent the greatest challenge however, the real issue was in convincing non-business organisations such as policing of the value of adopting and adapting marketing logic to solve problems that heretofore had not been considered in a marketing context (Hunt 1976). While it was accepted that the marketing concept was relevant in the non-business environment, it was argued that a failure to adopt and adapt marketing logic would result in sub-optimal decision making for organisations operating in that environment (Hunt 1976). Commenting in more recent times, Webster (2005) supports the view that there is general acceptance of the broadened concept, suggesting that:

...previously, the focus had been on transactions as the unit of analysis rather than on the long-term enduring economic, interpersonal, and inter-organisational relationships that characterise most marketing activity and produce sustainable business performance and growth. (Webster 2005, p.4)

Webster (2005) reinforces Kotler and Levy's (1969) survival assertion, where it is indicated that marketing represents a management philosophy that focuses on identifying, understanding and satisfying customer and stakeholder needs in order to maintain the organisation's relevance and legitimacy to continue in business. Acknowledging the pre-eminence of the customer and reflecting Narver and Slater (1990), Webster's (2005) assertions suggest that even in non-business organisations such as policing a commitment to the marketing concept is inextricably linked to a commitment to a customer centric culture. In the intervening decades since Kotler and Levy (1969), the research supports the contention that the marketing concept has been expanded to include non-business, not-for-profit and public sector organisations, and that the application of the marketing concept to such organisations has had a positive effect on performance (Cano et al, 2004; Caruana et al. 1999; Drummond et al. 2000; Gillette 2015; Kumar et al. 2002; Kumar et al. 2011; Stritch 2015; Webster et al. 2013; Wood et al. 2000). In suggesting that Kotler and Levy (1969) were indeed "pioneers" in successfully arguing for broadening the scope of marketing,

Webster et al. (2013, p.2) acknowledge and provide confirmation of the broadening of the concept, but more importantly, the relationship between implementation of the marketing concept and organisational performance, has been found to be stronger for not-for-profit organisations than for profit organisations (Cano et al. 2004). Despite confirmation of the broadening of the marketing concept and the 'extraordinary consensus' (Skolnick and Bayley 1988) on the direction of reform for policing towards such an orientation it has been concluded in the Irish context that:

...every decade has brought its crisis and there has to be something systemically or organically wrong that this should keep recurring.  
(Brady 2014a)

Made in the context of a crisis of public confidence in An Garda Síochána at the time, Brady (2014a) was of the view that the solution to the crisis lay in An Garda Síochána being more amenable, answerable and responsive to community needs. Brady (2014a) was adamant that the traditional approach to community policing would no longer work and was of the view that An Garda Síochána needed to think differently about how to engage in community policing. In his literary commentary on policing in Ireland at the same time, Brady (2014b) articulates the need for reform from the bureaucratic traditional, internally focussed approach to the outside-in orientation espoused by Kotler (1972), through a change in values and culture.

Such an orientation assisted by a change in values and culture in policing should enhance the capability of the police to better determine the needs and wants of communities (Brady 2014b), or more specifically, as Tsiotsou (2010 p.375) suggests, to better determine the needs and wants of "target markets". It could be interpreted that the jump from the concept of communities to the concept of target markets represents a leap too far in such a public sector domain as policing, until one considers the support provided for this concept by the National Economic and Social Council (NESC) report on policing (2012), where it is suggested in the Irish context that:

People's needs and the contexts in which they seek to flourish, vary much more than was acknowledged in traditional systems of uniform population-wide service provision. It is the variety of individual needs

and contexts that warrants the key feature of the emerging world of services – the provision of ‘tailored’ or ‘person-centred services’...from which the police are not immune. (NESC Report 127 on Policing, 2012, p.42)

Such an orientation has been found to be positively associated with “service quality and customer satisfaction; customer trust; brand equity; corporate reputation/image, and new product success” (Tsotsou 2010, p.375), all of which are relevant in a policing context (Brady 2014; Ferrandino 2014; Innes and Lowe 2012; James 2013; Higgins and Hales 2017; NESC report 127, 2012; Sparrow 2018). In the context of policing, it is suggested that implementation of the marketing concept and “the use of conceptual mapping, may help to define the policing environment and frame strategic choices in customer terms” (Ward et al. 2006, p.55). This should lead to the achievement of sustainable success in non-business organisations such as policing, through the identification, understanding and satisfying of customer needs more effectively than others/competitors (Kirca et al. 2005, p.24, citing Day 1994 and Kotler 2002). Subsequently, it is appropriate in the current research to explore the concept of ‘market-orientation’ and why it should be considered as a possible option for policing, and if appropriate, how one might use the tools and constructs associated with it to make the transition to a community orientation in policing.

## 2.5 Cultural-v-Behavioural approaches to implementation of the marketing concept

Similar to issues identified in community policing, attempts to define the marketing concept have resulted in a diverse selection of “policy statements” which, up until the 1990s had limited practical application (Barksdale and Darden 1971, p.36, as cited by Kohli and Jaworski 1990, p.3). These policy statements generally failed to deliver practical, operational definitions which could have identified specific activities that would be used to “translate the philosophy into practice, thereby [facilitating the deliberate] engendering [of] a market-orientation” (Kohli and Jaworski 1990, p.3; Stoelhorst and Van Raaij 2008). In this context, two streams of research emerged (Cano et al. 2004; Homberg and

Pflesser 2000; Kirca et al. 2005; Stoelhorst and Van Raaij 2008). One stream adopted a cultural perspective (Narver and Slater 1990) while the other adopted a behavioural perspective (Kohli and Jaworski 1990). The two most widely accepted definitions of market orientation are presented by Narver and Slater (1990) and by Kohli and Jaworski (1990). These two papers represent two of the seminal documents associated with market orientation and implementation of the marketing concept. Their citations are ubiquitous in peer reviewed journals, books and papers associated with market orientation and market orientation metrics and constructs. In the marketing field, the early studies of Kohli and Jaworski (1990, 1993) and Narver and Slater (1990, 1995) stand out (Vieira 2010, p.41), and in existing market orientation research, the components of the market orientation construct are generally theorised to follow the conceptualisations of either Narver and Slater (1990) or Kohli and Jaworski (1990) (Jaiyeoba and Amanze 2014; Stoelhorst and Van Raaij 2008).

As a measure of the seminal, enduring and continuing centrality of the works of Kohli and Jaworski (1990, 1993), Varadarajan, (2017) makes reference to the fact that the pioneering and programmatic research on market orientation, by these authors/researchers has had a major and enduring impact on scholarly research in marketing, marketing education, and marketing practice. Varadarajan (2017) identifies one indicator of the impact of their contributions to the market orientation literature on research in marketing as the citation metrics for their first three articles on the topic: Kohli and Jaworski (1990) – over 9750 citations. Jaworski and Kohli (1993) – over 8500 citations. Kohli et al. (1993) – over 2600 citations (Varadarajan 2017, p.1).

The cultural perspective espoused by Narver and Slater (1990), focussed on organisational norms and values that encouraged behaviours that were consistent with a market-orientation (Kirca et al. 2005, citing Deshpande, Farley and Webster 1993; Narver and Slater 1990) while the behavioural perspective concentrated on organisational activities that were related to the generation, dissemination and responsiveness to market intelligence (Kohli and Jaworski 1990). Additionally, the research identifies the complimentary elemental and processual views as espoused by Zolfagharian and Cortes (2010). The former

reflects the Narver and Slater (1990) cultural perspective focusing on the three dimensions of customer-orientation, competitor-orientation and inter-functional coordination, while the latter processual view reflects the work of Kohli and Jaworski (1990), focusing on the generation, dissemination and responsiveness to market intelligence (Zolfagharian and Cortes 2010, p.2). In the context of the cultural (or elemental) perspective, Narver and Slater (1990) defined market-orientation as "...the business culture that most effectively and efficiently creates superior value for customers" (Narver and Slater 1990, p.20). Kohli and Jaworski (1990) however, pursued identifiable activities and behaviours that could translate the marketing philosophy into practice and enabled them to define market-orientation in very practical terms:

Market-orientation is the organisation-wide generation of market intelligence pertaining to current and future customer needs, dissemination of the intelligence across departments and organisation-wide responsiveness to it. (Kohli and Jaworski 1990, p.6)

Narver and Slater (1990), Kohli and Jaworski (1990) and Kohli, Jaworski and Kumar (1993) are accepted as the seminal works related to the theory, implementation and measurement of the marketing concept and the market-orientation performance relationship (Foley and Fahy 2009; Jaiyeoba and Amanze 2014; Kolar 2005; Stoelhurst and Van Raaij 2008; Varadarajan 2017).

### 2.5.1 Narver and Slater (1990) – The primacy of culture

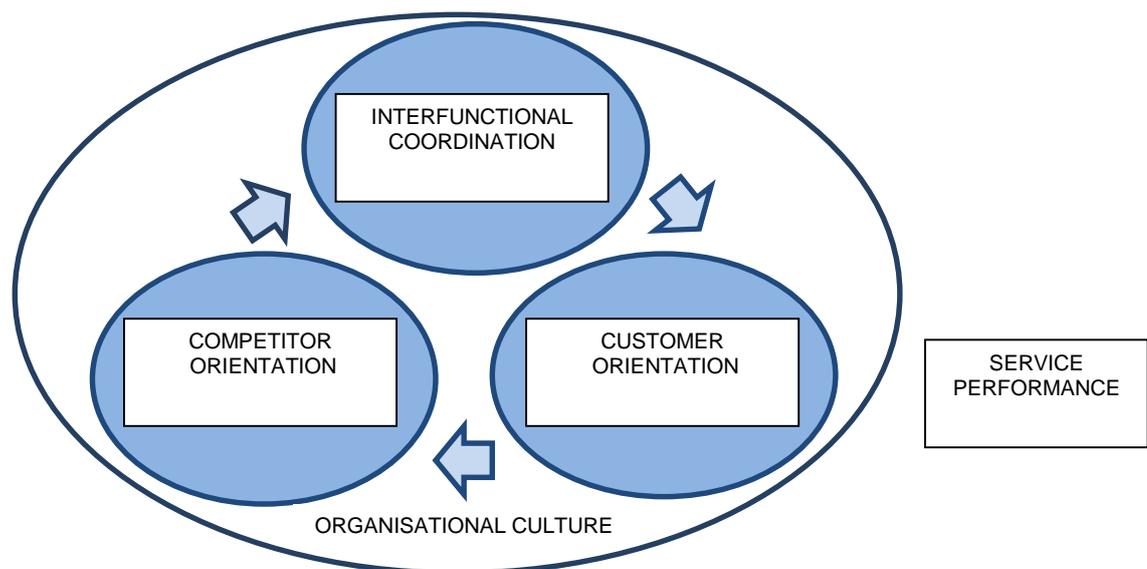
Proclaiming that market-orientation represented "the very heart of modern marketing management and strategy," Narver and Slater (1990, p.20) engaged in their research from the perspective that an increase in market-orientation would also increase performance, a proposition that has continued to be articulated (Arshad et al. 2012; Dubihlela and Dhurup 2015; Foley and Fahy 2009; Tournois 2013; Tsiotsou 2010; Webster et al. 2013). Supporting the primacy of culture in the creation of a market-orientation, Narver and Slater (1990) suggested that market-orientation was an actual business culture, which, if present in an organisation would result in the most effective and efficient creation of superior

value for customers. Lending support to the behavioural perspective however, albeit as a consequence of adopting the appropriate culture, they added that:

...it was the desire to create superior value for customers and attain sustainable competitive advantage that drove a business to create and maintain the culture that would produce the necessary behaviours.  
(Narver and Slater 1990, p.21)

Narver and Slater (1990) advocated that behaviours follow culture, a position which the research indicates was supported by others including Deshpandé and Webster (1989), Webster (1988), and Kotler (1984). Despite advocating the primacy of culture however, Narver and Slater (1990, p.21) proposed that market-orientation consisted of three behavioural components which they suggested were “customer-orientation, competitor-orientation, and inter-functional coordination”.

Figure 2.1 Market-orientation 'cultural construct'



Representation of Narver and Slater's (1990) Market-orientation 'Cultural Construct' as presented by Tsiotsou (2010, p.380).

Narver and Slater (1990, p.21) also identified two decision criteria which they suggested were “long-term focus” and “profitability” but subsequently accepted profitability as being partly an objective and partly a consequence of pursuing a market-orientation. They provided an acknowledgment however, of the behavioural perspective put forward by Kohli and Jaworski (1990) who definitively

advocated the primacy of actionable behaviours, that is, activities which brought the philosophy to life. Narver and Slater (1990) identified that the two first components of their own construct, 'customer-orientation' and 'competitor-orientation' included all of the activities involved in generating and disseminating information about customers and competitors in the target market. An examination of Narver and Slater's (1990) third component, which they referred to as 'inter-functional coordination' required departments within the organisation to coordinate their efforts based on the disseminated information in order to provide a response that created superior value for customers continuously over the long term. Inter-functional coordination is referred to as "the coordinated utilisation of company resources in creating superior value for target customers" (Narver and Slater 1990, p.22).

To deliver on the multidimensional nature of a market-orientation however, an organisation must be flexible and capable of restructuring, which may include changes to its entire human and other capital resources in order to adapt to changes in the environment and maintain "a continuous effort to create superior value for customers" (Narver and Slater 1990, p.22). In this context, strong leadership is required to bring about the organisational changes that are required to implement the marketing concept and ultimately achieve the long-term business focus that a market-orientation requires (Narver and Slater 1990). Their research reflects the organisational survival concept put forward by Heifetz and Linsky (2002) and Kotler and Levy (1969) indicating that "for long-term survival in the presence of competition, a business cannot avoid a long-run perspective", and that "a long-run investment perspective is implicit in a market-orientation" (Narver and Slater 1990, p.22). In the context of non-profit organisations such as policing, Narver and Slater (1990, p.22) went on to expand on the survival concept, suggesting that "the objective analogous to profitability [was] survival", and that profitability/survival was dependent upon satisfying all key stakeholders in the long-run.

Such an orientation requires a choice of strategy and in this context, it has been determined that there is a stronger correlation between market-orientation and a differentiation strategy than market-orientation and a low cost strategy (Dewit and

Meyer 2004; Narver and Slater 1990). In the context of performance, subjective measures of performance have commonly been used in this type of research and “there has been a strong correlation between subjective assessments and their objective counterparts” (Narver and Slater 1990, p.27, citing Dess and Robinson 1984 and Pearce, Robbins and Robinson 1987). A strong market-orientation has been found to be directly related to a strong return on assets and customer retention, and there is a significant difference in both measures between a strong market-orientation and a medium or low market-orientation (Narver and Slater 1990). Market-orientation has been “a significant determinant of profitability” (Narver and Slater 1990, p.32), and “market-orientation and performance have been found to be strongly related” (Narver and Slater 1990, p.34). The assertion that market-orientation is related to performance is a view that Kumar et al. (2002, p.37) (in a survey of 159 hospitals), suggest is “unequivocal”. It is difficult to accept such an absolute statement however, and it should be noted that while the statement does not imply causation, the market orientation–performance relationship remains a view that is almost universally accepted, (Arshad et al. 2012; Cano et al. 2004; Deshpandé and Farley 2004; Dubihlela and Dhurup 2015; Foley and Fahy 2009; Julian 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O’Connell 2001; Tournois 2013; Tsiotsou 2010; Varadarajan 2017; Vieira 2010; Webster et al. 2013). Despite such acceptance of the market-orientation performance relationship however, Narver and Slater (1990) reflect the assertions of Heifetz and Linsky (2002) and Ponsaers (2001) by identifying the adaptive nature of the challenge associated with implementation of the marketing concept by posing the key question, “how willing and able companies are to move effectively and efficiently through the stages of culture change to the high profitability of a fully implemented market-orientation” (Narver and Slater 1990, p.34). The nature of the challenge involved in moving to such an outside-in orientation is also considered by Day (1990) who cautions that good intentions and aspirations regarding a transition to a market-orientation often result in failure due to an underestimation of the difficulty of the task, as such a transition challenges the values, norms and beliefs that underpin an organisation’s culture.

In this context, a key component of market-orientation is the creation of a new organizational culture that values the customer as a primary stakeholder (Locander et al. 2002). Similarly, Narver and Slater (1990) in their seminal research defined market orientation as a culture that places the highest priority on the profitable creation of customer value. Deshpandé, Farley and Webster (1993) also conceptualize market orientation as an aspect of organizational culture emphasizing the dominant managerial representation, however, in the context of transitioning to a market orientation, it has been noted by some researchers that a firm's culture may be resistant to such a change and that top management plays a critical role in leading the change to a market orientation (Locander et al. 2002). Lambin (2000) stressed the importance of building internal capabilities and support from top management to facilitate a market oriented culture implementation. In a similar context, Harris (1996), illustrated the types of barriers organisations were likely to face, indicating that senior managers were the main obstacle, driven by their lack of skills and experiences. Harris (1996) went on to say that a prerequisite for success is the internal marketing that needed to take place ensuring the hearts and minds of the organisation were gained. Kelly (1992) and Payne (1988) identified education and the management of change as key components of such a reorientation. Dewit and Meyer (2004, p.284), also provide support, suggesting that "organisations appear to make the assumption that marginal changes will suffice when in fact deep cultural change is required" to address the adaptive nature of the challenge associated with transitioning to such an orientation. Despite the nature of the challenge however, the lure of performance improvement associated with the achievement of a market-orientation is strong, and developing the ability to deliberately engender such an orientation has prompted significant research.

The research has generally focused on four main issues, that is: the definition issue, focusing on the conceptualization of the construct; the measurement issue, focusing on the development of scales; the model issue, focusing on the causes and effects of a market orientation (antecedents and consequences), and finally, the issue of implementation (Stoelhorst and Van Raaij 2008). The following table presents an indicator of developments in the area of implementation up to 2006.

Table 2.1 A classification of implementation approaches.

Author(s)	Viewpoint	Recommendations	Basis of support
<b>Kohli and Jaworski (1990; 1993)</b>	Market orientation as activities	<ul style="list-style-type: none"> <li>- Instill senior management commitment</li> <li>- Improve interdepartmental connectedness and reduce interdepartmental conflict</li> <li>- Redesign organisation-wide systems (organization structure, reward systems)</li> </ul>	Recommendations based on 62 interviews with managers; data from about 500 managers show correlations between market orientation and five implementation factors
<b>Lichtenthal and Wilson (1992)</b>	Market orientation as behavioural norms	<ul style="list-style-type: none"> <li>- Diagnose current organizational value system</li> <li>- Develop list of desired behaviours</li> <li>- Develop top-down programs to change norms and/or create new norms</li> </ul>	Conceptual paper
<b>Ruekert (1992)</b>	Market orientation as activities	<ul style="list-style-type: none"> <li>- Diagnose current behaviours, systems, individual outcomes, and business performance</li> <li>- Adapt systems for recruitment and selection</li> <li>- Adapt systems for training</li> <li>- Adapt systems for rewards and compensation</li> </ul>	Data from 400 managers from one firm show correlations between market orientation and recruiting, training and reward systems
<b>Day (1990; 1994b; 1999)</b>	Market orientation as a capability	<ul style="list-style-type: none"> <li>- Diagnose current market sensing, customer linking, and channel bonding capabilities</li> <li>- Anticipate future needs for capabilities</li> <li>- Redesign business processes</li> <li>- Signal management commitment</li> <li>- Use information technology creatively</li> <li>- Stretch improvement targets and monitor progress continuously</li> </ul>	Largely conceptual; case descriptions illustrate the process of becoming market-driven
<b>Narver et al. (1998)</b>	Market orientation as culture	<ul style="list-style-type: none"> <li>- Use a priori education to gain commitment to the continuous creation of superior customer value</li> <li>- Use experiential learning to create an understanding of how to implement this norm</li> </ul>	Conceptual paper
<b>Homburg c. s. (1999; 2000)</b>	Market-oriented management as organizational systems	<ul style="list-style-type: none"> <li>- Reduce number of hierarchical levels, appoint key account managers, and fill key management positions with employees having a marketing background</li> <li>- Increase inter-functional integration</li> <li>- Empower customer contact employees and involve customers in process redesign</li> <li>- Collect and disseminate market information, and store it in accessible information systems</li> <li>- Set market-based objectives, engage in environmental scanning, and involve customer contact personnel and customers in decision-making</li> <li>- Measure and analyse performance using market data</li> <li>- Recruit people with a customer orientation, use training to disseminate market information, use customer satisfaction for performance assessment and rewards, and use marketing skills as the basis for career development</li> </ul>	Data from 234 SBU's show correlations between market oriented systems and performance; 50 interviews with managers confirm many of the implementation factors.
<b>Harris c. s., (1996; 1998; 1999; 2000; 2001a; 2002a; 2002b)</b>	Market orientation as culture	<ul style="list-style-type: none"> <li>- Recognize and confront negative organizational behaviours (such as conflictual, formalized, and political behaviours)</li> <li>- Identify and foster positive organizational behaviours (such as communication)</li> <li>- Use a participative/supportive leadership style to implement market orientation, and avoid an instrumental leadership style</li> <li>- Use recruitment and training to establish the appropriate leadership styles</li> </ul>	Three in-depth case studies and data from 107 store managers offer support for the behavioural implementation factors. Data from 323 firms offer support for the choice of leadership style.
<b>Kennedy, Goolsby and Arnould (2003)</b>	Market orientation as culture	<ul style="list-style-type: none"> <li>- Ensure an unbroken circuit of passionate, sincere, unified, And committed leadership from top levels to local managers, "walking the walk" of customer orientation</li> <li>- Use customer requirements and performance feedback to instill a culture of interdepartmental connectedness</li> <li>- Collect, disseminate and use data from external/internal customers to ensure self-reinforcing customer orientation.</li> </ul>	Two in-depth case studies show differences between a progressing and a struggling organization.

<b>Gebhardt, Carpenter and Sherry (2006)</b>	Market orientation as culture	<ul style="list-style-type: none"> <li>- Once a threat is recognized, empowered managers need to create a coalition to plot the change process.</li> <li>- A complete transformation of the organization must be planned, the organization must be mobilized, and a cultural shift created through a process of value and norm development, reconnecting organization members with customers, removal of dissenters and hiring of believers.</li> <li>- Formal changes, such as alignment of rewards and indoctrination and training should follow informal ones.</li> <li>- Cultural screening of new hires, culture maintenance rituals, and ongoing market connections should be used to sustain the new orientation of the organization.</li> </ul>	Ethnographic studies at seven firms reveal a four-stage process
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A classification of implementation approaches to the deliberate engendering of a market orientation (Van Raaij and Stoelhorst 2008, p. 45).

It has been argued, that the many suggestions that the literature offers practitioners to implement a market orientation are both its strength and its weakness and that managers should be cautious in their research as they are likely to be overwhelmed by the variety of prescriptions they will find (Stoelhorst and Van Raaij 2008, p. 24). In this context, the authors recommend that managers wishing to implement a market orientation should distinguish between the ‘where’, the ‘what’, and the ‘how’ of implementing a market orientation which requires answers to the questions, ‘which aspects of market orientation affect performance?’ ‘what are the levers for improving market orientation?’ and ‘how should the process of implementing a market orientation be managed?’ (Stoelhorst and Van Raaij 2008, p. 24). In this context however, Stoelhorst and Van Raaij (2008), in addressing the difficulties associated with implementation, stated that:

Comparatively few studies have examined the processes and dynamics of developing market orientation. Indeed, until these issues are more fully understood, it seems likely that the topic of market orientation will remain perplexing to theorists and continue to be elusive for practitioners. (Stoelhorst and Van Raaij 2008, p.6, citing Harris 2000, p.619)

The attraction is evident in the concluding remarks of Narver and Slater (1990, p.34), that “a substantial market-orientation must be the foundation for a business’s competitive advantage strategy” however, the current research identifies Kohli and Jaworski’s (1990) behavioural perspective of the market-orientation construct as having a significant impact on actually operationalising

such an orientation (Foley and Fahy 2009), and therefore, this approach is now explored.

### 2.5.2 Kohli and Jaworski (1990) - The primacy of behaviour

Kohli and Jaworski (1990) provided an operational definition of market-orientation and reported that a customer focus was the central element of such an orientation. They expanded on the concept of customer-orientation reporting that being customer oriented involved taking actions based on market intelligence not on verbalised customer opinions only, and that the generation of market intelligence was not the business of the marketing department alone. They stressed that market intelligence included consideration of, (1) “exogenous market factors that affect customer needs and preferences” and (2) “current as well as future needs of customers” (Kohli and Jaworski 1990, p.3). In this context, the first pillar of Kohli and Jaworski’s (1990) definition, that is, ‘intelligence generation’ includes environmental scanning activities. Their second element of market-orientation ‘intelligence dissemination’, however, clearly specified the type of activity that was relevant, limiting it to coordination of market intelligence (Kohli and Jaworski 1990). They saw this as an important outcome because it facilitated operationalising the construct. The second pillar of Kohli and Jaworski’s (1990) definition includes the sharing of market intelligence between all departments in the organisation. In attempting to operationalise the marketing concept they suggested that:

...a market-orientation entails (1) one or more departments engaging in activities geared towards developing an understanding of customers’ current and future needs and the factors affecting them, (2) sharing of this understanding across departments, and (3) the various departments engaging in activities designed to meet select customer needs. (Kohli and Jaworski 1990, p.3)

Holding the customer as the central focus and the assessment of customer needs as the corner stone of a market-orientation, Kohli and Jaworski (1990, p.4) reported that market intelligence should be “the starting point of a market-orientation.” Dubihlela and Dhurup (2015, p.3) provide support for this approach, suggesting that “assessing opportunities and threats in the market place...should

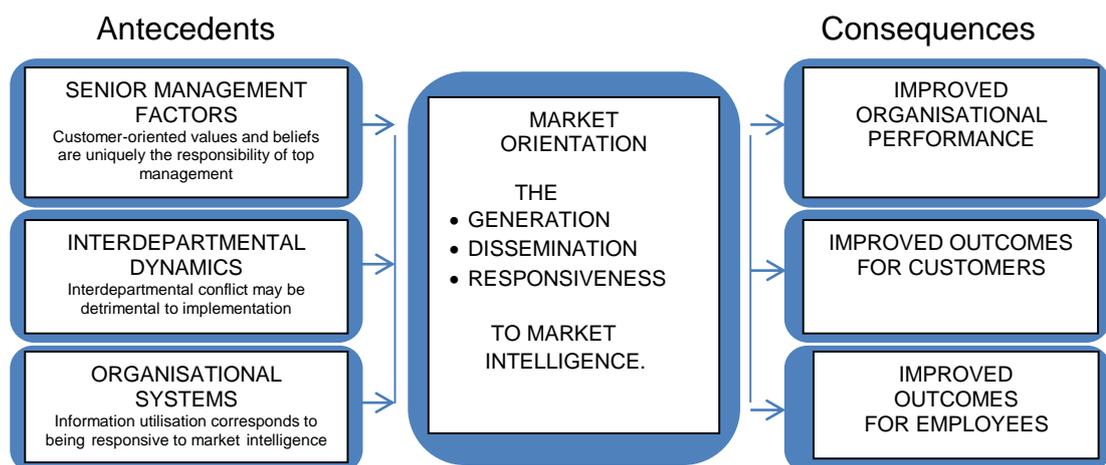
be the starting point of market-orientation.” In addition to environmental scanning activities, Kohli and Jaworski (1990) suggested that focussing on end customers alone was not sufficient. They suggested that it was critical for organisations to also focus on those key stakeholders or clients whose support was needed in order to service the customer or end user effectively. This is reflective of the ‘complementor’ concept introduced by Hax and Wilde (2001, p.11) who suggest that organisations pursuing certain customer oriented strategies should “identify, attract, and nurture” other stakeholders that have the capacity to enhance the organisation’s product or service portfolio. Hax and Wilde (2001) suggest that such complementors are generally external stakeholders but that in large corporations they may also be internal, an idea that is reflective of the concept put forward by Kotler et al. (2002, p.121) regarding internal and external publics, which they describe as “any group that has an actual or potential interest in or impact on an organisation’s ability to achieve its objectives”. Hax and Wilde (2001) propose the customer as the central focus, but provide support for Kohli and Jaworski (1990) in suggesting that there is a requirement to expand the efforts of the organisation to consider the overall system value chain, as opposed to focussing on the value chain for the individual organisation. Kohli and Jaworski (1990) indicated that what was intended was the development of a system or mechanism supported by an appropriate organisational structure, to facilitate dissemination of market intelligence vertically and horizontally in order for it to be considered in the context of crafting an appropriate response. Kohli and Jaworski (1990, p.5) identified this as important because it provides “a shared basis for concerted actions by different departments”. This delivers on the third element of market-orientation, that is, ‘responsiveness to market intelligence’. In the final element of operationalising the concept, Kohli and Jaworski (1990) suggested that this should take the form of:

...selecting target markets, designing and offering products/services that cater to their current and anticipated needs, and producing, distributing, and promoting the products in a way that elicits favourable end-customer response. (Kohli and Jaworski 1990, p.6)

Kohli and Jaworski (1990) focussed on specific activities, systems and/or processes as opposed to relying on policy statements or philosophical aspirations, thereby facilitating the operationalisation or deliberate

implementation of the marketing concept. As organisations will differ, not only in their requirement but also in their capacity to generate, disseminate and respond to market intelligence, it was more appropriate to view the level of market-orientation in an organisation as one of degree on a continuum, rather than as an either/or construct. As a consequence, such a measure, “need only assess the degree to which a company is market oriented, that is, generates intelligence, disseminates it, and takes action based on it” (Kohli and Jaworski 1990, p.6). The capacity to implement the concept is often affected by organisational factors, that is, antecedents that either enhance or impede implementation of the philosophy represented by the concept (Kohli and Jaworski 1990). Although Foley and Fahy (2009) suggest that relatively little research attention has been paid to the antecedents of market-orientation, Kohli and Jaworski (1990, p.6) identified three such categories of antecedents, which they suggested were hierarchically ordered into “individual, intergroup and organisation-wide factors”. They referred to these as ‘senior management factors’, ‘interdepartmental dynamics’, and ‘organisational systems’, respectively, and if managed appropriately, these antecedents would contribute to certain positive consequences for the organisation, its employees and its customers (Kohli and Jaworski 1990).

Figure 2.2 Behavioural market-orientation construct



Representation of Kohli and Jaworski’s (1990) Behavioural Market-orientation construct

### 2.5.3 Senior management factors

Senior managers play a central role in either enhancing or impeding implementation of the marketing concept. The criticality of senior management commitment and hands-on overt support in such transformational change is well documented (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Felton 1959; Garvin and Roberto 2005; Johnson and Scholes 2001; Kohli and Jaworski 1990; Kotter 1995; Moorhead and Griffin 2001; Narver and Slater 1990; Sirkin et al. 2005; Strebel 1996; Webster 1988). In a reference to the 'critical role' of senior management, Kohli and Jaworski (1990, p.7) suggested that "the commitment of top management was an essential prerequisite to a market-orientation". The commitment of senior management required the investment of senior management time and deed in very observable involvement, and "CEO's were required to give clear signals and establish clear values and beliefs about serving the customer" (Dewit and Meyer 2004; Kohli and Jaworski 1990, p.7, citing Webster 1988, p.37; Johnson and Scholes 2001; Narver and Slater 1990; Zolfagharian and Cortes 2010). Kohli and Jaworski (1990) identified that such commitment to a market-orientation was inherently dangerous to senior managers and this is later highlighted by other research (Chan Kim and Mauborgne 2005; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Quinn 2005) who indicated that failure to bring about adaptive change was often due to the resistance involved and the subsequent danger it posed to managers. Kohli and Jaworski (1990) noted that:

...to be marketing oriented is not to be safe because you're running a risk. You have to invest in your ideas. To not be marketing oriented is to be safe. [It means doing] the same old [thing]. You're not investing in your business, not [taking] risks. (Kohli and Jaworski 1990, p.8)

A key element in the context of the dangers for change leaders/ managers lies in the idea that large transformation programmes often start with just one or two key individuals, and without additional support from other senior leaders over time, can often result in their marginalisation (Heifetz and Linsky 2002), subsequently failing to deliver successful transformation efforts (Dewit and Meyer 2004; Kotter

1995). In this context, according to Heifetz and Linsky (2002), leading is risky business and therefore:

To lead is to live dangerously because when leadership counts, when you lead people through difficult change, you challenge what people hold dear – their daily habits, tools, loyalties, and ways of thinking....People push back when you disturb the personal and institutional equilibrium they know. And people resist in all kinds of creative and unexpected ways that can get you taken out of the game: pushed aside, undermined, or eliminated. (Heifetz and Linsky 2002, p.2)

In a policing context, the Risk and Regulation Advisory Council (RRAC) report (2009) in the UK concluded that risk aversion within police forces was a reflection of the impact of risk in wider society, but represented a corrosive influence in policing, as it led to officers adopting excessively bureaucratic and rule-based working patterns that were incompatible with latter-day police arrangements (Cockroft 2013, p.98). The RRAC (2009) noted that the breadth of factors that led to the preponderance of risk aversion in the police, drew specific attention to the following: Individuals who actively prey on public perceptions of risk; a profusion of information; a zero tolerance approach to failure; calls for immediate government intervention; and disempowered individuals and communities (Cockroft 2013, p.98). In another policing context, this phenomenon is reported in the transformation that took place in New York City in the 1990s when William Bratton was appointed as the new Police Commissioner. His sweeping changes threatened to negatively impact powerful vested interests, external to the police (the city's courts) who moved to oppose the reform. In the context of this particular transformation programme, Chan Kim and Mauborgne (2005) suggested that:

Even if an organisation has reached its tipping point, powerful vested interested will resist the impending reforms. The more likely change becomes, the more fiercely and vocally these negative influencers – both internal and external – will fight to protect their positions, and their resistance can seriously damage, even derail, the reform process. (Chan Kim and Mauborgne 2005, p.40)

The danger for change leaders/managers is inherent in such resistance, requiring in this context, the development of a strong coalition with New York City Mayor Rudolf Giuliani and even the creation of a supporting ally with

the New York Times by granting them access through a series of press conferences and interviews on the 'Zero Tolerance' concept of policing and its potential for reducing crime rates in the city (Chan Kim and Mauborgne 2005).

Such danger poses a direct challenge to police practitioners who may be disposed to effecting a transition to such an orientation and may account for the lack of success in achieving such an outcome. As outlined earlier, the police remain committed to short term goals and numerical targets and the reward system is wedded to that model (PASC 2014). To break from that model in any substantial way as a police leader, not only poses a challenge but an obvious danger to that individual, who may be seen to be breaking ranks in a traditional command and control environment. Webster's (1988) argument reflects the argument contained in the House of Commons Public Administration Select Committee PASC 13<sup>th</sup> Report (2013-2014) where, in a commentary on perverse incentives related to performance measurement in a policing context, it states:

...there is widespread concern that crude performance measures will be inappropriate, creating perverse incentives and promoting the pursuit of short-term, simple, quantitative targets...it is the responsibility of police leaders to ensure that their officers and staff concentrate on what matters most, not what scores highest in the partial and impact-discredited performance measurement systems of the past. (PASC 2013-2014, p.28-29)

In the same context, Webster (1988) argues that:

...the key to developing a market-driven, customer-oriented business lies in how managers are evaluated and rewarded...if managers are evaluated primarily on the basis of short-term profitability and sales, they are likely to focus on those criteria and neglect market factors such as customer satisfaction that ensure the long-term health of an organisation. (Webster 1988, p.38)

Prior to the PASC (2014) report the UK Government in 2008 announced that it would no longer set or maintain any statutory top-down numerical targets for

individual police forces apart from the single target of increasing the level of public confidence in the police. This target was subsequently set aside in 2010 and was replaced with a requirement for the police to be “evaluated solely by the communities they served” (PASC 13<sup>th</sup> Report 2013-2014, p.27). If evaluation of the police is going to be based on perception measures and performance indicators that are centred on the needs and requirements of communities and customers, it seems appropriate to suggest that this would surely provoke consideration of a community or customer-centric, market-oriented approach to police service delivery. There is little evidence however, that this has actually taken place.

#### 2.5.4 Interdepartmental dynamics

The dissemination and consideration of market intelligence requires an appropriate organisational structure that is supported by management and staff who are not averse to sharing information and thinking and acting collectively and collegiately in the interest of improved outcomes for customers (Kohli and Jaworski 1990; Narver and Slater 1990). The seminal work of Kohli and Jaworski (1990) found that the operationalisation of the marketing concept required the organisation’s departments to create positive relationships and engage both formally and informally in the generation and dissemination of intelligence in order to deliver a concerted response to market/customer needs. They determined that any interdepartmental conflict may be detrimental to the implementation of the marketing concept by inhibiting communication across departments and therefore asserted the importance of interdepartmental connectedness.

#### 2.5.5 Organisational systems

Kohli and Jaworski (1990, p.11) citing Deshpande and Zaltman (1982), Hage and Aiken (1970), and Zaltman, Duncan and Holbek (1973) identified the third set of antecedents to a market-orientation as ‘organisational systems’ and suggested that inappropriate systems or structures could act as a barrier to intelligence dissemination. Identifying ‘departmentalisation/specialisation’, ‘formalisation’ and

'centralisation' as potential barriers to intelligence dissemination they asserted that in order to utilise information effectively enough to respond to market/customer intelligence, organisations or SBUs should be fluid and flexible enough to be adaptive to marketplace and environmental changes. Clearly reflective of Kohli and Jaworski (1990), Dubihlela and Dhurup (2015) paid special attention to those factors that impede or act as a barrier to implementation of the marketing concept. Dubihlela and Dhurup (2015, p.2) noted that most studies on barriers to market-orientation "shared the theme of behaviour", focussing on employee behaviour and the manifestations of behaviour in the form of structures, systems and processes. Supporting the assertions of Kohli and Jaworski (1990) they suggested that the barriers to market-orientation could be divided into three broad areas, that is, the 'internal environment', reflecting a focus on senior management factors and interdepartmental dynamics; the 'external environment', reflecting a focus on the generation of market intelligence, and the 'operational environment', reflecting a focus on structures, systems and processes (Dubihlela and Dhurup 2015, p.2). This refers to a focus on those structures, systems and processes that link the outside-in and inside-out capabilities that are required to address the integrated, interrelated and interdependent nature of the behavioural market-orientation construct as outlined by Kohli and Jaworski (1990).

In a policing context, Drummond et al. (2000) reported that a review of methodological theory indicated a scarcity of existing studies into market orientation, within public sector/police organisations, however, drawing on case studies from the New York Police department, Inland Revenue and Richer Sounds plc, they were in a position to examine the potential of market oriented strategies in facilitating policing initiatives, such as community policing and enhanced service quality. While acknowledging that the area was under researched Drummond et al. (2000) suggested that market orientation models may have a facilitator role in developing community-based policing strategies, and that generalised models of market orientation "tended to stress many of the interfunctional management/coordination approaches found in the case research" (Drummond et al. 2000, p.585). They concluded that:

The organisations studied, all highly regarded within their industry sectors, display traits common to market orientation. Transferable management principles appear to apply in the area of service delivery and business orientation. (Drummond et al. 2000, p585)

Specifically reporting in a policing context, Drummond et al. (2000) suggested that innovation in policies, management, and behaviours seemed to generate tangible results and may be applicable generally as service delivery drivers within the police. They also reported that learning and problem oriented internal communication was more appropriate than simple conveyance of messages or directions and that internal marketing was required in order to motivate individuals towards a customer orientation and service quality.

In a community policing context, Drummond et al. (2000) suggested that by embracing the systems and structures of an external orientation, the police could benefit from making greater use of “marketing techniques, and indeed marketing business philosophy” (Drummond et al. 2000, p.573).

#### 2.5.6 Consequences – The organisation, employees and customers

A decision to pursue the core philosophy of market-orientation results in a unified approach and alignment of resources and effort, accompanied by commitment to the customer and the organisation (Kohli and Jaworski 1990). Kohli and Jaworski (1990, p.6) found that the adoption of a market-orientation created in employees “an improved esprit de corps, a feeling of pride in belonging to the organisation, an improved feeling of worth and worthwhile contribution, higher levels of job satisfaction and commitment to the organisation and the customer”. Zeithaml, Berry and Parasuraman (1988) also highlighted this aspect in a services context, suggesting that esprit de corps is an important variable in improving quality in the delivery of service thereby improving customers’ perceptions of that service, a suggestion which potentially introduces the concept of Moore’s law and correspondingly, the concept of exponential improvement. Moore’s law developed out of a 1965, prediction by Gordon Moore (Co-founder of Intel) that computing would dramatically increase in power, and decrease in relative cost at an exponential pace, an insight that evolved into Moore’s Law, which became the

golden rule for the electronics industry, and a springboard for innovation. Applied to a market orientation context, Webster et al. (2013) suggest that:

...marketing literature supports assertions by practitioner-oriented publications such as the Baldrige National Quality Programme (2005) that market oriented behaviours and actions (associated with Kohli and Jaworski's 1990 definition) result in a greater ability of the organisation to achieve its objectives and attain higher levels of performance. (Webster et al. 2013, p.2)

These suggestions contribute to an assumption that, the more market oriented the behaviours and actions of employees, the greater the performance improvement that will potentially accrue to the organisation. While this does not imply direct causation it does reflect the strong relationship between market orientation and performance as outlined in the seminal research by Kohli and Jaworski (1990) and Narver and Slater (1990), and more recently by (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Morgan and Vorhies 2018; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013).

Kohli and Jaworski (1990) suggested that the attitudes and behaviours of customers changed as a result of an organisation adopting a market-orientation and subsequently supported the view that the marketing concept was a universally relevant philosophy. They claimed that their research provided a framework for practitioners, which "delineated the factors that could be expected to foster or discourage a market-orientation, and which were controllable by managers" (Kohli and Jaworski 1990, p.14). Kohli and Jaworski (1990, p.15) suggested that their research gave managers "a comprehensive view of what a market-orientation is, ways to attain it, and its likely consequences", and therefore facilitated the deliberate engendering of a market-orientation. While Kohli and Jaworski (1990) presented practical, behaviour-oriented guidance on the deliberate engendering of a market-orientation it could be argued that they failed to adequately address the balance to be achieved between the outside-in and inside-out perspectives in the context of developing inside-out competences to

deliver on the new orientation (Foley and Fahy 2009; O'Connell 2001). It is evident in the work of Kohli and Jaworski (1990) that their research also identified the adaptive nature of the challenge in suggesting that such a change programme would take several years to complete. They also noted that even attempting to increase an organisation's market-orientation could take up to "four years" (Kohli and Jaworski 1990, p.16). This is a view that is supported by Webster et al. (2013, p.5) who suggest that "building a market-orientation culture within an organisation is not a quick fix but rather a continuous process".

It has been suggested however, that investing in the long term process of culture change may be worth it, as the achievement of a market orientation culture has been reported as having an important effect on firms' financial performance as well as an indirect effect via market orientation behaviours, on innovation (Morgan and Vorhies 2018). The positive impact from behaviours associated with the development of a market orientation culture subsequently have been shown to have a positive effect on customer satisfaction. The same culture, it has been suggested, having a significant direct impact on firms' innovation, has a consequential significant effect on firms' cash flow return on assets (CFROA). In addition, it has been suggested that market orientation culture may facilitate cost minimization and productivity enhancing behaviours as well as market orientation behaviours, thereby enhancing CFROA (Morgan and Vorhies 2018, p.275).

According to Tsiotsou and Vlachopoulou (2011), market orientation ultimately determines service performance and constitutes a crucial success factor for overall business performance, however, it is suggested that this requires a change in their business culture to a market-oriented environment that puts the customer's interests first (Tsiotsou and Vlachopoulou 2011, pp. 150-151). The achievement of a market-orientation however, has consistently been shown to have a positive impact on organisational performance (Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kumar et al. 2011; Laukkanen et al. 2015; Martín-Consuegra and Águeda 2007; Panigyrakis and Theodoridis 2007; Prifti and Alimehmeti 2017; Stritch 2015; Tsiotsou 2010; Vieira 2010).

While Drummond et al. (2000) identified evidence of positive improvements associated with a market orientation, they suggested that attempts to pursue such an orientation in policing, have failed to capitalise on the potential for more substantial benefits that a market orientation can deliver. Drummond et al. (2000) following research into the New York police department, reported that “the failure may be a consequence of confusion, misinterpretation or a simple lack of understanding relating to the concept of market orientation” (Drummond et al. 2000, p.573).

## 2.6 Kohli, Jaworski and Kumar (1993) – The MARKOR metric

Supporting the view that Narver and Slater’s (1990) research represented seminal research in the area of the market-orientation performance relationship, Kohli, Jaworski and Kumar (1993, p.473) referred to it as “the most comprehensive at the time, and having many positive features”. They also identified perceived deficiencies however, and highlighted issues associated with a lack of understanding regarding the drivers of customer needs and expectations, the nature of intelligence generation and dissemination and the inclusion of “items that could not readily be linked to specific activities or behaviours that might contribute to the operationalisation of the philosophy” (Kohli, Jaworski and Kumar 1993, p.467). These authors focussed on activities related to intelligence processing rather than the effects of these activities (e.g., profitability) and subsequently developed a measure of market-orientation (MARKOR). They suggested that MARKOR assessed the degree to which a strategic business unit:

(1) engages in multi-department market intelligence generation activities, (2) disseminates this intelligence vertically and horizontally through both formal and informal channels, and (3) develops and implements marketing programmes on the basis of the intelligence generated. (Kohli, Jaworski and Kumar 1993, p.473)

Holding the customer central to the concept of market-orientation, the MARKOR metric focused on customers and the drivers of their needs and preferences, that is, activities and behaviours as opposed to business philosophy. It also focused

on the identification of a general market-orientation factor and associated component factors. The MARKOR metric is widely accepted as providing a focus on activities that are required to be active in an SBU if it is to be considered as being market oriented. The subjective nature of the MARKOR scale items however, prompted Kohli, Jaworski and Kumar (1993) to suggest using additional confirmatory measures such as company records/reports and interviews with key informants to provide a more robust measure of market-orientation. While this is a view that is widely shared (Harris 2002; Tomášková 2009; Tournois 2013; Webb et al. 2000), the current research identifies extensive application of MARKOR, but uncovers little evidence of a general application of additional confirmatory measures, in particular, interviews with key informants/stakeholders (Harris 2002; Bhuiyan 1998; Harris and Piercy 1999a; Morgan and Strong 1998; Webb et al. 2000). In this context, Dursun and Kilic (2017), suggest that:

The earliest, reliable, comprehensive, multi-item measures of market orientation were developed by Narver and Slater (1990) and Jaworski and Kohli (1993)...Both Jaworski and Kohli (1993) and Narver and Slater (1990) developed these scales as parts of their empirical studies focusing on the market orientation-organizational performance relationship. These two scales are widely-recognized by scholars and frequently used in empirical studies pertaining to market orientation. (Dursun and Kilic 2017, p.6)

In the context of the utility of MARKOR and its appropriateness to the business of policing, Kohli, Jaworski and Kumar (1993) suggested that:

...the most exciting measurement extensions may lie in non-profit organisations, non-traditional organisational forms, or non-standard marketing applications...where the component perspective and many of the scale items can be transferred directly to these less mainstream areas. (Kohli, Jaworski and Kumar 1993, p.475)

In the context of not-for-profit organisations, Álvarez et al. (2002) indicate a continuing general acceptance among academics that marketing principles are perfectly applicable to the not-for-profit sector, representing an intangible resource that delivers the necessary commitment and information to satisfy different sets of stakeholders, thereby enhancing the potential of achieving the organisation's mission. This is reflective of a recent definition of marketing by the

American Marketing Association (2013), who emphasised that organizations should fulfil the expectations of society at large, instead of just satisfying customers' needs and wants, thereby representing an alternative view that has been referred to as 'stakeholder orientation' (Llonch et al. 2016). This requires not-for-profit organisations to extend their orientation beyond the customer to include a variety of stakeholders, because the main mission of these organisations is to identify and satisfy the different needs of society (Duque-Zuluaga and Schneider 2008; Ferrell et al. 2010; Llonch et al. 2016; Mainardes et al. 2014). This supports Kotler's (1972) concept of societal marketing and the idea of broadening the marketing concept to include more stakeholders when it is applied in the not-for-profit sector. In a similar context, Rivera-Camino and Ayala (2010) suggest the need to integrate different pressure groups or stakeholders to broaden the market orientation concept.

Studies have shown that market orientation improves performance in public sector and not-for-profit organizations across a range of application contexts, for example, universities (Caruana, Ramaseshan, and Ewing 1998; Flavián and Lozano 2006), public service organizations (Caruana, Ramaseshan, and Ewing 1997; Caruana, Ramaseshan, and Ewing 1999; Cervera, Molla, and Sanchez 2001), charities (Balabanis et al. 1997; Bennett 1998; Kara, Spillan, and DeShields 2004; Macedo and Pinho 2006; Modi and Mishra 2010; Morris Coombes, Schindehutte, and Allen 2007; Seymour, Gilbert, and Kolsaker 2006; Vazquez, Alvarez, and Santos 2002), cultural organizations (Gainer and Padanyi 2002; Gainer and Padanyi 2005; Voss and Voss 2000), and hospitals (Wood, Bhuian, and Kiecker 2000). A significant number of these studies follow Kohli and Jaworski's (1990) behavioural perspective on market orientation applying a version or derivative of the MARKOR scale (Modi 2012). Dursun and Kilic (2017) report that Kohli et al. (1993), in developing a scale, utilized a complex sampling method drawing from the member companies of the Marketing Science Institute (MSI) and the top 1000 companies (in sales revenues) included in the Dun and Bradstreet Million Dollar Directory, and cross-validated the findings from this sample, with findings from a second sample, the American Marketing Association membership roster. As a result, the authors developed the MARKOR scale, which Dursun and Kilic (2017) report as being widely-used, and can be "regarded as a

reliable instrument to evaluate the level of market orientation” (Dursun and Kilic 2017, p.7). Their research indicates that “most of the market orientation scales developed over the last two decades have been based on, or originated from the two widely used scales, MKTOR and MARKOR (Dursun and Kilic 2017, p.7).

While MKTOR was developed out of the cultural perspective and MARKOR was developed out of the behavioural perspective, it would be unwise to assume that these two perspectives of market-orientation are diametrically opposed or even that they represent a different space on a continuum of perspectives (Dursun and Kilic 2017). In this context, and in the context of the current research, it is therefore appropriate to consider how they exist together in the same space and may be appropriate in a policing context.

## 2.7 Cultural and behavioural constructs – Competing or complimentary?

The cultural perspective as set out by Narver and Slater (1990) and the behavioural perspective as set out by Kohli and Jaworski (1990) do not represent two ends of a continuum or even represent competing perspectives. On the contrary, close examination of these perspectives actually identifies more similarities than differences. Narver and Slater (1990) suggest that:

Market-orientation is the organisation culture that most effectively and efficiently creates the necessary behaviours for the creation of superior value for buyers, and thus, continuous superior performance for the business. (Narver and Slater 1990, p.21)

This suggests that the organisational culture must be underpinned by certain values and beliefs that create and support behavioural norms that subsequently deliver value to the customer. Tsotsou (2010, p.380) reinforces this cultural perspective by suggesting that “to develop and sustain the appropriate behaviours, the corresponding organisational values need to be embraced first” and must be capable of delivering on the concepts of service quality, customer satisfaction and trust. The behaviours arising out of such values and beliefs

subsequently operationalise the appropriate culture (Tsiotsou 2010; Foley and Fahy 2009). Conversely, the appropriate values and norms can only be maintained if the appropriate behaviours have been adopted, indicating the existence of a symbiotic relationship between the cultural and behavioural perspectives (Day 1993). When taken in isolation, the research initially appears to indicate that Kohli and Jaworski (1990) suggest a purely behavioural perspective, however, closer examination of the antecedents, in particular the criticality of 'senior management factors' suggests that a certain cultural orientation must first exist within the senior management team in order to create the willingness, desire and/or commitment to develop the other two categories. Kohli and Jaworski (1990, p.7) reinforce the cultural concept by making reference to the "customer-oriented values and beliefs that are uniquely the responsibility of top management". While this suggests that Kohli and Jaworski's (1990) behavioural perspective is inextricably linked to a cultural context, the research shows that Narver and Slater's (1990) cultural perspective is equally linked to a behavioural context. In their development of a hypothesis of the content of market-orientation, Narver and Slater (1990) presented market-orientation as consisting of three behavioural components, customer-orientation, competitor-orientation and inter-functional coordination suggesting that:

Customer-orientation and competitor-orientation include all of the activities involved in acquiring information about buyers and competitors in the target market and disseminating it throughout the business(es). (Narver and Slater 1990, p.21)

The above definition is more than reflective of Kohli and Jaworski's (1990) 'Intelligence Generation' component which they suggest includes an analysis of the competition in the environmental scanning activities that are "subsumed under market intelligence generation" (Kohli and Jaworski 1990, p.4). Equally, Narver and Slater's (1990) third component 'inter-functional coordination', represents the business's coordinated efforts to create superior value for customers, which one can only assume, must include the department-wide development and delivery of a response to the customer, reflecting Kohli and Jaworski's (1990) responsiveness component. The closeness of the two perspectives is supported by Tournois (2013, p.1) who suggests that "companies

must be culturally market oriented to create an internal environment that encourages firm behaviours that create superior value for customers". It is also supported by Kolar (2005) who states that:

Market-orientation can be developed through learning via established principles that are communicated through training with a view to developing necessary skills or by involvement and experimentation through direct interaction with the market or a learn as you go perspective. (Kolar 2005, p.5)

In a policing context, research suggests that the acceptance of a market orientation is contested and its application is inconsistent, and the reasons for this include cultural resistance to adopt a private sector practice and a lack of coordinated support from police service leadership (Mawby and Worthington 2002, p.870). As a consequence, Mawby and Worthington (2002) suggest that, across the police service, marketing is under-developed and faces difficulties of application and acceptance. In the absence of such an orientation however, the appropriate level of community engagement and problem solving is unlikely, and therefore, increased confidence in the police is also unlikely, as these concepts have been found to be directly associated with such an outcome (Quinton and Myhill 2010). Research indicates that the police organisation has to create a flexible, responsive structure to meet the needs of communities, requiring more self-direction by police practitioners, however, this can only take place when bureaucracy is reduced and the appropriate "organisational culture becomes internalised by the individual" (Clark 2005, p.648). These are of particular interest when expansion to the policing domain is being considered, as they present the notion of training and changing behaviours as an approach to culture change and the deliberate engendering of a market-orientation in any environment. This is a perspective that is also supported by Mooij (2004) and Reid and Hubbell (2005) who subscribe to the view that norms that are derived from cultural values, influence an individual's thought processes and behaviours, and that culture is acquired rather than being innate. It can be assumed therefore, that culture is capable of being deliberately created by focusing on behaviours. This view is further supported by Stephenson (2006) who clearly commits to a 'process' of culture change through a combination of activities/behaviours that closely reflect

those identified by Kohli and Jaworski (1990). For example, Stephenson (2006) identifies re-structuring the organisation to ensure better and proactive engagement with customers and stakeholders; the development of new processes and the provision of training to facilitate new ways of engaging collegiately to share information and become more team-oriented; individual ownership and accountability at all levels, and an environment that lends itself to creativity and innovation.

There have been continuing attempts to advance the research outlined in the three seminal works of Narver and Slater (1990), Kohli and Jaworski (1990) and Kohli, Jaworski and Kumar (1993), however, there has been little change to the original findings. New perspectives are generally reflective of combining the original works and/or interpreting aspects of the original perspectives differently (Dubihlela and Dhurup 2015; Kolar 2005). In support of this contention, Kolar (2005) cites Deng and Dart (1994) who developed a four factor instrument; Gray et al. (1998) who proposed a five factor instrument; Lado et al. (1998) who proposed a nine factor instrument, and Lafferty and Hult (2001) who articulated an overview of market-orientation perspectives identifying five different perspectives of market-orientation, all of which identify the centrality of the customer as a key element (Kolar 2005).

Research indicates however, that the conceptualisations and operationalisations of Narver and Slater (1990) and Kohli and Jaworski (1990; 1993) constituted considerable advances in the effective measurement of market orientation (Dursun and Kilic 2017; Harris 2003; Tomášková 2009), and represent the earliest, reliable, comprehensive, multi-item measures of market orientation (Dursun and Kilic 2017; Ospina and Perez 2013). While Kohli et al. (1993) and Narver and Slater (1990) developed these scales as part of their empirical studies focusing on the market orientation-performance relationship, subsequent empirical studies have attempted to further develop such scales. Table (2.2) below outlines some of the market orientation measurement developments and the associated components that are the subject of such measurement.

Table 2.2 Authors and components associated with development of measures of market orientation.

Author(s)	Components of market orientation measured
Kohli and Jaworski (1990, 1993)	Generation; Dissemination and Responsiveness to market intelligence.
Narver and Slater (1990)	Customer orientation; Competitor orientation and Interfunctional co-ordination.
Deng and Dart (1994)	Customer orientation; Competitor orientation; Interfunctional co-ordination and profit orientation.
Gray et al. (1998)	Customer orientation; Competitor orientation; Interfunctional co-ordination; Information response and Profit orientation.
Cadogan et al. (1999)	Generation; Dissemination and Responsiveness to Market intelligence; Profit orientation and External environment orientation.
Ward, Girardi, and Lewandowska (2006)	Customer orientation; Competitive orientation; Interfunctional co-ordination; Long-Term Horizon and Profit Emphasis.
Tomášková (2009)	External environment; Final customers; Distributors; Competitors; Suppliers; Knowledge of Decision-making and Interfunctional co-ordination.
Modi and Mishra (2010)	Donor orientation; Peer orientation; Beneficiary orientation and Interfunctional Coordination.
Ospina and Perez (2013)	Organisational strategic orientation and market intelligence activities.
Gyepi-Garbrah and Asamoah (2015)	Generation, Dissemination and Responsiveness to internal information.
Jangl (2016)	Customer Intelligence Generation; Competitor Intelligence Generation; Intelligence Dissemination and Integration and Responsiveness to Market Intelligence.

Authors and components associated with development of measures of market orientation (Dursan and Kilic 2017).

Despite developments in metrics associated with the measurement of market orientation, the two original scales of Narver and Slater (1990) and Kohli et al. (1993), continue to be widely recognized by scholars and frequently used in

empirical studies pertaining to market orientation (Dursun and Kilic 2017; Farrell 2002; Ospina and Perez 2013; Tomášková 2009).

## 2.8 The centrality of the customer

Customer-orientation represents the most unifying factor of a market-orientation, being described as “the major component of market-orientation” (Theoharakis and Hooley 2008, p.69), and as “the heart of market-orientation” (Kumar et al. 2002, p.41). Menguc and Auh (2008) use the terms customer-orientation and market-orientation interchangeably and Zolfagharian and Cortes (2010) suggest that commitment to the marketing concept is in itself, an acknowledgement of the pre-eminence of customers. The centrality of the customer is further acknowledged by Hax and Wilde (2001, p.7) who suggest that “the very existence of an organisation depends on its customers”. Hax and Wilde (2001) also suggest that being customer oriented means serving customers in a distinctive way in order for the organisation to achieve superior performance. This is supported by Narver, Slater and Maclachlan (2004) as cited by Theoharakis and Hooley (2008, p.71) who, in a synthesis of three market-orientation scales identified customer-orientation as “the single factor that dominated market-orientation”.

In the context of customer-centrality, Sawney (2002) cautions that organisations and customers do not always see products and services in the same way, suggesting that organisations see products and services as ends, while customers think in terms of the activities that products and services perform and the benefits they seek, that is, customers see them as a means to an end. The consequences of the difference between how organisations and customers perceive the value of products and services, is that it results in missed opportunities and inefficiencies (Sawney 2002). Like Hax and Wilde (2001), Sawney (2002, p.101) suggests that organisations must get closer to their customers in order to “sustain product innovation and improve operational efficiency”. Kumar et al. (2002, p.41) suggest that “coordination of personnel and other resources from throughout the organisation to create value for the customer is therefore an essential component to market-orientation.” In the context of missed opportunities and inefficiencies, the contention that differences exist

between what the public see as being important and what the police set as priorities for themselves (Chan Kim and Mauborgne 2005; Moore 1992; Schedler 2006) should be a cause of significant concern for police managers and policy makers, as the evidence indicates that the current traditional policing model, being dependent upon highly centralised bureaucracies, where operating units and employees are constrained by inflexible, centralised command and control systems, are ill-adapted “for the postmodern community that is fragmented and multidimensional in all aspects” (Clark 2005, p.651). The focus on customer/community needs that the concept of community oriented policing suggests, requires police organisation’s to take their bearings from the citizenry/community in order to service these needs, however, research indicates that police and community priorities regarding needs are misaligned (Chan Kim and Mauborgne 2005; Moore 1992; Schedler 2006). The research also shows that alignment of priorities is of central importance to communities, and in the postmodern environment, they are unconcerned about who provides the appropriate policing/security service to meet those needs (Moore 1992; Schedler 2006).

Perceptions of community engagement, problem-solving, disorder and anti-social behaviour have been found to be associated with improved ratings of the police, indicating that the police should “be focused on the problems that affect people on a day-to-day basis as much as on crime” (Quinton and Myhill 2010, p.277). In this context, empirical evidence indicates that ‘service oriented’ models of policing, based on visible patrol, community engagement, problem solving, and procedural fairness, are effective in increasing and maintaining public confidence in the police (Quinton and Myhill 2010, p.273). The same research however, reported that much work remained to be done on the ground particularly in terms of engagement, problem solving, and responsiveness to community needs (Quinton and Myhill 2010, p.277).

In the same context, a review of almost forty case studies of outcome management strategies associated with NPM and a focus on the customer in the public sector, including policing, found that the core management systems of the organisations pursuing these strategies were generally not being realigned to

accommodate them (Gianakis and Davis 1998, p.485). In the changing context of NPM, the police were specifically required to embrace and deploy marketing techniques previously associated with commercial organisations and the private sector (Drummond et al. 2000; Mawby and Worthington 2002), and in the absence of reorienting to this model, research indicates that “trying to fight crime without first developing relationships with the community is a fruitless exercise” (Drummond et al. 2000, p.573).

As the traditional approach to policing was designed on a paramilitary model however, it is conditioned to obey and respond to a dominant political force, and in the absence of any philosophical position in policing that transcends political ideologies, such as a community or customer orientation, it may create loyalties to a dominant political value by default, which has been shown to be increasingly ineffective for current and future demands for policing (Clark 2005, pp.646-648). Such a change in philosophy towards a customer-centric/market orientation in policing could potentially identify a central interest or core concept such as a customer-orientation, and subsequently “provide the professional focus of policing for the practitioner in a similar way to the Hippocratic oath does in medicine” (Clark 2005, p.650). This could subsequently provide for an “ethical anchor” and a resulting rationale and impetus for restructuring the organisational model, potentially providing an answer to policing in the context of a customer-centric environment. The resulting engagement would be based on building trust with the local community, involving transparency and openness in relation to police activities, information about policing styles, operations and incidents, as well as respect for and protection of human rights. Gaining such trust however, requires the police to treat members of the public as customers that have needs to be met, accompanied by a willingness to listen to and act upon public opinion regarding policing priorities and to change the culture of policing from being instruments of the state to servants of the people (European Union 2019).

#### 2.8.1 Measuring market orientation in the context of customer-centrality.

Despite the acknowledged centrality of the customer to the achievement of a market-orientation, the research related to the measurement of market-

orientation and its effect on business performance generally indicates a focus on the perceptions of senior managers with few examples of the inclusion of stakeholders or customers in the evaluation process. Tournois (2013) suggests that organisations should expand their metrics to include consideration of the perceptions of other 'key informants' such as stakeholders/customers and employees. Citing Voss and Voss (2000), Tournois (2013, p.2) asserts that "market-orientation's ability to generate superior performance is based on integrating the customer's perceptions into the process", and as a consequence, customer satisfaction represents a key subjective measure of market performance. Therefore, in measuring firm performance "stakeholder theory suggests, that when corporations meet the expectations of various stakeholders, they are more capable of creating superior firm performance" (Arshad et al. 2012, p.2). This indicates that assessment of the perceptions of stakeholders is appropriate and necessary in determining if their expectations have been met. In the same context, Arshad et al. (2012, p.2) cite Galbreath (2010) and Gray et al. (1995) in putting forward an important argument regarding the "tendency of stakeholders to incorporate their expectations into their behaviour towards the company." They suggest that failure to meet such expectations may result in a potential withdrawal of support by stakeholders, resulting in adverse outcomes for the organisation. Arshad et al. (2012) identify key stakeholders as a critical element in developing and maintaining a market-orientation, and that meeting the expectations of stakeholders ultimately results in continuous superior performance. An acceptance of this position would clearly indicate that any evaluation of market-orientation should include the perceptions of stakeholders as key participants. The current research has been guided by such strong argument, and has therefore placed a central focus on qualitatively exploring the lived experiences of a key participant network of stakeholders in the DMR North Central division.

The majority of research that has been conducted in this area has been with a view to ultimately servicing customer needs more effectively than others, by identifying the specific activities that enable practical application of the marketing concept, thereby facilitating the deliberate engendering of a market-orientation and the subsequent measurement of that orientation and its effect on business

performance (Cano et al. 2004; Kirca et al. 2005; Kohli, Jaworski and Kumar 1993; Kohli and Jaworski 1990; Kolar 2005; Menguc and Auh 2008; Narver and Slater 1990; Tsiotsou 2010; Ward et al. 2006).

The works of Narver and Slater (1990), Kohli and Jaworski (1990) and Kohli, Jaworski and Kumar (1993) display a combination of explicit and implicit attempts to uncover and articulate the activities and behaviours that could contribute to the actual implementation of the marketing concept, and it is in this context, that such deliberate engendering of a market-orientation represents a central focus of the current research. Foley and Fahy (2009) however, present a challenge to any assertions that a prescriptive road map or clear framework has been developed or can be identified in the research. While not dismissing the previous contributions, Foley and Fahy (2009, p.17) conclude that the operationalisation of the marketing concept in the seminal works of Kohli and Jaworski (1990) and Narver and Slater (1990) “has been of significant benefit to the progression of marketing thought”, but that “there is a lack of specific advice in the market-orientation literature to organisations on how to become market-oriented”. This is a view which is also supported by O’Connell (2001) who states that:

The marketing literature has provided little guidance in relation to creating market driven organisations...it has fallen short of demonstrating how to put the pieces together to complete the picture i.e., creating a market oriented organisation. (O’Connell 2001, p.4)

A comprehensive exploration of the research however, indicates that the positions adopted by Foley and Fahy (2009) and O’Connell (2001) are open to challenge. In this context, the following statements have relevance:

1. There is a lack of specific advice in the market-orientation literature on how to become market-oriented (Foley and Fahy 2009).
2. The marketing literature has provided little guidance on how to create market driven organisations (O’Connell 2001).

A combination of the statements above suggests that there is insufficient guidance or advice in the extant literature on how to become market oriented. While this study has not identified any single piece of research that provides a

step by step guide to the deliberate engendering of a market-orientation, it is contended here, that a consideration of the extant literature as a whole, identifies sufficient research to construct a framework which delineates the key elements associated with the deliberate engendering of a market orientation and therefore provides sufficient guidance on how to create such an orientation. In this context, the following sections (2.9 to 2.14) address a collection of concepts which are deemed to be central elements in the deliberate creation of a market orientation in organisations:

- Mind-set of senior leaders/managers
- Choice of strategy
- Leadership capacity
- Organisational structure
- Environmental analysis
- Market intelligence as a driver of strategy and activities
- Segmentation, Targeting, Positioning (Differentiation)
- Developing systems and key capabilities
- Implementation
- Environmental scanning
- Application of metrics
- Dynamic feedback and continuous improvement

## 2.9 Mind-set and a conscious choice of strategy

Reflecting the assertions of Ponsaers (2001) regarding a transition to a community-orientation in policing, research in marketing indicates that adopting a market-orientation reflects a conscious choice of strategy designed to bring about improved outcomes for customers in order to bring about an improved position for the organisation (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Morgan and Vorhies 2018; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou

2010; Webster et al. 2013). In this context, Arshad et al. (2012, p.2), suggest that “the marketing and strategic management literature highlights that market-orientation is an important consideration in the implementation of business strategies.” This view is also supported by Zolfagharian and Cortes (2010, p.1) who suggest that “orientation represents important elements of the firm’s culture and philosophy, and governs firm-stakeholder interactions.” Citing Kalwani and Narayandas (1995), Zolfagharian and Cortes (2010) state that:

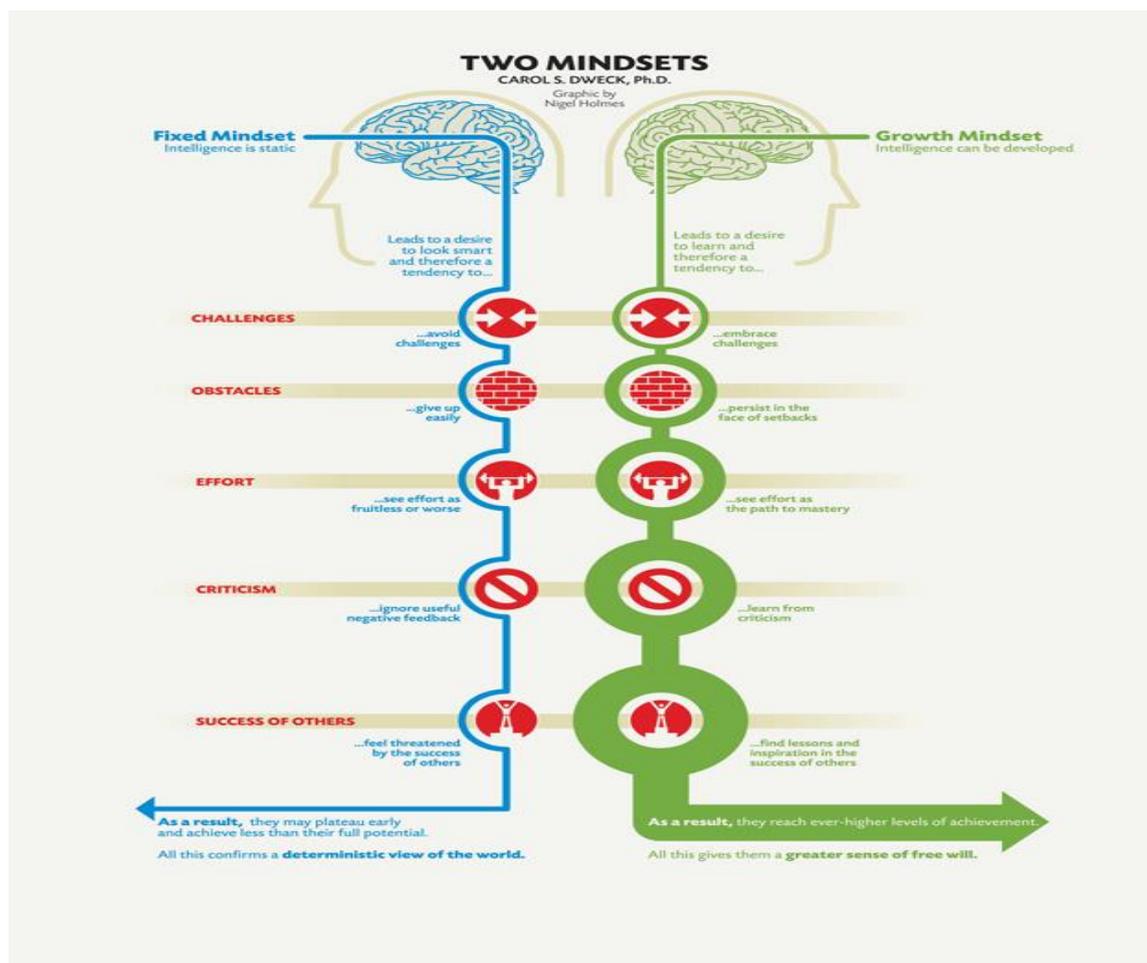
...production and selling orientations promote a short-term, transactional exchange mentality, whereas market-orientation contributes to a long-term relational exchange mind-set. (Zolfagharian and Cortes 2010, p.1)

Therefore, the first step in pursuing or deliberately engendering a market-orientation should be the development of a senior management mind-set that acknowledges and embraces the pre-eminence of customers, followed by a definitive decision to engage in the long-term pursuit of improved outcomes for those customers in the belief that such an approach will also have positive consequences for the organisation. In the context of developing such a mind-set however, research indicates that the motivation to honestly and effectively engage in such change will be determined by the beliefs that managers/leaders have about themselves and their most basic qualities. Dweck (2017), in her study of human motivation suggests that a mind-set is a belief about oneself and one’s most basic qualities and posits that whether an individual considers their intelligence, talents and personality as qualities that are simply fixed traits, carved in stone or as things that can be cultivated throughout life, determines whether that individual has a fixed mind-set or a growth mind-set. She suggests that the fixed mind-set concerns people with how they will be judged, while the growth mind-set concerns people with how they can improve (Dweck 2017, p.13). With the fixed mind-set it is suggested that every situation calls for a confirmation of one’s intelligence, personality, or character, with every situation being evaluated in the context of success or failure, acceptance or rejection, winning or losing (Dweck 2017,p.6), which can effect a person’s willingness to tackle transformational change, which the research indicates, can be dangerous for senior managers (Chan Kim and Mauborgne 2005; Dewit and Meyer 2004;

Heifetz and Linsky 2002; Kotter 1995). Research indicates that, in a change context, the individual with a fixed mind-set often avoids risk and effort because they might reveal perceived inadequacies and indicate that a person is not up to the task (Dweck 2017). As a consequence of this mind-set, the introduction of change that challenges long held beliefs or values embedded in the status quo, is interpreted as potential personal failure and therefore, the fixed mind-set sees merit in preserving the status quo or alternatively blocking or preventing the move to a new orientation as “there is tremendous risk in leaving what one does well to attempt to master something new, and the fixed mind-set makes it seem all that much riskier” (Dweck 2017, p.122). The research indicates that at critical decision points the fixed mind-set person may opt for what would make them feel good and look good over what would serve the longer-term corporate goals and therefore, in a long-term change programme it may be necessary to “root out the fixed mind-set and put a culture of growth and teamwork in its place” (Dweck 2017, p. 125). A growth mind-set on the other hand, is based on a belief in change, is attuned to its implications for learning and constructive action, creating an open, inclusive and safe environment for managers and other employees to be creative and innovative, therefore, it would be safe to assume that it is the mind-set required by change leaders in order to create such an environment in a policing context. This is necessary in order to encourage those with a fixed mind-set to safely engage in the change programme. In this context, the growth mind-set focusses on teamwork, communication, multi-lateral problem-solving, and the exclusion of internal politics and intrigue. According to Dweck (2017), “People who work in growth mind-set organisations have a much greater sense of empowerment, ownership and commitment [are] more collaborative and more committed to learning and growing [and are] more innovative (Dweck 2017, p.143-144). In the context of the current research in the DMR North Central, EIQA (2015) reported that employees did not initially (2009) want to engage with the change programme, however, when asked in 2015, there was unanimous agreement that they would not go back to the old way of working, stating that they felt more valued and could make a difference through the new approach. This was enhanced by research participants who stated that a safe environment had been created that encouraged innovation and creativity at all levels, thereby, potentially facilitating a growth mind-set environment allowing individuals to

embrace things that previously would have felt threatening, and to focus instead on relationship building and development of others as part of a team orientation (Dweck 2017). A comparison of the fixed and growth mind-sets show that: the fixed mind-set leads to the avoidance of challenge, whereas, the growth mind-set leads to a desire from individuals to learn, and therefore a tendency to embrace challenges, persist in the face of setbacks, and find lessons and inspiration in the success of others, as a result of which, they reach ever-higher levels of achievement (Dweck, 2017, p.263). Therefore, it is imperative that the mind-set of senior managers is appropriately focussed and committed to the pre-eminence of customers and the creation of a safe, innovative and creative environment that facilitates development of the growth mind-set so that transformational change can take place with safety for managers and employees.

Figure 2.3 Fixed versus Growth mind-set



Mind-set: Changing the way you think to fulfil your potential (Dweck 2017, p263)

## 2.10 Adopting an outside-in perspective

Organisations pursuing a market-orientation generally adopt an outside-in perspective, continually taking their environment as the starting point when determining their strategy (Dewit and Meyer 2004; Kohli and Jaworski 1990; Narver and Slater 1990). Dewit and Meyer (2004, p.250) citing Minzberg, Ahlstrand and Laupel (1998) assert that in the pursuit of such an orientation, organisations take a “long-term positioning approach”, suggesting that strategy begins with an analysis of the environment in order to identify attractive target markets. This is supported by an appropriate structure which follows the new strategy, thereby, reflecting Chandlers (1962) seminal research contribution, that ‘structure must follow strategy’. Commensurate with the behavioural context of Kohli and Jaworski’s (1990) intelligence generation, dissemination and responsiveness components of market-orientation, the proponents of an outside-in perspective suggest that environmental scanning and an understanding of market intelligence is essential, but superfluous in the absence of deployment of appropriate resources to exploit the identified market opportunities (Dewit and Meyer 2004). In practical terms, this means that having developed the appropriate mind-set and made a definitive decision to pursue and adopt such an orientation, senior police managers would have to adopt an outside-in perspective, whereby strategy is determined and developed on the basis of environmental scanning, analysis, and a drive for the development of offerings that definitively ensure improved outcomes for communities/customers. Consequently, resources must be made available to deliver on the strategy and an appropriate structure must be developed to facilitate and support the strategy, that is, structure follows strategy (Chandler 1962; Dewit and Meyer 2004).

## 2.11 Segmentation and differentiation

Supporting the pre-eminence of the customer, Zolfagharian and Cortes (2010, p.3) suggest that such an orientation “requires the practical application of

appropriate customer segmentation supported by the organisation-wide generation and dissemination of market intelligence". An interpretation of Zolfagharian and Cortes (2010) indicates that market intelligence influences the manner and nature of segmentation and consequently, an organisation that is customer oriented and uses market intelligence is more likely to adopt a differentiation strategy. This is a view supported by research in the public sector, where Kumar et al. (2002) found that pursuing a differentiation strategy in the hospital sector had a stronger market-orientation than pursuing other generic strategies, and by Schedler (2006) in a policing context, where he suggests that competition from third party security providers provides an imperative for the police to pursue such a strategy. By adopting such an integrated approach the police effectively profile themselves and their respective partners as a 'competence centre for safety' instead of only supplying the 'naked' product of crime intervention (Schedler 2006, p.125).

An organisation that pursues such a strategy should show evidence of a uniqueness in the product or service that is valued by customers and stakeholders. In the same context, an organisation pursuing such a strategy should be capable of showing evidence of how it is uniquely positioned to deliver the required value and subsequently receives a premium for it (Dewit and Meyer 2004). Citing Miller (1988), Kumar et al. (2002, p.40) offer a warning regarding the adoption of such a strategy however, suggesting that it is likely to invite competitor responses which may differ "based on the capabilities of the competitors and the uniqueness of the differentiator's product or service." Differentiation strategy requires an organisation to be different, that is, unique in its offering to customers and stakeholders, indicating that in order to do this an organisation must have appropriately identified and clearly understood customer needs and expectations (Dewit and Meyer 2004). Such an understanding of the diversity of needs and expectations suggests that individual customers or discreet groups of customers have been sufficiently identified, and perhaps categorised using some form of segmentation strategy. Zolfagharian and Cortes (2010) cite Hustad et al. (1975), Bowman and McCormick (1961) and Smith (1956) in identifying two general views of the segmentation-differentiation relationship, that is, as substitutes and as complements. They suggest that an organisation needs

to understand the market environment and its customer base before positioning its product or service. In this context, differentiation and segmentation are inextricably linked, indicating that possibilities for differentiation only emerge from, and should accord to, the characteristics of specific segments, and therefore, Zolfagharian and Cortes (2010) refute any suggestion that:

...differentiation can take place without referring to any target audience (i.e., to any specific segment). Therefore, the firm differentiates after having decided on its segmentation strategy. (Zolfagharian and Cortes 2010, p.5)

Bose (2012, p.113) provides support for this position, suggesting that market segmentation not only helps but is key to organisations delivering diversified and customised products and services and “always serves as the basis for customer-orientation and differentiation.” In the same context, Zolfagharian and Cortes (2010) conclude that:

...firms cannot neglect segmentation as it comprises one of the basic strategies that relate the firm to the market. How firms go about establishing and implementing their segmentation strategies varies from very simple, intuitive to highly sophisticated fact-based approaches. (Zolfagharian and Cortes 2010, p.8)

In practical terms what is outlined above means that a police organisation should engage an appropriate community/customer segmentation approach based on the environmental analysis and organisation-wide generation and dissemination of community and customer/market intelligence. Following segmentation, and in the spirit of the pre-eminence of the customer, the organisation is best served by embarking on a differentiation strategy which delivers uniqueness in its offering, that is wanted and valued by customers and is difficult to imitate by competitors. Segmentation represents a compromise between mass marketing (traditional policing mind-set) which assumes everyone can be treated the same, and the assumption that each person or group needs a dedicated marketing effort (NESC 2012; Hauser et al. 2011; Kotler et al. 2002; Venkatesh 2011).

In acknowledgement of the centrality and diversity of the customer in a market-orientation context, segmentation needs to be an essential element of any organisation's strategy. Such a strategy requires the organisation to divide the

market into distinct groups of customers with different needs, characteristics or behaviours, so that they can be reached more effectively with products and services that have been developed or adapted to match more closely the needs of one or more of those segments (Bose 2012; Hauser et al. 2011; Kotler et al. 2002; Linneman and Stanton 1991; Venkatesh 2011). In addition, such an approach facilitates the distinctive positioning of the organisation's offering in the customer's mind relative to what other producers or service providers are offering.

In a policing context, where the operating environment shows pronounced regional and local differences, such target marketing and segmentation can be effectively employed to tailor services to address the needs and wants of communities or even neighbourhoods that present local demographic or lifestyle contrasts (Drummond et al. 2000; Taylor 1999; Linneman and Stanton 1991; Mawby and Worthington 2002). It may be that in policing, the entire market requires to be served (Kotler 1972) but that appropriate segmentation, targeting and positioning would ensure that individuals and groups are served according to their needs. This approach can result in better outcomes for police customers and stakeholders and subsequently can ensure the long-term survival of the organisation (Kotler 1972; Kotler and Levy 1969). An important aspect of segmentation, in particular for non-business organisations such as policing, which may struggle with the concept on ideological or experiential grounds (Mawby and Worthington 2002; Drummond et al. 2000), is that there is no single way to segment a market, and organisations should embrace the freedom to try simple and different segmentation variables alone and in combination in order to find the best alternative for their respective operating environments (Kotler et al. 2002).

In an extension of the segmentation concept Kotler et al. (2002, p.330) also introduce the concept of "benefits sought segmentation" a type of segmentation that may be effective in a policing environment and may appeal to policing policy makers and practitioners who are struggling with the concept of marketing and its application to the policing domain. This type of segmentation would require the police organisation to identify the main benefits that communities, customers or

stakeholders look for in a service class, identify the individuals or groups who seek that benefit and develop a response that is better than traditional policing offers. These practical approaches reflect the flexibility of segmentation, the changing needs of geographical areas and/or the autonomy that is required to be given to local practitioners to run their organisations or SBU's (Kotler et al. 2002; Venkatesh 2011).

In the context of embracing the pre-eminence of customers, the concept of NPM identifies the public at large as representing consumers/customers of the policing service, however, in a community/market-orientation context, all those who influence the success or outcomes of policing programmes can also be considered as customers which means that a wide range of stakeholders must also be identified as customers. To reduce the complexity resulting from this, requires the police to engage in segmentation and targeting, however, many of the stakeholders can be identified as a consequence of their general validity as opposed to identification through a certain marketing strategy. Schedler (2006, p.129) suggests that identification of customers/stakeholders should be based on a marketing principle and an associated series of questions to be answered. He suggests the following: Focus on needs by answering the questions, what are the central needs that the programme is supposed to satisfy; what are the rational and emotional aspects of these needs, then segment the market by answering the questions; which are the most important groups of actors who influence the success of the programme and what are the interests pursued by these groups of actors. Identifiable customer/stakeholder groups may include, victims; local authorities, elected local representatives; business associations; residents associations; community groups; schools; sporting organisations; public transport providers/authorities, and additionally, in a jurisdiction where one is deemed to be innocent until proven guilty, arrested persons can also be identified as customers (albeit non-voluntary customers) who are temporarily detained but who are legally in the care of the police. Schedler (2006) supports this position, suggesting that taking a public marketing perspective all those who are involved in influencing the success of programmes should be considered as customers of the police, and as a consequence, a very wide range of stakeholders emerge,

therefore, the resulting complexity “must be reduced by means of segmentation” (Schedler 2006, p.123).

In practical terms, segmentation is essential to delivering on a policing strategy that is based on the pre-eminence of communities and customers, but the organisation has great flexibility in how it engages in segmentation, with a choice of very simple, almost intuitive, to very complex. A police organisation that engages in segmentation is providing tangible evidence that it is rejecting the concept of mass marketing and the traditional notion that one size fits all.

## 2.12 Positioning

Research suggests that “any market can be differentiated” and indicates that “as a core strategy it requires the identification of a group of customers for whom the firm has a differential advantage, and then positioning its offerings in the customer’s mind” (Kotler et al. 2002, p.359). Positioning begins with creating a difference that delivers more value to customers than competitors do or traditional policing models do, but success is only possible if the difference is something that customers and/or communities value and want (Kotler et al. 2002; Schedler 2006). Kotler et al. (2002, p.369) suggest that a product’s position is defined by “perceptions, impressions and feelings that the customer holds for the product” compared to what others or traditional approaches offer. In this context, positioning is a key element of a differentiation strategy and requires tangible and measurable activities to be undertaken by the organisation. Positioning the organisation requires definitive action, suggesting that in order to position on better quality and service, an organisation such as policing “must first deliver that position”, and “not as a big bang approach, but as something that takes time and adapts to the changing market environment” (Kotler et al. 2002, pp. 382-383). In practical terms, a police organisation pursuing a market or community-orientation must be flexible and adaptable to changes in the environment. It must determine how it wants to be perceived by customers and develop the resources to enable delivery of its unique offering with a view to influencing those perceptions.

Positioning will not be complete until the organisation has deployed the appropriately skilled resources and delivered on its intended position.

### 2.13 Applying a supporting inside-out perspective

Foley and Fahy (2009) provide support for the outside-in perspective in a market-orientation context but also promote an inside-out perspective in emphasising the importance of a firm's competences, representing the "competence-based or capabilities-based view" (Dewit and Meyer 2004, p.252). To the proponents of an inside-out perspective the 'dynamic capabilities' argument accentuates the importance of committing the organisation to the long-term development of a limited set of competences in which it can stay ahead of rivals (Dewit and Meyer 2004). Foley and Fahy (2009) identify customer-linking and market-sensing as capabilities that are commensurate with both the cultural and behavioural market-orientation constructs and while they support the utility of the empirical measures of market-orientation, they suggest that:

...rather than simply measuring the status of market-orientation, the emphasis will be on identifying key capabilities, which the organisation must develop in order to be market-driven. (Foley and Fahy 2009, p.16)

In an attempt to enhance the practical application of the marketing concept, Foley and Fahy (2009) consider Kohli and Jaworski's (1990) conceptualisation of market-orientation, that is, the generation, dissemination and responsiveness to market intelligence as effectively representing the nature of a market sensing capability. In this context, Foley and Fahy (2009, pp.16-17), suggest that "the market-sensing capability would appear to be critical to the understanding of the development of market-orientation". Despite a general acceptance of the relationship between an outside-in perspective and market-orientation, Dewit and Meyer (2004, p.279) also highlight that outside-in capabilities should "inform and guide both spanning and inside-out capabilities". Dewit and Meyer (2004, p.267) suggest that rather than emulating best practices, the inside-out perspective facilitates the development of a unique offering or position based on "hard to copy assets, knowledge, relationships and experiences". This is a position that is also

put forward by Hax and Wilde (2001). In the same context, Day (1990) uses a combination of perspectives reflective of Narver and Slater's (1990) cultural perspective, Kohli and Jaworski's (1990) behavioural perspective and Foley and Fahy's (2009) capabilities perspective in suggesting that market-orientation represents superior skills in understanding and satisfying customers, and that market-driven organisations should be capable of showing tangible evidence of superior market-sensing, customer-linking, and channel-bonding.

## 2.14 Practically combining an inside-out and outside-in perspective

In practical terms, a police organisation pursuing a market-orientation should engage a secondary inside-out strategy in support of a primary outside-in strategy with a view to achieving optimum utilisation of the resources of the organisation by creating unique internal competence or capabilities that can further enhance the development and delivery of the unique value proposition to the community/customer. There is an overt combination of the cultural and behavioural perspectives which supports the cultural leadership role of senior management in creating the appropriate environment, (including strategy, structure and culture) and the operational and behavioural role of employees in delivering on the practical aspects of one of the seminal definitions of market-orientation, that is, the generation, dissemination and responsiveness to market intelligence (Kohli and Jaworski 1990). Correspondingly, customer-linking and market-sensing are identified as critical areas of competence in the context of representing the nature of a market sensing capability, and therefore, it seems appropriate to suggest that an organisation attempting to deliberately engender a market-orientation would need to develop a customer facing system, supported by employee competence to generate market intelligence (Foley and Fahy 2009). That system should be capable of providing effective environmental scanning and engagement with customers and stakeholders with a view to constantly determining their current and future needs and the issues underpinning them. Such a customer facing system should be integrated with an employee facing system in a flexible and porous internal structure that facilitates the dissemination

of the generated market intelligence across the organisation or strategic business unit so that the intelligence can be considered and understood resulting in collaborative decision-making on how to address the needs of customers in a unique way. Additionally, such an integrated system, processes and procedures should be linked to a response capability that can effectively and efficiently act on the disseminated intelligence by responding to the needs of customers and communities in an innovative and creative way that delivers the unique value proposition in both the short and long-term (Foley and Fahy 2009; Kohli and Jaworski 1990).

A broad exploration of the extant literature facilitates the development of a guiding framework which combines the key perspectives (outside-in and inside-out) and the core elements of a market-orientation, thus creating a practical tool that could be used as an aid in the transition process to a market/community-orientation. Such a guiding framework has been developed as part of the current project (see table 2.3 below) and was used as guidance in the implementation programme in the DMR North Central. The guiding framework presents a set of nine key objectives or strategic level components accompanied by a set of twenty two operational/action components that have the potential to provide practical assistance/advice to leaders/managers on their journey towards a market orientation.

Table 2.3 Deliberate engendering of a market-orientation

	OBJECTIVE	ACTION	REFERENCE
1	Create the appropriate leadership/management mind-set.	<ol style="list-style-type: none"> <li>1. Develop the senior management mind-set to acknowledge the centrality and pre-eminence of the customer.</li> <li>2. Ensure that they are fully aware of the adaptive nature of the challenge.</li> <li>3. Engage hands-on to execute the transition.</li> </ol>	<p>Menguc and Auh (2008).  Linsky and Heifetz (2002).  Kohli and Jaworski (1990).  Day (1990).  Webster (1988).</p>
2	Choose the strategy and develop leadership capacity	<ol style="list-style-type: none"> <li>4. Embrace and deploy an outside-in, long-term strategy.</li> <li>5. Support the primary strategy with an inside-out strategy that develops key capabilities.</li> </ol>	<p>Foley and Fahy (2009).  Dewit and Meyer (2002).  Kohli and Jaworski (1990).  Narver and Slater (1990).</p>
3	Develop the appropriate organisation structure.	<ol style="list-style-type: none"> <li>6. Develop a structure that is flexible and agile enough to respond to environmental changes, is conducive to sharing of information between individuals and departments and focuses on the SBU.</li> </ol>	<p>Dubihlela and Dhurup (2015).  Kohli and Jaworski (1990).  Narver and Slater (1990).</p>

4	Engage in environmental analysis.	7. Use market intelligence as the driver of strategy and activities. 8. Focus on the overall system value chain. 9. Identify, attract and nurture stakeholders. 10. Engage in segmentation, followed by targeting, differentiation and positioning.	Kumar, et al. (2002). Kotler, et al. (2002). Hax and Wilde (2001). Kohli and Jaworski (1990).
5	Develop systems and capabilities.	11. Develop an integrated system to generate, disseminate and respond to market intelligence. 12. Develop organisational capabilities related to market sensing and customer bonding.	Foley and Fahy (2009). Hax and Wilde (2001). Kohli and Jaworski (1990).
6	Deploy the strategy.	13. Engage in delivery of the unique value offering. 14. Engage in positioning to influence perceptions of customers and stakeholders.	Dewit and Meyer (2004). Kotler, et al. (2002).
7	Maintain environmental scanning.	15. Scan the operating environment to assess changes in the market. 16. Identify and evaluate the responses of competitors.	Kotler, et al. (2002). Kumar, et al. (2002).
8	Employ metrics.	17. Engage and deploy MARKOR, MKTOR or some other measure of market-orientation. 18. Employ other metrics related to key capabilities and antecedents. 19. Employ metrics to measure customer and stakeholder perceptions	Tournois (2013). Foley and Fahy (2009). Kohli, et al. (1993). Kohli and Jaworski (1990).
9	Engage in dynamic feedback and continuous improvement.	20. Engage in continuous assessment of key systems. 21. Secure continuous feedback from customers and stakeholders on the perceived value of the offering. 22. Ensure the creation of a safe, innovative and creative environment to ensure continuous improvement of the offering.	Tournois (2013). Kotler, et al. (2002). Kohli and Jaworski (1990). Narver and Slater (1990).

Framework of key elements associated with the deliberate engendering of a market-orientation – Implementation.

The framework provides some practical advice on what an organisation might consider prior to embarking upon the journey towards the deliberate engendering of a market-orientation and in broad terms, what it might use as practical guidance along the way. The framework is based on the combined works of key researchers, incorporating the findings of seminal and progressive research, setting out in broad terms, the objectives and actions that would most likely be necessary in order to complete the transition. The framework is not exhaustive, and is not designed to be a definitive, step by step guide to achieving a market-oriented outcome, but merely a collection of key elements identified in the literature as having a practical impact on developing/enhancing such an orientation. While the elements contained in the framework could be used to assist in the evaluation of implementation towards a market orientation, it is not designed to replace the MARKOR, MKTOR or other established metrics. It has

however, the potential to address some of the issues raised by Foley and Fahy (2009) and O'Connell (2001), and with a more granular exploration of the high level actions, and further research, could be developed into a more prescriptive model/framework.

## 2.15 Statement of purpose and research questions

The purpose of this research is to determine whether a market-orientation construct can facilitate the transition from a traditional model of policing to a community-orientation and thereby leverage the performance improvement associated with adopting such a strategy. It is envisaged that certain insights will be gained through an exploration of the lived experiences, understanding, judgement and decision making of a cohort of key stakeholders who witnessed, were part of, and/or were affected by the journey. As a consequence, the findings may provide police policy makers and practitioners with the capacity to make more informed decisions regarding their approach to community-oriented policing. To shed light on the problem the following research questions are addressed. These questions have been developed from a review of the relevant literature as presented in chapters one and two and are laid out as follows:

- Q 1. **Antecedents** – Factors that impede or enhance implementation:

How do participants describe and explain their experiences and subsequent perceptions of specific factors (antecedents) that either enhanced or impeded the deliberate engendering of a market-orientation in a policing context?

How do participants articulate their perceptions regarding any relative effect or hierarchical ordering of the identified antecedents?

- Q 2. **Performance** – Market-orientation performance relationship:

How do participants describe and explain their experiences and subsequent perceptions of police performance as a consequence of deliberately engendering a market-orientation in a policing context?

- Q 3. **Consequences** – of deliberately engendering a market-orientation:

How do participants describe and explain their experiences and subsequent perceptions of outcomes for customers, stakeholders, Garda employees and/or the Garda organisation in the research setting as a consequence of deliberately engendering a market-orientation in a policing context?

- Q 4. **Challenges** - Challenges associated with such change:

How do participants describe and explain their experiences and subsequent perceptions of the challenges associated with the deliberate engendering of a market-orientation in a policing context?

- Q 5. **Police Reform** - Market-orientation as a vehicle for police reform:

How do participants describe and explain their experiences and subsequent perceptions of any police reform associated with the deliberate engendering of a market-orientation in a policing context?

## 2.16 Chapter summary

This chapter identifies that implementation of the marketing concept (market-orientation) takes place within an environmental context that is underpinned by the appropriate philosophy and that the concept can be deliberately engendered through certain behaviours and activities that are controllable and influenced by managers. It has identified that achievement of such an orientation improves

organisational performance and results in better outcomes for customers and employees. Through the works of Narver and Slater (1990), Kohli and Jaworski (1990) and Kohli, Jaworski and Kumar (1993) it presents the leading definitions and constructs and identifies a number of antecedents that either enhance or impede implementation and adoption of such an orientation. In this context, senior management factors, interdepartmental dynamics and organisational systems are identified as having a significant impact on the deliberate engendering of a market-orientation. The chapter identifies that deliberate engendering of a market-orientation is possible over a time period of approximately four to five years but that it constitutes a formidable challenge that should not be underestimated.

The chapter identifies the strategy options appropriate to implementation of the marketing concept which has been presented in the conceptual framework (appendix G, p.493) developed from a review of the relevant literature, and this has been used to provide guidance in the context of deliberately engendering such an orientation in the Garda division of DMR North Central. The chapter confirms the theoretical case for extending the marketing concept to include non-business, not-for-profit and public sector organisations such as policing. (Balabanis et al. 1997; Bennett 1998; Cano et al. 2004; Caruana et al. 1999; Cervera et al. 2001; Duque-Zuluaga and Schneider 2008; Ferrell et al. 2010; Flavián and Lozano 2006; Gillette 2015; Llonch et al. 2016; Mainardes et al. 2014; Modi and Mishra 2010; Rivera-Camino and Ayala 2010; Stritch 2015; Wood, Bhuian, and Kiecker 2000). It also identifies that such public sector organisations as policing continue to be negatively affected by a failure to adopt such an approach.

The review of literature confirms that effective policing depends upon its ability to understand its constantly changing environment and the changing needs and expectations of customers and communities and that achieving a customer and/or community orientation in policing is no unavoidable post-modern phenomenon) but a voluntary and conscious choice between different options (Ponsaers 2001). It is clear that this requires the development of a senior management mind-set in policing that acknowledges the centrality and pre-

eminence of the customer/community and an embracing of a primary outside-in strategy supported by a secondary inside-out capabilities-based strategy. It also clearly requires restructuring from the traditional command and control model to a flexible and agile approach that is responsive to environmental changes and is conducive to sharing of information between individuals and departments. The literature identifies a requirement to nurture stakeholders who may act as complementors in delivering the police message and/or service and the use of market intelligence as the driver of strategy.

Segmentation and differentiation have been identified as being a requirement to deliver on such an approach and in this context police practitioners and policy makers will be required to engage in research and analysis to achieve a simple segmentation strategy followed by a differentiated suite of services based on that segmentation. This requires police managers to develop an integrated information management system that is capable of generating, disseminating and responding to market intelligence on a continuous basis supported by environmental scanning capability and the application of assessment metrics and continuous feedback from external customers and stakeholders. The above have been identified as being necessary features of a desired community orientation in policing.

## CHAPTER THREE

### RESEARCH METHODOLOGY

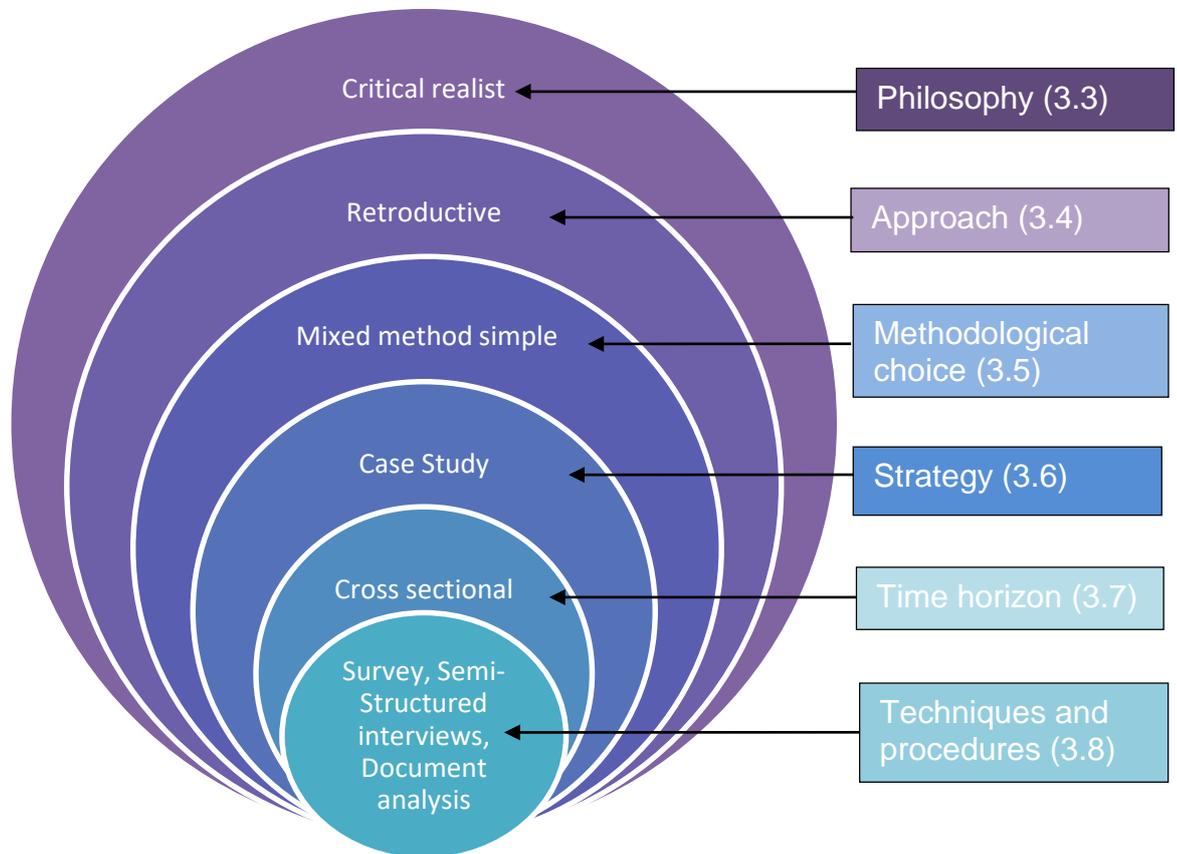
#### 3.0 Introduction

A review of the policing and marketing literature indicates that an opportunity exists to explore the market-orientation performance relationship in a policing context. However, it exposes a paucity of previous research in this area and therefore there are few guiding principles regarding methodological approaches in this operational context. The current research focuses on a case study analysis of the Garda Síochána Division of Dublin North Central where such an approach was pursued between the years 2009 and 2016. The purpose of the research is to explore whether the deliberate engendering of such an orientation can facilitate the transition from a traditional model of policing to a community/customer-orientation and how this may be possible. As a consequence, the study explores the market-orientation performance relationship in a policing context and seeks to achieve this through an examination and evaluation of the construct, antecedents and consequences associated with such an approach. The chapter focuses on designing a research strategy to answer the following research questions which remain unresolved in the literature and discusses the methods and instruments available to the researcher. The chapter outlines why certain instruments are appropriate for this study and sets out the approach to analysis. It also outlines the steps taken to ensure that the research undertaken is valid and reliable.

The chapter firstly addresses key assumptions and the personal experience of the researcher (section 3.1) and then focuses on development of the research questions and their rationale (section 3.2). Subsequently, the chapter follows the approach outlined by Saunders, Lewis and Thornhill (2011) as presented below in Figure 3.1 which addresses the philosophy (section 3.3); approach (section 3.4); methodological choice (section 3.5); strategy (section 3.6); time horizon

(section 3.7) and techniques and procedures (section 3.8) that underpin the research.

Figure 3.1 Research approach.



Research methodology approach.

### 3.1 Combining experience and a review of literature

Based on experience over many years as a strategic police manager, supported by extensive engagement with the literature, a number of key assumptions are being made concerning this study. Firstly, continued pressure for reform of public policing has indicated that a community/customer oriented approach is the generally preferred reform model. This assumption is based on the pervasive and enduring commitment to the concept which can be found in Government and policing policy globally, and the literature that is available on the subject. Second, in attempting to make the transition, the police have predominantly searched for

the solution within their own knowledge and competence and have subsequently applied technical fixes to an issue that represents an adaptive challenge. This assumption is based on the continuous resurfacing of serious legitimacy and public confidence issues for policing, the proliferation of rebranding of the concept of community policing, the absence of evidence indicating exploration of other disciplines and philosophies more associated with a focus on the customer, and the content of available literature.

Third, attempts to make the transition have been unsuccessful in the main, and therefore, the reform potential associated with this approach has not been realised. This assumption is based on the continued confusion associated with the concept, the lack of an agreed definition or generic framework/model, the continued pressures for change towards this orientation and the continued search by the police for an answer to the question of 'what the police should be' which evidence suggests, has dogged them since the 1960s (Bayley and Shearing 1996; Blair 2005; Clark 1965; Ponsaers 2001; Shearing 2007; Skolnick and Bayley 1988). Fourth, the engendering of a market-orientation could result in improved performance for the organisation, its employees and customers. This assumption is based on the market-orientation performance relationship which is a generally accepted concept (Menguc and Auh 2008) and the amount of evidence which indicates that such an orientation may be more effective in a not-for-profit and service environment such as policing (Cano et al. 2004).

Fifth, that the approach to researching the issues was best pursued through a case study analysis of the DMR North Central Garda Division, where such an orientation had been attempted between 2009 and 2016 in response to a serious economic shock that had the capacity to undermine policing in the area. As a consequence, the researcher, and senior police officer in the area, had been embedded in the transition process as a complete participant/driver of change throughout. Prior to embarking upon the transition journey however, a review of literature was undertaken resulting in the change process being linked to the deliberate engendering of a market orientation. Previous research was used to guide activities, while critical reflection was employed to review previous actions and plan and implement the next one's, described as "action disciplined by

enquiry, that is, a personal attempt at understanding while engaged in a process of improvement and reform" (Costello 2003, pp.4-5, citing Hopkins 2002, p.42; Bell 1999, p.10). While there is no claim of successful application of *verstehen*, that is, understanding at the 'causal relationship' level (Seale 2007), the researcher's closeness to the field, facilitated personal experiences, and subsequent individual understanding, judgements and decision making, which contributed to the assumption, that the way to effectively and appropriately harness the learning from the process was to engage in appropriate research after the fact, focusing on the perceptions of a range of key stakeholders, based on their individual and collective experiences, their understanding of those experiences and their subsequent judgements and decisions.

### 3.2 Developing the research questions and their rationale

The research questions were developed as a consequence of the review of literature and in this context, the following paragraphs have relevance.

We have seen in chapter one that reform has been one of the most constant and persistent issues in policing for more than half a century (An Garda Síochána 2014; An Garda Síochána Inspectorate 2007; Bayley and Shearing 1996; Blair 2009; Blair 2005; Brady 2014; Clark 1965; Commission on the Future of Policing in Ireland 2018; Fleming and McLaughlin 2012; Higgins and Hales 2017; Home Office 2011; Innes 2014, 2011; James 2013; Johnston 1992; Mawby and Worthington 2002; Moore 1992; Police Executive Research Forum 2017; Reiner 2010; Sadd and Grinc 1994; Shearing 2007; Skolnick and Bayley 1988; Sparrow 2018; Thacher 2001), with the appropriate reform model, being identified as a transition to a community-orientation under the banner of community oriented policing (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Hughes and Rowe 2007; International Association of Chiefs of Police 1999; Lowe and Innes 2012; Maguire and King 2004; Osse 2006; Patten 1999; Ponsaers 2001; Quinton and Myhill

2010; Savage 2007; Schedler 2006; Skolnick and Bayley 1988; South 1994; Sparrow 2018; Stanko et al. 2012). The literature indicates that a transition from the traditional policing approach, which is commensurate with reactive-oriented emergency response policing (Ferrandino 2014, p.53) to a more externally oriented community policing approach is what is required. The traditional policing approach, however, has been described as “the prevalent police system design for the greater part of the twentieth century” having a strong influence on contemporary policing (Ferrandino 2014, p.53). In this context, the research questions should be capable of effectively exploring whether such a change in orientation actually represents reform of the policing service.

The review of literature has shown that, while the concept of a community orientation in policing represents a call for a customer-driven approach (Gianakis and Davis 1998), its actualisation has been referred to as “a hotch potch of unintegrated programmes absent central purpose or theme” (Crank and Langworthy 1996, p.213), with the concept being described as “lacking definition” (Ferrandino 2014, p.52) and being “plagued by conceptual confusion” (Gianakis and Davis 1998, p.487). It also indicates that while the NPM ideology presented the police with a requirement to transition from their existing paradigm to a paradigm in which citizens would be perceived as consumers and where the tools and techniques from business disciplines would be employed, this transition has not been readily accepted (Collins et al. 2007 p.31). In this context, the research suggests that there are differing views on the nature of change required, for example, Osse (2006, p.97) clearly indicates that community policing is an evolutionary process, that is, a natural next step after traditional policing, suggesting that the transition is a matter of course or some definitive, passive outcome, while Ponsaers (2001) is more in line with Collins et al. (2007) in determining the change as representing a definitive choice of policing paradigm and a cultural and philosophical transformation. Despite these issues however, the strength of the concept and its “link to police legitimacy and democracy” (Maguire and King 2004; Ponsaers 2001, p.482) has prompted almost every western liberal democracy to embrace the broad concept of community policing in one shape or another, and, as we have seen in chapter one, this is evidenced by its constant re-emergence in a variety of forms such as community-oriented

policing (Bayley and Shearing 1996; Gianakis and Davis 1998; Ponsaers 2001); community-based policing (OSCE 2008); proximity policing (Holmberg 2002); third party policing (Buerger and Green Mazerolle 1998; Ferrandino 2014; Ransley 2014); public self-policing (Ferrandino 2014; Ponsaers 2001); neighbourhood policing (Blair 2009; 2005; Hughes and Rowe 2007; Quinton and Myhill 2010; Savage 2007); problem-oriented policing (Braga et al. 1999; Goldstein 1990; 1979; Sherman 1992); networked policing (Shearing 2000; Schedler 2006); reassurance policing (Fielding 2005; Fielding and Innes 2006); governance-based policing (Ferrandino 2014) and broken windows policing (Ponsaers 2001; Rosenbaum 1998; Skogan 1990; Thacher 2001; Wilson and Kelling 1982).

We have also seen in Chapter One that such pressures to be seen to be adopting the new orientation coupled with the lack of exploration of other disciplines, has resulted in the meaning and content becoming “increasingly nebulous and opaque” (Higgins 2018, P.62), which appears to have provided police practitioners, policy makers and politicians with a rhetoric which would indicate that community oriented policing has been achieved and already represents the underlying philosophy and operational imperative of the contemporary policing approach, whereas, the research indicates that it has been embraced more as a buzzword than as a philosophy with very little evidence of successful implementation (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; Higgins and Hales 2017; Moore 1992; Skolnick and Bayley 1988; Quinton and Myhill 2010; Sparrow 2018; Stone and Travis 2011). The confusion concerning the nature of the change, that is, evolutionary process or transformational paradigm shift, subsequently appears to have resulted in the transition being addressed as a technical fix for what is most likely an adaptive challenge. In this context, we have seen in chapter one that such a reorientation requires restructuring; decentralisation of decision-making; devolution of power; greater discretion for frontline officers and an external orientation (Ponsaers 2001, p.490), all of which, require a change to the values system referred to by Brady (2014), generating significant resistance (Abrahamson 2000; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Heifetz and Linsky 2002; Johnson and Scholes 2002; Moorhead and Griffin 2001).

The adaptive nature of the challenge is also highlighted by Thacher (2001) who suggests that failure to emphasise the challenge associated with the transition has made the reform seem too simple and has left many police departments unprepared and incapable of understanding the level and type of resistance that has emerged (Thacher 2001, p.791). Day (1990); Heifetz and Linsky (2002); Narver and Slater (1990); Ponsaers (2001) question the readiness of organisations to address the change in culture required to make the transition, with Day (1990) cautioning about good intentions and aspirations regarding a transition to such an orientation often resulting in failure due to an underestimation of the difficulty of the task. Dewit and Meyer (2004, p.284), also provide support, suggesting that “organisations appear to make the assumption that marginal changes will suffice when in fact deep cultural change is required” when transitioning to such an orientation. The literature also indicates however, that pursuing such change towards a market-orientation is inherently dangerous to senior managers (Heifetz and Linsky 2002; Kohli and Jaworski 1990).

The research questions must therefore, be capable of effectively exploring with internal and external stakeholders, the nature of the challenge involved in making the transition to a community/customer/market orientation in policing.

Despite the nature of the challenge however, we have seen in Chapters One and Two that the lure of performance improvement associated with the achievement of such an orientation is strong, and developing the ability to deliberately engender such an outcome has prompted significant research. The review of literature indicates that the capacity to implement the concept is often affected by organisational factors, that is, antecedents that either enhance or impede implementation of the philosophy represented by the concept (Kohli and Jaworski 1990). In this context, Kohli and Jaworski (1990, p.6) identified three such categories of antecedents, which they suggested were hierarchically ordered into “individual, intergroup and organisation-wide factors”. They referred to these as ‘senior management factors’, ‘interdepartmental dynamics’, and ‘organisational systems’, respectively, and indicated that If managed appropriately these antecedents would contribute to certain positive consequences for the

organisation, its employees and its customers (Kohli and Jaworski 1990). The research questions must therefore be capable of effectively exploring the antecedents associated with such a change in orientation and their potential impact on implementation and outcomes.

The review of literature indicates however, that despite the acknowledged ambiguity associated with the concept of a community orientation in policing, the research is clear, that a transition to a community-orientation is the overwhelmingly preferred option for fundamental police reform, and that the object of such a change in orientation is to gather information or market intelligence in order to develop a keen understanding of what communities want from the police; to understand what issues underpin and contribute to those problems, and to develop effective policing responses to address them (Brady 2014; Fielding and Innes 2006; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Innes 2004; Innes and Lowe 2012; James 2013; Kelling 1999; Osse 2006; Ponsaers 2001; Sparrow 2018). In effect, the literature has indicated that the object of the desired orientation is reflective of Kohli and Jaworski's (1990) definition of a market-orientation:

...the organisation-wide generation of market intelligence pertaining to current and future customer needs, dissemination of the intelligence across departments, and organisation-wide responsiveness to it. (Kohli and Jaworski 1990, p.6)

Based on the review of literature, the question that remains for the police therefore, is whether to continue to administer technical fixes to an adaptive challenge, or to explore other paradigms, disciplines and constructs with a view to finding a way to make the transition to a community-orientation, thereby capitalising on the potential for improved performance that such a concept offers.

The review of literature has shown that there is broad acceptance that the debate concerning the scope and focus of marketing that has taken place over the last number of decades has resulted in a significantly expanded definition of the concept of marketing (Beckman 2015; Hunt 1990, 1983, 1976; Kotler 1972; Kotler and Levy 1969; Webster et al. 2013; Webster 2005). It also indicates that not-for-

profit and public sector organisations such as policing have failed to embrace or develop fully the marketing structure resulting in serious long-term consequences for them (Kotler and Levy 1969; Mawby and Worthington 2002; Ward et al., 2006; Wright 2000). The literature also indicates that societal pressures have presented the police with a compelling impetus “to engage in marketing as a means of making its voice heard, and communicating its key messages of maintaining the confidence of stakeholders, and to compete with other public sector organisations who are vying for finite resources” (Mawby and Worthington 2002, p.871). The literature has suggested that implementation of the marketing concept could help to define the policing environment and “frame strategic choices in customer terms” (Ward et al. 2006, p.55), and that this should lead to the achievement of sustainable success through the identification, understanding and satisfying of customer needs more effectively than others/competitors (Kirca et al. 2005, p.24, citing Day 1994 and Kotler 2002).

We have seen in Chapter Two that market-orientation refers to “the extent to which a firm implements the marketing concept” (Tsioutsou 2010, p.375) and is perceived as “a business culture that assists in attaining sustainable competitive advantage by creating superior customer value” (Narver and Slater 1990, p.20), and that market-orientation is directly related to superior performance (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O’Connell 2001; Tsiotsou 2010; Webster et al. 2013). The research indicates that there may be stronger correlations between market-orientation and business performance in not-for-profit compared to profit firms, and in service compared to manufacturing firms (Cano et al., 2004), which supports the suggestion that the development of a market-orientation should represent a central priority for police managers also. Therefore, it would appear essential that the research questions effectively explore with stakeholders, any changes in performance in the research setting as a consequence of adopting such an orientation.

In the context of achieving a market orientation, the review of literature has identified two main streams of research (Cano et al. 2004; Homburg and Pflesser 2000; Kirca et al. 2005; Stoelhorst and Van Raaij 2008), a cultural perspective (Narver and Slater 1990) and a behavioural perspective (Kohli and Jaworski 1990), with both sets of authors presenting the two most widely accepted definitions of market orientation. As we have seen in Chapter Two, their citations are ubiquitous in peer reviewed journals, books and papers associated with market orientation. The current research identifies Kohli and Jaworski's (1990) behavioural perspective of the market-orientation construct as having a significant impact on actually operationalising such an orientation (Foley and Fahy 2009), focussing on specific activities, systems and processes, thereby facilitating implementation of the concept. Their research provided a construct for practitioners, that delineated the factors that could be expected to foster or discourage a market-orientation, which are controllable by managers (Kohli and Jaworski 1990, p.14), presenting managers with a comprehensive view of what a market-orientation is, ways to attain it, and its likely consequences. The construct subsequently assisted in facilitating the deliberate engendering of a market-orientation. The research questions must therefore be capable of exploring whether the use of such a behavioural construct can actually facilitate the deliberate engendering of a market/community orientation in a policing context and what consequences arise as a result.

The research also considers the utility of MARKOR and its appropriateness in a public and not for profit sector such as policing, with Kohli, Jaworski and Kumar (1993) suggesting that:

...the most exciting measurement extensions may lie in non-profit organisations, non-traditional organisational forms, or non-standard marketing applications...where the component perspective and many of the scale items can be transferred directly to these less mainstream areas. (Kohli, Jaworski and Kumar 1993, p.475)

This supports the use of MARKOR in a policing context with minor changes to the original instrument. The research, which acknowledges the centrality of the customer to the achievement of a market-orientation, raises the issue of an overly

strong focus on the perceptions of senior managers only, with few examples of the inclusion of stakeholders or customers in the evaluation process. Tournois (2013), however, suggests that organisations should expand their metrics to include consideration of the perceptions of other 'key informants' such as stakeholders/customers and employees. Additionally, Citing Voss and Voss (2000), Tournois (2013, p.2) asserts that customer and stakeholder satisfaction should represent key subjective measures of market performance, a position that can also be found in other research (Arshad et al. 2012; Day 1990).

This indicates that assessment of the perceptions of stakeholders is appropriate and necessary in determining if their expectations have been met. In the same context, stakeholders tend to incorporate their expectations into their behaviour towards the company, and failure to meet such expectations may result in a potential withdrawal of support by stakeholders, resulting in adverse outcomes for the organisation. In this context, the inclusion of external stakeholders would appear to be a central requirement of the research (Arshad et al. 2012, p.2 citing Galbreath 2010; Gray et al. 1995). Therefore, the questions should be capable of exploring the perceptions of these stakeholders in the context of organisational performance and outcomes, both for the organisation, its employees, customers and stakeholders.

The purpose of this research is to determine whether a market-orientation construct can facilitate the transition from a traditional model of policing to a community-orientation and thereby leverage the performance improvement associated with adopting such a strategy. It is envisaged that certain insights will be gained through an exploration of the lived experiences, understanding, judgement and decision making of a cohort of key stakeholders who witnessed, were part of, and/or were affected by the journey. As a consequence of such research, the findings may be capable of providing police policy makers and practitioners with the capacity to make more informed decisions regarding their approach to community-oriented policing. To shed light on the problem, the following research questions are addressed. These questions have been developed from a review of the relevant literature as presented in Chapters One and Two and are laid out below.

Certain criteria must be met however, in order to effectively answer the questions associated with conducting research into the market-orientation performance relationship in a policing context and its implications for police reform in the Garda Division of DMR North Central between the years 2009 and 2016, and these include:

- An exploration and identification of the performance effects, i.e., whether there was any positive or negative outcomes for the Division as a whole in the context of (the continued relevance of the police in the area, any effect on public confidence, and any effects on the quality of life of customers and communities)
- An exploration and identification of changes in customer's perceptions of the police, confidence in the police and the reputation and support for the police in the research setting and any changes in quality of service as perceived by customers and stakeholders and the satisfaction of customers and stakeholders
- An exploration and identification of any changes to innovation and creativity and a comparison of changes between the research setting and other similar Garda Divisions
- An exploration and identification of any positive or negative outcomes for the policing staff themselves (whether there was any increased or diminished staff satisfaction, increased or decreased collegiality/esprit de corps). Whether there was any change in individual police employee commitment to the customer and/or stakeholder, collegiality and motivation of employees, and individual performance of Garda employees
- An exploration and identification of any positive or negative outcomes for customers/stakeholders, as a result of adopting such an approach, and an understanding of how or why those outcomes came about.

- An exploration, identification and understanding of any factors (antecedents) that either enhanced or impeded implementation of such an approach and/or contributed to the outcomes as observed or experienced by stakeholders
- An exploration and understanding of any implications for police reform in the context of transitioning to a customer oriented or market oriented, community policing approach, and the challenges involved in the context of pursuing such an orientation.

The question schedule must be capable of effectively meeting the criteria laid out above in order to effectively answer the following research questions.

- Q 1. **Antecedents** – Factors that impede or enhance implementation:

How do participants describe and explain their experiences and subsequent perceptions of specific factors (antecedents) that either enhanced or impeded the deliberate engendering of a market-orientation in a policing context?

How do participants articulate their perceptions regarding any relative effect or hierarchical ordering of the identified antecedents?

- Q 2. **Performance** – Market-orientation performance relationship:

How do participants describe and explain their experiences and subsequent perceptions of police performance as a consequence of deliberately engendering a market-orientation in a policing context?

- Q 3. **Consequences** – of deliberately engendering a market-orientation:

How do participants describe and explain their experiences and subsequent perceptions of outcomes for customers, stakeholders, Garda employees and/or the Garda organisation in the research setting as a consequence of deliberately engendering a market-orientation in a policing context?

- Q 4. **Challenges** - Challenges associated with such change:

How do participants describe and explain their experiences and subsequent perceptions of the challenges associated with the deliberate engendering of a market-orientation in a policing context?

- Q 5. **Police Reform** - Market-orientation as a vehicle for police reform:

How do participants describe and explain their experiences and subsequent perceptions of any police reform associated with the deliberate engendering of a market-orientation in a policing context?

### 3.3 Research philosophy

Having identified the organisational issue to be addressed and subsequently arriving at the key questions to be answered, it was determined what data would contribute most and how that data could most appropriately be collected. The choices made reflect a deep consideration of fundamental issues associated with the philosophy of science and its influence on research and analysis. In the context of the research approach, it was intended to display an understanding of the issues associated with the study of human life in a systematic way, ensuring that the proper methods of investigation were used and that issues associated with researcher bias and moral and political values were clearly exposed and minimised. The choices made however, are context specific, meaning that the approach was influenced by the paradigm within which the research question was being addressed and the researcher's own world view.

### 3.3.1 Surfacing the researcher's 'world view'

It is acknowledged that a researcher's world view influences the framing of issues to be addressed, the type of questions to be asked, the method of collecting data and the way in which that data is interpreted. This is because it represents long-held assumptions that influence the way in which the researcher views the world i.e., a paradigm from which the researcher operates (Dale Bloomberg and Volpe 2012). In the simplest terms, a paradigm is a source of guidance for conducting and evaluating research, or "a set of propositions which explain how the world is perceived" (Benton and Craib 2001, p.59; Sarantakos 1993, p.30). Saunders et al. (2012, p.140) describe it as "a way of examining social phenomena from which particular understandings of these phenomena can be gained and explanations attempted." It is in the context therefore, of achieving an understanding of the underlying assumptions of the researcher's world view and a clear understanding of why one research method should be selected above another, that consideration was given to a number of research paradigms and ontological and epistemological matters when embarking on this research programme. Cognisance was taken of the suggestion made by Johnson and Clark (2006) as cited by Saunders et al. (2012) that, the important issue is:

...not so much whether my research should be philosophically informed, but how well my philosophical choice can be defended in relation to the alternatives that could have been adopted. (Saunders et al. 2012, pp. 128-9)

While the different paradigms are well described in the literature, it is what sets them apart that is of interest, that is, the set of claims or assumptions about the nature of reality (ontology), and whether this reality represents an objective or a subjective reality (Benton and Craib 2001; Coghlan and Brannick 2005; Saunders et al., 2012). In addition, the set of claims or assumptions about the ways in which it is possible and acceptable to develop or create knowledge of that reality (epistemology) and the relationship or integrated, interrelated and interdependent nature of the two concepts (Hatch and Cunliffe 2006). What is important is the understanding that researchers harbour long held ontological assumptions about what represents reality, that is, assumptions that affect a view of the world, what is real or what exists in the world (Coghlan and Brannick 2005; Saunders et al.

2012). An objectivist position assumes that with regard to social entities, a reality exists that is external to and independent of social actors while a subjectivist position assumes that social phenomena are created from the perceptions and consequent actions of social actors (Coghlan and Brannick 2005; Saunders et al. 2012).

In the context of the current research, guidance was taken from Coghlan and Brannick’s (2005, p.5) suggestion that “the concepts can be assessed along a fairly arbitrary continuum moving from an objectivist (realist) to a subjectivist (relativist) perspective.” Therefore, it was clearly understood that to adopt an objectivist view of epistemology meant accepting the possibility of a theory-neutral language, that is, it is possible to access the external world objectively, while adopting a subjectivist view would deny that possibility (Coghlan and Brannick 2005). Coghlan and Brannick’s (2005) suggestion represents a simplification of the concept, creating a continuum between two extremes, where:

...at one extreme the research focus involves an effort to construct universal laws which demonstrate that social behavior has an objective reality and at the other extreme the research emphasis is to make accurate descriptions of social reality in terms of the persons involved. (Bryman 2004, p.11)

Table 3.1 below provides a snapshot of relevant research philosophies which the researcher explored prior to embarking on the research.

Table 3.1 Comparison of four core research philosophies

	Positivism	Pragmatism	Realism	Interpretivism
<b>Ontology: the researcher's view of the nature of reality</b>	External, objective and independent of social actors	External, multiple, view chosen to best enable answering of research question	Objective. Exists independently of human beliefs or knowledge of their existence	Socially constructed, subjective, may change, multiple.
<b>Epistemology: the researcher's view regarding what constitutes</b>	Only observable phenomena can provide credible data, facts. Focus on causality and law-like generalisations.	Either or both observable phenomena and subjective meanings can provide	Observable credible data. Inaccurate sensations (direct realism). Open to misinterpretation (critical realism).	Subjective meanings. A reality behind details of situation, subjective meanings

<b>acceptable knowledge</b>		acceptable knowledge.		motivating actions
<b>Axiology: the researcher's view of the role of values in research</b>	Research is undertaken in a value-free way. Objective stance	Values play a large role in interpreting results, objective and subjective points of view	Research is value laden; the researcher is biased by world views.	Research is value-bound, the researcher is part of research. Subjective
<b>Data collection: techniques most often used</b>	Highly structured, large samples, quantitative.	Mixed or multiple method designs.	Methods must fit the subject matter, mixed.	Small samples, in-depth qualitative

Comparison of four core research philosophies: Taken from Saunders et al. (2012)

Positivism is characterised by the testing of hypotheses developed from existing theory, hence, it is deductive or theory testing “through measurement of observable social realities” (Dale Bloomberg and Volpe 2012, p.28; Flowers 2009, p.3). This approach is defined primarily by a view that an external reality exists and that the researcher can examine this reality while remaining insulated from the research context, that is, an independent, value-free researcher (Coghlan and Brannick 2005; Dale Bloomberg and Volpe 2012; Johnson and Duberley 2000; Saunders et al. 2012). This reflects an objectivist (realist) ontology and an objectivist epistemology, with a view to creating or constructing generalisable knowledge or universal laws (Benton and Craib 2001; Dale Bloomberg and Volpe 2012; Saunders et al. 2012). It is clear however, that the current research which includes a significant focus on stakeholders and their lived experiences, was qualitatively different from a purely positivist approach and would not have been adequate in effectively exploring the issues at hand (Benton and Craib 2001). The argument that interpretivists make however, that the researcher represents an integral part of the research process as opposed to being separate from it, resonated with the current research (Dale Bloomberg and Volpe 2012).

Coghlan and Brannick (2005, p.6) refer to this as the “subject-object dichotomy.” Such an approach follows a subjectivist ontology and epistemology, where inquiry is inherently value-laden (Coghlan and Brannick 2005; Lincoln and Guba 1985; Saunders et al. 2012). In pursuing such an interpretivist approach the researcher

accepted that qualitative methods of research generally applied more readily, where interpretation of data are value based and the approach employed would most probably be inductive (Dale Bloomberg and Volpe 2012; Saunders et al. 2012). In pursuing this approach, it was necessary to inquire into and make sense of the meanings and the contextual factors that influenced, determined and affected the interpretation and understanding reached by the different stakeholders engaged in the study. The researcher was therefore required to focus on a personal understanding of the meanings and interpretations of the stakeholders involved (social actors). In simple terms, the researcher was challenged to enter the world of the diverse stakeholder group (the research subject/object) and understand the world from their perspective (Dale Bloomberg and Volpe 2012); Saunders et al. 2012). In this context, an interpretivist perspective appeared to be more appropriate in the context of the current research. This research was context specific and represented a unique business environment, where an exploration of the rich narratives and insights of internal and external stakeholders was required to provide answers to the questions 'how'? and 'why'? Therefore, the interpretivist perspective was deemed to be most appropriate in gaining an insight into those stakeholder perceptions. It is unlikely however, that such an approach on its own would have provided comprehensive evidence to support an effective exploration of the issues under consideration and therefore it was supported by other data, generated by other means, including external independent reports, process maps, and internal reports developed during the ordinary course of business.

Realism offered a position along the philosophical continuum somewhere between positivism and interpretivism and provided options other than one or other of the two extremes (Coghlan and Brannick 2005; Zachariadis et al. 2013). In this context, realism took elements from both extremes holding that 'real structures exist independent of human consciousness, but that knowledge is socially created' (Benton and Craib 2001; Flowers 2009, p.3). The essence of realism is based on an acceptance that, what we sense is reality, and that objects have an existence independent of the human mind (Benton and Craib 2001; Dale Bloomberg and Volpe 2012; Saunders et al. 2012). While realists, like the positivists, hold that science must be empirically-based, that is, closer to the

scientific approach, they differ in as much as positivism is primarily concerned with epistemology, while realism is primarily concerned with ontology (Saunders et al. 2012). This distinction was considered in the context of the philosophical options of direct and critical realism. From the direct realism perspective, it is suggested that what you see is what you get, that is, what you experience through your senses portrays the world accurately (Saunders et al. 2012). With critical realism however, it is suggested that what is experienced through the senses are sensations, the images of things in the real world, not the things directly (Benton and Craib 2001; Fletcher 2016; Saunders et al. 2012). The research indicates that the critical realist “recognises the existence of an external world, independent of and often defying our desires of it, and attempts to understand and change it” (Benton and Craib 2001, p.120). With a critical realist approach, what one sees is only part of the picture, the tip of the iceberg, but through the practical and theoretical processes of the social sciences one should be able to uncover what is not seen or what is below the waterline (Bhaskar 1989; Fletcher 2016; Hatch and Cunliffe 2006). However, there is no guarantee that the uncovered reality will withstand the test of time but may be replaced by a further peeling away by some other researcher and therefore, “it is always a fallibilist reality that follows a subjectivist epistemology but an objectivist ontology” (Coghlan and Brannick 2005, p.6). Critical realism regards the surface appearance of things as potentially misleading and, as a consequence, “considers knowledge to be a process and an ‘achievement’: work has to be done to get beyond or behind misleading appearances” (Benton and Craib 2001, p.120). This suggests that our representations of the world are always historical, perspectival and fallible, and that all of our representations and our particular perspectives, have limitations, and therefore, in the context of robustness in research conclusions, methodological pluralism is most important (Archer et al. 2016; Fletcher 2016).

Recent works however, have highlighted the value of critical realism as an underlying theoretical framework which is capable of providing practical guidance for such methodological pluralism through mixed methods research (Mingers 2004; Venkatesh et al. 2013). The fact remains however, that by its very nature, critical realism suggests that no matter how effective the methodology used, the conclusions arising out of research remain open to challenge, implying that

“current beliefs will always be open to correction in the light of further cognitive work (observations, experimental evidence, interpretations, theoretical reasoning, dialogue, and so on), or are always provisional and subject to modification or rejection in the face of future evidence and argument (Benton and Craib 2001, p.58 and 121; Bhaskar 1975, 1997, 1979 and 1998). It is in this context, that critical realists make the claim that:

It is only if we recognise science as making knowledge-claims about independent existing realities that we can make sense of what it is for a belief to be shown to be wrong. (Benton and Craib 2001, p.58)

Largely based on the writings of Bhaskar (1975, 1979, 1997, 1986, 1989, 1998) whose work is deemed to be the most systematically developed, and influential version of the approach (Benton and Craib 2001), critical realism, in taking a position between positivism and interpretivism, introduces a more nuanced version of realist ontology which embraces various methodological approaches from different philosophical positions (Zachariadis et al. 2013). Using components of both perspectives (positivism and interpretivism) to provide a detailed account of ontology and epistemology, it has made it a comprehensive philosophy of science (Brown, Fleetwood, and Roberts 2002; Fletcher 2016). As a philosophy of science (Fletcher 2016; Brown et al. 2002; Nielsen 2002), critical realism is described as functioning as a general methodological framework for research but is not definitively associated with any particular set of methods, however, the link between the ontological and epistemological assumptions and the choice of methodological approach is of major importance (Zachariadis et al. 2013).

In this context, One of the most important tenets of critical realism is that ontology (what is real, the nature of reality) is not reducible to epistemology (our knowledge of reality), as human knowledge captures only a small part of a deeper and broader reality (Fletcher 2016). Consequently, it maintains and supports the idea of a reality (intransitive domain) which exists independently of our knowledge or perception of it (Archer et al. 1998; Bhaskar 1975, 1978, 1989, Benton and Craib 2001; Zachariadis et al. 2013). In contrast, the generation of knowledge is a human activity and depends upon the specific details and processes of its

production (transitive domain) which can be established facts, theories, models, methods, and techniques of study that are used by researchers at a certain time and place (Benton and Craib 2001; Zachariadis et al. 2013). Hence, new knowledge is articulated in two dimensions: “it is a socially produced knowledge of a natural (human-independent) thing” (Archer et al. 1998, p. 65). In this context, critical realism facilitates a degree of epistemological relativism where the process of scientific knowledge is viewed as historically emergent, political, and imperfect (Smith 2006).

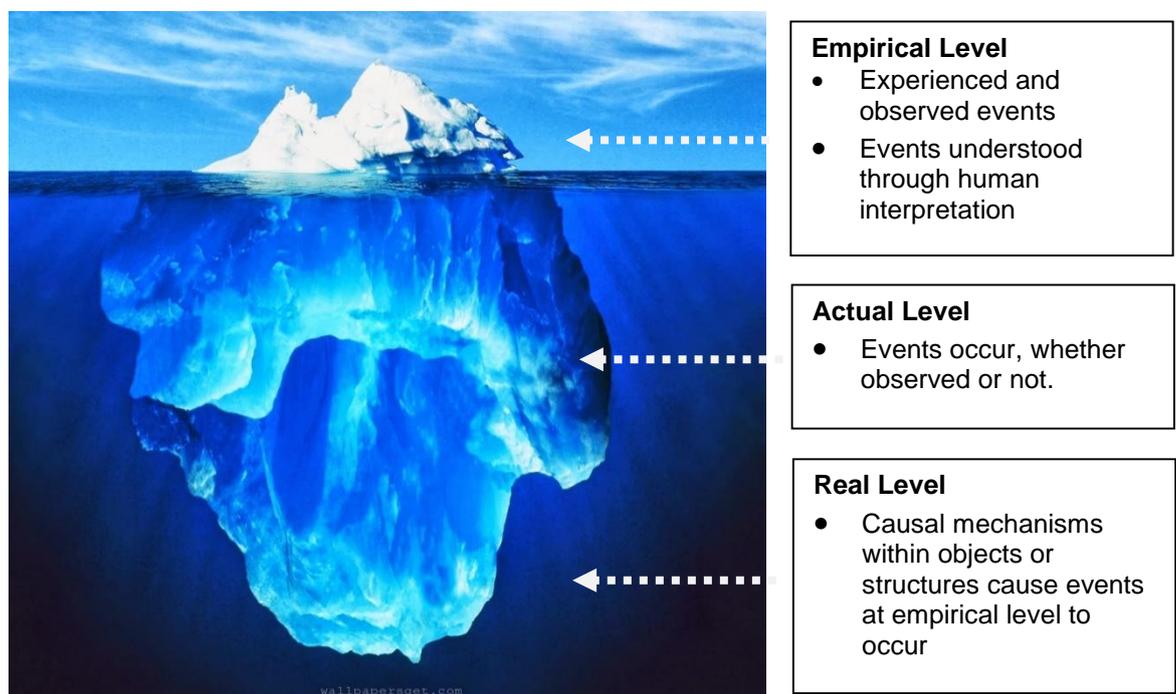
Critical realism considers the world to be theory-laden, but not theory-determined, and does not deny that there is a real social world that can be understood or accessed through philosophy and social science (Danermark et al. 2002), but it does suggest that some knowledge can be closer to reality than other knowledge (Fletcher 2016), that is, be ‘more or less truthlike’ (Danermark et al. 2002, p. 10). Critical realism suggests that the theories that help us get closer to reality, that is, that help us identify causal mechanisms driving social events, activities, or phenomena, are therefore selected and formed using rational judgment of these social events (Archer et al. 1998, p.ix; Fletcher 2016). This in turn facilitates engagement in explanation and causal analysis as opposed to empirical description of a given context, making critical realism useful for analysing social problems and suggesting solutions for social change (Benton and Craib 2001; Fletcher 2016).

Central to critical realism is the use of ‘transcendental arguments’ which takes as its premiss an uncontroversial or undisputed description of something actual (for example scientific experiment) and then poses the question, ‘what must be true for this to be possible?’ (Benton and Craib 2001, p.57-58). In this context, critical realism suggests that reality is stratified into three levels, that is, reality is layered into the empirical, the actual, and the real (Bhaskar 1998; Benton and Craib 2001; Fletcher 2016). The empirical level is described as the realm of events as they are experienced, where they can be measured empirically and are often explained through ‘common sense’, but these events are always mediated through the filter of human experience and interpretation. This is the transitive

level of reality, where social ideas, meanings, decisions, and actions occur – but, with causal effect (Fletcher 2016).

The actual level is where events occur whether or not we experience or interpret them, and are often different from what is observed at the empirical level (Danermark et al. 2002, p. 20), they are also described as the actual level of flows, or sequences of events, which may be produced under experimental conditions, or occur in more complex and less predictable ‘conjunctures’ outside the laboratory (Benton and Craib 2001, p125). The real level is where causal structures, or ‘causal mechanisms’, powers and tendencies exist which science seeks to discover (Benton and Craib 2001; Fletcher 2016). These are the inherent properties in an object or structure that act as causal forces to produce events (those appearing at the empirical level). Critical realism attempts to explain social events by accessing and understanding these causal mechanisms and the effects they can have throughout the three-layered ‘iceberg’ of reality (see Figure 3.2).

Figure 3.2 Iceberg metaphor for critical realist ontology and epistemology



An iceberg metaphor for critical realist ontology and epistemology: (Fletcher 2016, p.6)

This illustration portrays the iceberg as a single entity, representing an integrated, interrelated and interdependent layered reality. The metaphor is an attempt to

illustrate the critical realist ontology and epistemology as it relates to human knowledge of reality. It is presented with a view to assisting with an understanding that researchers may not have immediate access to the single reality that exists, or even that every aspect of that reality can be observed and realised (Fletcher 2016). Benton and Craib (2001) describe the metaphor of levels as implying that:

Critical realism is a form of 'depth' realism, such that scientific investigation attempts to penetrate behind or below the surface appearances of things to uncover their generative causes. (Benton and Craib 2001, p.125)

As outlined above, the critical realist focus on causal mechanisms should assist researchers in explaining social events and suggesting practical policy recommendations to address the underlying problems (Fletcher 2016). Despite the explanatory strength of critical realism however, research indicates that there is a 'lack of methodological development' on the application of critical realism in empirical research (Ackroyd and Karlsson 2014; Bhaskar 2014; Fletcher 2016; Oliver 2012; Yeung 1997). The challenge in the current research was therefore, to demonstrate how critical realist ontology and epistemology informed data collection and data analysis, and how critical realism ultimately contributed to the findings. This is presented in section 3.8.4 – Analysis of Qualitative Data.

In the context of the current study, Easton (2010) suggests that:

[Critical realism]...is particularly well suited as a companion to case research as it justifies the study of any situation, regardless of the numbers of research units involved, but only if the process involves thoughtful in depth research with the objective of understanding why things are as they are. (Easton 2010, p.119)

In this regard, Coghlan (2007) makes reference to Lonergan's (1972) four process imperatives, which require the researcher to be attentive, intelligent, reasonable and responsible in that they point to what 'ought' to be. Coghlan (2007) suggests that:

We experience data so we ought to be open to experience; hence the imperative, be attentive. We ask questions and seek answers, so we ought to question and wonder and seek to understand. Accordingly, the imperative is, be intelligent. We wonder if our ideas are correct so we ought to have sound reasons for what we hold and base our judgements on, evidence. So the imperative is, be reasonable. We discern what we ought to do, so we ought to be sensitive to value and choose what we believe to be right. The imperative therefore is, be responsible. (Coghlan 2007, p.338)

In the current research context, the choice of methods was dictated by the nature of the research problem and consequently, it was determined that the “most effective approach would be to use a combination of methods or techniques” (Olsen 2002, as cited by Easton 2010, p.71). Subsequently, it appeared that neither of the two extremes of positivism or interpretivism alone appropriately provided a mechanism for the broad exploration required in the research setting. In this context, neither a pure objectivist epistemology and ontology or a pure subjectivist epistemology and ontology were considered to have the potential to effectively support the research required. Critical realism however, with its objectivist ontology and subjectivist epistemology was identified as providing the most suitable paradigm from which to conduct the current intensive and extensive study.

### 3.4 Research approach

This study primarily but not exclusively, inquires into the individual and collective experiences of a range of internal and external stakeholders who have experienced the policing approach in the DMR North Central Garda division between 2009 and 2016. Prior theory was central to the design of the case study and the subsequent analysis of data. To have adopted a pure inductive approach would have prevented the researcher from benefitting from valuable existing theory, just as pure deduction would have prevented the potential development of new and useful theory. Therefore, a retroductive approach was developed

which facilitated a dynamic, iterative approach to data gathering and understanding. In this context, Perry (1998) suggests that:

...both extremes are untenable and unnecessary and that the process of ongoing theory advancement requires “continuous interplay” between the two. (Perry 1998, p.789, citing Parkhe 1993, p.252)

In the current context, theory has been developed from a review of literature, engagement with subject matter experts and practitioners, from pilot studies, structured and non-structured interviews, and from the researcher’s own personal experience of many years as a police strategic manager who was embedded in the research setting. This is an approach supported by Perry (1989, p.789), who suggests that this is “the first step in the theory-building process of case study research.” In the context of a single case perspective, the strength of the critical realist approach is that it is highly flexible and is therefore particularly well suited to researching such a clearly bounded, but complex organisational phenomenon (Easton 2010). The collection of data in the context of a ‘fallibilist’ critical realist perspective therefore provided the required flexibility to engage in a retroductive process of both deductive and inductive cycles of data collection (Easton 2010, p.124). The deductive process provided links to the existing literature and previous research, which assisted in identifying the phenomenon to be researched and the possible associated mechanisms. The inductive process assisted in identifying and collecting ongoing and historic event data which required explanation and testing of those explanations (Easton 2010). Easton (2010, p.124) suggests that “explanations invoke causal language and the identification of mechanisms, and offer the data collected as evidence, while continuing to ask the question why”? McEvoy and Richards (2006) suggest that:

...adopting a critical realist perspective may circumvent many of the problems that are associated with combining quantitative and qualitative approaches or paradigm ‘switching’ including compatibility with all three of the purposes of methodological triangulation identified by Risjord and his co-authors. (Risjord et al. 2001, 2002, cited by McEvoy and Richards 2006, p.71)

In essence, this refers to confirmation, completeness and ‘abductive inspiration’ or retroduction (McEvoy and Richards 2006). This reflects the experience in the

current research setting where it would have been difficult to separate the two processes of induction and deduction, a position also supported by Perry (1998). Perry (1998, p.788), citing Richards (1993, p.40) suggests that “both prior theory and theory emerging from the data are always involved, often simultaneously, and that it is impossible to go theory-free into any study.” In conducting this research in the DMR North Central a retroductive approach was adopted, a position supported by Perry (1998) who suggests that:

...case study research fits within the critical realism paradigm and is essentially inductive, theory building research. Nevertheless, it also acknowledges, that fact and theory (induction and deduction) are each necessary for the other to be of value. (Perry1998, p.791, citing Emory and Cooper 1991, p.62)

In this context, retroduction is characterized by the linking of evidence (induction) and social theory (deduction) in a continually evolving, dynamic process. Such research is typically carried out as case studies, with links to theory. A retroductive approach combines elements from deductive and inductive research (Downward & Mearman 2007; Ragin 1994). Describing the retroductive approach, Ragin (1994) highlights the interplay of theory and data as a central process in empirical research. Downward and Mearman (2007) argue that mixed-methods triangulation can be understood as the manifestation of retroduction, the logic of inference espoused by critical realism, which can provide the basis upon which different insights upon the same phenomenon can be sensibly combined.

Meyer and Lunnay (2013) suggest that retroduction is a way of conceptualising by identifying the circumstance without which something (for example, trust) cannot exist. Danermark et al. (1997) have even argued that in the social sciences, retroduction is a mode of inference that is actually essential, a concept supported by Ayim (1974) who suggested that every new idea or concept which has led to progress has been derived solely from retroduction. According to Meyer and Lunnay (2013), when employing retroductive inference the researcher must bring assumptions to the research as it is the a priori knowledge which allows the researcher to move beyond, and to begin to question and clarify the basic prerequisites or 'conditions' for a priori assumptions or theoretical frameworks. Danermark et al. (1997) suggest that the use of the term 'conditions'

refers to the circumstance without which something cannot exist. They suggest that when researchers are interested in investigating a specific concept (X), they need to ask, what are the conditions under which X occurs? What makes X possible?

According to Danermark et al. (1997), there are five strategies that can be used to facilitate the employment and description of retroductive inference, regardless of whether the research is in line with critical realism - Counterfactual thinking; social and thought experiments; studies of pathological cases; studying of extreme cases, and comparative case studies. In counterfactual thinking, they suggest that researchers use their stored knowledge and experience of social reality to explore questions such as 'could one imagine X without Y'? Some researchers have even expressed the belief that the use of counterfactual thinking is central to social sciences research and is unavoidable in any field where researchers cannot perform controlled experiments (Tetlock and Belkin 1996). It has been suggested that individuals use counterfactual thinking on a daily basis when reflecting upon a decision they have made and how the outcome may have differed had they made an alternative choice (Coricelli and Rustichini 2010). In this context, Meyer and Lunnay (2013) posit that researchers must use counterfactual thinking when considering how the outcomes of their research might differ according to the conditions under which their investigation occurred. Retroduction is a means of seeking to clarify the basic prerequisites or conditions of social relationships, reasoning, knowledge, and people's action. In essence, retroduction is a form of analysis that provokes the researcher to identify the circumstance without which something cannot exist.

### 3.5 Methodological choices – The research design

While research is an integrated process, experience indicates that it is not a linear one, but “an interactive continuum” (Ridenour and Newman 2008 as cited by Saunders et al. 2012, p.159). It is the interactive nature of conducting research on human beings that possess self-consciousness, as outlined by Benton and

Craib (2001) that provides for occasional hiatuses, or interruptions in the continuity of the activity which results in the need for a flexible approach to conducting such research. Therefore, in developing a plan (the research design) of how to go about answering the current research questions it was accepted that the plan needed to have some built-in flexibility regarding the sources from which data would be collected, how that data was going to be collected and how it was ultimately going to be analysed. Despite the need for such flexibility, an attempt was made to be as prescriptive or structured as possible. Ensuring philosophical alignment from the researcher's critical realist perspective and being guided by a retroductive approach, the methodological choices were considered in the context of the questions to be answered. From an epistemological perspective, it was accepted that qualitative methods of research applied more readily to a subjective epistemology (Sarantakos 1993; Denzin and Lincoln 2005; Saunders et al. 2012), however, in the interest of completeness, a strong focus was maintained in order to determine the correct balance of qualitative and quantitative research to most effectively answer the specific research questions, while bearing in mind the suggestion that quantitative and qualitative research may be viewed as two ends of a continuum (Alasuutari 1995; Saunders et al. 2012).

In the context of flexibility, a combination of qualitative and quantitative research, indicating a mixed-methods research strategy, was chosen, and there was a clear understanding that such a decision "at one stage has consequences that both open and limit the alternatives available at the next stage" (Kvale and Brinkman 2009, p.111). The decision was ultimately to conduct partially integrated mixed-methods research with a multi-phase research design, that is, a sequential exploratory research design where a qualitative approach (engagement and interviews with subject matter experts and pilot studies) would be followed by a quantitative approach (administering a survey) which was subsequently followed by another more in-depth qualitative approach (semi-structured interviews with key participants). A significant element of the research was clearly in pursuit of rich and varied narratives concerning the experience of a selection of key internal and external stakeholders who experienced the change associated with the new approach. In that context, it became obvious that the qualitative research was

going to be dominant, with the quantitative research providing what Saunders et al. (2012, p.168.), refer to as, “a supporting role.” The nature and purpose of the project determined that following initial qualitative research the quantitative research would most effectively be actioned prior to the main qualitative research, and that it would most appropriately be introduced as a multi-phase approach as part of a sequential exploratory research process (Saunders et al. 2012). In this context, the quantitative research set out to assess the existence and level of market orientation in the DMR North Central in 2015/2016 following implementation of the concept, thereby confirming/denying the thesis, but also potentially setting a baseline for future evaluation while gaining an insight into the views of a broad range of internal stakeholders (N=209) which could be used to support and guide the subsequent qualitative research.

Despite the integrated nature of the research, the quantitative research is used separately as part of the multi-phase design and was collected separately to the qualitative data. The analysis of the quantitative data was subsequently used to “inform, direct and support the qualitative research” in a sequential, exploratory research design (Creswell and Plano Clark 2007 as cited by Saunders et al. 2012, p.167). The rationale for using the quantitative data in such a fashion was to allow for the meanings and findings to be explored, clarified, confirmed and enhanced. This approach is supported by Fulton (2013, p.56) who asserts that “one research complements the other and explores a different aspect of the issue.”

### 3.5.1 The nature of the design

The research questions reveal that the current exploration was conducted with a view to not only determining whether there was a market-orientation-performance relationship in such a context but how and why this was the case. In order to determine this, it was necessary for the researcher to explore the literature in detail, live the experience and conduct exploratory interviews with subject matter experts. Following a survey of key stakeholders to establish a current state, it was necessary to access and interpret the experiences of those who had lived through

the change in orientation and had an understanding of the before and after situation. By tapping into and making sense of their articulated experiences, supported by data from other sources, it provided a platform for analysis and findings, upon which the questions how, and why, could be determined. The main purpose of adopting such an exploratory approach was “the discovery of ideas and insights,” which by definition, was inextricably linked to concepts of investigation, searching, probing and discovery and the use of qualitative methods which tend towards self-direction and emergent discovery (Fulton et al. 2013, p.192). In simple terms, this means that things will not always go to plan and therefore flexibility was required. The subsequent exploratory research helped to establish and explain what took place in the research setting between 2009 and 2016.

This research included an in-depth exploration of the relevant literature and engagement with some of the academic and practitioner subject matter experts in the area of community policing nationally and internationally. It was followed by a survey of internal stakeholders using the 20-item MARKOR scale as outlined in Selnes, Jaworski and Kumar (1996) with a view to determining a point in time position (2016) regarding the measure of market-orientation and other related issues in the North Central. The substantive element of the research however, included in-depth interviews with a range of key internal and external stakeholders (key participants) as it was determined that it would be the quality of the contributions from these participants that would help guide the subsequent stages of the research. This style of research approach provided the researcher with the flexibility to adapt to changing circumstances such as the emergence of new data or new insights uncovered during this process. It also facilitated the funneling of emerging data into clearer and more defined findings and conclusions (Saunders et al. 2012). Flexibility however, has implications for traditional notions of validity, reliability, objectivity and generalisability, now considered in terms of credibility, dependability, confirmability, and transferability (Lincoln and Guba 1985; Marshall and Rossman 2016, p.47), and therefore, it was essential that the researcher was concerned with whether the research was going to be considered as believable and true and whether it was evaluating what it was supposed or purported to evaluate (Zohrabi 2013).

In this regard, it has been stressed that “validity is an essential criterion for evaluating the quality and acceptability of research” (Burns 1999, p. 160). The concept of validity in qualitative research can be expressed in terms of whether the reader/stakeholders consider the study to be sound, trustworthy, and good, and therefore, articulating the elements of sound design for trustworthiness in the current context was deemed to be critical for development of the qualitative methodologies (Marshall and Rossman 2016, p.44). Traditional criteria seeking to establish statistically significant causality or relationships were not applicable in the current research and therefore, other methods/evidence were required in order to address the concept of soundness. In this context, the researcher completely immersed himself in the research setting from 2009 to 2016, personally engaging in the transformation process, collaborating with staff, and stakeholders, experiencing the change process and gaining an in-depth understanding of the processes, procedures, systems, structures and strategy associated with the reorientation programme, thereby engaging in concepts referred to as ‘prolonged engagement in the field’ and collaboration with participants (Creswell and Miller 2000; Lincoln and Guba 1985; Marshall and Rossman 2016, p.44 ).

The researcher also engaged in a community of practice with two PhD graduates (critical friends) on a weekly basis, where the researcher’s methods, emergent findings, reflexive thinking/rationalisation, interpretation of data, theoretical lenses, and disconfirming evidence were critically and rigorously discussed, a concept referred to as peer debriefing (Lincoln and Guba 1985; Marshall and Rossman 2016, p.46). In addition, presentations of emerging findings were continuously made to independent, international practitioners and commentators on policing, and feedback considered, which also contributed to the concept of ‘peer debriefing’. A mixed methods approach was also used to collect data, which included, a survey of 140 internal stakeholders, interviews with 35 internal and external stakeholders, and document analysis of internal and external (independent) reports including documented processes and procedures, thereby embracing the concept of ‘triangulation’ (Creswell and Miller 2000; Lincoln and Guba 1985; Maxwell and Rossman 2016, p.46). Monthly meetings took place

from 2009 to 2016 with managers and staff which assessed progress, identified problems, shared feedback, facilitated discourse on interpretations and findings and contributed to subsequent change-making as required. This process was consistently pursued, taking three full days per month for seven years and it is considered to have facilitated the concept referred to as 'member checks' (Creswell and Miller 2000; Lincoln and Guba 1985; Maxwell and Rossman 2016, p.46). As a consequence of the approach used, multiple perspectives were facilitated and influenced the research process and the end results (Cho and Trent 2006; Marshall and Rossman 2016, p.48).

Finally, the programme was independently assessed on three separate occasions, twice in 2015 by Excellence Ireland Quality Association (EIQA), and the European Institute of Public Administration (EIPA) under their European public sector awards programme (EPSA), and in 2017 by K.C Consulting who were conducting a national assessment of community policing in Ireland at the time. On each occasion, internal and external stakeholders were interviewed independently, and processes, procedures, systems, and strategies were observed in action, and documents and reports were considered. The findings were shared with all internal and external stakeholders who were afforded an opportunity to comment and/or respond to findings. Formal reports were submitted in each case which were used to challenge or corroborate the emerging findings in the current study and are subsequently referenced in the current study. The trustworthiness and goodness of this study should also be considered in the context of ethical engagement by the researcher and therefore, section 3.9 of this study - Axiology and ethical considerations (section 3.9) has relevance.

### 3.5.2 Choosing a sample

A consideration of sampling issues pervaded each element of the research process and reflects the non-linear nature of that process. In this regard, consideration was given to determining how the correct sample might be selected, for both the questionnaire and the semi-structured interviews, where

participants should come from, and how many survey and interview participants would be enough. Considerations included “appropriateness and adequacy” as outlined by Fossy et al. (2002, p.726). Having purposively selected the research environment, and having determined the research design, the issue of identifying and gaining access to a wide range of relevant individuals who would be appropriately positioned to effectively answer the research questions, was addressed. Deliberation on this issue, helped to guide the analysis and meet the research objectives. This resulted in the adoption of purposive, non-probability sampling techniques being employed in both instances (Creswell 2007; Denzin 2005; Marshall and Rossman 2016; Saunders et al. 2012).

In the context of external participants, that is, external stakeholders, some comfort was taken from ‘routine activities theory’ (Taylor 1999), which asserts that a person’s lifestyle affects the time they spend in public places and therefore the probability that any changes in the policing approach and its consequences will be noticed by those who are most exposed to it. An examination of this issue ultimately resulted in the selection of those key stakeholders who due to their lifestyles, were deemed to have been most exposed to and therefore most familiar with the policing approach in the North Central over the period under investigation. The selection of stakeholders based on the above logic, consisted therefore of key stakeholders who were independent of the police and who were best placed to provide informed opinions, perceptions, and understandings of the policing approach from an external stakeholder perspective. To this end, public representatives who had particular responsibility for the North Inner City and the entire research setting were selected as participants. This included, representatives from all political parties and independents, including Government Ministers, former members of the European Parliament, former Lord Mayors of Dublin, former and current Chair Persons of the Joint Policing Committee for the area, and local Councillors (N=8). While all had held various roles in the research setting over many years they all had current representative status for the area at the time the research was conducted. All elected representatives that had responsibility for the research setting were invited to participate in the research and all accepted. This facilitated consideration of their individual contributions with a view to assessing political bias, political gamesmanship, and opposition

party versus in-government views. The three independent assessments by EIQA 2015, EIPA 2015, and KC Consulting 2017 also interviewed these representatives, and findings and recommendations were used to corroborate and/or challenge the contributions from a political bias perspective. No political bias was detected between the individual contributions in the substantive study or the independent assessment interviews. Senior executives of businesses and business associations in the North Central, representing the vast majority of businesses in the research area (approximately 2,500) were also included as they had particular responsibility for business development and maintenance in the area and were exposed to and therefore familiar with the policing approach in the research setting (N=5).

Lowe and Innes (2012) describe this approach to sampling as recruiting “high knowledge” respondents likely to be fulfilling a ‘neighbourhood sentinel’ function with identification of such individuals being based upon three factors:

1. An established role within the rhythms and routines of neighbourhoods such that they are firmly embedded within local social networks, with a high degree of situational awareness about what is happening to whom
2. Routine activities that involve large amounts of time traversing public spaces in an area, such that they are more attuned to what unsettling and troubling events happen, where and when
3. Interest and investment in a neighbourhood, such that they take a greater interest in the fortunes of their local area. (Lowe and Innes 2012, p.5)

In a similar policing context, Donnelly et al. (2006) suggested that capturing the customers’ perspective accurately can be problematic in public services where not all customers come into contact with the service and therefore, when conducting research into the quality of police services in Strathclyde, they chose to survey elected representatives only, as they were deemed to have additional knowledge, understanding and experiences of police services which were not shared by their constituents/customers (Donnelly et al. 2006, p.99).

All of the external stakeholders had continued exposure to policing in other Garda divisions and were familiar with the approaches being employed in those other areas. All external participants were therefore in a position to provide comparative opinions or perceptions on policing approaches and certain subsequent consequences within and outside of the research setting. The external stakeholders who became participants were interviewed using semi-structured interviews. This approach is supported by Fielding and Innes (2006, p.135) who, in similar studies with external stakeholders, employed what they refer to as “a well-designed key informant network model” based upon qualitative research techniques which took ‘standpoint specificity’ into account by selecting those persons who were most appropriate for the role, due to their perspectives and their relations with the police. They defended this approach on the basis that it provided the police with a better sense of how their changes in performance were being viewed by the public who were subject to them. Fielding and Innes (2006) suggest that:

By trying to develop ‘thickly descriptive’ data from a small number of key situated informants, this model emphasises the need to obtain valid data on police performance. (Fielding and Innes 2006, p.135)

Such an approach is consistent with a methodological perspective that can be traced from Campbell (1955). Using informants on the basis of being representative of the population (submariners), Campbell (1955) found that qualitative interviews with carefully selected informants produced better results than a randomised survey. Campbell reported that “such exhaustive sampling of opinions proves inferior to the careful selection of a few informants” (Campbell 1955, p.342). In this context, Seale (2007, p.117) suggests that in-depth field work can still be restricted to a few key informants, with others being engaged “superficially if at all”. Triangulation in the current study facilitated the consideration of multiple perspectives, and not just those associated with the participants who were interviewed. As it was the study of a long term reorientation of strategy, structure, processes, procedures and systems in the current case, only those who were familiar with these elements continuously over the long term (information rich), were deemed to have been capable of effectively assisting in answering the research questions (Patton 2002; Saunders et al. 2012).

Customers/stakeholders with single event experiences in the research setting such as victims and/or arrested persons were deemed not to have had the ongoing engagement or observational opportunities to sufficiently contribute to answering the research questions. A judgement was ultimately made to restrict the interview process to participants who were deemed to have sufficient knowledge to assist in answering the research question, and who were immersed in the research setting over time. The research supports such a judgement in the context described, as Dale Bloomberg and Volpe (2012) suggest:

The sample size in qualitative research is relatively small, but consists of "information-rich" cases. In-depth interviews and immersion in a culture make a large sample size unnecessary, particularly as qualitative researchers do not seek to generalise. It is generally recommended that researchers use their judgement regarding the numbers in the sample. (Dale Bloomberg and Volpe 2012, p.248)

More recently, this approach is further supported by Tournois (2013) whose research examined the relationship between market oriented companies and their customer's perceptions of their branded products. In the evaluation of organisational phenomena such as market-orientation, Tournois (2013) raises the question of whose perspective to adopt, employees, customers, suppliers, etc., and suggests that in the evaluation of the effectiveness of market-orientation, a dual or dyadic perspective implicitly recognises the existence of differences (perceptions) between self-reports of company employees and the evaluation of its customers. Tournois (2013, p.4) citing Deshpandé et al. (1993) indicates that "employees self-reported customer-orientation is misleading, such that data from customers are required along with data from the company," and subsequently, Tournois (2013) uses key informants to provide comparative perspectives between internal and external stakeholders to ensure "high quality information." In this context, Tournois (2013, p.3) suggests that "customer satisfaction represents a key subjective measure of market performance."

From an internal perspective, the senior management team of uniformed and Detective Superintendents who were directly responsible for managing, monitoring and resourcing the delivery of the policing approach in the DMR North

Central who possessed critical insight, were identified as potential key participants and those who agreed to participate were interviewed using semi-structured interviews (N=5). A number of other internal stakeholders (of all Ranks) who had significant exposure to the change in approach over time and who had critical insight were also identified as key participants and were interviewed using semi-structured interviews (N=17). A questionnaire using the 20-item MARKOR scale as outlined in Selnes, Jaworski and Kumar (1996) was identified as the most appropriate instrument to be used to access the perceptions of internal frontline staff of various Ranks who were directly responsible for delivering the policing approach in the research setting and who had significant exposure to the change in orientation over time (N= 209). The concept of 'routine activities theory' (Taylor 1999), was also used in the selection of all internal stakeholders. A purposive sampling technique was employed to identify those who were deemed to have been most exposed to and therefore most familiar with the policing approach in the research setting over the period under investigation. In the context of the purposive sample identified for the internal survey (questionnaire), this approach was also considered as a method which redressed the problems of what Price and Neijens (1957), cited by Fielding and Innes (2006, p.136) termed, "non-attitudes or pseudo-opinions, that is, ill informed, and superficial opinions collected from a proportion of survey respondents." In all, 37% of survey respondents chose not to engage with the process and seven (7) individuals who were contacted with an invitation to participate in the interviews chose to decline the invitation, citing work commitments, or not feeling that they would have enough information to contribute to the study. Four of the individuals who declined were external invitees while three were internal.

### 3.6 Research strategy

By adopting a case study approach the research phenomenon was explored within its real life context where Perry (1998, p.786 citing Yin 1994, p.13) suggest that "the boundaries between phenomenon and context are not clearly evident."

The strategy was pursued with a view to achieving a rich understanding of the “context of the research and the processes being enacted” (Saunders et al. 2012, p.179, citing Eisenhardt and Graebner 2007). This was also consistent with the objectives of the study where outcomes were relevant but meaningless in the absence of explanations and understanding of how they came about (Denscombe 2010). It was also consistent with the critical realist philosophical requirement to generate answers to the questions why, what, and how, a position also supported by Perry (1998, p.787) who suggests that “critical realism is the preferred paradigm for such research, where the research problem is usually a ‘how do’ problem rather than a ‘how should’ problem.” The research strategy was also consistent with the exploratory and explanatory nature of the research, and the methods of data collection which included interviews, documentary analysis, questionnaires and an examination of organisational systems (Saunders et al. 2012). Research indicates that choosing a case study strategy in the North Central was particularly suited to research in a policing context (Donnelly, 2013). In this context, Donnelly (2013) states that:

Although qualitative methods have their shortcomings and weaknesses, such tools as participant observation, case studies and intensive interviewing have significantly contributed to the social sciences by creating an understanding of the individual players as social beings who impact on the world around them, whilst being influenced by it. (Donnelly 2013, pp. 59-60)

The rationale for pursuing a case study approach was that it facilitated the use of a variety of sources, a variety of types of data and a variety of research methods. Central to the decision was the uniqueness of the environment which was the only one of its kind in policing in Ireland, that is, the only police division pursuing a market orientation. The depth of the current approach included a questionnaire to provide information on a particular aspect of the phenomenon, investigation of events within the case study setting, the collection and analysis of internal documents, an examination of organisational systems, processes and procedures, observations, data from interviews with key participants and external, independent reports. In this context, Denscombe (2010) suggests that:

...case study research characteristically emphasises depth of study rather than breadth of study; the particular rather than the general;

relationships rather than outcomes and end-products; holistic view rather than isolated factors; natural settings rather than artificial situations; multiple sources rather than one research method. (Denscombe 2010, p.54)

The North Central division represented an information rich environment pertaining to an everyday policing context where the theory associated with the market-orientation performance relationship could be tested. The choice of research strategy was driven by the research questions and in that context, the unique phenomenon in policing in Ireland, that is, a market oriented approach, was site specific, requiring the research to focus on the setting of DMR North Central where this phenomenon was taking place (Marshall and Rossman 2016, p.105; Saunders et al. 2012, p. 181). The research setting was chosen out of necessity and not out of convenience. The selection of this case was therefore purposive in nature involving replication logic largely depending on the conceptual framework which was developed from prior theory (Perry 1998, p.793), and because of the information richness, was worthy of in-depth study (Patton 1990, p.181).

Detail regarding the setting has been provided as a separate chapter (Chapter Four). The setting for this study was unique not only for the approach taken vis-à-vis other police divisions in Ireland but also because of the context and timing of such a move, as the general trend (in the severe fiscal environment) was a move away from community oriented policing (KC Consulting 2017). As this was the only police setting in Ireland adopting such an approach, it was the only site available to the researcher. There was a clear understanding that selection of a site where the researcher was working raised questions associated with researcher bias and subjectivity, and the potential inability to separate oneself from the research (Marshall and Rossman 2016, p.107). While these matters are addressed separately elsewhere in the thesis, as appropriate, it should be noted that the reorientation programme which commenced in 2009 has continued to date, and represents the foundation for the national framework for community policing in Ireland which was launched in 2019. It also represents one of the three key strategic themes for policing focus across the Dublin City Region from 2020 to 2024 as directed by the citywide Joint Policing Committee in 2019. The

approach was independently assessed (by design) on three separate occasions by three separate organisations (EIQA 2015; EIPA/EPISA 2015; KC Consulting 2017), and the resulting reports were used to triangulate the research findings. The assessment of market orientation included interviews with external stakeholders which represents an expansion of the approach generally taken in this context, where the norm has been to focus on internal self-assessments only. The site selection however, facilitated easy access to data and key stakeholders/participants, and contributed to the creation of trusting relationships (Marshall and Rossman 2016; Kanter 1977). Site selection in this case facilitated the collection of not only relevant data but quality data, it ensured access to processes, procedures, systems and strategy, and also ensured constant and consistent engagement with the people involved, all of which, contribute to the soundness of site selection (Marshall and Rossman 2016, p.107).

This case study approach was used to explore and extend the range of a theory, that is, the market orientation-performance relationship theory, and to test that theory in a certain (policing) context (Roche 1997, p.102). An examination of the current theory contributed to the selection of the identified case. This study adopted a retroductive approach and is discovery led in that it describes what was happening in the North Central (e.g., events, processes and relationships) and explores the key issues and experiences affecting those in that Garda division. It also however, shows evidence of a theory-led approach with the case study 'illustrating' how the theory associated with the implementation of the marketing concept applied in a real-life policing environment (Denscombe 2010).

### 3.7 Choosing a time horizon

The technique of interviewing key participants was identified as the most appropriate method of capturing rich, varied and valuable narratives associated with the change in orientation. In this context, Charman (2004) cites Kvale (1996) in suggesting that:

The qualitative research interview is a construction site of knowledge...interviews are particularly suited for studying people's understanding of the meanings in their lived world, describing their experiences and self-understanding, and clarifying and elaborating their own perspective on their lived world. (Kvale 1996, p.2, as cited by Charman 2004, p.11)

This qualitative phase of the research design, however, followed an extensive exploratory phase which included significant engagement with the extant literature, interviews with subject matter experts and the use of a quantitative method (survey). The survey was employed to determine the current state in the North Central in 2016 relating to the existence and level of market orientation. The subsequent interviews with a key informant network provided explanatory information relating to how, and why, the current state was achieved. The quantitative research phase represents a definitive cross-sectional time horizon while the qualitative phase represents an exploration of the journey with a focus on how and why, which in this context, also represents a cross-sectional time horizon albeit that it focuses on the time period between 2009 and 2016.

### 3.8 Techniques and procedures: Data collection methods

A mixed methods approach was used to collect data including the use of a survey instrument (Appendix 'B' Questionnaire, p.467) to internal stakeholders (N=209) and semi-structured interviews (Appendix 'C' Question schedule, p.478) with a key participant group of internal and external stakeholders (N=35). Other techniques included the examination of internal records (evidence and context of meetings; resource allocation; changes of strategy, structure and systems), data bases (evidence of long-term stakeholder and customer interactions, and issues), working documents (geographic maps, work flow charts; standard operating procedures; process maps and working policies), and external, independent reports (EIQA 2015, EIPA 2015 and KC Consulting 2017). Some of these documents were used to provide background information, relating to geographic and demographic data, to present and confirm details of everyday policing activity associated with the changed orientation, and to cross check data (Arksey and Knight 2007). Other documents as referred to above were used to provide an

evidence-based descriptive account of activities in the research setting with a view to assisting the reader to gain an understanding of the approach adopted in the DMR North Central Division between 2009 and 2016.

Because of the limitations associated with such sources (Arksey and Knight 2007), external, independent assessments of the programme by EIQA 2015, EIPA 2015 and KC Consulting 2017, were used to provide confirmation of what was inferred by the documents. They were also used to confirm the content of interviews with internal and external stakeholders, the use of processes, procedures and systems in action, and to triangulate the findings of the substantive study (Marshall and Rossman 2016; Saunders et al. 2012). This approach was pursued with a view to enhancing the trustworthiness and credibility of the study (Marshall and Rossman 2016). Data associated with the documentation outlined, are either presented in the thesis (primarily in chapter four), referenced as appropriate, or attached as an appendix. The survey instrument (questionnaire) was designed to measure the individual concepts of intelligence generation, intelligence dissemination, responsiveness and performance, and subsequently to collectively measure the concepts of intelligence generation, dissemination and responsiveness in respect of the overall concept of market-orientation.

### 3.8.1 The survey instrument and pretesting

A non-probabilistic or purposive sampling approach was adopted with a view to learning from those who had specific experience of the policing approach in the North Central and to avoid “uninformed response” as outlined by Saunders et al. (2012, p.420). A self-administered survey (paper questionnaire) was distributed by mail to each prospective participant as this had been identified as the most appropriate approach. The length of the questionnaire was limited, with a view to encouraging prospective respondents to participate. The questions were developed with a view to being concise and easy to understand while providing for valid, reliable information. A space for general comments was also provided at the end of the questionnaire for participants. Pretesting of the instrument

enabled the researcher “to obtain some assessment of the questions’ validity and the likely reliability of the data” that would subsequently be collected (Saunders et al. 2012, p.451). Pretesting was conducted in four phases.

Having completed the preparatory work the first phase included a continuous testing and reworking of the instrument followed by the distribution of the instrument to an academic community of practice “to comment on the representativeness and suitability” of the questions (Saunders et al. 2012, p.451). A subsequent discussion regarding each aspect of the instrument resulted in some rework of the cover sheet, introductory section and a selection of the questions. This phase was followed by an assessment of the instrument by a subject matter expert which resulted in additional minor changes to the instrument. The third phase included distribution to the research supervisors at Dublin City University which resulted in further changes to the plain language sheet, introductory statement, negative statement rating, role coding, and customer/stakeholder terminology. The fourth phase included a pilot study with twenty participants, with fifty percent administered by the researcher and fifty percent administered by a trusted colleague of the respondents with a focus on power dynamics, correcting problems with the instrument, openly asking for help and participant comments, which resulted in some additional minor changes to the instrument. The nature of the fourth phase (twenty participants completing the questionnaire, ten each in a separate conference room setting) enabled the researcher to exploit Bell’s (2010) suggestion that you should find out:

How long the questionnaire took to complete; the clarity of instructions; which if any questions were unclear or ambiguous; whether in their opinion there were any major topic omissions; whether the layout was clear and attractive; any other comments. (Saunders et al. 2012, p.452, citing Bell 2010)

In the context of the actual distribution of the final survey instrument in a research capacity, instructions on how to complete the survey were provided to each participant in an introductory paragraph contained in the instrument, and participant’s anonymity and confidentiality were assured. Each section heading was accompanied by an explanation of the concept being explored and questions

were highlighted in a separate colour. An addressed envelope accompanied each questionnaire, however, instructions were also provided within the instrument on how to return the completed survey. The cover sheet provided the participant with information regarding who was sponsoring the research, the purpose of the research, the importance of the research, how the participant's opinions were to be used, how their privacy was to be protected and why their input was deemed to be of value. Potential participants were notified in advance by personalised e-mail (through the organisation's intranet) that the survey was being sent to them for their consideration and it emphasised that participation was voluntary. Each E-mail communicated to the potential participants that the mode of response was by hard copy completed survey in a pre-addressed envelope, thereby preserving the anonymity of actual participants. This required that E-mails be sent to all potential participants on each of the four communications as it was unknown who had actually participated in the survey. Following distribution of the survey to participants, three further personalised follow-up e-mails were sent with a view to enhancing the rate of response.

The process was documented at all stages and tracked. A unique identifier (number) was placed on each survey returned in order to address problems in data cleaning as well as identifying unique or particularly interesting cases during analysis. In this context, all data was transferred to an excel spreadsheet and each unique identifying number was accorded a row into which the corresponding data was inputted from each individual questionnaire. Each survey question had a corresponding column so that data (individual answers) could be immediately associated with its unique identifier which could be tracked directly back to the hard copy which also had the same unique identifier. Inputting of data and cursory analysis commenced as completed surveys were returned. Data were first inputted into the excel spreadsheet with each variable placed in an individual column, with the data from each questionnaire being placed in individual rows as outlined above. This data was subsequently transferred into an SPSS package (SPSS 24) for analysis. A coding scheme had been developed to capture unstructured text responses provided in the 'comments' section of the instrument and key concepts, sentiments and relationships were subsequently converted into a structured format for analysis.

### 3.8.2 The semi-structured interviews and pretesting

When adopting a non-probability technique to sampling there was an awareness of the ambiguity associated with answering the question 'how many is enough or appropriate?' While being guided somewhat by Patton (2002), in the belief that the validity, understanding, and insights that could be gained from the data could be more to do with the researcher's data collection and analysis skills, than the number of persons interviewed, cognisance was taken of Creswell (2007), cited by Saunders et al. (2012, p.283) who suggests that "between 25 and 30 interviews should be enough". The most influencing factor in the practical application of interviews however, was the number of interviews conducted when no new material or detail was emerging. Having identified the need for flexibility, the researcher was guided by Bell's (1993, pp. 92-94) advice, and therefore, decided against the structured interview and its "rigid application" and being aware of the difficulties associated with unstructured interviews a decision was made to avoid this approach also. Subsequently, it was decided to use semi-structured interviews to collect the majority of the primary data.

The interview schedule having been developed, it was hoped that the questions outlined would result in accessing sufficient and appropriate data to effectively answer the research questions. Previous experience however, provided a clear incentive to road test the plan in the live environment with a view to determining its robustness, appropriateness and effectiveness in delivering on expectations. This approach is supported by Bryman (2012); Saunders et al. (2012), and Arksey and Knight (1999) who all agree that the schedule should be tested in a "subsample of the intended study population" (Arksey and Knight 1999, p.95). The schedule having been assessed by a number of experienced researchers, a pilot study was conducted with a subsample of four persons prior to engaging in the substantive qualitative research. The outcome was used to refine the schedule. A preliminary analysis was conducted of the pilot data in order to test the validity of questions and the likely reliability of the data that would be collected

and to test the quality and effectiveness of the data in answering the research question (Saunders et al. 2012). The test also provided the researcher with an opportunity to restructure the schedule to address issues of “ambiguity, flow, effectiveness” and the effect of the questions on participants (Bryman 2012, p.263). The test pilot resulted in minor changes to some questions and the removal of two questions that were ultimately deemed not to be contributing to a deeper understanding of the research topic. In this context, Charman (2004, p.14) suggests that “semi-structured interviews have the potential to provide flexibility in exploring and capitalising on new emerging issues, as one’s understanding develops.” This method also facilitated the use of an interview schedule which ensured that a focus was maintained and engagement beyond the recording of responses was possible and appropriate. The interview schedule was subsequently developed with a view to presenting to each participant a series of progressive and related themes associated with the market-orientation performance relationship.

The question schedule commenced with a series of broad open questions designed to create a non-contentious and discursive environment and to facilitate the participant in providing some insight into their experience of the policing approach in the research setting. Following commencement with such broad open questions, more probing questions based on the underlying theory were explored with each participant. The order and logic of the questioning was sometimes varied to accommodate the diversity of participants and to accommodate the flow of discussion generated by the open-ended nature of the questions. Prior to interview, each participant was informed that the outcome of the research needed to reflect participant’s honestly held views and that this was paramount to the achievement of a valuable outcome. Central to the process was the understanding that the research needed to be reliable, in as much as a qualitative, non-standardised approach could be, considering that the circumstances being explored were ‘complex and dynamic’ and reflected a point in time reality that could have been subject to change (Marshall and Rossman 2006, cited by Saunders et al. 2012). Other issues addressed prior to and during the interviews to reduce the possibility of bias included the location of the interview; the researcher’s own appearance; the level of information; the

approach to questioning and listening, and the ability to record data fully and accurately. To this end, interviews were tape recorded with the permission of participants and were also recorded by way of accurate note taking in order to facilitate a hot assessment immediately after the interview with a view to contextualising the data, and completing a record of it while it was fresh in the researcher's mind. As previously outlined, sampling was based on the premiss that those who were invited to participate in the research had sufficient experience in the research setting to have developed a level of personal understanding that could effectively contribute to a reasonable judgement of that experience, which could be shared with the researcher and ultimately enrich the study findings. In that context, the question schedule was designed so that it opened with an introduction to the research topic and an engagement in broad terms with the research setting and the participant's role within that setting. The first set of questions were designed to almost bring them on a trip down memory lane with a view to temporally framing the study and focussing their attention and memory. Hot debriefing of contemporaneous notes facilitated cross checking of interviews and each individual's memory of the journey and individual events. Steps were taken to focus participant's engagement with the interview process with a view to achieving honest and accurate accounts based on each individual's experiences. This was dealt with by way of a conversation at the commencement of every interview and was constantly assessed throughout the interview. As each individual interview progressed and participants relaxed into the process, some earlier questions were revisited for clarification or additional depth. A key aspect of the interview process for the researcher was a hot continuous assessment of individual participant's breadth and depth of engagement and the subsequent spiralling of questions until exploration was deemed to be sufficient.

As the interviews were progressing, the researcher constantly engaged in consideration of contemporaneous notes and the interpretations arising from hot debriefs. As a consequence, as the number of interviews reached the high twenties, there was evidence of 'data saturation' (Alasuutari 2000; Marshall and Rossman 2016; Saumure and Given 2008; Saunders et al. 2012). Interviewing continued however, while a deeper assessment of emergent themes and patterns was conducted and emergent findings considered. Moving away from the concept

of saturation the researcher focused on theoretical sufficiency (Dey 1999) and engaged in reflexive, critical assessment of the data until satisfied that the clearly identified categories fitted the data and that additional data collection was resulting only in more of the same findings (Marshall and Rossman 2016; Saunders et al. 2012). The researcher was subsequently satisfied at reaching thirty five (N=35) interviews that such a sufficiency had been achieved.

### 3.8.3 Analysis of quantitative data

Market-orientation was measured using the 20-item MARKOR scale as outlined in Selnes, Jaworski and Kumar (1996). Of these items, six pertained to market intelligence generation, five to intelligence dissemination, and nine to responsiveness at the strategic business unit level (Garda Divisional level). Four additional questions relating to policing performance in the research setting were also included in the survey instrument. The survey instrument (questionnaire) was designed to measure the individual concepts of intelligence generation, intelligence dissemination, responsiveness and performance, and subsequently to collectively measure the concepts of intelligence generation, dissemination and responsiveness in respect of the overall concept of market-orientation. The original instrument was amended in line with the findings of Kohli, Jaworski and Kumar (1993, p.475) who suggested that “it may be the case that the items need to be modified to reflect differing hierarchical and department arrangements.” To this end, the original instrument was minimally amended substituting divisions and districts for business units; operating environment for industry; units for departments, and services for products (Caruana et al. 1999). It was envisaged that this would increase the confidence that the subsequent standard questions would be interpreted the same way by all respondents and could “improve the validity of the questionnaire” (Saunders et al. 2012, p.432). The use of the ubiquitous MARKOR scale provided confidence in the instrument’s ability to measure what was intended to be measured thereby addressing internal or measurement validity. Cronbach’s alpha (1951) was used to test for reliability, that is, calculating internal consistency, as this statistic is used “to measure the

consistency of responses to a set of questions (scale items) that are combined as a scale to measure a particular concept” (Saunders et al. 2012, p.430). In this case, the individual concepts of intelligence generation, intelligence dissemination, responsiveness and performance were required to be tested for internal consistency and collectively the concepts of intelligence generation, dissemination and responsiveness were required to be tested in respect of the overall concept of market-orientation.

The instrument was designed to collect opinion data on the current situation, where participants were asked to rate the accuracy of the statement provided on a five-point scale of pre-coded answers from 1 = strongly disagree to 5 = strongly agree, that is, Ranked (or ordinal) data. In the original MARKOR instrument similar five point scales were also used. The mean and standard deviation (extent to which the data values for a variable are spread around the mean) for all scale items and concepts were produced and the coefficient alpha (Cronbach 1951) for each of the dimensions was computed. Results for the generation of information, dissemination of information, responsiveness, and performance, and for the entire market-orientation scale, were also computed. Subsequently the Chi-square analysis was also used to measure whether relationships were likely due to chance, and the ANOVA (analysis of variance) procedure was used to compare and explore the differences in the means between the various groups, that is, “the spread of data values, within and between groups of data by comparing means” (Saunders et al. 2012, p.520). To assess the model fit, the chi-square ( $\chi^2$ ) values (Kline 2010); comparative fit index (CFI), (Bentler 1990); the standardised root mean square residual (SRMR); and the root mean square error of approximation (RMSEA), (Steiger 1990) were reported. These indices indicate the extent to which a research model provides an improved overall fit relative to a null model or independence model, in which the correlations among observed variables are assumed to be zero. Spearman’s Rho was used to measure the strength of the association between each of the variables. This particular correlation coefficient was used to summarise the strength and direction (negative or positive) of each relationship between the variables.

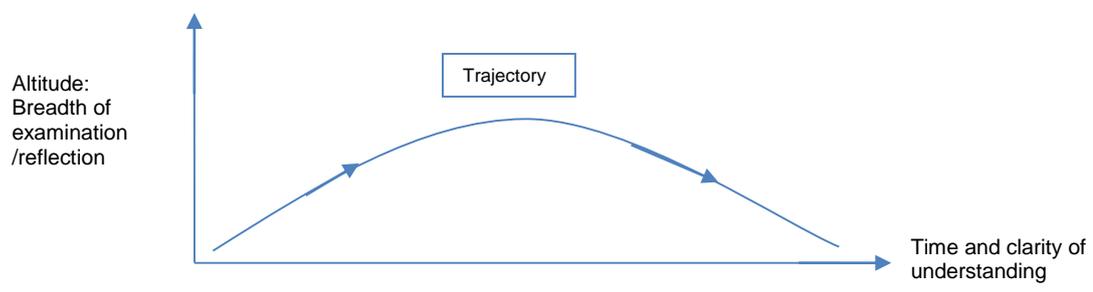
### 3.8.4 Analysis of qualitative data

It was envisaged from the outset that the collection, analysis and interpretation of data would be an interconnected process as each interview was undertaken. The use of such tools as NVivo were considered, however, by virtue of the researcher's employment role he was frequently on the road nationally and internationally while completing the research project. Nvivo did not offer a sufficiently portable version at the time that could be used when opportunities were presented to work from other computers in other offices at home or abroad. As the researcher's travels frequently took him away for extended periods a decision was made to work with hard copy data supported by the use of USB's. All data was subsequently transferred to a standalone computer and updated continuously. While this effectively prevented the researcher from using a digital data management tool it did facilitate a more engaged experience with the data, which was extremely beneficial as he read through the data, physically coding, highlighting and filing hand-written comments, intimately engaging with every word. It also facilitated a grounded, engaging analysis of the data by hand as the researcher could move backward and forward through transcripts and notes with ease, wherever he was working. All audio-taped interviews were transcribed, allowing the researcher to capture contextual elements associated with the interviews as well as the data itself. Kvale and Brinkman (2009) cited by Saunders, et al. (2012, p.550) suggest that "without this contextual information the data will be impoverished to some extent." Interviews were saved as separate documents and stored in a locked cabinet to which only the researcher had access and therefore confidentiality was maintained at all times. Continuous taking of field notes, reflection and consideration of interim and individual transcript summaries ensured that the interview approach was a continuously developing process designed to provide the best answer to the questions.

A trajectory and altitude approach to reflexivity and the adoption of Lonergan's (1972) epistemological process imperatives were used throughout the research process. In real terms, this meant engaging a helicopter approach to continuous, active reflection, which required engagement with this process at increasing

levels (altitudes) on a temporal basis, from the immediate (as the event was being experienced), and over time, as the emotional effects of the event wore off (the trajectory). The researcher uses this term, as it best describes the experience of reflexivity, that is, the sense-making journey from the immediate experience to an understanding and judgement where the breadth of elements being explored begins at a low altitude but over time (which could be an hour or several weeks) as the breadth of elements being considered increases, understanding takes place at several altitudes. This trajectory eventually returns to a finer, low altitude when an understanding or clarity has been achieved.

Figure 3.3 Reflection - Examination and clarity of understanding



A trajectory and altitude approach to reflexivity.

Triangulated, critically reflexive questions kept the researcher focused throughout the process on study participants, himself as the qualitative enquirer and those who were likely to receive the study (Marshall and Rossman 2016, p.118, citing Patton 2014, p.72). This meant, that in the continuous journey of reflection, the following were considered at all times:

#### Study participants

- How do they know what they know?
- What shapes and has shaped their work views?
- How do they perceive me?
- How do I know?
- How do I perceive them?

#### The researcher

- What do I know?
- How do I know what I know?
- What shapes and has shaped my perspective?
- With what voice do I share my perspective?
- What do I do with what I have found?

Those receiving the study

- How do they make sense of what I give them?
- What perspectives do they bring to the findings I offer?
- How do they perceive me?
- How do I perceive them? (Marshall and Rossman 2016, p.118, citing Patton 2014, p.72).

A generic categorisation approach to analysis was used where categories were developed from the data collected (data-driven category) but were influenced by the purpose of the research as expressed through the research question, objectives and the conceptual framework that was developed following the literature review. Categories were considered in the context of their relationship to the data and their relationship to other categories. In this context, Dey (1993) states that:

Categories must have two aspects, an internal aspect – they must be meaningful in relation to the data – and an external aspect – they must be meaningful in relation to the other categories. (Dey 1993, p.96-7)

This involved the reduction and display of the data with a view to identifying units of information that contributed to themes or patterns and ultimately to the research findings. The process included a combination of inductive and deductive thinking and the identification of words, sentences and paragraphs that contributed to or created themes and patterns that facilitated effective analysis and consideration. In this context, data was summarised and categorised with a view to identifying themes that provided for some sense-making of the data and a linking of these categories provided the researcher with structures or the means to answer the research question. This “winnowing process” (Dale-Bloomberg and

Volpe 2012, p.141) involved a journey and analytical process from an initial exploration of the data identifying broad thematic areas or “big ideas” (Dale-Bloomberg and Volpe 2012, p.140) to the interpretation of findings, with several stages of analysis in between. Following the initial exploration, the data was re-read and examined, was subsequently coded and placed in categories. According to Saldana (2009):

A code in qualitative inquiry is most often a word or short phrase that symbolically assigns a summative, essence-capturing, and/or evocative attribute for a portion of language-based or visual data.... Just as a title represents and captures a book or film or poem’s primary content and essence, so does a code represent and capture a datum’s primary content and essence. (Saldana 2009, p.3)

Using the conceptual framework, data summary tables were created and categories were distributed accordingly. The conceptual framework was central to the coding and reduction of the data. The categories that comprised the conceptual framework became the repositories of the data, that is, codes were assigned to each category and subcategory of the conceptual framework and became the coding scheme/legend for reduction and analysis of the data. Participant information and its location in the transcript were clinically associated with each unit of information so that data could be tracked and continuous comparison could be effected and the data re-examined. The completion of data summary tables was supported by initial colour coding of raw data with a view to reducing the data to manageable data sets/categories. Colour coding represented one aspect of a continuous cycle of analysis and examination which was employed to unitise the data as appropriate to relevant categories with a view to identifying the key themes and patterns. All emerging relationships were tested by seeking alternative explanations and negative examples that did not conform to the pattern or relationship being tested. Once all the data had been coded the relevant participant quotations were assigned to the appropriate categories. Refining the categories and concepts represented an iterative process or steps in the “data analysis spiral” (Denscombe 2013, p.286) ensuring that the data was constantly revisited and re-evaluated in the context of alternative explanations and emerging patterns. In addition to the rigour of the reduction process employed by the researcher, a community of practice involving

two qualified PhD's conducted a similar analysis of the original interview transcripts (participant names coded) and the output was used to complete the cycle of constant comparison. Following a discussion around the similarities and differences identified, some codes were eliminated and some were collapsed into broader areas. Constant note-taking assisted with the interpretation of the data and the identification of pervasive themes and the rigorous recording of participant responses contributed to the accuracy and analysis of the findings. Analysis was conducted in the shadow of an overarching critical realist philosophy however, and in the context of the current study therefore, the researcher embarked upon a flexible deductive process of coding and data analysis that was consistent with critical realist ontology and epistemology, following the typical stages of qualitative research while demonstrating the application of methods informed by critical realism at each stage. The researcher consistently engaged with existing theory coupled with critical engagement with participants' knowledge and experience employing typical critical realist analysis by relying on the strategy of inference (retroduction) with a view to identification of potential causal mechanisms. In this context, Benton and Craib (2001) suggest that:

...explanation must refer to something which, if true, would account for the observed pattern, and something which, given background knowledge, could well be true...[a logic referred to as] 'a conclusion in search of premisses': we know what the observed pattern of phenomena is, and what we are searching for is something that could have brought it about...[calling] this sort of reasoning 'retroduction' (as distinct from 'induction' and 'deduction.' (Benton and Craib 2001, p.36, citing Hanson 1965)

Research indicates that the retroductive approach to research embraces a wide variety of methods (Downward and Mearman 2006; McEvoy and Richards 2006; Mingers 2000, 2001, 2003, 2004, 2005; Mingers and Gill 1997; Venkatesh et al. 2013; Wynn and Williams 2012; Zachariadis 2013) where qualitative and quantitative approaches can be integrated in order to hypothesize and identify the generative mechanisms that cause the events we experience. The process of analysis was not linear, but involved several key steps: identification of demi-regularities; abduction (also known as theoretical re-description); and

retroduction, commencing with the identified questions, which had been guided by theory. Accepting however, that the existing theories may not necessarily have reflected reality accurately, and that some theories may have been more correct than others, the researcher avoided any total commitment to the content of specific theories and 'recognised the conditional nature of all its results' (Bhaskar 1979, p. 6). For this reason, initial theories were treated as such, facilitating a deeper analysis that could potentially support, elaborate, or deny that theory to help build a new and more accurate explanation of reality. The research process commenced with the empirical data. Events were observed at the empirical level using two types of data: extensive (existing data on trends, independent reports, process maps, data bases, and policy documents) and intensive (in-depth interpretive data, obtained through formal and informal interviews). These assisted in the identification of demi-regularities for further analysis.

The intensive data collection phase commenced with background interviews with international police leaders, engagement with some leading academics in the area, a quantitative survey of 140 internal stakeholders, followed by 35 in person semi-structured interviews with a selection of key internal and external stakeholders, ensuring the flexibility to explore and update the existing literature while still facilitating the emergence of new ideas. The quantitative analysis facilitated an appreciation and/or a sense of relative importance on some key issues which were later considered in the context of other data. All interviews were recorded and transcribed verbatim. Data analysis commenced with a search for 'demi-regularities'. Demi-regularities can be understood as the partial event regularities that indicate "the occasional, but less than universal, actualization of a mechanism or tendency, over a definite region of time-space" (Lawson 1997, p. 204), which suggested a search for tendencies, not laws (Danermark et al. 2002, p. 70). Such tendencies were identified during the qualitative data coding, where indicative patterns in the data surfaced and were subsequently subjected to further qualitative and comparative inquiry, representing the beginning of abduction and retroduction.

The literature review and the theoretical framework were used to create two types of provisional codes, organisational (topic-based bins) and theoretical (derived

from prior theory) as described by Fletcher (2016) and Maxwell (2012). Provisional codes were set so that any preconceptions or expectations did not distort objectivity and interpretive observations of what was “really” happening in the research setting (Saldaña 2013, p. 146). As a consequence, codes were added, changed, deleted, or supplemented as the data warranted, firstly substantially increasing before being winnowed to a more focused collection of the most dominant codes (that is, the most commonly coded) and the connections between codes. These codes were then used as a starting point to identify demi-regularities.

One important demi-regularity was found in the way participants described the change in orientation as not operating within the rules, and being dangerous to themselves, and being subject to derision from senior managers within the organisation who were neither directly nor indirectly affected by the change, and having to be brave, while pursuing an orientation that the organisation had publicly committed to achieving (An Garda Síochána National Model of Community Policing 2009). Such a reaction could potentially be construed as the police establishment defending or preserving the status quo, while outwardly communicating its commitment to a community orientation. Such a contention may be supported by the report of the Commission on the Future of Policing in Ireland (2019, p.17), where it suggests that “neither the structure of the police organisation nor its practices support the image it has of itself as a community police service”, and may be further supported by participant statements, which suggest that “the management input was always missing” (Superintendent rank participant 35-001).

Prior to embarking on this research journey, it would have been possible to attempt an explanation of the failure of progress towards a real community orientation, as a lack of understanding of the concept, or an unconscious failure to explore other disciplines, make appropriate changes to strategy and structure, or a simple lack of appropriate community/customer engagement mechanisms, however, following the current research, to do so, could now represent an epistemic fallacy (Fletcher 2016), that is, a failure to consider deeper, causal mechanisms, and to examine what social conditions may have caused them to

appear as they did. In this context, the reluctance through fear of derision and marginalisation reflected in the statement “you can also attract an element of derision. I know myself and being in company that people have slagged off this...there’s a bit of an inhibitor in that as well” (Superintendent rank participant 35-001), and the deeper fear of failure in a traditional cultural context as outlined in the statement “It gave me a whole new attitude...to try different things without fear of recrimination” (Superintendent rank participant 32-001), or the statement “previously it wasn’t good, we weren’t innovative in any way. We lived within the rules” (Sergeant rank participant 21-001), support the contention that the traditional rule-based model (Cockroft 2013; Ponsaers 2001) remained dominant, despite corporate statements to the contrary, and that real attempts at transitioning to the espoused desired state provoked fear and unease. These concepts are also evident in statements such as “you have to make serious changes to go ahead for what we’re doing, and that’s where you hit problems” (Garda rank participant 17-001), “you need some brave people to do it” (Sergeant rank participant 23-001), “they don’t have necessarily the courage to step out” (Inspector rank participant 28-001), or the statements “the only resistance that will come to this, or the only challenge, will be from within” (Inspector rank participant 26-001), and “Making big bold decisions is not something that’s always rewarded. Absolutely dangerous ground, dangerous, dangerous ground, so that’s why it takes bravery to do it” (Sergeant rank participant 23-001), all suggest a fear of how the organisation will react to the change, albeit that it represents an implementation of stated organisational policy and strategy where the mission and values were clearly stated as:

Delivering excellence in Community Policing, through effective partnerships, problem solving and law enforcement, while maintaining partnerships with the community, ensuring transparent accountability, and promoting and accepting diversity in all its forms. (KC Consulting 2017)

The reactions are further compounded when considered in the context of the stated strategic objectives of the corporate policy (2009) which were:

- To provide a dedicated, accessible and visible Garda service to communities
- To establish effective engagement processes to meet the needs of local communities and provide feed-back
- To use problem-solving initiatives, devised in partnership with communities and local agencies, to tackle crime and anti-social behaviour, through targeted enforcement and crime prevention and reduction initiatives
- To engage in a community-focused approach to provide solutions that reduce the fear of crime
- To engage meaningfully with young people to develop and foster positive relationships with the goal of promoting personal and community safety
- To develop a participative management style and an organisational structure that rewards excellence in service, management and problem-solving
- To enhance communication strategies that support community policing objectives
- To be accountable to the community we serve (KC Consulting 2017, pp.4-5)

The fear that is evident in the statements of participants appears to fly in the face of the conclusions that appear in the report by KC Consulting (2017) which stated that, “a system change with community policing at its core was introduced in the DMR North Central during the period and provides a possible model for the future, even in rural areas” (KC Consulting 2017, p.29). External participant statements suggest that the new community/customer orientation “challenges very directly that traditional model of top down” (Public Representative participant 11-002), however, in acknowledging the performance outcomes and subsequent benefits of the new orientation, they express frustration at the lack of corporate interest and support, stating that “I don’t understand what the delay in rolling it out is” (Business participant 4-001), and “I have argued with the Commissioner and Assistant Commissioner that this be adopted. I have to say I don’t understand why there has been a hesitation from senior management to do it in terms of to

adopt it” (Public Representative participant 8-001), subsequently making a judgement that the police establishment itself was the impediment, stating that “the challenge...I think the Guards themselves implementing it” (Business participant 1-002). A consideration of the collective of perspectives, based on participant experiences and their understanding of same, supported by internal and external reports points to potential underlying causal mechanisms that may act to preserve the status quo in policing, supported by a zero tolerance to failure in the police (Cockroft 2013), in a rule-based environmental context (Ponsaers 2001), and an enduring dominant traditional philosophy (Ferrandino 2014), which the establishment appears to be hot-wired to protect.

The empirical level events described by Fletcher (2016), are represented by the visual, observed and experienced actions of organisational members who acted to create fear through derision, marginalisation, perceived danger and potential retribution. These observable acts however, most probably reflect deeper ‘real’ level causal mechanisms (Fletcher 2016) associated with the requirement for police officers and forces to deliver on metrics and hard targets set by politicians and/or oversight bodies (Coleman 2008), which create a conflict between the achievement of such targets and core policing values (Fielding 2005; Hughes and Rowe 2007; PASC 2014). It may also be associated with the focus on changes in crime rates (Moore 1992) and the overarching pressure from “politicians and moral entrepreneurs” whose prime aim of policing is a narrow focus on reducing crime (Stanko 2012, p.328). Coupled with a zero tolerance to failure in policing, and a risk averse cohort of senior police managers (Cockroft 2013; Ponsaers 2001), these could act to create underlying pressures which manifest as derision, marginalisation, fear of retribution and danger, with a view to preserving the status quo. In this context, the indications are, that the failure to make the transition may not be wholly attributable to the police, but that they require a complementor approach by national stakeholders such as politicians, policy makers and oversight bodies who also need to embrace adaptive change, commencing with the abandonment of traditional metrics and targets which create a ‘what gets measured gets done’ philosophy that complements the traditional approach to policing, thus applying pressure to maintain the status quo.

The research journey had begun with certain expectations drawn from existing theory and research, expecting to find that the lack of success in making the transition may have been due to a lack of research, understanding or an unconscious lack of engagement with an appropriate paradigm, discipline, or philosophy (for example, marketing), however, rather than an unconscious or almost unlucky outcome for the police, it would appear that the continuing marriage to the traditional approach may very well be a conscious decision based on a definitive strategy by other powerful stakeholders, who may be unconsciously contributing to or actually generating the perception of danger/marginalisation (Heifetz and Linsky 2002). This position is supported by an environmental context as described by participants which included:

- Senior managers being derided by other senior managers because of their pursuit of the new community/customer orientation
- Senior managers feeling inhibited due to a fear of being marginalised as a consequence of pursuing the new community/customer orientation
- Senior managers expressing the view that they only felt safe from recrimination because of the environment created locally by senior management
- Supervisors expressing the view that innovation only took place by operating outside of the traditional rule-based system
- Supervisors suggesting that people may not have the courage to step out of the traditional role to implement the new orientation
- Supervisors and frontline staff suggesting that bravery was needed to pursue such an orientation
- Supervisors warning that those pursuing the new orientation would find themselves on dangerous ground
- External participants suggesting that they could not understand why there was a delay and a hesitation by corporate managers to support/embrace it and roll it out more broadly, despite it having been identified as European Best Practice

### 3.8.5 Document analysis and organisational processes and procedures

Access to the research setting included, observation and engagement with processes and procedures in action, however, due to the researcher's position as the senior officer in the division access was continuous throughout the research project, as data, information, themes, and ideas emerged. As a complete participant the researcher was in a position to confirm what participants were communicating during interview, and this was supported by the examination and evaluation of internal processes and procedures both in document form and as real-time activities. This approach facilitated the cross-checking of inferences from one data source against those suggested by others and the inter-weaving of different sources facilitated triangulation between those sources (Yin 1994). The position of the researcher in the research setting also had the potential to create a Hawthorn effect however, and in this context, such an effect and its potential impact on research participation was considered. Some precautions were taken in this regard, and it was ultimately considered not to have had a significant effect on the research. The concept is based on the awareness of being studied, and possible impact on behavior, that is, if there is a Hawthorne effect, studies could be biased in ways that we do not understand well, with implications for research (McCambridge et al. 2014; Moorhead and Griffin 2001).

The findings of the Hawthorn experiments have faced significant challenge however, with deficiencies in the research methods and alternative findings being cited (Beer and Nohria 2000; McCambridge et al. 2014; Moorhead and Griffen 2001). It is still accepted however, that consequences of research participation for behaviours being investigated do exist, although it is reported that little can be securely known about the conditions under which they operate, their mechanisms of effects, or their magnitudes (McCambridge et al. 2014). Some minor precautions and the nature of the current study mitigated against any significant effects, that is, no expectations were expressed at any time in terms of potential results, and the project was long term (2009 to 2016), with longevity being cited as significantly reducing any effects associated with the Hawthorne concept (Clark and Sugrue 1991). Additionally, there was no final end game articulated,

as the changes were designed to continue indefinitely in a continuous improvement process, and therefore any awareness or reaction to being studied was deemed to have significantly diminished as the changes had become the norm. In this context, Clarke and Sugrue (1991) found that:

...uncontrolled novelty effects (i.e. halo effect) cause on average 30% of a standard deviation (SD) rise (i.e. 50%-63% score rise), which decays to a small level after 8 weeks. In more detail: 50% of a SD for up to 4 weeks; 30% of SD for 5-8 weeks; and 20% of SD for > 8 weeks, (which is < 1% of the variance). (Clark and Sugrue 1991, p.333)

A content analysis of databases provided some confirmation of the longevity and embeddedness of processes and procedures, and the lived experiences of participants coupled with independent, external reports (EIQA 2015; EIPA/EPISA 2015; KC Consulting 2017) confirmed consistency, effectiveness and efficiency of actual processes and procedures and their relatedness to participant accounts. The process owners and end users were engaged and interviewed both formally and informally with a view to gaining an insight into the processes and procedures associated with participant accounts and a system of continuous comparison was maintained. Cognisance was taken of the fact that such research activities represented acts that were intended to collect data and therefore constituted interventions. In this context, it was clearly understood that these activities were not simply a matter of collecting data but also generated holistic learning (Brannick and Roche 1997).

Internal and external reports were considered and analysed with a view to confirming their relevance to the research and to verify and provide validity to participant accounts. Externally generated evaluation reports (EIQA 2015; EIPA/EPISA 2015; KC Consulting 2017) were reviewed with a view to confirming and/or challenging certain findings of the research project and were included in the organisational analysis for comparison and confirmation purposes. The source of all documents was established and in all cases the author of the documents was interviewed and any copyright issues were addressed. Processes and procedures identified and referenced by informants were studied and all process owners were interviewed. All documents were considered in the

context of their original purpose, the original target audience and their relationship to the author, data collector or compiler with a view to identifying any vested interests. They were also considered in terms of their consistency when compared to data from other sources.

Such internal access ensured constant checking and evaluation of participant accounts, and facilitated ongoing confirmation and re-examination of information and data. On some occasions it facilitated short additional formal and participant engagement with informants and provided potential to compare the significance of findings with other impartial external entities (EIQA 2015; EIPA/EPISA 2015; KC Consulting 2017) that had conducted independent evaluations while the reorientation of the policing approach was ongoing. All participants and those employed in the North Central were made aware that the research project was ongoing and that continuous observation was a feature of the project. Any research project interaction with staff in the normal course of their duties was disclosed to them, the project was explained to them, their permission was sought and their anonymity was guaranteed. The capacity to engage in continuous comparison with the real-world environment, examine, re-examine, explore, cross-check, confirm and triangulate while engaging with key participants about their lived experiences and subsequent perceptions was deemed to be invaluable to the overall research project. The key documents finally identified as being relevant to the study were the external reports (EIQA 2015; EIPA/EPISA 2015; KC Consulting 2017), and the internal documents of An Garda Síochána relating to submissions to these external bodies and documents associated with the everyday processes and procedures in the research setting. They are subsequently referenced in the thesis as appropriate. In the context of validity and reliability (trustworthiness and goodness of the research) significant reliance was placed on the observations and findings of the independent assessors and the lived experiences of participants.

### 3.9 Axiology and ethical considerations

This project is supported by thirty-five years of experience split unequally between policing practice on the one side and academic study and developmental executive training on the other. As the senior police officer in the DMR North Central at the time and currently with responsibility for Dublin City and Region, the researcher had experienced the development and delivery of policing policy, doctrine and services, at local, national and international level supported by a broad academic resume. As a result of first-hand national and international experiences of policing diversity, the researcher recognised that police reform had been a constant and persistent issue generally, but particularly in western liberal democracies over the last five decades or so, as policing organisations using traditional policing methods and philosophies attempted various recalibrations, driven among other things, by political, environmental and societal stressors. Throughout these shifts, he had not only observed close-up, but also actively participated in several management programmes constituted to attain organisational change.

Reflectively, the fruits of these experiential activities operating in what have been repeatedly unsure climates – driven by economic and political uncertainties; a more knowledgeable and demanding public accustomed to high levels of service provision generally, and changing outlooks which epitomise greater social and cultural diversity – created an appreciation of the almost ubiquitous need for policing to be significantly more focused on its customer's needs and requirements. In short, the researcher held the view that policing generally and An Garda Síochána specifically, needed to be increasingly concerned to move closer to a customer oriented policing approach.

This quantum leap in the paradigmatic *raison d'être* of policing, comes into sharp relief against the backdrop of the prevailing wisdom of those traditional police leaders who may still hold uncritical views that policing by the 'usual means' can guarantee the continued relevance and legitimacy of the public police. On the contrary, it was here posited that contemporary policing has to embrace the marketing concept if it is to remain engaged in the direct provision of policing services and retain its relevance, legitimacy and current market share. This places the customer at the centre of policing which effectively reflects a market-

oriented, outside-in, bottom-up approach to the identification of policing priorities and subsequent service delivery.

The research topic was not chosen by objective means but instead reflected the researcher's personal experiences as a strategic police manager and significant engagement with the relevant literature. For this reason, it was necessary to illuminate any subjective views so that they could be inquired into and reflected upon at all stages throughout the research project. The nature of the project and the researcher's position as a strategic manager in the North Central contributed to a potentially value-laden research context. This closeness to the project had its advantages however, in that, as an embedded participant he possessed significant pre-understanding of the formal and informal cultures and structures within the North Central division. It also provided for significant access to relevant information and individuals. However, as much as this closeness represented an advantage it also represented some disadvantages, in that the researcher was part of the culture and therefore, great care was needed in order to stand back and critically assess not only the articulated experiences of others but indeed his own experiences. It was necessary to be mindful not to make assumptions that could inhibit effective and necessary investigation. Therefore, the researcher accepted what Coghlan and Brannick (2005, p.62) suggested, that is, "you may think you know the answer and not expose your current thinking to alternative reframing."

In real terms, this meant that the researcher was constantly involved in analysing his own ongoing experiences during the research process as well as any theoretical and methodological presuppositions, a process that Coghlan and Brannick (2005, p.6) refer to as "epistemic reflexivity." This process was subsequently attended to by consistent note-taking, documenting of reflections, and a weekly socratic engagement with a doctoral level community of practice. The researcher's mindfulness of the disadvantages or dangers associated with such value-laden research coupled with the relevant literature, contributed to an understanding that the worthiness of findings in this context, "could be enhanced by a judicious combination of [researcher] balance between involvement and estrangement" (Hammersley 1993, p.219).

This research project was funded by An Garda Síochána. The initial proposal which was communicated to the executive of An Garda Síochána (specifically, Deputy Commissioner, Strategic and Resource Management) was accepted, and permission was granted to engage in the research project as an organisational issue, with a view to exploring the market-orientation performance relationship in a policing context within the Division of DMR North Central. Funding was awarded as part of an organisational education programme which was open to all members and designed primarily to enhance the qualifications of the individual and contribute to organisational knowledge. Funding was provided to cover the costs associated with the university's delivery of the doctoral programme only, with no additional funding for research activities. The experience and knowledge gained was subsequently fed back into the Garda organisation. The change in orientation associated with this study programme was independently evaluated on three separate occasions, and reports were submitted and considered by the organisation. All material changes to the policing approach were observable in action over a prolonged period, thereby affording stakeholders an opportunity to practically assess the change and make informed decisions. The independent assessments and the practical application of changes that were open to operational scrutiny addressed any conflict of interest associated with funding.

Broad, hybrid access as outlined in Saunders et al. (2012) was granted as part of the permission to conduct the research. This access included face-to-face interactions (to conduct interviews, focus groups, observations, or to administer questionnaires), phone conversations, access to internal current and historic data (documentation) and intranet access relevant to the agreed project. In the context of cognitive access, individual consent was requested from participants who were invited to take part in the research study. The extent of the access agreed was sufficient to complete the research project.

In the context of conducting research on the market-orientation performance relationship, the researcher broke with the norm of using the subjective perceptions of internal stakeholders only, engaged in a significant way with independent external stakeholders, and also exposed the programme to three

independent, external assessments. Data was collected through a combination of semi-structured interviews, a questionnaire, an examination of internal documents, and an exploration of organisational systems, processes and procedures within the North Central. A key concern and underlying principle of the research project was the concept of 'do no harm' (Easterby-Smith et al. 2008, as cited by Saunders et al. 2012). In this regard the researcher undertook, following completion of the study and upon request, to provide research participants with a summary report of the findings to be reviewed in terms of "credibility, transferability, dependability and confirmability" (Saunders et al. 2012, p.224). In the context of the concept of 'do no harm', the research was guided by the Data Protection Act (1988 and 2002); the Garda Síochána Code of Ethics; Dublin City University ethical requirements, and an understanding of ethical requirements as outlined in the literature, for example, Saunders et al. (2012, p.226) who state that "ethics refer to the standards of behaviour that guide your conduct in relation to the rights of those who become the subject of your work, or are affected by it." A submission to the research ethics committee of Dublin City University was also deemed to be acceptable and on that basis the research was conducted. In the context of those who became the subject of this research project, a strict deontological position was adopted. In considering risk, the research was guided by the Economic and Social Research Council's (ESRC) framework for research ethics (FRE 2012) which brings to the fore, issues including:

...the subjects personal, social, and political standing; privacy; personal values and beliefs; their links to the wider community; and where relevant, their positions within the organisational setting. (FRE 2012, p.27)

In line with the principles outlined in the framework for research ethics, the research was designed with a view to ensuring integrity, quality and transparency. An approach was adopted which ensured that participants were kept fully informed about the purpose, methods and intended possible uses of the research, what participation was voluntarily required from them and what risks if any, were involved. Anonymity was guaranteed to all participants. The approach to safeguarding participants included clearly articulating and setting out in written

format the choice that participants had regarding their engagement with the research, their right to withdraw from the process at any time, to refuse to answer any questions without any inference being drawn, or to modify the nature of the consent to participate. Sufficient information was provided in the 'informed consent form' (appendix F, p.492) , 'plain language statement' (appendix E, p.490), through discussion and supporting information sheet to ensure that participants reached a fully informed, considered, and freely given decision, about whether to participate or not.

To reinforce the concept of informed consent and to ensure that a real and unambiguous focus was maintained throughout, on matters of relationship with participants, stakeholders, peers and others, the researcher uncovered its modern genesis in the 10 point Nuremberg Code (1947). In this context, the modern concept of informed consent was found to have been developed as a consequence of the atrocities carried out on prisoners in Nazi concentration camps in the name of medical science. This research involved dangerous, often lethal experiments, and a number of doctors went on trial at Nuremberg accused of mistreating prisoners. Subsequently, the Nuremberg code of 1947 on research practice was devised. This was a ten point code designed to regulate biomedical research. The first principle focuses on informed consent. Later, the concept was imported into social science (Arksey and Knight 2007, p.129). This was one of the most important issues considered in preparation for conducting an ethically driven approach to completing this study. In this context, being guided by the story of human tragedy, the researcher embraced the argument that:

Ethics are an essential part of rigorous research. Ethics are more than a set of principles or abstract rules that sit as an overarching entity guiding our research...Ethics exist in our actions and in our ways of doing and practicing our research; we perceive ethics to be always in progress, never to be taken for granted, flexible, and responsive to change. (Davies and Dodd 2002, p.28)

Guided by such strong motivation to engage in ethical research practice the researcher did not consider participants as a means to an end but as active participants in shaping their own profession and/or environment. They contributed in real terms through their individual and collective innovation and

creativity, articulating their views and perceptions at the scheduled monthly meetings and implementing change following cycles of ideas, implementation, assessing/reviewing, changing and further implementation. They were formally made aware that the reorientation programme was also the subject of a research study with specific parameters and interests and this was reinforced and individualised when surveys and/or interviews were to be conducted. They were at all times informed that participation in the research project was an absolute matter of choice without prejudice, resulting in 33% of survey respondents choosing not to participate and seven individuals choosing not to participate in the semi-structured interviews. Participants were taken through the research process in a step by step fashion with an emphasis on illuminating any potential risks to them, including the provision of details on how their contribution would be anonymised and their identities protected. In this context, participant's personal details were separated from the data and replaced with a coding system which was stored in a secure location where access was restricted to the researcher only. Viewing the moral principles that guided this research as relational, and recognising the potential interpersonal impact on the inquiry, centred the inquiry on the people involved and contributed to what Kirkhart (1995, p.4) referred to as "interpersonal validity".

The approach to conducting this research addressed the challenges associated with the diversity of stakeholders, in particular with the issue of power dynamics. The stakeholder groups, which included a range of individuals from Government Ministers to young frontline police practitioners required that participants be managed in a particular way. For example, young frontline officers who could feel vulnerable to harm, exploitation, or merely be fearful of providing the 'wrong answer' to a senior officer received particular care (Seidman 1998). To test potential power dynamics, the pilot pretest of the survey instrument was conducted in two halves with fifty percent being administered by the researcher and fifty percent being administered by a trusted colleague of the participants and the results compared. Any discernable difference in responses were therefore detected and were used to inform the research approach. A similar approach was employed in respect of semi-structured interviews (N=4), except on this occasion, with fifty per cent of the pilot interviews being conducted by a colleague of Garda

Rank (a qualified PhD). Again, any discernible differences in responses were detected and were used to inform the research approach.

On the other hand, the researcher also managed the concept of interviewing-up, or, 'elite interviewing'. In reality, this meant that the researcher negotiated access and ensured that some participants involved, for example, Government Ministers, did not impose their "meta-communicative norms" (Yeung 1995, p.322) upon the process, that is, that he appropriately managed attempts to impose their own mind-set on the process or dominate it to such an extent as to render it useless in research terms. In this regard, the researcher exploited some identified positive aspects of his position such as those referred to by Gorinski and Ferguson (1997), as cited by Coghlan and Brannick (2005, p.65) which included, "accessibility, credibility, trustworthiness, commitment and familiarity with the research context."

As a member of the police service for many years and having been engaged in a detective role for a considerable period the researcher had significant experience in interviewing, including very sensitive interview contexts/situations. While this did not of itself, qualify him as a full academic, postgrad researcher/interviewer, coupled with previous academic endeavour, it did provide him with valuable experience regarding context, power differential, the interviewer-interviewee relationship, and technique, which all contributed to his capacity to relax and create a relaxing environment in such a context. As previously outlined, the researcher was diligent on all occasions to commence from a position of "*primum non nocere* – first, do no harm" (Marshall and Rossman 2016, p.162) and therefore, he maintained a heightened sensitivity to power dynamics, continuously making reference to the research value of both positive and negative accounts, and maintaining a chatty, informal environment while avoiding assumptions that could affect the process. For example, because of the researcher's familiarity with the operating environment some participants were inclined to make comments such as "*you know what I mean*" or "*you know yourself, you were there*" to which he always answered, "but everyone's experience is different, even if only slightly different". This maintained a focus on the participants understanding and allowed both the researcher and the

participant to explore the meaning of the questions and the answers involved, while ensuring that participants remained in ownership of their answers and maintained power and control over their own interpretations of experiences. Had the researcher not done this he could have interfered with the balance of power and missed out on rich data.

Internal participants differed in age, policing profile and period of time in the police service. In the context of service, eight internal participants had more than 30 years of policing experience, four had more than 20 years, seven had more than 10 years, while three had between 5 and 10 years of experience. Despite these differences however, all were treated with care and sensitivity regarding the interviewer-interviewee relationship with the issues of power dynamics being explored openly with each. In this context, the question schedule was formally used to prompt the researcher and address issues of power dynamics (Appendix 'C', p.478) with an introductory section that reinforced the message of honesty and the equal value of negative and/or positive experiences with the change in policing orientation. The researcher engaged in a discussion related to power dynamics with participants prior to commencing the interview, and in this context, the schedule (which was used in every interview) contained the information outlined below at the beginning of the schedule and at the end of the schedule when it was again raised with participants. In this context, each participant was informed that they could withdraw from the process at any time if they so wished. These two paragraphs were highlighted and underlined to stress their importance for the researcher and for the participants.

While the concept of power dynamics was discussed, the term was not explicitly used, as it was considered that it may create the wrong impression and therefore, the discussion explicitly focused on concepts such as participants being 'comfortable speaking openly and freely' about both positive and negative aspects of their experiences, the value of their contribution to the research, the preservation of their anonymity, their right to withdraw at any time and their right to pass on any question. The following three paragraphs represent a direct lift from the question schedule and are presented to show how the issue of power

dynamics was raised with participants right up to the last minute before interview and again immediately afterwards.

“There is no right or wrong answer to any question and the value to the research project can only be enhanced by capturing the individual opinions of people like yourself who have experienced the policing approach in the research setting of DMR North Central between 2009 and 2016. I would therefore encourage you to be frank and open in your answers so that the richness of your experience can be captured. In that context, there is neither a good nor a bad outcome for the research project as a whole based on an individual’s positive or negative experiences, the value is in the collection of accurate data based on your actual experience”.

**[Note to researcher] Where vulnerability is potentially deemed to be an issue open a discussion on power relations and discuss openly with the participant prior to any interview taking place. Also restate the option of non-participation with the content of the plain language statement and the informed consent form being read over and explained to the participant at the interview location. This step will be in addition to the participant being provided with a copy of the plain language statement and informed consent form prior to engaging with the interview process.**

**[2<sup>nd</sup> Note to researcher – Power Dynamic debrief] Where vulnerability is potentially deemed to be an issue re-open a discussion on power relations and discuss openly with the participant any power dynamic issues that may have been present during interview. Also restate the option of non-participation with the content of the plain language statement and the informed consent form being read over and explained to the participant again. This step will be in addition to the participant being provided with a copy of the plain language statement and informed consent form prior to engaging with the interview process.**

Many of the external participants had significant public profiles and were well used to being interviewed by the press and the public. They were also well practiced at meeting and addressing the public and were used to taking control

of interviews and engagements. When preparing for these particular interviews the researcher offered to meet participants at a location of their choice where they would be more comfortable in terms of allocating sufficient time to the process, he also considered their potential to relax and engage more openly in different or familiar surroundings where they were no longer in a public setting/context. Some participants subsequently chose to engage with the interview process in settings of their own choice. Before commencing each of the 'elite' interviews the researcher briefly engaged with participants in a general discussion around the topic areas with a view to establishing his competence and credibility by displaying a knowledge and understanding of the topics, while creating an informal chatty environment prior to engaging with the question schedule. The researcher was conscious not to allow a transfer of control of the interview by strong participants and to this end, he continuously brought the interview back on track by actively and skilfully referring back to the schedule. When interviewing in his own environment the researcher offered to make tea and/or coffee for every participant and fresh water was provided in every case. When necessary, the researcher often intervened with an offer of refreshments to refocus an interviewee. The interview setting was bright, warm and nicely furnished with a comfortable seat for each party, separated by a low table where refreshments were available and interviews could be comfortably recorded.

### 3.10 Generalisation

The current research is highly contextualised and therefore, the case is not conceived of as a sample that is "representative of a wider population of cases to which case results are generalised in order to test or develop a theory" (Roche 1997, p.127 citing Yin 1994). There is no presumption that the findings contained within this single case study generalise directly to a population of cases, merely that they are thought of in terms of validating with a theory that does seek to generalise to a population of cases (Roche 1997). This reflects the concept of analytic generalisation where "the investigator is striving to generalise a particular set of results to a broader theory, rather than to a population as in statistical

generalisation” (Yin 1994, p.36). According to Firestone (1993) as cited by Perry (1998, p.790), “to generalise to a theory is to provide some evidence that supports a theory but not necessarily proves it definitively.” In this context, the retroductive approach to case study research is “consistent with the realism paradigm’s search capabilities” which are associated with analytic generalisation, rather than regularities which are associated with statistical generalisation (Perry 1998, p.790). This is a position supported by Easton (2010) who suggests that:

...case studies, like experiments, are generalisable to theoretical propositions and not to populations and universes. In this sense, the case study, like the experiment, does not represent a ‘sample’, and the investigator’s goal is to expand and generalise theories (analytical generalisation) and not to enumerate frequencies (statistical generalisation). (Easton 2010, p.126, citing Yin 1989, p.21)

From the critical realist perspective that underpins this research, “expansion and generalisation come from identifying the deep processes at work under contingent conditions via particular mechanisms” Easton (2010, p.126). In practical terms, this means that “the best explanation, that is the most consistent with the data, is what is being sought” (Easton 2010, p.126).

### 3.11 Chapter summary

This chapter addresses the development of knowledge and the nature of that knowledge in the context of a critical realist perspective which underpins the approach and complements the case study strategy employed. It outlines the methods and instruments available and why certain instruments have been identified as appropriate for this study and sets out the approach to analysis. It also sets out the steps taken to ensure that the research is valid and reliable. Having addressed the development of the research questions, this chapter has outlined the appropriateness of conducting complex, partially integrated, mixed-methods research with a multi-phase research design, that is, sequential mixed-methods research, where qualitative research is followed by quantitative research, which is followed by further qualitative research, that is, a combination of exploratory and explanatory research (Saunders et al. 2012). The chapter has

highlighted research questions which remain unresolved in the literature and has identified and discussed the research approach being adopted with a view to answering those questions.

The chapter further outlines how the technique of interviewing key participants has been identified as the most appropriate method of capturing rich, varied and valuable narratives concerning the perceptions associated with the transition from a traditional model of policing to a community/customer-orientation. The chapter also outlines how and why this phase of the research design follows an extensive exploratory phase which includes significant engagement with the extant literature and interviews with subject matter experts. The chapter outlines how a quantitative method (survey) is employed to inform, direct and support the qualitative research and to indicate the current state regarding the level of market-orientation in the DMR North Central in 2016. It describes in detail how the overall research adopts a retroductive, mixed methods sequential approach underpinned by a critical realist philosophy. The chapter concludes with an acknowledgement of the value that continuous comparison with the real-world environment provided in facilitating triangulation, while engagement with key participants was on-going. It also highlighted that the research project was attempting to generalise a particular set of results to a broader theory, rather than to a population as in statistical generalisation and that it was in pursuit of 'the best explanation' that is, that which was the most consistent with the data. Deploying this research strategy was deemed appropriate in the context of conducting exploratory research into the market-orientation performance relationship in a policing context and its implications for police reform.

## CHAPTER FOUR

### A CONTEXTUAL PROFILE OF D.M.R. NORTH CENTRAL 2009-2016

#### 4.0 Introduction

The Garda Síochána Division of Dublin Metropolitan Region (DMR), North Central is one of the busiest policing divisions in the Republic of Ireland covering eighteen square kilometres of Dublin's north inner city. The division plays host to a significant transient population on a daily basis as it serves a catchment area with a broad mix of activity including, major retail; commercial; public administration; defence, tourism and residential housing. An analysis of weekly footfall presents a range of activity across the year from the highest to the lowest level and shows for example that in January 2016 (week 2) the footfall recorded approximately 2,651,983 people representing the lowest weekly count, while December 2016 (week 50) recorded approximately 3,705,248 people representing the highest weekly count that year (Dublin Town 2017). The division includes, Garda Headquarters; Army Headquarters; the Kings Inns (School of Law); the Criminal Courts of Justice; the Family Law Courts and the Children's Court. It is home to a number of national venues including, Croke Park Stadium with a capacity of 82,500; the 3 Arena with a capacity of 13,000; the National Convention Centre with a capacity of 5,000 and Dalymount Park with a capacity of approximately 3,200. It also includes critical infrastructure such as Busáras the central bus station for intercity and regional bus services; Connolly Station a major focal point in the Irish rail network and the Port Tunnel Hub which is a road traffic tunnel that connects Dublin Port to the M1 Motorway. It also hosts Dublin Port, which facilitates 42% of all Irish exports and is home to eight upper tier Seveso sites; Mountjoy Prison; St. Patrick's Institution; the Dóchas Centre Women's Prison; Arbour Hill Prison and four main hospitals, that is, the Mater, Temple Street, Rotunda and St. Brendan's. The division also includes the historically significant General Post Office (GPO), the Garden of Remembrance,

the National Writer's Museum, the Department of Education and Skills, the Department of Employment Affairs and Social Protection and the Department of Housing, Planning and Local Government.

#### 4.1 Economic profile

The two main economic sectors in the area are 'Commerce' and 'Public Administration & Defence'. The largest commercial employer is the Irish Financial Services Centre (IFSC) which is one of the world's leading financial services centres and one of the leading hedge fund service centres in Europe, employing approximately 38,000 persons (IFSC 2018). The second largest commercial employer is the retail industry which includes approximately 4,000 shops and 10 department stores/shopping centres in the city centre providing approximately 4.8 million square feet of on-street retail space (Irish Times 2008). The third most important commercial sector is tourism, with the Dublin Region now attracting the largest numbers of tourists in Ireland with nearly five million tourists visiting Dublin in 2015 and generating approximately €1,7 billion in tourist revenue (Fáilte Ireland 2015). The second-largest sector of workers in the city centre is in Public Administration and Defence, the vast majority of which are civil servants employed in Government Departments. Of the 15 Government Departments, 13 are headquartered in Dublin city centre.

#### 4.2 Residential profile

In July 2009, using 2006 census data a segmentation strategy was deployed with a view to gaining a better understanding of the customer base within the division (An Garda Síochána 2009). This data showed that the total population in the division at the time of the census was 71,814 with approximately 22,394 or 28% of the population being characterised as living in areas that were disadvantaged, very disadvantaged and extremely disadvantaged combined. Of that number, it indicated that 8,442 or 11% could be characterised as living in areas that were

deemed to be extremely disadvantaged. 13,009 or 16% of the population were characterised as living in areas that were affluent or very affluent (see Table 4.1 below).

Table 4.1 Analysis of statistical data – DMR NC Division census data 2006

POPULATION FIGURES	FIGURES	PERCENTAGE OF TOTAL POPULATION
Total Population	79,814	100%
Population that is characterised as living in areas that are; <i>extremely disadvantaged</i> .	8,442	11%
Population that is characterised as living in areas that are; <i>disadvantaged, very disadvantaged and extremely disadvantaged</i> combined.	22,394	28%
Population that is characterised as living in areas that are; <i>affluent or very affluent</i> .	13,009	16%
<b>Total Population:</b>	<b>79,814</b>	<b>National Figures</b> 4,239,848
Adult Population:	70,540/88.4%	
Young Dependents:	9,274/11.6%	
Old dependents:	7,711/9.7%	
Non-Irish nationals:	21,930/27.5%	414,512
Families with dependent child:	5,278	
Lone parent households	2,397	189,171
Lone parents ratio (Lone parent households as a percentage of all households with children):	45.4%	25.2%
Population with no formal or primary education only:	9,812	514,085
Percentage of population who stated their education and have no formal or primary education only:	20%	18.9%
Total Number Unemployed:	6,418	150,084
Unemployment Rate	13.4%	8.5%
Percentages of those with Low Social Class who stated their Social Class	17.7%	
People with a disability:	8,269/10.4%	393,787
Local authority tenants:	4,441	105,509
Proportion of local authority rented in all permanent private households	15.9%	7.5
<b>RELATIVE DEPRIVATION INDEX SCORE</b>	<b>-4.73</b> <b>marginally below average</b>	<b>2.1</b> <b>marginally above average</b>

Source: Report on the Deprivation and Affluence within the North Central Garda Division (July 2009). An Garda Síochána, DMR North Central (2009).

A subsequent exploration of the 2011 census data showed an increase in population of 14,850 bringing the total to 86,664 persons' resident in the division. This figure included 9,683 aged 14 years or younger, and 7,404 aged 65 years or older. The division was shown to be home to a non-Irish National population of approximately 26,898 or 31% of the total population in the area. A total of 7,287 of the resident population were shown to have left school at or before the age of 15 years and lone parent households were estimated to be 4,210. Local authority tenants numbered approximately 10,879 and a total of 9,746 people resident in the division were identified as being unemployed, representing 12.66% of the

employable number. The number of resident persons with disabilities was estimated to be 11,822 (An Garda Síochána 2015).

The eclectic mix that made up the North Central division, combined with the level of social disadvantage in the area, provided significant challenges for the policing team who formally committed in their policing plans to enhancing economic activity and improving the quality of life for those who lived, worked or visited the area (An Garda Síochána 2009). Since the commencement of austerity in 2009 a results oriented, target driven policing strategy was pursued in the DMR North central with a view to achieving the divisional aim, 'To generate, disseminate and be responsive to information and intelligence pertaining to the current and future needs of customers and stakeholders to improve quality of life in our community' (An Garda Síochána 2009).

#### 4.3 Local context, past and present

The past and present environmental context of Dublin's north inner city is well documented. The 1970s, 80s and 90s represented a challenging period in that part of Dublin City with working class areas developing significant drug problems, mainly represented by heroin use, which adversely affected families and whole communities (Doyle 2014). The widely accepted social inequality and marginalisation that existed in the area was exacerbated by high rates of unemployment brought about by the changing nature of dockland operations which represented the backbone of employment in the area. The loading and unloading of cargo was substantially replaced over time by containers and roll-on/roll-off ferries and thus, from the 1950s onwards dock workers found themselves unskilled and subsequently unwanted in the new environment (Breen and Rees 2009).

The failure of the state response to these social issues resulted in further alienation of an already marginalised community (Doyle 2014; Mulcahy and O' Mahony 2005; Connolly 2002; O' Gorman 1998) which ultimately contributed to

the development of social movements such as the Concerned Parents Against Drugs (CPAD) in the 80s and the Coalition of Communities Against Drugs (COCAD) in the 90s (Lyder 2005; O' Gorman 1998). These movements emerged out of local frustration at open drug dealing, associated antisocial behaviour and the inability or unwillingness of An Garda Síochána to address these emerging issues (Lyder 2005). Such movements gave rise to marches on the homes of known drug dealers where forced evictions took place, resulting in negative media coverage and accusations about criminal and political elements driving the approach (Doyle 2014). The perceived negative response by An Garda Síochána to the activities of CAPD and COCAD set the scene for the Community/Garda relationship into the late 1990s which saw the establishment of the Community Policing Fora (CPFs) to facilitate communication between local state agencies and communities and to develop a coordinated strategy in responding to drug dealing and drug-related antisocial behaviour (Connolly 2002). It was in this context that the north inner city CPF was established in 1999 (Connolly 2002). This CPF has been active in the North Inner City since its establishment.

There is some evidence to suggest that improvements were made regarding Garda Community relations in the North Inner city in the intervening years and in this context, Connolly (2002) concluded that:

...community and state led responses to the problems being confronted have been greeted in subtle and complex ways by local residents. A number of meetings held under the auspices of the Community Policing Forum, involving local residents, youth workers, Gardaí, Probation Officers and others sought to tease out these complexities and agree on proportionate responses. (Connolly 2002, p.96)

Despite Connolly's (2002) assertions and conclusions however, there is continuing evidence to indicate that significant challenges remained at the outset of the new approach to policing, both in terms of ongoing drugs, crime and antisocial behaviour issues, and regarding the level and nature of engagement between An Garda Síochána and the local community.

#### 4.4 The broader policing context during the period under examination

In addition to the challenges associated with the local divisional context, An Garda Síochána as an organisation had been embroiled in controversy from 2012 onwards. As a consequence of these controversies, the Garda Commissioner retired from An Garda Síochána with immediate effect on the 24<sup>th</sup> of March 2014, following which, the Taoiseach announced the establishment of a Commission of Investigation under the Commission of Investigation Act 2004. The Commission was charged with investigating a number of matters of significant public concern that had been brought to the attention of Government (Fennelly 2015). In the context of providing a clear picture of the environmental context over that period, the Commission noted that it was important to record a number of events which occurred in the period preceding the Commissioner's retirement which, it suggested, formed the background to the events which ultimately led to the Commissioner's retirement. These events contributed to the overall policing context and particularly the publics' perceptions of the police for a considerable period during this research project (Fennelly 2015). The events referred to include:

- Allegations of abuses and corruption in the fixed-charge processing system (FCPS) in September 2012 and the confidential disclosure of information extracted from a Garda Síochána data base in July 2012 by a Garda whistle-blower.
- Remarks made by the Garda Commissioner at the Oireachtas Committee of Public Accounts (PAC) on the 23<sup>rd</sup> of January 2014 relating to a Garda Sergeant whistle blower.
- The announcement by the Minister for Justice on the 27<sup>th</sup> of January 2014 that he was referring the whistle-blower allegations to the Garda Síochána Ombudsman Commission (GSOC) for investigation.

- Reports that the Garda Confidential Recipient was relieved of his duties on the 20<sup>th</sup> of February 2014 by the Minister of Justice.
- The appointment of a Senior Counsel on the 27<sup>th</sup> of February 2014 to investigate a number of specific allegations of Garda misbehaviour made by a whistle-blower.
- Media reports of alleged unlawful surveillance of the Garda Síochána Ombudsman Commission in February 2014 and the appointment of a retired High Court Judge on the 19<sup>th</sup> of February 2014 to conduct an independent inquiry into the matter.
- The publishing of a report by the Minister on the 12<sup>th</sup> of March 2014 which was critical of the FCPS system finding that there were 'consistent and widespread breaches of policy'.
- Responses from the Taoiseach, Tánaiste and senior Ministers regarding the treatment of whistle-blowers and the remarks of the Garda Commissioner to the PAC which remained the centre of media attention throughout March 2014.
- Comments by the Tánaiste on the 24<sup>th</sup> of March 2014, in response to public questioning, that 'it would be helpful if the comments of the Minister of Justice and the Garda Commissioner were withdrawn.' (Fennelly 2015, p.117-121).

Following the Garda Commissioner's retirement on the 24<sup>th</sup> of March 2014, the Minister for Justice, Equality and Defence resigned on the 7<sup>th</sup> of May 2014. In the wake of these events, the new Justice Minister demanded 'urgent and fundamental change in the structure and culture of An Garda Síochána, stating that 'the public image of the Garda had become tainted by "massive controversy and public mistrust" (Irish Independent 2014, p.1). Controversy associated with these matters continued over the period of the current research and in this context, the new Commissioner retired with immediate effect on the 10<sup>th</sup> of September 2017. The position was held on an interim basis by a Deputy Commissioner until the formal appointment of an outside candidate in June 2018, the first time in the state's history. In addition, on the 7<sup>th</sup> of October 2016 a retired High Court Judge was appointed by government to investigate ongoing issues

associated with the treatment of whistle-blowers and this tribunal of inquiry continued into 2018.

This outline presents a snapshot of the organisational backdrop and policing environment during the period under examination. In addition to this, in early 2016, the North Central division was rocked by a gangland feud which claimed the lives of four persons in four months. This significantly raised fears in the local community and resulted in a realignment of police resources with a view to preventing further deaths (Irish Times 2016). All of the interviews conducted as part of this research took place in the overall environmental context as outlined above.

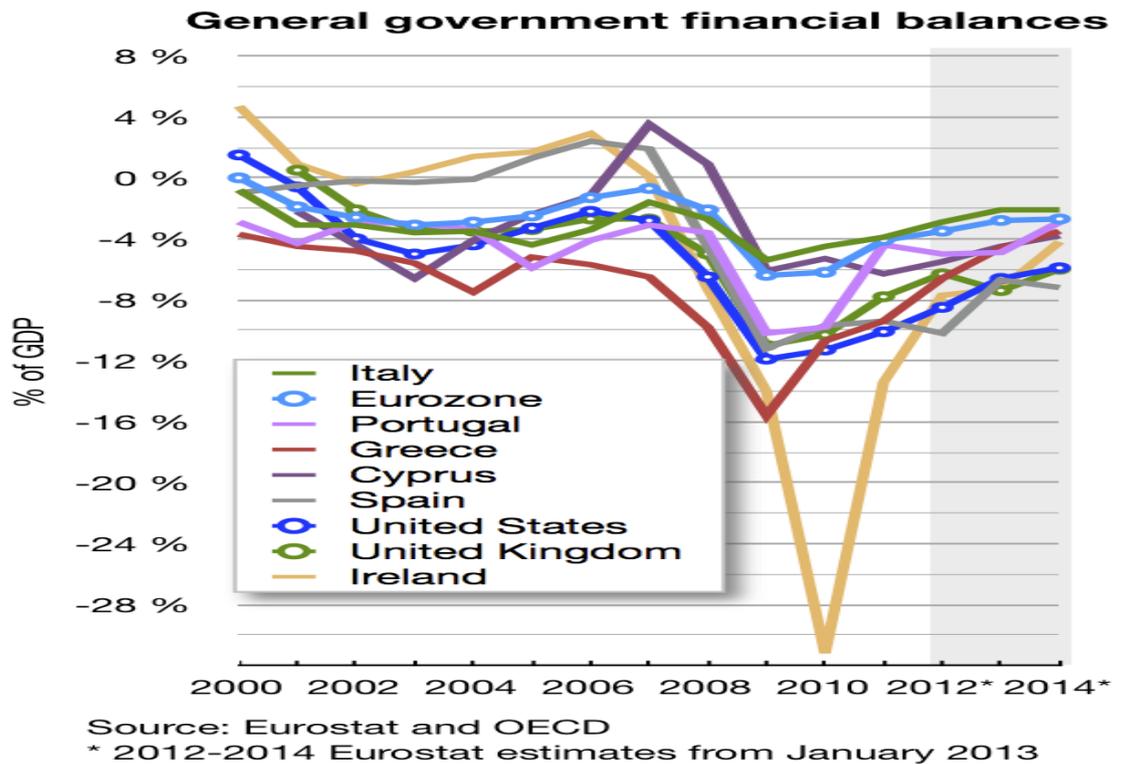
#### 4.5 Rationale for change in 2009

It was against a backdrop of austerity; diminishing resources; reducing salaries; increasing customer expectations; business planning; greater community engagement, and police reform towards a community orientation, that a reform programme commenced, which was based on the deliberate engendering of a market-orientation in the policing context of the North Central division. The intention was to achieve this by employing a behavioural market-orientation construct to facilitate the transition while focussing on the antecedents and potential consequences associated with such an orientation (An Garda Síochána 2015a). At the commencement of the change in orientation (2009), the context nationally and in the North Central division was one of severe financial difficulty, characterised by a systemic banking crisis and a significant economic adjustment (Woods and O'Connell 2012) as displayed in Figure 4.1 below. The Irish public finances were in distress and public services were experiencing deep budget cuts; increased taxes; recruitment moratoriums; and severe pay cuts. Whelan (2013) stated that:

From late 2008 onwards, there has been a series of contractionary budgets. Public sector pay has been cut by significant amounts, income taxes and VAT rates have been raised, non-welfare current spending has been cut back and capital spending has been slashed.

Taken together, these budgets have implemented a total amount of discretionary tax increases and spending cuts of €28.8 billion. These adjustments are the equivalent of 18 percent of 2012's level of GDP or €6,270 per person and represent one of the largest budgetary adjustments seen anywhere in the advanced economic world in modern times. (Whelan 2013, p.10)

Figure 4.1 Irish economic context during period under examination



In the context of local resources, Table 4.2 below shows the point in time difference in Garda personnel figures in the North Central division at the 31<sup>st</sup> of January 2009 and the 31<sup>st</sup> of January 2016. Table 4.2 shows that the division was operating with a reduction of 120 Garda members between the two dates with the majority of those losses taking place between 2011 and 2015. Total expenditure in the North Central division was reduced from €54,909,473:00 in 2008 to €51,313,012:00 in 2010. This included a reduction in the overtime budget from €6,981,853:00 to €4,232,890:00 over the same period (An Garda Síochána 2011). This had the effect of reducing Garda visibility in the area and challenging community and customer confidence in the Garda service. Additionally, in 2011 Fitzgibbon Street Garda Station, which was one of the three district headquarters in the division was closed and remains closed to date.

Table 4.2 DMR North Central Resources 2009 and 2016

North Central	Chief Superintendent	Superintendent	Inspector	Sergeant	Garda	TOTAL
31-01-2009	1	4	19	95	591	710
Incentivised career break	0	0	0	0	0	0
Total Available	1	4	19	95	591	<b>710</b>
31-01-2016	1	4	12	85	488	590
Incentivised career break				1	17	18
Total	1	4	12	86	505	608
Total Available	1	4	12	85	488	<b>590</b>

An Garda Síochána allocation of personnel – DMR NC, Jan 2009 and Jan 2016. Source: An Garda Síochána HR&PD (Oct 2016)

While the purpose of the change in policing approach was to explore the effectiveness of employing a market-orientation construct as a framework for transitioning from a traditional reactive model of policing to a proactive community orientation, the driving force was a deep desire to avoid further alienating the community by reinforcing the inside-out, traditional approach in order to weather the storm of austerity. As a consequence of a broad and deep engagement with the relevant literature and considerable experience with police reform programmes, it was anticipated that such an approach would afford new insights and so inform policy and practice in achieving the required reform and delivering on the vision of the DMR North Central, to be:

...the standard setter in customer oriented policing and to generate, disseminate and be responsive to information and intelligence pertaining to the current and future needs of customers and stakeholders to improve quality of life in our communities. (DMR North Central Policing Plan 2009)

In this context, the DMR North Central division was subsequently awarded a European best practice certificate for customer-oriented policing in 2015 by the European Institute for Public Administration (EIPA) under its European Public Sector awards programme (EPSA), and was one of three initiatives across the European Union in 2015 to be nominated for the overall public sector ‘European Excellence Award’ in that year. In the context of becoming the standard setter in customer oriented policing, the DMR North central identified the public at large

as representing consumers/customers of the policing service, and then included, all those who could significantly influence the success or outcomes of the policing programmes, and considered them as customers also, meaning that a wide range of key stakeholders were identified as core customers, as they were deemed to have the capacity to influence the outcome and had additional knowledge, understanding and experiences of police services (Donnelly et al. 2006, p.99).

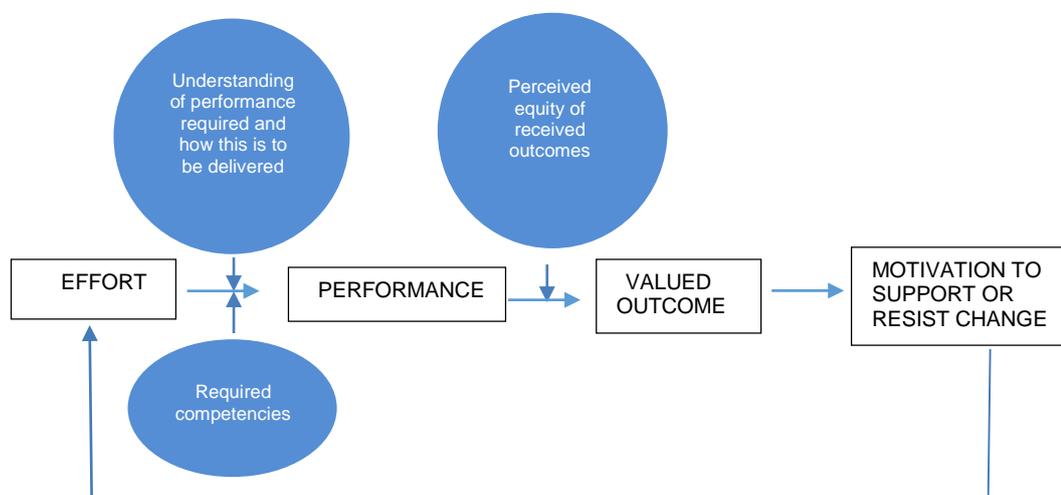
The decisions made regarding stakeholders was in line with the theory, which indicates that managers should make decisions so as to take account of the interests of all stakeholders in a firm. And stakeholders include all individuals or groups who can substantially affect the welfare of the firm: not only their financial claimants but also employees, customers, communities, government officials and all other constituencies (Beer and Nohria 2000, citing Jensen 1998, p.38; Clarkson 1995; Freedman 1984). Jensen (1998) suggests that this stakeholder theory is unassailable and is completely consistent with value maximisation, that is, enhancing the long-term value of the enterprise in asking the question – what behaviour will get the most out of society's limited resources – not whether one group is or should be more privileged than another (Beer and Nohria 2000, citing Jensen 1998, p.42). In a policing context, value creation, [for example, enhanced public confidence and/or trust] gives management a way to assess the trade-offs that must be made among competing constituencies, and allows for principled decision making independent of the personal preferences of managers (Beer and Nohria 2000, citing Jensen 1998, p.51). Additionally from a policing perspective, normative or ethics-based theories of stakeholder management, which espouse that the interests of all stakeholders have intrinsic value and should be taken into account when implementing change, have relevance (Hayes, 2007). These theories hold that many stakeholders' claims are based on fundamental moral principles unrelated to the stakeholders' instrumental value to the organisation (Berman et al. 1999). Therefore, in the context of a transition to a community orientation in policing, the new moral commitment to the centrality of the community/customer provides the basis for managing stakeholder relationships, as a consequence of which, stakeholders and the organisation should experience positive outcomes. When focussing on stakeholders in a change context however, the challenge for managers is to identify the power, commitment and

attitude of stakeholders towards the change and then influencing those stakeholders to support the change (Grundy 1998). In this context, it has been suggested that an important aspect includes:

- Winning the support of those who oppose the change and who have the power to influence the outcome
- Increasing the influence of those stakeholders who are already supportive
- Reducing the influence of powerful blockers
- Building a coalition of supportive stakeholders who will be prepared to work together to support the change
- Fragmenting existing coalitions who are antagonistic towards the change
- Bringing new sponsors or champions into play (Hayes 2007, pp.164-165)

In assessing how stakeholders will respond to change Hayes (2007) suggests identifying how the change will affect the availability of valued outcomes in the changed situation.

Figure 4.2 An expectancy model of the motivation to support or resist change



An expectancy model of the motivation to support or resist change (Hayes 2007, p.209)

In the context of identifying the effect on valued outcomes, change managers need to:

- Be aware of the kinds of outcome that are valued by the stakeholders who will be affected by the change

- Have some understanding of the extent to which the current situation provides these outcomes
- Have some understanding of the extent to which valued outcomes will be (at least potentially) available in the changed situation (Hayes 2007, p.209)

It has been suggested that this assessment will provide a useful first indication of the extent to which stakeholders will support or resist change (Hayes 2007). The current research indicates that a keen focus was maintained on key stakeholders, who were treated as a unique customer segment by the police in the research setting (see section 4.8 below). The exploration of a new system of policing in the DMR North Central was undertaken in the context of police reform, improved performance for the division, better outcomes for its people, and better outcomes for its customers/stakeholders. It was hoped that such an approach would also enhance legitimacy and public confidence in the police in the North Inner city (An Garda Síochána 2015b). Documented processes and procedures, the perceptions of key stakeholders, and independent external reports by EIQA (2015), EPSA (2015) and KC Consulting (2017), show that the change in approach required engagement in activities geared towards developing an understanding of customers' current and future needs and the factors affecting them, sharing this understanding across units and the various units engaging in activities designed to meet those customer needs. An integrated construct based on behaviours and processes was used as a framework for the deliberate engendering of a community/customer-oriented policing approach (An Garda Síochána 2015b). Market segmentation, targeting and positioning was adopted with a view to improving performance and enhancing public confidence (An Garda Síochána 2015a; An Garda Síochána 2015b; EIQA 2015). A series of process maps and workflow charts were produced to illustrate the change and restructuring required to accommodate this approach.

The DMR North Central division engaged in a process of segmentation, followed by targeting of each customer/stakeholder group with a view to generating information pertaining to their current and future needs. In this context, a survey instrument was developed between Garda members and external stakeholders,

which was administered to more than 15,000 customers and stakeholders by way of face to face interviews in the North Inner city area (EIQA 2015; EPSA 2015; KC Consulting 2017). Key issues and needs identified during the process required the police to focus on drugs; anti-social behaviour; violent crime; property crime; traffic disruption; begging; littering; homelessness and loitering. The identified needs were subsequently mapped onto a geographic segmentation of the division and became the responsibility of individual Garda members who were tasked with applying a problem solving approach to these issues. Key stakeholders, victims and offenders were segmented into individual groups and were then serviced according to their needs. The internal databases in the divisional community policing office (DCPO) provide evidence that the division engaged in continuous generation of information from stakeholders and customers and disseminated that information between policing departments and key individuals in order to craft and deliver individualised responses to them (An Garda Síochána 2015a; An Garda Síochána 2015b; EIQA 2015; KC Consulting 2017). This approach to customer-oriented policing was independently assessed in February 2015 by Excellence Ireland Quality Association (EIQA) and the division was awarded the 'Q' Mark for Quality Management Systems Level 2. The EIQA assessment reported that:

...the programme of change they have embarked on since 2009 has delivered significant internal improvements in the way the division operates and that the market-orientation of this approach, which is a departure from traditional models of policing, has already delivered improved results in crime and quality of life outcomes. (EIQA 2015, p.4)

This customer-oriented approach to policing represented a new way of doing business, a change of policing system that required strong leadership commitment; reengineering of systems, processes and procedures; redesigned interdepartmental dynamics; and customer/stakeholder management systems (An Garda Síochána 2015b). This finding was reinforced by KC Consulting (2017) who found that:

A system change with community policing at its core was introduced in DMR North Central during the period and provides a possible model for the future, even in rural areas. (KC Consulting 2017, p.29)

## 4.6 General and specific objectives

The objective of the approach was to apply marketing theory to policing practice in an attempt to solve a policing problem. The review of literature, however, identifies that the few previous studies in this area have focused on examining current practice with a view to identifying any existing evidence of marketing or market-orientation practices within the prevailing policing approach (Drummond et al. 2000; Mawby and Worthington 2002). This case study is different, in that, the managers and employees in the DMR North Central reengineered practices, procedures and behaviours by the application of marketing theory as a change agent. In the context of measuring the effect of such an approach, the literature again focuses on the current state by the use of such metrics as the MARKOR or MKTOR scales as developed by Kohli, Jaworski and Kumar (1993) and Narver and Slater (1990) respectively. MARKOR was used in this case to assess the new state following a change programme that was guided by theory associated with the market-orientation performance concept. The objective of the new policing approach was to deliberately engender a market-orientation with a view to delivering on the political and economic imperative to 'do more with less' in an age of austerity, and thereby exploit the performance improvement commensurate with such an orientation. The specific objectives were to develop the structure and systems to deliver on a customer-centric policing strategy with a view to improving:

- The overall performance of the DMR North Central Division
- Innovation and creativity in the approach adopted to achieve an increase in overall performance.
- The quality of service as perceived by customers and stakeholders.
- The satisfaction of customers and stakeholders.
- Individual employee commitment to the customer and/or stakeholder.
- Collegiality and motivation of employees.
- Individual performance of Garda employees.

- Customer's perceptions of the police in the North Central.
- Public confidence in the police in the North Central.
- The reputation of and support for the police in the North Central.
- The performance of the police in the North Central compared to other similar Garda Divisions. (An Garda Síochána 2015b; DMR NC Policing Plans 2009-2016).

The overall objective was to make a difference in the lives of customers and communities by engaging in a customer-oriented approach to policing which could deliver medium and longer-term benefits for them. The independent EIQA (2015) assessment report stated that:

...the leadership team have demonstrated a passion for making a difference, based on a belief that prevention of crime through gathering data and taking a customer oriented approach to policing is what will deliver real long-term benefits for customers, and that all key stakeholders were unanimous in their support for the changed approach to policing. (EIQA 2015, p.4)

Further evidence of this approach is contained in KC Consulting (2017) who reported that:

The North Central division is a leading example of good practice in establishing effective engagement processes to meet the needs of local communities and provide feedback. (KC Consulting 2017, p.27)

#### 4.7 Input / resources utilised / allocated

The process of making the transition using a behavioural market-orientation construct required significant restructuring and reallocation of resources to deliver on the strategy (An Garda Síochána 2015a; EIQA 2015; KC Consulting 2017). Processes, procedures and internal documents (process maps, workflow charts, policing plans, presentations and evaluations in action) from this period, show how the entire division was mapped out to the level of between 150 and 200 households with stakeholder/customer profiles developed for each area using

census data, crime and quality of life data and a national deprivation index. Furthermore, deployment records illustrate the redeployment of personnel from positions existing at that time to new functional areas; the downsizing and reconfiguration of the traditional structure; the reallocation of significant resources to support the new approach; and the deployment of personnel working different hours and taking ownership and responsibility for defined areas and issues (EIQA 2015; EPSA 2015; KC Consulting 2017). Specialist units, detectives, drugs units, task force personnel and traffic personnel all formed part of the new integrated policing system with a view to efficiently and effectively sharing and considering customer and stakeholder information (An Garda Síochána 2015b). The independent EIQA assessment report stated that:

The deployment of the customer oriented strategy has required restructuring and reallocation of resources, with changed work practices, different working hours and increased ownership and responsibility for specific areas. (EIQA 2015, p.7)

This description is reinforced by KC Consulting (2017) who reported that:

In many locations [Named Garda Districts] members attached to community policing units are substantially lower than they once were...on the other hand, and despite austerity the number of community policing Gardaí in DMR North Central has increased substantially since 2009. (KC Consulting 2017, p.11)

#### 4.8 Implementation - Structure, processes, management and communication

Implementation of the new approach was grounded in the need to deliver on the concept of a market-orientation as defined by Kohli and Jaworski (1990). In the context of the North Central division, the approach is defined as:

...the organisation-wide generation of market intelligence pertaining to current and future customer needs, dissemination of the intelligence across departments, and organisation-wide responsiveness to it.' (DMR North Central policing plan 2015; An Garda Síochána 2015a; An Garda Síochána 2015b)

An integrated policing system was developed with a view to generating the necessary customer information, disseminating that information throughout the division for consideration by senior management and specialist units, and then restructuring the division over a four to five-year period with a view to developing the capacity and flexibility to appropriately deliver the required response day in and day out (An Garda Síochána 2015a; An Garda Síochána 2015b). Internal Garda documents and onsite observation and evaluation provide evidence that divisional communications were centralised into a planning and tasking facility and both the reactive emergency response and the proactive customer-oriented system were co-located in the divisional headquarters (see Figures 4.3 and 4.4 below).

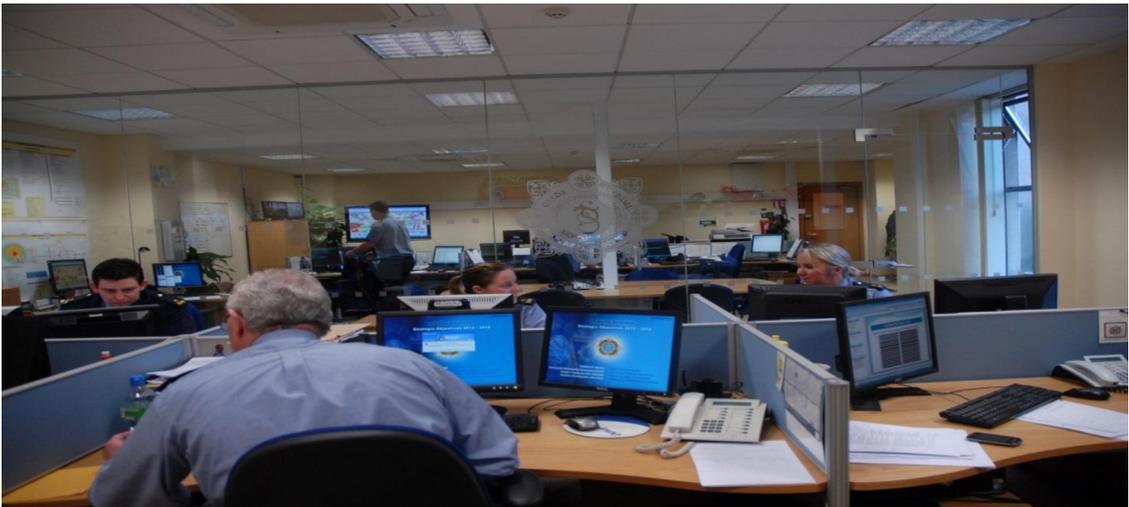
Customer issues and information were logged and tasked directly to the Garda members with responsibility for individual areas and were additionally forwarded to the senior management team and to local supervisors and specialist units in real-time via an intranet, thereby facilitating solutions and resource input from all pertinent internal stakeholders. The information management system presented in Figures 4.3 and 4.4 below facilitated a dialogue in real-time between the senior management team, customers and/or Garda members on specific and emerging customer and stakeholder issues. Information generated by staff attached to this Divisional Community Policing Office (DCPO) was forwarded directly to the mobile phones of senior managers and supervisors throughout the day, facilitating an immediate response to emerging and ongoing customer and stakeholder needs (An Garda Síochána 2015a; An Garda Síochána 2015b).

Figure 4.3 Reallocation of resources - Information management



Divisional Community Policing Office (DCPO) and Planning and Tasking Unit (PTU) 2012. Source: DMR North Central presentation to EPSA 2015

Figure 4.4 Reallocation of resources - Information management



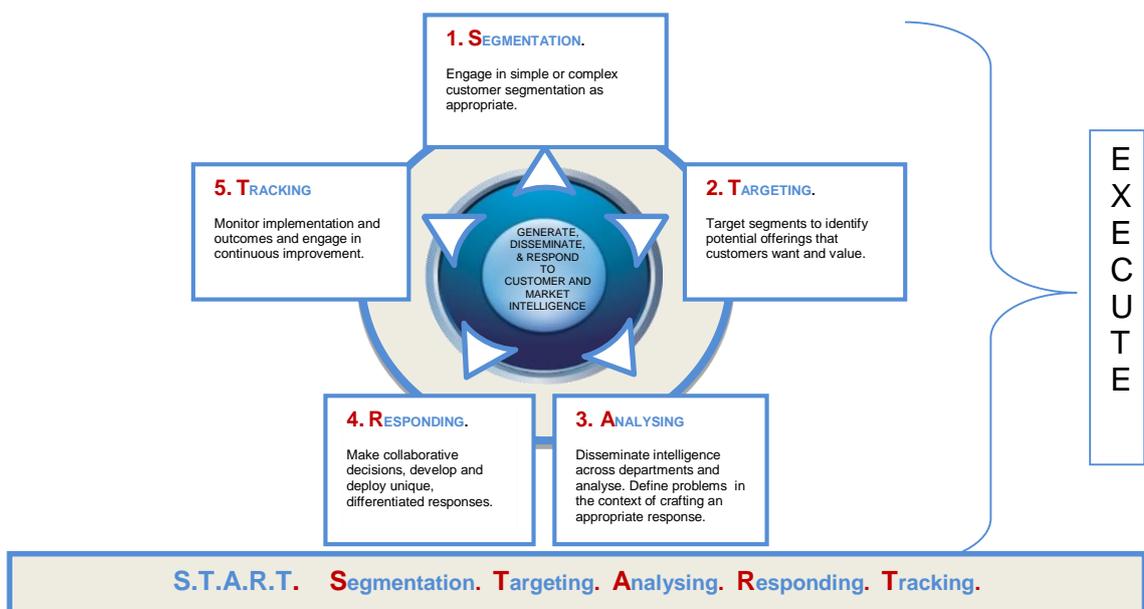
Divisional Community Policing Office (DCPO) and Planning and Tasking Unit (PTU) 2015. Source: DMR North Central Division, 2015

The senior management team in the DMR North Central facilitated geographic, demographic, socio-economic and psychographic segmentation and small areas mapping using national census data accessed through the National Central Statistics Office (see Figure 4.5 below). Psychographic segmentation identified victims, offenders and stakeholders as key customer groups and the silent majority of residents and businesses were identified as a key group to be engaged using face-to-face large-scale customer interviews (see Figure 4.10

below). Customer and stakeholder segmentation facilitated targeting and positioning and it was in this context that a unique community-oriented policing model specific was developed. Internal Garda documents, including policing plans, presentations, submissions, general records and tangible structures identify this policing model as the S.T.A.R.T. model of community-oriented policing which refers to:

- **S**egmentation of the police customer base into customer groups (e.g., victims, offenders, stakeholders, residents, businesses, etc.)
- **T**argeting of each customer group to gather information relative to their unique needs and requirements. Including issues, concerns and quality of life matters.
- **A**nalysing the identified needs and requirements of each customer group.
- **R**esponding appropriately to the analysed needs and requirements.
- **T**racking the outcomes of the policing response and engaging in continuous improvement.

Figure 4.5 S.T.A.R.T. Model of community-oriented policing.

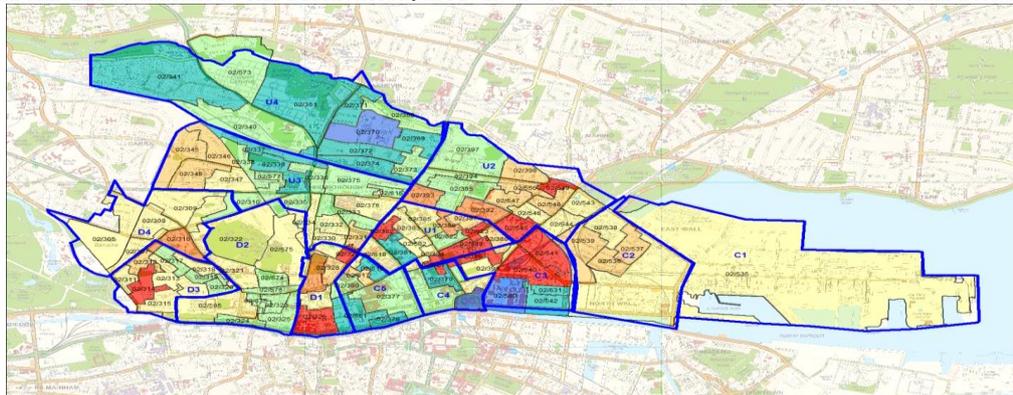


S.T.A.R.T. Model of community-oriented policing.

Following segmentation, individual Garda members were given ownership and responsibility for clearly defined geographic areas which had been profiled in advance using crime, quality of life and census data. Figure 4.6 below shows how the division was first segmented using a Pobal HP deprivation index and was subsequently segmented using the CSO interactive mapping tool SAPMAP. Information based at the area level of Enumerative Area (EA) which provided a detailed breakdown of the levels of disadvantage and affluence in communities was developed for the North Central division. The analysis of this information was based on the relative score index which was created using a variation of indicators to develop a standard score by which an area could then be labelled (Haase and Pratschke 2005). There are eight scoring ranges which correspond to eight labels and colours. These are represented by extremely affluent; very affluent; affluent; marginally above average; disadvantaged; very disadvantaged, and extremely disadvantaged. These labels and scores were used to indicate the relative deprivation/affluence of the area (see figures 4.6, 4.7, 4.8 and 4.9 below). This analysis was applied to each Garda sector so that the areas of affluence and disadvantage could be clearly identified.

Figure 4.6 DMR North Central showing deprivation and affluence index

THE MAP BELOW INDICATES THE DEPRIVATION/AFFLUENCE OF EACH AREA WITHIN THE NORTH CENTRAL DIVISION



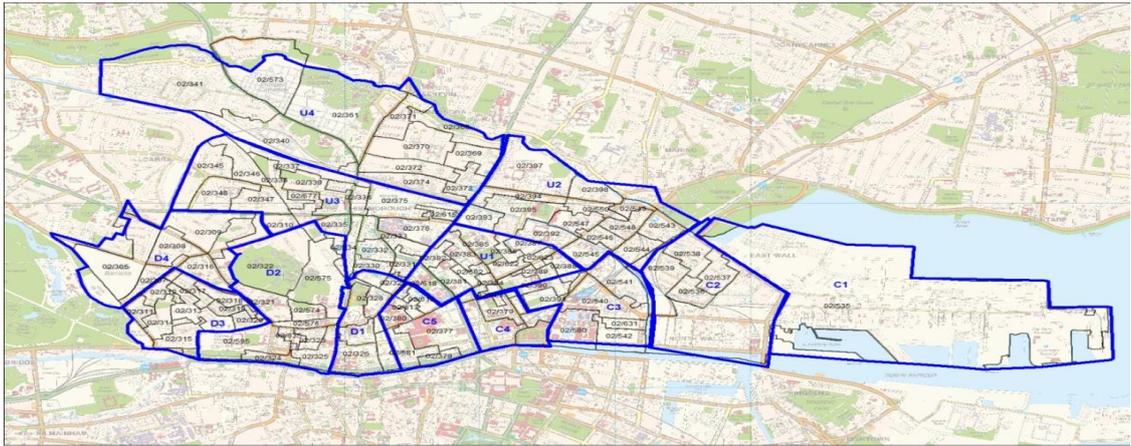
Relative Index Score	Standard Deviation	Label/Colour
over 30	> 3	extremely affluent
20 to 30	2 to 3	very affluent
10 to 20	1 to 2	affluent
0 to 10	0 to 1	marginally above average
0 to -10	0 to -1	marginally below average
-10 to -20	-1 to -2	disadvantaged
-20 to -30	-2 to -3	very disadvantaged
below -30	< -3	extremely disadvantaged

These are the terms (*extremely affluent to extremely disadvantaged*) used to describe the communities in the D.M.R North Central.

C1 to C5, D1 to D4 and U1 to U4 represent the Community Policing boundaries in each District. Dedicated teams of Community Gardaí are assigned to these areas.

DMR North Central, Divisional Map, and Deprivation index. Source: DMR North Central (2009).

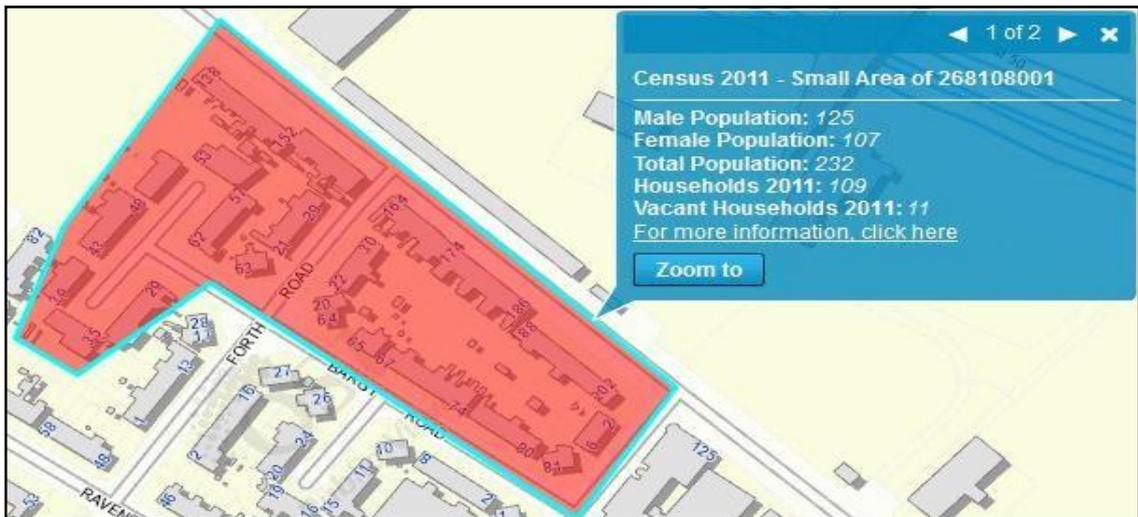
Figure 4.7 DMR North Central 13 Policing sectors



DMR North Central, Divisional Map, showing 13 Sectors: Source: DMR North Central (2009).

The 'Small Areas' referred to above are areas of population comprising between 50 and 200 dwellings created by the National Institute of Regional and Spatial Analysis (NIRSA) on behalf of the Ordnance Survey Ireland (OSI) in consultation with the Central Statistics Office (CSO). Through employment of the CSO interactive mapping tool (SAPMAP) every relevant 'small area' (which has a unique 9-digit identifier) was identified within the DMR North Central and the streets within each were subsequently determined.

Figure 4.8 Employing the interactive mapping tool (SAPMAP)



Small Area 268108001 from the CSO Interactive mapping tool (SAPMAP). Source: An Garda Síochána (2015b, p.22)

A named member of An Garda Síochána was then assigned ownership of a selection of streets so that every street in the division was in individual ownership. Individual Gardaí were then held accountable for customer issues, and crime and quality of life issues for that area (An Garda Síochána 2015a; An Garda Síochána 2015b; EIQA 2015). A single small area as outlined above however, was deemed to be too small for an individual police officer to own, and therefore, local managers applied local knowledge, and crime and quality of life data to combine a number of small areas, thus creating the appropriate community policing area.

Figure 4.9 Geographic segmentation of Division into 'Small Areas'



Community Policing Areas DMR North Central. Source: An Garda Síochána DMR North Central and An Garda Síochána Mapping Section (2015)

Internal Garda documents provide evidence which shows that the issues and information for which individual Gardaí were held accountable included:

- Customer needs and Garda responses
- Victims issues, in particular, victims of domestic abuse
- Community quality of life issues
- Crime issues
- Juvenile offender management
- Adult offender management
- Threat management
- Sex offender management
- Persons of interest (organised crime/dissidents)
- Schools and colleges (Garda engagement)

- Special community projects (Garda engagement). (An Garda Síochána 2015a; An Garda Síochána 2015b; DMR North Central Community Policing review sheets 2009-2015)

The following tables detail the number of 'Small Areas' and Community Policing Areas (CPAs) within each of the 13 policing sectors throughout the Division.

Table 4.3 Small areas and community policing areas - Store Street District

<b>Store Street District</b>			
<b>Sector</b>	<b>No. of Small Areas</b>	<b>No. of Community Policing Areas</b>	<b>No. of Community Policing Gardaí</b>
<b>C2</b>	28	10	<b>10</b>
<b>C3</b>	28	18	<b>20</b>
<b>C4</b>	8	15	<b>15</b>
<b>C5</b>	15	15	<b>13</b>
<b>C6</b>	<b>6</b>	<b>2</b>	<b>2</b>

Sectors, Small areas and Community Policing Areas Store Street Garda District. Source: An Garda Síochána (2015b, p.22)

Table 4.4 Small areas and community policing areas - Mountjoy District

<b>Mountjoy District</b>			
<b>Sector</b>	<b>No. of Small Areas</b>	<b>No. of Community Policing Areas</b>	<b>No. of Community Policing Gardaí</b>
<b>U1</b>	44	10	<b>10</b>
<b>U2</b>	47	10	<b>10</b>
<b>U3</b>	72	10	<b>10</b>
<b>U4</b>	<b>34</b>	<b>10</b>	<b>10</b>

Sectors, Small areas and Community Policing areas Mountjoy Garda District. Source: An Garda Síochána (2015b, p.23)

Table 4.5 Small areas and community policing areas - Bridewell District

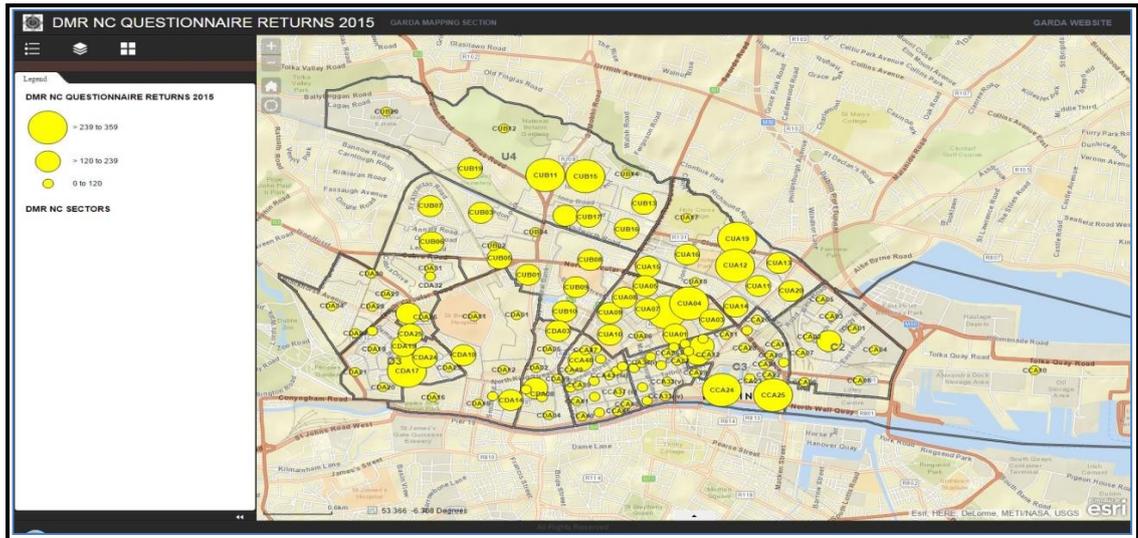
<b>Bridewell District</b>			
<b>Sector</b>	<b>No. of Small Areas</b>	<b>No. of Community Policing Areas</b>	<b>No. of Community Policing Gardaí</b>
<b>D1</b>	23	8	<b>8</b>
<b>D2</b>	45	8	<b>9</b>
<b>D3</b>	31	8	<b>8</b>
<b>D4</b>	<b>28</b>	<b>9</b>	<b>9</b>

Sectors, Small areas and Community Policing areas Bridewell Garda District. Source: An Garda Síochána (2015b, p.23)

#### 4.9 Direct customer contact

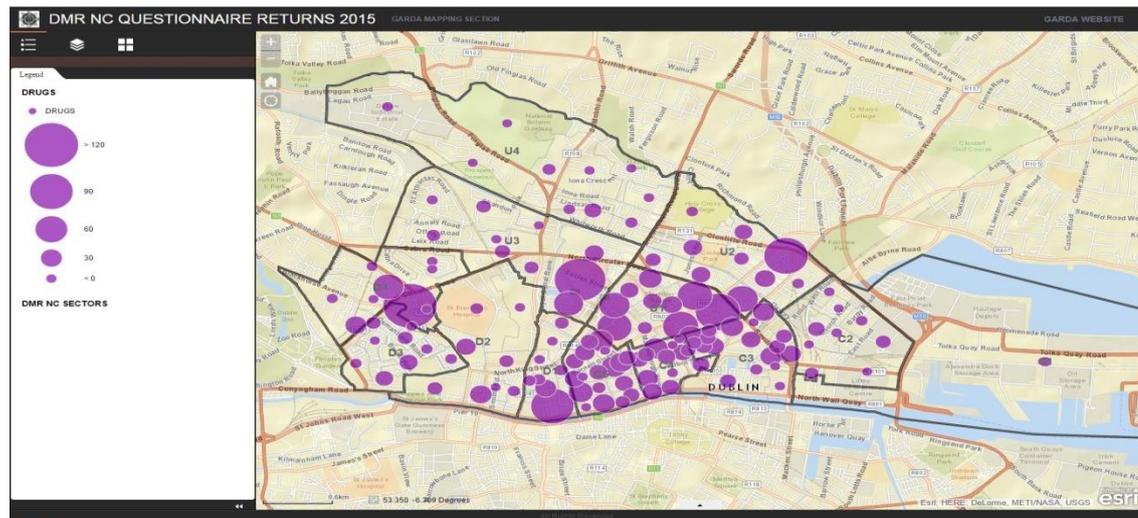
In a door to door survey the community Gardaí in the DMR North Central conducted face-to-face interviews with more than 15,000 customers across the division. This approach was supported by key stakeholders who attended public meetings and communicated the value of engaging with the new system (An Garda Síochána 2015a; An Garda Síochána 2015b; EIQA 2015; EPSA 2015; KC Consulting 2017). This process enabled the development of a customer and stakeholder database which was constructed to facilitate efficient and direct contact with individual customers or groups of customers at the small area level, sector level, and district or divisional level using e-mail, mobile text, landline or post (An Garda Síochána 2015a; An Garda Síochána 2015b; DMR North Central work-flow charts and process maps 2015). Following the analysis of the 15,000 surveys a cartographic crime and quality of life analysis was completed by the Garda Mapping Section as outlined in Figures 4.10 and 4.11 below.

Figure 4.10 Proportional geographic interviews DMR NC 2014-2015



Proportional Geographic interview returns DMR North Central 2014-2015. Source: An Garda Síochána DMR North Central (2015).

Figure 4.11 Customer identified drugs issues 2015



Proportional Geographic interview returns (Drugs) DMR North Central (2014-2015). Source: An Garda Síochána DMR North Central and An Garda Síochána Mapping Section (2015).

Geographic mapping of customer issues was also developed in respect of the following:

- Antisocial behaviour
- Property crime
- Violent crime
- Loitering
- Littering

- Traffic
- Begging
- Homelessness
- Other issues (An Garda Síochána 2015b)

#### 4.10 Management of core processes

The core processes required to support the new approach were managed through a central Divisional Community Policing Office (DCPO) (EIQA 2015; EPSA 2015; KC Consulting 2017). This was developed as the first pillar of the implementation programme and was subsequently co-located with the emergency response facility, that is, the planning and tasking unit (PTU - see Figure 4.3 above). The process owners worked as part of a team to ensure that the integrated, interrelated and interdependent nature of the processes was maintained, that synergies were exploited and key stakeholders, customers, frontline personnel, specialist units and senior management were all connected through those processes (An Garda Síochána 2015a; An Garda Síochána 2015b; EIQA 2015; KC Consulting 2017). The core processes included: information management; stakeholder management; victim management; offender management and small areas management (An Garda Síochána 2015a; An Garda Síochána 2015b; DMR North Central Garda work-flow charts and process maps 2009-2016). The implementation process was underpinned by a unique training programme (EIQA 2015; KC Consulting 2017). This consisted of two days in the classroom with the programme being opened by the local Superintendent and closed by the local Detective Superintendent. The Chief Superintendent delivered a module in each of the sessions with the other modules being delivered by the local training Sergeant and a PhD level operational member of An Garda Síochána. The two day programme was designed to be short, with a view to creating awareness of the strategy, structure, systems, processes, values and behaviours to be understood and adopted with some explanation behind the rationale. It was designed to provide some learning but only as much as would prepare people for the more valuable experiential learning that would take place in the field.

This behavioural approach was linked to the literature and was designed to develop new behaviours with a view to changing the culture in the division over the medium to long term (Hayes 2007; Johnson and Scholes 2002; Nader et al. 1995; Pettigrew and Whipp 1993). It was believed that hearts and minds would not be changed in the classroom and that this had to be achieved through a lived experience of engaging new behaviours that would be tested regularly in a series of continued face to face reviews. These reviews were conducted once per month in a team based, participatory but challenging approach which centred on one to one engagement between geographic and business owners, and the most senior managers. Continuous communication and empowerment of staff contributed to a change in culture as identified by the EIQA independent assessment (2015) which reported that:

Early indications are that the programme has helped to deliver the cultural change required, with the use of the term customer now common place among the community policing group...the community Gardaí in particular confirmed that the new approach has delivered real change and has supported them in doing their day to day work. (EIQA 2015, p.7)

Table 4.6 below presents a timeline of events between 2008 and 2016 which broadly identifies the main transition activities that took place over that period. The table indicates (by colour coding) the level of challenge encountered along the way. The table also shows that the journey was not a linear process.

Table 4.6 Timeline of transition activities DMR North Central 2008-2016

Transition Activity	Legend									
	2008	2009	2010	2011	2012	2013	2014	2015	2016	
Baseline analysis by Professional Standards Unit	Relatively easy									
Broad review of extant literature	Relatively easy									
Develop a plan, secure and allocate initial resources		Relatively easy								
Establishment of Divisional Community Policing Office		Relatively easy								
Develop information management system		Relatively easy	Relatively easy							
Continuous, deep engagement with managers		Difficult	Difficult	Difficult	Very Difficult	Very Difficult	Very Difficult	Very Difficult	Very Difficult	Very Difficult



...the division has adopted a clear customer oriented strategy and has deployed processes which support an 'Outside-In' approach to identifying the real needs of customers. They have aligned all internal processes and structures to support a collaborative, customer oriented approach to policing. (EIQA 2015, p.11)

The adoption of such an approach started with a focus on stakeholder needs, and coordination of all the relevant activities that were affecting stakeholders. This required the development of capacity to generate information pertaining to the current and future needs of stakeholders, customers and communities, the dissemination of that information vertically and horizontally and the crafting of appropriate responses to deliver a valued service to them. The criteria of service delivery were therefore, based on the definition of market orientation by Kohli and Jaworski (1990) in that, they were required to reflect the appropriate, accurate and timely generation of market intelligence/information, the appropriate, accurate and timely dissemination of that intelligence/information across departments/units, and the subsequent accurate, appropriate and timely response to that intelligence/information. Focusing on the concepts of timeliness, accuracy and appropriateness are also consistent with the service standards proposed by the Institute of Customer Service in the UK (2015). Such service criteria could subsequently be broadly assessed/judged by key stakeholders who experienced the service over time and could compare previous standards to contemporary standards. This type of assessment was based on stakeholder's ability to engage with the service delivery system, access appropriate personnel and information, and engage with the end user (customer) to determine the appropriateness of outcomes. It facilitated assessment/judgement at a systems level.

Successful implementation and sustainability was dependent upon appropriate management of the antecedents associated with senior management factors, organisational systems, realignment of strategy and resources, stakeholder support, and interdepartmental dynamics (An Garda Síochána 2015a; An Garda Síochána 2015b).

## 4.12 Chapter summary

The eighteen square kilometre area of Dublin's North Inner City was, and continues to be, an eclectic operating environment. The profile reflects a challenging geographic space that has been beset by significant social disadvantage in clearly defined areas. This social disadvantage has been accompanied at times by a perception of alienation, state abandonment and a disengaged and disinterested police service which resulted in some residents taking the law into their own hands in the 1980s and 90s through movements such as CPAD and COCAD. These events triggered a state response, including the establishment of Community Policing Fora, which were designed to facilitate the reengagement of the police into the community with a view to enhancing the police response to crime and quality of life issues, mainly associated with drugs and associated antisocial behaviour. Social circumstances in the marginalised areas, however, show little improvement over the following decades with recent census data indicating generational unemployment and continuing disadvantage which identifies stark geographic differences when considered in the context of an applied deprivation index. There is evidence that police/community relations improved somewhat over the previous decades, however, there are also indications that a significant challenge continued beyond the late 90s.

In 2009 a definitive decision was made to deliberately engender a market-orientation with a view to achieving a greater understanding of community, customer and stakeholder needs and effectively service those needs. The transition was designed to leverage the performance improvement commensurate with such an orientation and to address issues associated with legitimacy and public trust and confidence. Service delivery was redesigned and senior managers committed themselves to the concept of generating, disseminating and responding more efficiently and effectively to community/customer needs and requirements. The new policing approach focused on segmentation, targeting, analysing, responding and tracking (S.T.A.R.T) and re-engineering of the community policing function into the core focus of policing activities. Integrated communications, the management of core

processes and the development of community/customer oriented internal competence contributed to improved service delivery and subsequent external stakeholder support.

The new policing approach was intended and expected to deliver improved performance for the division as a whole and improved outcomes for stakeholders, customers and Garda employees and it is in this context that this research was conducted.

# CHAPTER FIVE

## QUANTITATIVE DATA ANALYSIS

### 5.0 Introduction

The analysis of quantitative data is used to inform, guide and support the core qualitative research in a “sequential, exploratory research design” (Creswell, and Plano Clark 2007 as cited by Saunders et al. 2012, p.167). The rationale for using the quantitative data was to get an indication of the relevance of the theory in a policing context and to identify the existence and/or level (measure) of market-orientation in the strategic business unit of the North Central division following implementation of the new approach. The qualitative data subsequently provides insight into the concepts of how and why this may be so. This chapter provides an overview of the research findings from the quantitative perspective, and provides a measure of market-orientation representing the first research stage in the exploration of the market-orientation performance relationship in a policing context. The chapter provides an insight into the level of market-orientation present in the North Central division following implementation of the marketing concept and includes the views of a range of practitioners based on the MARKOR scale items. All participants were chosen on the basis of their experience with the change in orientation over the period under examination, their engagement with the process on a daily basis and their engagement with the monthly review process which standardised the use of language and provided clarity around the core concepts, including the concept of the police customer in the context of a community orientation. Constant engagement with the concept of the customer ensured that there was a clear understanding of what this term meant in the research setting.

### 5.1 Quantitative data analysis

The 20 item MARKOR scale was used to create the survey instrument. This tool was used because the scale items are considered to be directly transferable to

non-profit organisations, public sector organisations, non-traditional organisational forms and non-standard marketing applications, with modifications reflecting the differing hierarchical and departmental arrangements (Caruana, Ramaseshan and Ewing 1999; Kohli, Jaworski and Kumar 1993). This chapter firstly provides an analysis of non-response bias to examine the sample representativeness in the study. Secondly, the common method bias is addressed and tested to demonstrate that it is not a serious problem and this is followed by the descriptive statistics which are presented in order to show the association between variables.

## 5.2 Sample representativeness

As described in Chapter Three, surveys were mailed to 209 internal respondents in the DMR North Central division. A response rate of 67% was achieved with 140 participants completing and returning the survey. To examine the sample representativeness (Wilcox, Bellenger and Rigdon 1994), the non-response bias was checked by comparing demographic and contextual variables from within the respondent groups with the known values from the population to see if they differed in terms of the available data (Armstrong and Overton 1977; Guthrie et al. 2009). The reasons for conducting comparison analysis was the relatively high response rate (67%), and the difficulty in obtaining data on the non-respondents' demographic information.

In order to explore representativeness, a one-way analysis of variance procedure was used (ANOVA). The results in Table 5.1 show no significant difference between the early responses and the late responses. The early responses are those who returned the survey after the first e-mailing; the late responses are those who returned the survey after later mailings. This was conducted because the respondents who responded after later e-mailing may have been more reluctant to answer the survey and the responses may have been different from the earlier respondents. The ANOVA analysis raised no concerns regarding the non-response bias in this study and therefore, the full sample was utilised for the

purpose of later analysis and the profile of participants was deemed to be representative. Analysis was conducted using SPSS 24.

Table 5.1 ANOVA results from comparison analysis

ITEMS		EARLY RESPONSE -V- LATE RESPONSE	
		F	Sig
1	Respondents' gender	1.22	.27
2	Respondents' Rank	.83	.36
3	Respondents' role	.08	.78

ANOVA results from comparison analysis.

### 5.3 Profile of respondents

Among the respondents, 78% were males; 85% were of Garda Rank; 11% were of Sergeant Rank; 4% were of Inspector Rank; 61% were employed on Community Policing; 9% were employed on the Uniform Regular units; 2% were Uniform (other); 16% were employed on Detective Duties; 6% were employed in Drugs units; 5% were employed on a Divisional Taskforce; and 1% were employed on Plainclothes Duties (other).

### 5.4 Individual items descriptive analysis

This section presents a summary of the 140 respondents' perceptions of various items as assessed in the measures of market-orientation and self-report performance.

#### 5.4.1 Market-orientation

Tables 5.2, 5.4 and 5.6 illustrate the breakdown of respondents' replies on the concept of market-orientation. The respondents were asked to indicate their agreement with items described by 5-point Likert-type scales anchored by 1

representing strongly disagree, to 5 representing strongly agree, which is in line with the original MARKOR instrument. All reverse score item statements were suitably re-coded to maintain consistency with the original MARKOR measurement scale items (Caruana et al. 1999). Each of the tables present the questions asked, the mean score and the standard deviation, including overall scores for market-orientation, each individual component of a market-orientation and overall self-report performance. The Tables show that all three components of market-orientation have mean scores higher than the mid-point of 3.

Tables 5.3, 5.5, and 5.7 present the result of reliability tests via Cronbach's Alpha (1951) for each of the individual components.

Table 5.2 Market-orientation individual item score – Intelligence Generation

MEASUREMENTS		MEAN SCORE	S.D.
<b>OVERALL MARKET-ORIENTATION</b>		<b>3.56</b>	<b>0.60</b>
<b>INTELLIGENCE GENERATION</b>		<b>3.61</b>	<b>0.70</b>
<b>1</b>	In this District/Division we meet or contact our customers at least once a year to find out what policing services they currently need and will need in the future.	3.96	0.94
<b>2</b>	In this District/Division we do a lot of in-house research related to our customers, their needs and the policing environment.	3.77	0.98
<b>3r</b>	In this District/Division we are slow to detect changes in our customers' service priorities.	3.55	0.93
<b>4</b>	In this District/Division we make contact with or survey our customers at least once a year to assess the quality of our services.	3.51	1.02
<b>5r</b>	In this District/Division we are slow to detect fundamental shifts/changes in our policing environment (e.g., community, social, political, technology, economic).	3.36	1.10
<b>6</b>	In this District/Division we periodically review the likely effect on customers' of changes in our policing environment.	3.51	0.94

Market-orientation individual item score – Intelligence Generation

Table 5.3 Reliability test via Cronbach's Alpha

VARIABLE		Cronbach's $\alpha$
<b>1</b>	Intelligence Generation	0.81

Table 5.4 Market-orientation individual item score – Intelligence Dissemination

MEASUREMENTS		MEAN SCORE	S.D.
<b>OVERALL MARKET-ORIENTATION</b>		<b>3.56</b>	<b>0.60</b>
<b>INTELLIGENCE DISSEMINATION</b>		<b>3.61</b>	<b>0.76</b>
1	In this District/Division we have a Customer focused review meeting at least once a quarter to discuss trends and developments within the District/Division which includes Community Policing Units, Detective Unit personnel, personnel from other sections, supervisors and Senior Management.	4.05	0.88
2	In this District/Division Community Policing personnel (Gardaí, Sergeants, Inspectors and Superintendents) spend time discussing customers' current and future needs with other operational units.	3.74	1.04
3	In this District/Division when something important happens to a key customer, customer group or generally within the District/Division the whole District/Division knows about it in a short period.	3.77	1.09
4	In this District/Division data on customer satisfaction are disseminated at all levels on a regular basis.	3.31	1.09
5r	In this District/Division when one unit finds out something important that may affect our policing service it is slow to alert other units.	3.16	1.23

Market-orientation individual item score – **Intelligence Dissemination.**

Table 5.5 Reliability test via Cronbach's Alpha

VARIABLE		Cronbach's $\alpha$
1	Intelligence dissemination	0.75

Table 5.6 Market-orientation individual item score – Responsiveness

MEASUREMENTS		MEAN SCORE	S.D.
<b>OVERALL MARKET-ORIENTATION</b>		<b>3.56</b>	<b>0.60</b>
<b>RESPONSIVENESS</b>		<b>3.51</b>	<b>0.58</b>
1r	In this District/Division it takes us forever to decide how to respond to new customers' needs.	3.54	1.03
2r	In this District/Division for one reason or another we tend to ignore changes in our customers' service needs.	3.75	0.92
3	In this District/Division we periodically review our service development efforts to ensure that they are in line with what customers want.	3.69	0.89
4	In this District/Division several units get together periodically to plan a response to changes taking place within the District/Division.	3.19	1.13
5	In this District/Division if a major problem is identified among our customers we would implement a response immediately.	3.63	1.01
6	In this District/Division the activities of the different units are well coordinated.	3.08	1.14
7r	In this District/Division customer complaints fall on deaf ears.	4.07	0.81
8r	In this District/Division even if we came up with a great idea, we probably would not be able to implement it in a timely fashion.	3.21	1.13
9	In this District/Division when we find that customers would like us to modify a service, the units involved make concerted efforts to do so.	3.44	0.95

Market-orientation individual item score – **Responsiveness.**

Table 5.7 Reliability test via Cronbach's Alpha

VARIABLE		Cronbach's $\alpha$
4	Responsiveness	0.74

The overall level of market-orientation (3.56) in the current research compares favourably with market-orientation levels as determined in other disciplines for example the Irish Print industry which was scored at 3.5 (using the same MARKOR scale) and was found to be “strongly market oriented” (O’Connell 2001, p.7).

#### 5.4.2 Self-report performance

Table 5.8 illustrates the breakdown of respondent replies on each item for self-report performance as articulated by employees which were measured on a five-point Likert-type scale ranging from 1 = strongly disagree, to 5 = strongly agree. Table 5.8 shows that the self-report performance is slightly higher than the mid-point although large variation exists (SD = 1.05).

Table 5.8 Self-report performance individual item score

MEASUREMENTS		MEAN SCORE	S.D.
<b>OVERALL PERFORMANCE - AS SELF REPORTED</b>		<b>3.58</b>	<b>1.05</b>
1	Compared to Districts in other Divisions, we now provide a more focused, effective and efficient customer oriented policing service.	3.73	1.10
2	In this District/Division our overall District/Divisional performance has improved in the context of providing a policing service to our customers.	3.58	1.17
3	In this District/Division the individual performance and contribution of our staff has improved in the context of providing a policing service to our customers.	3.45	1.16
4	In this District/Division we are now providing better outcomes for our customers.	3.57	1.13

Self-report performance individual item score – **Overall Performance.**

Table 5.9 Reliability test via Cronbach's Alpha

VARIABLE		Cronbach's $\alpha$
1	Self-report performance	0.94

## 5.5 Reliability and validity

Use of the ubiquitous MARKOR scale provides confidence in the instruments' ability to measure what is intended to be measured thereby contributing to internal or measurement validity. Cronbach's alpha (Cronbach 1951) is used to test for reliability, that is, calculating internal consistency, as it is designed to "measure the consistency of responses to a set of questions (scale items) that are combined as a scale to measure a particular concept" (Saunders et al. 2012, p.430), that is, how closely related the set of items are as a group. In this case, the individual concepts of intelligence generation, intelligence dissemination, responsiveness and performance were required to be tested for internal consistency and collectively the concepts of intelligence generation, dissemination and responsiveness were required to be tested in respect of the overall concept of market-orientation. The survey instrument was designed to collect opinion data on the current situation, where participants were asked to rate the accuracy of the statement provided on a five-point scale of pre-coded answers from 1 = strongly disagree to 5 = strongly agree, that is, Ranked (or ordinal) data. The mean and standard deviation (extent to which the data values for a variable are spread around the mean) for all scale items and concepts was produced and the coefficient alpha (Cronbach 1951) for each of the dimensions was computed. Results for the generation of information, dissemination of information, responsiveness and performance dimensions, and for the entire market-orientation scale was also produced. Cronbach's alphas were calculated in SPSS. All three categorical independent dimensions of market-orientation were shown to have high or acceptable (above .70) alpha coefficients as shown in Table 5.10.

Table 5.10 Reliability test via Cronbach's Alpha

VARIABLES		Cronbach's $\alpha$
1	<b>Market-orientation</b>	0.90
2	Intelligence generation	0.81
3	Intelligence dissemination	0.75
4	Responsiveness	0.74
5	<b>Self-report performance</b>	0.94

Reliability test via Cronbach's Alpha.

The current alpha coefficients compare favourably to other measures of market-orientation in the public sector for example, the public administration systems in the Australian States of Victoria, Queensland and Western Australia who reported reliability alpha (Cronbach 1951) of between 0.89 to 0.96 for market-orientation and of between 0.71 to 0.82 for intelligence generation, intelligence dissemination and responsiveness respectively (Kohli, Jaworski and Kumar 1993). In terms of factor analysis for validity test, most studies using MARKOR treat it as one overall construct with three components. Hence, a second-order confirmatory factor analysis with one second-order factor (market-orientation) and three first-order factors (intelligence generation, intelligence dissemination and responsiveness) was conducted. To assess the model fit, the chi-square ( $\chi^2$ ) values (Kline 2010), comparative fit index (CFI), (Bentler 1990), the standardised root mean square residual (SRMR), and the root mean square error of approximation (RMSEA), (Steiger 1990) were reported.

These indices show the extent to which a research model provides an improved overall fit relative to a null model or independence model in which the correlations among observed variables are assumed to be zero. The CFI have been considered as a reasonable approximation, with values greater than or equal to .90 considered indicative of good fit (Medsker, Williams and Holahan 1994). However, CFI can be affected by the sample size and the number of estimated paths in the model. The SRMR is a standardised summary of the average covariance residuals where a favourable value is less than .10 (Kline 2010). The RMSEA is a measure of the average standardised residual per degree of freedom where a favourable value is less than or equal to .08, and values less than or equal to .10 are considered 'fair' (Browne and Cudeck 1989).

The results of the current study show that the fit indices for the three first-order factors (the three components) plus one second-order factor fell within an acceptable range ( $\chi^2/df = 404.33/159 = 2.54$ ,  $p < .001$ , CFI = .84, RMSEA = .10, SRMR = .07). Therefore, the measure of market-orientation in the present studied context achieved its validity. In terms of the self-report performance, the CFA results revealed a high level of model fit ( $\chi^2/df = .04/1 = .04$ ,  $p > .10$ , CFI = 1.00,

RMSEA = .00, SRMR = .00). Therefore, the measure of self-report performance was valid.

The use of questionnaires or interviews to determine performance outcomes based on the perception measures of informants is recommended in a public sector environment (Kohli, Jaworski and Kumar 1993; Dess and Robinson 1984) as this type of evaluation represents a reliable means of measuring performance (Pearce, Robbins and Robinson 1987). Soft judgements of performance were found to be more appropriate than hard measures in government sectors (Mintzberg 1996), and in that context, the current study has engaged the use of both questionnaires and semi-structured interviews to measure performance outcomes in the public sector environment of policing.

The use of self-report data is common to management research, however, under certain conditions it can either inflate or suppress the magnitude of relationships being investigated, thereby creating common method variance problems (Kumar, Subramanian and Strandholm 2011, citing Williams, Cole and Buckley 1989 and Ganster, Hennessy and Luthans 1983). Factor analysis were used to address this issue and no concerns were identified in the current study.

## 5.6 Correlation Analysis

Spearman's Rho was used to measure the strength of the association between each of the variables. This particular correlation coefficient was used to summarise the strength and direction (negative or positive) of each relationship between the variables. Table 5.7 presents findings based on this correlation analysis. All of the correlations were significant and ranged between  $r = .631$  (overall performance - Intelligence Generation) and  $r = .919$  (overall MO - Responsiveness) showing a strong positive correlation across all variables.

Table 5.11 Correlation Analysis

Spearman's Rho Correlations					
	Variables	Intelligence Generation	Intelligence Dissemination	Responsiveness	Overall Performance
1	Intelligence Generation	-			
2	Intelligence Dissemination	.679**	-		
3	Responsiveness	.753**	.669**	-	
4	Overall Performance	.631**	.568**	.671**	-
5	Overall MO	.894**	.846**	.919**	.697**

\*\* p < 0.01

While it is accepted that correlation among these variables does not (necessarily) imply causation, it would be expected, based on the market-orientation performance theory, that, if an effective level of market orientation has been achieved, the three individual components, which are integrated, interrelated and interdependent in their contribution to a market orientation would show levels of positive correlation. The theory would also suggest that, where a strong market orientation is present, there would be an expectation that the individual correlations would also be strong. In the current context, we can see how the correlation between intelligence generation and overall performance is .631 whereas, the correlation between overall market orientation and responsiveness is .919, indicating that a range of correlation strengths exist in the context of the research setting, presenting opportunities for improvement action to be taken across the individual components.

## 5.7 Survey comments and analysis

Ninety-Six (N=96) respondents to the survey provided comments in addition to the prescribed MARKOR survey questions. The comments provided were in response to two specific questions which queried participant's perceptions on the appropriateness and desirability of the change in orientation and participant's perceptions of the new orientation over time. The 96 participant answers were

analysed and categorised into six distinct themes which were coded for the purpose of tabulating the results. The subsequent categories were identified as:

- Being a good to excellent idea – GTEI
- Being a bad idea – BI
- Resulting in improved outcomes for customers – IOC
- Resulting in improved outcomes for the SBU – IOG
- The approach requiring more resources – MR
- Respondents having an improved opinion of the approach over time – IO

Table 5.12 Respondent perceptions on appropriateness and desirability

	GTEI	BI	IOC	IOG	MR	IO
Total	82	11	58	41	32	39
OUTCOME	85.42%	11.46%	60.42%	42.71%	33.33%	40.63%

Respondent perceptions on appropriateness and desirability.

In the context of the above analysis, 85% (N=82) of respondents who answered these questions were of the opinion that the change in orientation was a good to excellent idea, while 11% (N=11) of respondents expressed the opinion that it was a bad idea. 60% (N=58) of respondents expressed the opinion that the change in orientation had resulted in improved outcomes for customers, and 43% (N=41) were of the opinion that it had resulted in improved outcomes for An Garda Síochána or more specifically, the strategic business unit of the North Central division. 33% (N=32) of respondents expressed the opinion that the new approach required increased resources and 41% (N=39) of respondents expressed the opinion that their perceptions of the change in orientation had improved over time.

## 5.8 Chapter summary

This chapter provided an overview of the research findings from the quantitative perspective of the study. It outlined how the 20 item MARKOR instrument with modifications was used to ultimately determine the level of market-orientation in the research setting and how individual elements of the market-orientation construct, that is, the generation of information, dissemination of information and responsiveness had combined to determine the overall level of market-orientation that had been achieved. The chapter addressed issues of representativeness, reliability and validity, and associations between the variables which ultimately tested the relationship between market-orientation and self-report performance, concluding that the market-orientation performance relationship had been confirmed in the DMR North Central.

As outlined in the introduction to the chapter, the quantitative methodology employed at this stage of the research process confirms that the theory is relevant in a policing context but is silent on the concepts of how and why this may be so. It is in this context, therefore, that the subsequent qualitative approach becomes central to the current study in exploring how and why this has happened. Confirmation that the market-orientation performance relationship is relevant in a policing context provides the platform for further exploratory research to achieve insight and a deeper understanding of this phenomenon and this is explored in Chapter Six and Chapter Seven.

The quantitative research however, identifies an overall mean score for market orientation of 3.56, thus providing a baseline for future evaluations in the DMR North Central. The corresponding scores for 'Intelligence Generation' (3.61), 'Intelligence Dissemination' (3.61) and 'Responsiveness' (3.51) present usable information for a targeted approach to improvement for the DMR North Central going forward. Each of the 20 individual item scores provide the DMR North Central with an opportunity to focus on a granular improvement plan as it moves into the future with the new orientation.

# CHAPTER SIX

## QUALITATIVE RESULTS

### ANALYSIS, INTERPRETATION AND SYNTHESIS OF FINDINGS

#### 6.0 Introduction

This study explored a behavioural market-orientation construct as a framework for transitioning from a traditional model of policing to a community/customer-orientation. The first phase of the research, as outlined in Chapter Five determined that the market-orientation performance relationship was relevant in a policing context. In order to achieve greater insight however, it was necessary to conduct further exploration, and in this context, the qualitative approach to conducting research was deemed to provide a deeper understanding of the phenomenon, through engagement with a key informant network of participants with a view to seeking answers to the questions how and why this may be possible.

#### 6.1 Chapter outline

The chapter opens with a presentation of the participants in tabulated format with a view to clearly identifying each individual participant and their respective groupings, that is, business, public representatives, Garda Rank, Sergeant Rank, Inspector Rank and Superintendent Rank. Participants are only identified by a numerical code which accompanies a brief overview of each participant's position and their self-described role. All participants held a specific role in the North Central division and were considered to be uniquely positioned to provide relevant information related to the research. While the research set out to explore the experiences of individuals, cognisance had to be taken of the potential for

differences of perception between participant groups. Therefore, exploration first took place at the overall participant level (N=35), followed by exploration at the participant group level (N=6) so that any differences could be identified and further explored with a view to achieving a fuller understanding of the data. The chapter presents the key findings that emerged from 35 in-depth, semi-structured interviews. The findings address participant perceptions of policing in the area prior to 2009 and thereafter up to and including 2016. They also address the performance of the police over that period; the consequences of adopting such a change in orientation; the antecedents associated with such a change; the police-reform potential of adopting such an approach, and the challenges associated with such a transition.

The following is a consideration of the data with associated in-depth participant perspectives that support and explain each individual finding. The research presents ‘thickly descriptive’ information (Dale Bloomberg and Volpe 2012), based on the experience, understanding and judgements of a range of key participants. The research presents a number of quotations from interview transcripts that provide an opportunity to interpret and internalise the real life experiences of participants, the complexity of the underlying subject matter and how they relate to the findings. The chapter concludes with a re-examination of the researcher’s own assumptions as a fully embedded participant and a summary that incorporates a note regarding the effect of possible researcher bias in interpreting the findings.

Table 6.1 List of External participants – Business

	Participant ID		Participant Position	Self-Described Role
<b>BUSINESS PARTICIPANTS</b>				
1	160425_002	1-002	Marketing and Communications Director for a business association.	To promote the city centre as a destination for shopping and socialising.
2	160425_003	2-003	A CEO of a city centre business association.	Trying to encourage as many people as possible to spend their time, and hopefully their money in the city.
3	160426_001	3-001	A Director of Operations for a business association.	Having responsibility for everything that is on-street focused.

4	160509_001	4-001	A Business Group Director of 16 companies.	Looking after the facilities, the rent collection, looking after the tenants, shop fitting, new shops and IT.
5	160510_002	5-002	An individual business owner in the heart of the North Inner City.	Providing a service, a convenience store, serving the public, travelling public, tourists, dealing with the locals.

List of External Participants – Business.

Table 6.2 List of External Participants - Public Representative

PUBLIC REPRESENTATIVE PARTICIPANTS				
6	160512_002	6-002	Councillor, former Deputy Lord Mayor, Community Activist.	Ensuring that there's police presence where needed and queries are passed on to Garda Authorities.
7	160513_002	7-002	Councillor, former Lord Mayor and Chair joint Policing Committee.	Representing the North Inner City as a full time public representative.
8	160524_001	8-001	Councillor and Chair Joint Policing Committee.	Liaising frequently with members of An Garda Síochána and chairing a wide spectrum of political views.
9	160608_002	9-002	Former Minister, Senator and Councillor.	Dealing with people engaging in a wide range of clinics on issues affecting them
10	160610_001	10-001	Community Coordinator and Former Councillor.	Working with the Gardaí, Dublin City Council and the community to address drug-related community issues.
11	160610_002	11-002	Member of Parliament and former Member European Parliament.	Representing communities, families, individuals and groups in the North Inner city.
12	160617_001	12-001	Member of Parliament and former Councillor.	Dealing with constituents issues and attending policing meetings.
13	160617_002	13-002	Minister, member of the Joint Policing Committee.	Raising constituent matters with An Garda Síochána, playing a leadership role on broader matters of security.

List of External Participants - Public Representatives.

Table 6.3 List of Internal Participants – Garda Rank

GARDA RANK PARTICIPANTS				
14	160111_003	14-003	A Garda member with 8yrs service in DMR North Central.	Regular policing, crime taskforce, community policing and dealing with stakeholders.
15	160112_002	15-002	A Garda member with 16yrs service in the DMR North Central.	Regular policing, community policing, diversity and other specialist policing roles.
16	160115_001	16-001	A Garda member with 6yrs service in the North Central.	Primarily engaged in the administration of the community policing system.

17	160126_001	17-001	A Garda member with 12yrs service in the D.M R North Central.	Liaising with the public on a daily basis as a customer service department and coordinating information.
18	160428_002	18-002	A civilian member with 10yrs service in the DMR North Central.	Community policing administration associated with operations and tasking, crime and quality of life analysis.
19	160428_003	19-003	A Garda member with 7yrs service in the DMR North Central.	Community policing, operations and tasking as an aid to the management structure and community policing.

List of Internal Participants – Garda Rank.

Table 6.4 List of Internal Participants – Sergeant Rank

SERGEANT RANK PARTICIPANTS				
20	160111_002	20-002	A Garda Sergeant with 20yrs service, 9yrs in DMR North Central.	Community policing, processing information, previously in drugs unit and Station House Officer.
21	160112_001	21-001	A Garda Sergeant with 15yrs service, 13yrs in DMR North Central.	Administrative for the last 2 years, previously employed in an operational role in DMR North Central.
22	160114_002	22-002	A Garda Sergeant with 17yrs service, 7yrs in DMR North Central.	Preventing and investigating all crime and managing a detective unit in a busy, demanding city centre station.
23	160425_001	23-001	A Garda Sergeant with 30yrs service in DMR North Central.	Training and continuous professional development.
24	160427_001	24-001	A Garda Sergeant with 11yrs service in the DMR North Central	Employed on Frontline policing in the area of community policing, Previously Station House Officer
25	160503_001	25-001	A Garda Sergeant with 16yrs service, 6yrs in DMR North Central.	Overseeing a team of 15 community police guards, acting as a point of contact for stakeholders.

List of Internal Participants – Sergeant Rank.

Table 6.5 List of Internal Participants – Inspector Rank

INSPECTOR RANK PARTICIPANTS				
26	160113_001	26-001	A Garda Inspector with 26 yrs. service, 5 yrs. in DMR North Central.	Assistant Superintendent with responsibility for 3 community policing sectors and administration.
27	160510_001	27-001	A Garda Inspector with 23 yrs. service, 11 yrs. in DMR North Central	Investigating serious crime including murder, drugs, child protection issues and 2 community policing sectors
28	160511_001	28-001	A Garda Inspector with 32 yrs. service, 13 yrs. in DMR North Central	Responsibility for 2 community policing sectors and major event planning.

29	160512_001	29-001	A Garda Inspector with 32 yrs. service, 7 yrs. in DMR North Central.	Responsibility for 2 community policing sectors, resource management and licensing.
30	160516_001	30-001	A Garda Inspector with 36 yrs. service, 15 yrs. in DMR North Central	Inspector in charge with responsibility for 2 community policing sectors, 3 operational units and finance.

List of Internal Participants – Inspector Rank.

Table 6.6 List of Internal Participants – Superintendent Rank

SUPERINTENDENT RANK PARTICIPANTS				
31	160114_001	31-001	A Garda Superintendent with 38yrs service, most in DMR North Central.	Having an overarching role in relation to criminal investigations, criminal matters and crime trends.
32	160428_001	32-001	A Garda Superintendent with 30yrs service, 5yrs in DMR North Central.	Policing an urbanised area consisting of business areas, some very affluent and some disadvantaged areas.
33	160504_001	33-001	A Garda Superintendent with 34yrs service, 8yrs in DMR North Central.	Having significant participation in policing events in DMR North Central.
34	160509_002	34-002	A Garda Superintendent with 29yrs service, 1yr in DMR North Central.	Responsibility for crime investigation, management of personnel, major events and infrastructure.
35	160513_001	35-001	A Garda Chief Superintendent with 32yrs service, majority in DMR North Central	Responsible for dealing with a wide range of issues, and ultimately for standards in police service.

List of Internal Participants – Superintendent Rank.

## 6.2 Traditional policing and issues of public trust and confidence

In describing their experiences in the North Central division prior to the change in orientation (2009), there was evidence of a shared experience among all external participants. These participants agreed that there was a general feeling of lawlessness in the area as a consequence of issues associated with anti-social behaviour, open drug dealing, drug taking, discarded needles and assaults, with the media portraying parts of the North Central (particularly the business environment) as a no-go area. Business participants described a situation where:

Our members didn't feel that they could, I suppose, adequately promote themselves or basically, put their best foot forward until issues around anti-social behaviour...drug consumption, sale of drugs, public intoxication, all that sort of thing were addressed (Business participant 3-001).

I never knew where or when either I, or my staff, were going to be verbally or physically abused, and you know, let's call a spade a spade, by the drug addicts that were roaming around O'Connell Street. I have had my staff, and myself, spat at, kicked, punched over the years that I've been in O'Connell Street, and it did, at times, it got very low, and I really did feel like walking away. (Business participant 5-002)

All external participants asserted that there was a general perception in the North Inner city that something had to be done, however, there was also unanimous agreement among external participants that there was a lack of trust and belief in the ability or commitment of the police to effectively tackle the problem. Participants stated that "there was no communication, there was no trust between the community and the Gardaí...and the community felt that the Gardaí were just passing through and not addressing that issue" (Public Representative participant 10-001). The lack of trust and confidence was a recurring theme associated with the approach to policing just prior to the change in orientation, it being further described as:

I don't think they actually trusted the Guards to get it going, never mind keep it up. Certainly in the initial stages, there was a considerable degree of scepticism if I'm being honest...So I think there would have been a fair degree of scepticism. (Business participant 2-003)

Following analysis of interviews with the four key internal participant groups, that is, Garda, Sergeant, Inspector and Superintendent Rank groups, evidence emerged of a shared or collective experience prior to the change in orientation. In contrast to external participants, this combined group of internal participants were inclined to describe the approach to policing as opposed to the external challenges that prevailed. Participants indicated that the police were acting with a monopolistic mind-set stating that "we presumed we knew what the customer wanted. We were paternalistic in our outlook; we were of the view that we knew what was best because we were the trained policemen" (Garda Rank participant 15-002). This group of participants also suggested that the approach to policing

lacked focus, structure and systems, suggesting that “there is a tendency, I think, as I’ve said to you before in discussions that the police tend to be like a junior Gaelic team. The ball goes up in the air, and everybody chases it” (Superintendent Rank participant 31-001).

Other internal participants suggested that the approach was devoid of individual ownership or accountability while operating a traditional version of community policing which lacked an incentive or honest commitment to stakeholders and customers stating that “we provided lip service. You went to meetings and you nodded your head and there was no expectation of what you could give to that person or that meeting...There was never an incentive to do it” (Inspector Rank participant 30-001). This group of participants describe an approach to policing that consisted of a narrow focus on crime with little or no focus on quality of life issues and an inadequate sharing of information internally. They describe a policing approach which was not evidence based and therefore resulted in fire-fighting and paying lip-service to stakeholders and community issues with a disconnect between what the police prioritised for action and what customers and stakeholders perceived as being important. They describe how this approach had resulted in the police being:

...quite confident going to the meetings with our crime data. The meetings were going very badly, customers and the people at the meeting, completely dissatisfied with the service, and going away saying, God, we have the wrong aspect of this altogether. We had no real mechanism for identifying their needs. (Superintendent Rank participant 32-001)

The rationale behind the engagement of internal and external participants in the research process included the fact that they may have different perspectives on similar experiences and in this context, the responses in some cases indicate an end user perspective and/or a service provider perspective of the same experience. In these cases, one set of participants often corroborated and/or provided supporting evidence of the others perspective, thereby enhancing the richness of information.

### **6.2.1 Finding 1. Lack of public trust and confidence in the police**

Prior to the change in orientation, the reactive-oriented, traditional approach to policing had resulted in a lack of public trust and confidence in the commitment and/or ability of the police to effectively tackle ongoing problems which were affecting quality of life and the capacity to effectively engage in business activities. There was no incentive for the police to change from the status quo, resulting in a continuing disconnect between what the police prioritised for attention and what the public and stakeholders perceived as being important, and this had resulted in dissatisfaction with the policing service and frustration among the police themselves which rendered questionable, the relevance and legitimacy of the police in the area.

## **6.3 Implementation of the marketing concept and the market-orientation performance relationship**

In 2016, an overwhelming majority of external participants described a significant and positive change in the approach to policing in the North Central. These participants described their experience of the policing approach between 2009 and 2016 as “above and beyond what was required”, like “day and night” (Business participant 1-002), a “very significant and fundamental change” (Business participant 2-003), “extremely positive and almost revolutionary” (Public Representative participant 6-002), “a very positive policing experience” (Public Representative participant 8-001), and as having “changed dramatically” (Public Representative participant 11-002). In the context of improved performance, business participants stated that:

...if you asked me to mark the Guards out of ten, ten being excellent, you know, I would probably be putting the Guards up there round about eight and a half, nine, but if I said three years ago, if you'd ask me that question, I'd have had it down at around four, three and a half, four.  
(Business participant 5-002)

I would be astonished if your own research didn't show that there had been an improvement in your own performance. (Business participant 2-003)

As a qualitative process however, such testimonials were based on the perceptions of individual participants, and as a consequence, rigour through consistent probing during interview had been necessary in order to determine how performance was being interpreted by them. Such an approach identified a commonality of perceptions of how performance was being measured by participants and what performance improvement looked like in real terms for them. In this context, the ease of access to the police and police senior managers; access to information; an appreciation and understanding of quality of life issues and timely responsiveness to them; efficient and effective systems facilitating day to day continuous engagement, and individual ownership and accountability of issues, were all perceived as signals/evidence of improvement and/or, were considered as measures of performance. Participants remarked that the consistency of approach had created an environment of inclusion and a perception by participants that they had become stakeholders of the police and as a consequence, trusting relationships had emerged resulting in a common purpose within the research setting. All of the above represented evidence of performance changes and were used as measures of policing performance. Except for the serious incidents that occurred in 2015 associated with a drugs feud, crime did not surface as a measure of performance, and in this context, participants focused instead on quality of life issues, authentic, trusting relationships with the police, consistency of approach and continuous problem-solving engagement with the police, which is consistent with previous research (Higgins 2018; James 2013; Ponsaers 2001; Sparrow 2018; Stanko et al. 2012).

There was unanimous agreement between internal participants that the new orientation represented a significant and positive change. It was described by participants as "what I see now, what Community Policing is, it's a lot more structured, a lot more focused, there's a lot more organisation around your involvement with your customers" (Garda Rank participant 16-001), and "well, I suppose it has been revolutionary. And now I feel, you know, the answers are in

this approach that we take which is the Small Areas Policing approach” (Garda Rank participant 19-003). In the same context, another participant stated that:

I suppose I can't even sit here and tell you exactly how much it has improved, because it's just, there is no comparison between then, which was July 2010, it's like chalk and cheese, and I suppose that's one of those clichés, but it is. It's very different. (Inspector Rank participant 26-001)

Internal participants suggested that the change in orientation had facilitated improved focus; structures; administrative and management support; service quality, and outcomes. There was also a strong perception that the new orientation had been challenging in a positive way, that it had facilitated individual ownership, accountability and better management of the policing service, and had instilled confidence in employees to become safely innovative and creative. One participant described it as:

...probably one of the greatest changes of initiatives that I've been involved in. It certainly has challenged me. It's challenged my thinking, my approach and probably the whole ethos of policing that we would have known...it certainly gave me...a whole new attitude to come up with new solutions, innovative solutions, to try different things without fear of recrimination if they didn't work. (Superintendent Rank participant 32-001)

In the context of performance, there was significant majority agreement between external participants that the performance of the police had improved significantly over the same period. Participants described it as, “excellent” (Business participant 1-002), “definitely a huge change” (Business participant 4-001), and “a big improvement” (Business participant 5-002). While a substantial majority of public representative participants asserted that there had been a significant improvement in police performance, they also described continuing challenges that needed to be constantly addressed, stating that “whilst things are not perfect it is a world away from the kind of atmosphere that pertained...now as against then I think has been transformed very significantly” (Public Representative participant 11-002). Despite continuing challenges however, they suggested that:

The last six years have meant that yes, the service goes on and is a better service, vastly better service, because of the removal of red tape essentially. But that has got the extra layer, not extra layer, extra

benefits or extra fallout of a confidence level and a trust level and possibly, as I said, possibly a loyalty level now. (Public Representative participant 6-002)

What Small Area Policing did was, it took Community Policing, that extra step forward that wasn't envisaged in any of the legislation or any of the structures that were put in place...and established a relationship there which really was not envisaged anywhere in Community Policing prior to 2008-2009, and that's one of the remarkable developments that I have seen in recent years. (Public Representative participant 9-002)

A significant majority of public representative participants described an improved relationship with Gardaí, an enhanced "ease of access" to the police and an enhanced responsiveness which translated into improved outcomes for their constituents. As a consequence of the improved relationships, external participants began acting as complementors (Hax and Wilde 2001) of the policing service, that is, they acted as a conduit for the generation of information pertaining to the needs of individuals (their constituents) in the community, and as a consequence of efficiencies in the new system and the subsequent enhanced responsiveness of the police, their own efficiency of response improved and they were in a position to confidently update customers on the progress and outcome of police interventions. One participant remarked, "I'm able to go back to somebody and say, look, I've been on to the Guards...well this is the result" (Public Representative participant 9-002). In a similar context, EIQA (2015) reported that:

...over the previous 14 months the division has engaged in a door to door campaign and has interviewed over 15,000 customers to identify their needs. Feedback from the public representatives interviewed during the assessment indicates a positive response to this initiative from their constituents, in particular the elderly in the community, who had been reassured by the communication channel which had been opened through this process. (EIQA 2015, p.11)

There was unanimous agreement among internal participants that the change in orientation had resulted in improved performance and was having an impact on the ground for customers, stakeholders and Garda employees. One participant stated that:

I suppose it has been transformational from my point of view...We were trying to get back to what Community Policing should have been, i.e., focusing on our customer...In essence it was all about problem solving. (Sergeant Rank participant 25-001)

An overwhelming number of external participants reported experiencing significant difference in the policing approach and the resulting standard of service in the North Central when compared to adjoining divisions. Participants stated that:

Well I won't go much further but the experience of other Garda stations is quite frankly unacceptable. This is why I've argued that the approach you guys have taken here be it for small areas of policing and the community oriented approach, it works and that's why I think it should be rolled out. (Public Representative participant 8-001)

There was unanimous agreement among internal participants that the change in orientation had created a positive difference between the North Central division and other divisions. Participants described this as, the North Central being "out on their own at the moment, people aren't able to communicate with their stakeholders or with the Guards, the way they are able to communicate here" (Garda Rank participant 17-001). Internal participants expressed the view that the difference was in the system, structures, ownership, responsibility and accountability that now existed in the DMR North Central as a consequence of adopting the new orientation. Participants suggested that the approach was transferable and worth adopting, stating that:

The Guards [in other divisions] while they're giving 100% to their job, the results that they're achieving could be far greater with community engagement and problem solving if this model was adopted...this has been a process for us, it wasn't yesterday, last week or two months ago, there is a lead in to this. They're not going to get the results on day one. (Sergeant Rank participant 25-001)

External participants made reference to the lack of engagement by police in other divisions and stressed that they felt that they were perceived differently by the police in those divisions stating that:

Over here, you are pushing on an open door because I feel that this station here understands what you're trying to achieve, do you know what I mean, that you're not looking for a favour, you're all in this

together, there's a partnership there where we're working together to try and achieve the same goal. (Business participant 1-002).

An overwhelming majority of all participants indicated that the approach was not being adopted in other divisions and that there was a lack of interaction with the police in other divisions when compared to the North Central and a significant difference in the nature of engagement in addressing stakeholder and customer issues. Participants indicated that the interaction of the police in the area represented a partnership or togetherness in policing, stressing that there was an understanding that they were in it together pursuing a common goal. Participants suggested that the failure to adopt the new orientation had left other divisions struggling with an out of date and ineffective approach to policing suggesting that "what they're doing in their divisions, I still think they're back in the eighties in relation to their policing thinking...but we've come into the next century" (Inspector Rank participant 30-001). External participants articulated a similar position, stating:

...that would be my criticism, is that other divisions are not doing the same thing, or there isn't the same sense of purpose, or sense of leadership, ...I think that's... that is the difference, there needs to be an acceptance that this is the way forward, confidence, needs to be led, and not just sporadically, but as a major part of the new policing going forward. (Public Representative participant 9-002)

### **6.3.1 Finding 2. Significant improvement in police performance**

The change in orientation between 2009 and 2016 created a fundamental and positive change in the approach to policing, delivering significantly improved police performance, and improvement in the nature of engagement between the police and the public. Much of the difference was brought about by changes in the nature of the relationship between the police, customers and stakeholders, and by the adoption of new systems and structures accompanied by individual and team ownership, responsibility and accountability, ease of access and enhanced responsiveness.

## 6.4 Consequences: Stakeholders and customers

An overwhelming majority of external participants described very positive outcomes for themselves as stakeholders and subsequently for their constituents and customers who benefitted as a result of the efficiency and effectiveness of response that the new approach was affording to this participant group. In the same context, there was unanimous agreement among internal participants that customers and stakeholders were more satisfied as a consequence of receiving a better quality of service. One participant stated that there was now a “legitimate expectation that the matter would be resolved, which again, is really important, we are day and night, chalk and cheese to how we were six or seven years ago” (Business participant 2-003). Other participants suggested that the change in orientation had created an efficient and effective single point of contact, describing it as:

Once you're able to make one phone call and the work is taken out of your hands, that's absolute...and then one gets a response. That's wonderful from my point of view (Public Representative participant 9-002).

Participants were of the view that issues raised by customers and stakeholders were no longer being ignored and that the effective response to addressing their needs had set a standard and raised expectation. All internal and external participant groups cited enhanced communications, better understanding of the issues by the police and an action-oriented, problem-solving approach that met expectations. Participants suggested that there was:

...to use perhaps some of the phrases we might be using later on, more customer relationship management approach to me as a customer. (Public Representative participant 13-002)

Hugely improved in the sense of the service that is being afforded to the people who live in the division, who work in the division, who have an interest in the division. (Garda Rank participant 16-001)

Participants identified an enhanced efficiency in the system; enhanced access to senior managers; improved understanding of issues related to the needs of stakeholders and constituents, and enhanced responsiveness of the Gardaí at all

levels. One participant stated that “the level of improvement is huge...the first thing that’s happened is that there’s a system and a process now for seeing issues...I think we see things a lot earlier before they explode in our face” (Superintendent Rank participant 35-001). All business participants reported that there had been a significant improvement in the general business environment with the level of anti-social behaviour and the impact of drug dealing and open drug taking having been reduced while the feeling of safety had been enhanced. These participants described the change in the operating environment as representing “a very significant improvement” (Business participant 3-001), and being like “chalk and cheese” (Business participant 5-002). This group of participants described visible changes that contributed to an enhanced feeling of safety and an environment that was conducive to doing business. An overwhelming majority of public representative participants asserted that there had been improved outcomes for individual stakeholders and the area as a whole, and that customers and stakeholders were more satisfied. In this context, there was explicit reference to the ease of access as a consequence of the removal of red tape:

The responsiveness and the follow up and I think that like, when you’re in the city council and you can see red tape all over the place and then you come to something where there doesn’t seem to be any red tape it’s like a breath of fresh air. It’s just extraordinary. (Public Representative participant 6-002)

This was reinforced by internal participants who suggested that customer and stakeholder information was no longer being ignored but was instead being actioned and responded to, stating that:

I’d say most definitely more satisfied and again, communication, that they’re getting a response. That their email isn’t going in to the wilderness, that their phone call isn’t going in to the wilderness, that they are getting value for money and it is perceived that they are getting a good service, a quality service. (Sergeant Rank participant 25-001)

Internal participants suggested that the police now looked at the public in a different way and that this was supported by the management mind-set which had changed as a consequence of the change in orientation. One participant stated that:

I firmly believe that they'll say that they are far more satisfied than they were here before. They couldn't be otherwise given the way...It's like day and night, the change that they will see and they will report seeing. (Garda Rank participant 15-002)

#### **6.4.1 Finding 3.** Legitimate expectation and more satisfied customers and stakeholders.

As a consequence of the change in orientation the police became more in tune with the needs and requirements of customers and stakeholders and subsequently became more responsive to them. The elimination of red tape and the consequent ease of access for customers and stakeholders resulted in significantly improved outcomes for stakeholders, customers and the area as a whole. The change in orientation facilitated a more customer-oriented, responsive and better standard of service, resulting in more satisfied customers and stakeholders, and an expectation that issues would be resolved in a timely and effective manner.

### **6.5 Consequences: Perceptions of the police**

There was overwhelming agreement among all participants that customer and stakeholder perceptions of the police in the North Central had significantly improved. Participants described how “the Guards have a great reputation in this district...I know from talking to people out there that the reputation of the Guards in this district is very high...improved, yes, one hundred percent” (Business participant 1-002), and “confidence now, I think they have the confidence in you...there are more relationships now with the Gardaí and the community, much, much better than ever” (Public Representative participant 10-001). One of the key objectives of the new approach to policing was to create effective, trusting and lasting partnerships with local stakeholders, including local elected representatives. In this regard, it was by design that such stakeholders developed into a complementor role (Hax and Wilde 2001), which effectively required the police to share with stakeholders any positive feedback by end users/customers

regarding the police input to local problem solving. An element of the trusting relationship from the police perspective was therefore, that those stakeholders would continue to support the police and communicate to customers/end users the police role in solving local problems.

Excellence Ireland Quality Association, in their 2015 assessment reported that a centralised contact management system had been established for key stakeholders and that feedback was very positive in relation to improved accessibility, accountability and responsiveness of service provided. It was reported that stakeholders commented that this high standard of service was not being experienced by them in their engagement with other divisions in the Dublin Region, however, they were equally strong that the approach needed to be maintained and consistent (Excellence Ireland, 2015, p.11).

The majority of public representative participants cautioned about the fragility of the public's trust and confidence however, and made specific reference to the gangland murders that had taken place in the North Inner City, cautioning that this external shock had the potential to put a significant strain on what had been achieved. One participant stated that:

Now as I said we're back to the elephant in the room where the murders are taking place people are saying I hope the police can deliver. That is the big prize that's out there at the moment believe you me. People have confidence in you, people are even saying give the police the space let them at it, let them do it. (Public Representative participant 7-002)

Participants indicated that customers and stakeholders were receiving a better level and standard of service than before and the police were more responsive and were making more of an effort to provide services that were more appropriate to the individual needs and requirements of stakeholders and customers. One participant stated that:

I think they're in a position to provide a more tailored service and that is what the customer, be it the business owner, resident, or the school, that's what they want. They don't want a blanket service applied, they

want the Gardaí to know, these are my needs, this is what my issue is today. (Garda Rank participant 16-001)

There was the same level of agreement among participants that confidence in the police had improved significantly and that the reputation of the police in the area had been enhanced substantially as a result of the change in the policing approach. Participants suggested that:

...the most important customers in my view are just the ordinary people going about their daily business and I think they've been the biggest beneficiaries and I think they're the ones who appreciate it the most. (Public Representative participant 6-002)

As previously outlined, external participants had commented that, prior to the change in orientation the police in the research setting had neither the capacity nor the commitment to address the issues that were negatively affecting their lives (quality of life issues). Commenting six years later however, they were adamant that this had changed, and that relationships had developed, which led to an environment of trust and legitimate expectation that emerging issues would be addressed through enhanced capacity and commitment. As one participant stated:

You can hold your head up high now, and the business community and I'll quote a certain businessman uptown who said that we had failed. We had failed him. We had failed O'Connell Street. We had failed Dublin. That was the same gentlemen that now would be one of our greatest supporters. (Inspector Rank participant 26-001)

#### **6.5.1 Finding 4.** Improvement in reputation and confidence in the police

As a consequence of the change in orientation the police provided a service that was more appropriate to the needs and requirements of customers and stakeholders. Subsequently perceptions of the police and confidence in the police improved significantly and the overall reputation of the police in the area was enhanced.

## 6.6 Consequences: Relevance and legitimacy of the police

A substantial majority of all participants describe the police as being more relevant and having enhanced legitimacy in the area as a consequence of the change in orientation. Participants used statements such as “you were relevant to me but you weren’t there, policing didn’t meet my needs...an extremely difficult job, but having said that, it’s the job you signed up for. Now, you are very relevant, very relevant” (Business participant 5-002). Another participant stated:

Five or six years ago, the view was that the problems are so big that no one, not even the Gardaí, can handle all this sort of stuff...well I certainly think ye’re more relevant now...that engagement, that relevance is very widespread, I think, that view that the Gardaí on the north side would be, are a very integral, relevant, important part of city life here, I think that’s a widespread view. (Business participant 3-001)

Participants described how communication and interaction between the police, stakeholders and customers had improved and how relationships had been developed, stating that “[communication] has been greatly enhanced. Even in areas traditionally hostile to the Gardaí. But the major result is that the community have bought into this police approach” (Public Representative participant 8-001). Participants indicated that the police were displaying an eagerness to identify and understand stakeholder and customer needs; had put systems in place to enable this; had become more proactive in determining what the needs and requirements were, and had become more responsive to those needs. Informants described the situation as:

Ordinary, decent people didn’t think that the police were, not only weren’t on their side, but that they were irrelevant, or they were against them in many cases. So, that’s where the transformation has come, and that’s where the stakeholder notion has come into it, our ideas have now become an integral part of the...of life here. (Public Representative participant 9-002)

Definitely more relevant I mean I sit very comfortably knowing that no matter what issue I get hit with on a daily or nightly basis that I connect, contact [the Chief] or to his staff, whether it be 6 in the morning or 12 at night and that has to be commended and applauded. (Public Representative participant 7-002)

They also described how responses were no longer one dimensional but included a range of responses that creatively addressed a range of issues, some of which would not have traditionally been addressed by the police. This prompted one participant to state that:

I think we've become very relevant. I think they feel now that there's a mutual support going on, that we're all working together...and that no job is ever too big or too small. And no issue is ever too big or too small. (Inspector Rank participant 26-001)

Participants made reference to the door-to-door strategy employed by the police and how effective that had been in engaging directly with the individual members of the public and communities at large. They suggested that the police were now more accessible to stakeholders and customers and that instead of paying lip service, they could be depended upon to deliver on their promises. One participant stated that:

We've backed up what we've been talking about, as in, us going to meetings and say I'll provide you this, I'll sort out that problem for you, well we've actually, we've gone out and done it. So I feel now, we can back up what we are talking about. Very much relevant, much more accessible, much more approachable. (Sergeant Rank participant 25-001)

Some public representative participants made reference to the historical challenges that were overcome in achieving this position, citing the previous disconnect between the police and communities, the lack of trust that existed, the suspicion and the concept of 'informer' and 'informing to the police' which they describe as being a real feature of the environment in the North Central. One participant stated that:

...it's meant that there is now a connection established, that there is an ease of engagement between individual members of the community and the police, which really was not there for most of the time that I've been in electorate politics, and that's the biggest change that I've observed in my time in politics here. (Public Representative participant 9-002)

### 6.6.1 Finding 5. Enhanced relevance and legitimacy of the police

Historical suspicion and lack of trust in the police was significantly reversed resulting in the police becoming more relevant to their customers and stakeholders and subsequently enhancing their legitimacy to police the operating environment. Improved access and communication accompanied by eagerness on behalf of the police to understand and respond to customer and stakeholder needs and requirements had contributed to the concept of enhanced relevance and legitimacy.

### 6.7 Consequences: Commitment, motivation and performance

A substantial majority of all participants indicated that the police in the area had significantly increased their commitment to customers and stakeholders, with one participant stating that “I don’t think people realise just how much effort and commitment, and I’m sometimes amazed how people do it and don’t collapse from exhaustion, sort of thing, I mean it is an absolute commitment” (Business participant 3-001). Similarly, another informant stated that:

They are going above and beyond, thinking about projects, and thinking about different things that they can be involved in...asking me, ‘what’s happening next, how can we be involved, what do you need’? (Business participant 1-002)

Participants stated that the Gardaí were more friendly and engaging, and were proactive and problem-oriented in their approach to identifying and responding to customer and stakeholder needs. They made reference to experiencing an increased sense of pride in the Gardaí themselves and to the commitment and enhanced drive that individual ownership of areas and individual accountability had developed, stating that:

...certain members of the force have gone way and above what I would expect. But as I said, the fact that they’re in ownership and they’re answerable and accountable. (Public Representative participant 8-001)

Certainly, in terms of responsibility and accountability. It’s the first time that we don’t have this shared decision making and with everybody responsible and no one responsible at the same time. Now one person

is responsible, we know who that is, and I suppose that feeds into a greater performance drive on behalf of the members. (Garda Rank participant 15-002)

Participants indicated that the individual ownership, responsibility and accountability, had been a challenge for individuals but that it had been supported by new structures, some peer pressure and customer and stakeholder knowledge of who owned what, and that this had significantly contributed to the enhanced commitment and performance of individual Gardaí. One participant stated that:

The first thing is, they had to actually adapt to being that accountable individually. There was always the collective you could hide behind, the unit or the station party, or the division. You could always say I'm just part of the set-up, what can I do? But when you're the one identified in the sector, in the SAP, or you're the person who the local community group are told, this is your Community Guard, there's no hiding place. (Inspector Rank participant 29-001)

Participants indicated that the individual ownership of areas had created personal relationships that had contributed to a building of trust and an enhanced responsiveness to stakeholder and customer needs. An overwhelming majority of participants asserted that the Gardaí were more connected to stakeholders, customers and the community and appeared to be more motivated in their overall approach to providing a service. Participants described the transition as, "I would see a massive change. I've seen them, individuals, where they've taken, they've gone that step further which wouldn't have been expected of them" (Sergeant Rank participant 21-001), and "It's given them all a sense of purpose, it's given them a sense of direction as well, they can see where we're going as a division and I suppose where we can go" (Superintendent Rank participant 34-002). A public representative noted:

I believe everyone's been a winner in this, I mean the Guards themselves and if people have more confidence in them and more trust in them and actually know them by name, so motivation has to be up...if you're going into an environment that there's been a C change and...are providing a good service. No matter who you are, you have to get a kick out of providing a good service. (Public Representative participant 6-002)

Participants indicated that the commitment of senior managers and the individual ownership and accountability associated with the change in orientation had

resulted in an improved individual and collective commitment to stakeholders and the area as a whole. One participant stated that:

The commitment to the customer was affected in a huge way. The management input was always missing, or being asked what you're doing, or how you're getting on right, and I think that was crucial to it. They could see an improvement and they were walking into a better environment for themselves, and that then generated, in my view, a level of pride. So their life has changed. (Superintendent Rank participant 35-001)

While a significant majority of all participants expressed the view that motivation and individual performance had been positively affected, they also indicated that collegiality and working as a team was also positively affected. Some participants described the situation as having, "a lot of self-starters, and that's a welcome piece in this, while at the same time working with their colleagues and working together as a team, and they're very proud to be part of that team" (Inspector Rank participant 26-001), however, other participants identified the challenge involved in achieving such an outcome stating that "they're definitely more motivated than what they were, but that again took time. They hated it in the beginning" (Garda Rank participant 17-001).

Excellence Ireland Quality Association conducted an independent assessment of the programme in 2015 and following separate interviews and focus groups with Garda rank, Sergeant Rank and Inspector Rank employees (exclusive of management) they reported that feedback was very positive towards the changes implemented since 2009. The report stated that:

While some indicated that they had initial reservations, the community Gardaí in particular confirmed that the new approach has delivered real change and has supported them in doing their day to day work. It has led to improved teamwork, collaboration, accountability and follow through. When asked if they would go back to the old way of working the response was a unanimous "No". They indicated that they feel more valued, they can make a difference using the new approach and have seen improvements on the street. (EIQA 2015, p.7)

Participants indicated that the support of senior managers and the consistent evaluation of the approach had been a central element in creating the new

environment for frontline Gardaí and facilitating their ability to make promises and increase their commitment to customers and stakeholders. They stated that it also prompted the enhanced commitment of those who were initially less inclined to engage with customers and stakeholders. In this context, participants stated that:

I think the levels of motivation to deal with the customer has rocketed, sky rocketed, as a result of the support that they're receiving from their management team. The consequences of that, is that they're no longer afraid to deal with customers, they're not trying to fend them off. They're actually able to engage with them in a real and meaningful way, because they know if they make a promise themselves, that they will be supported by their management. (Garda Rank participant 15-002)

I certainly think those who would have probably sat in the background and probably wouldn't have been the willing horse initially, they had to change and they did change. And again I think a lot of that is down to the fact that they were being measured, on a day to day basis. (Superintendent Rank participant 33-001)

#### **6.7.1 Finding 6.** More motivated police and enhanced contribution

The police in the area developed an enhanced commitment to stakeholders and customers, delivered an improved individual performance, developed enhanced motivation and a more collegiate approach to providing a policing service, supported by a previously absent senior management commitment and input. The new approach created an environment where promises could be made and delivered upon with the continued support of senior managers and the enhanced commitment of individual frontline staff. The individual ownership of areas had contributed to the development of partnerships with external customers and stakeholders and subsequently to enhanced commitment to delivering improved outcomes for them. Positive outcomes, feedback and the support of stakeholders contributed to an enhanced feeling of self-worth that motivated individual police personnel to enhance their contribution.

## 6.8 Consequences: Behaviour, culture, creativity and innovation

A majority of all participants made explicit reference to a change in police culture during the period under examination with one participant stating that “this is about changing culture, it’s about changing the whole ethos and the whole working structure that existed pre-2009. It’s a very different approach, and might I say it’s an ambitious approach” (Sergeant Rank participant 20-002), another stated that “we had a couple of different Superintendents who have come in who have, certainly, I feel, have quickly understood where things were fitting in, so I think it is...fairly well embedded in the culture here” (Business participant 2-003), while another stated that “it’s in the culture now here you know, and that’s including my own staff particularly here” (Sergeant Rank participant 22-002). Other participants stated:

There was a cultural change in terms of, when I first came it was about people and, you know, who is committing crime. But now it is...and managing those. So the complete change of managing an area and that is a huge cultural...People don’t think...that is a massive change in policing function, that is my view. (Garda Rank participant 19-003)

...ultimately you can have all the strategies you want but if the culture isn’t there, if the support isn’t there, your strategy won’t succeed. (Sergeant Rank participant 25-001)

One participant described the change in orientation as “such a new and challenging change for people, and it challenged people’s mind-set of policing that had been ingrained in them for maybe, you know, 25, 30 years” (Superintendent Rank participant 32-001). In the context of implicit references to culture, the evidence indicates that the change in culture is most likely much higher when cultural concepts and implicit references such as, challenging norms and values; changes in mind-set; changes in behaviour and beliefs; changes in the nature of engagement, and enhanced openness and innovation are taken into consideration. For example, participants who did not make explicit references to culture stated that:

...here the norm was challenged, we looked at the values that we have to drive a new model, and ultimately it’s resulted in a different set of

beliefs around policing that are shared amongst many of the Garda members here. (Garda Rank participant 15-002)

It's certainly brought it to a huge level. It has brought it into a place that we never were before, the feedback and in terms of the information that a resident or an individual is getting, it's like nothing ever before, it has been a huge change for the better. (Inspector Rank participant 28-001)

Public representative participants suggested that the cultural effect of adopting such an orientation had resulted in a breaking down of traditional barriers, the creation of a safe place for information exchange and an empowering of Gardaí at the front line. One participant described the change in orientation as:

I think it speaks to a culture of respect and that respect is two-way, so those doing the work, the officers commanding respect but also returning it. (Public Representative participant 11-002)

An overwhelming majority of participants indicated that the change in orientation facilitated the continuous use of innovative problem solving to bring about solutions to problems and address the ongoing and emerging needs of stakeholders and customers. In this context, some participants were emphatic in their perceptions, stating:

No, no, no, no, no. It's highly different, you know, we had an interesting discussion earlier on about the limitations of the market-based approach to policing. I mean, the fact that we're having that discussion is a result of something that was very innovatively done. It's about redefining what service looks like, and what service is. And that's a very creative journey to have gone through. (Public Representative participant 13-002)

You know, normally like, most people would sit at their desk and wait for the problems to come in. The Guards went out and actually found out what the people were thinking, what their views were, I mean that was totally innovative. (Public Representative participant 6-002)

Participants stressed that the innovative and creative nature of the approach facilitated an optimum use of resources and enabled outcomes to be achieved despite the prevailing context of diminishing resources. Participants indicated that the police had created a system and a way of doing business which facilitated ease of access and fast, effective and reliable interaction on the identification and response to community and individual customer/constituent issues. Internal

participants indicated that it facilitated 'outside of the box' thinking and an environment where innovation and creativity were welcomed at the individual and collective level. One participant suggested that:

Previously it wasn't good, we weren't innovative in any way. We lived within the rules, we never thought outside the box and I've seen a massive change since I came back six years ago. I really have seen a big change when I came back and an even bigger change now. (Sergeant Rank participant 21-001)

Internal and external participants indicated that the innovative and creative approach differed from what was happening in other divisions and in the organisation as a whole where it was asserted that the police were living according to historical, conservative norms and rules which prevented or obstructed continuous and necessary change and improvement. Participants suggested that "it's a total overhaul of policing, if I can put it like that. It's really different from the way it was run and different from the way it is run in other divisions" (Garda Rank participant 14-003) and "well, it's not normal policing. It doesn't happen anywhere else, so it's not normal. I think it's a great idea. I think the more you can respond to the needs of the area, the better, and every area's going to be different, and there's none so intense as the North Inner City" (Public Representative participant 9-002).

Some internal participants suggested that the innovative and creative nature of the new approach had solicited negative responses from within the wider organisation as peers and more senior managers derided such 'thinking outside the box'. One participant stated that:

The level of innovation and creativity and thinking outside the box, which can also, you can attract an element of derision. I know myself and being in company that people have slagged off this, and that's going back to an earlier question, there's a bit of an inhibitor in that as well, do you know what I mean? (Superintendent Rank participant 35-001)

### 6.8.1 Finding 7. Innovation, creativity and optimum use of resources

As a consequence of ‘outside of the box thinking’ associated with the change in orientation, the traditional reactive-oriented, rule-based culture underpinned by conservative norms and values was replaced by a culture that was driven by behaviours associated with a desire to better understand and respond to the needs of stakeholders and customers. This facilitated optimum use of scarce resources through continuous and effective, innovative and creative problem-solving by the police at an individual and collective level even in the face of diminishing resources and adverse peer pressure.

## 6.9 Consequences: Applying marketing logic - Positioning

All participants were asked to express their understanding of how the Gardaí in the North Central wanted to be perceived by customers and stakeholders, that is, how they thought the Gardaí were positioning their service offering. An overwhelming majority of internal and external participants indicated that the service offering had changed and that the police now wished to be perceived differently, with one participant describing the positioning as “everything that we do in the North Central now...we’re all about our customers” (Garda Rank participant 17-001) and another describing it as “a lot more efficient, a lot more effective, that we were definitely able to address any of their issues a lot more professionally” (Sergeant Rank participant 24-001). Other participants suggested that the Gardaí were positioning themselves:

...as giving a service that is professional and efficient and prompt, but I’d also use the word approachable so it’s not like going into a shop and I’d buy a dress or a jacket or something and I pay for it then I’m gone, there’s a continuation of that relationship. (Public Representative participant 12-001)

As approachable, as a body that is willing to take on their concerns, issues or otherwise on board and actually give them a consistent standard approach to dealing with an issue, but not a standard approach thinking that the way we’ve dealt with one issue is going to be the way that we deal with the next issue. (Garda Rank participant 16-001)

Participants indicated that the police in the North Central were now positioning their service offering as being a proactive; accessible; partnership-based; problem solving; responsive; relevant and effective service. Some participants expressed the view that the division wanted to be seen as having a specific expertise in the area of customer/community oriented policing and even as being a national and international standard setter. Participants stated that Ireland now had the potential to be seen as:

...a country that has a particular expertise in Community Policing, and that we have brought it a step further than any other country has done, and that this now should be enshrined in law, and it should become part and parcel of police reform, new police policy. (Public Representative participant 9-002)

Being problem-solvers and facilitators. So if there is something within your area, to a problem or a difficulty that needs to be solved, you know, that will get raised, and that problem will be taken away and...think about what the solutions are and then come back to us with an answer and invariably, that It's going to work. (Business participant 2-003)

Additionally, internal participants indicated that the police in the area also wished their customers and stakeholders to see them as partners and individuals who were committed to identifying and servicing their needs on a continuous basis, stating that:

We've identified what their issues are, we've asked them what their issues are and we're trying our best to solve their issues. And I think it's very, very much a partnership approach is what we have. It's not just a once off, that it's an ongoing process and it's a partnership. (Superintendent Rank participant 33-001)

#### **6.9.1 Finding 8. Efficient and effective problem solving policing approach**

The Garda service in the North Central was repositioned as a standard-setting, professional, accessible, proactive, long-term partnership which delivered an efficient and effective problem-solving policing response to address stakeholder and customer needs.

## 6.10 Consequences: Alignment of effort

There was unanimous agreement between internal participants that the monthly performance and accountability reviews were critical to developing an alignment of effort and focus between individuals and objectives and to the successful implementation of the new orientation. One participant described the reviews as being:

Vital, yes, they were...if we didn't have the reviews, as I said to you earlier on, then management, it would have been perceived by the lads downstairs, "Oh, Chief doesn't give a shit anymore now that this is up and running...So, no, they are 100...But again it gets us all focused including me...Yes, focus, And it gets us back in our game again. (Sergeant Rank participant 24-001)

Participants expressed the view that the reviews provided a platform for individuals and management to maintain the relevance, effectiveness and focus of the new orientation and that it facilitated two-way accountability and commitment between management and staff, with one participant describing them as, "very important, they put a focus on it, they made it relevant" (Sergeant Rank participant 25-001), and another describing them as:

Critical, because it reinforced that this was being top-led, that this was the new game in town. This was your opportunity to engage and demonstrate your skills in front of the senior level. This is where you'll be held accountable, you know, in front of your peers, in front of your Sergeants, you know, this was...you know, for those that fully engaged with it, it was a huge motivational factor for them. This was their opportunity to engage and show their skills. (Superintendent Rank participant 32-001)

They also expressed the view that the process of reviews had to be relentless, suggesting that "it's a huge model, it's a huge thing to have running in the place and it does benefit a Superintendent immensely...but it's something that needs to be worked on all the time as well, you can't take it for granted" (Superintendent Rank participant 34-002). Participants indicated that no relaxation was possible or the change in orientation would be negatively affected. Participants suggested that it provided a platform for management to show their continued commitment to the process, created clear expectations of what was required and developed a

healthy peer pressure which resulted in members improving their performance and taking advantage of the opportunity to perform in front of the senior management team. Participants suggested that performance and accountability reviews were:

...very important to keep, because again, that's letting people, that's letting the Guard in the street come up and tell their story to the Chief, and it's giving them time to prove themselves, and to basically get a little bit of recognition for the work that they're doing on the street. So I think 100% definitely, they need to keep up. (Garda Rank participant 17-001)

...for me personally, as an Inspector in charge of a Sector, [the reviews were] vital. Because it's a time to stop, to prepare for it. They love to be able to talk about what they know, and they love feeling that they're actually supported and that they're being acknowledged. And that there's also a learning going on as well, that they're learning from each other. I think it's possibly the most vital, it's the most vital part. (Inspector Rank participant 26-001)

Participants expressed the view that senior management's commitment to the process was a barometer to its longevity and that any retreat by senior managers would have been a signal that the new approach was optional and as a consequence, would have resulted in a regression to the old way of working. One participant stated:

They [the reviews] have to be there because the minute you stop...the minute you're seen to back off, the Guards by default will also take that as a lack of interest. Or perceived lack of interest should I say. (Inspector Rank participant 29-001)

Participants suggested that this process was challenging in a positive way and that it maintained the focus, helped to break down information barriers, created a team effect, and provided an opportunity for talent management. Participants indicated that the reviews had a developmental effect on individual members and that they facilitated innovative and creative thinking and activity, with one participant stating that:

I would see probably the role of Inspectors and Supers, you know, changing in the division as well as, kind of, more talent managers than policing managers that it was important for us to identify people with appropriate talents, allow them to have that voice to...that voice to

express that talent. So I think that generated a whole...You know, opened the gates to innovation in that they could see, you know, people on the ground are, you know, they're very intelligent, articulate people. (Superintendent Rank participant 32-001)

#### **6.10.1 Finding 9.** Peer pressure, alignment of effort and improved performance

As a consequence of the change in orientation an alignment of effort was created between activities and projects of individuals and departments. Relentless performance and accountability reviews created a two-way visible show of commitment between management and staff that was critical to maintaining this alignment and subsequently, to the successful implementation and the continued effectiveness of the new orientation. Constant engagement between management and staff at monthly reviews provided a platform for individuals to show their skills and innovation in servicing customers and stakeholders and created a healthy peer pressure which resulted in improved performance and continuing alignment of effort around the new orientation.

#### **6.11 Consequences: Competitor reaction**

Some participants expressed the view that the innovative and expansive nature of the change in orientation had the potential to pose a direct challenge to other stakeholders in the area. Participants suggested that the innovative and creative approach to stakeholder and customer engagement had put the Gardaí at the frontier of this approach and represented a new way of doing business which public representatives and others should be adopting. One participant stated that:

If the Gardaí and the Garda service is prepared to innovate, to stretch itself, to challenge itself, and to actually go on a journey that reshapes its relationship with the community, that poses a direct challenge to others, and I mean other services, state agencies, political people, to actually measure up as well and to actually reflect and say, what are we doing here?...and I would think that for others, the rest of us, people in political leadership I think need to take a stock of that and say right, well how do we do our business there as well. (Public Representative participant 11-002)

Public representatives remarked that they had given consideration to the change in relationship both between themselves and the police and between the police and customers/constituents and had evaluated this change in relationship in the context of its effect on them as public representatives. They remarked that they had concluded that they were treated as stakeholders and that ultimately there was no threat to their position in the community except that the new arrangement had enhanced their capacity to engage with their constituents. The deliberate policing approach of engaging such key stakeholders as complementors (Hax and Wilde 2001), thereby sharing the positive consequences of the new orientation, appears to have neutralised any adverse reaction from public representatives. One public representative stated:

I think you've managed the Public Representatives very, very well. Public Representatives have felt like they are stakeholders, and they have been an important element now in not challenging community consent for this approach. I think that's been very positive. (Public Representative participant 13-002)

While the complementor approach by the police worked to strengthen the partnership between the police and most key stakeholders, it did not work for all. In the context of a challenge to others, a combination of internal and external participants articulated the view that the change in orientation presented as a challenge to a specific key stakeholder, with one participant interpreting the reaction of that stakeholder as having:

...seen it in relation to stepping on their toes in relation to how issues within the district or division were being addressed. I probably had a better relationship with them before this. Both as the fact that I was Community Garda anyway but I just find that the relationship has dis-improved. (Garda Rank participant 16-001)

Another participant stated that:

I suppose they were a strong force over a number of years within the division. And I suppose what was being done in terms of our stakeholder engagement and engaging with our stakeholders was removing some of the control and maybe some of the power and some of the influence that they had or they perceived that it was being taken away from them. (Superintendent Rank participant 33-001)

Participants asserted that the specific key stakeholder had enjoyed a monopoly position regarding police resources and direct access to residents/citizens and that they had failed to engage with the new approach to policing and were thereby left behind when other key stakeholders had embraced and benefitted from the change. Participants indicated that the change in orientation may have been interpreted by that stakeholder as potentially usurping those roles and subsequently, that particular stakeholder was deemed by participants to have reacted like a competitor. In this context, participants stated:

...we probably needed to do something and find out exactly what the problem was in the division, and then when that was done then, to some extent, it undermined the role of the [the same named key stakeholder] because we then took back control to find out what was happening...and in some respects, the [named key stakeholder] propagated the [us-v-them] thing if you get my drift. (Superintendent Rank participant 35-001)

I think the dogs that haven't barked in all of this is like the [named stakeholder] and like that, you know I see as being largely irrelevant now to the journey that the Guards have made. They haven't played a role in this journey, for me. They haven't. I can't figure out why. But the world has changed around them. The terrain within which it's working now has changed completely. You don't really need the help of another person for your legitimacy now to be created. It should always have been the case. And I couldn't say that in relation to other areas, where I think [named stakeholder] are still needed. That would be my contention for here. (Public Representative participant 13-002)

The specific stakeholder referred to above, was interviewed as part of the key participant network associated with this research. This participant suggested that they could not understand why the Gardaí felt the necessity to engage so closely with customers and stakeholders in the area as they already had access to the information required. In the context of the change in orientation by the Gardaí, the participant stated that:

Okay, I kind of felt I wasn't sure if that was working and why was it going down that road to be honest with you because there was a project in the area that had all that information and I kind of was looking at it a bit negative from the beginning because I am like, why is this happening, if the Guards want to know what is going on in this area come into the office and we will tell you. (Public Representative participant 10-001)

This participant also made reference to the door-to-door interviews with customers and stakeholders which the Gardaí had engaged in as part of the change in orientation and suggested that this should have been used to market the services of the stakeholder referred to above. It appears from the views expressed by this participant that there was a preference by the stakeholder involved to maintain the status quo, stating that, “I think that the Gardaí who were actually doing the interviews with the community could have informed everyone that they spoke to about our project...let them know that there is a community project that is linked for them to the Gardaí” (Public Representative participant 10-001). It also appears that when the status quo was not maintained and that the change in orientation by the police became more established, that the stakeholder concerned reacted negatively, or as a competitor might, prompting other key stakeholders to comment on that response, for example, one participant stated that:

...they wanted nothing to do with us and were so rude, were way above us and I would say that, I would have been intimidated by the way they would speak to you, you'd be like, oh God, right...But again, they didn't want to see change, they were afraid that we were going to take their jobs away from them. (Garda Rank participant 17-001)

The competitor reaction in this case came from a government funded stakeholder who had been established to act as a conduit between the police and the community in the research area and had been empowered over time to leverage policing resources and responses to community needs. By their own admission this stakeholder was negative from the start, adopting the position that if the police wanted to know what customers and stakeholders wanted, they should “call into the office and we will tell you” (Key Public Representative Participant 10-001). This public representative participant was not an elected representative, but did represent the community as a key stakeholder for many years and was well respected within the community and by the police.

### 6.11.1 **Finding 10.** Perceived competition and a competitor response

The external status quo relating to engagement with constituents, customers and stakeholders in the North Central division was challenged, and while this was accepted by most stakeholders who perceived themselves as partners in this new approach, it prompted a competitor reaction from a key stakeholder who perceived it as a direct challenge to their position in the operating environment.

## 6.12 Antecedents: Relative effect / hierarchical ordering

Each individual participant was asked to consider the relative effect/hierarchical ordering of antecedents in as much as they impacted on implementation of the change in orientation. In this context, participants were asked to rank the antecedents from 1 to 5 in terms of their relative effect or hierarchical ordering in the context of their impact on the implementation of the new approach. It was explained to each participant that a choice of number 1 indicated the antecedent with the greatest impact or the most important factor, while the choice of number 5 indicated the antecedent with the least impact or the least important factor. It was explained to each participant that the object of the exercise was to identify a hierarchy of antecedents based on their relative impact on the transition process. Three of the antecedents were identified during the initial literature review process, with a particular focus on the market-orientation performance relationship, that is, 'Senior Management' factors; 'Organisational Systems' and 'Interdepartmental Dynamics' (Kohli and Jaworski, 1990). Two additional antecedents were identified in a broader review, identifying 'Stakeholder Support' and the 'Realignment of Strategy and Resources'. A simple analysis was conducted with a view to identifying the mode, that is, the number that occurs most frequently per antecedent. For example, twenty two participants chose to assign the number 1 position to 'Senior Management' factors, while nine participants assigned the number 2 position to that same antecedent. The four remaining participants chose to assign the number 3 position to 'Senior Management' factors. Therefore, based on the lived experience of the largest number of participants (22) the mode (the most frequently occurring number)

indicates that ‘Senior Management’ factors was identified as the most important antecedent, that is, the antecedent that ranks number one in the hierarchy of antecedents and is deemed to have the greatest relative impact on the transition process. This is in line with the findings of Kohli and Jaworski (1990), whose research identified ‘Senior Management’ factors as being number 1 in the hierarchy of antecedents associated with the deliberate engendering of a market orientation. In a similar fashion, the collective of thirty five participants identified ‘Organisational Systems’ as the second most important antecedent in the hierarchy, the ‘Realignment of Strategy and Resources’ as the third most important, ‘Stakeholder Support’ as the fourth most important, and ‘Interdepartmental Dynamics’ as the fifth and least important antecedent in the hierarchy of antecedents. For ease of reference, Table 6.7 below presents each of the five antecedents and identifies each of the participant groupings with associated codes. Following analysis of the thirty five individual participants (Table 6.8), further analysis was conducted at the group level with a view to determining if there were any significant differences between the different groups of participants.

Table 6.7 Antecedents and participant group codes.

ANTECEDENTS	
Antecedent Number 1	Senior Management Factors
Antecedent Number 2	Organisational Systems
Antecedent Number 3	Realignment of Strategy and Resources
Antecedent Number 4	Stakeholder Support.
Antecedent Number 5	Interdepartmental Dynamics
PARTICIPANT GROUPS	
P.R.	Public Representative
B.R.	Business Representative
G.R.S	Garda Representative (Superintendent)
G.R.I	Garda Representative (Inspector)
G.R.ST	Garda Representative (Sergeant)
G.R.GD	Garda Representative (Garda Rank)

Five antecedents associated with market-orientation and participant group codes.

An analysis at the collective level (N=35) is presented below in Table 6.8.

Table 6.8 Analysis of antecedents at individual and group participant level

N	PARTICIPANT CODE		GROUP ID	FACTOR 1	FACTOR 2	FACTOR 3	FACTOR 4	FACTOR 5
1	160617-002	13-002	P.R.	1	3	2	4	5
2	160513-002	7-002	P.R.	2	1	3	4	5
3	160608-002	9-002	P.R.	1	4	3	2	5
4	160610-002	11-002	P.R.	1	3	2	5	4
5	160524-001	8-001	P.R.	1	3	2	5	4
6	160512-002	6-002	P.R.	2	5	3	1	4
7	160617-001	12-001	P.R.	1	5	4	2	3
8	160610-001	10-002	P.R.	2	4	5	1	3
9	160425-003	2-003	B.R.	1	3	2	4	5
10	160425-002	1-002	B.R.	2	1	5	3	4
11	160426-001	3-001	B.R.	1	3	5	2	4
12	160509-001	4-001	B.R.	2	5	3	1	4
13	160510-002	5-002	B.R.	3	4	2	1	5
14	160513-001	35-001	G.R.S	1	3	4	2	5
15	160114-001	31-001	G.R.S	3	1	4	2	5
16	160504-001	33-001	G.R.S	3	4	1	2	5
17	160509-002	34-002	G.R.S	1	4	5	2	3
18	160428-001	32-001	G.R.S	1	2	3	4	5
19	160113-001	26-001	G.R.I	1	5	2	3	4
20	160512-001	29-001	G.R.I	2	1	3	4	5
21	160511-001	28-001	G.R.I	1	4	3	2	5
22	160510-001	27-001	G.R.I	1	5	2	4	3
23	160516-001	30-001	G.R.I	1	2	4	3	5
24	160112-001	21-001	G.R.ST	1	2	3	4	5
25	160503-001	25-001	G.R.ST	1	2	3	4	5
26	160114-002	22-002	G.R.ST	1	2	3	4	5
27	160111-002	20-002	G.R.ST	1	2	5	4	3
28	160425-001	23-001	G.R.ST	2	4	3	5	1
29	160427-001	24-001	G.R.ST	2	1	5	4	3
30	160112-002	15-002	G.R.GD	1	2	4	5	3
31	160126-001	17-001	G.R.GD	2	5	3	1	4
32	160115-001	16-001	G.R.GD	1	2	4	5	3
33	160111-003	14-003	G.R.GD	3	1	4	2	5
34	160428-002	18-002	G.R.GD	1	2	4	3	5
35	160428-003	18-003	G.R.GD	1	2	4	3	5
	<b>Number of Participants</b>			<b>35</b>	<b>35</b>		<b>35</b>	<b>35</b>
	<b>Mode per Antecedent</b>			<b>22 x 1</b>	<b>10 x 2</b>	<b>12 x 3</b>	<b>11 x 4</b>	<b>18 x 5</b>

Analysis of antecedents: Collective experience (N=35) and perceptions of relative effect/hierarchical ordering (Analysis by identification of the Mode).

Table 6.8 above indicates that when the mode is applied to participants expressed views, the result shows that senior management factors were the most important antecedent, placing it in 1<sup>st</sup> place, with organisational systems in 2<sup>nd</sup> place, realignment of strategy and resources in 3<sup>rd</sup> place, stakeholder support in 4<sup>th</sup> place and interdepartmental dynamics in 5<sup>th</sup> place.

### 6.12.1 Group level analysis

An analysis of Table 6.9 below however, indicates that the business participant group identified that ‘Stakeholder Support’ for the change had the greatest actual or potential effect on the implementation and outcomes associated with such a change in orientation and was number 1 in the hierarchical ordering. The table shows that this was closely followed by ‘Senior Management Factors’; the ‘Development and Deployment of an Effective System’ to manage and coordinate the approach; effective ‘Interdepartmental Dynamics’, and finally, the ‘Realignment of Strategy and Resources’ to support the new orientation.

Table 6.9 Relative effect and hierarchical ordering: Business participants

<u>Relative Effect</u> <u>Hierarchical</u> <u>Ordering</u>	<u>Antecedent</u>
1	Stakeholder Support
2	Senior Management Factors
3	Organisational Systems
4	Interdepartmental Dynamics
5	Realignment of Strategy and Resources

Relative effect of antecedents and hierarchical ordering - Business participants.

Public representative participants identified Senior Management factors as having the greatest actual or potential effect on the implementation and outcomes associated with the change in orientation and as number 1 in the hierarchical ordering. Table 6.10 below shows that this was closely followed by the ‘Realignment of Strategy and Resources’ to support the new orientation; the ‘Development and Deployment of an Effective System’ to manage and coordinate the approach; effective ‘Interdepartmental Dynamics’; and finally, ‘Stakeholder Support’ for the change.

Table 6.10 Relative effect and hierarchical ordering: Public Representatives

<u>Relative Effect</u>	<u>Antecedent</u>
<u>Hierarchical</u>	
<u>Ordering</u>	
1	Senior Management Factors
2	Realignment of Strategy and Resources
3	Organisational Systems
4	Interdepartmental Dynamics
5	Stakeholder Support

Relative effect of antecedents and hierarchical ordering - Public representatives.

All internal participant groups identified 'Senior Management' factors as having the greatest relative effect on the implementation and outcomes associated with the change in orientation and was number 1 in the hierarchical ordering. Two out of four internal participant groups, that is, Garda Rank and Superintendent Rank indicated that the development and deployment of an effective system to manage and coordinate the approach was second, while Sergeants saw this antecedent as being third and Inspectors identified it as being fourth. Sergeant Rank participants identified the support of stakeholders as the second most important antecedent with Garda Rank and Inspector Rank identifying it as being the third most important antecedent, while Superintendent Rank participants identified it at number four.

Garda Rank and Sergeant Rank participants identified the realignment of strategy and resources as the fourth most important antecedent, while Inspector Rank identified it as number two and Superintendent Rank identified it at number three. Sergeants identified 'Stakeholder Support' as the second most important antecedent while Garda rank participants and Inspector Rank participants identified it as number three, with Superintendents identifying it as number four. All internal participants identified 'Interdepartmental Dynamics' as the least important antecedent, placing it at number five.

Table 6.11 Relative effect and hierarchical ordering: Garda Rank

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Organisational Systems
3	Stakeholder Support
4	Realignment of Strategy and Resources
5	Interdepartmental Dynamics

Relative effect of antecedents and hierarchical ordering - Garda Rank participants.

Table 6.12 Relative effect and hierarchical ordering: Sergeant Rank

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Stakeholder Support
3	Organisational Systems
4	Realignment of Strategy and Resources
5	Interdepartmental Dynamics

Relative effect of antecedents and hierarchical ordering - Sergeant Rank participants.

Table 6.13 Relative effect and hierarchical ordering: Inspector Rank

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Realignment of Strategy and Resources
3	Stakeholder Support
4	Organisational Systems
5	Interdepartmental Dynamics

Relative effect of antecedents and perceived hierarchical ordering - Inspector Rank participants.

Table 6.14 Relative effect and hierarchical ordering: Superintendent Rank

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Organisational Systems
3	Realignment of Strategy and Resources
4	Stakeholder Support
5	Interdepartmental Dynamics

Relative effect of antecedents and hierarchical ordering - Superintendent Rank participants.

The following tables identify slight differences between the combined external and combined internal participant groups. The tables show that both groups identify 'senior management factors' as representing the antecedent with the greatest effect or hierarchical ordering related to the implementation and outcomes associated with the change in orientation. Both groups also identify 'Interdepartmental Dynamics' as the antecedent with the least effect placing it lowest in the hierarchical ordering. Internal participant groups combined identify the development and deployment of an effective system to manage and coordinate the approach as the second most important antecedent, while external participant groups combined identify 'stakeholder support for the change' as being the second most important. Internal participant groups combined see this antecedent as being the third most important.

Table 6.15 Relative effect and hierarchical ordering: Internal participant groups.

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Organisational Systems
3	Realignment of Strategy and Resources
4	Stakeholder Support
5	Interdepartmental Dynamics

Relative effect of antecedents and perceived hierarchical ordering - Internal participants.

Table 6.16 Relative effect and hierarchical ordering: External participant groups.

<u>Relative Effect</u> <u>Hierarchical Ordering</u>	<u>Antecedent</u>
1	Senior Management Factors
2	Stakeholder Support
3	Realignment of Strategy and Resources
4	Organisational Systems
5	Interdepartmental Dynamics

Relative effect of antecedents and perceived hierarchical ordering - External participants.

Participants articulated their views regarding the relative effect and hierarchical ordering of antecedents and were prepared to rank them in that context. During the first few interviews however, it became clear that participants were very quick to identify the first and second most important antecedents but were generally slower to identify or be definitive on the third and fourth rankings. Choosing the least important antecedent again appeared to be relatively easy for them. When queried on this, participants articulated the view that the transition was not a linear process and that ranking the antecedents was not an easy task. They indicated that the collection of antecedents represented an integrated, interrelated and interdependent network requiring all aspects to be present and appropriately addressed. While all participants were generally comfortable with their first, second and last choices, they appeared to be less comfortable with rankings 3 and 4.

Some participants even saw the relative effect or hierarchical ordering changing position on a temporal basis, that is, depending on how far the transition had been embedded into the organisation and over what timeframe. Participants perceived the group of five antecedents to be critical and suggested that the transition could not take place without all five being appropriately integrated, describing it as “a carefully designed web that if any thread is not in place, it creates a weakness in the whole system” (Superintendent Rank participant 35-001) or, “the spokes of a wheel, if you were to take one of those out you would end up with a buckle and the wheel won’t move right” (Superintendent Rank participant 34-001). Other participants stated that:

...maybe the priorities that I've given here invert for delivering the continuity of this culture...maybe that gets to a point that the Senior Management Factor doesn't have to be number one anymore, because there's a stakeholder expectation of it, structures have been changed, resources have been put in place, and the senior management piece is not number one anymore. But it can never be number five.' (Public representative participant 13-002)

Yes, they are all important...all five are critical but...even at this stage if you start to take one of them out of it, if you take your senior management factors out of it and if they start disengaging, the whole team would break down over periods of time. (Superintendent Rank participant 33-001)

#### **6.12.2 Finding 11.** A relative effect and hierarchical ordering of antecedents

An integrated, interrelated and interdependent network of antecedents combined to deliver successful and effective implementation of the change in orientation. The relative effect and hierarchical ordering of the antecedents were not equal in their effect and did not represent a linear process. 'Senior Management Factors' was identified as the clear number one in terms of its relative effect on implementation and outcomes related to the change in orientation. The development and deployment of 'Appropriate Systems' was identified as the second most important antecedent, closely followed by the 'Realignment of Strategy and Resources' in third place, 'Stakeholder Support' for the new orientation in fourth place, and finally, effective 'Interdepartmental Dynamics' in fifth place.

The relative effect and hierarchical ordering of antecedents is presented in Figure 6.1 below.

Figure 6.1 Relative effect and/or hierarchical ordering of antecedents



Relative effect and/or hierarchical ordering of antecedents (mode not applied)

### 6.13 Antecedents: Senior Management Factors

Table 6.8 above indicates that 22 out of 35 participants identified senior management factors as having the most potential to either enhance or impede the deliberate engendering of a market-orientation in a policing context. There was however, unanimous agreement among all participants that senior management factors had a significant impact and were critical to the successful implementation of the new approach.

Participants indicated that to successfully manage such fundamental change, senior managers were required to engage in 'outside of the box' thinking and to show as much commitment to the new approach as stakeholders had shown. Participants stated that there was a need for very visual, personal and sustained engagement by senior managers up to and including the most senior manager and that this had generally taken place. One participant stated that "it is the most important thing, I think, is leadership from the top down, there has to be buy-in

from the Superintendents, the Inspectors, right the way down” (Garda Rank participant 19-003). Other participants stated that:

Oh I think that was vital, I mean you lead from the top but it has to filter down so that everybody feels a sense of ownership of it. (Public Representative participant 12-001)

Other participants suggested that there had been a change in management mind-set and a proactive engagement with stakeholders by senior managers. In this context, participants stated that:

The implications are, that you’re fundamentally going to change the way policing is done...that this is a completely alien system...it’s a fundamental swing to a different mind-set. (Business participant 1-002)

It’s hugely important; I suppose the senior management were very supportive of the business groups within the area, all the business groups within the city. I would have felt they were very proactive in working with them. (Business participant 4-001)

Participants asserted that there was a willingness in senior managers in the North Central to attend difficult meetings and listen to the concerns of stakeholders, and not only to listen but to take action and provide an effective response based on the information collected. Participants indicated that the change of mind-set toward an outside-in perspective needed to come from senior managers and that this needed to be maintained even in the absence of the current management. Participants stated that:

What I definitely noticed was the change in mind-set of the people who were dealing with it, so the kind of, can-do attitude that we got in terms of, dealing with the big, heavy issues of the drugs, and the antisocial behaviour...I think it would be important that ultimately, the next Chief Super in Store Street, would be of the same kind of mind-set, and understand the importance of what has been achieved here. (Business participant 2-003)

My view is that senior management are obviously 100% behind, well I mean it was a senior management initiative so I think senior management are 100% behind the initiative and have led it and have obviously took ownership because it was senior management’s initiative. (Public Representative participant 6-002)

Participants suggested that the senior management team took physical and visible ownership of the new approach and that it would not have been successful if this had not happened. Participants stated:

It was a hands-on approach. They were part of it from the word go and kept it going to a certain extent. If senior management didn't call the meetings every six weeks or didn't show that they were interested, then the lads would have lost interest...It would have fallen flat on its face. It definitely wouldn't have taken off or it wouldn't have achieved the results it did (Sergeant Rank participant 24-001).

If you don't have that senior management vision, or map, or commitment, it's not going to take off, and I don't think it's even 99%, it's 100% commitment. I think if senior managers saw it as an option or something we might, kind of, maybe test out and see, with a view to implementing, I think it's an all or nothing, either you go down that road, and this is the model, 100%, and that's it, otherwise in that I think, you know there's so many impediments that could come up, that you need to overcome, that you need to be very...single minded, single focus, that's it. (Superintendent Rank participant 32-001)

Participants suggested that there appeared to be a clear vision of where the new approach was going and that all senior managers drove it even in the absence of the most senior manager, with one participant stating that "the positive thing has been that I have seen all of the Superintendents and Inspectors use the same approach that the chief has when the chief is not around. And that's the key thing" (Public Representative participant 13-002). Some participants suggested that while senior management were essential to the adoption and implementation of the change in orientation, that there appeared to be a sense that everyone owned the new approach and that this contributed to the overall 'buy-in'. Participants stated that:

I think it's owned by everyone at this stage but the leadership of it. I mean it has to be led so I think the leadership of it is 100% working. If it wasn't, if there was no confidence at the top, it just wouldn't have worked. (Public Representative participant 6-002)

All of those people who I would have seen, maybe four and five years ago, resisting this whole process, actually had come on board because they were very proud to stand there and say, okay, that they were part of the process. And I think that's to be attributed to the way [the Chief] had led out the project, because that comes back to leadership. (Inspector Rank participant 26-001)

There was unanimous agreement among Superintendent Rank participants that the senior management team needs to be on board or the programme would not succeed, and that it was an all-or-nothing decision that could not be optional. Participants stated that:

There was that resilience about it, that this was here, it was being supported, it was top-led, it wasn't going away, this is the way we are doing it, and it was there, and it was being rolled out. (Superintendent Rank participant 32-001)

The challenges were absolutely huge...something that thinks outside the box, that has to be managed particularly well, so to answer your question, and I've referred to it already, was the management by [the chief], and the management response really, because that sets the tone. (Superintendent Rank participant 35-001)

#### **6.13.1 Finding 12.** A change in senior management mind-set and engagement

Senior management factors emerged as the most important antecedent to the successful implementation of the new orientation and in that context, successful transition required them to embrace a change of mind-set, to personally engage in sustained, long-term, visible engagement, and the relentless pursuit of a clear outside-in perspective and vision.

### **6.14 Antecedents: Organisational Systems**

In the context of organisational systems, a significant majority of participants indicated that the systems that were put in place to support the new approach were essential to the successful implementation of the new orientation. Some participants indicated that it provided a platform for seeking advice or direction from frontline officers and police managers on specific and more general issues. Some participants stated that the system was actually responsible for making the approach work, indicating that it created an inclusive environment where it was everyone's programme not just the responsibility of one person. One participant stated that "I think it actually makes it work, because then no one Guard has the

responsibility for the entire programme, it's everybody that's in it together. So I think that's why it's important that it is a system" (Business participant 1-002).

Some participants commented that the system provided a new outlet for customers and stakeholders to communicate their non-urgent needs and requirements; a platform for engaging with senior managers; a continuous flow of information; and a notion that the Gardaí were constantly addressing their needs. In this context, one participant stated that:

It's hugely important in the sense of, at least when you didn't see a Guard on the street, you still had the sense that there's somebody working behind the scenes, there was people working behind the scenes to try and deal with the issues, solve the issues. And again you were getting to people at the upper end, the senior management kind of thing...definitely have to have that flow of information going back and forward. (Business participant 4-001)

Participants commented that the system was essential to embedding the approach and facilitating broader ownership. Participants referred to the information management system as being a vital element in successfully implementing such an approach. One participant described it as "critical, it just wouldn't work otherwise" (Superintendent Rank participant 32-001). All participants made reference to the ease with which they could access the Gardaí and the senior management team, the ease with which they could access appropriate information and the subsequent and guaranteed response. Participants made reference to the comfort that the system gave them in knowing that they could register an issue and that they would receive a response with sufficient information to enable them to return to their customer/constituents with an immediate update and that they were subsequently guaranteed additional updates and an outcome. Participants stated that:

The backup is just exceptional, you're sort of saying something, safe in the knowledge it's going to be dealt with. It does come back to that bulldozer through red tape, it's just incredible. (Public Representative participant 6-002)

It has enhanced it beyond belief, to be honest, to me anyway...Like, we're taking information in from stakeholders and we are giving it out to community Gardaí, taking information back from Gardaí and giving it back out to stakeholders. (Garda Rank participant 14-003)

All participants made reference to the streamlining of the system, the efficient and effective transfer of information and the absence of red tape and bureaucracy which contributed significantly to the value of the service provided to them. Public representatives described this as:

Gold dust and the fact that like when I...particularly when I email, to get an acknowledgement back but in that acknowledgement to say telling me who the Guard is that's responsible for looking into the issue that I've raised, that's critical. It's critical so that I can go back to whoever has raised the particular issue with me and say I've contacted the Guards, I've spoken with...this is who's responsible for investigating and they're going to come back to me with a report. That's critical. (Public Representative participant 8-001)

The one-stop shop is an incredibly effective mechanism for public representatives to do...go about their job, because the level of bureaucracy we encounter is colossal, and time goes by and nothing happens, it's frustrating all round, so this was a certainly streamlined approach and a streamlined way of getting results. (Public Representative participant 9-002)

Internal participants indicated that the systems that were operating from the Divisional community policing office (DCPO) which coordinated the generation, dissemination and responses to customer information represented the central nervous system or the engine room, and that without it the change in orientation could not have been achieved. As one participant described it:

There has to be a proper two-way communications system in place between stakeholders and community people and ourselves. So it's really the engine room that runs this community policing. Like if you don't have that office to co-ordinate and to disseminate the information and to seek a response we're back to square one. (Sergeant Rank participant 21-001)

In the same context, the DCPO was also referred to as being like an octopus or the centre of a wheel that managed the information and underpinned everything. All participants referred to the management of information and its centrality to the overall transition, and how the system was an integral part of generating, disseminating and facilitating the response to customer and stakeholder needs. They also suggested that the systems provided a level of engagement with stakeholders that surpassed their expectations. Some participants asserted that

the systems represented a significant enhancement that was crucial to making the transition work, suggesting that “we have a better system. There is a system, we’re all part of it now and it does give us a certain degree of safeguard that maybe we didn’t see as a benefit of it. You couldn’t [get rid of it]. You can’t” (Inspector Rank participant 29-001). Superintendent Rank participants were of the view that without the systems the project would not have been possible or would have been significantly less effective. It was suggested that the change in orientation had resulted in the Rank structure being sidestepped in order to ensure direct and efficient management of information and issues, with one participant describing it as “a seamless movement of information throughout the organisation, and we can’t use the old Rank structure to disseminate information anymore, it’s just too slow” (Superintendent Rank participant 32-001)

#### **6.14.1 Finding 13.** A central hub providing a one-stop-shop for stakeholders

The development of a system/central hub which presented internal and external stakeholders with a platform for generating, disseminating and responding to customer and stakeholder information, that is, market intelligence, was essential and was the second most important antecedent to the successful implementation of the new orientation. Effective, continuous communication and the efficient management of information created a perception among external stakeholders that their needs and requirements were being addressed even when they could not see the police and this contributed to enhanced trust and confidence in the police. The information hub (DCPO) created a one-stop-shop for stakeholders which cut through red tape, replacing the traditional hierarchical communications system, thereby facilitating more efficient and effective service delivery.

### **6.15 Antecedents: Realignment of strategy and resources**

In the context of a realignment of strategy and resources, an overwhelming majority of external participants commented on the apparent availability of extra resources and the maximisation of individual and collective contributions, with one participant stating that “there certainly seems to be more Guards out there.

Now I could be...you could prove me wrong with statistics as to whether there is or isn't, but to me there would appear to be more Guards out there, and it would appear as if there was a concerted effort to sort it out" (Business participant 5-002). The reality was different however, with evidence clearly indicating that resources had been considerably reduced over the period under examination.

Participants stated that the change in strategy from the traditional approach to a customer/stakeholder orientation and the subsequent realignment of resources to deliver on that, was a necessary and positive aspect of the programme, with one participant stating that "I can only answer this in a positive way, which is the realignment of resources, for example, into the Customer Centre, into having the Guards to deliver the grid-based approach to Community Policing, was explicitly positive" (Public Representative participant 13-002). A substantial majority of internal participants asserted that a realignment of resources was a necessary element of the new orientation, however, there was majority agreement that this represented a most difficult challenge as units and personnel had been embedded in positions for considerable periods, and had expectations of certain historical career paths. In this context, participants stated that:

I think it was probably the most difficult thing that had to be done as part of the process. I think people were embedded in their jobs and in their roles and in their responsibilities, they were comfortable. (Superintendent Rank participant 35-001)

There comes a moment where if you decide to change things, you have to change them, and to make an omelette you have to break some eggs so you can't have a kind of sacred cow attitude about existing structures if you're saying we need to change things and that means a bit of pain involved. (Public Representative participant 11-002)

Some participants suggested that this realignment of resources represented the second biggest challenge to implementation as it shifted the balance of power significantly from the traditional approach to a new and untried approach which some in the organisation would not have seen as a priority. One participant suggested that:

We have to make changes. Like, you can't go forward with the way we were doing it because when you think about the way we were doing it,

it was just backward. So you definitely have to...Strategies have to be put in place and you have to make serious changes to go ahead for what we're doing, and that's where you hit problems, when you say serious changes. (Garda Rank participant 17-001)

It was asserted by some participants that the new orientation facilitated a more efficient and effective allocation of resources, suggesting that "it's all about having the resources in the right place at the right time. So, it allowed us to deploy the resources where they were actually needed and where they'd be most valued" (Sergeant Rank participant 25-001). Others suggested that competing demands in an environment of diminishing resources had resulted in some frustrations being generated due to individuals being diverted away from their new duties. Some participants suggested that the Gardaí in the North Central had refused to take the easy option of maintaining the status quo and instead implemented a change in orientation that created a collective ownership, a maximisation of resources and a commitment to doing business in a different way. One participant stated that:

You know, you would imagine that it is far more labour intensive ...but you've done it clearly with less resources so it maximises the resources that are actually there, when the knee jerk reaction would have been, let's batten down the hatches...but obviously that is the opposite of what happened. So I would like to see the approach being broadened out. (Business participant 2-003)

Some participants suggested that the importance of the new orientation was enhanced by the commitment to reallocating resources from old established areas and units which clearly signalled a serious change in orientation. One participant stated:

I mean you couldn't...You cannot say that this is important without resourcing it, because I mean, one of the old, I suppose, one of the first things I think you get when you get culture change, my experience would be in the policing context, the first thing people will say is resourcing, people and overtime...So, I think certain eggs had to be cracked to make sure that people couldn't say, well listen, look, there's not enough resources for this. (Superintendent Rank participant 32-001)

#### **6.16.1 Finding 14.** A realignment of resources and maximised contribution

The change in strategy and the subsequent realignment of resources was necessary and resulted in individual and collective contributions being maximised. While it was the third most important antecedent to the successful implementation of the new orientation, it represented one of the key challenges to implementation as resources required to be realigned, therefore interfering with people's positions, aspirations and beliefs about what was important in policing.

### **6.16 Antecedents: Stakeholder support**

In the context of stakeholder support, an overwhelming majority of internal and external participants combined indicated that the support of stakeholders was essential, to the successful implementation of the new orientation, with one participant suggesting that "without it, it would never... it would have lost. That's the oxygen for it, would be my view of it. If you didn't have them, you're not going to have... you're not going to create the work" (Inspector Rank participant 29-001), and another suggesting that "if you didn't have stakeholder support you could forget about what you were doing in the first place, because they had to buy into it. Because if they didn't buy into it we were going nowhere" (Inspector Rank participant 30-001).

It was clearly stated however, that this support was not forthcoming at the outset of the process. There was unanimous agreement between participants that both a lack of trust and confidence in the Gardaí had resulted in a cautious engagement with them when first alerted to the proposed new approach. Participants indicated that stakeholders had to see the results before they could be convinced that what the Gardaí were offering actually had merit or represented value to customers and stakeholders. In this context, participants stated that:

I think this is one of the points that is really fundamental, it is easy to look back and say things like, this was always going to be successful, and people are always going to buy into it', but that is not the case, that is not the case here not by any stretch of the imagination, and they

didn't, I can absolutely guarantee you they were not, they needed to be convinced. (Business participant 2-003)

We had to get them on board. We had to sell it to them to a certain extent and they had to buy in because without their backing and without their support it wouldn't have been as successful as it was. (Sergeant Rank participant 24-001)

Participants expressed the view that the traditional Garda response of throwing large resources at the problem for a quick short-term outcome was not going to work for them on this occasion, and therefore they needed to be convinced that what was being proposed represented some form of a longer-term approach, with one participant suggesting that "that didn't happen automatically, that happened because it was working, so I think the Guards had a huge job to do in convincing our members that you were serious, if I'm being honest" (Business participant 3-001). The majority of business participants also expressed the view that the general approach required everyone getting on the same page, working together, providing encouragement and avoiding the inclination to engage in short-term media sound-bites. One participant stated that:

I think it's critical, because...launching a new product, or a new service, customer feedback is critical...and if we're not briefed, and we're not partners in the system, well then, you know, that's when you get stupid sound bites that could actually go against what's trying to be achieved. (Business participant 1-002)

Participants asserted that the potential of an inclusive approach to implementation included the collective understanding of what was happening, how it was happening and who was involved and that this contributed to managing the message to other external stakeholders. In this context, participants stated that:

I think the very fact that people like public representatives were supportive, all of them, is of considerable consequence because...if you're supportive of the mechanisms and the manner of policing, that will be seen very much also, it'll have a significant bearing on the way the community looks at it, so I think it's very important to bring the public representatives along to explain to them, as you did, and keep them on board. Then make sure that, they themselves, are seen as stakeholders, and they're part of the policing project. (Public Representative participant 9-002)

By engaging with, by supporting your stakeholders you then have the likes of us and the business groups being able to say, actually contradict the usual lazy commentary saying that actually the Guards are here, the Guards have a plan and it is actually working. (Public Representative participant 8-001)

Some participants suggested that the support of stakeholders actually provided some protection against adverse comment and assisted in the implementation of the approach through their positive commentary. One participant stated that:

If any of us had been saying, well this is just a stupid exercise, don't get involved in it, that would not have helped but my impression is that everybody thought we were prepared to support it and see what happened and I think because the outcome was positive from the community's point of view, your customer, I don't know that anybody was negative about it or critical. (Public Representative participant 12-001)

The majority of internal participants suggested that without the support of external stakeholders the change in orientation would not have been achieved. They suggested that the information flow between external stakeholders and the Gardaí and the subsequent response had to be so efficient and effective that stakeholders immediately saw the benefit and were subsequently prepared to use the service as a partnership. In this context, participants stated:

Jesus, without them...I think if you didn't have them in your corner, God, I actually don't know, I don't think the initiative would work. I don't think the whole project would work. They're definitely hand in hand partners with us. (Sergeant Rank participant 21-001)

Well it wasn't going to work, that side of it wasn't going to work unless they were on board, and they - the majority of them, like the politicians, the councillors...when they saw what they were getting, they were like, "wow, this is amazing...they were promoting us everywhere. (Garda Rank participant 17-001)

Some participants suggested that the generation of customer information through the stakeholders was central to the overall approach and that a failure to harness this would have resulted in a suboptimum outcome. One participant stated that:

I think without them, to be blunt about it, you wouldn't succeed because the stakeholders themselves were feeding into the community policing office what they needed, so if they bypassed that office...it would defeat the purpose...so getting them to buy in to it at

the outset was critical to the whole process. (Superintendent Rank participant 34-002)

#### **6.15.1 Finding 15.** Stakeholders as complementors in delivering the change

Support from external stakeholders, who acted as complementors (Hax and Wilde 2001) in delivering the Garda service, contributed to broader acceptance by the general public which was critical. This was the fourth most important antecedent and was critical to the successful implementation of the new orientation. The support of stakeholders was not guaranteed however, and a promise of future better service was not sufficient to generate their support. The new service had to be delivered and subsequently experienced by stakeholders before support for the change was forthcoming, that is, the benefits had to materialise before stakeholders would commit to the proposed partnership.

### **6.17 Antecedents: Interdepartmental Dynamics**

In the context of interdepartmental dynamics, an overwhelming majority of participants commented on the lack of difficulty in accessing different resources and indicated that the system provided a single point of contact and a subsequent sharing of information that generated a diversity of responses as appropriate. One participant stated that:

You've one point of contact, but then you know it's going to be dealt with. Not necessarily by that person, but they'll pass it on to the relevant group and either they'll come back to you and explain what's happening or, another person, whether it'd be traffic or whatever it is, will come back to you and explain or deal with the issue directly, kind of thing. (Business participant 4-001)

Participants suggested that different policing units or sections in the area were talking to each other and appeared to be sharing information and acting collegiately, with one participant describing it as "a team effort at that stage because you are working together as a team with different units and being able to communicate properly with them just to try and improve the quality of life...for people in the division" (Garda Rank participant 14-003). Participants again made

reference to the one-stop-shop approach and were unanimous in their assertions that it did not matter what the need was, the appropriate unit or department responded in the same efficient way, ensuring that information was shared, considered and responded to. Participants stated:

...what I see here is you absolutely see the community policing unit talking to the drugs unit, working with the drugs unit, working with the traffic. Whenever there is something going on, every unit is both aware of it, and is involved in it. (Business participant 1-002)

I've seen it working. I assume there's this great sharing of information because without it, it would come to a standstill. And I mean that comes back to that red tape thing again. I think there's no blockages there. One of the blockages could be a resistance of a certain department to share or cooperate or collaborate and my observation is that that doesn't happen, that they do share, they do cooperate. You'd see it very quickly if it didn't. (Public Representative participant 6-002)

Internal participants expressed the view that the nature of the information being shared had changed and that individuals going on duty now had more relevant and better information than they had previously. The majority of internal participants suggested that members going on duty were now more aware of what was happening in their areas of responsibility and were therefore better equipped to deal with issues. The majority of internal participants suggested that the enhanced sharing of information between units had brought people together with a shared goal or focus. Participants stated that:

I feel they're an awful lot more accessible now. And they're an awful lot more aware of the problems that we are having on the ground because they either get the information from the community guard or else they get it directly from the divisional community policing office. (Sergeant Rank participant 25-001)

It's brought units closer together with one goal as opposed to several different goals and different methods of achieving those goals. As I go back and say again, I can see now the Guards in the community being an extension of what I'm capable of doing and the door may open up to them, me being an extension of what they're capable of doing. It's definitely enhanced the inter-unit relations that are here at the minute and as I say, I've seen a scenario where it wasn't. (Sergeant Rank participant 22-002)

Some participants made reference to a change in mind-set which had created a divisional as opposed to a district orientation and how this had contributed to a sharing of resources, a broader perspective on resource management and an enhanced ability to solve problems. One participant stated that:

I was probably trying to solve problems more within my own resources, within my own district. But now I'm looking at a bigger picture in terms of the division and tapping into divisional resources and using them as my own resources. Absolutely, absolutely, it actually changed my mind-set and I think it changed everybody's mind-set that these are our resources. (Superintendent Rank participant 32-001)

In a similar context another informant stated that "now we have an instant communication network, that allows issues to cut right across...You got more 'buy-ins' from units that weren't particularly part of the DCPO." (Superintendent Rank participant 35-001)

#### **6.17.1 Finding 16.** Successful problem-solving for customers and stakeholders

The change in orientation resulted in the establishment of a one-stop-shop and/or communications network that facilitated access to a diversity of resources and information for internal and external stakeholders which contributed to better resource management, an enhanced awareness of stakeholder needs, and an efficient and effective diversity of response to servicing those needs. A team effort and a collegiate approach to the sharing of information created common goals and a unified focus which contributed to successful problem-solving for customers and stakeholders.

### **6.18 Implementing the marketing concept: Police reform?**

A substantial majority of participants considered the change in orientation as representing police reform, with some participants describing it as, "a huge reform, and a positive one" (Business participant 1-002), "absolutely crucial because I think otherwise you are just sticking with a policing model that has existed since there were police forces" (Business participant 3-001), "huge reform

actually, because it is assigning responsibility, it is taking people out of their head and giving them the responsibility for actually making a difference themselves” (Business participant 2-003) and, “you can’t see a negative, you know, and if you’re not seeing negatives and you’re only seeing positives it doesn’t take a genius to work out this is working, let’s roll it out” (Public Representative participant 6-002). While a minority of the participants did not explicitly refer to the change as police reform, alternatives to the use of the word reform were used, with one participant stating that:

...reform is a very strong word in an area where perhaps, you know, it’s to suggest that there was something wrong. So I am not sure whether reform would be, perhaps it would be too strong to use, but I understand the use of it in terms of its perhaps reforming our model of policing and opening our mind that there is another way of achieving greater public confidence. (Inspector Rank participant 28-001)

The overwhelming majority of participants did, however, make specific reference to the reform element of the change in orientation describing it as follows:

It speaks very directly to the most basic building blocks of what would be real, tangible police reform. So that is conceptualising of policing, not so much as a force but as a service, understanding accountability right down to the grass roots level which is accountability not just to the public as some kind of amorphous concept but literally down to onto the ground, to individual people, families and communities. (Public Representative participant 11-002)

...a new way of doing business, it’s a new way of ensuring that at the end of the day we’re working a public service and you’re serving the public. And being in a position to implement police reform whereby you’re putting the needs of the customer at the forefront and addressing those needs would completely change the way Community Policing is adopted. (Garda Rank participant 16-001)

Some participants made explicit references to the customer-centric approach being pursued and the positive outcome, suggesting that it should be extended across the organisation. In this context, one participant stated:

...a model that any business should be looking after its customers and interacting with the customers...I don’t understand what the delay in rolling it out is, if it’s perceived to be a success which I think most of the people in the area would definitely say it’s a success and it’s definitely working better so, why wouldn’t you. If we had a shop doing really well and they were displaying products a certain way and it was

working really, really well, you'd roll it out. If it was a private business, you'd roll it out as quick as you can. (Business participant 4-001)

A substantial majority of external participants expressed the view that the new approach should be pursued as the future orientation of the Garda organisation and there was unanimous agreement among all internal participants that the change in orientation was one which would be positive for the Garda organisation as a whole and should be expanded. In this context, participants made reference to the change in orientation as representing:

...the way to go, that this is where the focus of progressive policing should be, is on a deepening of community policing...I believe there is no other way forward when you're doing...you're dealing with the community, and I think it has the ability to be put forward as the model for the future. (Public Representative participant 9-002)

I would advise the Garda Commissioner to do it and I think what would be crucial is to get the right people and lead it and be bought into it and properly understand it...we're all in this together, we view you as a stakeholder as a customer rather than Police or someone within an area that must be policed. I think that's got to be crucial, I think that should be acknowledged and I think it should be duplicated elsewhere. I would love to see it throughout the country. (Business participant 3-001)

Both external and internal participants expressed surprise that the organisation had as yet failed to implement the change, with participants stating that "I have argued now with the Commissioner and the Assistant Commissioner that this be adopted. I have to say I don't understand why there has been a hesitation from senior management to do it in terms of to adopt it" (Public Representative participant 8-001), "I would be advising pursuit. I can't understand why people wouldn't introduce it" (Superintendent Rank participant 35-001).

Participants indicated that the nature of the transition required a change of mindset, a new strategy, new structures, systems and a realignment of resources in addition to the allocation of additional resources, and in the same context, suggested that the new orientation was not what people saw as normal policing and therefore, was likely to provoke some negative reactions from within the organisation. They also suggested however, that the challenge needed to be embraced. Participants stated:

You're transforming policing, and people have to come to terms with the new format. It requires new emphasis, how to go about that, how the structures...how the Guards' structures need to be changed to ensure that will take place...it isn't seen as normal policing, but that they would embrace it, and that they would see this as the integral part of what they're doing. (Public Representative participant 9-002)

I'd never seen anything like it, I'd never heard of anything like it and I think certainly as an approach to policing, it was certainly thinking outside the box. And again I suppose it was a commercial approach to the policing service. But I certainly think, I have no doubt that it has worked. But certainly it is something that could be extended, absolutely, I have no doubt it could be extended. (Superintendent Rank participant 33-001)

In a similar context, participants asserted that the change in orientation required to be made but that implementation would be difficult, would differ from place to place due to different policing contexts, and needed to be wholeheartedly embraced in order to deliver on expectations. Some participants suggested that:

...the big thing I've learned is the community approach is really at the core of how we...I don't think re-engineer, that's too big a word, of how we re-invent the Guards into local communities. This is a particularly intense form of policing that might not be needed everywhere. But then where it is needed, if you're going to make the journey, you've got to make it. You've got to make it. You can't set expectations and not make, not then deliver them. You can't. (Public Representative participant 13-002)

if it were me, I could make the decision, because I've seen the positive side of it, whether others would take that jump, or whether those in a position of power would be willing to take that jump, I'm not so sure. It's a big step because... It changes the whole focus, it changes the prism through which policing is viewed in society, and society is viewing policing. So it's a big decision and requires a big bold step to do. You need some brave people to do it. (Sergeant Rank participant 23-001)

Participants described the approach as having no down side, having been welcomed by customers and stakeholders and being bottom-up and proactive in changing the nature of engagement with stakeholders and customers. They subsequently articulated strong views on the potential of the new approach to bring about broader organisational reform, with participants suggesting that:

I don't think that the Commissioner is going to have much choice being honest...I think in terms of the Guards, instilling confidence and beating off the negativity, I actually think the Commissioner would be doing a disservice as a Commissioner by not looking at this more seriously. (Business participant 2-003)

...it absolutely has to be adopted because I think the Guards, if it's not adopted, not only will you stand still, but you'll start to go into reverse, I think it is required to both change the perception of the Guards as a force but then also to...the world has evolved and the policing has to evolve with it. How the city is used now, is very different to how it was used 10 years ago, so it has to evolve. (Business participant 1-002)

#### **6.18.1 Finding 17. Significant and positive police reform**

The change in orientation represented significant and positive police reform which should be pursued on a broader scale across the wider Garda organisation. It instils confidence and beats off negativity while evolving in line with changes in the operating environment. It changes the prism through which policing is viewed and results in a reinvention of policing into communities. When a decision is made to pursue such an orientation it must be without hesitation so that expectations are managed and benefits are realised. The change in orientation is not perceived as 'normal policing' and represents a transformation of the traditional approach and requires new systems, structures, resources and a change in mind-set for police managers.

#### **6.19 Implementing the marketing concept: Technical fix or adaptive challenge?**

There was unanimous agreement among internal and external participant groups that the transition was one which represents deep and difficult change. All participants were strong in their views on this aspect, indicating that the change in orientation represented a challenge to the existing culture and a danger to those who would be brave enough to embark on the long-term journey. One participant described it as, "big change...because I think a lot of police leaders are conventional type leaders, and they have a form of binary thinking, and they

don't have necessarily the courage to step out and look at an area where there could be greater efficiency" (Inspector Rank participant 28-001). In a similar context, another participant stated that:

...it's transformational change on a divisional basis. Although that's a bit of a misnomer because transformational change is normally an organisational thing. But if you take this division as an organisation, and you could argue it's an organisation on it's... you've over 750 people in it. That's a big organisation. So if you looked at that and if you took it out of the spectrum of headquarters...and you just looked at it as an indigenous organisation, it's a transformational change, there's no two ways about it. (Superintendent Rank participant 35-001)

Oh it was a massive change. But no, it was a huge buy-in from them which 90% of them did with a heart and a half, after a bit of encouragement, or a lot. But no, it would be a challenge if any other places were taking it on board, certainly it wouldn't be done easy. (Sergeant Rank participant 24-001)

External participants were unanimous in their views that pursuing such an orientation represented significant and fundamental change and a challenge to traditional police thinking and approaches that required a long-term investment of time, effort, and resources. Participants stated that:

It poses a huge challenge, I mean in any business there's interaction...where people have to have interaction with their customers...so that has to be a challenge, when all of a sudden you're looking to have...get in guys where, instead of going out there and dealing with [offenders], they're now having to go out there and interact with their customers. (Business participant 5-002)

The challenge...I think the Guards themselves implementing it. So I think it can happen...I don't think it will stop it from happening, but I think it's going to be a big challenge, it's going to be a big step, and I think you'd have to do it slowly. I think coming in from the top and saying, 'Right, that's it across the entire nation this is now it,' I think it's probably baby steps. (Business participant 1-002)

Participants indicated that despite strong support from external stakeholders, the challenge to such an organisational change in orientation would come from within the Garda organisation only and this would be grounded in the traditional, institutionalised approach to policing, and cultural resistance at a senior management level. One participant suggested that "it is a big change, it is a big change. A big change in the way of doing business. It is, at the same time, it is

difficult for people that are used to the traditional approach” (Garda Rank participant 19-003), while another described it as, “a massive challenge. It’s very rewarding though. It’s massive. So yeah, it’s a massive challenge, a good one, a rewarding one. But yeah it is, definitely” (Garda Rank participant 17-001). In the same context other participants suggested that:

The only resistance that will come to this, or the only challenge, will be from within. There won't be any challenge from without, because, you know, that would be my expectation on it, I mean, I could not see that the Government, or politicians, or a Minister for Justice wouldn't support something like this, because this would be just the start and the finish of the world if a system like this rolled out nationwide, the resistance would come from within. (Inspector Rank participant 26-001)

We are very conservative, or the public service is very conservative, and it seems to me the higher up you go, the less you rock the boat, the easier things would seem to be, so making big, bold decisions is not something that’s always rewarded. Absolutely dangerous ground. dangerous, dangerous ground. So, that’s why it takes bravery to do it. (Sergeant Rank participant 23-001)

Some participants saw the change in orientation as a definitive challenge to the status quo and to the hierarchical model of the traditional approach. One participant stated:

Considerable challenge...it challenges very directly that traditional model of top down, you know, command system policing, which just goes in some respect with the turf, there’s no doubt that it’s radical, it turns a lot of suppositions on its head and it’s about empowering the officer at the front line and really trusting Gardaí to police well. (Public Representative participant 11-002)

In the context of internal participants, there was unanimous agreement among Superintendent Rank participants that the change in orientation could be achieved without too much pain if the senior management mind-set was actually committed to achieving such an orientation. One participant stated that:

Well you have to change a mind-set, that’s what you’re up against, because we’re in the habit of doing things and we do them well and we have a consistent approach to things, and you’re bringing in this new model and I think that’s the challenge, is to convince people this model will actually work and it is useable in this, in the new environment. (Superintendent Rank participant 34-002)

There were continuous references to the resource implications of adopting such an approach and that this could represent an impediment to implementation if not appropriately addressed. Participants also made continuous reference to the customer-oriented nature of the new orientation and how this contrasted with the traditional approach to policing and would therefore provoke challenges to implementation by those who may be unsuited to such an orientation. Some participants made reference to the physical and psychological changes that took place in transitioning to the new orientation, stating that:

It's a big change. It's a big change because you've changed resource allocation, I mean to knock at 15,000 doors to do surveys, to set up systems, so physically there's been big changes and the other big change is the psychological change, so you've had to change the way from the management and the Guards, they've had to change and like everyone resists change as we know. (Public Representative participant 6-002)

Another participant stated:

Again, you're going to need leadership. You're going to need somebody who understands it, somebody who appreciates it, somebody who is going to be enthusiastic about it, and they need to be able to explain it clearly to their own police force...it's going to be far more person-to-person based, and broader community policing, where you are dealing with a broad sense of the community. And that mightn't suit some people. (Public Representative participant 9-002)

The current research indicates that the wider Garda organisation, or in other words, the policing establishment, will vigorously challenge broader implementation of a real community/customer orientation, despite the potential for performance improvement and enhanced outcomes for the organisation, its employees, customers and stakeholders. This is evident in the statements of participants, both internal and external who collectively expose the notion of potential underlying causal mechanisms, reported as:

- Senior managers being derided by other senior managers because of their pursuit of the new community/customer orientation

- Senior managers feeling inhibited due to a fear of being marginalised as a consequence of pursuing the new community/customer orientation
- Senior managers expressing the view that they only felt safe from recrimination because of the environment created locally by senior management
- Supervisors expressing the view that innovation only took place by operating outside of the traditional rule-based system
- Supervisors suggesting that people may not have the courage to step out of the traditional role to implement the new orientation
- Supervisors and frontline staff suggesting that bravery was needed to pursue such an orientation
- Supervisors warning that those pursuing the new orientation would find themselves on dangerous ground
- External participants suggesting that they could not understand why there was a delay and a hesitation by corporate level managers at the apex of the organisation to embrace it and roll it out more broadly

Such a description by participants does not reflect the organisational statement that community oriented policing is “essential for effective, efficient and accountable policing” (An Garda Síochána Strategy Statement 2013, p.3), nor does it appear to support the view that it sought for itself as being:

...a partnership-based, pro-active, community orientated style of policing. It is focused on crime prevention, problem-solving and law enforcement, with a view to building trust and enhancing the quality of life of the entire community. (An Garda Síochána 2009, p.9)

The statements of participants more readily reflect the underlying causal mechanisms that may have contributed to the Commission on the Future of Policing in Ireland (2019) commenting that:

Neither the structure of the police organisation nor its practices support the image it has of itself as a community police service. (Commission on the Future of Policing in Ireland 2019, p.17)

**6.19.1 Finding 18.** A significant challenge to the traditional culture and thinking that exposes underlying causal mechanisms that act to preserve the status quo.

The transformational and adaptive nature of the change in orientation represented a significant challenge to the traditional culture and thinking of the Garda organisation and despite strong stakeholder support for the change, is likely to generate significant resistance from its senior managers, subsequently representing considerable danger for those who would adopt the mind-set and single mindedness required to successfully bring about the desired reform. The radical nature of the change requires an empowerment of frontline employees and an enhanced focus on a bottom-up, proactive approach as opposed to the traditional hierarchical orientation which will significantly challenge the status quo of policing and the philosophy, norms, values, beliefs and behaviours that underpin the traditional approach. It also exposes potential underlying causal mechanisms materialising as derision, marginalisation and fear acting to preserve the status quo and prevent reorientation to the espoused community/customer-oriented approach.

This chapter identifies eighteen key findings that emerged from the research project and presented them according to theoretical categories contained in the conceptual framework which was developed following review of the extant literature. Quotations that were extracted from the interview transcripts presented the direct perceptions of participants based on attentive experiences, informed understanding of those experiences, reasonable judgements and responsible decisions based on those experiences.

Finding 1 sets the baseline for the study by creating a picture of the policing environment, the approach undertaken by the Gardaí and the general performance of the Gardaí in the North central prior to the change in orientation. This finding and the associated quotations create a picture of crime and drugs related anti-social behaviour that was significantly impacting on the quality of life of stakeholders and customers with little or no hope of an appropriate Garda response. In the context of a market-orientation performance relationship, the

primary finding (Finding 2) confirmed that the deliberate engendering of a market-orientation in a policing context facilitated a fundamental change in policing approach which delivered significant improvements in police performance.

Findings 3 to 10 inclusive, address the consequences of deliberately engendering a market-orientation in a policing context, with finding 3 specifically focusing on the consequences for stakeholders, customers and the operating environment as a whole. In this context, the overwhelming majority of participants describe positive outcomes for stakeholders, and as a consequence, for customers and constituents also. Findings 4 to 9 inclusive, focus on the consequences for the police themselves, as individuals, and collectively at team and overall divisional level. These findings address issues associated with how the police were perceived by external and internal participants. Participants focused mainly on areas such as confidence; reputation; relevance and legitimacy; individual and collective performance; the positioning of the police service; the culture in the North Central and the alignment of effort.

A majority of participants made explicit reference to a change in culture while the remainder of participants used words and phrases such as 'change in mind-set, 'thinking outside the box' and 'changes in the nature of engagement', to describe their interpretation of this concept. Finding 10 focuses on an unintended consequence which addresses the response of a single key stakeholder that appears to have responded as a competitor would. The data supporting this finding emerged unsolicited and unprompted from both internal and external participants who were not asked to consider this aspect as no such question appeared in the question schedule, however, the concept had been identified in the review of literature and was contained in the conceptual framework. In this context, participants individually identified the response of this stakeholder as being different from other stakeholders and that the response had created some confusion for them due to the nature of the response which was deemed by some to be aggressive and by others as apathetic.

Findings 11 to 16 inclusive focus on the antecedents associated with the deliberate engendering of a market-orientation in a policing context. In response

to a broad open question related to identifiable factors that either enhanced or impeded implementation of the change in orientation and may have had an effect on outcomes, participants considered a selection of key factors/antecedents. Participants indicated that factors such as leadership from senior management, support from stakeholders, changed systems and structures, the lack of red tape/effective communications and sharing of information, and the effective use of resources had enhanced implementation but also had the potential to act as impediments if not appropriately and positively aligned. Participants considered the relative effect and hierarchical ordering of such antecedents and determined overall, that senior management factors were clearly the antecedent that had the greatest actual or potential effect on implementation and outcomes. They indicated that this was followed by the development and deployment of an effective system to manage and coordinate the approach; the realignment of strategy and resources to support the new orientation; stakeholder support for the change in orientation; and finally, effective interdepartmental dynamics to ensure effective sharing of information and collective problem-solving. Participants indicated that despite the perceived relative effect and hierarchical ordering however, that the collective of antecedents represented an integrated, interrelated and interdependent network, all of which were required to ensure successful implementation and sustainability.

Findings 17 and 18 address the reform potential associated with the deliberate engendering of a market-orientation in a policing context, its suitability to be pursued on a broader scale and the challenges that materialise or are likely to materialise as a consequence of such a change in orientation. In this context, a substantial majority of participants explicitly considered the change in orientation to have represented significant police reform. Despite the views of a significant majority of participants that the new orientation should be pursued on a broader scale, there was unanimity amongst participants that the implementation of such an orientation represented fundamental change which would generate significant resistance from within the Garda organisation and its senior managers. It also potentially exposes underlying causal mechanisms materialising as derision, marginalisation and fear acting to preserve the status quo and prevent reorientation to the espoused community/customer-oriented approach.

Participants indicated that the change in orientation challenged traditional police thinking and culture and therefore represented deep, difficult change. Participants indicated that strong leadership and a changed mind-set would be required to address issues of derision, marginalisation and fear that act as inhibitors to reorientation, and that some senior managers may need to be set aside in order to achieve such an expansion across the wider organisation. A summary of all eighteen findings are set out below in Table 6.17.

Table 6.17 Summary of findings 1-18 inclusive

Findings 1-9		Findings 10-18	
1	Using the traditional approach, there was lack of public trust and confidence in the police prior to the change in orientation	10	The new orientation challenged some stakeholders and generated a competitor-like response
2	The change in orientation significantly improved police performance	11	A hierarchical ordering of antecedents that enhanced or impeded change were identified
3	The transition resulted in more satisfied customers/ stakeholders.	12	The transition created a change in the senior management mind-set
4	The new approach improved the reputation of the police and increased public confidence	13	The new orientation created a centralised one-stop-shop for stakeholders
5	The new orientation resulted in enhanced relevance and legitimacy for the police	14	The change created a realignment of resources that maximised contribution
6	The new approach created more motivated police and enhanced their contribution	15	The new approach resulted in stakeholders acting as complementors to the police service.
7	The change facilitated innovation and optimum use of resources	16	The new approach solved problems for customers/stakeholders
8	The new orientation created an effective problem solving approach to policing	17	The change in orientation resulted in significant and positive police reform
9	The transition created an alignment of effort & improved performance	18	Implementation presented a challenge to traditional culture and thinking exposing potential underlying causal mechanisms materialising as derision, marginalisation and fear, that act to preserve the status quo

Summary of findings 1-18 inclusive

## 6.20 Analytic category development

With a view to conducting a structured and comprehensive analysis, interpretation and synthesis of the findings, a number of categories (analytic categories) were identified. Connecting patterns within the analytic categories were explored, and as a secondary level of analysis, the relevant theory and research were considered and appropriately connected, as themes were compared and contrasted to issues identified in the literature. In this context, the chapter takes into consideration the extant literature associated with the market-orientation performance relationship and the literature related to community oriented policing, but other streams of literature are also explored, including, culture and leadership in a change context.

In order to illustrate the process of developing analytic categories, the findings from the study were again considered. Careful analysis of the articulated experiences of participants was collated, from which themes and patterns emerged. In this context, one overriding finding in the study revealed that participants perceived the change in orientation of policing in the North Central division to have resulted in significantly improved performance and a fundamentally better approach to policing, an outcome commensurate with the market orientation performance relationship (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O' Connell 2001; Prifti and Alimehmeti 2017; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). Analytic Category 1 was therefore named 'Identifying the performance gap between the traditional inside-out and the market-oriented outside-in approach to policing'. Analytic Category 1 speaks to Findings 1 and 2. Finding 1 identifies the consequences of deploying an ineffective traditional policing strategy in the North Central division, indicating that it had eroded confidence in the police and had resulted in a lack of trust and belief in the commitment and/or ability of the police to effectively tackle ongoing problems (Hunt 2019; Moore 1992; Skolnick and Bayley 1988). Finding 1 identifies the significant shortcomings in the traditional delivery of police services

espoused by Crank and Langworthy (1996, p.213), including a paternalistic policing mind-set and a policing approach that lacked focus, structure, systems, individual ownership or accountability in addition to a lack of management support and other support systems required to deliver a community oriented policing service.

Finding 2 on the other hand identifies a fundamental and positive change in the approach to policing, indicating that the change in orientation had resulted in outcomes more associated with implementation of the marketing concept, for example, significant improvement in overall performance and improved outcomes for the employees, their constituents and customers (Menguc and Auh 2008, citing Kirca, Jayachandran and Bearden 2005; Zolfagharian and Cortes 2010), a position adopted by Cano et al. (2004), who suggested that the police had the potential to leverage more on their market-orientation strategies than profit organisations in similar industries by implementing business strategies that were unusual in normal industry practices “thereby taking advantage of the industries lack of familiarity with the market orientation concept” (Cano et al. 2004, p.183). In considering the perceived improvement in approach and performance, key external and internal participants indicated that stakeholders and customers were more satisfied with the service they were receiving from the police, suggesting that this may have been as a consequence of the change in culture referred to in previous research (Kohli and Jaworski 1991; Morgan and Vorhies 2018; Narver and Slater 1990; Tsiotsou and Vlachopoulou 2011) potentially resulting from a concerted effort to bring about improvement by moving from a closed traditional, inside-out mind-set to a new growth mind-set commensurate with an outside-in perspective (Dweck 2017). Participants suggested that this had contributed to an alignment of effort and enhanced individual performance and commitment to stakeholders/customers, contributing to better motivated police and a more innovative and creative problem-oriented approach to policing. Evidence indicates that this had changed stakeholder and customer perceptions of the police resulting in improved reputation and enhanced confidence in the police service. Previous research clearly indicates that this enhanced frontline officer commitment and motivation and was deemed to be an essential element in the successful delivery of community-oriented policing (Lurigio and Rosenbaum

1994; Fielding 1995). Participants indicated that the repositioning of the service towards a more customer/stakeholder focus had made the police in the North Central more relevant to customers and stakeholders. Analytic Category 2 was therefore named 'Recognising and identifying the consequences of a change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing'. Analytic Category 2 speaks to Findings 3 - 10 inclusive.

Based on their respective experiences over the period under examination and a subsequent understanding of those experiences, key participants went on to describe how those improvements came about. They indicated that a number of factors (antecedents) had combined in an integrated, interrelated and interdependent fashion to bring about the successful adoption of the new orientation. They indicated that the relative effect of those antecedents was not equal and that a hierarchical ordering existed, similar to, but not exactly mirroring those outlined by Kohli and Jaworski (1990). Participants went on to describe how they had identified in senior Garda managers, a change of mind-set that drove the pursuit of information relative to customer and stakeholder needs and subsequently facilitated the development of a system of policing incorporating a central hub or one-stop-shop for generating, disseminating and crafting responses to that information. They also indicated that the change in strategy which had been accompanied by a realignment of resources and a subsequent improvement in performance had prompted increasing support from external stakeholders who subsequently acted as marketers/complementors (Hax and Wilde 2001) for the change in orientation. Analytic category 3 was therefore named 'Understanding how antecedents combine to bring about the change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing'. Analytic Category 3 speaks to Findings 11 - 16 inclusive.

Having expressed an understanding of how the change in orientation had been achieved, key participants went on to conclude that such a change represented police reform which should be pursued more broadly across the Garda organisation. However, they cautioned about the adaptive nature of the challenge in bringing about the cultural transformation required to affect the desired outcome. They indicated that by posing such a challenge to the traditional culture,

those pursuing such a change in orientation would encounter significant resistance within the upper echelons of the organisation and that this would create an unsafe space for those who were committed to the change. For example, one participant stated that:

We are very conservative...so making big, bold decisions is not something that's always rewarded. Absolutely dangerous ground, dangerous, dangerous ground. So that's why it takes bravery to do it.  
(Sergeant Rank participant 23\_001)

As a consequence of their experience and understanding, participants suggested that a decision to pursue such a change in orientation was worth making but that it required a change of mind-set in senior managers, single mindedness and relentless performance reviews to manage the change. An analysis of participant statements also uncovered the potential for underlying causal mechanisms manifesting as derision, marginalisation and fear that may have been acting to preserve the status quo, making the transition process dangerous to those who would pursue it. In this context, analytic category 4 was called 'Acknowledging the reform potential and identifying the challenges of pursuing a change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing'. Analytic category 4 speaks to Findings 17 - 18 inclusive.

## 6.21 Analytic category 1:

Identifying and exploring the performance gap between the traditional inside-out and the market-oriented outside-in approach to policing

Questions posed to key participants during the interview process sought to explore their experience of the policing approach over the period under examination and was designed to allow participants to articulate their experience, their subsequent understanding of that experience and what judgements they could make as a consequence of that experience. Participants were directly asked to consider the issue of police performance as a consequence of the

change in orientation and were requested to provide a narrative of their experience in this context, which prompted a description of such performance changes.

Table 6.18 Research question domain: Performance Findings 1-2

Question Domain	
<p><b>Q 1. Performance - Exploring the market-orientation performance relationship:</b></p> <p><b>Required:</b> (a). Do participants confirm or deny a performance improvement as a consequence of the change in orientation?</p> <p>(b). How do participants describe and explain performance outcomes?</p>	
Finding	Finding
1	<p>Prior to the change in orientation, the reactive-oriented, traditional approach to policing had resulted in a lack of public trust and confidence in the commitment and/or ability of the police to effectively tackle ongoing problems which were affecting quality of life and the capacity to effectively engage in business activities. There was no incentive for the police to change from the status quo, resulting in a continuing disconnect between what the police prioritised for attention and what the public and stakeholders perceived as being important, and this had resulted in dissatisfaction with the policing service and frustration among the police themselves which rendered questionable, the relevance and legitimacy of the police in the area.</p>
2	<p>The change in orientation between 2009 and 2016 created a fundamental and positive change in the approach to policing, delivering significantly improved police performance, and improvement in the nature of engagement between the police and the public. Much of the difference was brought about by changes in the nature of the relationship between the police, customers and stakeholders, and by the adoption of new systems and structures accompanied by individual and team ownership, responsibility and accountability, ease of access and enhanced responsiveness.</p>

Research question domain: Performance Findings 1-2.

Engaging in a comparison of the before and after situation in the North Central division, participants described a significant contrast between the policing approach prior to, and after the change in orientation. While some participants made direct reference to a traditional style of policing prior to the change, the majority of participants inferred a command and control led policing approach whose priorities were misaligned with those of stakeholders and customers. Participants described a monopoly-type approach to policing where their voices were not heard and the service provider (the police) engaged in a one-size fits all

approach based on their own interpretation of what the community, stakeholders and customers required. One participant stated that:

...we had no real mechanism for identifying their needs. It was very much that, as a Garda organisation, we knew what you wanted, and, you know, that he knows best, and that's it, you know, and let's get on with it. (Key Superintendent Rank participant 32-001)

The research indicates that the policing approach and mind-set as described by participants is synonymous with an inside-out traditional style of policing (Ferrandino 2014; Moore 1992; Phibbs 2010; Ponsaers 2001; Stone and Travis 2011), which has failed to control or prevent crime, has fostered an unhealthy separation between the police and the communities they serve and has resulted in the police prioritising issues for their attention which is at variance with those prioritised by customers and stakeholders (Moore 1992; Stone and Travis 2011). Participant descriptions are supported by later reports about policing in Ireland, where it was found that the articulated view by the police of a community oriented approach to policing was not reflective of the reality (Commission on the Future of Policing in Ireland 2018), clearly indicating that a traditional model prevailed. Their perceptions are also supported by Brady (2015) who, in referring to community policing in Ireland, suggested that the prevailing model would no longer suffice and that the Garda Síochána needed to alter their thinking in respect of the nature of engagement with communities. These articulated views contribute to and support the suggestion that a rhetoric has developed around community policing with a view to creating the impression that community-oriented policing represents the underlying philosophy, culture, strategy and systems in contemporary policing (Higgins 2018), whereas in fact, it appears to have been embraced more as cloak of reform, than as an actual philosophy, with very little evidence of successful implementation (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Skolnick and Bayley 1988; Quinton and Morris 2008; Quinton and Myhill 2010; Sparrow 2018).

It is evident from the current research that a traditional model of policing as described by (Ferrandino 2014; Moore 1992; Phibbs 2010; Ponsaers 2001; Stone

and Travis 2011) existed in the North Central prior to 2009, and this was clearly articulated by participants, for example, “we presumed we knew what the customer wanted. We were paternalistic in our outlook, we were of the view that we knew what was best because we were the trained policemen and I don’t know that it served us tremendously well over that period” (Garda Rank participant 15-002). This is reflective of Crawford and Lister’s (2004, p.63) reference to the “traditional monopoly mind-set of the police in England and Wales”, and Brady’s (2013) commentary in the 20<sup>th</sup> of May edition of the Irish Times, where he makes explicit reference to the monopoly mind-set that prevailed in policing in Ireland. In a similar context, Brady (2014, p.329) suggested that in order to achieve a change in orientation for An Garda Síochána it would be necessary to “neutralise the negative aspects of the prevailing culture”, which, he outlined as, a lack of, or unwillingness to reform and embrace values of accountability, transparency and responsiveness to community needs, which correctly makes a connection between underlying philosophy and culture. This connection is supported by Clarke (2005, p.643) who posits that the philosophy, culture, systems and structures of contemporary policing are not fit for purpose in a policing environment that “reflects the processes of pluralism, disaggregation and fragmentation which have been seen as the hallmark of the postmodern”. Such misalignment would appear to have contributed in no small way to the issues of legitimacy and public trust and confidence in policing in the DMR North Central prior to 2009.

In the context of the prevailing approach to policing in the North Central prior to the change in orientation, the “authoritarian conservative attitudes” espoused by Clarke (2005, p.646) can be identified in the responses of key participants who clearly identified the monopoly mind-set of an inside-out perspective and the subsequent disconnect between what the customers and stakeholders in the North Central required and what they expected the police would ultimately deliver. We can see how participants make explicit and implicit references to the underlying culture that prevailed prior to the change in orientation with one participant stating that “I can only say to you, when you’re in a bad atmosphere, you know you’re in a bad atmosphere” (Key Public Representative participant 11-002), and others stating that “there was no trust between the community and the

Gardaí” (Key Public Representative participant 10-001), “I don’t think they actually trusted the Guards to get it going, never mind keep it up” (Key Business participant 2-003). In contrast to the strength of perceptions of participants when referencing the cultural context pre-2009, participants were equally strong in their assertion that a change in culture had taken place by 2016, with one participant stating that “it’s a cultural change, not so much a strategy change, it’s a cultural change to the organisation, the way we’re doing things” (Sergeant Rank participant 25-001), while another stated that:

The real surprise for me then in this has been, how successful it has been to change...to share values, norms and beliefs in this division. The fact that we’ve managed to change people’s minds and our hearts all at once. (Garda Rank participant 15-002)

This cultural change was also evident in the enhanced participation of external stakeholders with the development of the new orientation. This was identified by Excellence Ireland Quality Association (EIQA) who, following a hands-on assessment of the North Central in 2015 noted that “all key stakeholders made themselves available for interview during the assessment and were unanimous in their support for the changed approach to policing” (EIQA 2015, p.4) and that “early indications are that the programme has helped to deliver the cultural change required” (EIQA 2015, p.7). Such cultural change is consistent with the assertions of Kohli and Jaworski (1990) and Narver and Slater (1990) who identify the mind-set/culture of senior managers as being essential to such a change in orientation, a position that is widely held in terms of the nature of the change (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Felton 1959; Garvin and Roberto 2005; Johnson and Scholes 2001; Kohli and Jaworski 1990; Kotter 1995; Moorhead and Griffin 2001; Narver and Slater 1990; Sirkin et al. 2005; Strebel 1996; Webster 1988). The apparent success of the change in orientation in the DMR North Central could potentially have been as a direct consequence of the focus on senior management mind-set, where participants clearly placed senior management factors as the most important antecedent and asserted that senior management input and commitment had been essential to the successful implementation of the new orientation, stating, “that has been I think, absolutely critical” (Business participant 3-001). This is a concept that clearly supports both Narver and Slater (1990) and Kohli and

Jaworski (1990) who indicate that a certain cultural mind-set must first exist in senior managers prior to any change towards an outside-in, market/customer-orientation. One key participant described how the change in orientation and culture in the North Central had positively affected the trust deficit which had existed under the traditional system stating that it developed:

...a relationship of confidence and trust with a huge number of people...to create an atmosphere in which people would actually feel safe and confident in sharing their views or sharing information...in a way that they would feel safe. (Key Public Representative participant 11-002)

Referring to a performance improvement, key participants were most effusive in their articulation of the positive effects of the change in policing approach describing the change in orientation as having delivered a “chalk and cheese” scenario (Key Business participant 1-002), and as representing “a monumental change” (Key Public Representative participant 9-002). Another participant described it as:

...changed dramatically. And I describe it like a Carlsberg moment, that was the actual phrase I used, to inherit this approach to community policing, this style of policing. It was remarkable. (Superintendent Rank participant 33-001)

The performance improvement associated with the transition to a market orientation (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008, p.34; Narver and Slater 1990; O’Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013), appears to have been experienced in the DMR North Central with participants expressing in definitive terms, their assertions that there had been a significant performance improvement as a consequence of the change in orientation. They were adamant however, that this had not occurred accidentally or as a consequence of a broader shift in police thinking regionally or nationally. Participants were clear in articulating that this approach had not been adopted in other policing divisions or by the organisation as a whole and that the contrast in service delivery was evident when comparison was made. One participant commented that there was

“a discernible and positive difference. I can see there's a clear difference, and this is one of the reasons I am so supportive” (Key Public Representative participant 13-002). Further evidence of the positive outcomes associated with the change in orientation can be identified in the response by the European Institute for Public Administration (2015) who independently assessed the approach and awarded the DMR North Central a European Best Practice certificate in ‘Customer-Oriented Policing’.

Further evidence of this thinking can be seen in participant’s opinions that the approach was something that should be pursued by the wider organisation for example, one participant stated that “I don’t think you can talk about police reform without talking about a model like this...Certainly I’d advise the Commissioner, absolutely this is the way to go, but there’s no half measures” (Superintendent Rank participant 32-001). Additionally, participants identified strategies, structures and systems that were instrumental in delivering the change in orientation, specifically identifying the enhanced management of information as “critical” (Key Public Representative participant 8-001), and as “...a one-stop shop is, for me, it’s the way to go” (Key Public Representative participant 9-002). Participants were clear that the change in systems was a key aspect of the successful implementation and placed it as the second most important antecedent after senior management factors. The placing of these two antecedents according to their relative effect at most important and second most important respectively, confirms Kohli and Jaworski’s (1990, p.6) assertion that antecedents are, “hierarchically ordered”. While the placing of ‘senior management factors’ as the most important factor is consistent with the findings of Kohli and Jaworski (1990), the placing of ‘organisational systems’ as the second most important is at variance with the findings of that study. Kohli and Jaworski found ‘organisational systems’ to be the third and least most important antecedent after ‘interdepartmental dynamics’, however, the current study considered five antecedents and found that ‘organisational systems’ was the second most important antecedent with ‘interdepartmental dynamics’ being placed at fifth and last place. This might indicate that some hierarchical ordering may be context specific, for example, in the DMR North Central division, and in policing generally in Ireland there were no definitive mechanisms or systems in

operation that connected customers/stakeholders to the internal policing environment. Therefore, any positive change in this direction would potentially lend itself to positive comment and an enhanced weighting in terms of its contribution to overall outcomes. This is evident in the articulated perceptions of participants who continuously made reference to an information one-stop-shop, the lack of red tape, and the ease of access that came about as a consequence of the change in orientation, all of which, are directly associated with the new system, and are valued by stakeholders.

A discussion and interpretation of the findings indicates that a traditional approach to policing prevailed prior to 2009 and that customer/stakeholder expectations were based on this prevailing approach. The research also shows that there was a positive change in policing approach post-2009 which had delivered significant improvements for external and internal stakeholders. These assertions are supported by documentary evidence (EIQA 2015; EPSA 2015; KC Consulting 2017) and the statements of participants which show that the new approach had resulted in improved performance, delivering positive outcomes for stakeholders, customers and employees, with some employees indicating that it had led to improved teamwork, collaboration, accountability and follow-through resulting in them feeling “more valued; they can make a difference using the new approach and have seen improvements on the street” (EIQA 2015, p.14). In this context, one participant stated that the new approach had delivered extra benefits in terms of “a confidence level and a trust level and possibly...a loyalty level now” (Key Public Representative participant 6-002), while another stated that, “where there had been a disconnection between the police and the community. In recent years there has been a transformation in the manner in which policing has taken place” (Key public Representative participant 9-002).

Participants clearly identified a lack of trust and confidence in the ability and/or commitment of the police to deliver on customer/stakeholder requirements pre-2009, and direct quotations from participant transcripts reflect customer expectations associated with that position at that time. In 2016 however, when all key participants were interviewed, it is evident that a significant improvement in policing had been experienced by a significant majority. This change in

performance has been identified as being commensurate with a change in orientation by the police in the North Central over the period concerned, as opposed to any broader organisational or environmental changes that could have influenced participant's perceptions. Participants point to clearly identifiable elements that are considered to be commensurate with such a change in orientation and in line with Lonergans' (1972) epistemology, they offered their opinions following an attentive experience, an intelligent understanding of that experience and a reasonable judgement, followed by a responsible action/decision to engage with the research project and articulate their perceptions. Evidence of performance improvement is supported by the quantitative findings in Chapter Five following application of Kohli, Jaworski and Kumar's (1993) self-reporting MARKOR scale, which confirmed a performance improvement between 2009 and 2016. This is also supported by other evidence including the award of the Q-mark for Quality Management Systems in 2015 (EIQA 2015); the award of a 'European Best Practice' certificate in customer-oriented policing (EPSA 2015) and the report of KC Consulting (2017) which identifies the North Central as an example of a potential future model of policing in Ireland. The above clearly indicates a performance improvement while acknowledging a change in policing orientation.

It can therefore be deduced from the research evidence and supporting documents that the deliberate engendering of a market-orientation is a strategy that represents a fundamentally better approach to policing in the community and contributed to significantly improved police performance in the DMR North Central between 2009 and 2016, and while this outcome is consistent with the international literature (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O' Connell 2001; Prifti and Alimehmeti 2017; Stritch 2015; Tsiotsou 2010; Webster et al. 2013), it represents a unique finding in a policing context.

## 6.22 Analytic category 2:

Recognising and identifying the consequences of a change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing

Analytic Category 2 focuses on organisational, individual and group consequences for customers/stakeholders, and employees and examines other potential outcomes such as customer/stakeholder perceptions of the police; the relevance and legitimacy of the police; the positioning of the policing service; the alignment of effort; innovation and creativity; and competitor reactions to the change in orientation. Participants were again asked to consider questions which sought to explore their experience of the policing approach over the period under examination and the consequences associated with the change in orientation.

Participants recounted their experiences associated with the following issues; quality of service and their satisfaction with the service provided; customer/stakeholder perceptions of the police; the relevance and legitimacy of the police; the commitment, motivation and performance of the individual police employees; the behaviour, culture, innovation and creativity of the police; the positioning of the police service offering; the alignment of effort, and competitor reactions to the change in orientation.

Table 6.19 Research question: Consequence Findings 3-10 inclusive

Question Domain	
<b>Q 2. Consequences</b> - The consequences of deliberately engendering a market-orientation in a policing context: <b>Required:</b> (c). Do participants confirm or deny improved outcomes for customers and stakeholders, Garda employees and the Garda organisation in the North Central division as a consequence of deliberately engendering a market-orientation in a policing context? (d). How do participants describe and explain such outcomes?	
Finding Number	Finding

3	<p>As a consequence of the change in orientation the police became more in tune with the needs and requirements of customers and stakeholders and subsequently became more responsive to them. The elimination of red tape and the consequent ease of access for customers and stakeholders resulted in significantly improved outcomes for stakeholders, customers and the area as a whole. The change in orientation facilitated a more customer-oriented, responsive and better standard of service, resulting in more satisfied customers and stakeholders, and an expectation that issues would be resolved in a timely and effective manner.</p>
4	<p>As a consequence of the change in orientation the police provided a service that was more appropriate to the needs and requirements of customers and stakeholders. Subsequently perceptions of the police and confidence in the police improved significantly and the overall reputation of the police in the area was enhanced.</p>
5	<p>Historical suspicion and lack of trust in the police was significantly reversed resulting in the police becoming more relevant to their customers and stakeholders and subsequently enhancing their legitimacy to police the operating environment. Improved access and communication accompanied by eagerness on behalf of the police to understand and respond to customer and stakeholder needs and requirements had contributed to the concept of enhanced relevance and legitimacy.</p>
6	<p>The police in the area developed an enhanced commitment to stakeholders and customers, delivered an improved individual performance, developed enhanced motivation and a more collegiate approach to providing a policing service, supported by a previously absent senior management commitment and input. The new approach created an environment where promises could be made and delivered upon with the continued support of senior managers and the enhanced commitment of individual frontline staff. The individual ownership of areas had contributed to the development of partnerships with external customers and stakeholders and subsequently to enhanced commitment to delivering improved outcomes for them. Positive outcomes, feedback and the support of stakeholders contributed to an enhanced feeling of self-worth that motivated individual police personnel to enhance their contribution.</p>
7	<p>As a consequence of 'outside of the box thinking' associated with the change in orientation, the traditional reactive-oriented, rule-based culture underpinned by conservative norms and values was replaced by a culture that was driven by behaviours associated with a desire to better understand and respond to the needs of stakeholders and customers. This facilitated optimum use of scarce resources through continuous and effective, innovative and creative problem-solving by the police at an individual and collective level even in the face of diminishing resources and adverse peer pressure.</p>
8	<p>The Garda service in the North Central was repositioned as a standard-setting, professional, accessible, proactive, long-term partnership which delivered an efficient and effective problem-solving policing response to address stakeholder and customer needs.</p>

9

As a consequence of the change in orientation an alignment of effort was created between activities and projects of individuals and departments. Relentless performance and accountability reviews created a two-way visible show of commitment between management and staff that was critical to maintaining this alignment and subsequently, to the successful implementation and the continued effectiveness of the new orientation. Constant engagement between management and staff at monthly reviews provided a platform for individuals to show their skills and innovation in servicing customers and stakeholders and created a healthy peer pressure which resulted in improved performance and continuing alignment of effort around the new orientation.

10

The external status quo relating to engagement with constituents, customers and stakeholders in the North Central division was challenged, and while this was accepted by most stakeholders who perceived themselves as partners in this new approach, it prompted a competitor reaction from a key stakeholder who perceived it as a direct challenge to their position in the operating environment.

Research question: Consequence Findings 3-10 inclusive

In the context of improved outcomes for customers and stakeholders, there was significant agreement that participants had experienced an enhanced accessibility and openness associated with the policing approach and that the police were providing a better service which had contributed to enhanced satisfaction of stakeholders and customers. In contrast to perceptions prior to 2009, participants suggested that by 2016 the change in orientation had resulted in the creation of a “legitimate expectation” that the police would deliver on their responsibilities (Key Business participant 2-003). Another participant stated that “excellent would be the word I would use” (Key Public Representative participant 6-002). This outcome is consistent with the findings of Pulendran et al. (2000), Cervera et al. 2001, Kohli and Jaworski (1990) and Zeithaml, Berry and Parasuraman (1988) who support the notion that such an outcome may be directly related to a realignment of effort and enhanced esprit de corps of employees.

Evidence indicates that the divisional community policing office (DCPO) acted as the centre of the wheel in terms of coordinating and directing the flow of information pertaining to customer and stakeholder needs, as well as maintaining the connectivity between internal and external stakeholders (EIQA 2015; EPSA 2015). This coordination and transmission of information prompted both internal and external participants to express the view that management of information

relating to the needs and requirements of customers and stakeholders and the subsequent responsiveness to those needs had contributed significantly to their increased satisfaction levels. This efficiency and effectiveness of generating and disseminating information apparently connected the internal policing environment to the frontline, including external customers and stakeholders, effectively establishing and then maintaining a unique connectivity. This appears to have prompted participants to comment that:

[There was] ...more of an attitude of openness from An Garda Síochána. Previously, if you raised a matter, you, kind of, lobbed it into a big black hole, and you wait to see what happened at the other end. That's definitively not the case now. (Key Public Representative participant 13-002)

This indicates that the police in the North Central had created a system with a view to actioning Kohli and Jaworski's (1990) intelligence generation and dissemination functions, thereby introducing a set of new behaviours and the development of a competence in the area of customer bonding and market sensing (Foley and Fahy 2009; Hax and Wilde 2001). The change in behaviour, which evidence suggests resulted in the better management of information relating to customer needs and requirements, is consistent with the behaviours associated with Kohli and Jaworski's (1990) market-orientation construct, which identified information generation and dissemination as key components. This changed behaviour, based on the development of competence in the area of information management is also commensurate with Foley and Fahy (2009) and Day (1990), who make reference to the dynamic capabilities perspective which clearly indicates that a market-driven organisation should be capable of showing tangible evidence of superior market-sensing, customer-linking and channel bonding. This concept is evidenced in the North Central by the statements of participants, who suggested that there was "more customer relationship management approach to me as a customer" (Key Public Representative participant 13-002), "it feels like there's a real professionalism there that they make sure that they come back to you...so, it's a very professional approach and I have to say they've been very good, and they're improving (Key Business participant 3-001), "it's opened up whole new lines of communication and a new way of doing business around here" (Garda Rank participant 15-002).

The focus by the Police on behaviours associated with the generation, dissemination and responsiveness to customer/stakeholder information (market intelligence) is consistent with the deliberate engendering of such a market orientation (Balabanis et al. 1997; Caruana et al. 1999; Cervera et al. 2001; Coombes et al. 2007; Dursun and Kilic 2017; Flavián and Lozano 2006; Foley and Fahy 2009; Gillette 2015; Kohli and Jaworski 1990; Modi and Mishra 2010; Pulendran 2000; Wood et al. 2000). Such capabilities development and operationalising of the marketing concept is evidenced in the report by EIQA (2015), which states that:

A central supporting office...has been set up to manage the core processes and to co-ordinate an integrated, inter-related approach to service delivery. A customer and stakeholder data base is used to log and track all reported issues through to conclusion. Feedback from all stakeholders was very positive in relation to this office, the quality of service and speed of response and support received from the teams involved. (EIQA 2015, p.14)

Key participants and reports from independent external assessors (EIQA 2015, EPSA 2015, and KC Consulting 2017) indicate that the Police in the North Central engaged in deliberate activities with a view to identifying the needs and requirements of customers and stakeholders, developed local competence, and created systems and processes with a view to operationalising the philosophy that underpins the marketing concept. It is also evident that the behavioural construct as developed by Kohli and Jaworski (1990) was employed to facilitate the transition to the new customer-centric orientation. This approach makes sense in the context of the traditional philosophy and culture that existed prior to 2009 which would most probably not have been conducive to successful implementation in attempting to make the transition using the cultural-lead perspective advocated by Narver and Slater (1990). Using changes in behaviour associated with operationalising of the marketing concept, appears to have been the method employed to achieve the longer term culture change referred to in the EIQA 2015 report. This approach follows the description of achieving culture change in a policing context put forward by Clarke (2005) and is further reinforced by Mooij (2004) and Hubbell (2005) who both present the notion of changing behaviours as an approach to culture change. This of course has its foundation

in the belief that culture is acquired as opposed to being innate (Hubbell 2005; Mooij 2004; Stephenson 2006).

What is consistent with Narver and Slater (1990) however, is that the police in the area achieved stakeholder satisfaction in the long-run, that is, 2009-2016, and that this had the potential to ensure their continuing “survival” (Narver and Slater 1990, p.22; EIQA 2015; EPSA 2015). In this context, the EPSA assessment (2015, p.1) reported that “the stakeholder involvement in this project is outstanding” while the EIQA (2015) assessment reported that “the leadership approach adopted to leading and supporting the change is exceptional, with a considered and measured approach taken at all stages to engage and involve stakeholders and employees” (EIQA 2015, p.11).

In the context of customer/stakeholder perceptions of the police in the area, there was significant agreement that perceptions of the police were substantially enhanced over the period under examination. Participants made direct reference to the increased respect for the police suggesting that “they respect you, more so than ever before” (Key Public Representative participant 10-001) and, “your members, your men and women have great respect from the communities around here” (Key Public Representative participant 7-002). Participants expressed the view that the reputation of the police had been enhanced by the nature of engagement and that the continued responsiveness to customer and stakeholder needs had resulted in enhanced confidence in the police. Participants stated that “the customers’ perception is excellent” (Key Public Representative participant 6-002) and “I’d say it [reputation] has increased tenfold, hundredfold even” (Inspector Rank participant 26-001). Other participants stated that:

I think they would perceive us as more professional, more responsive...They’d nearly know that they’re going to get a response because of the system. (Inspector Rank participant 28-001)

The evidence clearly indicates that policing behaviours changed as a consequence of the new orientation and that there was a definitive focus on customers and stakeholders, with systems in place to maintain the new behaviours. In this context the EIQA (2015) assessment reported that:

The division has adopted a clear customer oriented strategy and has deployed processes which support an “outside-in” approach to identifying the real needs of customers. They have aligned all internal processes and structures to support a collaborative, customer oriented approach to policing. (EIQA 2015, p.11)

Continued enhanced engagement through the new processes and procedures resulted in stakeholders and customers developing a legitimate expectation that the service would reach certain standards and as a consequence, they had more confidence in the police, reflecting the confidence outcome suggested by Fleming and McLaughlin (2012). Achieving and maintaining the new behaviours resulted in a greater level of trust and an acknowledgement that police-community priorities had now been realigned through a more cooperative partnership. Such enhanced perceptions and confidence as a consequence of a change in orientation toward a community/customer-centric approach is consistent with the extant policing literature (Fleming and McLaughlin 2012). In this context, Stanko et al. (2012, p.320) cites Tyler (2011, 2007 and 1990) in outlining that such trust and confidence in the police is linked to “concrete behaviours,” and firmly links the nature of the relationship between the police and the public/community to public trust and police legitimacy. Additionally, and more importantly in the context of the current research, Stanko et al. (2012, pp. 320-321) suggest that enhancing public trust and confidence is often predicated upon “a more cooperative and less coercive relationship between police and public” and that this is potentially made possible by adopting a customer-centric, outside-in perspective and orientation by “placing the relationship between police and public centre-stage.” The research in the current context clearly indicates that police in the North Central pursued a customer-centric approach between 2009 and 2016, and therefore, may have achieved the ‘public at centre stage’ concept that Stanko et al. (2012) had been suggesting.

Such an approach was highlighted by the EPSA independent assessment (2015), where they reported that the police in the DMR North Central were focussing on the alignment of police-community priorities in order to enhance their relevance to the community. In this context, the report noted that the North Central:

...also surveyed all the area by direct interaction to what they consider their 'customer' to ensure the relevance of actions taken. The resulting programme is very significant for the development of the police and the way they work and cooperate with other organisations". (EPSA 2015, p.1)

In the context of the relevance and legitimacy of the police in the North Central, there was again a significant majority of opinion that the police had become more relevant to customers and stakeholders and that their legitimacy had been enhanced. Participants suggested that the police were "definitely more relevant" (Key Public Representative participant 7-002), "...far more meaningful and it has the base now to be built on, and to continue, and remember it's a huge step to have moved from a them and us situation, where nobody could talk to the police, and where there was no credibility amongst ordinary people" (Key Public Representative participant 9-002), "certainly more relevant...there are so many positive comments and legitimacy" (Superintendent Rank participant 33-001). Such a commentary by participants provides further evidence of the materialisation of the concept (putting the public centre stage) which Stanko et al. (2012) had posited, and the improved confidence that Fleming and McLaughlin (2012) had suggested. Participants expressed the view that the commitment, motivation and performance of the individual Gardaí had improved and that this had contributed to the outcomes for customers and stakeholders and their subsequent changed perceptions of the police in the area.

In the context of the centrality of the customer, participants suggested that the Gardaí had exceeded their expectations, stating that:

They actually start now, not only doing their job but they are going above and beyond, thinking about projects, and thinking about different things that they can be involved in. (Business participant 1-002)

The concept of the police consistently exceeding expectations in the context of proactively addressing non-emergency, customer-oriented needs and requirements is reflective of the policing literature associated with the centrality of the customer and achievement of a real community-oriented approach to policing (Donnelly et al. 2006; Ferrandino 2014; Hughes and Rowe 2007; Lowe

and Innes 2012; Myhill and Quinton 2010; Savage 2007; Stanko et al. 2012) and is also consistent with the marketing literature associated with the centrality of the customer and the achievement of a market-orientation (Hax and Wilde 2001; Kumar et al. 2002; Menguc and Auh 2008; Theoharakis and Hooley 2008; Zolfagharian and Cortes 2010). Despite the enduring strength of the concept however, such a consistent orientation does not appear to have been achieved in a policing context generally (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Skolnick and Bayley 1988; Quinton and Morris 2008; Quinton and Myhill 2010; Sparrow 2018). Therefore, the argument can be made that the successful change in orientation in the North Central may be attributable to the development and maintenance of an outside-in perspective; the market-orientation construct employed to facilitate the transition; the management of antecedents; and the subsequent exceeding of customer and stakeholder expectations (Kohli and Jaworski 1990), all of which, have been identified and experienced in the DMR North Central and reported upon by participants and external, independent bodies (EIQA 2015; EPSA 2015; KC Consulting 2017). As a consequence of adopting such an approach, and exceeding customer and stakeholder expectations, the police in the area appear to have avoided what Arshad et al. (2012) refer to as a withdrawal of support by such stakeholders. This assertion is consistent with the findings of the external independent assessment by EPSA (2015, p.2) which reported that “social inclusion is one of the key features of this project as the police department has taken into account the stratification of the population for being aware of the different needs”, and with the EIQA (2015) assessment which reported that:

Over the last 14 months the division has engaged in a door to door campaign and has interviewed over 15,000 customers to identify their needs. The feedback received from these interviews has been used to review strategy and deployment of resources to address key quality of life issues raised. (EIQA 2015, p.11)

Participants also expressed the view that the individual ownership, responsibility and accountability that accompanied the change in orientation contributed to the improved individual performance and enhanced motivation of employees. This is consistent with the findings of the EIQA assessment (2015) which reported that:

The empowerment and engagement of frontline employees with customers is a core element of the divisional strategy. This has been delivered through the new Small Areas Policing process, with each community Garda now having direct responsibility for named streets in their community policing area. This, combined with new reporting and review systems has delivered improved accountability within the Ranks. (EIQA 2015, p.7)

Participants also expressed the view that despite the individual ownership and accountability aspect of the new orientation, individual police personnel felt as though they were part of a team and that this had contributed to their enhanced motivation. One participant stated that “we have a lot of self-starters, and that's a welcome piece in this, while at the same time working with their colleagues and working together as a team, and they're very proud to be part of that team” (Inspector Rank participant 26-001). This is consistent with the assertions of Zeithaml, Berry and Parasuraman (1988) that customer satisfaction can be directly related to enhanced esprit de corps of employees.

There was again a significant level of opinion to indicate that the new orientation did not reflect the traditional or historic perceptions of policing that had been held by customers and stakeholders. Participants suggested that the approach represented “a total overhaul of policing” (Garda Rank participant 14-003) and that it was, “not normal policing” (Key Public Representative participant 9-002). This is consistent with the findings of the external, independent assessment in 2015 by EIQA who stated that:

DMR North Central is a pioneering division within An Garda Síochána, who have demonstrated courage and resilience in introducing a unique approach to community policing, during a period of austerity and reduction in public investment in the police force. (EIQA 2015, p.4)

Participants were effusive in their opinions that the change in orientation represented and supported ongoing innovation stating that “the whole system is seen as an innovative and creative process that has been introduced in this division, in a conservative organisation, has been very successful” (Superintendent Rank participant 35-001), “It was hugely innovative...and most definitely a new approach, it was innovative and creative” (Key Public Representative participant 6-002), and “It's really different from the way it was run

and different from the way it is run in other divisions” (Garda Rank participant 14-003).

Participants linked the change in orientation and the innovative and creative thinking to a change of culture within the North Central suggesting that “it challenged people’s mind-set of policing” (Superintendent Rank participant 32-001). Another participant stated that:

...here the norm was challenged, we looked at the values that we have to drive a new model, and ultimately it’s resulted in a different set of beliefs around policing. (Garda Rank participant 15-002)

Such culture change based on changes in behaviour, that is, getting closer to the customer and engaging in new and innovative/creative ways of doing business is consistent with the assertions of Sawney (2002) who suggests that organisations must get closer to their customer in order to achieve an alignment of understanding regarding customer needs and requirements. It is also consistent with the assertions of Hax and Wilde (2001) who suggests that closeness to the customer assists in sustaining product innovation and improvement of operational efficiency. There is ample evidence in the literature of an explicit link between market-orientation and innovation, for example (Ashrafi and Ravasan 2018; Atuahene-Gima 1996; Baker and Sinkula 1999; Foley and Fahy 2009; Han et al. 1998; Kumar, Subramanian and Strandholm 2002; Maydeu-Olivares and Lado 2003; Menguc and Auh 2006; Prifti and Alimehmeti 2017). In this context, it directly relates market-orientation to the creation of superior value and long-term competitive advantage which can only be created by the engagement of creative and innovative approaches that competitors cannot easily recreate (Narver and Slater 1990; Kohli and Jaworski 1990). The long-term nature of such a reorientation was evident in the research setting where the journey has been outlined as commencing in 2009 and continuing through 2016 where change remains a feature, as the approach is now being rolled out nationally across Ireland.

There is evidence to indicate that following the implementation of a combined segmentation and differentiation strategy, a repositioning of the Garda service took place in the North Central, with the EIQA assessment (2015) reporting that:

The division has segmented its base into key customer and stakeholder groups who represent the broader customer base. There is evidence of regular structured engagement with these groups. (EIQA 2015, p.4)

In the context of a repositioning of the police service offering, other participants described it as “100% customer focused, approachable, you’re seen as collegiate in how you go about business and effective, that you can get things done” (Business participant 3-001), “as professional” (Key Public Representative participant 12-001), and “It’s not just a once off, that it’s an ongoing process and it’s a partnership” (Superintendent Rank participant 33-001). Participants expressed the view that their perceptions of the police had changed and that they were seeing the police and their offering differently. The statements of key participants as outlined above provides some evidence of a change of mind-set in stakeholders towards the police, based on their experience of the police offering which had been delivered over a prolonged period. The subsequent repositioning in the mind of customers and stakeholders is in line with the assertions of Kotler et al. (2002) that:

...positioning the organisation requires definitive action, suggesting that in order to position on better quality and service, an organisation ‘must first deliver that position’, and not as a big bang approach, but as something that takes time and adapts to the changing market environment. (Kotler et al. 2002, pp. 382-383)

In the context of adapting to the changing market environment as outlined by Kotler et al. (2002) and achieving competitive advantage (Cano et al 2004; Gyepi-Garbrah and Asamoah 2015; Kohli and Jaworski 1990; Narver and Slater 1990; Modi and Mishra 2010; Ospina and Perez 2013; Porter 1980; Ward et al. 2006), one participant saw the change in orientation as providing Ireland with an international advantage stating that it could be seen as:

...a country that has a particular expertise in Community Policing, and that we have brought it a step further than any other country has done, and that this now should be enshrined in law, and it should become part and parcel of police reform, new police policy. (Key Public Representative participant 9-002)

In line with the literature, there is ample evidence of an intentional repositioning by the police in the North Central and the development of a potential competitive advantage that emerged as a consequence of the change in orientation (Cano et al 2004; Foley and Fahy 2009; Gyepi-Garbrah and Asamoah 2015; Kohli and Jaworski 1990; Kotler et al. 2002; Narver and Slater 1990; Modi and Mishra 2010; Ospina and Perez 2013; Porter 1980; Ward et al. 2006). An examination and interpretation of the above, identifies no other external or internal factors that may have contributed to these outcomes, in fact, the operating environment as a whole during this period mitigated against achieving such results, and the North Central was identified as adopting a different approach than other divisions during this period (KC Consulting 2017), therefore it is reasonable to accept that the consequences emerged as a direct result of the change in orientation by the police in the North Central division.

All internal participants described an alignment of effort within the division as a consequence of the change in orientation suggesting that the mechanisms (monthly reviews) that accompanied the change facilitated a constant engagement and appropriate, continuous realignment. Participants suggested that “it gets us all focused” (Sergeant Rank participant 24-001), and “vital...because it’s a time to stop, to prepare for it...it’s the most vital part,” (Inspector Rank participant 26-001). Other participants suggested that such constant reviewing and the manner of those reviews created an opportunity for individuals to display their effectiveness and receive acknowledgement for their input, stating that the reviews were:

...very important to keep...it’s giving them time to prove themselves, and to basically get a little bit of recognition for the work that they’re doing on the street. (Garda Rank participant 17-001)

The focus on constant review and engagement with employees is consistent with the literature and appears to have delivered the benefits associated with this approach. In this context, the literature suggests that such consistent reviewing is central to successful completion of transformational change (Chan Kim and Mauborgne 2005) as they contribute to the development of a performance culture, and facilitate the identification of the most committed managers and staff

(Chan Kim and Mauborgne 2005, p. 38). Previous research indicates that reviews should be structured, formal and frequent so that weaknesses can be addressed, processes can be altered, and realignment can be continuously addressed so that course is maintained (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996).

The concept of an alignment of effort was stated by key participants to be, “very important, they put a focus on it, they made it relevant” (Sergeant Rank participant 25-001) and as something that “cannot be taken for granted, requiring constant attention” (Superintendent Rank participant 34-002). This is consistent with the extant literature (see Kohli and Jaworski 1990). This alignment of effort as a consequence of adopting a market-orientation is also consistent with the research of Dubihlela and Dhurup (2015, p.8) citing Deshpandé and Farley (2004), who suggest that “market-orientation provides a unifying focus for the efforts and projects of individuals and departments within an organisation in order to create superior value for customers, leading to superior performance.”

While a substantial majority of key stakeholders appear to have embraced the change in orientation and perceived it as a positive development, there is evidence that at least one key stakeholder reacted negatively to the change. In this context, evidence indicates that the stakeholder concerned failed to engage or engaged obstructively, prompting other stakeholders to comment that “They haven't played a role in this journey, for me. They haven't. I can't figure out why” (Key Public Representative participant 13-002), “the relationship has dis-improved” (Garda Rank participant 16-001), and “I would have been intimidated by the way they would speak to you”, (Garda Rank participant 17-001). Evidence indicates that the change in orientation presented as a challenge to the status quo by creating and presenting superior value to customers and stakeholders thereby affecting the position of a key stakeholder in the service environment. This interpretation is confirmed by statements from the stakeholder concerned who suggested that “if the Guards want to know what is going on in this area come into the office and we will tell you” (Key Public Representative participant 10-001) and that the Gardaí conducting the interviews with customers and

stakeholders “should have let them know that there is a community project that is linked for them to the Gardaí” (Key Public Representative participant 10-001). Participants interpreted the actions of the affected stakeholder as representing a reaction to a transfer of power, stating that “to some extent it undermined the role of [that stakeholder] because we then took back control” (Superintendent Rank participant 35-001). In the same context, another key participant asserted that:

I suppose what was being done in terms of our stakeholder engagement and engaging with our stakeholders was removing some of the control and maybe some of the power and some of the influence that they had or they perceived that it was being taken away from them. (Superintendent Rank participant 33-001)

Other key participants had also considered the change in orientation in terms of its effect on their own approach in the research setting and determined that:

Public Representatives have felt like they are stakeholders, and they have been an important element now in not challenging community consent for this approach. (Key Public Representative participant 13-002)

I think one of the refreshing things is that in a strange kind of way, that the Gardaí nearly set the pace and...the rest of us, people in political leadership I think need to take a stock of that and say right well how do we do our business there as well. (Key Public Representative participant 11-002)

The competitor reaction of the key stakeholder as outlined above is consistent with the literature (Kumar et al. 2002, p.40) which clearly indicates that such a change in orientation has the potential to provoke competitor responses which are likely to differ based on “the capabilities of the competitors and the uniqueness of the differentiator’s product or service.” In contrast, however, having considered the repositioning of the Garda offering, the reaction of the majority of key stakeholders is consistent with the research of Hax and Wilde (2001) who put forward the concept of the complementor, which can be interpreted as somewhat of a symbiotic relationship where both or all parties benefit from the approach to delivering the service offering. In the current context, it appears that the police required a mechanism for generating information, and the network of key stakeholders were identified as being best placed to assist in facilitating this. Evidence indicates that the stakeholders acted as complementors (Hax and

Wilde 2001) in the identification of needs and requirement of customers, and the police in the North Central delivered solutions which the key stakeholders then took some credit for, in a win-win situation. As the key stakeholders were seen to be more effective in their individual responses to their constituents/clients they were inclined to protect and even market the new system to potential customers. The statement of key stakeholders as outlined above and the identification of key structures, processes and procedures provide evidence that external factors were unlikely to have influenced this situation and therefore, it can be adduced that the outcomes most probably emerged as a consequence of the deliberate change in orientation by the police in the area.

There is sufficient evidence to indicate that the change in orientation resulted in positive consequences for customers, stakeholders and employees and that perceptions of the police improved in the North Central division. Subsequently, the relevance and legitimacy of the police were enhanced, innovative and creative problem-solving became the norm, but also that the improved service prompted a competitor response from a key stakeholder.

There is no evidence to indicate that the consequences resulted from other factors and therefore it can reasonably be adduced that the adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.

### 6.23 Analytic category 3:

Understanding how antecedents combine to bring about the change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing

The deliberate engendering of a market-orientation is affected by factors that either enhance or impede implementation and therefore affect potential outcomes or consequences associated with such an approach (Cervera et al. 2001;

Dubihlela and Dhurup 2015; Foley and Fahy 2009; Kohli and Jaworski 1990; Narver and Slater 1990; Pulendran et al. 2000). Kohli and Jaworski (1990, p.6) clearly indicated that such factors “reveal three hierarchically ordered categories of antecedents to a market-orientation i.e., individual, intergroup and organisation-wide factors.” They labelled these as senior management factors, interdepartmental dynamics and organisational systems respectively. The current research however, has identified five antecedents, and in this context, an attempt is made to determine whether there is a relative effect and hierarchical ordering of those antecedents in terms of their influence/impact on the successful implementation of the marketing concept and its subsequent consequences/outcomes.

Table 6.20 Research question domain: Findings 11-16 inclusive

Question Domain	
<p><b>Q 3. Antecedents</b> - Elements that either enhance or impede implementation of the marketing concept:</p> <p><b>Required:</b> (e). Do participants identify specific factors that either enhanced or impeded the deliberate engendering of a market-orientation in a policing context?</p> <p>(f). How do participants describe and explain a relative effect and hierarchical ordering of identified antecedents?</p>	
Finding Number	Finding
11	An integrated, interrelated and interdependent network of antecedents combined to deliver successful and effective implementation of the change in orientation. The relative effect and hierarchical ordering of the antecedents were not equal in their effect and did not represent a linear process. ‘Senior Management Factors’ was identified as the clear number one in terms of its relative effect on implementation and outcomes related to the change in orientation. The development and deployment of ‘Appropriate Systems’ was identified as the second most important antecedent, closely followed by the ‘Realignment of Strategy and Resources’ in third place, ‘Stakeholder Support’ for the new orientation in fourth place, and finally, effective ‘Interdepartmental Dynamics’ in fifth place.
12	Senior management factors emerged as the most important antecedent to the successful implementation of the new orientation and in that context, successful transition required them to embrace a change of mind-set, to personally engage in sustained, long-term, visible engagement, and the relentless pursuit of a clear outside-in perspective and vision.

13	The development of a system/central hub which presented internal and external stakeholders with a platform for generating, disseminating and responding to customer and stakeholder information i.e., market intelligence, was essential and was the second most important antecedent to the successful implementation of the new orientation. Effective, continuous communication and the efficient management of information created a perception among external stakeholders that their needs and requirements were being addressed even when they could not see the police and this contributed to enhanced trust and confidence in the police. The information hub (DCPO) created a one-stop-shop for stakeholders which cut through red tape, replacing the traditional hierarchical communications system, thereby facilitating more efficient and effective service delivery.
14	The change in strategy and the subsequent realignment of resources was necessary and resulted in individual and collective contributions being maximised. While it was the third most important antecedent to the successful implementation of the new orientation, it represented one of the key challenges to implementation as resources required to be realigned, therefore interfering with people's positions, aspirations and beliefs about what was important in policing.
15	Support from external stakeholders, who acted as complementors (Hax and Wilde 2001) in delivering the Garda service, contributed to broader acceptance by the general public which was critical. This was the fourth most important antecedent and was critical to the successful implementation of the new orientation. The support of stakeholders was not guaranteed however, and a promise of future better service was not sufficient to generate their support. The new service had to be delivered and subsequently experienced by stakeholders before support for the change was forthcoming i.e., the benefits/improvements had to materialise before stakeholders would commit to the proposed partnership.
16	The change in orientation resulted in the establishment of a one-stop-shop and/or communications network that facilitated access to a diversity of resources and information for internal and external stakeholders which contributed to better resource management, an enhanced awareness of stakeholder needs, and an efficient and effective diversity of response to servicing those needs. A team effort and a collegiate approach to the sharing of information created common goals and a unified focus which contributed to successful problem-solving for customers and stakeholders.

Research question domain: Findings 11-16 inclusive

In the above context, participants were again asked to consider questions which sought to explore their experience of the policing approach over the period under examination and the associated factors that either enhanced or impeded implementation (antecedents). They were also asked to consider the influence of those antecedents in terms of a relative effect and hierarchical ordering in the same context.

It is significant that 'senior management factors' were identified as the most important antecedent or the antecedent that had the greatest effect on implementation of the change in orientation. This should not be surprising however, when considered in the context of the extant literature where it is consistently identified as being the central element of such a transformational change programme (Abrahamson 2000; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). In this context, it is suggested that visible, hands-on support and long term commitment is required from the most senior managers (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Johnson and Scholes 2002; Moorhead and Griffin 2001; Strebel 1996). Such input from senior managers in the research setting is evident in the comments of participants, who described the personal commitment, change of mind-set and relentless pursuit of the new orientation by managers which clearly contributed to a change in culture and the avoidance of failure. In a marketing context, this is consistent with Narver and Slater's (1990, p.32) contention that senior managers/companies must be willing and able "to move effectively and efficiently through the stages of culture change to the high profitability of a fully implemented market-orientation." It is also consistent with Kohli and Jaworski's (1990, p.7) contention that "the commitment of top managers is an essential prerequisite to a market-orientation." In addition, Kohli and Jaworski (1990, p.7) cite Webster (1988, p.37) in suggesting that "CEOs must give clear signals and establish clear values and beliefs about serving the customer", while clearly communicating "their commitment to all concerned in an organisation." This most clearly reflects the assertions of participants who described senior management factors as being "vital" (Key Public Representative participant 12-001), "critical" (Key Business participant 1-002), "hugely important" (Business participant 4-001), requiring "a hands-on approach" (Sergeant Rank participant 24-001) and "confidence at the top or it just wouldn't have worked" (Key Public Representative participant 6-002), while other participants stated, "if you take your senior management factors out of it and if they start disengaging, the whole team would break down over periods of time" (Superintendent Rank participants participant

33-001). It also reflects the findings of the EIQA (2015) assessment, which reported that “The leadership approach adopted to leading and supporting the change is exceptional” (EIQA 2015, pp. 4-5).

Similarly, participants indicated that senior management took physical and visible ownership of the change in orientation and that they fulfilled the requirement for total commitment. Participants stated that:

If you don't have that senior management vision, or map, or commitment, it's not going to take off, and I don't think it's even 99%, it's 100% commitment...you know there's so many impediments that could come up, that you need to overcome, that you need to be very...single minded, single focus, that's it. (Superintendent Rank participant 32-001)

The evidence indicates that senior management factors were the most important antecedent and that senior managers in the North Central actually delivered on the necessary commitment to achieve successful implementation. As one key participant stated:

I don't know if it would have happened without [the most senior manager]. [The most senior manager] was the person who led it, and instigated it. (Business participant 3-001)

The strong support by participants with the primacy of 'senior management factors' as the most important/influential antecedent reinforces the findings of previous research (Abrahamson 2000; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Johnson and Scholes 2002; Kohli and Jaworski 1990; Kotter 1995; Moorhead and Griffin 2001; Narver and Slater 1990; Sirkin et al. 2005; Strebel 1996), and is undisputed in the current research. Based on an interpretation of the findings it is reasonable to accept that 'Senior Management Factors' actually represents first place in the relative effect and hierarchical ordering of antecedents associated with the deliberate engendering of a market-orientation.

It is significant that the collective of participants (N=35), and five out of the six key informant groups (N=5) clearly placed 'interdepartmental dynamics' as the least

important antecedent or the antecedent that had the least effect on implementation of the change in orientation and on outcomes as a consequence of the change. This is at variance with the findings of Kohli and Jaworski (1990) who place 'interdepartmental dynamics' as the second most important antecedent out of three, with 'senior management factors' placed at number one and 'organisational systems' placed at number three in a hierarchical ordering. While there appears to be a definitive placing of 'interdepartmental dynamics' as the least important antecedent in the current study there is some evidence that this may have been affected by the integrated, interrelated and interdependent nature of the antecedents. In this context, participants described the nature of the collection of antecedents as, "a carefully designed web" (Superintendent Rank participant 35-001) and the "spokes of a wheel" (Superintendent Rank participant 34-001), where "all five are critical" (Superintendent Rank participant 33-001) and where some participants were somewhat "uncomfortable rating them from one to five" (Superintendent Rank participant 34-001). Participants indicated that the collective of antecedents were essential and that:

...all of them are vital to it and without all five of those you don't have it and you won't have it and you won't get it to work. It was difficult to say but you definitely need the five of them or you have nothing.  
(Sergeant Rank participant 24-001)

Despite the above rationale however, 'Interdepartmental Dynamics' stand out in terms of the near unanimity of their selection as the least important antecedent, with five out of six groups identifying this factor as being the least important and with the 6<sup>th</sup> group identifying this factor as being the second least important (4<sup>th</sup> place) out of the five antecedents considered. In the context of interdepartmental dynamics, Kohli and Jaworski (1990, p.9) suggest that this concept relates to "the formal and informal interactions and relationships among an organisation's departments." Kohli and Jaworski (1990) make a direct connection between interdepartmental dynamics and the capacity to communicate across departments, thereby delivering on the requirement to disseminate information/intelligence and collectively respond in the most effective manner to address customer/stakeholder requirements.

The concept of 'Interdepartmental Dynamics' is inextricably linked to the management of customer/market intelligence and the organisational systems in place to facilitate this. In the current research there is some evidence to suggest that participants may have considered these two antecedents as being inextricably linked or even overlapping. Participants appear to have made assumptions that such an internal exchange of information/intelligence was evident in the effectiveness of the approach and in this context; they may have identified the system as the key antecedent. For example, participants stated that:

I assume there's this great sharing of information because without it, it would come to a standstill. And I mean that comes back to that red tape thing again. I think there's no blockages there...that they do share, they do cooperate. You'd see it very quickly if it didn't. (Key Public Representative participant 6-002)

...what I see here is you absolutely see the Community Policing Unit talking to the Drugs Unit, working with the Drugs Unit, working with the Traffic. Whenever there is something going on, every unit is both aware of it, and is involved in it. (key Business participant 1-002)

For external participants it appears that there was an experience and an expectation that information/intelligence would be shared and would inform service responses. For these participants, the management of information was more closely related to the new system as opposed to the propensity for internal units/departments to share information. Internal participants, however, were more attuned to a change in the context of internal sharing of information, suggesting that "now we have an instant communication network, that allows issues to cut right across...You got more 'buy-ins' from units that weren't particularly part of the DCPO" (Superintendent Rank participant 35-001). Other informants stated that:

It's brought units closer together with one goal as opposed to several different goals and different methods of achieving those goals. (Sergeant Rank participant 22-002)

It is significant that 'Organisational Systems' were identified as the second most important antecedent or the antecedent that had the second strongest relative effect/influence on implementation of the change in orientation and on outcomes as a consequence of the change. This is somewhat at variance with the findings

of Kohli and Jaworski (1990) who placed 'organisational systems' after 'interdepartmental dynamics' at number three out of three antecedents. In the overall context of a relative effect and hierarchical ordering, the collective of internal participants identifies 'Organisational Systems' as the second most important antecedent and 'realignment of strategy and resources' as the third most important. The collective of external participants however, identify 'Stakeholder Support' as the second most important and 'Organisational Systems' as the fourth most important after 'the realignment of strategy and resources'. There is an obvious difference between the perceptions of internal and external participants, with some external participants placing more emphasis on stakeholder support while internal participants place more emphasis on the development of organisational systems. Research indicates that meeting the expectations of external stakeholders however, is essential to the achievement and maintenance of a market orientation (Arshad et al. 2012), and while this may have been a new concept for the police in the North Central, it may not have been so, for some stakeholders, who may have been very much aware of their positionality. The research suggests, that stakeholders "incorporate their expectations into their behaviour towards the company" (Arshad et al. 2012, p.2), potentially resulting in a withdrawal of support, resulting in adverse outcomes for the organisation, thereby pointing to the critical nature of that relationship. Therefore, the difference in perception between internal and external stakeholders regarding the relative effect of stakeholder support on the implementation of such a change, may alter over time as the police immerse themselves over a longer timeframe in the new orientation. The difference between internal and external participants in terms of the placement of 'stakeholder support' and 'organisational systems' should not come as a surprise as it is most probably representative of their positions in the value chain and the associated needs and expectations commensurate with such positionality. Sawney (2002, p.101) suggests that "organisations see products and services as ends" and therefore it would be appropriate to expect that internal stakeholders would be focused on the efficiency and effectiveness of the systems that deliver such 'ends'. In the same context, Sawney (2002, p.101) asserts that "customers think in terms of the activities that products and services perform and the benefits they seek, that is, customers see them as means." It would not be inappropriate

therefore to suggest that customers and stakeholders would be more in tune with the 'means' as an indication of satisfaction and their subsequent propensity to endorse or support the organisational approach. Similarly, Kumar et al. (2002, p.41) suggests that, "coordination of personnel and other resources from throughout the organisation to create value for the customer, therefore, is an essential component to market-orientation", indicating that organisations, and by implication, internal stakeholders, should be attuned to the systems that create value for the customer.

The internal participant focus on systems to manage everyday interactions between stakeholders and the police in the North Central may be aligned with the assertions of Arshad et al. (2012, p.2) who indicate that failure to meet stakeholder expectations "may result in a potential withdrawal of support by stakeholders." Despite the difference in hierarchical ordering of 'Stakeholder Support' and 'Organisational Systems' by internal and external participant groups, it should be noted that the collective of internal participants placed 'Stakeholder Support' as the fourth most important antecedent after 'the Realignment of Strategy and Resources' indicating that the deliberate engendering of a market-orientation in a policing context was dependent upon the mind-set and commitment of senior managers, the development of systems to generate, disseminate and respond to customer and stakeholder information. This was followed by the realignment of strategy and resources and the support of external stakeholders who would ultimately determine its relevance and legitimacy as an appropriate and/or superior service. In plain language, the ordering makes sense when considered in the context of the extant literature, the positionality of the participants/stakeholders, and the business context, that is, policing, where the traditional model had been devoid of customer facing systems and the "market-sensing, customer-linking and channel-bonding capabilities that are critical to an understanding of the development of market-orientation" (Day 1990; Dewit and Meyer 2004; Foley and Fahy 2009, p.279).

Despite the ratings however, all external stakeholders articulate an embracing and continued commitment and participation in the approach which delivered better outcomes for them. In that context, it makes sense that internal participants

expressed the view that the systems required to deliver the benefits to external stakeholders, which it was safe to assume, would provoke the desired response from those external stakeholders, was the second most important antecedent after 'senior management factors'. In this context, and the context of the extant literature, the placing makes practical sense and therefore may be accepted as being a correct representation of their relative effect and hierarchical ordering.

In the context of a 'realignment of strategy and resources' as an antecedent of market-orientation, the collective analysis (N=35) placed this antecedent at number three out of five in terms of its relative effect and hierarchical ordering. A significant majority of internal participants felt that a realignment of strategy and resources was a necessary but challenging element of the change in orientation stating that "it was probably the most difficult thing that had to be done as part of the process" (Superintendent rank participant 35-001), and was "the second most serious barrier that faces the initiative" (Sergeant Rank participant 21-001). It was also stated however, that "strategies have to be put in place and you have to make serious changes to go ahead for what we're doing, and that's where you hit problems" (Garda Rank participant 17-001). In the context of the change in strategy and the realignment of resources, both internal and external participants made similar references to the severity of the change, stating that:

I think certain eggs had to be cracked to make sure that people couldn't say, well listen, look, there's not enough resources for this. (Superintendent Rank participant 32-001)

...to make an omelette you have to break some eggs so you can't have a kind of sacred cow attitude about existing structures if you're saying we need to change things and that means a bit of pain involved. (Key Public Representative participant 11-002)

The opinions expressed by key participants reflect the 'definitive choice' nature of the change in orientation as expressed by Ponsaers (2001) and Dewit and Meyer (2004) and is consistent with the assertions of Zolfagharian and Cortes (2010, p.1) where it is suggested that "market-orientation contributes to a long-term relational exchange mind-set", and where orientation is inextricably linked to the culture and philosophy of the organisation. The relationship with culture and philosophy would account for the difficulty associated with the transition and

would be consistent with Linsky and Heifetz (2002) and their assertion that such a change in orientation represents an adaptive challenge which Day (1990) suggests often results in failure due to the underestimation of the difficulty of the task.

In the current research context, there is evidence to indicate that the police in the area had engaged in the adoption of an outside-in strategy which represented a break with the traditional policing approach, culture, and philosophy. This, therefore required the division to take a “long-term positioning approach” (Dewit and Meyer 2002, p.250) where strategy begins with an analysis of the environment to identify target markets, followed by and supported by an appropriate structure, that is, the market leads and resources and structure follow. According to Dewit and Meyer (2004, p.284) however, “deep cultural change is required” to address the nature of the challenge associated with transitioning to such an orientation. Such change generates resistance as it challenges the values, behaviours, norms and plans of employees (Abrahamson 2000; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). In such a context, research indicates that managers and employees can perceive change differently, with managers often recognising personal and professional opportunities, while employees generally identify disruption, intrusion and loss (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Heifetz and Linsky 2002; Kotter 1995; Moorhead and Griffin 2001; Strebel 1996). This requires senior managers to maintain commitment in word and deed, living, and openly displaying the desired culture, as employees will evaluate the performance of managers and will make their judgements accordingly, based on what they see (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Quinn 2005; Strebel 1996). In this context, it was essential that senior management in the DMR North central remained visibly committed in a hands-on way throughout the change process.

According to Zolfagharian and Cortes (2010) changing towards a market orientation requires the practical application of appropriate customer segmentation supported by the organisation-wide generation and dissemination of market intelligence, and there is sufficient evidence to indicate that such an approach took place in the North Central where EIQA (2015) and EPSA (2015) reported that:

The deployment of the customer oriented strategy has required restructuring and reallocation of resources, with changed work practices, different working hours and increased ownership and responsibility for specific areas. (EIQA 2015, p.8)

The project has been initiated engaging an impressive amount of 15.000 citizens, stratified by gender, social issues, etc. The city area has been divided into sub-areas that were "scanned" also through the national statistics office data so that the police department has now a complete profile (needs profile) of the area. (EPSA 2015, p.1)

One internal participant stated that "you cannot say that this is important without resourcing it" (Superintendent Rank participant 32-001), while another participant stated that, "the realignment of resources I think was the most – being honest with you – the most constructive part in all of this" (Business participant 2-003). There is sufficient evidence to indicate that a definitive choice was made to embark on a change of strategic orientation which required and achieved a level of culture change within the North Central where participants considered that there had been a "C change" (Key Public Representative participant 6-002) and a "huge cultural change" (Garda Rank participant 19-003) with participants suggesting that "it maximises the resources that are actually there" (Key Business participant 2-003) and created the perception that there were "more Guards out there" (Key Business participant 5-002).

The reality regarding additional resources was noted by EIQA (2015, p.7) however, who reported that "all of this change has been delivered with no increase in manpower and without any disruptive deterioration in employee relations." While there was no increase in resources, there is evidence of a reallocation or realignment of resources which, as outlined above, created the impression that additional resources had been deployed.

A consideration and interpretation of the findings associated with the antecedents of a market-orientation in a policing context as set out in the current research, clearly identifies 'senior management factors' as the most important antecedent in terms of its relative effect on the implementation and consequences associated with the deliberate engendering of a market-orientation. It identifies 'organisational systems' as being the second most important, 'the realignment of strategy and resources' as the third overall, the 'support of stakeholders' as the fourth and 'interdepartmental dynamics' as the least important antecedent. Ultimately, an interpretation identifies an integrated, interrelated and interdependent set of antecedents where 'senior management factors' are the most critical element and the other four may change according to organisational context, stakeholder positionality (internal or external) and potentially according to the point on the transformation journey.

Therefore, it appears acceptable to suggest that the implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition

#### 6.24 Analytic category 4:

Acknowledging the reform potential and identifying the challenges of pursuing a change in orientation from a traditional inside-out to a market-oriented outside-in approach to policing

It was anticipated that the knowledge generated from this inquiry might afford new insights and so inform policing policy and practice in achieving the community/customer-orientation that the literature indicates is the preferred reform model for policing (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Higgins and Hales

2017; Hughes and Rowe 2007; Hunt 2019; International Association of Chiefs of Police 1999; Lowe and Innes 2012; Maguire and King 2004; Myhill and Quinton 2010; Osse 2006; Patten 1999; Ponsaers 2001; Savage 2007; Schedler 2006; South 1994; Sparrow 2018; Stanko et al. 2012). Participants were again asked to consider questions which sought to explore their experience of the policing approach over the period under examination and the implications for police reform. Participants recounted their experiences in as much as they related to any potential for police reform as a consequence of deliberately engendering a market-orientation in a policing context and they were also asked to consider the challenges associated with any identified reform potential.

Table 6.21 Research question: Reform and challenge Findings 17-18

Question Domain	
<p><b>Q 4. Police Reform</b> - Market-orientation as a vehicle for police reform:</p> <p><b>Required</b> - (g). Does the deliberate engendering of a market-orientation represent police reform in the context of transitioning from a traditional model of policing to a community/customer-orientation? How do participants describe and explain such reform?            (h). What potential does such a change in orientation have for police reform on a broader scale?</p> <p><b>Q 5. Challenges</b></p> <p><b>Required:</b> (i). How do key participants describe and explain the challenges associated with the achievement of police reform through the deliberate engendering of a market-orientation?</p>	
Finding Number	Finding
17	The change in orientation represented significant and positive police reform which should be pursued on a broader scale across the wider Garda organisation. It instils confidence and beats off negativity while evolving in line with changes in the operating environment. It changes the prism through which policing is viewed and results in a reinvention of policing into communities. When a decision is made to pursue such an orientation it must be without hesitation so that expectations are managed and benefits are realised. The change in orientation is not perceived as 'normal policing' and represents a transformation of the traditional approach and requires new systems, structures, resources and a change in mind-set for police managers.

The transformational and adaptive nature of the change in orientation represented a significant challenge to the traditional culture and thinking of the Garda organisation and despite strong stakeholder support for the change, is likely to generate significant resistance from its senior managers, subsequently representing considerable danger for those who would adopt the mind-set and single mindedness required to successfully bring about the desired reform. The radical nature of the change requires an empowerment of frontline employees and an enhanced focus on a bottom-up, proactive approach as opposed to the traditional hierarchical orientation which will significantly challenge the status quo of policing and the philosophy, norms, values, beliefs and behaviours that underpin the traditional approach. It also exposes underlying causal mechanisms of derision, marginalisation and fear that act to preserve the status quo and prevent reorientation to the espoused community/customer-oriented approach.

Research question: Reform and challenge Findings 17-18

A substantial majority of all participants, considered the change in orientation as representing police reform, with some participants describing it as “a huge reform” (Business participant 1-002), as “absolutely crucial” (Business participant 3-001) and “where the focus of progressive policing should be” (Public Representative participant 9-002). Of the four participants who did not explicitly refer to police reform, three asserted that an alternative to the use of the word reform could be used with one suggesting that the change in approach represented “...an opening of our mind that there is another way of achieving greater public confidence” (Inspector Rank participant 28-001).

An overwhelming majority of external participants expressed the view that the new approach should be pursued as the future orientation of the Garda organisation, and there was unanimous and definitive agreement among all internal participants that the change in orientation was one which would be positive for the Garda organisation as a whole and should be expanded. Participants suggested that the change in orientation represented “the model for the future” (Key Public Representative participant 9-002), that “changes the prism through which policing is viewed” (Sergeant Rank participant 23-001) and in the context of broader pursuit of this orientation it “absolutely has to be adopted” (Business participant 1-002). The overwhelming endorsement that such a change in policing approach represents police reform is consistent with the extant literature, for example Clark (2005) who asserts that:

The postmodernist environment, with its disparate groupings and political realities, has the potentiality for severely punishing the police administrator that maintains a rigid adherence to philosophically bankrupt highly directive rules and regulations. (Clark 2005, pp. 647-648)

In the context of a traditional approach to policing, Innes (2011) expresses similar views suggesting that:

...the key driver is to better understand what things look like and feel like for communities, rather than relying upon the rational bureaucratic organisational lens to define what are and are not considered priorities. (Innes 2011, p.74 citing Reiner 2010)

Clark (2005) makes these suggestions in the context of developing a customer-centric philosophy and approach to policing which places the victim as the central focus of the new orientation. The North Central however, appears to expand on Clark's (2005) victim-centric suggestion by segmenting the entire customer base and identifying a range of customers and stakeholders, developing a customer-centric philosophy and approach (which includes victims as a specific customer group) that delivers for this broader selection. In a similar context, referring to public confidence and connecting with communities Burn (2010) comments that:

There is still more to do to connect with communities and individuals. Reducing crime is not enough. However, there is scope to be more ambitious...The overwhelming consensus is that if we provide the same discipline and rigour we do to public order and serious crime investigation to the less tangible perception of confidence, we may increase satisfaction and confidence in the police. (Burn 2010, p.255)

The focus on increased satisfaction and confidence in the police reinforces the findings of the current study where customer and stakeholder satisfaction and confidence were substantially enhanced prompting participants to assert that the new orientation was "like a breath of fresh air. It's just extraordinary" (Key Public Representative participant 6-002), and where there is "great respect from the communities" (Key Public Representative participant 7-002) and where there was significant agreement among all key participants that customer and stakeholder perceptions of the police in the area had significantly improved. In a similar context, the current research determined that a considerable majority of internal participants describe the police as being more relevant and having enhanced

legitimacy in the area as a consequence of the change in orientation. The reform potential of the findings of this academic study is significant in that it has the potential to positively affect and perhaps transform the traditional police culture and philosophy towards a more customer-centric orientation. This is consistent with the findings of Stanko (2012, p.318) who asserts that “translating academic discourse into police culture was necessary for improving policing for the public.” Consistent with the findings of the current study, Stanko (2012, p.323) suggests that “all of the theoretical and conceptual refinement had to be translated into a performance regime that would spark activities that would encourage the police to do something different in order to gain more public confidence.” The traditional approach to community policing however, appears to be devoid of the potential for real reform in that it is programmatic as opposed to being organically driven by the needs and requirements of customers and stakeholders. In this context, Ferrandino (2014) suggests that the traditional approach to community policing:

...limits the community interactions so often deemed an essential component of community oriented policing. Community oriented policing is thus limited by natural systems thinking and a technical assistance approach to community development. In fact, this is where most of the criticism of community policing is found and why the concept appears to have reached a standstill or even decline in the organisational field. (Ferrandino 2014, p.55)

Evidence clearly indicates that the change in orientation in the North Central division was underpinned by an outside-in perspective and a customer-centric marketing concept and philosophy. This is evident in the report of the external independent assessor EIQA (2015) which stated that:

Since 2009 they have developed and deployed a pioneering model of customer oriented community policing. They continue to review, improve and adapt this model based on the feedback of employees and the community partners. (EIQA 2015, p.5)

The training was based on a values based system recognising the transactional and cultural changes required to move to a customer oriented model of service. Early indications are that the programme has helped to deliver the cultural change required. (EIQA 2015, p.7)

This interpretation is also confirmed by key participants who asserted that the new approach had created “a vastly better service” (Key Public Representative

participant 6-002), that “took Community Policing, that extra step forward” (Key Public Representative participant 9-002) and created a “community oriented approach, [that] should be rolled out” (Key Public Representative participant 8-001). Participants expressed the view that the new orientation in the research setting had created a goal focused, collective approach which was described as “a partnership there where we’re working together to try and achieve the same goal” (Key Business participant (1-002). This finding was also identified by the EIQA (2015) assessment which reported that:

The division has identified the stakeholders who are key to the successful deployment of the customer oriented community policing model. There is active and on-going engagement between the divisional leaders and representatives of these stakeholders and feedback is used to review and adjust key strategies and plans, and to inform changes to internal structures. (EIQA 2015, p.5)

An interpretation of the findings clearly indicates that the change in orientation had contributed to significant reform that should be embraced by the wider organisation. Participants suggested that “it isn’t seen as normal policing” (Key Public Representative participant 9-002) and represented, “thinking outside the box” (Superintendent Rank participant 33-001) that could determine how, “we re-invent the Guards into local communities” (Key Public Representative participant 13-002). One participant asserted that:

...we’re all in this together, we view you as a stakeholder as a customer rather than Police or someone within an area that must be policed. I think that’s got to be crucial, I think that should be acknowledged and I think it should be duplicated elsewhere. I would love to see it throughout the country. (Business participant 3-001)

Despite the acknowledged value of the new orientation in terms of its potential for police reform some participants were prompted to comment that “I have to say I don’t understand why there has been a hesitation from senior management to do it in terms of to adopt it” (Key Public Representative participant 8-001), and “I would be advising pursuit, I can’t understand why people wouldn’t introduce it” (Superintendent Rank participant 35-001). Some understanding of a reluctance to embrace the new orientation on a broader scale is found in this study which shows that there was unanimous agreement among internal and external participant groups, that the transition was one which represents deep and difficult

change. Participants described the nature of the change as, “transformational change” (Superintendent Rank participant 35-001), “massive change” (Sergeant Rank participant 24-001) and “a big challenge” (Business participant 1-002) where “the resistance would come from within” (Inspector Rank participant 26-001). One participant asserted that “there’s no doubt that it’s radical, it turns a lot of suppositions on its head” (Key Public Representative participant 11-002), while another suggested that it was, “absolutely dangerous ground” (Sergeant Rank participant 23-001).

The opinions expressed by key participants is consistent with the literature, for example, Heifetz and Linsky (2002, p.14), who confirm the ‘dangerous ground’ concept outlined above in asserting that “there’s a proportionate relationship between risk and adaptive change.” Heifetz and Linsky (2002, p.13) make implicit reference to the cultural context of adaptive change suggesting that “without learning new ways – changing attitudes, values, and behaviours – people cannot make the adaptive leap necessary to thrive in the new environment.” In keeping with the assertions of Heifetz and Linsky (2002), key participants expressed the view that “you have to change a mind-set” (Superintendent Rank participant 34-002), “It’s a big change” (Key Public Representative participant 6-002) and therefore, “you’re going to need leadership, you’re going to need somebody who understands it, somebody who appreciates it, somebody who is going to be enthusiastic about it” (Key Public Representative participant 9-002). In this context, the research indicates that, with such a reorientation the challenges for managers will materialise as a consequence of a tendency towards inertia and resistance to change, with people holding on to existing ways of doing business, and existing beliefs about what makes sense (Johnson and Scholes 2002, p.534). It is in this context, that the most senior executives must provide visible backing, taking into account the enthusiasm or resistance of the people who will be most affected by, and must operate the new systems and ways of working (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). Sufficient evidence has been presented by participants and external reports (EIQA 2015; EPSA 2015 and KC Consulting 2017) to suggest that the senior management team in the

North Central behaved accordingly and contributed to the success of the reorientation programme.

The findings are also consistent with the assertions of Ponsaers (2001, p.490) who states that “community policing is no unavoidable post-modern phenomenon, but a voluntary and conscious choice between different options.” Ponsaers (2001) makes explicit reference to the adaptive nature of the change associated with making the transition to a community/customer-orientation, a position that is supported by Thacher (2001, p.791) who suggests that a failure to appreciate the nature of the change can “make the reform seem too simple... [which] may leave many police departments unprepared for the type of resistance that emerges and incapable of understanding it.” In this context, Heifetz and Linsky (2002) suggest that:

...people often try to avoid the dangers, either consciously or subconsciously, by treating an adaptive challenge as if it were a technical one. This is why we see so much more routine management than leadership in our society. (Heifetz and Linsky 2002, p.14)

This is reflective of accounts provided by key participants with one participant stating that “it takes bravery to do it (Sergeant Rank participant 23-001), while another commented that “there won't be any challenge from without...the resistance would come from within” (Inspector Rank participant 26-001), which potentially introduces the concept of causal mechanisms, which in the current research appears to materialise as derision, marginalisation and fear, which acts to preserve the status quo, thereby creating danger for those who would pursue such an orientation. As discussed in Chapter Three, the empirical level events described by Fletcher (2016), may be represented by the visual, observed and experienced actions of organisational members who acted to create fear through derision, marginalisation, perceived danger and potential retribution. These observable acts however, may be associated with the continuing traditional approach to policing (Ferrandino 2014) which is driven by objectives, measures, targets, actions and performance indicators derived from NPM influences, most probably reflecting deeper ‘real’ level causal mechanisms (Fletcher 2016) connected with the requirement for individual police officers and forces to deliver on metrics and hard targets set by politicians and/or oversight bodies (Coleman

2008), which create a conflict between the achievement of such targets and core policing values (Fielding 2005; Hughes and Rowe 2007; PASC 2014). It may also be associated with the focus on changes in crime rates (Moore 1992) and the overarching pressure from “politicians and moral entrepreneurs” whose prime aim of policing is a narrow focus on reducing crime (Stanko 2012, p.328). Coupled with a zero tolerance to failure in policing, and a risk averse cohort of senior police managers (Cockroft 2013; Ponsaers 2001), these could act to create underlying pressures which manifest as derision, marginalisation, fear of retribution and danger, with a view to preserving the status quo.

A consideration and interpretation of the findings clearly shows that the change in orientation represents police reform that merits implementation on a broader scale. It is also evident that the transformational and adaptive nature of the change in orientation represents a significant challenge to the traditional culture and thinking of the Garda organisation and despite strong stakeholder support for the change, is likely to generate significant resistance from its senior managers, subsequently representing considerable danger for those who would adopt the mind-set and single mindedness required to successfully bring about the desired reform.

Therefore, it appears acceptable to adduce that the adoption of a market orientation represented police reform but also represented an adaptive challenge that generated resistance, predominantly but not exclusively from within the organisation.

## 6.25 Chapter summary

This chapter identified the key concepts used in the study and analysed, interpreted and synthesised the findings with a view to shedding light on the original research and on the broader topic. It also provides an analysis of the original research problem, related literature and theory. Four analytic categories

were defined in order to create a structure that assisted in a consideration of each finding in the context of other findings; the appropriate literature; the research questions; and the conceptual framework. The chapter portrayed the articulated experiences of a network of key participants relating to the policing approach in the North Central over the period 2009 to 2016 and entered into a consideration of participants' understandings, judgements and subsequent decisions that were made relating to those experiences. These considerations reveal a range of reasons why participant perceptions were as they were, and what it was that participants experienced or observed that contributed to their understanding and subsequent decision/action to support or challenge the change in orientation by the police.

The object of analysing the findings was to produce a nuanced, holistic and integrated synthesis. The challenge throughout, was to ensure that the collection and analysis of the large amount of data was a seamless and integrated process, which would facilitate sense-making through a managed and appropriate reduction of volume with a view to identifying patterns in the data. Additionally, it was essential that the overall approach facilitated the development of a framework for communicating the essence of what the data revealed in the context of the ultimate purpose of the study. In the context of the potential biases associated with the concept of researcher-as-instrument in qualitative research (Dale Bloomberg and Volpe 2012), and the analysis of findings by such researchers, the limitations were minimised by daily engagement with a community of practice of PhD level colleagues, critical reflection and journaling. Acknowledging the possibility that other researchers might have told a different story, this chapter represents the experience, understanding, judgement and decisions of the current researcher which is consistent with the epistemology that underpins the overall study. The chapter identifies the four further refined thematic statements as laid out below for additional discussion in chapter seven.

1. The deliberate engendering of a market-orientation is a strategy that represents a fundamentally better approach to policing in the community and contributed to significantly improved police performance in the DMR North Central between 2009 and 2016.

2. The adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.
3. The implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition
4. The adoption of a market orientation represented police reform but also represented an adaptive challenge that generated resistance, predominantly but not exclusively from within the organisation. The process of implementation provoked responses, beyond that, which may be expected as 'normal' resistance to change however, pointing to underlying causal mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

# CHAPTER SEVEN

## DISCUSSION AND INTERPRETATION

### A VEHICLE FOR REFORM TOWARDS A COMMUNITY ORIENTATION

#### 7.0 Introduction

The genesis of this research is the identification of an extraordinary consensus (Skolnick and Bayley, 1988, p.1) in the policing literature towards a reorientation from the ubiquitous traditional command and control model to the concept of a community orientation under the banner of community policing (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; Hunt 2019; International Association of Chiefs of Police 1999; James 2013; Lowe and Innes 2012; Maguire and King 2004; Quinton and Myhill 2010; Osse 2006; Patten 1999; Ponsaers 2001; Savage 2007; Schedler 2006; South 1994; Sparrow 2018; Stanko et al. 2012). The concept had been heralded as an “iconic style of policing” (Fielding 2005, p.460) representing a paradigm shift in the approach to police service delivery, prompting significant interest from policy makers and practitioners in exploring and potentially delivering on the concept (Fielding 2005; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; Mawby and Worthington 2002; Ponsaers 2001; Sparrow 2018, 1988; Stone and Travis 2011). Professional experience and an in-depth engagement with the literature, however, identified substantial ambiguity associated with this policing concept (Ferrandino 2014; Fielding 2005; Friedman 1996; Gianakis and Davis 1998; Hughes and Rowe 2007; Innes and Lowe 2012; International Chiefs of Police 1999; Moore 1992; Ponsaers 2001; Savage 2007; Schedler 2006; Thacher 2001), with its implementation being referred to in such terms as “a hotch potch of unintegrated programmes absent central purpose or theme” (Crank and Langworthy 1996, p.213). Despite its enduring strength as a desired state for police services, however, the evidence indicated that successful reorientation towards the new paradigm had not generally been achieved (Cockroft 2013;

Ferrandino 2014, p.59, citing Zhao et al. 2003; Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Skolnick and Bayley 1988; Quinton and Morris 2008; Quinton and Myhill 2010; Sparrow 2018). While this is well reported in the literature, the findings of previous research have tended towards focussing on an explanation of how and why this may be the case with little emphasis on what could be done to achieve a successful transition.

## 7.1 Applying technical fixes to an adaptive challenge – failure to explore other disciplines.

The research indicates that the paradigm shift associated with such a reorientation represents an adaptive challenge (Brady 2014; Heifetz and Linsky 2002; Higgins 2018; Hughes and Rowe 2007; Ponsaers 2001; Sparrow 2018; Stone and Travis 2011), that is beyond the technical fixes available in the policing toolbox, and therefore, requires practitioners and researchers to explore disciplines other than policing in an effort to overcome that challenge (Brady 2014; Heifetz and Linsky 2002; Kotler and Levy 1969). In this context, significant similarities have been identified between the policing concept of a community orientation and the business concept of a market-orientation, with the improved performance associated with market orientation providing an incentive to further explore this theory, philosophy and concept.

While it was anticipated that an exploration of other disciplines could have the potential to contribute to a greater understanding of the philosophy and concept associated with such a transition in policing, the current study has found that research associated with a transition to this type of approach in a policing setting is almost entirely confined to the policing literature with little or no exploration of other disciplines. Engagement with the literature however, has indicated that in the absence of such broader research, practitioners, policy makers and politicians have resorted to continued rebranding of the original concept (applying technical fixes) resulting in the mimetic and coercive isomorphism of a flawed

interpretation, and this is evidenced by its constant re-emergence in a variety of forms such as community-oriented policing (Bayley and Shearing 1996; Gianakis and Davis 1998; Ponsaers 2001); community-based policing (OSCE 2008); proximity policing (Holmberg 2002); third party policing (Buerger and Green-Mazerolle 1998; Ferrandino 2014; Ransley 2014); public self-policing (Ferrandino 2014; Ponsaers 2001); neighbourhood policing (Blair 2009; 2005; Hughes and Rowe 2007; Quinton and Myhill 2010; Savage 2007); problem-oriented policing (Braga et al. 1999; Goldstein 1990; 1979; Sherman 1992); networked policing (Shearing 2000; Schedler 2006); reassurance policing (Fielding 2005; Fielding and Innes 2006); governance-based policing (Ferrandino 2014) and broken windows policing (Ponsaers 2001; Rosenbaum 1998; Skogan 1990; Thacher 2001; Wilson and Kelling 1982). The research indicates that this may have provided them with a rhetoric which suggests that a reorientation has been achieved and represents the underlying philosophy and operational imperative of the contemporary policing environment.

Experience, and a deep review of the literature, however, indicates that in practice, the concept of a market/community orientation has only been explored at a surface level with very little evidence of an actual reorientation and/or successful implementation (Cockroft 2013; Commission on the Future of Policing in Ireland 2018; Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Ponsaers 2001; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018). The research appears to reflect a continuing weakly implemented 'scattershot fashion' across the policing landscape as espoused by (Maguire and King 2004, p.17), which does not constitute a significant transformation at the industry level. This was recently evidenced in the UK where it was reported that:

Neighbourhood policing is under strain everywhere and has suffered substantial attrition. Outputs and outcomes including community engagement, visibility, intelligence gathering, local knowledge and preventative proactivity are consistently reported to be in decline. (Higgins 2018, p.30)

And in Ireland where it was reported that:

...it is clear that the community policing system as a whole is under strain. Neither the structure of the police organisation nor its practices support the image it has of itself as a community police service. (The Commission on the Future of Policing in Ireland 2018, p.17)

Approaches to date have generally resulted in a failure to achieve the performance improvement associated with such a reorientation, or the stakeholder benefits that would potentially accrue through the successful implementation of the concept (Higgins 2018; Lowe and Innes 2012).

## 7.2 Market orientation theory as a possible vehicle for reform

It was in the context of such failure that the market-orientation performance relationship theory was identified as possessing the theoretical anchors that ultimately framed this study, as the theory suggests that the deliberate engendering of such an orientation is possible, is controllable by managers (Kohli and Jaworski 1990), contributes to better outcomes for employees, customers, stakeholders and the organisation, while delivering an improvement in performance that has the potential to create a competitive advantage (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). These theoretical anchors provided the building blocks for exploration of the deliberate engendering of such an orientation in policing and the potential to achieve similar performance outcomes in that context. The purpose of the study, and the research questions, have therefore been influenced by this underlying theory and the assumption that deliberate engendering of a market-orientation is reflective of deliberate engendering of a community orientation, and that the market-orientation performance relationship can be relevant in a not-for-profit policing context. As a consequence, it has also been assumed that a transition to such an orientation may deliver the desired reform of the traditional policing function.

### 7.3 The fundamental question

The overarching question to be answered is therefore, whether the deliberate engendering of a market orientation in a policing context can facilitate the transition from a traditional policing approach to a community orientation, thereby effecting the reform required to deliver on the performance improvement associated with such a change.

### 7.4 A synopsis of the findings

Eighteen individual findings emerged from the research, indicating the following:

The adoption of a traditional approach to policing in the DMR North Central prior to 2009 was reported to have resulted in a lack of public trust and confidence in the police as a consequence of their perceived lack of commitment and poor performance, however, in 2016 following the deliberate engendering of a market orientation, a network of key stakeholders reported an enhanced commitment and significant improvement in police performance. The transition to such an orientation is reported to have resulted in more satisfied customers and stakeholders, enhanced confidence in the police and an overall improvement in the reputation of the police. The improvements are reported to have contributed to the enhanced relevance and legitimacy of the police in the area, leading to increased motivation and improved contribution of individuals and teams. The new operating environment is reported to have facilitated more innovative and creative approaches to problem-solving, resulting in the optimum use of resources and an alignment of effort which resulted in community issues being appropriately addressed.

A singlemindedness and hands-on approach to the transition by senior managers, is reported to have assisted in changing the prevailing traditional mind-set, realigning and redistributing resources from old traditional positions while creating a strategy, structure and system that focused on connecting the internal organisation to frontline employees and external stakeholders, thereby

embracing an outside-in perspective. Factors that were likely to impede or enhance (antecedents) implementation of the new orientation were reported as having been identified and consistently developed and/or managed through new systems, processes, procedures, and constant engagement between the senior management team, frontline staff and supervisors, utilising a formal monthly review mechanism.

The change in orientation is reported to have facilitated improved engagement with key external stakeholders, creating an efficient information/communication one-stop-shop devoid of bureaucracy, which resulted in improved outcomes for stakeholders and their constituents. The efficiency and effectiveness of the new orientation and the enhanced connectivity is reported to have prompted key stakeholders to act as complementors (Hax and Wilde 2001) for the policing service, involving themselves in the generation and dissemination of information related to customer needs and requirements. The change in orientation is deemed to have delivered significant police reform which placed the community, customers and stakeholders at centre stage, and changed the nature of the relationship between the police and their community, customers and stakeholders.

The change in orientation however, is reported to have represented an adaptive challenge, which confronted the philosophy and culture of the traditional approach to policing, generating resistance, which fed into the fears of staff and managers, the majority of which, emanated from inside the organisation from peers at all levels. While some resistance is reported to have emanated from outside the organisation, it appears that it did not present the same difficulty for employees and managers, on the contrary, it is reported that the strong support from external stakeholders actually assisted internal stakeholders to withstand the pressures from within. The process of implementation provoked responses beyond that which may be expected as 'normal' resistance to change however, pointing to underlying causal mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which acted to preserve the status quo, thereby making it potentially dangerous for those who pursued such an orientation.

Ultimately, the research is reported to have found that the change in orientation represented police reform that would be suitable for implementation across the organisation, and would deliver the benefits associated with the market orientation-performance relationship theory.

## 7.5 Aggregating the findings for further analysis and final discussion

Following the emergence of the initial findings a deeper consideration of the collective eighteen was conducted, to further interpret, analyse and synthesise, with a view to achieving a better understanding of them. To this end, the findings were considered in terms of their connections to other findings and their connections to the literature, and were appropriately aggregated into four analytic categories which have been subjected to further analysis and interpretation. As a consequence, four broad areas have emerged for final discussion.

5. The deliberate engendering of a market-orientation is a strategy that represents a fundamentally better approach to policing in the community and contributed to significantly improved police performance in the DMR North Central between 2009 and 2016.
6. The adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.
7. The implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition
8. The adoption of a market orientation represented police reform but also represented an adaptive challenge that generated resistance, predominantly but not exclusively from within the organisation. The

process of implementation provoked responses, beyond that, which may be expected as 'normal' resistance to change however, pointing to underlying causal mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

## 7.6 The deliberate engendering of a market-orientation is a strategy that represents a fundamentally better approach to policing in the community and contributed to significantly improved police performance in the DMR North Central between 2009 and 2016.

The results indicate that there was a definitive change of strategy in the DMR North Central in 2009 with a reorientation towards a customer-centric approach (EIQA 2015, p.11; EPSA 2015, p.1; KC Consulting 2017, p.26). The results present a stark contrast between the experiences described by stakeholders in the DMR North Central pre 2009, and in 2016, when the programme had been up and running for approximately seven years. The results show some participants describing "very significant and fundamental change" (Business participant 2-003), with the situation having "changed dramatically" (Public Representative participant 11-002), with the contrast being like "day and night" (Business participant 1-002). These terms were used to describe the performance of the police and stakeholders own experiences of policing, post 2009.

The general operating environment over that period however, had been marked by austerity associated with a significant decline in the economy, where community policing had declined, as policing generally had been forced to reduce numbers, resulting in the achievement of community policing objectives being hampered in almost all locations (KC Consulting 2017, p.3). As a consequence of the contracting fiscal environment, a renewed reliance on the traditional reactive model had come to the fore, resulting in community policing actually being abandoned in some areas (KC Consulting 2017, p.27). A performance

improvement in community policing, therefore bucked the trend over this period and no other explanation could be found for this outcome in the DMR North Central. When participants/stakeholders were asked to explain their judgement that an improvement had taken place, they were adamant that a change in the structure and nature of engagement between the police, customers and stakeholders was one of the key factors, stating that “the answers are in...the small areas policing approach” (Garda rank participant 19-003), “it certainly gave me...a whole new attitude to come up with new solutions, innovative solutions” (Superintendent rank participant 32-001), “it is a world away from the kind of atmosphere that pertained” (Public Representative participant 11-002), it “established a relationship there which really was not envisaged anywhere in community policing prior to 2008-2009” (Public Representative participant 9-002), and “you’re all in this together, there’s a partnership there where we’re working together to try and achieve the same goal (Business participant 1-002).

Results indicate that the DMR North Central behaved differently to other divisions over this period, choosing to strengthen its community orientation, and significantly increase its community policing numbers despite the reduction in policing numbers overall (EIQA 2015, p.7; KC Consulting 2017, p.11). Despite diminishing resources however, the results show a significant positive commentary by participants who volunteered to take part in the research project. Their commentary is referred to as significant because it focused on some of the core fundamentals of democratic policing such as relevance/legitimacy, trust and public confidence in the police, all of which, are normally associated with the pressures for change in policing (Bayley and Shearing 1996; Cunningham and Taylor 1985; Fielding 2002; Fielding 2005; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Hunt 2019; Johnston 1992a; Mawby and Worthington 2002; McLaughlin and Murji 1997; Moore 1992; Shearing 2000; Skolnick and Bayley 1988; South 1994; Sparrow 2018; Walklate 1998). In the DMR North Central however, these fundamentals were being discussed in the context of outcomes achieved, as a consequence of a change in orientation by the police. For example, participants stated that “there was now “a legitimate expectation that the matter would be resolved, which again, is really important, we are day and night, chalk and cheese to how we were six or seven years ago” (Business

participant 2-003), “it’s like a breath of fresh air, its extraordinary” (Public Representative participant 6-002), “you were relevant to me but you weren’t there...now, you are very relevant, very relevant” (Business participant 5-002), “I mean it is an absolute commitment” (Business participant 3-001), and “if people have more confidence in them and more trust in them and actually know them by name, so motivation has to be up...you have to get a kick out of providing a good service” (Public Representative participant 6-002).

The results indicate that there was a significant performance improvement in the police over the period concerned as a consequence of the enhanced focus on the community, customers and stakeholders, which according to participants, had resulted in a realignment of police-community priorities that delivered a more appropriate and timely service, which the literature suggests is consistent with pursuing such an orientation (Cano et al. 2004; Dubihlela and Dhurup 2015; Gillett 2015; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Menguc and Auh 2008; Narver and Slater 1990; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). The results further indicate that the sustained approach to maintaining an alignment of priorities resulted in trust and confidence developing into a legitimate expectation that issues would be addressed, communications would be answered, and appropriate services would be provided. This represents improvement for the strategic business unit of DMR North Central as a whole and is reflective of the performance improvement referred to in the market orientation literature (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O’Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013), thereby delivering on research expectations. The alignment of police-community priorities could be construed as evidence of a break with the traditional model, representing the required shift in thinking by the police (Ferrandino 2014; Moore 1992; Phibbs 2010; Ponsaers 2001; Stone and Travis 2011).

The research finds that at the time of embarking on the transition programme however, participants were clear that they believed in neither the capability nor

the commitment of the police to address the issues that were affecting their lives, and that they needed to see evidence of improved outcomes before they would support the approach, a response that is in keeping with the 'positioning' concept which suggests that the effects of a positioning strategy must be delivered before the message will be accepted by customers/consumers (Kotler et al. 2002; Schedler 2006). The results indicate, that as a consequence of targeting key stakeholders as a unique customer segment, and subsequently meeting their expectations, that they acted as complementors of the policing service, which could be interpreted as evidence of their renewed confidence and belief in the police and their capability and commitment to appropriately servicing the needs of the community. In acting as complementors, stakeholders appear to have effectively acted as advocates for the new policing service and proactively engaged in generating and disseminating information on behalf of the police. This is reflective of the behaviours and activities as outlined by Hax and Wilde (2001). While the complementor concept was not an idea that was initially considered or pursued, stakeholders were identified as a unique customer segment, and their support had been identified as a potential key antecedent, and subsequently, as a consequence of maintaining a strong focus on key stakeholders and their needs, a complementor role appears to have materialised and become an essential element in the reorientation process. While this was beyond the scope of the current research, it presents an opportunity for future research. This involvement of stakeholders, and the subsequent change in support, trust and confidence in the police by them, was strongly articulated by participants during the research process and is also reported by independent reports (EIQA 2015, p.11; EPSA 2015, p.1; KC Consulting 2017, p.27).

Independent, external evaluations of policing in the DMR North central describe a customer-centric approach to policing (EIQA 2015, p.4) where the culture of policing had been altered (EIQA 2015, p.7) and the nature of the police-community relationship had changed, representing a collaborative partnership in pursuit of a common purpose (EIQA 2015, p.11; EPSA 2015, p.1; KC Consulting 2017, p.27). This is very much reflective of a market orientation where customer-orientation and market-orientation are often used interchangeably, and customer-centricity is the key feature (Cano et al. 2004; Deshpande and Farley 2004;

Dursun and Kilic 2017; Gillett 2015; Julian et al. 2014; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). Within this customer-centric approach, the results identify a blend of new behaviours in the police, such as the collection of customer information; the sharing of that information between units and departments; the subsequent appropriate and timely responsiveness to that information; problem solving (based on understanding); openness; proactive engagement; taking ownership and personal responsibility, all of which, are directly associated with, and meet the behavioural expectations of the market orientation construct designed by Kohli and Jaworski (1990), but also indirectly meet the behavioural expectations associated with the market orientation construct designed by Narver and Slater (1990). The results also show that these terms have been used by participants and external assessors to describe the changed focus and orientation of the police in the research setting over the period under examination (EIQA, 2015; EPSA 2015; KC Consulting 2017).

Had police reform or progressive change generally been a feature of the policing environment over that period, an argument could be made that the DMR North Central had benefitted in some way from external influences/forces, conducive to such a reorientation. The reality however is substantially different, with the DMR North central adopting a definitive strategy that differed from others (EIQA 2015, p.4; EPSA 2015, p.1; KC Consulting 2017, p.3), evidence of which, can be identified in the award of 'European Best Practice' (EPSA 2015), being certified for 'Quality Management Systems' (EIQA 2015), and being recommended as a possible model for the future of community policing in Ireland (KC Consulting 2017, p.29), which stands in contrast to the reduction and abandonment of community policing in other areas (KC Consulting 2017, p.27). Therefore, it appears acceptable to find, that the deliberate engendering of a market-orientation is indeed a strategy that contributed to improved police performance in the DMR North Central and enhanced the relevance and legitimacy of the police in the area.

## 7.7 The adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.

The results indicate a wide range of positive outcomes/consequences across a number of stakeholder groups and the DMR North Central Division as a whole, and this is reflected in independent reports (EIQA 2015; EPSA 2015; and KC Consulting 2017), and the direct statements of participants who volunteered to take part in the study. Such improved outcomes as a consequence of engendering a market orientation is in keeping with the seminal works of Kohli and Jaworski (1990) and Narver and Slater (1990) but is also consistent with the broader market orientation literature (Arshad et al. 2012; Cano et al. 2004; Deshpande and Farley 2004; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013). In the current context, these improved outcomes are described in terms of behaviours, systems and structures that contributed to the results, for example, in the "removal of red tape" (Public Representative participant 9-001), that is, the reduced bureaucracy due to the improved management of information (EIQA 2015, p.9; KC Consulting 2017, p.17), and the centralised system of information management by the DCPO which connected frontline staff, managers, senior officers and stakeholders directly and in real time (EIQA 2015, p.9; KC Consulting 2017, p.17). These are reported as having circumvented the traditional hierarchy, generating more timely and appropriate responses that were aligned with the needs of customers and stakeholders, with one participant stating that "we can't use the old rank structure to disseminate information anymore, it's too slow" (Superintendent rank participant 32-001). Participants made constant reference to the ease of access for stakeholders and customers that was created by the change in orientation which contributed to increased satisfaction levels (EIQA 2015, p.11; EPSA 2015, p.1) as they developed an expectation that their requests were being heard, understood, and responded to, for example, "one phone call and the work is taken out of your hands" (Public Representative participant 9-

002), and “a very significant improvement” (Business participant 3-001). Competence at connecting with the external environment was acknowledged by participants and external assessors (EIQA 2015, p.9; EPSA 2015, p.1; KC Consulting 2017, p.17), for example, “you’ve one point of contact, but then you know it’s going to be dealt with” (Business participant 4-001), “that bulldozer through red tape, it’s just incredible” (Public Representative participant 6-002), and “it has enhanced it beyond belief” (Garda rank participant 14-003), which is consistent with the inside-out competency-based approach suggested by Foley and Fahy (2009).

The results indicate that both the complementor and the competency approaches were combined in the DMR North Central contributing to enhanced perceptions of the police, increased confidence in their ability and commitment, and a better overall reputation for the police in the area, for example, “the Guards have a great reputation in this district...improved, yes, one hundred percent” (Public Representative participant 1-002). The combination of the complementor concept and the inside-out competency-based perspective is also consistent with the research of Hax and Wilde (2001, p.135) whose ‘total customer solutions’ concept suggests joint development of products and services with key stakeholders and/or customers through trusting relationships, with a view to delivering enhanced customer results. In this context, Hax and Wilde (2001) place the development of complementor relationships at front and centre in the development of a deep customer/market orientation. This would tend to dispel any suggestion of bias in the current research as a consequence of the relationship between the DMR North Central police and key stakeholders and customers who chose to make themselves available as participants in the current research, as deep relationship development between the police and stakeholders became a clear strategy in the overall implementation and sustainability of the new orientation, for example, “we had to get them on board” (Sergeant rank participant 24-001), “they’re definitely hand in hand partners with us” (Sergeant rank participant 21-001), and “it wasn’t going to work unless they were on board” (Garda rank participant 17-001). In fact, the approach addressed historical suspicions and the lack of trust in the police which had hampered police-community relations prior to 2009, for example, “the major result is that the

community have bought into this police approach” (Public Representative participant 8-001), and “that’s the biggest change that I’ve observed in my time in politics here” (Public Representative participant 9-002).

The results indicate that once trust had been established, the legitimacy of the police to provide redesigned services adopting the new orientation was enhanced, making the police more relevant to their customers and stakeholders, for example, “very much relevant, much more accessible, much more approachable” (Sergeant rank participant 25-001), and “there is an ease of engagement between individual members of the community and the police, which really was not there for most of the time that I’ve been in electorate politics” (Public Representative participant 9-002). The combination of trust, relevance, and legitimacy, accompanied by more engaging relationships through improved access and communication appears to have contributed to an eagerness on behalf of the police to better understand and respond to customer and stakeholder needs, which meets research expectations as outlined by Zeithaml et al. (1988), who make reference to the esprit de corps that develops in such a context. This is reported to have materialised through enhanced commitment to stakeholders and customers, which was delivered via improved individual performance, and enhanced motivation, combined with a more collegiate approach to service delivery. The esprit de corps described by Zeithaml et al. (1988) is also supported by Kohli and Jaworski (1990), who identified the connection between motivated employees and better outcomes for customers and stakeholders.

The results indicate that individual and team motivation and commitment was supported and facilitated by the behaviours of senior managers who remained engaged with the journey, providing hands-on guidance, personal commitment, and continuous role modelling of the reorientation as prescribed in the extant literature (Beer and Nohria 2000; Dewit and Meyer 2004; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005). This is reported to have created an environment whereby individuals and teams could commit to customers and stakeholders regarding the responses required, confident in the belief that the support of senior

managers was guaranteed (EIQA 2015, p.5; EPSA 2015, p.2; KC Consulting 2017, p.17). The results indicate that senior managers actually walked the talk referred to by (Beer and Nohria 2000; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002), in practising what was being preached during the monthly reviews, and actualising what was described in the market orientation literature associated with the behavioural market orientation construct. This was evident by the creation of structures, systems, processes and procedures that were at odds with the traditional description of police service provision (Ferrandino 2014; Phibbs 2010; Ponsaers 2001; Stone and Travis 2011).

Individual ownership, responsibility and accountability at the small areas policing level, coupled with the monthly reviews with the most senior managers, maintained a broader collective approach referred to by participants as “gets us all focused” (Sergeant rank participant (24-001), “they put a focus on it, they made it relevant” (Sergeant rank participant 25-001), “critical, because it reinforced that this was being top-led” (Superintendent rank participant 32-001), and “the minute you’re seen to back off, the Guards by default will also take this as a lack of interest” (Inspector rank participant 29-001). This is also consistent with previous research (Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), which suggests that hands-on management by senior leaders is necessary where transformational change is required and cultural challenges need to be overcome (Alasuutari 1995; Beer and Nohria 2000; Bourdieu 1984; Cohen 1998; Dewit and Meyer 2004; Heifetz and Linsky 2002; Higgins 2018; Johnson and Scholes 2002; Kohli and Jaworski 1990; Narver and Slater 1990; Ponsaers 2001; Sparrow 2018; Thacher 2001).

In keeping with previous research, the reactive-oriented traditional policing culture underpinned by conservative norms and values (Ferrandino 2014; Moore 1992; Phibbs 2010; Ponsaers 2001; Stone and Travis 2011), appears to have been challenged by alternative thinking, and a culture that was driven by behaviours associated with a market orientation, and a desire to better understand and respond to the needs and requirements of stakeholders and customers (Caruana et al. 1999; Drummond et al. 2000; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kumar et al. 2011, 2002, 1998; Laukkanen et al.

2015; Martín-Consuegra and Águeda 2007; Panigyrakis and Theodoridis 2007; Prifti and Alimehmeti 2017; Stritch 2015; Tsiotsou 2010; Vieira 2010; Wood et al. 2000). Such a change cannot be attributed to any external interference, or by some passive outcome as espoused by Osse (2006), but reflects the definitive choice of strategy referred to by Ponsaers (2001), and other previous research (Cockroft 2013; Dewit and Meyer 2002; Foley and Fahy 2009; Hughes and Rowe 2007; Kohli and Jaworski 1990; Narver and Slater 1990). The outcomes reflect this approach, and the results meet the expectations of the research in this context. The fact that stakeholders were slow to commit initially and were direct in their assessments of the relationship between the community and the police, including the lack of trust and belief in their commitment and ability, lends itself to the conclusion that the outcomes did not materialise as a consequence of some stakeholder pressure, or change in stakeholder approach. It does however, contribute to the concept of a definitive change in strategy by the police in the research setting, as a consequence of which, innovation, creativity and an optimum use of scarce resources helped to deliver improved services for stakeholders and customers (EIQA 2015, p.7; EPSA 2015, p.2; KC Consulting 2017, p.29), in which participants stated “this is about changing culture, it’s about changing the whole ethos and the whole working structure that existed pre-2009” (Sergeant rank participant 20-002), “it challenged people’s mind-set of policing” (Superintendent rank participant 32-001), “It’s about redesigning what service looks like” (Public Representative participant 13-002), “this whole approach is extremely innovative, and it is creative” (Business participant 1-002), and “it doesn’t happen anywhere else” (Public Representative participant 9-002).

The results identified a conscious repositioning of service delivery by the police in the research setting, which, having been first presented, prompted scepticism and a lack of engagement by key stakeholders who sought evidence of authentic commitment to a long-term strategy, prior to investing time, energy and support to the plan, stating that “they needed to be convinced” (Business participant 2-003), and “the Guards had a huge job to do in convincing our members that you were serious” (Business participant 3-001). This response however, is in line with expectations, associated with the positioning concept, and stakeholder’s commitment to the change (Kotler et al. 2002; Schedler 2006). The results

indicate that the police in the North Central were attempting to reposition as a professional, accessible, standard-setting, proactive partnership which delivered an efficient and effective, problem-solving policing response, to address stakeholder and customer needs (EIQA 2015, p.5; KC Consulting 2017, p.17). Expectations were met in this context by the awarding of a 'European Best Practice' certificate to the programme in 2015 by the European Institute for Public Administration under its EPSA programme, and subsequently its nomination of the North Central reorientation strategy as one of three initiatives in Europe for the overall 'European Public Sector Excellence Award' in 2015. As these awards recognise excellence in innovation in the public sector, they represent evidence of innovation and creativity in the DMR North Central, but not as a result of some passive outcome or as a consequence of the time we live in (Ponsaers 2001), but as a consequence of the definitive choice of strategy pursued by the police in the research setting between 2009 and 2016 (EIQA 2015, p.5; EPSA 2015, p.1; KC Consulting 2017, p.3), thus confirming the results of previous research (Cockroft 2013; Dewit and Meyer 2002; Foley and Fahy 2009; Hughes and Rowe 2007; Kohli and Jaworski 1990; Narver and Slater 1990; Ponsaers 2001).

The results indicate that an alignment of effort was created between the activities of individuals and teams, which centred around the needs of stakeholders and customers (EIQA 2015, p.9; EPSA 2015, p.1; KC Consulting 2017, p.17), with participants stating that "it was a huge motivational factor for them" (Superintendent rank participant 32-001), "it's giving them time to prove themselves, and to basically get a little bit of recognition" (Garda rank participant 17-001), "there's also a learning going on as well, that they're learning from each other" (Inspector rank participant 26-001), and that "this was your opportunity to engage and demonstrate your skills in front of the senior level" (Superintendent rank participant 32-001). The customer/stakeholder-centric outside-in approach being employed in the DMR North Central (EIQA 2015, p.11) is commensurate with a market orientation approach (Drummond et al. 2000; Gillett 2015; Julian et al. 2014; Kumar et al. 2011, 2002, 1998; Laukkanen et al. 2015; Martín-Consuegra and Águeda 2007; Panigyrakis and Theodoridis 2007; Stritch 2015; Tsiotsou 2010; Vieira 2010; Wood et al. 2000), and therefore meets research expectations, however, meeting such expectations requires dedication and

ongoing commitment to transformational change, which apparently cannot be underestimated in terms of the challenge it presents, (Abrahamson 2000; Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Heifetz and Linsky 2002; Johnson and Scholes 2002; Moorhead and Griffin 2001), as the research indicates that an estimated two thirds to one half of such transformation initiatives fail (Kotter 1995, p.1; Sirkin et al. 2005, pp.142-143).

The results indicate that monthly formal reviews of the transition programme were conducted between senior managers and staff, which is reported to have maintained alignment, while also presenting staff with an opportunity to perform in front of senior management, presenting new innovative and creative ideas in a safe environment, while also presenting senior managers with an opportunity to gauge commitment levels and maintain direction (EIQA 2015, p.5; KC Consulting 2017, p.17), with participants referring to the reviews as being “vital” (Sergeant rank participant 24-001). This should not be surprising, however, as it represents a key element of effective change management in such transformative projects where the failure rate is high, but where constant, structured, formal reviewing significantly contributes to the potential for success (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2001; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). The results also indicate that the nature of these reviews presented a positive peer pressure which contributed to a performance improvement among individuals and teams, as “they love to be able to talk about what they know, and they love feeling that they’re actually supported” (Inspector rank participant 26-001). The central importance and nature of the reviews appear to have featured as a critical element of the transition process from the outset, and seemed to increase their contribution as the reorientation progressed, subsequently being hailed as critical to the successful implementation of the programme.

The results indicate that stakeholder reactions to the change in orientation may have commenced with almost unanimous scepticism, encompassing a lack of trust, confidence and/or belief in the commitment or ability of the police to address the quality of life issues that did not appear to be priorities for the police. However,

while the lack of alignment of police-community priorities reflects the findings or previous research (Chan Kim and Mauborgne 2005; Friedman 1996; Moore 1992; Ponsaers 2001; Schedler 2006; Thacher 2001), the mistrust and lack of belief in the police in the North central does not appear to have become known until the latter end of the transition process when participants were actually being interviewed. This may reflect a lack of effective communication, a lack of an outside-in orientation and the lack of a real partnerships between the police and stakeholders pre 2009, where authentic dialogue and engagement does not appear to have been prevalent. This concept is borne out by participant statements such as; “I don’t think they actually trusted the Guards to get it going, never mind keep it up” (Business participant 2-003). In this context, how to explore deep stakeholder, customer or community perceptions of the police and their performance at local or SBU level in order to determine how they really feel, appears to be of great importance, as any hidden or undisclosed reality may mitigate against real reform of policing, for example, the ‘Commission on the Future of Policing in Ireland (2018) report, which communicated to the public and the police that:

Neither the structure of the police organisation nor its practices support the image it has of itself as a community police service. (The Future of Policing in Ireland 2012, p.17)

This effectively uncovered a reality in policing in Ireland which accused the police of knowingly or unwittingly perpetuating an untruth about its actual orientation. This is beyond the scope of the current research however. In the context of the current research, the remedy suggested by the Commission (2018), reflects the approach that was adopted in the DMR North Central which resulted in the award of ‘European Best Practice’ in 2015.

The evidence and the results indicate that the police in the DMR North Central pursued a definitive outside-in strategy, based on a market orientation (EIQA 2015, p.11) which focused on the needs and requirements of customers and stakeholders, relentlessly maintaining direction and police-community priority alignment through monthly reviews of the project. Changed behaviours/activities in newly created structures, which introduced individual and team ownership,

responsibility and accountability, reflect a focus on key issues later identified by the Commission on the Future of Policing in Ireland (2018). This reflected the new reality in the DMR North central which contributed to the acknowledgement of achieving 'European Best Practice' in 2015, thereby adding support to the conclusion that the changes were accomplished by design, as recorded during the research process, and not as a consequence of some other internal or external influence.

Therefore it can appropriately be stated that: The adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.

#### 7.8 The implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition

The results associated with the antecedents of a market orientation appear to meet research expectations by confirming that a hierarchical ordering exists in terms of their individual effect/impact on the implementation of the marketing concept, that is, deliberate engendering of a market orientation, which appears as a finding in the seminal research of (Kohli and Jaworski 1990). In the current research, the results identify an integrated, interrelated and interdependent network of five antecedents which are reported to have combined to deliver successful and effective implementation of the change in orientation. While this differs in some respects from the seminal findings of Kohli and Jaworski (1990) who identified three hierarchically ordered antecedents, 'Senior Management Factors', 'Interdepartmental Dynamics', and 'Organisational Systems' respectively, the current research does include the three original antecedents, albeit with some change to the ordering, and this is considered later in this section. The results of the current research identified five antecedents, the three

from the original research by Kohli and Jaworski (1990) and two additional antecedents, namely, 'The Realignment of Strategy and Resources', and 'Stakeholder Support' for the reorientation. The results indicate that the hierarchical ordering of antecedents in the policing context of DMR North Central placed 'Senior Management Factors' as the having the strongest relative effect/impact on the deliberate engendering of a market orientation in this policing context, with 'Organisational Systems' being second, 'the Realignment of Strategy and Resources' being third, 'Stakeholder Support' being fourth, and 'Interdepartmental Dynamics' having the least relative effect/impact on implementation.

Senior management factors were clearly identified as the most important antecedent to the successful and effective implementation of the new orientation, which, in keeping with prior research, required them to embrace a change of mind-set (Day 1990; Dweck 2017; Kohli and Jaworski 1990; Linsky and Heifetz 2002; Webster 1988), engage in sustained, long-term visible and personal engagement (Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), and the relentless pursuit of a clear outside-in perspective and vision, which is in keeping with the findings of external independent assessors (EIQA 2015, p.5). Embracing the necessary growth mind-set as outlined by Dweck (2017), effectively launched the senior management team into a learning journey, which ultimately was reported to have challenged the traditional strategy, structure and culture of the ubiquitous traditional approach, exposing the senior managers to the dangers associated with such transformational change as identified in previous research (Chan Kim and Mauborgne 2005; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Kotter 1995; Quinn 2005; Sirkin 2005). In line with previous research however, the results also indicate that these managers role modelled the new behaviours, walking the talk in terms of behaviours, actions and the desired cultural state (Beer and Nohria 2000; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002), engaging in hands-on management of the change programme (Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), providing visible long-term leadership throughout the process (Dewit and Meyer 2004; Johnson and Scholes

2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), and constantly reviewing, evaluating and updating the process, while maintaining direction and constantly communicating with staff and stakeholders (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996). The approach to constant review is reported independently by EIQA (2015), EPSA (2015) and KC Consulting (2017), with EIQA stating that:

The division has a serious commitment to continuous improvement. They have adopted the simple principle of regular assessment, review and learning which is incorporated into all divisional meetings. Projects and new initiatives are subject to the assessment and review process to identify learning opportunities and ensure issues are resolved and prevented from reoccurring. (EIQA 2015, p.5)

In the same context, KC Consulting (2017) reported that:

Processes for engagement and feedback are highly developed in the DMR North central. The Divisional Community Policing Office plays a critical role. It is the main point of contact for receiving and handling communications from residents, businesses, public representatives, other stakeholders and community Gardaí, in relation to any issues, concerns and queries. It provides an overview of crime and stakeholder issues for daily management reviews and for district and divisional reviews. (KC Consulting 2017, p.17)

Participant and independent reports by EIQA (2015), EPSA (2015) and KC Consulting (2017), provide support for the contention that the outcomes were as a consequence of a deliberate strategy by the senior managers and staff of the DMR North Central, as opposed to any other internal or external influence, with participants articulating that the change represented “a new way of doing business” (Garda rank participant 16-001), “reforming our model of policing” (Inspector rank participant 28-001), and speaking “very directly to the most basic building blocks of what would be real, tangible reform” (Public Representative participant 11-002).

The results indicate that the development of a new system, supported by stakeholder and customer-linking processes and procedures, delivered on the

behavioural commitments of engagement in the generation, dissemination and responsiveness to market intelligence, as outlined in the seminal works of Kohli and Jaworski (1990). This appears to have created a “one-stop-shop” (Public Representative participant 9-002) for stakeholders and customers, who considered this change as representing a dismantling of the traditional bureaucracy, articulated as ‘cutting through red tape’ (Public Representative participant 6-002).

The results indicate that sustained behaviours associated with this particular change significantly contributed to the internal competence concept, suggested by Foley and Fahy (2009), by maintaining real time connectivity between frontline staff, stakeholders and senior managers, thereby facilitating continuing communications, timely feedback and continuous improvement (EIQA 2015, p.5; KC Consulting 2017, p.17). Continuous, authentic, daily engagement between staff, stakeholders and senior managers is reported to have created a collegiality and common purpose between internal and external stakeholders (EIQA 2015, p.5), and, as previous research identifies the meeting of stakeholder expectations as being central to the achievement of improved performance (Arshad et al. 2012; Grey et al. 1995), such relationship building would appear to have been key in the current context. Some participants stated that “if you didn’t have stakeholder support you could forget about it” (Inspector rank participant 30-001), “that’s the oxygen for it” (Inspector rank participant 29-001), “without their backing and without their support it wouldn’t have been as successful as it was” (Sergeant rank participant 24-001), and “I think the very fact that people like public representatives were supportive, all of them, is of considerable consequence” (Public Representative participant 9-002).

As previous research indicates (Kotler et al. 2002, pp.382-383), having effectively engaged in improved policing service, (EIQA 2015; EPSA 2015; KC Consulting 2017), through a new positioning strategy, external stakeholders began to openly support the new approach (Kotler et al. 2002; Schedler 2006), and subsequently engaged as complementors of the new service (Hax and Wilde 2001), championing the cause and actually providing a conduit between the police and individual customers with a view to improving service and delivering better

outcomes. Participants commented that “it’s everybody that’s in it together” (Business participant 1-002), “the backup is exceptional, you’re sort of saying something, safe in the knowledge it’s going to be dealt with” (Public Representative participant 6-002), “this was a certainly streamlined approach and a streamlined way of getting results” (Public Representative participant 9-002), but participants also stated that “it is easy to look back and say things like, this was always going to be successful...[but] I can absolutely guarantee you...[stakeholders] needed to be convinced” (Business participant 2-003).

Supporting the new orientation as opposed to challenging it appears to have been based on stakeholder’s individual assessment of its potential impact on themselves, with participants stating that “if the Gardaí...go on a journey that reshapes its relationship with the community, that poses a direct challenge to others, and I mean other services, state agencies, political people” (Public Representative participant 11-002), “public representatives have felt like they are stakeholders, and they have been an important element now in not challenging community consent for this approach” (Public Representative participant 13-002), while another stated that “I was kind of looking at it a bit negative from the beginning” (Public Representative participant 10-001), and the belief that they were partners in this new approach appears to be what provided the assurance required to develop into complementors (Hax and Wilde 2001). In this context, participants commented that “by engaging with, by supporting your stakeholders you then have the likes of us and the business groups being able to say...the Guards have a plan and it is actually working” (Public Representative participant 8-001), “I think it’s very important to bring the public representatives along to explain to them, as you did, and keep them on board” (Public Representative participant 9-002), and “if we’re not briefed, and we’re not partners in the system, well then, you know, that’s when you get stupid soundbites” (Business participant 1-002).

Pursuing a complementor strategy is an element of the ‘total customer solutions’ concept articulated by Hax and Wilde (2001, p.135), which suggests that companies select customers/stakeholders with whom they want to establish deep trusting relationships, as a consequence of which, they may access inspiring

product/service ideas directly from those customers/stakeholders. Stakeholder support was identified as a crucial factor in the successful implementation of the change in orientation, as stated by participants “I think it’s critical” (Business participant 1-002), and “getting them to buy into it at the outset was critical to the whole process (Superintendent rank participant 34-002), however, this should not be surprising, as previous research identifies the lack of stakeholder and customer input in market orientation metrics as a flaw in the measurement system as a whole, which has the potential to result in the provision of inaccurate accounts of the market orientation-performance relationship in an organisation (Dursun and Kilic 2017; Harris 2002; Bhuian 1998; Harris and Piercy 1999a; Morgan and Strong 1998; Webb et al. 2000). The inclusion of key stakeholders as partners and complementors facilitates ongoing improvement based on stakeholder and customer feedback, which ultimately should feed into the continuous improvement, or idea generation process (Hax and Wilde 2001), ensuring the continued relevance of products and/or services, a concept that was observed and reported upon in the DMR North Central by independent external assessors (EIQA 2015, p.5).

The results indicate that resourcing the new orientation was a challenge that was internal to the North Central Division, amid diminishing resources nationally and locally, associated with the downturn in the economy, thereby placing significant pressure on this aspect of the change programme. The Irish fiscal adjustment at this time was categorised as “the largest budgetary adjustments seen anywhere in the advanced economic world in modern times” (Whelan 2013, p.10). In this context, the change in strategy necessitated a realignment of resources, that is, a movement of existing resources from functional areas consistent with the traditional approach, to newly created functional areas requiring a change in behaviours and activities more associated with the customer-centric approach of a market oriented organisation (EIQA 2015, p.4; EPSA 2015, p.2; KC Consulting 2017, p.3). The results indicate that this realignment of resources represented one of the most challenging aspects of the overall project as it interfered with plans, aspirations and expectations associated with the traditional system and structure, with participants stating that “I think it was probably the most difficult thing” (Superintendent rank participant 35-001), “you cannot say that it is

important without resourcing it...so, I think certain eggs had to be cracked” Superintendent rank participant (32-001), however, despite the findings of previous research, which suggests that such a context will generate resistance from employees, (Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Heifetz and Linsky 2002; Kotter 1995; Moorhead and Griffin 2001; Quinn 2005; Strebel 1996), it was reported, in the context of ‘employee engagement’ by (EIQA 2015, p.7; EPSA 2015, p.2) that the transition in the DMR North Central took place “with no increase in manpower and without any disruptive deterioration in employee relations”, and that employees who had initially resisted the change would not now return to the old ways of working (EIQA 2015, p.7)

The results indicate that a difference had indeed been made through the provision of improved services, brought on by more motivated individuals and teams, whose commitment had been enhanced by the support of stakeholders who showed their commitment to partnership, resulting in improved outcomes for customers and stakeholders (EIQA 2015; EPSA 2015 KC Consulting 2017). While resourcing the reorientation in a time of severe austerity was perceived as a local challenge, and an additional burden on the change project, it could also be argued that it represented a potentially positive aspect of the process as it definitively took the issues of increased or new resources out of the change dialogue. This effectively cut this option out of the frame, potentially reducing the resources issue for staff, to one of reallocation only. It is possible that this removed a core resistance issue from the discourse, and may therefore have contributed in some way to the outcome of the project. While this is outside the scope of the current research, it may provide an opportunity for future research in the context of the opportunities that periods of severe austerity may provide for transformational change. While the concept of significant external shocks and/or ‘burning platforms’ is not new to the change literature (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin et al. 2005), it can often become a feature of change programmes as a management tactic, however, in the current context, it was very obviously a real issue and therefore, any future research into this concept should take into consideration, both the reality and the alternative tactical approach to this concept, which will most likely be context specific.

The results indicate that context may have been a key aspect of participant's perspectives when addressing the concept of hierarchical ordering of antecedents. Participants described the antecedents as representing "the spokes of a wheel" (Superintendent rank participant 34-001), indicating that they represented an integrated, interrelated and interdependent network that combined to deliver a successful outcome in terms of making the transition. They suggested that the ordering of antecedents may not be a constant, maybe changing over time as the new orientation beds in, and behaviours and activities become the norm in a new system, structure and culture. In this context, participants suggested that "maybe the priorities that I've given here invert for delivering the continuity of this culture" (Public Representative participant 13-002), "all five are critical" (Superintendent rank participant 33-001), and "it is a carefully designed web that if any thread is not in place, it creates a weakness in the whole system" (Superintendent rank participant 35-001). The overwhelming majority however, remained committed to 'Senior Management Factors' as the continuing number one in terms of its effect/impact on the continued orientation of the organisation. When considering the difference between the seminal hierarchical ordering by Kohli and Jaworski (1990) and the current research, where 'Organisational Systems' appear out of alignment between the two studies, context would appear to provide support for the adoption of such a position. A deep exploration of stakeholder positionality and context, and their relationship to stakeholder perceptions of hierarchical ordering of antecedents, was beyond the scope of this research but the concept may be ripe for future study.

In this context however, Kohli and Jaworski (1990) focussed their research on existing literature and on interviews with sixty two managers in four US cities, more than half of which, held marketing positions, while fifteen held non-marketing positions and fourteen held senior manager positions. A total of forty seven individual organisations were included in the research, with all engaging in marketing functions associated with consumer products, industrial products or services (Kohli and Jaworski 1990, p.2). In this context, it can reasonably be assumed that all organisations involved, had some system or systems in place that connected them with the external environment with a view to accessing and

assessing market intelligence, and therefore, perhaps such systems were perceived to have been long standing features of such organisations and represented normal practice. In the DMR North Central, however, and potentially in policing generally, a marketing function is not and has never been the norm, and therefore the establishment or development of a system that efficiently connects internal and external stakeholders in a marketing function may appear to be more important in that context, thereby being placed higher up in the ordering than it would be in an organisation that is historically market oriented or familiar with marketing structures. Such a position would actually reflect what Kotler and Levy (1969) had been suggesting in terms of the public and not-for-profit sectors benefitting more from their marketing efforts than profit oriented firms, in that they would be introducing to the industry a new or novel way of working, and as a consequence, may achieve a competitive advantage (Cano et al. 2004), or attract attention in terms of the importance of the new system. In developing a new way of working, the DMR North Central and its stakeholders may have perceived the new system as being more central to the change than would have been perceived in a profit oriented firm that was more familiar with such an approach.

The results therefore support the contention that the implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition

7.9 The adoption of a market orientation represented police reform but also represented an adaptive challenge that generated resistance, predominantly but not exclusively from within the organisation. The process of implementation provoked responses, beyond that which could be expected as 'normal' resistance to change however, pointing to underlying causal

mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

The results indicate that deliberately engendering a market orientation in a policing context represents police reform, that is, a transition from the 'normal' traditional approach to an outside-in customer-centric orientation which participants suggest "isn't seen as normal policing" (Public Representative participant 9-002), and represents "huge reform" (Business participant 2-003; Business participant 1-002). Such a transition/transformation from an inside-out perspective to an outside-in perspective, reflects the paradigm shift referred to in previous research (Ferrandino 2014; Maguire and King 2004; Mawby and Worthington 2002; Nadler et al. 1995; Ponsaers 2001; Sparrow 2018; Stone and Travis 2011), which requires transformative strategy, structure, systems, behaviours/activities (Ponsaers 2001, p.490), ultimately progressing towards a change in culture (Mawby and Worthington 2002, p.860). The results, supported by independent reports (EIQA 2015; EPSA 2015 and KC Consulting 2017) provide evidence of each of the above elements being present in the DMR North Central post 2009, and having independently interviewed internal and external stakeholders, these independent assessors observed and examined activities in action, and explored strategy and structure, subsequently reporting that "since 2009 [the DMR North Central] have developed and deployed a pioneering model of customer oriented community policing" (EIQA 2015, P.5), which "is a leading example of good practice in establishing effective engagement processes to meet the needs of local communities and provide feedback" (KC Consulting 2017, p.27), and "the resulting programme is very significant for the development of the police and the way they work and cooperate with other organisations" (EPSA 2015, p.1). These independent, external assessors report that "the DMR North Central have demonstrated courage and resilience in introducing a unique approach to community policing during a period of austerity and reduction in public investment in the police force...which has delivered significant internal

improvements in the way the division operates” (EIQA 2015, p.4), with “the city area [having] been divided into sub-areas that were "scanned" through the national statistics office data so that the police department has now a complete profile (needs profile) of the area” (EPSA 2015, p.2), and:

while in many locations [across Ireland] numbers attached to community policing units are substantially lower than they once were, primarily as a result of austerity measures, the number of community Gardaí in the DMR North Central has increased significantly since 2009, where community policing is now the dominant model. (KC Consulting 2017, p.11)

The results clearly indicate that positive transformative changes took place in the DMR North Central between 2009 and 2016, with the new system being described by one key stakeholder as “a completely alien system” (Business participant 1-002), a suggestion that is independently supported by EIQA (2015, p.5) which stated that, “the market orientation of this approach, which is a departure from traditional models of policing, has already delivered improved results in crime and quality of life statistics”. The results are also supported by the contribution of key stakeholders who describe the change as “above and beyond what was required” (Business participant 1-002), “a very significant and fundamental change” (Business participant 2-003), and “extremely positive and almost revolutionary” (public Representative participant 6-002), thereby providing evidence of a marked shift in the perceptions of stakeholders since 2009, when the same stakeholders were describing a situation where there was “no communication and no trust between the community and Garda” (Public Representative participant 10-001), resulting in stakeholders expressing despair and commenting that “I really did feel like walking away” (Business participant 5-002).

Independent external reports confirm the changed perceptions of stakeholders reporting that “all key stakeholders were unanimous in their support for the changed approach to policing” (EIQA 2015, p.4), and that “where a targeted approach has been taken to specific issues, there has been a noticeable reduction in criminal and anti-social behaviour” (EIQA 2015, p.4), “there is a very long and detailed list of evidence of results and impacts, both qualitative and

quantitative, that clearly identify this project as a successful project” (EPSA 2015, p.2). In the same context, KC Consulting (2017) report that:

The DMR North Central is a leading example in using problem solving initiatives devised in partnership with communities and local agencies, to tackle crime and anti-social behaviour, through targeted enforcement and crime prevention and reduction initiatives. (KC Consulting 2017, p.27)

As identified in previous research (Ponsaers 2001; Sparrow 1988; Stone and Travis 2011), the results indicate that in order to make the transition, a definitive choice of strategy was pursued by senior managers, who were required to engage a change of mind-set commensurate with a growth/learning mind-set as outlined by Dweck (2017), which was capable of employing “outside of the box thinking” (Superintendent rank participant 32-001) that challenged the status quo. External assessors report this in the context of the vision and mission of the DMR North Central, citing the vision as “becoming the standard setter in customer oriented policing in Ireland’ while pursuing a mission of ‘generating, disseminating and being responsive to information and intelligence pertaining to the current and future needs of customers and stakeholders with a view to improving quality of life in our community” (EIQA 2015, p.5), but more importantly, reporting that “there was clear evidence that all plans, objectives, policies and activities are fully aligned to deliver on these statements” (EIQA 2015, p.5). This required the police to embrace an outside-in, customer/stakeholder-centric perspective, involving the employment of marketing tools/tactics such as segmentation; targeting, analysing, responding and tracking, which was subsequently referred to as the S.T.A.R.T model of customer/community oriented policing (An Garda Síochána 2015; EIQA 2015, p.7; KC Consulting 2017, p.26) that achieved a realignment of police-community priorities, thereby delivering on certain research expectations by becoming more relevant to their constituents in this context (Cockroft 2013; Fielding 2005; Hughes and Rowe 2007; Moore 1992; PASC 2014). Such an outcome is also supported by the testimonials of participants who stated that “ordinary decent people...[thought that the police] were irrelevant, or that they were against them. So that’s where the transformation has come” (Public Representative participant 9-002), and “the Gardaí...are a very integral, relevant,

important part of city life here” (Business participant 3-001). The results indicate that this contributed to the creation of trusting partnerships, prompting key stakeholders to behave as complementors (Hax and Wilde 2001) of the policing service, which effectively assisted in the successful implementation of the transformation programme, where it is reported by EIQA (2015) that:

The Division has identified the stakeholders who are key to the successful deployment of the customer oriented community policing model. There is active and on-going engagement between the divisional leaders and representatives of these stakeholders and feedback is used to review and adjust key strategies and plans, and to inform changes to internal structures i.e. the centralised communications systems. (EIQA 2015, p.4)

The results show that internal and external stakeholders recommended that the new orientation be adopted by the wider organisation, with key stakeholders stating that it was “absolutely crucial” (Business participant 3-001), that it had the ability to be “put forward as the model for the future” (Public Representative participant 9-002), that “it absolutely has to be adopted” (Business participant 1-002), and that “the Commissioner would be doing a disservice as a Commissioner by not looking at [it] more seriously” (Business participant 2-003). This was also confirmed by KC Consulting (2017) who made similar recommendations on its potential suitability as the national model for community policing in Ireland (KC Consulting 2017, p.29).

The results indicate that the change and its effects were identified and acknowledged by external bodies, with Excellence Ireland Quality Association (EIQA 2015) awarding the DMR North central the Q Mark for quality management systems level 2, and submitting the initiative for consideration under the national award programme, where it also received a national award for quality management systems (EIQA 2015). Similarly, the European Institute for Public Administration under its EPSA programme, identified the DMR North Central as representing ‘Best Practice’ in Europe for ‘Customer Oriented Policing’ in 2015, and nominated it as one of three initiatives for the overall European Excellence award in 2015 as outlined below:

EPSA 2015 Nominees: Supra-local and Local Award

**Improved Customer Oriented Policing in an Age of Austerity:** submitted by the Garda Síochána Division of Dublin North Central Police Service (IE)

**Your City, You Decide (Twoje Miasto, Ty Decydujesz)** submitted by the Municipality of Lublin (PL)

**Every Child Safe Forever (ECSF project). The development of relentless family case management and the end of parole and other court orders.** submitted by Youth Protection Amsterdam Region (NL) (EPSA 2015)

These independent acknowledgements, following on-the-ground assessments and interviews, represent independent evidence of a change in orientation deserving of national and international awards, thereby providing credible support for the findings of the research.

The results indicate that the deliberate engendering of a market orientation in the DMR North central followed a roadmap that was enabled by previous research identified in a review of existing literature. In this context, the senior managers focused on achieving the appropriate mind-set (Day 1990; Dweck 2017; Kohli and Jaworski 1990; Linsky and Heifetz 2002; Menguc and Auh 2008; Webster 1988), chose a definitive outside-in strategy and developed leadership capacity (Cockroft 2013; Dewit and Meyer 2002; Foley and Fahy 2009; Hughes and Rowe 2007; Kohli and Jaworski 1990; Narver and Slater 1990; Ponsaers 2001), developed the appropriate organisational structure (Dubihela and Dhurup 2009; Kohli and Jaworski 1990; Narver and Slater 1990; Stone and Travis 2011; Sparrow 1992), engaged in environmental analysis (Foley and Fahy 2009; Hax and Wilde 2001; Kohli and Jaworski 1990; Kotler et al. 2002; Kumar et al. 2002; Narver and Slater 1990), developed systems and capabilities (Foley and Fahy 2009; Hax and Wilde 2001; Kohli and Jaworski 1990; Moore 1992; Ponsaers 2001; Stone and Travis 2011; Sparrow 2018, 1988), managed antecedents

(Cervera et al. 2001; Kohli and Jaworski 1990; Narver and Slater 1990; Ospina and Perez 2013; Pulendran et al. 2000; Tomášková 2009), deployed the strategy (Cockroft 2013; Dewit and Meyer 2004; Kotler et al. 2002; Ponsaers 2001; Stone and Travis 2011), maintained environmental scanning (Kotler et al. 2002; Kumar et al. 2002), employed appropriate metrics (Foley and Fahy 2009; Kohli and Jaworski 1990; Kohli et al. 1993; Tournois 2013), and engaged in dynamic feedback and continuous improvement (Kohli and Jaworski 1990; Kohli et al. 2002; Tournois 2013), thereby employing a practical application based on previous research and the findings of others. The results also indicate that the approach met research expectations in terms of the market orientation-performance relationship theory (Arshad et al. 2012; Cano et al. 2004; Caruana et al. 1999; Deshpande and Farley 2004; Drummond et al. 2000; Dubihlela and Dhurup 2015; Dursun and Kilic 2017; Gillett 2015; Harrison-Walker 2001; Julian et al. 2014; Kirca et al. 2005; Kohli and Jaworski 1990; Kohli, Jaworski and Kumar 1993; Menguc and Auh 2008; Narver and Slater 1990; O'Connell 2001; Stritch 2015; Tsiotsou 2010; Webster et al. 2013; Wood et al. 2000).

In line with previous research, the results indicate that such transformational change represented an adaptive challenge (Dewit and Meyer 2004; Heifetz and Linsky 2002), that prompted resistance from managers and employees (Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Heifetz and Linsky 2002; Kotter 1995; Moorhead and Griffin 2001; Quinn 2005; Strebel 1996). This does not appear to have come as a surprise however, as the approach indicates an understanding, that the transition would challenge the traditional culture and thinking of the police in the research setting as evidenced by the contribution of key stakeholders who stated that “it’s transformational change” (Superintendent rank participant 35-001), “it poses a huge challenge” (Business participant 5-002), “it is difficult for people that are used to the traditional approach” (Garda rank participant 19-003), “this would be just the start and finish of the world if a system like this rolled out nationwide, the resistance would come from within” (Inspector rank participant 26-001), and “it directly challenges that traditional model of top down...there’s no doubt that it’s radical” (Public Representative participant 11-002). The research indicates that resistance was expected in the context of the reorientation offering no more than a possibility, in a demanding, contractionary

fiscal environment, where the natural inclination in policing was to rely more heavily on the traditional approach, thereby reducing commitments to such an orientation (KC Consulting 2017, p.27).

Choosing a definitively different strategy to their peers, subjected the police in the DMR North Central to ridicule from those peers (who were neither effected directly nor indirectly as a result of the change) and the danger of marginalisation as a consequence, and this was articulated by participants who stated that, “we are very conservative...so making big bold decisions is...absolutely dangerous ground, dangerous, dangerous ground” (Sergeant rank participant 23-001), and “you can attract an element of derision. I know myself, and being in company that people have slagged this off...there’s a bit of an inhibitor in that as well” (Superintendent rank participant 35-001). Such reactions were in addition to the inherent dangers associated with such change as identified in the literature (Chan Kim and Mauborgne 2005; Garvin and Roberto 2005; Hayes 2007; Heifetz and Linsky 2002; Kotter 1995; Quinn 2005; Sirkin 2005), particularly in a rules-based, hierarchical policing environment where innovation and creativity are not considered to be safe activities (Cockroft 2013), and empowerment of the front line personnel challenges the longstanding status quo. These concepts were identified by participants who stated that “it’s big change...so physically there’s been big changes and the other big change is psychological change...and like everyone resists change as we know” (Public Representative participant 6-002), “well you have to change a mind-set, and that’s where you’re up against it” (Superintendent rank participant 34-002) “It’s going to be a big challenge, it’s going to be a big step” (Business participant 1-002).

While the results show that resistance to the change was expected, the nature of the resistance contrasted significantly with the stated corporate policy of the organisation and the Garda Commissioner, whose intention was:

To renew, reinvigorate and re-structure our ‘Community Policing’ function...in accordance with the commitment outlined in the Corporate Strategy 2007-2009...which aims to create a policing environment, where collaborative ‘Partnerships’ are fostered between

An Garda Síochána and community members” (An Garda Síochána 2009, p.ii)

The policy statement significantly contrasted with the organisational response to changes in the DMR North Central however, prompting an exploration of this issue in the context of expected and unexpected resistance, subsequently introducing the possibility of causal mechanisms, potentially acting to protect the status quo. The Garda Commissioner’s foreword in the strategy clearly stated that the new model would “re-energise the Community Policing culture within An Garda Síochána and enhance the organisational importance and attractiveness of the ‘Community Policing’ role amongst Garda staff” (An Garda Síochána 2009, p.ii), however, the evidence indicates that when attempts were made to pursue the strategy, the organisation had either underestimated the depth of change required, or was not really committed to the concept and underpinning philosophy. As outlined in Chapter Six, the environmental context as described by participants included:

- Senior managers being derided by other senior managers because of their pursuit of the new community/customer orientation
- Senior managers feeling inhibited due to a fear of being marginalised as a consequence of pursuing the new community/customer orientation
- Senior managers expressing the view that they only felt safe from recrimination because of the environment created locally by senior management
- Supervisors expressing the view that innovation only took place by operating outside of the traditional rule-based system
- Supervisors suggesting that people may not have the courage to step out of the traditional role to implement the new orientation
- Supervisors and frontline staff suggesting that bravery was needed to pursue such an orientation
- Supervisors warning that those pursuing the new orientation would find themselves on dangerous ground
- External participants suggesting that they could not understand why there was a delay and a hesitation by corporate managers in the Garda

Organisation to support/embrace it as a success, and roll it out more broadly, despite it having been identified as European Best Practice

It is suggested that the responses associated with derision, marginalisation, fear and recrimination may represent deeper casual mechanisms that act to prevent individuals and teams within the organisation from radically interfering with the traditional strategy and architecture while continuing to outwardly commit to a desired community orientation or, just maybe it's as simple as, not much has changed since Skolnick and Bayley (1988) suggested:

Some senior managers jump on the bandwagon simply because to do so is progressive. Community policing is like motherhood: it cannot be denied. Such leaders talk a good game, but they rarely follow through. They are more concerned with appearances than reality. (Skolnick and Bayley 1988, p.16)

Such a position would also be supported by evidence that successful reorientation towards the new paradigm has not generally been achieved (Ferrandino 2014; Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018), and that change from within the police service, informed by academic debate and empirical evidence, has been slow, resulting in the perverse consequence of leaving the field open to politicians and moral entrepreneurs who argue that the prime aim of policing is and should remain a narrow interest in reducing crime (Stanko et al. 2012). It could therefore be argued that underlying mechanisms that generate the responses observed in the DMR North Central are driven by such political pressures, despite the research, which clearly indicates that (1) the impact of police activity on overall crime rates is rather small and, (2) police officers spend a large proportion of their time dealing with non-crime-related events and circumstances better suited to a more community/customer-oriented policing approach (Stanko et al. 2012, p. 328). These observable acts however, may be associated with the continuing, dominant, rule-based (Cockroft 2013; Ponsaers 2001) traditional approach to policing (Ferrandino 2014) which is driven by the pursuit of metrics and hard targets set by powerful stakeholders external to the police (Coleman 2008), which create a conflict between the achievement of such

targets and core policing values (Fielding 2005; Hughes and Rowe 2007; PASC 2014). Such external pressures with a focus on individual officers and forces to deliver on crime reduction may reflect the deeper 'real' level causal mechanisms (Fletcher 2016) at work in this context, which manifest as derision, marginalisation, fear of retribution and danger, with a view to preserving the status quo. Coupled with a zero tolerance to failure in policing, and a risk averse cohort of senior police managers (Cockroft 2013; Ponsaers 2001), these could represent significant underlying pressures. The result can be seen in the continuing evidence which suggests that the concept has been embraced more as a buzzword than as a philosophy with very little evidence of successful implementation (Friedman 1996; Gianakis and Davis 1998; Higgins 2018; HMIC 2009b, 2008; James 2013; Moore 1992; Quinton and Morris 2008; Quinton and Myhill 2010; Skolnick and Bayley 1988; Sparrow 2018). The prevailing situation of failure in making the transition may not be attributable to the police alone, and may be pointing towards a wider context, not unconnected with the complementor concept identified in the DMR North Central (a microcosm of policing generally) indicating that national stakeholders such as politicians, policy makers and oversight bodies may need to step into the adaptive change environment in support of the police, abandoning their marriage with targets and metrics associated with reducing crime, in favour of 'feelings of community safety', as measured by local communities (PASC 2014). It may be, that making the transition requires broader shift away from traditional methods and models, with the police representing a central, but single element in an approach that requires multi-stakeholder commitment and involvement. This aspect was beyond the scope of the current project, but appears suitable for further research in the future.

Despite the challenges however, the results indicate that the approach adopted in the DMR North central reflected the findings of previous research in terms of its commitment to managing the change, which included overcoming resistance to the changes of the traditional philosophy, norms, values, beliefs and behaviours which underpinned the prevailing traditional culture prior to implementation of the new approach. This included clearly articulating the pressing necessity for transformational change (Garvin and Roberto 2005; Kotter 1995), presenting and consistently communicating a motivating vision of the

future (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin 2005), role modelling the desired values, behaviours and culture (Beer and Nohria 2000; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002), engaging in hands-on management of the change programme (Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), engaging key stakeholders in support of the change (Chan Kim and Mauborgne 2005), maintaining direction through relentless reviews (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996), empowering staff and redefining their personal terms of employment (Strebel 1996), and maintaining authentic, convincing, and constant two way communications (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996), while identifying and presenting actual improvements and success through the achievement of awards such as 'European Best Practice' (Chan Kim and Mauborgne 2005; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Strebel 1996).

The results support the contention that the outcomes arose as a consequence of the strategy pursued by the DMR North Central and not as a consequence of any other internal or external influence, and therefore it appears acceptable to conclude, that the adoption of a market orientation represented police reform but also represented a significant adaptive challenge that generated resistance, from within the organisation, possibly provoking responses, pointing to underlying causal mechanisms which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

## 7.10 Conclusion: Implication of the findings.

Learning from this research includes the identification of a philosophy, strategy and operational construct that can facilitate police reform in the context of transitioning from a traditional approach to a community/customer-orientation. It confirms that such a transition represents adaptive change that challenges the traditional strategy and culture of the police organisation, however, while it delivers improved performance, enhanced legitimacy for the police and better outcomes for communities, customers and stakeholders, it potentially generates causal mechanisms which manifest as derision, marginalisation, fear and retribution with a view to preserving the status quo. It also identifies that management of the factors that either enhance or impede implementation (antecedents) is critical to a successful transition. It equally identifies however, that some stakeholders may develop into complementors, while others may perceive it as a challenge and react defensively. It is argued that such learning presents for police practitioners and policy makers, empirically based theory which potentially provides a more appropriate operational definition of community/customer oriented policing, a valid measure of such an orientation and a potential framework for assisting in such deliberate engendering in an organisational context. As a consequence of this research, advancements have been made in understanding the concept and practicalities of deliberately engendering a market-orientation, the challenges and opportunities associated with effecting police reform in that context, and the market-orientation performance relationship in the not-for-profit operating environment of policing. Identified opportunities for further study are addressed in Chapter Eight.

# CHAPTER EIGHT

## CONCLUSIONS AND RECOMMENDATIONS

### 8.0 Introduction

The changes that took place in the DMR North Central between 2009 and 2016, have been explored through a case study analysis employing Lonergans' (1972) epistemology by engaging directly with a key participant network of stakeholders who had lived through the change in orientation. This was achieved by tapping into their perceptions based on their lived, attentive experiences, intelligent understanding of those experiences, reasonable judgements and responsible decisions based on those experiences (Lonergan 1972). One of the aims of the study was to explore the effectiveness of employing a market-orientation construct as a framework for police reform in the context of transitioning from a traditional model of policing to the community/customer-orientation that the concept of community policing implies. The conclusions from this exploratory study flow from the research questions and the subsequent findings, and ultimately consider four broad areas:

1. The deliberate engendering of a market-orientation is a strategy that represents a fundamentally better approach to policing in the community and contributed to significantly improved police performance in the DMR North Central between 2009 and 2016.
2. The adoption of a market orientation strategy has had positive consequences for customers and stakeholders, employees and the DMR North Central as a whole.
3. The implementation and consequences of transitioning to a market orientation was influenced by a number of antecedents that are hierarchically ordered, an understanding and management of which, better prepared the practitioners in the DMR North Central for making the transition

4. The adoption of a market orientation represented police reform but also represented an adaptive challenge that generated resistance, predominantly but not exclusively from within the organisation. The process of implementation provoked responses, beyond that, which may be expected as 'normal' resistance to change however, pointing to underlying causal mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

These four areas contribute to answering the overarching question, that is, whether the deliberate engendering of a market orientation in a policing context can facilitate the transition from a traditional policing approach to a community orientation, thereby effecting the reform required to deliver on the performance improvement associated with such a change.

The overall findings from this study give rise to six key conclusions, which provide some clarity around the circumstances (what actually happened), the causes (how they happened) and the consequences (the results of what happened), and identify the challenges associated with implementation of the marketing concept, its association with performance, and the relative effect and hierarchical ordering of antecedents that affect implementation and outcomes associated with such a choice of strategy.

## 8.1 Market-orientation: Performance, relevance and legitimacy

The findings of this research identify that the change in orientation between 2009 and 2016 created a fundamental and positive change in policing which resulted in a significant improvement in police performance. The research shows that such a change in orientation, represented a conscious choice of strategy by the police, which incorporated a balance between an overarching outside-in perspective and a supporting inside-out capabilities perspective in order to effectively pursue a

customer-centric business strategy that resulted in an alignment of police-community priorities. This ultimately contributed to a significant change in relationship between the police, key stakeholders and customers, as a consequence of which, the police became more relevant to their customers and stakeholders, subsequently enhancing public confidence and legitimacy to police the operating environment. The following conclusion can therefore be drawn.

### 8.1.1 Conclusion

The philosophy, strategy and constructs associated with implementation of the marketing concept are effective in facilitating the transition from a traditional model to a more relevance-preserving community/customer-orientation which aligns police-community priorities and consequently delivers improved performance, public confidence, and enhanced legitimacy for the police.

## 8.2 Market-orientation: Consequences/outcomes

The change in orientation in the North Central had consequences for a range of stakeholders (internal and external), customers, and the policing environment as a whole. The research identifies that the change in orientation facilitated a more community/customer-oriented, responsive approach, and a more focussed, better standard of service delivery. This resulted in more satisfied customers and stakeholders, and enhanced customer and stakeholder perceptions of the police, which resulted in enhanced public trust and confidence. The research also shows that there was an alignment of effort where the police in the North Central developed an enhanced individual and collegiate commitment to stakeholders and customers, using innovative and creative approaches, which improved their personal performance in a changed culture, that was driven by behaviours associated with a desire to better understand and respond to the actual needs of stakeholders and customers. The research and findings also indicate that the change in orientation represented a repositioning of the policing service in the

North Central division that challenged the status quo, provoking key stakeholders to consider the impact of such a change on their respective positions, resulting in a complementor response from most, but a competitor response from one key stakeholder. Two conclusions can be drawn from these findings:

#### 8.2.1 Conclusion

Transitioning to a market-orientation represents a repositioning of the police service offering, which challenges and replaces traditional strategy, structure, culture and behaviour/activities resulting in a realignment of effort, improved public trust and confidence in the policing service, and positive outcomes for customers, stakeholders, employees and the organisation as a whole.

#### 8.2.2 Conclusion

A repositioning of the police service offering commensurate with pursuing a market-orientation, can represent a challenge to other service providers in the operating environment, and may prompt complementor and/or competitor responses from some key stakeholders.

### 8.3 Market-orientation: Antecedents – relative effect and hierarchical ordering

The third set of findings identified that successful implementation and subsequent consequences were dependent upon and affected by an integrated, interrelated and interdependent network of antecedents. The findings also identified that the relative effect of the individual antecedents was not linear, indicating a “hierarchical ordering” as outlined by Kohli and Jaworski (1990, p.6). While the relative effect and ‘hierarchical ordering’ in the current research substantially confirmed some elements of the seminal findings of Kohli and Jaworski (1990), it also differed on other elements. The current research identified and examined

five antecedents while Kohli and Jaworski (1990) considered only three. Both sets of findings identified 'senior management factors' as the antecedent at the apex of the network and wielding the strongest relative effect on implementation and outcomes/consequences. While Kohli and Jaworski (1990) found that 'interdepartmental dynamics' represented the second most important antecedent out of three, the current findings placed it last out of five. The finding in the current study relating to 'interdepartmental dynamics' was the second most consistent finding associated with the relative effect and hierarchical ordering of antecedents after 'senior management factors'. The current findings clearly indicated that the successful transition to a new orientation required a change of senior management mind-set; their sustained visual and personal engagement with the transformation process; the deployment of a system to deliver on the simple core concept of generating, disseminating and responding to market intelligence, the development of a customer/stakeholder-linking competence, the long-term pursuit of a clear vision in this direction; and relentless reviews of the transition process.

The current research identified the development of a complementor relationship between the police and key stakeholders as being critical to the successful transition to the new orientation, and indicated that the development of such relationships could result in stakeholders (internal and external) becoming advocates for each other. The research also found that such stakeholder support around a repositioning of the police service was dependent upon first showing evidence of the realignment of strategy and resources, but that such a reorientation actually maximised and facilitated access to a diversity of resources and information for internal and external stakeholders. The study identifies a gap in the literature in finding that different stakeholder groups can perceive the relative effect or hierarchical ordering of antecedents differently, with 'senior management factors' however, almost consistently number one. The perceived hierarchical ordering of antecedents appears to indicate a contextual effect, reflecting the unique needs and requirements of stakeholder groups, and the potential of specific antecedents to deliver on those requirements. A conclusion that can be drawn from such findings is that:

### 8.3.1 Conclusion

Successful implementation of the marketing concept is dependent upon the effective management of an integrated, interrelated and interdependent network of key antecedents which are hierarchically ordered according to stakeholder context/positionality, but where the mind-set of senior managers, the development of information management systems, a definitive choice of strategy, the creation of complementor relationships with key stakeholders and the effective sharing of information are essential elements.

## 8.4 Market-orientation: An adaptive challenge to police reform

The fourth set of findings identified that the change in orientation had challenged the traditional philosophy, culture, strategy and structure of the police in the DMR North Central, linking it to the traditional misalignment of police-community priorities, and identified that a change of mind-set in senior managers was the key prerequisite for embarking upon such a change. The overwhelming majority of key participants identified the change in orientation as representing reform of the police service and having potential for wider police reform in the Garda organisation and beyond. While participants expressed some disappointment and frustration at the lack of interest shown by the wider organisation they were adamant that the change needed to be recognised for its value and considered as the orientation of choice for the Garda organisation as a whole going forward.

The research findings identify a rationale for the resistance, derision and lack of wider organisational support for the new orientation as articulated in the perceptions of participants who assessed the change in orientation as being significantly difficult and dangerous for those who would challenge the philosophical and cultural status quo in pursuit of such an orientation. The research identifies the change in orientation as one which challenges the

traditional model of policing, requiring a change of norms, values, behaviour and attitudes, that all contribute to the adaptive nature of the challenge, and the resistance that follows.

Despite the nature of the challenge however, and the danger to individuals who would engage in such an approach, the research finds that the change in orientation is one that is worth making, even if successful implementation requires a change of individual managers. The research identifies the change in orientation as necessary transformational police reform that should be pursued more widely. Two conclusions can be drawn from these findings:

#### 8.4.1 Conclusion

The transition to a community/customer-orientation represents positive and necessary police reform which addresses the traditional philosophical, cultural and behavioural deficits required to deliver a contemporary, customer-centric, community/stakeholder needs-aligned, policing service.

#### 8.4.2 Conclusion

Effecting police reform through the deliberate engendering of a market-orientation represents an adaptive challenge that will be resisted by the wider police organisation, requiring a change of mindset in senior managers, which represents a key prerequisite for embarking upon and subsequently sustaining the change. The process of implementation will most probably provoke responses, beyond that which could be expected as 'normal' resistance to change however, pointing to underlying causal mechanisms manifesting as derision, marginalisation and fear of breaking the rules or stepping out, which act to preserve the status quo, thereby making it dangerous for those who would pursue such an orientation.

The overall findings have been summarised and presented in Figure 8.1 below, followed by a presentation in Table 8.1 of a framework that can provide practical assistance in the deliberate engendering of a market orientation, which was developed from a review of the literature.

Figure 8.1 Conclusions associated with market-orientation in a policing context



Research conclusions associated with market-orientation in a policing context.

Successful implementation of the marketing concept (deliberate engendering of a market orientation) in a policing context has been shown to represent an adaptive challenge that will be resisted by the wider police organisation, potentially provoking causal mechanisms, manifesting as derision, marginalisation, fear and retribution, that act to preserve the status quo. Therefore, any guidance that can be provided in terms of a framework for assisting in making the transition may present a welcome tool for police practitioners and policy makers. The framework below represents such a tool.

Table 8.1 Framework for assisting in the deliberate engendering of a market orientation

	<u>OBJECTIVE</u>	<u>ACTION</u>
1	Create the appropriate management mind-set.	1. Develop the senior management mind-set to acknowledge the centrality and pre-eminence of the customer. 2. Ensure that they are fully aware of the adaptive nature of the challenge. 3. Engage hands-on to execute the transition.
2	Choose the strategy and develop leadership capacity	4. Embrace and deploy an outside-in, long-term strategy. 5. Support the primary strategy with an inside-out strategy that develops key customer/stakeholder-linking capabilities.
3	Develop the appropriate organisational structure.	6. Develop a structure that is flexible and agile enough to respond to environmental changes, is conducive to sharing of information between individuals and departments and focuses on the SBU.
4	Engage in environmental analysis.	7. Use market intelligence as the driver of strategy and activities. 8. Focus on the overall system value chain. 9. Identify, attract and nurture key stakeholders to create complementors. 10. Engage in segmentation, followed by targeting, differentiation and positioning.
5	Develop systems and capabilities.	11. Develop an integrated system to generate, disseminate and respond to market intelligence. 12. Develop organisational capabilities related to market sensing and customer/stakeholder bonding.
6	Deploy the strategy.	13. Engage in delivery of the unique value offering. 14. Engage in positioning to influence perceptions of customers and stakeholders.
7	Maintain environmental scanning.	15. Scan the operating environment to assess changes in the market. 16. Identify and evaluate the responses of stakeholders and competitors.
8	Employ metrics.	17. Engage and deploy MARKOR, MKTOR or some other measure of market-orientation. 18. Employ other metrics related to key capabilities and antecedents. 19. Employ metrics to measure customer and stakeholder perceptions
9	Engage in dynamic feedback and continuous improvement.	20. Engage in continuous assessment of key systems. 21. Secure continuous feedback from customers and stakeholders on the perceived value of the offering. 22. Ensure the creation of a safe, innovative and creative environment to ensure continuous improvement of the offering, and engage in relentless reviews of the transition process

Framework for deliberate engendering of a market orientation

## 8.5 Limitations of the research

While a number of key conclusions have been drawn from this study, it is important to acknowledge that some limitations in the research have been identified which provide opportunities for further research in this area. The first limitation relates to the sample sizes, that is, a network of 35 key participants (internal and external stakeholders) who were interviewed using semi-structured

interviews, and 209 key participants (internal stakeholders) who participated in a survey. In this context, the concept of 'routine activities theory' (Taylor 1999), supported the thesis that a persons' lifestyle affects the time they spend in public places and therefore the probability that any changes in the policing approach and its consequences will be noticed by those who are most exposed to it. As a consequence, a decision was made to select those key stakeholders who were deemed to have been most exposed to and, therefore, most familiar with the policing approach in the DMR North Central over the period under investigation. This approach is supported by Fielding and Innes (2006, p.135) who, in similar studies (with external stakeholders) employed what they refer to as "a well-designed key informant network model" based upon qualitative research techniques which took "standpoint specificity" into account by selecting those persons who were most appropriate for the role, due to their perspectives and their relations with the police. They defended this approach on the basis that it provided the police with a better sense of how their changes in performance were being viewed by the public who were subject to them. In this context, Fielding and Innes (2006) suggest that:

By trying to develop 'thickly descriptive' data from a small number of key situated informants, this model emphasises the need to obtain valid data on police performance. (Fielding and Innes 2006, p.135)

This approach is consistent with a methodological perspective that can be traced from Campbell (1955) who found that qualitative interviews with carefully selected informants produced better results than a randomised survey. He reported that "such exhaustive sampling of opinions proves inferior to the careful selection of a few informants" (Campbell 1955, p.342).

Another limitation relates to the concept of a single case study, that is, that a single SBU in a larger organisation formed the basis for the research project. While it may have been preferable to conduct research on the organisation as a whole or to conduct a cross-organisational study, a review of the literature indicated that conducting research in the strategic business unit of DMR North Central represents a proper examination of the topic at hand. It should be noted that a critical realist perspective underpinned the research and, therefore, in the

context of a single case perspective, the strength of such an approach is that it is highly flexible and is therefore particularly well suited to researching such a clearly bounded, but complex organisational phenomenon (Easton 2010). In the North Central division where a single case was the focus of the research, a retroductive approach was adopted and in this context, Perry (1998) supports such an approach suggesting that:

...case study research fits within the critical realism paradigm and is essentially inductive, theory building research. Nevertheless, it also acknowledges that fact and theory (induction and deduction) are each necessary for the other to be of value. (Perry1998, p.791, citing Emory and Cooper 1991, p.62)

According to Easton (2010, p.128), adopting a critical realist approach to such a single case study would involve “developing a research question that identifies a research phenomenon of interest, in terms of discernible events, for example, the deliberate engendering of a market-orientation in the Garda Division of DMR North Central between 2009 and 2016, and its relationship with subsequent changes in performance, and asks what causes them to happen.” In a reference to a single case study Easton (2010, p.119) suggests that “the key opportunity it has to offer is to understand a phenomenon in depth and comprehensively” which he suggests, fulfils the fundamental aim of critical realism which is, explanation, that is, answers to the question “what caused those events to happen” (Easton 2010, p.121).

On another note of relevance to the critical realist underpinnings of this research, the literature indicates that critical theorists suggest that research takes place within specific environments at any given time and inherent cultural and sociological assumptions may in fact influence the findings (Harvey 1990). In this context, the research took place in Ireland at a time when the economy was at an all-time low, with the police and policing having been affected by austerity measures which had the potential to change the nature of the policing approach and police-public relations. It may be appropriate to ask the question, did this economic or fiscal environment influence the perceptions of internal and external stakeholders? This potential phenomenon has not been tested as part of the research and therefore it may be of value to test the generalisability by conducting

research at different times in the economic cycle when economic/fiscal challenges are potentially less intrusive. The limitations of the research are deemed to be minor and can be addressed by broadening the study in future iterations as the policing approach is pursued more widely. The approach has been independently assessed by a selection of external bodies/organisations and as a consequence, has been awarded a 'European Best Practice' certificate (2015); was one of three nominees for the overall European Public Sector Excellence Award 2015 (EPSA 2015, Supra-Local/Local Administrative Level); was awarded a Q Mark for 'Quality Management Systems' Level 2 (EIQA 2015); received an award at the 'National Q Mark' awards in Dublin (2015); was invited to present at the United Nations Public Service Forum (2017) in the Hague, Netherlands, was recommended as a model for the future of community policing in Ireland in urban and rural environments by KC Consulting (2017), and now forms the foundation stone of the 'National Framework for Community Policing' (2019) in Ireland.

## 8.6 Areas for further research

Three areas for further research have been identified, that is, the concept of stakeholders as complementors, and the concept of stakeholder positionality and context, and their relationship to perceptions of hierarchical ordering of antecedents in a transformation environment. It is not surprising that both of these areas are related to external stakeholders, as the focus of the overall study was on the development of an outside-in perspective and overarching strategy, with a customer and stakeholder-centric orientation at its core. The third area relates to the adaptive nature of the challenge, and the possibility of causal mechanisms being triggered in order to preserve the status quo.

### 8.6.1 Complementor concept in a policing and public sector context

While the current study initially identified key stakeholders as a core group (along with victims, offenders and geographically located customers) that were to be

treated as an individual customer segment to be targeted (Chapter 4, section 4.8) the concept of complementor appears to have emerged as the transition process continued. The contribution of key stakeholders acting as complementors is deemed to have been substantially positive and even central to the overall success of the programme, however, as the research indicates, key stakeholders also considered how the change in orientation was likely to negatively affect them and therefore, their commitment as complementors does not appear to have been guaranteed at the outset. While this concept materialised in the current context, it could be suggested that some element of luck was involved, arising from the initial focus on this group as a customer segment. In the interest of a more definitive understanding and a more focused approach to such reorientations in policing in the future, the potential of this concept could benefit from a deep exploration in this context, and perhaps even in the wider public sector.

#### 8.6.2 Stakeholder positionality and context, and their relationship to perceptions of hierarchical ordering of antecedents

The current study introduced the concept of context and positionality of stakeholders into the discourse associated with the hierarchical ordering of antecedents in a transformation environment. The study identified differences between groups of stakeholders in terms of their perceptions of the relative effect and hierarchical ordering of antecedents, noting their positionality, that is, whether a public representative participant, business representative participant, police participant, and their position in the organisation, where relevant. While external groups combined (Public Representatives and Business Representatives), and internal groups combined (Superintendent, Inspector, Sergeant and Garda rank) unanimously identified 'Senior Management Factors' as the number one in terms of its relative effect and hierarchical ordering, business representatives on their own saw it as number two after 'Stakeholder Support'. Senior management factors however, remain the most overwhelmingly constant antecedent, with the other four changing intermittently according to participant group. A broader and deeper knowledge and understanding of this concept would better prepare organisations who are embarking on transformational change, in terms of their focus and depth of engagement on the

management of those areas that either enhance or impede implementation of the new orientation. A deep exploration of stakeholder positionality and context, and their relationship to stakeholder perceptions of hierarchical ordering of antecedents, was beyond the scope of this research however, but the concept appears to provide a suitable subject for future study.

### 8.6.3 The adaptive nature of the challenge, provoking underlying causal mechanisms to preserve the status quo

The results indicate that resistance to the change was expected and that change management practices that are reflected in the wider literature, were employed to address this. For example: the senior management team clearly articulating the pressing necessity for transformational change (Garvin and Roberto 2005; Kotter 1995), presenting and consistently communicating a motivating vision of the future (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Hayes 2007; Kotter 1995; Quinn 2005; Sirkin 2005), role modelling the desired values, behaviours and culture (Beer and Nohria 2000; Garvin and Roberto 2005; Hayes 2007; Johnson and Scholes 2002), engaging in hands-on management of the change programme (Dewit and Meyer 2004; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005), engaging key stakeholders in support of the change (Chan Kim and Mauborgne 2005), maintaining direction through relentless reviews (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996), empowering staff and redefining their personal terms of employment (Strebel 1996), and maintaining authentic, convincing, and constant two way communications (Beer and Nohria 2000; Chan Kim and Mauborgne 2005; Dewit and Meyer 2004; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Sirkin et al. 2005; Strebel 1996), while identifying and presenting actual improvements and success through the achievement of awards such as 'European Best Practice' (Chan Kim and Mauborgne 2005; Garvin and Roberto 2005; Johnson and Scholes 2002; Kotter 1995; Moorhead and Griffin 2001; Strebel 1996).

Throughout the project however, an underlying fear of derision, marginalisation, retribution and danger pervaded, even though the corporate policy was clear that such an orientation was not only desired, but was explicitly required, as part of the strategic policy and direction of the organisation. While a deep exploration of this concept was beyond the scope of this project, the indications are, that the failure to make the transition may not be wholly attributable to the police, requiring a complementor approach by national stakeholders such as politicians and policy makers who need to also embrace adaptive change, potentially commencing with the abandonment of traditional metrics and targets which create a 'what gets measured gets done' philosophy that complements the traditional approach to policing, thereby working to maintain the status quo. This presents an area for future research in order to attain a deeper understanding of the underlying mechanisms and their potential effect on police reform in this direction.

## 8.7 Key contribution

Previous research (Commission on the Future of Policing in Ireland 2018; Higgins 2018; James 2013; Lowe and Innes 2012; Quinton and Myhill 2010; Sparrow 2018), presents evidence of the failure in policing to transition to a definitive community orientation and its ineffective, continuing re-emergence under a variety of names such as community-oriented policing (Bayley and Shearing 1996; Gianakis and Davis 1998; Ponsaers 2001); community-based policing (OSCE 2008); proximity policing (Holmberg 2002); third party policing (Buerger and Green Mazerolle 1998; Ferrandino 2014; Ransley 2014); public self-policing (Ferrandino 2014; Ponsaers 2001); neighbourhood policing (Blair 2009; 2005; Hughes and Rowe 2007; Myhill and Quinton 2010; Savage 2007); problem-oriented policing (Braga et al. 1999; Goldstein 1990; 1979; Sherman 1992); networked policing (Shearing 2000; Schedler 2006); reassurance policing (Fielding 2005; Fielding and Innes 2006); governance-based policing (Ferrandino 2014) and broken windows policing (Ponsaers 2001; Rosenbaum 1998; Skogan 1990; Thacher 2001; Wilson and Kelling 1982). However, following a transition programme in the DMR North Central, which evidence and the current results indicate, pursued an outside-in, market/customer-orientation strategy, utilising a behavioural market-orientation construct developed by Kohli and Jaworski

(1990), was identified as European best practice in 'Customer-Oriented' policing in 2015 (EPSA 2015). The results of the current study and independent evidence also indicates that the programme was recognised for improved performance at individual, team and divisional level, better service to customers and stakeholders, a realignment of police-community priorities, and the systems it developed to deliver on the underlying core concepts associated with that construct, that is, the generation, dissemination and responsiveness to market intelligence (EIQA 2015). Following this, evidence indicates that it achieved an award for quality management systems (EIQA 2015), and was subsequently recommended as a model for future policing in Ireland (KC Consulting 2017). Evidence also indicates that the model that was developed and implemented in the DMR North central since 2009, now represents the corner stone of the National Framework for Community Policing in Ireland since 2019 (An Garda Síochána 2019).

The independently assessed success of the transition programme, combined with the results of the study, which describe the overall reorientation of policing in the DMR North Central, provides evidence that the utilisation of a behavioural market-orientation construct facilitated the transition from the traditional policing approach to a community/customer orientation, that the literature suggests is the preferred reform model for policing (Commission on the Future of Policing in Ireland 2018; Donnelly et al. 2006; Drummond et al. 2000; Eck and Rosenbaum 1994; Ferrandino 2014; Fielding 2002; Friedman 1996; Higgins 2018; Higgins and Hales 2017; Hughes and Rowe 2007; Hunt 2019; International Association of Chiefs of Police 1999; Lowe and Innes 2012; Maguire and King 2004; Myhill and Quinton 2010; Osse 2006; Patten 1999; Ponsaers 2001; Savage 2007; Schedler 2006; South 1994; Sparrow 2018; Stanko et al. 2012).

In this context, the key contribution of this research is therefore, that a behavioural market-orientation construct can facilitate the transition from a traditional policing approach to a community/customer-orientation, delivering on the performance improvement commensurate with such reform, and the positive consequences associated with such an orientation.

Such an experiential, evidence-based contribution extends the market-orientation performance theory to policing, thereby presenting police practitioners and policy makers with a discipline that appears to be relatively unexplored in a policing context, making its theories, underlying philosophy, strategies, constructs and logic, relevant for consideration in the context of police reform and/or improvement.

## 8.8 Conclusion

Learning from this research includes the identification of a philosophy, strategy and operational construct that can facilitate police reform in the context of transitioning to a community/customer-orientation in policing. It confirms that such a transition represents adaptive change that challenges the traditional strategy and culture of the police organisation but delivers improved performance, enhanced legitimacy for the police and better outcomes for communities, customers and stakeholders. It also identifies that management of the factors that either enhance or impede implementation (antecedents) is critical to a successful transition. It equally identifies however, that some stakeholders may develop into complementors, while others may perceive it as a challenge and react defensively. It is argued that such learning presents for police practitioners and policy makers, empirically based theory which provides a more appropriate operational definition of community/customer oriented policing, a valid measure of such an orientation and a potential framework for assisting in such deliberate engendering in an organisational context. As a consequence of this research, advancements have been made in understanding the concept and practicalities of deliberately engendering a market-orientation, the challenges and opportunities associated with effecting police reform in that context, and the market-orientation performance relationship in the not-for-profit operating environment of policing.

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## APPENDIX A: DCU RESEARCH ETHICS COMMITTEE APPROVAL LETTER

Ollscoil Chathair Bhaile Átha Cliath  
Dublin City University

**DCU**  
28<sup>th</sup> May 2015

**Dr Anne Sinnott;**  
**Dublin Business School**

**REC Reference: DCUREC/2015/150**

**Proposal Title: An exploration of the market-orientation performance relationship in a policing context and its implications for police reform**

**Applicant(s): Dr Anne Sinnott; Dr Caroline McMullin; Mr Patrick Leahy;**

Dear Anne,

Further to ethical review, the DCU Research Ethics Committee approves this research proposal. Materials used to recruit participants should note that ethical approval for this project has been obtained from the Dublin City University Research Ethics Committee.

Should substantial modifications to the research protocol be required at a later stage, a further submission should be made to the REC.

Yours sincerely,

**Dr Dónal O'Mathúna**  
Chairperson DCU Research Ethics Committee



**Taighde & Nuálaíocht Tacaíocht**  
Ollscoil Chathair Bhaile Átha Cliath,  
Baile Átha Cliath, Éire

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[www.dcu.ie](http://www.dcu.ie)

**APPENDIX B: QUESTIONNAIRE**

**AN GARDA SÍOCHÁNA**

**DMR NORTH CENTRAL**

**STAFF QUESTIONNAIRE**

**AN EXPLORATION  
OF THE MARKET-ORIENTATION PERFORMANCE  
RELATIONSHIP IN A COMMUNITY POLICING CONTEXT AND  
ITS IMPLICATIONS FOR POLICE REFORM.**

DMR North Central Staff Survey 2015.

This questionnaire is part of a research project to evaluate the policing approach in this District/Division in the context of providing a customer oriented policing service.

Because of your personal experience with the policing approach in this District/Division, I purposely selected you because I believe that you may possess relevant insight, understanding and judgement that could be valuable to the research process. Your decision to participate in this research is entirely voluntary, however, if you do participate your anonymity and confidentiality will be protected at all times. No inference will be drawn, from a failure to complete this questionnaire.

The answers from your questionnaire and others will be safely secured by me and I alone will have access to the raw data. The results of your questionnaire and others will be used as one of the main data sets for this research project. The results may be used to inform organisational policy and to ground future projects and/or inform future publications.

Please read the questionnaire carefully. **For each of the statements contained in the questionnaire please place a ✓ (Tick) in the box that most closely reflects your view.** If you wish to provide further comments, please feel free to do so.

I sincerely thank you for your assistance in conducting this research.

---

(PATRICK LEAHY)

**Male:**

1

**DMR North Central – Customer-orientation**

**Female:**  2

**Rank:** Garda  1      Sergeant  2      Inspector  3      Superintendent.  4

**Role:** Community Policing  1      Uniform Regular  2      Uniform Traffic  3      Uniform Other - Specify  4

Detective Duties  5      Drugs  6      Taskforce  7      Plainclothes Other –Specify  8

**District:** ‘C’  1      ‘U’  2      ‘D’  3

**(1) GENERATION OF INFORMATION**

**This refers to the collection/generation of information in each District pertaining to the current and future needs of customers.**

**1. In this District/Division we meet/contact customers at least once a year to find out what policing services they currently need and will need in the future.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**2. In this District/Division we do a lot of in-house research related to our customers, their needs and the policing environment.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**3. In this District/Division we are slow to detect changes in our customers' service priorities.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**4. In this District/Division we make contact with/survey our customers at least once a year to assess the quality of our services.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**5. In this District/Division we are slow to detect fundamental shifts/changes in our operating environment (e.g., community, social, political, technology, economic).**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**DMR North Central – Customer-orientation**

**6. In this District/Division we periodically review the likely effect on customers' of changes in our operating environment.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**(2) DISSEMINATION OF INFORMATION:**

This refers to the sharing (by formal and informal means) of the information collected pertaining to the current and future needs of customers and how it is disseminated horizontally to senior management and vertically to units and individuals within each District throughout the Division.

**1. In this District/Division we have a Customer focused review meeting at least once a quarter to discuss trends and developments within the District/Division which includes Community Policing Units, Detective Unit personnel, personnel from other sections, supervisors and Senior Management.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**2. In this District/Division Community Policing personnel (Gardaí, Sergeants, Inspectors and Superintendents) spend time discussing customers' current and future needs with other operational units.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**3. In this District/Division when something important happens to a key customer, customer group or generally within the District/Division the whole District/Division knows about it in a short period.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**4. In this District/Division data on customer satisfaction are disseminated at all levels on a regular basis.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**DMR North Central – Customer-orientation**

**5. In this District/Division when one unit finds out something important that may affect our policing service it is slow to alert other units.**

STRONGLY  
DISAGREE

DISAGREE

NEITHER AGREE  
NOR DISAGREE

AGREE

STRONGLY  
AGREE

1

2

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5

**(3) RESPONSIVENESS:**

**This refers to the policing response or action taken by members (Gardaí, Sergeants, Inspectors and Superintendents) in response to the customer information which has been collected and shared with senior management, operational and administrative units within each District throughout the Division.**

**1. In this District/Division it takes us forever to decide how to respond to new customers' needs.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**2. In this District/Division for one reason or another we tend to ignore changes in our customers' service needs.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**3. In this District/Division we periodically review our service development efforts to ensure that they are in line with what customers want.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**4. In this District/Division several units get together periodically to plan a response to changes taking place within the District/Division.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**5. In this District/Division if a major problem is identified among our customers we would implement a response immediately.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**DMR North Central – Customer-orientation**

**6. In this District/Division the activities of the different units are well coordinated.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**7. In this District/Division customer complaints fall on deaf ears.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**8. In this District/Division even if we came up with a great idea, we probably would not be able to implement it in a timely fashion.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**9. In this District/Division when we find that customers would like us to modify a service, the units involved make concerted efforts to do so.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**(4) PERFORMANCE:**

**1. Compared to Districts in other Divisions, we now provide a more focused, effective and efficient customer oriented policing service.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**2. In this District/Division our overall District/Divisional performance has improved in the context of providing a policing service to our customers.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**3. In this District/Division the individual performance and contribution of our staff has improved in the context of providing a policing service to our customers.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**4. In this District/Division we are now providing better outcomes for our customers.**

STRONGLY DISAGREE	DISAGREE	NEITHER AGREE NOR DISAGREE	AGREE	STRONGLY AGREE
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
1	2	3	4	5

**COMMENTS: In the context of your experience and understanding of the customer oriented approach to policing, being delivered through the small areas policing strategy (SAPS), what is your opinion on the appropriateness and desirability of such an approach.**

**COMMENTS: Has your opinion changed over time. If so, why?**

## **DMR North Central – Customer-orientation**

This research is being funded by the Garda Síochána. The University appointed supervisors for this research are Dr Anne Sinnott, and Dr Caroline McMullan of Dublin City University. This research has been approved by the Research Ethics Committee of Dublin City University.

Please return the completed questionnaire to me, Pat Leahy, by the **DATE** 2015 in the enclosed envelope to the Divisional Office DMR North Central. If you have any questions or would like further information, please do not hesitate to telephone me at 0868281891 or e-mail me at [Patrick.leahy@garda.ie](mailto:Patrick.leahy@garda.ie).

I sincerely thank you for your help in conducting this research.

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(PATRICK LEAHY)

## **APPENDIX C: QUESTION SCHEDULE**

Dear Participant,

as outlined in the documentation provided to you in advance of this interview, I am conducting research into the market-orientation performance relationship in a policing context and its implications for police reform. I am focusing my research on the Garda Division of DMR North Central between the years 2009 and 2015 where such an orientation in policing has been pursued.

In particular, I am exploring the performance effects, i.e., whether there was;

- any positive or negative outcomes for the Division as a whole in the context of (the continued relevance of the police in the area, any effect on public confidence, any effects on crime, any effects on the quality of life of customers and communities),
- any positive or negative outcomes for the policing staff themselves (whether there was any increased or diminished staff satisfaction, increased or decreased collegiality/esprit de corps),
- any positive or negative outcomes for customers/stakeholders, as a result of adopting such an approach.

While I will be focusing on exploring the outcomes or consequences as a starting point, and this is important, identification of the outcomes alone will be meaningless in the absence of understanding how or why those outcomes came about, i.e., what caused them to happen.

In attempting to understand how any outcomes came about, I will also be exploring with you, those factors that either enhanced or impeded implementation of such an approach and contributed to or caused the outcomes as observed or experienced by you and any other aspects of your experience that you feel may be relevant to an understanding of the overall approach or its implementation and its possible implications for police reform.

There is no right or wrong answer to any question and the value to the research project can only be enhanced by capturing the individual opinions of people like

## DMR North Central – Customer-orientation

yourself who have experienced the policing approach in the research setting of DMR North Central between 2009 and 2015. I would therefore encourage you to be frank and open in your answers so that the richness of your experience can be captured. In that context, there is neither a good nor a bad outcome for the research project as a whole based on an individual's positive or negative experiences, the value is in the collection of accurate data based on your actual experience.

**[Note to researcher] Where vulnerability is potentially deemed to be an issue open a discussion on power relations and discuss openly with the participant prior to any interview taking place. Also restate the option of non-participation with the content of the plain language statement and the informed consent form being read over and explained to the participant at the interview location. This step will be in addition to the participant being provided with a copy of the plain language statement and informed consent form prior to engaging with the interview process.**

Before we begin I need to capture some basic information related to your participation.

Question 1. Can you please outline what you do for a living?

Question 2. How would you describe your role, or function in respect of Dublin's North Inner City?

Question 3. How would you describe your role, function or interest in policing and policing issues in Dublin's North Inner City?

Question 4. How long have you had such a role, function or interest in policing and policing issues in Dublin's North Inner City?

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Market/Customer-Orientation, a definition

## **DMR North Central – Customer-orientation**

Market or Customer-orientation is defined as;

“the generation of information pertaining to the current and future needs of customers, the organisation-wide dissemination of that information across departments and responsiveness to it” (Kohli and Jaworski 1990).

In simple terms it is the generation, dissemination and responsiveness to customer and environmental information.

International research has resulted in the general acceptance that, there is a link between the achievement of a market/customer-orientation by an organisation and improved outcomes for the organisation as a whole, its employees and its customers or stakeholders.

Research conducted in the Garda Division of DMR North Central in 2015 indicates that such a market/customer-orientation has been pursued between 2009 and 2015 and that performance improvements commensurate with the research and such an approach may have been achieved.

The next questions relate to your personal experience of the approach to policing in the DMR North Central between 2009 and 2015.

Question 5. In the context of your experience with the policing approach in the Division of DMR North Central over that period, how would you describe that experience?

Question 6. Having had such an experience what do you think was going on, i.e., what is your understanding of what was actually happening or what change the approach to policing was trying to achieve or bring about?

Question 7. In the context of the recent research which indicates that the approach may have resulted in improved performance, what has been your experience in this regard.

## DMR North Central – Customer-orientation

Question 8. Based on your experience what do you think were the contributing factors that may have either enhanced or impeded implementation of the approach and contributed to or caused the outcomes as observed or experienced by you.

Question 9. Are there any other aspects of your experience that you feel may be relevant to an understanding of how the outcomes may have been achieved, what challenges to implementation exist or any surprises you experienced or encountered along the way.

Question 10. Based on your experience of the policing approach what judgement can you make regarding its implications, if any, in respect of its potential for police reform generally.

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The next questions are designed to explore more specific issues based on your personal experience or observations of the policing approach.

Question 11. In the context of outcomes or the [consequences for the Division](#) as a whole;

- What is your judgement regarding the overall performance of the Division of DMR North Central over that period?
- What is your judgement regarding the relevance and legitimacy of the police in the DMR North central, in the context of;
  - Customer's perceptions of the police?
  - Confidence in the police?
  - Reputation and support for the police?

## DMR North Central – Customer-orientation

- What is your judgement regarding the performance of the DMR North central, in the context of;
  - Innovation and creativity?
  
- What is your judgement regarding the performance of the police in the DMR North central in the context of;
  - A comparison to other similar Garda Divisions?
  - Please outline what experience you have had with the policing approaches in other Garda Divisions?

Question 12. In the context of outcomes or the consequences for customers and stakeholders;

- What is your judgement regarding the performance of the police in the DMR North central in the context of;
  - Quality of service as perceived by customers and stakeholders?
  - Satisfaction of customers?
  - Any other outcomes for customers or stakeholders?

Question 13. In the context of outcomes or the consequences for Garda employees of adopting such an approach to policing;

- What is your judgement in the context of;
  - Individual police employee commitment to the customer and/or stakeholder?
  - Collegiality and motivation of employees?
  - Individual performance of Garda employees?

## DMR North Central – Customer-orientation

Question 14. In the context of outcomes or the consequences of adopting such an approach to policing, have you any other information to offer based on your experience or observations?

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Having identified the outcomes or consequences of deliberately engendering a customer oriented or market-oriented, community policing approach, I now wish to explore again the relationship between those outcomes and any factors that contributed to or caused those outcomes. These factors that either enhance or impede achievement of the desired orientation are referred to as the antecedents. It is in the context of exploring these antecedents that these next questions are being asked.

Question 15. Based on your actual experience or observations and your subsequent understanding of that experience, how are the following factors related to the outcomes identified by you?

- Senior management factors.
  - I.e., what is your understanding of how senior management factors either enhanced or impeded the adoption of the policing approach and contributed to or caused the outcomes?
  
- Divisional systems.
  - I.e., what is your understanding of how Divisional systems either enhanced or impeded the adoption of the policing approach and contributed to or caused the outcomes?  
Please describe these systems.

## **DMR North Central – Customer-orientation**

- Interdepartmental dynamics (interoperability and exchange of information between Divisional units e.g., drugs units, detective units, community policing units, administrative support units etc.).
  - I.e., what is your understanding of how the interoperability and exchange of information between Divisional units either enhanced or impeded the adoption of the policing approach and contributed to or caused the outcomes?
  
- Realignment of strategies and resources.
  - I.e., what is your understanding of how Divisional realignment of strategies and resources either enhanced or impeded the adoption of the policing approach and contributed to or caused the outcomes?
  
- Stakeholder/customer factors.
  - I.e., what is your understanding of how Divisional stakeholders or customers either enhanced or impeded the adoption of the policing approach and contributed to or caused the outcomes?

Question 16. Based on your actual experience or observations and your subsequent understanding of that experience, are there any other factors that either impeded or enhanced adoption of the approach and contributed to or caused the outcomes identified by you?

- If so, how or why did they contribute to or cause the outcomes?

## DMR North Central – Customer-orientation

Question 17. In terms of the relative effect of the individual factors that either impeded or enhanced the adoption of the approach and contributed to or caused the outcomes, how would you describe them in terms of their magnitude or contribution to the outcomes?

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The next questions relate to your personal experience of the approach to policing in the DMR North Central between 2009 and 2015 and your judgement regarding the implications for police reform.

Question 18. Based on your experience of the policing approach in the DMR North Central and your understanding of that experience, what, if any judgement can you make in terms of the implications for police reform in the context of transitioning to a customer oriented or market oriented, community policing approach?

Question 19. Based on your experience of the policing approach in the DMR North Central and your understanding of that experience, what, if any judgement can you make regarding a decision to pursue such a customer oriented or market oriented approach to police reform?

Question 20. Based on your experience and observations of the policing approach that has been pursued in the DMR North Central and your understanding of that experience and the journey involved, what, if any judgement can you make regarding the challenges involved in the context of pursuing such a customer oriented or market oriented approach to policing?

- For example, what was your experience regarding people's enthusiasm, eagerness to make the journey or transition to a customer oriented, community policing approach?

## DMR North Central – Customer-orientation

- How would you describe your experience of the journey in terms of a challenge?
- Please explain your answer in the context of why you are of the opinion that this was/is the case?

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The next questions relate to your personal experience of the approach to policing in the DMR North Central between 2009 and 2015, your interview today and any additional contributions you may wish to make and any aspects of the interview that you may wish to revisit or comment upon.

Question 21. In the context of the policing approach in the DMR North Central since 2009, how would you define its important attributes relative to policing approaches in other Divisions and how do you think the Division wants to be perceived by its stakeholders and customers relative to other Divisions.

Question 22. In the context of the overall interview is there anything else that you would like to contribute or share with me based on your experience or observations of the policing approach in the DMR North Central between 2009 and 2015 or is there any question or aspect of the interview that you would like to revisit?

I would like to thank you for your time and commitment in sharing your experiences with me and your engagement with the research project as a whole. Your participation is very valuable and I sincerely appreciate your contribution to the research.

**[2<sup>nd</sup> Note to researcher – Power Dynamic debrief] Where vulnerability is potentially deemed to be an issue re-open a discussion on power relations and discuss openly with the participant any power dynamic issues that may have been present during interview. Also restate the option of non-participation with the content of the plain language statement and the**

## DMR North Central – Customer-orientation

informed consent form being read over and explained to the participant again. This step will be in addition to the participant being provided with a copy of the plain language statement and informed consent form prior to engaging with the interview process.

**APPENDIX D: PLAIN LANGUAGE STATEMENT**

**Plain Language Statement.**

(QUESTIONNAIRE)

**EXPLORING THE MARKET-ORIENTATION PERFORMANCE  
RELATIONSHIP IN A COMMUNITY POLICING CONTEXT AND ITS  
IMPLICATIONS FOR POLICE REFORM.**

Dear John

I hereby invite you to take part in a research project which involves the exploration of how a market-orientation construct can facilitate the transition from a traditional model of policing to a customer oriented policing approach. The research is being funded by the Garda Síochána. The University appointed supervisors for this research are Professor Anne Sinnott and Dr Caroline McMullan of Dublin City University. This research has been approved by the Research Ethics Committee at Dublin City University and is being conducted by Chief Superintendent Patrick Leahy in furtherance of the attainment of a Doctorate of Business Administration at Dublin City University. The research is focusing on the approach to policing in the Garda Division of DMR North Central between the years 2008 and 2015.

I purposely identified you as a potential participant because of your experience with the policing approach in the area, as a result of which, I believe that you may possess relevant insight, understanding and judgement that could be valuable to the research process. Your involvement in the research project if you agree to take part, will involve completion of a questionnaire which may take between fifteen and twenty minutes to complete.

There are no risks greater than those encountered in everyday life arising from involvement in this research study and any benefits arising, will accrue to the wider community and policing in general as opposed to any individual. If you do participate your anonymity and confidentiality will be protected at all times. The data will be stored in a secure locker to which only I will have access. I will code all data items and all data will be dealt with in accordance with the data Protection Act and will be destroyed by me following analysis and interpretation. The confidentiality of data however, is subject to legal

## DMR North Central – Customer-orientation

limitations in that, should any matters of a criminal nature be disclosed during the questionnaire, I am obliged to inform you that I will refer the issue to the appropriate authority.

Your decision to participate in this research is entirely voluntary and no inference will be drawn from a failure to participate in this research. You may withdraw from the research study at any time. Your involvement or non-involvement will not affect our professional relationship, or any professional assessments or evaluations.

For each of the statements contained in the questionnaire please place a ✓ **(Tick)** in the box that most closely matches your view. If you wish to provide further comments, please feel free to do so. The results of your questionnaire and others will be used as one of the main data sets for this research project, may be used to inform organisational policy, ground future projects and/or inform future publications. A summary of the results will be made available to you on request.

Please return the completed questionnaire to me, Pat Leahy, by the **DATE** 2015 in the enclosed envelope to the Divisional Office DMR North Central. If you have any questions or would like further information, please do not hesitate to telephone me at 0868281891 or e-mail me at [Patrick.leahy@garda.ie](mailto:Patrick.leahy@garda.ie).

Yours sincerely,

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(PATRICK LEAHY)

**If participants have concerns about this study and wish to contact an independent person, please contact:** The secretary, Dublin City University Research Ethics Committee, c/o Research and Innovation Support, Dublin City University, Dublin 9. Tel 01-7008000.

## APPENDIX E: PLAIN LANGUAGE STATEMENT

### Plain Language Statement.

(SEMI-STRUCTURED INTERVIEWS)

#### EXPLORING THE MARKET-ORIENTATION PERFORMANCE RELATIONSHIP IN A COMMUNITY POLICING CONTEXT AND ITS IMPLICATIONS FOR POLICE REFORM.

Dear John

I hereby invite you to take part in a research project which involves an exploration of the market-orientation performance relationship in a community policing context and its implications for police reform.

The research is being funded by the Garda Síochána. The University appointed supervisors for this research are Professor Anne Sinnott and Dr Caroline McMullan of Dublin City University. This research has been approved by the Research Ethics Committee at Dublin City University and is being conducted by Chief Superintendent Patrick Leahy, in furtherance of the attainment of a Doctorate of Business Administration at Dublin City University and can be contacted by telephone at 0868281891 or by e-mail at [Patrick.leahy@garda.ie](mailto:Patrick.leahy@garda.ie).

The research is focusing on the approach to policing in the Garda Division of DMR North Central between the years 2009 and 2015 and is being conducted with a view to informing policing policy and facilitating police reform.

I purposely identified you as a potential participant because of your experience with the policing approach in the area, as a result of which, I believe that you may possess relevant insight, understanding and judgement that could be valuable to the research process. Your involvement in the research project if you agree to take part, will involve a face-to-face semi-structured interview with myself (the researcher), which may take between thirty minutes and one and a half hours and which may be audio taped with your consent.

## DMR North Central – Customer-orientation

There are no risks greater than those encountered in everyday life arising from involvement in this research study and any benefits arising, will accrue to the wider community as opposed to any individual.

If you do participate your anonymity and confidentiality will be protected at all times. The data will be stored in a secure locker to which the researcher only will have access. The researcher will code all data items and store codes separately from participant's names. All identifiable data will be dealt with in accordance with the data Protection Act and will be destroyed following analysis and interpretation. A summary of the results will be made available to you on request.

The confidentiality of data however, is subject to legal limitations in that, should any matters of a criminal nature be disclosed during our interview, I am obliged to inform you that I will refer the issue to the appropriate authority. Your decision to participate in this research is entirely voluntary and no inference will be drawn from a failure to participate in this research. You may withdraw from the research study at any time. Your involvement or non-involvement will not affect our professional relationship, the provision of a policing service or any professional assessments or evaluations.

Any quotes from your interview used in the research will be used in such a way as to protect your anonymity unless agreed by you in advance to allow yourself to be identified with a quote.

Yours sincerely,

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(PATRICK LEAHY)

**If participants have concerns about this study and wish to contact an independent person, please contact:** The secretary, Dublin City University Research Ethics Committee, c/o Research and Innovation Support, Dublin City University, Dublin 9. Tel 01-7008000.

## APPENDIX F: INFORMED CONSENT FORM

### INFORMED CONSENT FORM

#### EXPLORING THE MARKET-ORIENTATION PERFORMANCE RELATIONSHIP IN A COMMUNITY POLICING CONTEXT AND ITS IMPLICATIONS FOR POLICE REFORM.

1. This research is being funded by the Garda Síochána. The University appointed supervisors for this research are Dr Anne Sinnott and Dr Caroline McMullan of Dublin City University. This research has been approved by the Research Ethics Committee at Dublin City University and is being conducted by Chief Superintendent Pat Leahy.
2. The purpose of the research is to explore the market-orientation performance relationship in a community policing context and its implications for police reform.
3. This consent form is to check that you are happy with the information you have received about the study, that you are aware of your rights as a participant and to confirm that you wish to take part in the study.
  - I have read the plain language statement (or had it read to me). Yes  No
  - I understand the information provided. Yes  No
  - I have had an opportunity to ask questions and discuss this study. Yes  No
  - I have received satisfactory answers to my questions. Yes  No
  - I am aware that my interview will be audio taped. Yes  No
  - I understand that I may withdraw from the study at any point. Yes  No
4. Your decision to participate in this research is entirely voluntary.
5. If you do participate your anonymity and confidentiality will be protected at all times. The data will be stored in a secure locker to which the researcher only will have access. The researcher only will access the data and will code all data items and store codes separately. All identifiable data will be dealt with in accordance with the data Protection Act and will be destroyed following analysis and interpretation.
6. No inference will be drawn by me, from a failure to participate in this research, and your involvement or non-involvement will not affect our professional relationship, the provision of a policing service or any professional assessments or evaluations.
7. I have read and understood the information in this form. My questions and concerns have been answered by the researcher, and I have a copy of this consent form. Therefore, I consent to take part in this research project.

Participants

Signature: \_\_\_\_\_

Name in Block Capitals: \_\_\_\_\_

Witness: \_\_\_\_\_

Date: \_\_\_\_\_

## APPENDIX G: CONCEPTUAL FRAMEWORK

CONCEPTUAL FRAMEWORK	
AN EXPLORATION OF THE MARKET-ORIENTATION-PERFORMANCE RELATIONSHIP IN A POLICING CONTEXT AND ITS IMPLICATIONS FOR POLICE REFORM.	Reference
<b>Concept (1) Traditional policing and the critical issues of Legitimacy and Public confidence.</b>	
<ul style="list-style-type: none"> <li>Police reform appears to be one of the most constant and persistent issues in policing for more than half a century. The literature indicates that the pressures for reform stem from the ineffectiveness of traditional policing strategies to address the rise in crime or reduce it; systems failure resulting in scandal; fear of crime; the pluralisation of policing and the arrival of the New Public Management ideology.</li> <li>The evidence indicates that, all such reform is underpinned by the twin critical issues of legitimacy and public trust and confidence.</li> </ul>	<ul style="list-style-type: none"> <li>Brady (2014)</li> <li>Lowe and Innes (2012)</li> <li>Myhill and Quinton (2010)</li> <li>Maguire and King (2004)</li> <li>Moore (1992)</li> <li>Clark (1965)</li> </ul>
<b>Concept (2) Transitioning to a community/customer oriented approach to policing.</b>	
<ul style="list-style-type: none"> <li>An extraordinary consensus exists, indicating that the solution may be found in a transition from the traditional approach to a community/customer-orientation under the banner of 'Community Oriented' policing, which has been heralded as 'legitimising government and a prerequisite for policing by consent'; 'reflecting NPM's market values and outcome-oriented management precepts' and 'a viable set of strategies and tactics that begin to address significant shortcomings in the traditional delivery of policing services'.</li> </ul>	<ul style="list-style-type: none"> <li>Skolnick and Bayley (1988)</li> <li>Bayley and Shearing (1996)</li> <li>Gianakis and Davis (1998)</li> <li>Crank and Langworthy (1996)</li> </ul>
<b>Concept (3) The objective of the preferred solution.</b>	
<ul style="list-style-type: none"> <li>The objective of creating a community/customer-orientation in policing is to gather information or market intelligence with a view to developing a keen understanding of what citizens/customers want from the police, to consider the information in order to arrive at an understanding of what issues are underpinning and contributing to the problems, and to develop effective policing responses to address them.</li> </ul>	<ul style="list-style-type: none"> <li>Innes and Lowe (2012)</li> <li>Fielding and Innes (2006)</li> <li>Osse (2006)</li> <li>Ponsaers (2001)</li> </ul>
<b>Concept (4) Obstacles to making the transition to a community/customer-orientation.</b>	
<ul style="list-style-type: none"> <li>The concept of community policing is plagued by conceptual confusion, misunderstood and lacks definition. It can be described as a 'hotch potch of unintegrated programmes absent central purpose or theme'.</li> <li>The concept of community has changed from a 'folk-mythic' conception of community that reflects a homogenous group mainly defined by geography and possessing common interests, needs and demands to a diverse and lucrative security environment made up of customers who demand tailor-made policing and stratified crime prevention from a policing organisation that is appropriately structured to provide this service day in and day out.</li> <li>Transition requires a cultural and philosophical transformation - a change in policing paradigm – restructuring – decentralisation of decision making – devolution of power – and an external orientation as opposed to an internal focus.</li> <li>Transition represents an adaptive challenge and adoption of a new value system which generates significant resistance and danger for those who lead.</li> </ul>	<ul style="list-style-type: none"> <li>Gianakis and Davis (1998)</li> <li>Friedman (1996)</li> <li>Ferrandino (2014)</li> <li>Crank and Langworthy (1996)</li> <li>Ponsaers (2001)</li> <li>Moore (1992)</li> <li>Fielding (2005)</li> <li>Quinton and Myhill (2010)</li> <li>Ponsaers (2001)</li> <li>Ferrandino (2012)</li> <li>Brady (2014)</li> <li>Thacher (2001)</li> <li>Lynsky and Heifetz (2002)</li> </ul>
<b>Concept (5) Failure of the police to make the transition and its consequences.</b>	
<ul style="list-style-type: none"> <li>The police do not appear to have the tools within their own discipline to make the transition and have therefore failed to make the required changes showing a culture of indifference to other disciplines that may have provided opportunities to effect the cultural and philosophical transformation required.</li> <li>This has allowed voluntary groups and others who represent the pluralisation of policing to continue to claim market share resulting in the public police who once monopolised the policing environment experiencing organisational decline manifesting in continuing issues of legitimacy and public confidence.</li> </ul>	<ul style="list-style-type: none"> <li>Hughes and Rowe (2007)</li> <li>HMIC 2009b (2008).</li> <li>Quinton and Morris (2008)</li> <li>Maguire and Katz (2002)</li> <li>Friedman (1996)</li> <li>Moore (1992)</li> <li>Skolnick and Bayley (1988)</li> </ul>
<b>Concept (6) Exploring the discipline of marketing as an opportunity for making the transition.</b>	
<ul style="list-style-type: none"> <li>The application of marketing logic to policing issues/phenomenon would appear to have the potential to help police managers to better interpret their problems and construct their strategies.</li> <li>The expansion of the marketing concept to non-business organisations such as policing has been determined to be necessary and appropriate.</li> <li>The application of the marketing concept to other not-for-profit and public sector organisations has had been proven to have had a positive effect on performance.</li> <li>Ongoing societal and organisational changes have created a critical necessity for all organisations to develop an ability to identify, understand and address the expectations and needs of customers and stakeholders in order to achieve sustainable success.</li> </ul>	<ul style="list-style-type: none"> <li>Kotler (1972)</li> <li>Hunt (1976)</li> <li>Webster (2013)</li> <li>Cano et al., (2004)</li> <li>Kohli and Jaworski (1990)</li> <li>Kotler and Levy (1969)</li> <li>Collins et al., (2007)</li> <li>NESC (2012)</li> </ul>

## DMR North Central – Customer-orientation

<ul style="list-style-type: none"> <li>• The dynamic nature of the internal and external environments requires non-business organisations such as policing to acquire the same management skills as business organisations.</li> </ul>	
<b>Concept (7) Implementation of a market-orientation and improved performance.</b>	
<ul style="list-style-type: none"> <li>• The marketing concept is the most fundamental element of modern marketing thought and practice and like the concept of community/customer oriented policing, it underpins the notion that sustainable success is dependent upon identifying, understanding and satisfying the needs and expectations of customers and stakeholders more effectively than others/competitors.</li> <li>• Like community/customer oriented policing, achievement of a market-orientation is also an adaptive challenge that requires a cultural and philosophical transformation.</li> <li>• Deliberate engendering of a market-orientation is possible and controllable by managers and unlike community/customer oriented policing, a Market-orientation has been successfully implemented across a range of business and non-business organisations and consistently shows a positive impact on business performance.</li> </ul>	<ul style="list-style-type: none"> <li>• Kirca et al., (2005)</li> <li>• Kohli et al., (1993)</li> <li>• Narver and Slater (1990)</li> <li>• Dewit and Meyer (2004)</li> <li>• Day (1990)</li> <li>• Narver and Slater (1990)</li> <li>• Menguc and Auh (2008)</li> <li>• Kohli and Jaworski (1990)</li> <li>• Foley and Fahy (2009)</li> </ul>
<b>Concept (8) Market-orientation perspectives and the transition to a customer-orientation.</b>	
<ul style="list-style-type: none"> <li>• Two streams of research and perspectives dominate implementation of the marketing concept (market-orientation) – a cultural perspective and a behavioural perspective.</li> <li>• The cultural perspective focusses on organisational norms and values that encourage behaviours that are consistent with market-orientation.</li> <li>• The behavioural perspective concentrates on organisational activities that are related to the generation, dissemination and responsiveness to market intelligence.</li> <li>• There appears to be a symbiotic relationship between the cultural and behavioural perspectives.</li> <li>• Customer/stakeholder focus appears to be the central element of market-orientation.</li> <li>• It appears that it is essential to focus on those key stakeholders and clients whose support is needed in order to service the customers or end users effectively.</li> <li>• In the not-for-profit and public sector, the objective analogous to profit is survival – you must satisfy all key stakeholders in the long-run.</li> <li>• Strong leadership and a long-run investment are required for a market-orientation.</li> <li>• Customer-orientation and market-orientation appear to be interchangeable concepts.</li> </ul>	<ul style="list-style-type: none"> <li>• Narver and Slater (1990)</li> <li>• Kohli and Jaworski (1990)</li> <li>• Kirca et al., (2005)</li> <li>• Deshpande et al., (1993)</li> <li>• Kotler and Levy (1969)</li> <li>• Hax and Wilde (2001)</li> <li>• Theoharakis and Hooley (2008)</li> <li>• Day (1993)</li> <li>• Tournois (2013)</li> </ul>
<b>Concept (9) Effecting the transition – The behavioural perspective</b>	
<ul style="list-style-type: none"> <li>• Adoption of a market-orientation reflects a conscious choice of strategy designed to bring about improved outcomes for customers in order to bring about an improved position for the organisation in the operating environment.</li> <li>• Orientation represents important elements of the firm's culture and philosophy, and governs firm-stakeholder interactions.</li> <li>• In terms of implementing and operationalising a market/customer-orientation, the behavioural perspective of Kohli and Jaworski (1990) can be seen to have focused on specific activities, systems and/or processes as opposed to policy statements or philosophical aspirations thereby providing for practical application.</li> <li>• Evidence indicates that implementation will be affected by antecedents that will either enhance or impede implementation but that these are again controllable by managers.</li> </ul>	<ul style="list-style-type: none"> <li>• Foley and Fahy (2009)</li> <li>• Kohli and Jaworski (1990)</li> <li>• Dewit and Meyer (2004)</li> <li>• Zolfagharian and Cortes (2010)</li> </ul>
<b>Concept (10) Antecedents of a behavioural market-orientation.</b>	
<ul style="list-style-type: none"> <li>• Antecedents appear to be hierarchically ordered into three categories – Individual (Senior Management Factors) – Intergroup (Interdepartmental Dynamics) – Organisational (Organisational Systems).</li> <li>• The focus on structures, systems and processes, appears to mean a focus on those structures, systems and processes that link the outside-in and inside-out capabilities that are required to achieve the integrated, interrelated and interdependent nature of the behavioural market-orientation construct as outlined by Kohli and Jaworski (1990).</li> <li>• Evidence suggests that, the criticality of senior management factors requires that a certain cultural orientation must first exist within the senior management team in order to create the willingness, desire and/or commitment to develop the other two categories.</li> </ul>	<ul style="list-style-type: none"> <li>• Kohli and Jaworski (1990)</li> <li>• Dubihela and Dhurup (2015)</li> </ul>
<b>Concept (11) Potential consequences of a market-orientation.</b>	
<ul style="list-style-type: none"> <li>• Achievement of a market-orientation potentially creates an alignment of effort between activities and projects of individuals and departments resulting in superior performance.</li> <li>• Enhanced commitment to the customer.</li> <li>• Improved esprit de corps among employees.</li> <li>• Feeling of pride in the organisation.</li> <li>• Improved feeling of worth and worthwhile contribution.</li> <li>• Higher levels of job satisfaction.</li> <li>• Better quality of service to customers and stakeholders.</li> </ul>	<ul style="list-style-type: none"> <li>• Kohli and Jaworski (1990)</li> <li>• Narver and Slater (1990)</li> </ul>

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<ul style="list-style-type: none"> <li>• Improved customer perceptions of the organisation and its employees.</li> <li>• More satisfied customers and positive feedback.</li> </ul>	
<b>Concept (12) MARKOR as a measure of market-orientation.</b>	
<ul style="list-style-type: none"> <li>• The MARKOR metric appears to be accepted as providing a focus on activities that are required to be active in a SBU if it is to be considered as being market oriented.</li> <li>• Additional confirmatory measures such as company records/reports and interviews with key informants are recommended to provide a more robust measure of market-orientation.</li> </ul>	<ul style="list-style-type: none"> <li>• Narver and Slater (1990)</li> <li>• Kohli and Jaworski (1990)</li> <li>• Kohli et al., (1993)</li> <li>• Tournois (2013)</li> </ul>
<b>Concept (13) Deliberate engendering of a market-orientation.</b>	
<ul style="list-style-type: none"> <li>• A Framework of key elements and actions associated with deliberate engendering of a market-orientation can be developed and should include:</li> <li>• Senior management mind-set; strategy; structure; systems; capabilities; metrics; feedback; dynamic environmental scanning and analysis, continuous improvement.</li> </ul>	<ul style="list-style-type: none"> <li>• Leahy (2016)</li> </ul>
<b>Concept (14) Research in this context tends to be logical empiricist in orientation.</b>	
<ul style="list-style-type: none"> <li>• The market-orientation performance relationship has been subjected to considerable research since the seminal works of Narver and Slater (1990) and Kohli and Jaworski (1990).</li> <li>• A logical empiricist philosophy and a quantitative approach dominates research associated with the investigation of the relationship between market-orientation and business performance.</li> <li>• This may be at variance with the broadening of the marketing concept and with the philosophical debate which indicates a move towards a deeper understanding of phenomena under investigation.</li> <li>• As the aim of the current research is to produce insight, a qualitative approach in the form of a case study is deemed to be appropriate as this facilitates a deeper insight into the human behaviour which can ultimately be used in practical application to address real organisational issues.</li> <li>• Quantitative research may be appropriate to support and/or triangulate the qualitative research.</li> </ul>	<ul style="list-style-type: none"> <li>• Hanson and Grimmer (2007)</li> <li>• Kumar et al., (2002)</li> </ul>