



# Universitetet i Stavanger

“The new police organization through the eyes of the employees”

Masteroppgave i Endringsledelse

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**MASTERGRADSSTUDIUM I**

**ENDRINGSLEDELSE**

**MASTEROPPGAVE**

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**SEMESTER:**

Vår 2017

---

**FORFATTER:**

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**TITTEL PÅ MASTEROPPGAVE:**

“The new police organization through the eyes of the employees”

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**EMNEORD/STIKKORD:**

Reorganisering, endringsprosess, endringsledelse, styringsverktøy, mål, effekter, ressurser.

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**SIDETALL:**

66 (Inkludert referanser og vedlegg)

**STAVANGER 13. juli 2017**

## Acknowledgements

This thesis is my final project during my two year long master degree in change management at the University of Stavanger, and a five year long journey of studies has reached its end.

First and foremost I wish to grant a huge thank you to all of my informants within the Swedish Police Authority, thank you for taking valuable time to meet with me and give me your thoughts and opinions. Another big thank you to my source within the authority for helping me to establish contact with the informants. I would also want to give thanks to my supervisor Odd Einar Olsen, who encouraged me to get through the difficult times with good advices reminded me that my work is good.

At last, enormous thanks to my family who supported me with love and encouragement through a total of five years of studies, to my dearest friends for supporting me and cheering on me when times were tuff, and finally to my amazing fellow students who made these past two years a blast.

Thank you!

Madelene Nicolas

Sandnes, July 13<sup>th</sup>, 2017.

## Abstract

**Title:** “The new police organization through the eyes of the employees”

**Author:** Madelene Nicolas

**Background:** The Swedish Agency for Public Management (Statskontoret) argue that it is too early to assess the reform’s impact on the operational work, in this paper I wish to look on the implementation and the usage of management tools and goals during a change process within the Swedish Police Authority and the effect of the reorganization in one of the new regions. The reform has been put in a negative light by the media, as well as by many of the employees in the police force. In general the reform has been called a failure so far, but is it really?

**Aim:** The aim of this study is to investigate how the implementation of the new organization has affected the employees in the Swedish Police Authority and how they experience the usage of goals as a management tool.

**Methodology:** The study has a qualitative research strategy. The study is based on seven semi-structured interviews with addition of other researches made on the same subject. It can be classified as a comparative case study.

**Conclusion:** The study shows that the employees in general have a positive attitude towards the new organization and can understand why there was a need for change and stood positive for it to be done. They however feel that there are still some obstacles in form of shortage of resources to be able to fully succeed with the aim to reach the goals. The informants I met all gave the impression of being loyal to their organization and contribute with their own resources and working towards the official goals.

**Keywords:** Reorganization, change process, change management, management tools, goals, effects, resources.

## Abstrakt

**Tittel:** "Den nye politiorganisasjonen gjennom øynene til de ansatte"

**Forfatter:** Madelene Nicolas

**Bakgrunn:** Statskontoret hevder at det er for tidlig å vurdere reformens innvirkning på det operasjonelle arbeidet. I denne oppgaven ønsker jeg å se på implementeringen, bruken av styringsverktøy og mål i løpet av endringsprosessen innen den Svenske Politimyndigheten, og effekten av reorganisering i en av de nye regionene. Reformen har blitt satt i dårlig lys av media, så vel som av mange av politiets ansatte. Reformen har på generelt grunnlag blitt sett på som en fiasko, men er den virkelig det?

**Mål:** Målet med studien er å undersøke hvordan implementeringen av den nye organisasjonen har påvirket ansatte i den Svenske politimyndigheten, og hvordan de opplever bruken av mål som et styringsverktøy.

**Metodologi:** Studien har en kvalitativ forskningsstrategi. Studien er bygget på syv semi strukturerte intervjuer i tillegg til hva andre forskere har funnet innen samme emne. Det kan klassifiseres som et komparativt casestudie.

**Konklusjon:** Studien viser at ansatte generelt sett har en positiv holdning til den nye organisasjonen og har forståelse for hvorfor endringer var nødvendige. De føler imidlertid at det er krevende å nå alle målene, da reformen har noen hindringer i form av mangel på ressurser. Alle informantene jeg møtte gav et inntrykk av å være lojale mot deres organisasjon, og at de på hver sin måte og sine ressurser jobbet mot å nå de offisielle målene.

**Nøkkelord:** Reorganisering, endringsprosess, endringsledelse, styringsverktøy, mål, effekter, ressurser.

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## 1. Introduction

The reason with the reform is to create a clearer management and better conditions for higher quality, increased cost efficiency, higher flexibility and improved results in the police operations. All the employees will be involved and engaged in the work with the reorganization to become a cohesive authority. Special attention will be at the change management the following years. A success is that through an active, member driven development work, create an understanding for, and participation in the ongoing developments. The Swedish Police Authority should reflect the diversity in the society and cherish the competence that the diversity brings. Respect for everyone's equal value shall characterize the work of the Swedish Police Authority (Polismyndigheten, 2016a).

*“The police’s mission is to reduce crime and increase security in society. People should feel safe where they live. Therefore, the police are involved in everything from violent crime, traffic violations and fraud to harassment, drug offenses and gross organized crime. The police investigate crime and work preventive to prevent new crimes.”*

(Polismyndigheten, 2016b)

### 1.1 Background for Choice of Topic

As the society is a dynamic institution, so the governments, departments and authorities have to be as well. But is this really a reason to perform reorganization in one of the largest authorities in Sweden? According to Marleen Brans there is no evidence that explain why the reorganizations take place when they do (Brans, 1992). By the 1<sup>st</sup>. of January 2015 the Swedish Police Authority was reorganized into one authority. This reorganization seems to have a large influence on both the organization and the Swedish citizens which is why this relevant topic was an interesting choice for me. Researchers like Bo Wennström and Stefan Holgersson are a few of the people discussing the reform and has written about it in several contexts and forums. During the 20' century has the organization structures been changed and influenced by many prominent theorist and scientists (Meyer and Rowan, 1977; DiMaggio and Powell, 1983, 1991). During the past two decades the neo institutional tradition has been taking more room and introducing theories like New Public Management which brought the private sector thinking like the public sector (Kjell Arne Røvik, 2014, p. 25). As part of this wave of reforms, Sweden 1988 introduced target and performance management in public administration (Styreutredningen, 2007). Targeting means that the overall goals formulated by

the government form the basis for managing the organization and focusing on results and goal fulfillment rather than controlling in detail how the work is performed. Fundamental in goal management is that there are key figures created based on the organization's goals that are reported to the government. In the context of NPM-inspired thinking, the term "customer" has gained importance, and the public sector chooses to consider the users of the services produced as customers to a greater extent (Almqvist, 2006). Within the organizational theory the change management has a big role, and there is an endless row of publications written on this theme, some of the most prominent contributors being Karl Weick, Robert Quinn, Kurt Lewin and from a Scandinavian perspective Kjell Arne Røvik.

## 1.2 Problem to be Addressed

The Swedish Agency for Public Management argue that it is too early to assess the reform's impact on the operational work, in this paper I wish to look on the implementation and the usage of management tools and goals during a change process within the Swedish Police Authority and the effect of the reorganization in one of the eight new regions. The reform has been put in a negative light by the media, as well as by many of the employees in the police force. In general the reform has been called a failure so far, but is it really? (Statskontoret, 2010)

## 1.3 Research Questions

The purpose of the thesis is to investigate; *how the employees in the Swedish Police Authority experience the new organization and the usage of goals as a management tool?* In order to achieve the aim, the study is based on the following research questions:

- How did the police experience the implementation of the new organization?
- How do the police define the goals and implement them in their daily work?
- How do the police experience the management tools used to reach the official goals?

## 1.4 Relevant Research

The proposals in recent decades about a changed organization and activities for the police have been impressed and influenced by international experience and police research. According to these, the police can not only influence the use of increased resources for traditional and reactive police work. Instead, the activities should focus on trying to prevent crime and order problems through a problem-oriented approach in cooperation with others in the local community. The state police directives emphasize that the local police should prioritize action against everyday crime, that is, such crimes that affect a relatively large

proportion of the population, and which are preferably committed at the local level (Brottsförebyggande rådet, 1999, p. 13).

There are some questions about how big the effect from the reorganization is, and how it's affecting the society and the operational work that the police force perform. Statskontoret (The Swedish Agency for Public Management) is the Government's organisation for analyses and evaluations of state and state-funded activities. They received the task of looking into the reorganization. The investigation will be divided in three parts; the first one was released in the last quarter of 2016. In the first report they look on the implementation, nationwide. There has been a lot of criticism directed by the Swedish media, individual police officers and by union members, towards the way the reorganization has been performed. The critique is mostly directed to the government and the decision to make Dan Eliasson chief of Police. Some of the critique regards the matter of politics and that the reorganization not really is a reorganization more than taking an already existing, non effective, concept and re-naming it (Sondell, 2015).

### **1.5 Structure of this Research**

There is a lot that can be discussed when it comes to implementing changes in an organization. This study has chosen to be focused on the implementation and management tools in the eyes of the employees in a specific region within the Swedish Police Authority.

The thesis is divided into five main chapters with subchapters, there is also an introduction and a conclusion. In chapter 2 the context is presented and there will be an introduction of the history of the police in Sweden, as well as a picture of how it looks today and the plan with the reform. In the theory chapter will present relevant theory and research about change processes and implementation of ideas, as well as usage of management tools and organizational perspectives among other. Chapter 4 discloses the used methods in connection with the study. Chapter 5 discloses the findings and chapter 6 are an analysis and discussion of the finding in the light of the theory presented in chapter 3. The final chapter is a concluding summary and conclusion of the main findings of the research and what may be relevant for further research will be presented.

## 2. Context

The Swedish Police Authority, here after SPA, consists of about 28 500 employees. Within the SPA about 20 000 of the employees are police officers. From the 1<sup>st</sup> of January 2015, all of the former 21 police authorities, where changed into one national collective authority, SPA (Polismuseet, 2016).

### 2.1 When several become one - the benefit of one authority

Between 1994 and 2010 there have been changes in 12 of the largest organizations in Sweden, from being several authorities, authority groups, to become an “enmyndighet” – one authority. The organizations affected by the reforms are large and complex organizations, with a wide geographical spread between the branches. The Swedish Police Authority were one of the organizations that hadn't gone through with this kind of changes, but there was during a long period of time a pressure on the SPA to do the same in order to increase the effectiveness and improve the steering. These are as well the main arguments from the government before reforming the organizations, as well as reach an increased flexibility in the operations and a more effective use of resources, improve the legal certainty and unity. It was also motivated by, but not as a core reason, that the service to the citizens would improve. To succeed with a reform of these proportions, and reach the results wanted from the government, it takes a lot of persistence in the reform work. From a governmental perspective it is important to have continuity in the steering to signal that the reforms and results are a priority for them. One purpose with reorganize like this is the uncertainties about responsibilities and authorities with no overall function. To reorganize to one authority needs some basic prerequisites, for example regarding the management and follow up of the operations. Factors like the characteristics of the organization, the management and culture plays a big part in how the reforms turn out. One authority can solve some problems, but it is not the answer to everything. An organization that does not have any problems does not get better automatically just because it is reorganized to one authority.

A big possibility that opens up when reorganizing is being able to move resources across the country to where ever it is most needed at the moment. This can lead to more workload as well as befriend the development within the cities and the sparsely populated areas. There are some limitations with this if there is a decreased ability to adapt, even if flexibility was one of the reasons for the reform. For example; if an organization both focus and specializes and at the same time decrease the possibilities to move staff between geographical areas and units, since the questioned expertise only exists in a few places (Statskontoret, 2010).

## 2.2 History

It was in the 18<sup>th</sup> century that the Police force started to take form, by that time their tasks were being in control of law and order as well as fire surveillance. A growth in population, the industrialism, and the increasing political demonstrations, in the middle of the 19<sup>th</sup> century led to the development of a public order police in the cities. They developed a district police with officers working in regions, and for the first time the police became a profession and the organization were led by a police chief, the city fiscal or the mayor. In the first half of 1960, the government decided to make the organization a part of the public sector, up to this point they had been run in a municipal level. With this change the number of districts decreased from more than 500 to 119. “Rikspolisstyrelsen” is formed to be a collective authority for the police organization. Up to 2015 the organization consisted of 21 authorities that reflect the 21 counties in Sweden.

150 years ago the requirements to become a police officer looked different from today. In those days you had to be a man, minimum 170 cm, in a good physical shape, being able to read and write as well as having a calm sense, and have “all your horses in the stable”. It was not until 1957 that women were welcome to work as a police, and even got to perform the same tasks as the men. There was however a difference in the equipment; the women had a baton and the men a saber. One main aspect in the education was the location; it was of great importance that the aspirant should be very familiar with important streets and addresses to be able to assist the public. The union “Svenska Polisförbundet” was formed in 1903, and in 1904 a member of the government handed in a motion regarding a common police law for the nation (Polismuseet, 2016).

## 2.3 The 90’s Community policing (“Närpolisreformen”)

The development towards a rooted police operation and organization is going on in several countries all over the world. During the 1990’s there was a reform within the Swedish police. The reform meant that the police work should instead of being reactive and event-driven, become more focused on crime prevention. The goal for the reform was to make the organization and the operation more locally adapted, so one of the changes was to centralize the operations by cutting down the districts authorities. At this time there were still 118 police districts that should become 21 (Brottsförebyggande rådet, 1999, p. 5). Their duties should therefore be adapted to the local area and conditions (Brottsförebyggande rådet, 1999, p. 13).

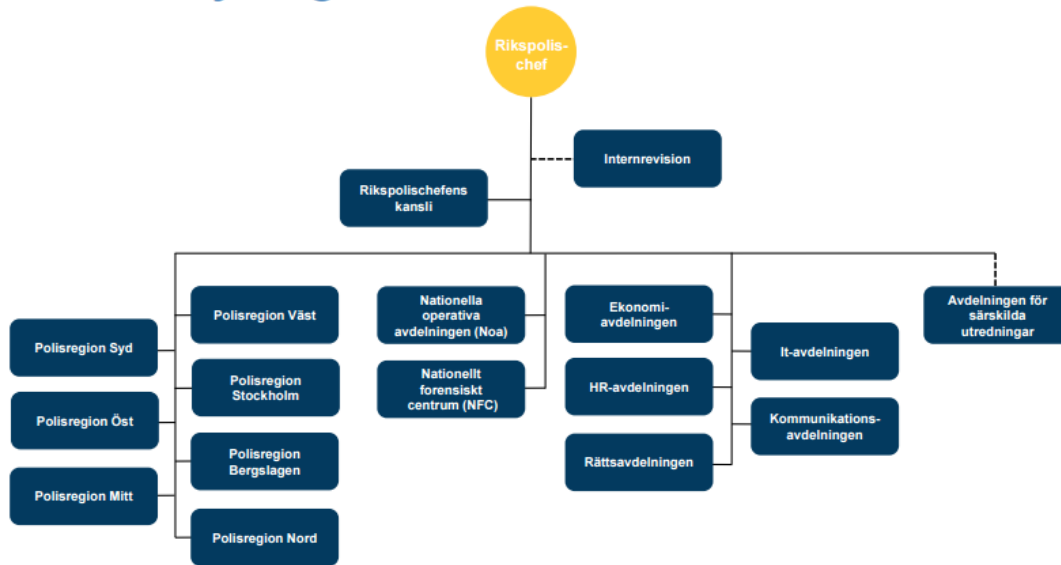
Community policing and problem-oriented policing is something that is influenced by American conditions and the expressions are used even outside the English speaking areas. But to define what it means is not an easy assignment. Some mean that community policing in first place is local based crime prevention program, while others stress it as a particular form of organization structure. Bayley (1994), Goldstein (1990) uses four themes, these can be used to describe the community police operations; consultation, adaption, mobilizing and problem solving. Consultation means that the police regularly and systematically ask the citizens what their needs and requests are and how the police can contribute to fulfill them in an efficient way. Adaption means that the decisions made, concerning how the resources should be distributed to agree with the needs in the concerned areas, gets decentralized. Mobilization means an active participation from the police, the public and the local authorities when it comes to identify local issues. At last, problem solving, meaning that by remedy the conditions that generates the crimes and disorders that creates insecurity. In Sweden, the starting point is that the community police operations should conduct problem orientated work within a geographical limited area. So instead of being reactive they focus on being proactive and work with long-term goals. This means that they had to chart and analyze the reasons to criminality and other problems, and from point, together with the local citizens continue to form actions. To get knowledge if the actions were successful and effective an important aspect in the process is to follow up and evaluate them.

### 2.3.1 “Pinnjakt” – the hunt for statistics

In the old organization Rikspolisstyrelsen used to create a number of goals that were distributed among the 21 police authorities, and down to district level. These goals were for example how many notifications about narcotics and order fines that got reported, how many breath tests that should be performed and how many cases of acquisitive that should be handed to the prosecutor (Josefin Sköld, 2012). An example of a situation is when the police were encouraged to be creative and the solution was to report thirty seized cannabis plants as thirty cases of narcotic crimes (Emma Eneström, 2015). In other words, “pinnjakt”, prioritized quantity over quality.

## 2.4 The New Authority

# Polismyndigheten



Polisen

Figure 1. Organization map over the new organization by 2015. (Polisen, 2017)

The national chief of police, Dan Eliasson, is the chief of police since January 2015. He has a background in different authority work and has worked with big organizational reforms before he entered his position within the SPA.

The seven regions consist of 27 police districts, and 99 local police areas. The idea with having local police areas is to create a base for the operation with effective line of decisions and have a well functioned police force. With the new organization the idea is to strengthen the local police work and give them enough resources and mandate to make decisions in a local level and stay, physically and technological, close to the citizens. The principle idea is that all police operations should be driven within the local police area, unless there are any reasons not too, a reason could be operations that demands any special skills or competence that is not available in the local area.

The operational system is built in a way so the local areas can work together if needed, and make sure that intervention activities will be maintained all hours of the day. Within the local areas the investigation operations should be done by them self's, also all the preliminary investigations led by SPA that the region or district is responsible for. The local police should have resources to, and be able to work with serious and organized crime in a local perspective, as well as traffic issues and safety. They should be able to create safety in the

society and work with crime prevention tasks, with juvenile delinquency and crime victim support. In addition there should be external police in every local area, and in all vulnerable or problematic areas there should be a minimum of one police officer per 5 000 citizen (Polisen, 2017).

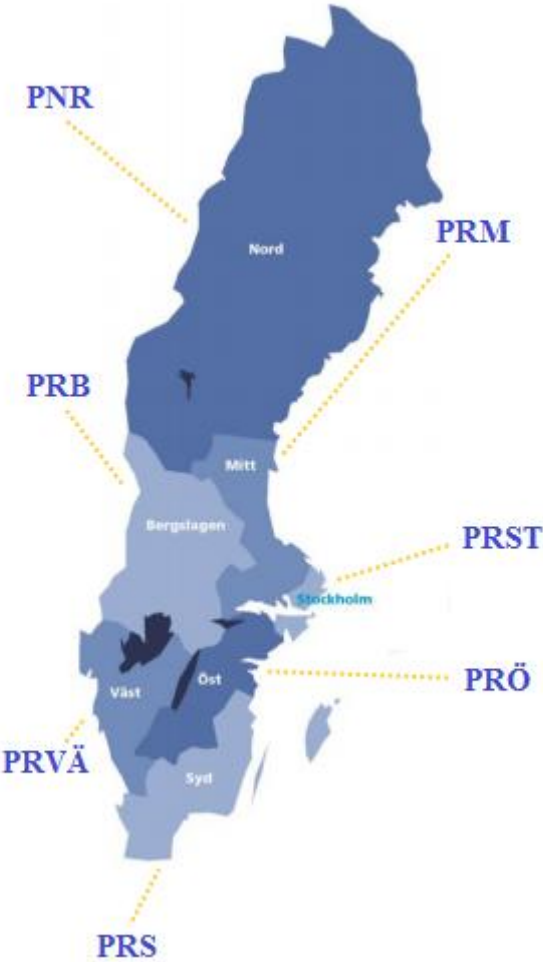


Figure 2. Shows the regions and their acronyms.(Polisen, 2017)

Every police district has the responsibility to lead, coordinate, follow up and analyze the operations in the district. They should at all hours be able to lead the operations and proceed with initial investigative measures. There should also be investigators on district levels. The manager of the region has responsibility to produce results, which means that the effects of the work is continuously followed up and evaluated so it can be used for further planning and priorities of the operations.

The police region also has some requirements to active support to the work of national safety and the development work. The operative unit in the region has the responsibility for the



regional crisis management. Every local police area has a council with members that possesses party political experience with a wide network in the society. Their role is to be involved in the organization and be able to get information and give advice about the operative work. In every region these functions should be present; a tactical room and contact center, strategic and operative management groups, and there should also be competence within economics, HR, communications and law (Polisen, 2017).

## 2.5 Goals

The new organization kept the old official goals which are; Increase the safety, and decrease the crime in the society. The overall purpose with the reform is that the reorganization should create opportunities for a better result and higher quality in the police work. This should be done through:

1. Improved ability to intervene against crimes and disorder
2. Improved ability to investigate crime
3. Clearer management
4. Greater uniformity
5. More efficient use of resource
6. Greater flexibility
7. Better accessibility
8. Better contact with the citizen

(Statskontoret, 2016b, p. 5)

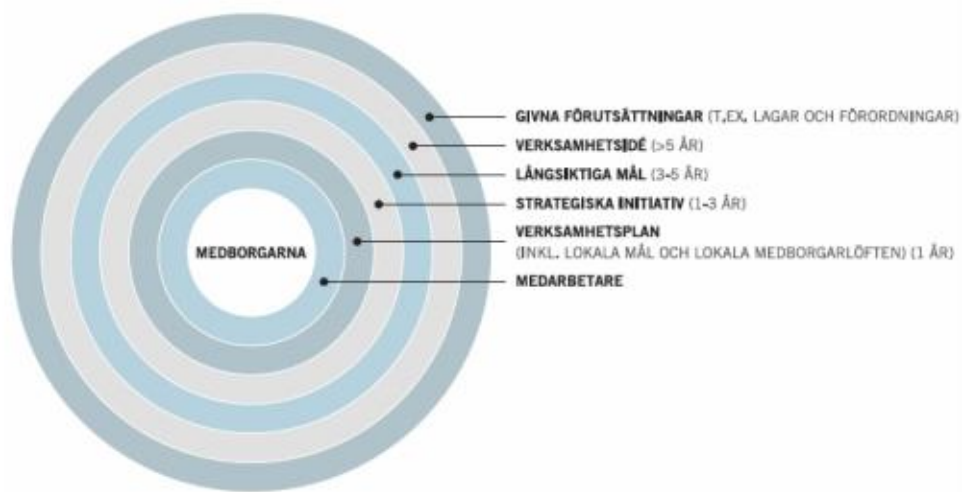
In addition to the official goals and the operational goals the police have something they call “citizen’s promises”. These promises are made for the police to come closer to the citizens. They are a development and reinforcement of the collaborative agreements that already existed before the reform. The citizens promises shall involve and be directed directly to the citizens in the municipality. The promises shall be a management model that is created in a process which shall create value. The promises shall include an engagement from the police regarding the local problems, in other words; contribute to safety and increased trust for the police. The citizen’s promises shall be based on the local situational awareness and be designed as specified actions that should be performed frequently and they will last for a year (Statskontoret, 2016a, p. 56).

## 2.6 Management

In December 2014, "Polissamordningen" decided on a new management model and management philosophy for the new police authority. The idea of a management philosophy and control model is that they should be constant over time to facilitate the authority's operational planning and create long-term continuity in the ongoing work. The management philosophy is to combine top and bottom perspective. The police authority's management philosophy is based on five points, each of which takes its starting point in the objectives of the new authority:

- One police authority
- The entirety before the parts
- Building both from below and on the whole
- Responsibility delegated to employees
- Employee-driven development

The management philosophy captures the dual changes that the reorganization will lead to: changes of both resources and decision-makers will bring the police closer to the citizens. At the same time, stronger national leadership and governance will contribute to greater consistency, mainly regarding organizational structure, responsibilities and tasks, working methods, employer policies and positions. The Police Authority's management model is presented as a target with citizens and employees at the center, to reinforce the image of bringing the police closer to the citizens. The outer limits are the requirements imposed on the police in constitution. Amongst other things, it is stated that the Police Authority should decide on an annual business plan and goals with different time horizons (Statskontoret, 2016a, p. 27).



*Figure 3. The Police Authority's management model. (Statskontoret, 2016a, p. 28)*

A model for operational evaluation is under development. The police authority has begun development work to bring out a new structure for the agency's target and performance structure and how the follow-up will look. The ambition is to develop the ability to follow up with more qualitative methods and focus on effectiveness measures, such as safety investigations. Until the new operational follow-up model is completed, the same measure is used as for the former police organization, supplemented with, for example, measures for the number of civilian dialogues and citizen promises (Statskontoret, 2016a, p. 32).

### 3. Theoretical framework

#### 3.1 Choice of Theory

Through this chapter will present the theoretical framework for the study. The chapter is divided into seven sections. Initially, an account of changes in large organizations is given including some history of what lay ground for many of today's organizational theories, such as Taylorism. In the following sectors there will be a presentation of the New Public Management and the Rational Perspective as well as the Institutional Perspective. The latter two is used to get an understanding and comparison of how organizations can look. There will also be focus on the how to implement changes and how to reach the goals the organization has put and how the culture within the organizations can affect the changes. The final sectors disclose the usage of recourses and how to use different management tools to reach best results.

#### 3.2 Change Process in Large Organizations

##### 3.2.1 Organizations

In 1983 the political scientist Graham Allison explained the difference between public organizations and private organizations. First; their interest separates since public organizations needs to take larger responsibility to a broader aspect of goals and values. Second; he argues that management in public organizations has responsibility for the citizens and voters more than shareholders and other interests groups, and there is a larger focus on openness, equality, impartiality and predictability (Christensen et. al.,2015, p. 15).

Christensen et. al., argue that the management policy from today has to operate with a concept that presupposes that it is possible to delineate each organizations from other organizations. It is showed that there is a need to specify each organizations means and results, and since many types of organizations cross into each other, there was a need for organization forms that could break down the borders between the organizations, and instead create a kind of network structure and "whole of government" solutions. A consequence of this is that the borders becomes unclear and makes it difficult to specify clear goals for each organization and identify the single organizations results separately (Christensen et. al.,2015, p. 17).

Further on Christensen et. al. state that "*All institutions are organizations, but not all organizations are institutions*". By that they mean that organizations will have different levels of institutional features. They talk about two perspectives, the *rational* or *instrumental* and the *institutional* perspective. The rational perspective is described as "consequence logic", based

on rationality where one tries to anticipate the future consequences based on the taken action. In the rational perspective the goals are given from the management and politics play a large part in how to find the right tools to reach them.

Within the institutional perspective there are two angles, the culture perspective and myth perspective. They are based on “logic about it appropriate”, meaning that one act out of experience from what has been working well previously or what will experience as fair and acceptable in the environment the organization operates in (Christensen et. al.,2015, p. 14).

### 3.2.2 Reform or reorganization?

There is a difference between reforms and organizational changes. A reform means active and conscious attempts from political and administrative actors to change structural or cultural features within the organization. Changes on the other hand are a more comprehensive expression that also includes conversions that are not planned through conscious actions. Not all changes are results from reforms, and a reform does not always lead to changes (Christensen et. al.,2015, p. 152). Results from research shows that reorganizations are complex processes, with many actors involved and intertwined processes that affect the outcome (Ericsson, 2016, p. 6). And even if this is known, most often a linear model with step-by-step changes is used when reforms are planned from the outside. The consequences are that the reforms normally take much longer time to follow through, and costs a lot more than planned. From the start it looks like a well planned, effective and rational process, but after a while it becomes like a straitjacket and works like an obstacle. It is getting harder to take consideration to the actor’s different needs. This comes from the need the management and boards has to appear like efficient and rational decision makers, which in its turn makes the reform seem a lot more rapid, easier and cheaper than it actually is. Another explanation to the lack of success of goal completion, are the questions about time, cost and efficiency. The latter depends among other things on who made the definitions of goals, if it was the authority management, the investigator, a consult, the government or the employees (Ericsson, 2016, pp. 6-7).

### 3.2.2 Change through history

When going through with organizational changes there are different approaches to choose from. For one there is the psychologist Kurt Lewin’s “Model of change”, which in an understandable way explains the different steps the organization needs to go through to reach changes. The model can be summarized as unfreeze, change, freeze, which is just that. With

this model Lewin means that the distinct stages as process of change will prepare for what's coming and manage the transition, but first of all there needs to be an understanding of why the change must take place (Karl E. Weick & Robert E. Quinn, 1999) *“Motivation for change must be generated before change can occur. One must be helped to re-examine many cherished assumptions about oneself and one's relation to others”* Kurt Lewin (Mindtools).

Weick and Quinn follow up on the argument made by Dunphy 1996, which is; if people just had done their job right from the beginning, change would not be necessary, and that *“planned change is usually triggered by the failure of people to create continuously adaptive organizations”* (Weick & Quinn, 1999, p. 362). For public organizations change is not a new phenomenon, but traceable back to the mid 1900<sup>th</sup> century (Christensen et. al., 2015, p. 152). In Sweden the largest growth of reorganizations and reforms took place in the late 1990's (Per Læg Reid & Ove K. Pedersen, 1999, p. 151). It was in the end of the 1900<sup>th</sup> century and in the beginning of the past century, that two new empirical phenomenon's appeared on the organizational map, the corporations and the public bureaucracy and many of the smaller business moves from the country side into the cities and become a part of the larger fabrics (Ericsson, 2016, p. 22). With this the “administrative school” by Henri Fayol (1841-1925) appears, and brings some principals of rational administration with it, a few of the principals being unified command, ongoing reporting and centralization.

Although Fayol played a part in this field, Frederick Winslow Taylor (1856-1915) became the man who put his name on the “rationalization movement” or “Taylorism” as it came to be called (Ericsson, 2016, p. 23). Ericsson continues to describe Taylorism, where Taylor relates to a fabric he studied, and saw the way the workers performed their tasks. He noticed that the workers did not follow any specific rules of performance, just did the work in their own way. This triggered Taylor and he meant that it was a really inefficient way to work, and unethical from the management to let the work vulgarize like that. He argued that the management needs to take their responsibility and do what they are suitable to do, design and lead the work. *“It is clear that in most cases there is a sort of man who plans the work in advance, and a completely different man that performs the work”* (freely translated from Ericsson, 2016, p. 23). Taylor laid the ground, and principals for some of the organizational theories visions, heuristics gets replaced by methods based on scientific studies of how the work gets most efficient and can be performed. He wanted to specify after function and give detailed work instructions which should be followed up with performance surveillance. He wanted to use scientific methods for recruitment and education of employees to get the right man at the right

place, as well as so called time and motion study men, a specific category of employees that are suitable and trained to, in a scientific way, study, plan, coordinate, lead and monitor the work (Ericsson, 2016, p. 24). Taylors ideas where implemented in the mass production, and especially prominent in the “Fordism”, which is a high water mark in the Industrial Revolution (Scott and Davis, 2014, p. 42). The methods arising from Taylor was not only restricted to manufacturing, we can see them even today whenever we visit a fast-food restaurant. But there are some disquieted around the methods since workers tend to resist to time-study procedures and having to standardize every aspect of performance (Scott and Davis, 2014, p. 43).

Within the Human Relations era there was some critique towards Taylor’s theories. Roethlisberger and Dickson (Ericsson, 2016, p. 27) argue that it is the actual presence of the researchers that improved the results in the example with the Hawthorne factory, and it did not have anything to do with the lightening in the fabric. At this time the individual performance appeared less important than the collective performance and instead of “pointing with the whole hand” to increase productivity, they implemented face to face counseling. They also questioned the type of surveillance that Taylor meant was successful, and meant that Taylorism just leads to illness, and saw the need for new work methods including supporting management (Ericsson, 2016, p. 27).

In a political perspective a central assumption is that organizational initiatives almost always are political. Another assumption is that resistance towards organizational initiatives mobilizes when it does not lead to a decision of distribution or re-distribution of limited resources. This means that the political perspective can be seen as a procedurally perspective, which questions the rationality movement. Leadership is seen as a matter of political skills and a sort of artisanal improvisation ability which make it possible to move through resistance and conflicts, rather than matter of engineering analysis and forecasting skills (Ericsson, 2016, p. 30).

### **3.3 New Public Management**

New Public Management (NPM) reflects changed ideological ideas about the organization and functioning of public organizations, with profound ensuing effects across the public sector, regardless of what services are produced and regardless of how this happens. Contract Management, Management by Objective, outsourcing and benchmarking are some of the prescription for organizational structure and processes (Nielsen, 2005, p. 249). During the

past three decades there has been a larger focus on making the public sector more efficient and citizen-friendly. A question raised associated with this is how the reforms can be delivered successfully and how the changes can be made to last. But to reach a sustainable and long lasting change is it necessary to have a full involvement of all stakeholders during the implementation (Jan Ole Vanebo and Alex Murdock, 2013, p. 213). The New Public Management (from here NPM) made its entrance in the end of the 1980's, the concept was founded by Christopher Hood, and is a group of modernization ideas for the public sector, inspired by the private sector (Kjell Arne Røvik, 2014, p. 34).

Hood wrote an article "*A Public Management For All Seasons*", 1991, where he points out seven characteristics within the NPM era.

- The first one is "*Hands-on professional management*", meaning a firm implementation of management into the public sector, a clearer, more visible and arbitrary management through mandate given to some people within the organizational hierarchy.
- The second "*Explicit standards and measures of performance*", measuring through quantifying goals that was possible to compare performance to, to see if they were doing good or not.
- The third "*Greater emphasis on output controls*", the purpose being to shift to a control on output is to focus on the results rather than the process itself within the organization.
- The fourth characteristic "*Shift to disaggregation of units in the public sector*", meaning that big monolithic organizations were broken down to smaller and decentralized units.
- The fifth "*Shift to greater competition in public sector*" means that through competition get a situation where single public organizations could end up in a position where they could lower their costs and still be able to offer their services.
- With the sixth characteristic "*Stress on private sector styles of management practice*" Hood means that by introducing NPM there will be more focus on management techniques from the enterprise, for example more flexibility in hiring and rewards, and more usage of PR-techniques.



- The last, and seventh one is "*Stress on greater discipline and parsimony in resource use*", meaning that with NPM comes a greater focus on decreasing direct costs in the operations (Christopher Hood, 1991, pp. 4-5).

In Sweden, the road towards NPM started in the early 1980's, when the "Civildepartment" began to improve the public services and introduced more service orientation into the public administration. With this, the bureaucracy decreased, and an easier and faster user friendly public administration appeared (Christensen & Lægheid, 2002, p. 273).

### 3.4 A Rational Perspective

Within the rational or instrumental perspective there are two variations. The *hierarchy variety* is when the organization is looked at as a tool by the management or the ones responsible to reach the goals. The other is the *negotiation variety*, which means that the organization is a union of subunits and positions that can have conflicting goals and interests. In the later none of the involved actors can reach their goals on their own, and the fall out will be affected by negotiations and compromises between several actors (Christensen et. al.,2015, p. 35). The organization structure is formal, meaning that the expectations attached to the one in the position are impersonal. The norms for what should be done are the same independent if a person is present, and the norms are expressed through position instructions, organization maps and rules (Christensen et. al.,2015, p. 38).

Max Weber (1864-1920) is prominent when it comes to the bureaucracy and he stated "*...what might hold a society together was some sense of authority – that people somehow submitted to the will of others because they believed those others had the right to give orders*" (Chris Grey, 2013, p. 20). According to Weber a bureaucratic organizational form is characterized by hierarchy, labor and routines, but also a coordination that acts together with specializing. In an organization with hierarchy commands and instructions will come from a superior, and through a downward information flow. The information going upward will be reports and case submissions. Hierarchy in a bureaucracy organization is often connected with a career system where members have a desire to climb in rank and get promoted based on skills and performance (Christensen et. al.,2015, p. 38).

The division of labor can be grouped in units or specific positions, which fits an organization that has many routines, rules and procedures of how the work is supposed to be performed, and by who. A contrast to the hierarchal structure is horizontal specialization. With a horizontal specialization, or a flat structure, are there fewer middle managers and the high

level managers come closer to the customers (Christensen et. al.,2015, p. 39). Weber means that there is a strong positive correlation between the position a person has in the hierarchy and his or hers level of technical competence. This may have been the case during Weber's days, when you learned as you lived and worked, but nowadays there are training institutes where you are able to get the same knowledge (Scott and Davis, 2014, p. 51).

When talking about public organizations is it normal to separate them in two categories, the ones with a simple organization structure, and the ones with a complex structure. A simple structure means few positions and units, and with transparent connections between these. The complex structure on the other hand means several levels, many units in each level and many couplings vertically and horizontally. The couplings can be either loose or tight which shows if a structure consists of more or less independent units or tightly integrated. The larger the organization, measured in personnel, the bigger the chance for choosing a complex structure. The complexity in an organization can contribute to fragmentation. Tendencies of this have been seen the past decades in form of devolution, division branding and separation to single profit units. It is showed that public organization that has been fragmented, meaning units becoming streamlined and having only one main task, can create some coordination problems across the organization. A contribute to this has been to fuse organizations to prevent those coordination issues, like in Norway for example, there is the fuse between Aetat and Rikstrygverket which became NAV in 2006 (NSD, 2017) (Christensen et. al.,2015, p. 42).

Organizations can as well be described as being centralized or decentralized, meaning in which level the decisions are being made. In a centralized organization the decisions are made in the "top" and it is expected that the decisions are being followed up in lower levels. Decentralization means processes where decision making authority is moved to lower levels. These two does not have to work as opposites, it is not rare to see them both appear when reorganizing in the public sector (Christensen et. al.,2015, p. 42).

### **3.5 Institutional Perspective**

The institutional perspective within the social science has been expressed through a growth of diversity and has become what is called new institutional theory, with access to all of the "original" disciplines within social science (Nielsen, 2005, p. 12). Institutional theory on the other hand is not a new phenomenon, it had its growth in the beginning end of the 19<sup>th</sup> century (Dimaggio & Powell, 1983), and where used to describe challenges and needs within the institution (Nielsen, 2005, p. 12). The definitions of an institution are many and different.

Thorstein Veblen (1919) defines an institution as; “*Settled habits of thought common to the generality of man*”, and aiming at the established way of thinking, with some spread (Nielsen, 2005, p. 15). Douglas C. North, one of the most prominent within the new institutionalisms, made a different definition; “*The rules of the game in society or...the humanly devised constraints that shape human interaction*” (North, 1991, p. 97). With the definition North mean that institutions can be experienced as the rules of the game for individual’s societal interaction. A third definition, more connected to characteristics and patterns of action, is made by Bob Jessop in 2001; “*Social practices that are regularly and continuously repeated, that are linked to defined roles and social relations, that are sanctioned and maintained by social norms, and have a major significance in the social structure*” (Jessop, 2001, p. 1220).

In the everyday language there is a tendency to mix up institutions and organizations and how they are defined, therefore the definitions of institutions are relatively alike, hence the several definitions of institution (Nielsen, 2005, p. 16). To separate an organization from a institution one can think of to the rule; the effect of an institution as reproduction and the effect of an organization as goal completion (Nielsen, 2005, p. 47).

### 3.5.1 Isomorphism

The new institutional theory includes some features regarding institutional changes. DiMaggio and Powell (1991) highlights the strong tendency towards unification of organizations independent of what is most effective for the individual organization in the specific situation, they call it isomorphism (Nielsen, 2005, p. 246) and define it as follow; “*A constraining process that forces one unit in a population to resemble other units that face the same set of environmental conditions*” (Powell & DiMaggio, 1991, p. 66). The principle of isomorphism was first introduced by human ecologist Amos Hawley (1968), who argued that “*Units subjected to the same environmental conditions...acquire a similar form of organization*” (Scott, 2008, p. 152).

Isomorphism can appear as a result of competition in the market (Scott, 2008, p. 152) (Nielsen, 2005), and from an ecologist perspective it is because organizations were pressured to assume the form best adapted to survival in a particular environment (Scott, 2008, p. 152). In another, more organizational relevant perspective, it can be seen as a result of institutional conditions that are intended thoughts and actions, or what is taken for granted. If it is discovered that some thoughts and actions are suitable, a pressure to adapt these is established (Nielsen, 2005, p. 246).

DiMaggio and Powell identified three forms of institutional isomorphism; *coercive*, *mimetic* and *normative* (Powell & DiMaggio, 1991).

- *Coercive isomorphism* results from formal and informal pressure, and stems from political influence and the problem of legitimacy. In some cases, organizational change is a response to government mandate (Powell & DiMaggio, 1991, p. 67). This means that organizations can be forced to take over specific organization forms, for example when voluntary organizations enter collaboration with governments or other sponsors. This is by others visible in the way the management is run, it becomes a hierarchal management instead of a collective decision making (Nielsen, 2005, p. 246). Coercive isomorphism arises from the resource dependency and need for legitimacy that the organization has (Nielsen, 2005, p. 247).

*“Organizations tend to model themselves after similar organizations in their field that they perceive to be more legitimate or successful”* (Powell & DiMaggio, 1991, p. 70).

- When there is an uncertainty, or when goals are ambiguous organizations can tend to imitate other organizations, *mimetic isomorphism* (Powell & DiMaggio, 1991, p. 69). In situations like that there is no kind of constraint, just an organization choosing the best possible solution for them (Nielsen, 2005, p. 247). This can be done under the influence of consultation firm’s advice, or by employee transfer or turnover (Powell & DiMaggio, 1991, p. 69). The mimetic isomorphism occurs in situations where there is a lack of clear and distinct goals, uncertainty about the productions efficiency and goal completion, and uncertainty about the future consequences from the actions (Nielsen, 2005, p. 247).
- The third kind of isomorphism is the *normative isomorphism*. The normative one is not affected by force or by modeling; this one emerges from the members of the organization and their opinions and socialization. This means that the member’s professions and norms are of great importance. Socialization through education, recruitment, faculty memberships and other types of interaction with peers creates and maintain a mutual professions norm, which brings a grounded pressure for normative isomorphism. The level of profession differs, and not all of them are as strong, and so will the degree of normative isomorphism do. It will be stronger in organizations that is imprinted by strong professions, and that is normally in the public sector rather than

the private sector. Normative isomorphism is founded in professions and of opinion (Nielsen, 2005, p. 247).

Institutional isomorphism makes the organization choose the same solutions as other organizations, independent of what is most suitable relative to the organizations goals. There is however inefficient to chose the organizational structure and internal processes of what the surroundings means is legit, as long as it is not optimal in relations to the organizations goal achievement (Nielsen, 2005, p. 248).

### 3.5.2 Culture

An instrumental organization is more formal with clear goals defined, is it something that reveals over time in an institutional organization and grounded in culture. But even a formal organization can develop some informal goals and values, and when that is done it is called *institutionalized organizations*. The culture within organizations is a hard thing to grasp since it is ingrained into the walls. When trying to understand it, one option is to talk to members within the organization since they are familiar with the features. In official organizations there are some institutional or cultural features that get communicated through physical symbols; the symbols portraits as manifestation for the underlying culture. The American political scientist Charles Goodsell studied this, and saw that official organizations, such as the police for example, often have some kind of authority symbols to signalize a culture of control. And on the contrary; if a public organization has a clear service profile and operates in a competing field, they will have physical symbols or systems that communicates openness and welcoming culture environment characterized by dialogue and support (Mats Alvesson & Stefan Sveningsson, 2008, p. 60).

In organizations, the cultural aspect plays a big role inward as well, it is something that creates common values and meanings between a group of individuals is where the identity comes in, it is important that the members can identify them self with the organization for it to be able to create a distinct organizational culture. It is also relevant that an organization characterizes in the matter of material things such as production and location, as well as symbolical expressions; architecture, slogans, logos and values. These should be experienced as successful and unique and support an interaction between its members and contribute to a specific social identity, it is important that the organization is looked at in a positive light. This will lead to a fellowship between the members and the organization as a whole. If the above is not present, there is a chance for the members to feel connected to their specific

place in the hierarchy or with their unit or department, rather than with the whole organization. This can contribute to a growth of subcultures and more fragmentation of the organization (Alvesson & Sveningsson, 2008, p. 61).

### 3.7 Making Change

When looking for new ideas to implement, the isomorphism can be visible through best practice, and benefit from those in the various activities of the organization to achieve superior results. However, it should be noted that best practice can not only be moved from one place to another, but it must undergo a process that translates the idea to fit into the new organization (Kjell Arne Røvik, 2014, p. 41).

#### 3.7.1 Challenges and Opportunities

To implement only an idea in to a organization, can be relatively painless, but when using Total Quality Culture/ Management there is a possibility that it goes badly if you do not consider and treat the local perspective in the right way. Total Quality Culture/ Management theory is based on that all the employed has a drive, and feel a strong ownership to the organization, so strong that the employees does not wish to make any mistakes or risk any failures in production. Situations like these therefore demand a careful implementation and put good grounds for understanding the change (Røvik, 2016-04-06, Kunnskapsoverføring og implementering).

A change starts with an idea. Many ideas can appear as a drive for change, but can sometimes be unclear and need to be transferred to a concrete plan of action, when that is done, it can be translated to fit the organization. This does not guarantee that the one idea fits several different organizations. To make it fit, it needs to be de-contextualized, meaning that an idea that already has been translated in one organization can be taken out and shaped so it can fit other organizations. When implementing ideas from one organization to another and the systems are relatively alike can “best practice” be easy to identify and transfer. This is called “pick up” and is a part of de-contextualizing. One should separate pick up and “bring out” when talking about de-contextualizing. The first one is about a certain practice giving a different idea and linguistic representation. The second one meaning that an idea is dependent on the context. Another form for translation is contextualizing, this is where praxis shall be implemented and put into function in a new context. Here one should pay attention, as there are a number of things that can be wrong if, for example, if one does not make a sincere

attempt to implement the idea, or if the translator is unable to fully understand the new arena that the idea entails (Røvik, 2016-04-06, Kunnskapsoverføring og implementering).

### 3.7.2 Transmitting

The idea one decide to transfer should be evaluated in how it shall be transferred, and if all is to be implemented at one and the same time. It will require a lot of effort from everyone in the business to make it feasible, and it will not come without a certain resistance. When implementing a new idea, there are many things to be taken into account, from how to implement it and when you want to see results (Dag Ingvar Jacobsen, 2004, p. 138).

When there is need for change the organization is aware that everything is not as it should be, and that something has to be done to correct it. This could be something that is very abstract and needs to be concretized and clarified to make it feasible. The idea that are desired to be transferred can already be relatively complete concepts, and it is all about incorporating it into the organization, a bit “copy-paste”, but again, one has to remember that it is an activity with people who to some extent get his workplace changed. Emotional feelings and anxiety may arise in fear that their knowledge will not be valued again, it is important to be able to communicate the change that is about to happen, and to get a good understanding of why, and simply keep the employees in the “loop” (Jacobsen, 2004, p. 138).

### 3.7.3 Communication in a change process adapted to the Police

In all types of change processes, communication is an important factor in understanding how others in the organization consider the change, in order to increase the prerequisites for achieving the desired results and minimizing negative effects. This also applies to the reorganization of the police, not least because of the relatively large autonomy that police officers have in the operational work. Several researchers (Tops, P. & Spelier, R. (2013); Ekman, G. (1999); Wennström, B. (2014); Björk, M. (2016); Johannessen, S. O. (2015) have pointed out that this, along with the police’s violent monopoly, separates the police from other organizations. Sometimes you talk about a special “police culture”. Linked to this, both managers and employees in the police have emphasized that internal communication and leadership that allow participation in decisions taken are prerequisites for achieving acceptance for the new organization (Statskontoret, 2016a, p. 34).

### 3.7.4 Resistance to Change

In order for the change to go as smoothly as possible, it is important to take into account timing, i.e. when you want to start the change, and when you are in the middle of all changes,

it is also important not to forget about the usual social routines and events in the organization, such as “after work” or Christmas parties, it can induce a certain anxiety and contribute to resistance of what is about to happen. Resistance can be expressed in different arenas, the various resistance forces that complicate change are based on the insights of individual, social and technological and structural conditions.

- *Individual conditions*; where one can professionally disagree with the fact that there is really a need for change. Change often brings new tasks to the employees, and the fact they have to do something new and perhaps out of the ordinary can induce psychological defense mechanisms. Anxiety can be a reason for resistance since the change many times implies a greater pressure on the employees. The change may be challenging in the sense that the chances of promotion may decrease, but it may as well be an opportunity for the individual employee to come to light and show that you can perform.
- *Social conditions*; Organizations do not consist exclusively of individuals but by people who interact and thus are social systems. Changes in the organization often involve re-grouping people, such as moving or merging entities, which can cause many to lose contact with close colleagues, thus losing their social affiliation. Losing positive social relationships can be an important source of resistance. Changing an organization can also lead to changes in power distribution. Changes in the formal hierarchy can be experienced to many as threats to self-influence. You can lose control of an important task, you can be assigned a worse office or lose various other things that indicate status. In addition, organizational culture also has a clear conservative effect. Culture is the result of a longer, planned or not, where values, norms and assumptions are taught by each employee. Values and standards become one’s own and nothing is questioned. This is something that goes on for a long time and is therefore very difficult to change. Attempts to change culture can be perceived as an attack on one’s belongingness in a group or the existence of a group, which can lead to a strong resistance.
- *Technological and structural conditions*; Even technological conditions can be a source of resistance. Technology is often divided into two main groups; machinery and knowledge. Changes that involve change in both physical and knowledge-based technology can often lead to resistance with inertia as a consequence. Major changes and investments can be risky. You do not know what the outcome can be and it is



therefore common to wait for additional information, which creates sluggishness in the system (Jacobsen, 2004, pp. 159-170).

Resistance, however, does not have to be anything negative, although much of the resistance is expressed in the form of critical objections. If you do not get any resistance, it should instead be regarded as a warning signal, as it may mean that no one really cares, and the employees in the organization are completely uninterested in whether they are doing good or bad, or for example that the employees has lack of ownership to their workplace (Jacobsen, 2004, p. 170).

Resistance is thus something to expect in a change process, but resistance can be difficult to predict and can vary in different degrees in conjunction with some elements of the change. For example, how clear the change idea is, and how clearly the need for change is and can be argued for it. It can be sensitive to say straight out that “our products/ results are not good”. Instead, it is better to come up with clear and concrete facts that indicate the need for change. Facts are difficult to argue and simplify to bring in a new strategy.

Another element for resistance is what the changes are, or the content of the change. It is already mentioned that culture is more difficult to change, just because it is as basic perception of what is good and right. Some believe that cultural changes meet with greater resistance than changes to structures, strategies and procedures. This can be perceived as a dramatic change and hostile action. However, it can be questioned if changes in formal systems, which also affect the organization’s culture, are equally difficult to implement and are also least interesting to change because they have the least impact on the behavior of an organization.

A third element is how extensive the change is. The bigger and more extensive the change is, the greater the resistance can be. Again, major changes can cause uncertainty for the individual (Jacobsen, 2004, pp. 171-180).

You can see that the longer the timeframe, the more space there is to create greater resistance, and alliances and groups can be created and can bring a threat to the change. However, too short time perspective can mean that the employees do not feel included in the change, and resistance then arises for that reason. Timing is also important to consider as resistance can occur when the timing is bad and crashes with other activities, large and small, as it precedes the organization. One should consider the first steps in a change process carefully, as the

decisions taken in the early phase lay the foundation for what can be done later. The difference between bad and good change work does not have to be that you master all the different techniques without having the ability to adapt them to different measures. Change may have different time perspectives and, different types of change need different time frames, which also can be crucial for change work (Jacobsen, 2004, pp. 171-180).

Change, as previously mentioned, always starts with an idea and the outcome of a planned change process will always be compared to the original idea. And on this basis it is possible to determine if the change is successful or not. Many who make changes are having trouble executing them in the intended way. By looking at what is happening in the change process, one can understand why the actions are not implemented as intended. This understanding is essential for those who want to make change. In order to make change, you must be able to handle resistance, but also be able to create enthusiasm for the change. You must also have a clear strategy for implementation and in order to lead and control processes you must know what is happening in the processes (Jacobsen, 2004, pp. 171-180).

### **3.8 Usage of Recourses**

By using an idea like TQM (Total Quality Management), one can participate in the daily quality work. Having TQM as a guideline and working with quality assurance in terms of quality control, development, follow-up and implementation can contribute to increased sales and a better workplace. It is about taking responsibility for the employees and the customers and suppliers and meeting the expectations of the organization, and using a quality management, such as ISO 9001, you can meet those expectations while maintaining the lowest possible resource consumption.

TQM is about putting customers in focus and it is the customer who will determine what quality is. So from a management perspective the employees in the organization are the customer, since without having satisfied employees, the organization is unable to do good work to the external customers. The fact that the customer is to decide what is good quality is based on facts and therefore decisions based on pure facts, i.e. collected and analyzed information. The organization must be prepared and always willing to improve in the same pace as competitors improve and customer demands are raised. Working with TQM means that employees in the business should feel part of the work, and as mentioned earlier, an ownership to their workplace. It is only then they can contribute to a quality improvement and a good working environment (Bokföringstips.se, 2010).

- *Innovation culture.* When employees feel that they are part of the organization, it is also natural that they want to work to improve it, and here comes the *innovation culture*. In many organizations there is some knowledge and idea potential that does not always appear, this can be even more common in organizations with different cultures and with different backgrounds of experience and to learn how to take care of these can be a major advantage in creating success. By working with its customers, consumers and even competitors, one can build a way to strengthen their own business idea and stand stronger in the market. A strong innovation culture comes from having a flat structure, openness and trust where it is expected that everyone in the organization, from top management to employees, to participate and contribute with ideas and their opinions. Having just a flat structure and moving away from bureaucratic administration can remove obstacles that create cross-border cooperation, reward systems, etc. (Resumé, 2015).
- *Incentive.* Today, workers are more aware of their work situation and have a high level of knowledge about rights and obligations. But it is the rights, and not obligations that are largely brought forward, supported by various unions. Employees also have high expectations for their employers, and in turn, they are in a hurry to manage to retain their competent employees. A bonus or incentive is therefore “a carrot” to motivate the employees to perform best possible. Having a form of bonus system can help employees to perform better and more, but can also create a certain “us against them spirit”. If there is a form of system that says that at the end of the year you may have achieved X thousands SEK in bonus, but for each day you are sick, at home for childcare or other absence, not linked to vacation, then the bonus will decrease with X hundred / thousand SEK. In this way, the number of hours worked can certainly increase and again contribute to more taxation to the state etc., but it can cause a bad working environment. Therefore, a bonus system that is more group-adapted can work better, i.e. everyone receives bonuses according to the same rules, but linked to the group’s performance and the company’s profits or goals. This creates an “us spirit” and contributes to good teamwork (Johan Thesslin, 2015).

### 3.9 Management by Objective

“Goals are meant to contribute and to affect how formal organizations are structured or organized, and thus give central frames and guidelines for the activities”(Christensen et. al.,2015, p. 99). Charles Perrow has recognized different types of official goals or visions within organizations. These goals or visions could be unreachable or formed like a utopia about the good society. Usage of these types of goals are mostly seen in organizations that is not been set all the way and are therefore applied to receive broad legitimacy too, and support off official organizations. There are as well operational goals, these are applied within the frames of the official goals, and used to specify which way the organization should go. These goals can be many and with several activities but the organization has to respect the resource limits and choose a few of the goals to prioritize. When the goals get specified and concretized, it becomes clear what type of tasks, target groups and expertise/ personnel an organization wish to prioritize. A third type of goals is the informal goals which normally derived from the organizational culture (Christensen et. al.,2015, p. 100). Specific goals can also work as a guide, of how the organization structure itself can be designed. In those cases the goals are used to specify tasks, what kind of personnel they need, and how resources should be distributed (Scott and Davis, 2014, p. 36).

The informal goals can affect the organization in different ways, it may contribute to the official goals, but it can as well go the other way since it is a product of culture and can affect the priorities and use more value in their handling of specific matters from the regulations. From an institutional and organizational culture perspective are the informal goals a source of motivation and identification. The informal goals are something that develops over time in an evolutionary and natural process. Within the institutional perspective one can also see the formulation of goals in a myth perspective, meaning that goals will be determined and developed from pressure by the institutional surroundings and are then more changeable then from the other perspectives. From an instrumental, social economic perspective, there is the specialist, technocrats, that formulates the goals (Christensen et. al.,2015, p. 100).

Management by Objectives are not just the directions that comes each year with regulation letters from the government, it is rather a process which includes several steps. MBO means that the goals get formulated by for example the government, in the next step they gets broken down to intermediate goals that should be measurable. Peter Drucker, in his book “*The practice of management*” (1954) started the development of the acronym SMART. SMART is used to write goals that are Specific, Measurable, Attainable, Realistic and Timely (Lawlor,

2012). Goal and performance management has been presented within the past 20 years, and came together with the New Public Management reform. When using MBO one tries to operationalize goals for public service and use them actively as a tool to choose which action to take and to be able to evaluate the results and make them more clear and instrumental (Christensen et. al.,2015, p. 111).

Typical for public organizations is that the goals are often complex and vague and has a desire to prioritize several activities at the same time. Goals can be unclear, with a purpose to be unclear so it can work as a bridge over conflict of interest and serve as a buffer against potential conflicts. This gives the management an opportunity to be flexible and a chance to decide how they want to present the goals, and owe the matter of how to implement them. If the goals are very clear, it can bind the management to goals that they know are difficult and a challenge to follow through, and instead suffer from defeat (Christensen et. al.,2015, pp. 99-108).

Organizations in the public sector are good to formulate goals, but it stops there, and the goals are not brought down to clear actions. This creates a situation for the employees where they are not aware of how they perform, and make the goals harder to reach. Management by Objective would get a better effect and motivate the employees if they had a plan of action, and got feedback on how to reach the goals (Jensen, 2013). Most of the employees in the public sector wishes to contribute to the society and to the citizens when delivering public services. It is not only their own interest, but their altruistic motives that add reason for their motivation (Christensen et.al, 2015, p. 118). When applying Management by Objective in public sector there has been identified three types of goals (Pihlgren & Svensson,1989, p. 43). These can facilitate for the employees to understand and follow when implementing the goals.

- The first one is the *direction goal*, which is the overall objective for the organization. The goal should be easily formulated and able to interpret by anyone that is interested, normally it is the business concept or purpose. It should as well lay ground for a mutual understanding of the organization and not be time restricted or expected to be reached as a whole.
- The second is the *effect goal*, this goal can be defined as quantification and time restricted goals. When studied in a deeper level it means that this operational goal should indicate which effect the goal should have for the target group. It is relevant

that the goal is measurable since it, with accuracy, shall be able to identify the effect it will have. The effect goal can include the whole organization or just parts of it.

- The third goal is the *production goal*. This operational goal means that the organization puts a concrete number of what they should achieve in the organization within a specific timeframe. It also defines necessary actions in operational level.

Added to these three goals there are the resources. In some cases it is stated how much resource that is assigned to a goal. This is good if there is a strong connection between the resources and the efficiency within the organization, otherwise it will lose its purpose. The operational goals also need to be realistic and this gets controlled through a dialogue between politicians and the administration's (Pihlgren & Svensson, 1989, p. 53). The model below presents the dialogue that should happen between the politicians and the administrations.

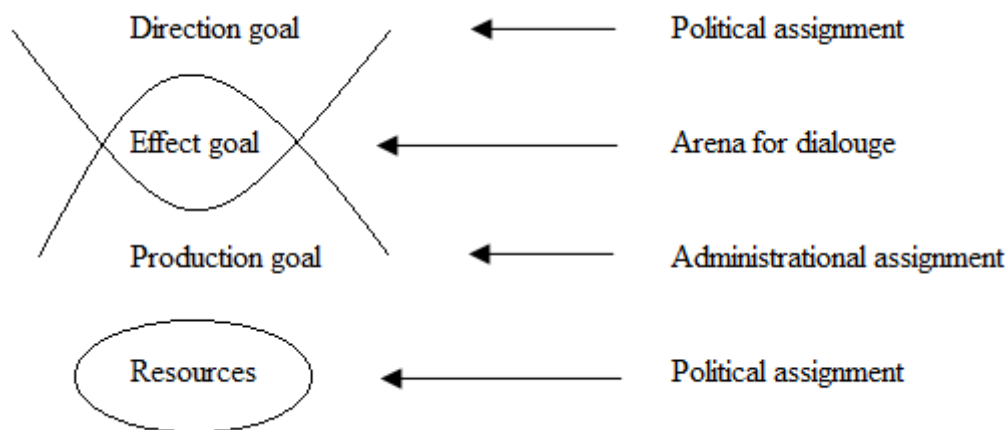


Figure 3. Goals within the public sector (Pihlgren & Svensson, 1989, p. 53).

### 3.9.1 Evaluation

The word “utvärdera” = evaluate, was not used in a Swedish constitution until 1966, even though the phenomenon was used already in 1930 when it was used to evaluate reforms (Vedung, 1998, p. 42). Evaluation is based on the rational perception that goals, intentions, perceptions, ideologies, perceptions of reality and values plays such a prominent role in the politic and administrative world that their effects are worth investigating (Vedung, 1998, p. 41). In the 1980's and 1990's had evaluation entered as a permanent addition in the influential management ideology; Management by Objective. By using this method organizations could measure and also compare results between the units and conclude whether the actions taken where useful and if there was an effective use of resources etc. (Vedung, 1998, p. 45).

### **3.10 Theoretical Summary**

Based on the purpose with this study the overall impression of the theoretical framework gives an understanding of how organizations look and work in the eyes of rational theory and institutional theory where the later shows how organizations through isomorphism can try to mimic other organizations. Based on this study one can see sign of equality with both kinds of theory within an organization as the Swedish Police Authority. Based on the theoretical framework on New Public Management where the focus, among others, lays on the management and working with goals to reach the best results. The Total Quality Management and Management by Objective give an understanding for how management is performed in large organizations. The theory also provides us with an understanding of the possible obstacles and challenges one can meet when implementing new systems or reorganizing in an organization.

## 4. Method

This thesis is a qualitative study of the implementation and the usage of management tools and goals during a change process within the Swedish Police Authority; the main approach has been research interview. The research took place in one of the seven Police regions in Sweden, approved by the local police chief, during March 2017. To fulfill the purpose with the research it was made through seven semi structured interviews, with a variation of employees in different positions and functions, in the chosen region. In addition to the primary data collected from the interviews, secondary data from governmental documents, newspapers and other studies has been used. The purpose with the study has been to investigate and analyze the informant's perception and experience of the phenomenon. This approach is the most suitable since there is a limit of empirical findings on this theme (Yin & Retzlaff, 2013, p. 19).

### 4.1 Research Approach

The qualitative research approach is suitable when studying a certain environment in the real life, and see how people interact and feel in this environment as in the Swedish Police Authority (Yin & Retzlaff, 2013, p. 15). Qualitative research characterizes by being able to reproduce the participant's thoughts and opinions which was the aim with this study (Yin & Retzlaff, 2013, p. 20). Within the qualitative research one separates inductive and deductive approach. In the inductive approach the data leads the analysis and the discussion and by that form theories. The deductive approach means that the researcher tests the theoretical assumptions to the collected data. It is important to note that these strategies are not necessarily mutually exclusive, but that they can also be combined in one and the same study (Tjora, 2010, p. 23). As the data were summarized, relevant theory was included, and this is in line with a deductive approach, where theories and perspectives are included along the way in the research process.

#### 4.1.2 Research Strategy

With a research question that contains "how" it is about clarifying the prerequisites for processes and explaining how different actions or phenomena can be used to look at context, cause - cognition. Research strategy is used as a procedure to be able to answer its research question. Based on the chosen theory and research question, a case study is most suitable for usage in this study.



#### **4.4 Data Collection**

I decided to look into how and what effect the implementation of the new organization had on the Swedish Police Authority and their members in a chosen region. To understand the empirical field I started to search for previous literature and research made on the reform. In September 2016 there was a report released made by Statskontoret, which evaluated the reform so far. This report laid ground for the focus and research questions in this thesis. I chose three of the goals that were implemented in the new organization, and also evaluated by Statskontoret, for further research. These goals were formed into questions and used during the interviews with the informants. The interviews were conducted during two weeks in March 2017 and took place in one chosen Police region. By the time for the interviews to be conducted, the theory that is used for the study was not complete. The way the thesis is done is therefore made “the other way around”, and most of the theory is written after the data was compiled. I believe this was a good way to solve the task since the data gave a good insight for which theory that was relevant. I believe that by doing the interviews before the theory, it gave me a better understanding of the organization since I was not affected by what the theories said and could from that create my own understanding from what the informants told me. However by doing the research this way gave some limitations in what was relevant to ask the informants, which led to that the findings was not that appropriate to use for further analysis.

#### **4.5 The Interview Process**

The semi structured interviews were conducted during two weeks in March 2017. When I first was in contact with the informants I gave them information about my thesis and my purpose with it. I informed them of the approximated time, 60 minutes, for the interview. The informants got to chose the time and place for the interviews, where six out of seven were conducted in their own place of work, and one in a separate room in a library. All of the informants were again informed about my intentions with the study and all informants were asked if I had their permission to tape record the interviews, all of them accepted this. After the interviews I made a summary, and then used it together with the report from Statskontoret, plus other studies, to write the empirical chapter in this thesis. The attached interview guide laid the ground for the interviews, but after testing the questions on an employee (not one of the informants) some changes was done by hand.

#### 4.5.1 Selection criteria and informants

Within the SPA there is some tiredness with filling out questioners and answering questions about the reform and similar, but with help from a contact in the SPA I got in touch with several relevant informants who were willing to be interviewed. My ambition was to gather information from six to ten informants, and I ended up with seven. My criteria were to get a good spread of informants. With a good spread I aimed for informants with different levels of job experience, position in the organization, education, age and gender. The idea behind the criteria was to recruit a representative sample of the population. Most of the informants had worked most of their professional career in the police, as investigators, police officers, group manager, detectives and as union representative, but some also had experience from the private sector. It was important for the informants to be aware that they should not feel pressured to participate and that they at any time could end the interview.

#### 4.5.2 Completion of the interviews

The data collection was performed through semi structured interviews where an interview guide was used to focus on certain themes. I held one guide and one was handed to the informant, but they had not seen the questions in advance. The informants were told that there is no right or wrong answers, and that the purpose was to get their point of view. The usage of semi structured interview was chosen since it gives a greater flexibility and opportunity to talk more freely about the themes, add questions as we go, and ask following up questions, as well as clear any misunderstandings and finally, it is easier to get a more natural conversation when using this method (Johannessen, Christoffersen, & Tufte, 2011, pp. 137-139).

A digital tape recorder was used during the interviews, which was approved by the informants before the interviews begun. When using a recorder it increase the opportunity to really listen to what the informants say, and also observe their body language, my concentration does not get disturbed by writing notes. It also gives an opportunity to go back afterwards and listen to the interviews again to ensure that the information is correct. If there would be anything unclear with the interpretation of the interview statements, an agreement was made with the informant to get in contact again. In addition, the purpose was not to reproduce the interview word by word, but to understand the meaning of what the informants explained and in what context they mentioned it.

## 4.6 Processing and Analysis of Data

When all the interviews were conducted, and the information collected, the relevant data was processed and summary of the interviews were written. The recordings were saved in a place that only I had access to. In social science it is normal to reduce the amount of data so it is manageable, qualitative data does not speak for itself; it needs to be analyzed and interpreted which should be done by the same person that collected them (Johannessen et al., 2011, p. 163). To analyze the data the headlines of each part of the interview guide worked as categories.

## 4.8 Quality Requirements

### 4.8.1 Validity & Reliability

The empirical findings that lay base for this research was collected by seven semi structured interviews. In addition there was literature studies, and focus on the report made by Statskontoret. It was the police officers experiences that I wished to study and look into deeper, and therefore fell the choice on a qualitative research. Based on the studies size and range the collected data is considered sufficient to substantiate an answer to the research question. During the interviews many of the same opinions were repeated, which is interpreted as that the experiences and opinions in the organization is covered by the informants I met with.

### 4.8.2 Ethics

The thesis used a qualitative semi structured interview method, which means that the author of the paper held personal interviews with the participants. Consent, in accordance with the consent requirement set forth in the Scientific Council's ("Vetenskapsrådet") ethical guidelines (2002), was obtained from each participant (Vetenskapsrådet, 2002). Each participant received questions from an interview guide concerning the employers, workplace and experiences of the police organization. As some of the questions could result in the participants mentioning the employer and the workplace with negative terms, it was of utmost importance that the confidentiality requirement was taken into consideration. For this reason, information was not disclosed that could derive the participants, thereby omitting the names, age and place of employment of the participants in the paper. The participants in the research were informed in accordance with the information requirement for the interview on the purpose of the ethical guidelines that were relevant to the essay regarding, in particular, the voluntary participation and the possibility of interrupting their participation at any time.

Furthermore, participation in the study was completely anonymous and the participant's personal integrity and the subject's confidentiality were taken into account throughout the essay writing and interview process. The ethical usage requirement was announced to participants where information was provided that the interview answers, recorded for study purposes, were read only by the author and course supervisor and then destroyed when the study was completed. Furthermore, the purpose of the paper was discussed, the question and that personal information was anonymized in the report for the reasons stated above (Vetenskapsrådet, 2002). Finally, after the interview, a thank you for the participation took place and an opportunity for all participants to take part in the thesis as it was completed.

#### 4.10 Reflections

In the wake the study are there a few things that could have been done differently. The time plan that was made for the research was a bit optimistic, and the date for the interviews were set a bit too early in the process. This made it more challenging to match the interview guide and the appropriate theory. Based on little experience from the researcher, some questions were asked that later was showed irrelevant. On the other hand, these access questions made the conversation flow and could be seen as an asset for creating a comfortable and relaxed situation for the informant.

##### 4.10.1 Pros and Cons

To perform research in SPA has both pros and cons. It is a pro to come from the outside, and see an organization that is so practical orientated from a social science and theoretical perspective, and by that not getting affected by the organizational culture that could influence the analysis. This is also the challenge; the SPA has a long and strong organizational culture which is very difficult for someone from the outside to understand and by that fully understand potential dilemmas and similar. The technical language, terms and jargon used is also not familiar for me, but were explained to me during the interviews. Another con is the matter of comfort the informant felt. The power balance were neutralized and it was cleared full anonymity in the beginning of the meeting, and I did my best to make them feel relaxed and comfortable, in the beginning of most of the interviews the informant gave the impression of being anxious and nervous about being interviewed. I had a feeling of that the informants in some cases gave the answers that were expected to be given. It was in the end of each interview, when the tape recorder was turned off, they felt really calm and started to discuss many interesting things and gave their own personal thoughts and feelings about the matters

and the reform and new organization. These thoughts and feelings and comments were unfortunately not documented in any way, and therefore not a part of this thesis.

## 5. Findings

Below, the data collected during the interviews will be presented in relevant categories. The overall purpose with the reform is that the reorganization should create conditions for better result and higher quality in the performed work. This is supposed to be done by following eight operational goals (Statskontoret, 2016b, p. 5). In this paper three of the operational goals are studied. The official goal is broad and only gives a general aim of where the SPA wants to go. The official goal is therefore not very clear or measurable; therefore the regulation letters for 2016 came with the operational goals. The investigators that wrote the report for Statskontoret in September 2016 stated the operational goals and made them valid by finding indicators that would be used to see the meaning in the interpretation of the operational goals, and make them concrete and measurable. These indicators will also be used when interpret the collected data for this study.

### 5.1 Implementation of the new organization

The starting points for the reform The Police Committee's mission was to investigate the extent to which the then organization constituted an obstacle to achieving higher quality, increased cost-effectiveness, increased flexibility and improved results in the police's operations. The government said that in recent years, the police had had increased resources, but that this had not given the effects that had been hoped for. For that reason, the government assessed that the problems could be structural. The Policy Committee noted in its main report that a reorganization was necessary, and therefore suggested that the police should be transformed into a coherent authority, a so-called one authority (Statskontoret, 2016a, p. 21).

The SPA has two official goals which stayed the same even after the reform; *Increase the safety, and decrease the crime in the society*. With this they want to achieve a more solid ground for the police to be able to fight crime through a more distinct management and leadership, improved unity, increased flexibility and more effective usage of recourses (Statskontoret, 2016b). One purpose with the reform is to run the operations closer to the citizens in cooperation with the local community instead of how it was before with a long chain of command (Regeringen, 2015).

To organize the reform there were an implementation committee led by the government's special investigator Thomas Rolén. The reform was given the name "Polissamordningen". The idea was to take the seven interaction areas that already existed as authorities and build up the new organisation from that by creating seven police regions but only one authority.

Rolén had the responsibility to form the organizational structure in local level, and divide the responsibilities in the organizational level (Polisen, 2016a). For starters, the organization was divided into national, regional and local levels. Polissamordningen wanted to build the organization from the bottom and up, and keep the focus on local operations since that is the base for all the work. The local police work will have management role, and the old organizational and geographical borders would disappear to increase the coordination ability and the transferring of both knowledge and resources in the local police work (Regeringen, 2012). By building the organization this way, they wanted to keep the decision making authority in the lowest appropriate level, which would assist in the progress to make the accessibility and contact with the citizens approve even more (Regeringen, 2012). In each new police region there should be task and responsibility allocation, which means that every region should have an overall responsibility for investigations activities such as crime prevention and service within a geographic responsibility area. As mentioned above every region should be viable. With a viable organization Polissamordningen wanted to achieve operations that in a higher degree can be transferred from national level into the regional level, but still being able to assist with national matters. The demand for a viable structure should not lead to that the regions develop a sort of independent authorities. The division between the tasks and responsibilities in the police region and the national level should be clear. By doing so the risk of bringing the decision making to higher level is decreased.

The Swedish Police Authority should be led by a Chief of Police, the national police commissioner, and the first one is Dan Eliasson. By the Chief of Police's side there will be an advisory council that among its usual tasks should look into the authority and give the head of authority advice. The same principle is adapted in the regions, with a region advisory council that is advising the region police chief, but does not have any decision making mandate (Regeringen, 2012).

### 5.1.1 The implementation process

How has the internal communication about the reorganization affected the outcome? Several of the interviewees from the interviews made by Statskontoret within the police authority compared the communication within the authority with how the police communication communicated before the reform. They refer to the fact that the Polissamordningen was a clear sender and it was stated explicitly that through various activities, transparency was given to the work. The experience the interviewees express is that this focused communication on reorganization ceased after the Police Authority was formed. Statskontoret find that this

experience is, to a certain extent, natural since the change work has been conducted extensively in regions and departments and at several levels in the organization. Thus, there is no need to communicate about the reorganization in the same way as before the reorganization. At the same time, Statskontoret note that the communications department has not had any standing mission to conduct strategic communication work, but appears to be primarily activated in connection with individual decisions.

Statskontoret state that change communication is a challenge. Many of the people they interviewed indicate that there has been a gap between change communication, which has focused primarily on the image of the police authority after the reorganization, and the need for guidance on how to achieve the goals. Interviewees, for example, mean that management's communication has not sufficiently addressed that many employees have expected that the reorganization would quickly lead to improvements in everyday work. Some have expressed it as missing a "master plan" for how to get from stage 1 to 2 in the change process. Statskontoret note that change communication is a challenge, especially in complex and thus elaborate processes. It is all about communicating to reach the recipients, but also that employees can take the information. Experience shows that there is a risk of information fatigue as the change process extends over a longer period of time. Within the police organization, communication on reorganization has been ongoing for several years, which places high demands on all parties in the communication process to be persistent (Statskontoret, 2016a, pp. 34-36)

Informant 1 *"We received information about the reform and the idea about the new organization. We got some information in meetings, what the idea was and how and what was supposed to be done in different levels. There was not a dialogue, only information about the process. I thought it was a good with a reform, the idea of becoming one police authority. The information came continuous but it was unclear what was going to happen with my situation. We received a letter with the question if we wished to stay and continue to work in the new organization, a yes or no question. Personally I did not care that much since most of the reorganization was done in another level than mine. I trusted that they knew what they were doing. I am only positive to the new. I was not that involved in the process, maybe it is that way when you see the change as a positive thing, you do not care that much."*

Informant 2 *"There was a lot of information before the implementation, but when it started there was nothing. We did not get that affected of the reform, maybe it is because I am*



*working in a lower level. For the management positions everyone had to apply again for the positions. I did not notice much of a change, or maybe noticed but did not pay that much attention to it.”*

*Informant 3 “I got extremely limited information, only the things they put on the intranet, which was very specific information mostly regarding technical issues like new systems or a change of an icon or similar. I do not see the point of reorganizing, other than the cooperation between the regions, but that could have been done without reorganizing. And it did not matter what we thought, everything should be done and very fast. Suddenly there was January 1<sup>st</sup> 2015 and the new organization had set sail, but the only difference I noticed was some new icons my computer.”*

*Informant 4 “We got all the information on the intranet; everything was too find there, even the goal. But you had to actively click on the file, and many are not interested in reading things like that, they only care about their own daily work situation. But later in the process, when things started to change in reality, people got confused and everything came as a surprise. I guess there is not enough time to read everything, but we got invited to discussion groups in the region, and there was room to give inputs and opinions. The backside of the reorganization is that it has gone too fast.”*

*Informant 5 “The information before hand was good! I got a good picture of the new division of the regions and it was easy to take part of the information since it all was on the intranet. But it was very theoretical, and it did not feel like we had any chance to influence it. If we had questions there was persons that were pointed out as spokesmen were you could discuss the information from the intranet, but I do not know how it was, I never took part of it. Otherwise I did not have a special part of the reorganization other than knowing our unit would disappear. Felt sad since we really believed it should stay. So most of us applied for other services and the group erased itself. The saddest thing was all the knowledge and built up relations with other instances that also got erased.”*

*Informant 6 “There were very nice words and information in abundance, but much was dry info. We knew there was a Thomas Rolèn who was president of everything, we reacted that he was not a police officer. The effect is that you do not understand the police work, and yet you are set to organize a whole new organization. Due to lack of staff, it has become the opposite; we have come further away from the citizens.”*

At the same time as SPA was created has some external factors affected the conditions to follow through with the reform. One of these events is the refugee flows that Sweden had to handle since the autumn 2015 which has led to an increased need of boarder police operations. Police from all of the country were placed to strengthen the border control. This has above all affected the police in an operative matter and not directly the reorganization itself. Even the HR department has been forced to prioritize and man the expanded border control activity, which left them with lesser room for other crew work (Statskontoret, 2016a, p. 25).

## 5.2 Management

The design of the police authority's management philosophy is another example of how Polissamordningen has introduced new elements in the reorganization process. In addition to laying down the organizational structure and how the management would work in the new organization, Polissamordningen devoted much power to work out how the new police authority would be more efficient than the former police organization had been. The police organization carried out a large number of projects on operational activities, with a view to defining new working methods, structures and forms of cooperation (Statskontoret, 2016a, p. 22)

Informant 1 *"...there is a job description, it is clear but still unintelligible, and things can get done in many different ways. I experience a change in the description depending on what is going on in the society. We never discuss different interpretations of the description or similar. We just do what we get told to do. Think that comes from the police being an hierarchical organization, the boss decides and you do not question it."*

Informant 3 *"I believe in the old concept of local police, municipal police where you have control of your area and are known to the population. You can also be asked for answers when something goes wrong in your area. Today, no one is asked for anything unless you commit a crime. If you are good at your work, you must have get credit, if you are bad, you should be fired. But I consider the authorities to be afraid of conflicts."*

Informant 4 *"No, it's not a clear management, it has not been, but they work with it national level. It has come to the employer's knowledge that it does not work as it should, as before the new organization, you go around and have a plan of action with what you can do in the short and long term to do well. What come up are where the management, responsibility and authority lie. Six management levels were introduced to create a pipeline organization, but*

*instead it has become a matrix organization, so it goes between the pipes instead of straight down. All the pipes are dependent on each other, if one wants to make a change purely polite, it is connected to the economy pipe and all pipes are assembled instead of going upside down. Not quite what was meant...”*

Informant 5 *“I believe we have good opportunities to make your own decisions. It is structured like everything is ruled, but when it comes to the point; you have a freedom in the decision making. That’s why much of the decisions made in higher levels feel like a play. The management says what to do, but the group determines how. Great fun to be able to own the “how”, but still, you need support for developing methods. Too much left to the police. Why should you invent the wheel over and over again? But in a larger perspective the management is clearer now, it has been part of the reform to get clarity. Because the authorities have been limited, for example; on the pre-trial management has been structured. It has become a bit more hierarchical, and narrowed for the individual policeman, in good and bad.. It is positive that it is clear, and negative that it only goes in one direction.”*

Informant 6 *“Much of the criticisms in newspapers and the media is about that there is a lot of nepotism when it comes to recruitment, and that the managers are employed since they know each other. When the new organization came everybody in management positions had to apply for their positions again, and for me it was a good opportunity to apply for this position.”*

The single most important measures for developing Swedish police are about clear management and management from the highest summit and division of operations into several different “performance units”.

The criminologist and professor Paul Larsson at the Police academy in Norway describes the investigation as an order of work that adapted the diagnosis based on a predetermined medicine; Increased centralization. Similar criticisms, from police professor Bo Wennström at Uppsala University, have addressed the Swedish Police Organization Research (SOU 2012: 13). Corresponding debate is taking place in Denmark, where researchers are critical of the recent Danish police reform. According to Larsson, the impact of the Norwegian centralization will be more car patrol, more exploitation and less local knowledge. Today’s local police will be replaced by a remote police with a few crime prevention specialists instead of a police with generalists where the crime prevention mission permeates all activities (Magnus Lindgren, 2013).

In the book, *“The City That Became Safe”* the American Professor Franklin Zimring seeks explanations of the decline in crime in New York. What distinguishes New York is, according to Zimring, the changed work of the police. Everybody is not in agreement with exactly what police methods contributed most to the effect, but it is clear that the so-called Compstat model proved to have yielded very good results. It tells us that a stronger coordination of police work, a local anchorage and clear division of responsibility and pressure from above on the fact that lower managers, and the police in the street, do their job (Zimring, 2013).

### 5.3 About the official goals and the operative goals

When it comes to understanding the official goals (increase peoples safety and decrease the crime in the society) for the Swedish Police Authority, all the informants has the same understanding; that this is the police work. This is what they should do, non regarding new or old organization, this is the police law, this is the police work.

Not all of the informants have got familiar with what Polissamordningen decided on how to reach the official goals. Some claim they never heard of the operational goals, or do not apply them into their daily work, *“The goals are a paper product, which is not how we conduct our work”* (Informant 1). One of the informants feels that not everyone is willing to contribute in the process. Another informant brings up the matter of resources *“There is not enough time to take part of all the information that is handed out and I wish the long term goals could be clearer and broken down to their level”* (Informant 3). The resources are brought up again by informant 4 *“We are too few, there are not enough of resources to be able to fulfill the goals”*. Especially in one of the departments, where the lack of staff is physically visible in the way of paper piles in the offices, piles of reported crimes that have not yet been investigated.

Informant 6 expresses frustration: *“I understand the goals, they are the ones that control all our work...if there is a committed crime you are supposed to get help, but we cannot manage that since we have had staff shortages the past five years. The citizens have had to wait way too long to get their investigations, it feels completely messed up. But it has to do with the run, the run from the authority. Back in the days, when you became a police, it was a life time occupation. Now a day, you quit after a few years, maybe because you cannot afford to stay..?”*

Informant 7 *“The problem is not in how we interpret the official goals, it is how we work with them.”* She points out the importance of development, to get more knowledge from other

organizations and from research, as well as looking over the national borders and see how things are done in for example Norway or the US.

### **5.3 Operational Goal number 1: “Improved ability to intervene against crimes and disorder”**

One of the most important tasks the SPA has is to be able to intervene and support when the citizens is in urgent need of assistance, for example during an ongoing crime. This ability is in great importance for the society’s trust towards the police (Statskontoret, 2016b, p. 14).

Informant 1 *“There is a constant lack of resources; we constantly have to help each other. It works, but one’s own work gets breached. We need several police officers so we are able to work with the tasks we were put to do. If so, my mission as a local police can be more proactive... there is an increase of social concern which take up a lot of resources... there are many things that not only the police can handle, we need to create better conditions and need help from other instances as well”*

Informant 2 says explain the understanding of the operational goal as being there when it is needed. And there is a will of being at hand and wanting to do their duties, but cannot since there is a shortage of staff. Many has quit working in the police, or changed duties. And then \*he speculates that this can be an effect of working environment and salary.

Informant 3 sees the goal as *“increased ability to intervene”* and explains that \*he felt that this was better before the new organization, since at that point there was one manager who sat at the same geographical place, and had full control over the “bad guys” in their area, which led to that is was easier to delegate the mission to the right person or instance. \*he feels that the effectiveness has become more difficult in these kinds of situations now.

Informant 4 says that it is obvious that there is a shortage of staff in some parts of the country, especially when it comes to intervene in crime situations. But this has made the police better in helping each other when needed. The new organization made it easier to more rapidly move personnel over the regional borders, without any complicated and time wasting paper processes. But \*he adds *“This has a backside as well, what if there arises a big situation here, when all our personnel are there...?”*

Informant 5 *“I understand the goal as that we should be at service 24/7, and there should always be a police available that can act, and a clarity in what should be prioritized. But in reality there is a constant need of planning the police work, even though it is an event driven*

*work. It seldom gets as planned, and then all the planning is wasted. We should rather go with the flow and intervene as soon as we see a pattern of crimes...I believe that the decision making process has become slower with the new organization. But maybe it gets better after a while... ”*

In the report from Statskontoret (2016), based on the indicators, does it show that the time resources in outer service has increased, but the hours in total between inner and outer service is the same. They also claim that a condition to intervene in crime requires high competence, which comes by long experience. They can see that the newly graduated police gets placed in outer visible service, and the more experienced ones has been transferred to different kinds of specialist functions. When it comes to the matter of being in the right place at the right time they cannot give specific details because of security reasons, but they do see the geographical conditions as relatively stable over time and assume that over time it will show whether the reorganizations has contribute to a increased ability to rapidly be in place in case of an alarm (Statskontoret, 2016b, p. 43).

#### **5.4 Operational Goal number 7: “Better accessibility”**

One of the main pillars in the new organization is for the police to be more available in all the whole country and in several channels. The goal greater availability means that it should be easy to get in contact with the police and that the person seeking for assistance should get the right assistance, at the right time. This includes enough capacity in the police contact center and also their local presence and visibility (Statskontoret, 2016b, p. 34) .

Informant 1 *“All of us works with being more available, and have more of a personal contact with the citizens. This has not changed so much for me in my situation, my work has always meant to be present in the areas and create relations with the citizens.”*

Informant 5 *“In my unit we are not supposed to be seen, so we do not have any contact with people, not even internally, we are our own little island. But maybe it is a good idea to communicate a bit more of what we are doing so we can increase the trust with the citizens. But I guess it is not a culture to inform about the work. The police have always had a great trust in the public so there has never been a need to communicate what we are doing.”*

Informant 7 interpret the goal as being available for the citizen physically, through social media, to answer quickly when someone calls 114 14 and it shall all be done rapidly and simple, without long waiting hours. Further on \*he says that one should not have to wait one

year to get a crime investigated. \*he wants to be able to work with fresh cases and show that the police are present in their local area and is easily accessible.

According to the results in the report from Statskontoret (2016) has there been a decrease in the amount of accessible hours in the fields (from 2013-2015). There has been an increase in satisfaction among the citizens regarding getting in contact with the police over the phone (since 2012). The processing time for errands such as weapon license has increased, but the processing time for passports is the same. A higher number of local police officers are an important factor to be able to increase the police availability. Per the new definition of how many local police officers there should be are there 55 of 96 regions that fulfill the demands. However, the measure is only on how many police officers that is posted in the area, which means that they do not necessarily work there (Statskontoret, 2016b, p. 46).

### **5.5 Operational Goal number 8: “Better contact with the citizen”**

This is another of the main pillars in the new organization, which goes hand in hand with operational goal number seven. One condition to fulfill this goal is to increase the presence in the local areas. The local police shall represent the base for the SPA operations, and the aim should be to conduct at least half of the operations in the local area. A great part of the investigation shall be performed in the local area, close to the citizens and by investigators well known with the local picture (Statskontoret, 2016b, p. 37).

Informant 1 *“We shall work closer to the citizens, and as local area police this is exactly what we aim to reach, to be a familiar face and know each other. We wish to hear each other’s point of view and opinions and bring them back with us.”* Later \*he adds: *“We work with youth centers and similar, to work with more proactive tasks, to prevent that it creates a tail where more and more people hook on to the criminal gangs. We work with building relationships, but this can as well be a disadvantage. What if I disappear and someone replaces me, that person will not have the same relationships as I did.”*

Informant 2 *“I believe it can be better, I believe in implementing local police, to get local knowledge and create recognizable faces. The idea is good, but the implementation has not been done after its description, depending on the lack of resources and the intended staff can get placed elsewhere with other tasks.”*

Informant 7 *“I believe we need to get more personalized, we do not gain anything by sitting in a car with toned windows. It is good for a local area to get to know their local police and to*

*see that we are more than just police, we are also humans. In the long run should all citizens feel that the SPA is not just an authority; I want everyone to know at least one police which they feel comfortable contacting if they do not want to call the operator. But this plan depends in an insurance that the placed police can stay in their local area and not get moved around because of lack of resources.”*

By the national security surveys between 2012 and 2015 there has been observed a positive development regarding how the citizens has been met in cases of crime and the police's information on how the work on the case progresses. The trust towards the police and how they run their work has as well developed positively (Statskontoret, 2016b, p. 46).

### **5.6 Has the new organization affected your daily work situation?**

Informant 1 *“My situation looks more or less the same, if that means that we does not follow the new directions or if we already did it that way I do not know... but the climate is harder now. The crime has gone lower down in ages and the narcotics are more spread. Already in a young age there is a bad attitude towards the police. There is eight year old kids that throw rocks at the police and behave badly and commit crimes. Previously the youngest was around 14, but now the older kids encourage the younger kids to run their errands and make trouble.”*

Informant 4 *“I heard colleagues say they feel that they are not enough and feel the lost in what they should do in the everyday work life. There is so much ambition and will power, but no way to get it out since there are no clear paths to go. The situation was not perfect before the new organization either, already at that time there was a shortage of personnel and the feeling of not being enough, but it did not get better with the new organization.”*

Informant 5 *“In my unit we can really notice that it is that we work from the operational goals, it is the visibility that is in focus. In my unit we have a great need for more people, but we cannot hire. It is noticeable that the priorities are done from the operational goals of being more present. Another thing is that there is a tendency of being too many meetings in this contact creating, meetings with the social care and estate owners and similar, many meetings that takes a lot of time. It is nice, but it is important to be critical and see the effects. I want to increase the crime fighting and decrease the amount of meetings.”*

Informant 7 *“All of us need to try to turn the organization to what the regulation letter and the operational goals tell us to do. It is all about turning and be as effective as possible, both*



*for the organization and for the colleagues. We are a driven group of people with strong engagement, for better or worse. But many coworkers are driven by their own force and their own goals, including what they see as most important, in these cases we need to make them see what is really the priority and more important. We need to go in the same direction. This is a challenge, to get everyone to go in the direction that the regulation letters says.”*

### **5.7 Other thoughts about the new organization**

Informant 2 *“A positive thing is that we have got more civil servants in the investigation unit, it has been a positive action since we has been understaffed and now we been strengthen with knowledge and resources for example a socionom and a criminologist.”*

Informant 3 *“I still feel that it is a bit vague and it is poorly communicated which goals we are supposed to work with.”*

### **5.8 The work with the citizen’s promise**

Citizen’s promises is a management tool and are about listening to what those living and working in an area experience as important to make them feel safe and secure. The citizen’s promises aim at more effective crime prevention and security creation by building trust and engaging and involving citizens together with community actors. The work on the citizen’s promises is based on cooperation, communication and problem-oriented police work, in combination with the basic principles of Community engagement in policing. The work of developing the citizen’s promises includes several parts, from initiating collaboration to providing feedback (Polisen, 2016b).

Informant 1 *“I have taken part in forming the promises for this area, which among other things is about unauthorized vehicular and open drug traffic. This has been done in collaboration with real estate association and the municipality plus gathered information from the citizens. We constantly work with the promises, but sometimes we really bring forces together and show the public what we are doing. It is for them we work, and the tax payers are in one way our employer. It is not more than fair that we work with what they mean is important.”*

Informant 2 *“It is good that the citizens can bring out what they mean is important. It is the citizens in the area that sees what is going, or the things that the police do not see.”*

Informant 3 *“It is good that there are goals to the different places geographically, but I mean they put too much responsibility on the individual police to read and understand the promises.*

*There is not enough time, which is sad. But of course, it is important to read them, but it is not a priority during the work day. Some parts of the promises are too wide, which is sad. I have seen the promises, but one does not talk about them as promises, it is more of a thing you include in the daily work. I do miss a definition and a background to the promises. I think that can lead to a lack of efficiency to fulfill the promises if one does not have the background. For my own part, I created a promise that has been with me since I applied for the police academy. Those who contribute to give the police a higher trust. I believe the perception of the police is not very healthy, more destructive and I want the police to look good in the eyes of the public. I blame the media for contributing to this perception.”*

Informant 4 *“I am having a hard time to adapt to the promises. But I think it is a good idea to have a shared responsibility. But it feels like... are there even any made for our region, I do not know? There has been a lot of talk for a long time, but nothing happens. It feels more like a political game. It is actually really sad; imagine how much effort that has been put into this, and then it does not even exist in reality. That is the way it is in general, so many decisions that are being made without any function. It is because it is the reality that controls the operations.”*

Informant 6 works in a unit that is not out on the streets, and feels like the promises is not adaptable for them.

Informant 7 *“Per now there are only two promises for two of our areas, we only had to form one per municipality, so nothing more has been done. It is actually a tool for communication with the public, and it is a work that has always been done, nothing new. It is supposed to work as a tool to communicate to the citizens what has been done, which is good, really good. We do a lot of things, but we do not speak of what has been done, so the public rarely see it. For me it is more of a way to have a dialogue with the public and create a feeling of safety. The calls I get is not about the drunks in the town, those we are used to have around us. No, when my phone rings it is about cyclists that cycle everywhere, and people are afraid of getting run over. This is not our first priority, but it is what is most important for the public, and therefore it needs to be a priority”.*

There was a pilot project in seven regions to try out the citizens promises. In the report (Genomförandekommittén, 2015, p. 28) from the project they say; *“Implementing citizen’s promises have helped to deepen the knowledge of the local problems and helped to strengthen relations with the local community as well as increase local involvement, for example by a*

*local actor that actively participates in the actions. Communication initiatives both internally and externally are crucial for the implementation of the working methods and the transparency of those who live and work in the municipality”.*

In the interviews conducted by Statskontoret does it show that the police’s attitude towards citizenship is generally positive. However, some regions have found that too many local police areas are challenged to reach a representative selection of the population in the civilian dialogues and to find new ways of communicating with citizens. Inviting to meetings has proved insufficient. According to the police authority’s progress report from the first quarter of 2016, half of local police area managers estimated that the ability to develop contact with citizens developed positively in 2015. The regional level they mean, like the Polissamordningen, that quality must characterize the work of citizen’s promises, so that they help to bring the police closer to the citizens. However, among some of whom we have spoken, it has been found that the timeframe for the imposition of promises has been considered too short given that there have not been sufficient resources at local level and that regular executives have not been in place. In the survey issued by Statskontoret to employees in the local police areas in November 2015, approximately 80 percent considered that the police and municipal cooperation agreements were, in part, a paper product that has no significance for the police work. There is a danger that the long-term attitude towards citizen’s promises will be the same if you do not deliberately and continuously work on the quality and follow-up of citizenship laws (Statskontoret, 2016a, p. 56).

## 6. Analysis

In the following chapter there will be an analysis of the empirical findings based on the study's purpose. The analysis will be divided into the same logical order as the findings are presented; beginning with the implementation of the new organization, the management, continuing with the effect of the goals and finally the effects of the new organization.

### 6.1 Implementation of the new organization

It became clear that the Police was in need of a change after other attempts of improving the organization had failed. They had supplied the organization with extra resources, there was however no improvement of the results. So the need for change was obvious, and it started with an idea of that something was not right, and the Implementation Committee concluded that there needed to be a structural change to be able to reach the official goals; *Increase the safety, and decrease the crime in the society*. The committee saw that there was need for a more distinct management and leadership and to bring the operations closer to the citizens. Within the New Public Management there is a focus on doing the public sector more efficient and citizen-friendly, something that the committee achieved for. Christopher Hood (1991) points out some characteristics for NPM, some of them can be related to the actions taken when implementing the new organization in the police. Examples are;

- a clearer and more visible organization and focusing on measurable and quantifying goals through the operational goals,
- focusing more on the overall results by letting every region run for itself but under the same conditions,
- the organization was broken down to smaller and decentralized units by focusing on the local areas.

When implementing the new organization communication was something that the informants I met had reacted to, the same reactions came from interviewees in the reports from Statskontoret. As discussed in the theory the communication is of most importance during a change process in order to avoid negative effects. Some of the informants claim that the information flow was good, and almost overwhelming in the beginning of the change process. Other informants felt that they did not have the time to read everything that came out on the intranet. The experiences are that the communication flow disappeared after the new organization was implemented. A reason for that could be that the work with the changes had now shifted from national level to a regional level and the responsible actors did not think about the communication. This could have led to a stage of ignorance at the employees in the

organization. Some informants claim that they did not notice when they moved from stage 1 to 2 in the process. This relates to Kurt Lewin's model of change where the steps are unfreeze, change, and freeze. I get the feeling of that the middle step, change, was left in the dark and not implemented. One informant said that suddenly it was January 1<sup>st</sup> 2015 and the new organization had set sail, but the only difference \*he noticed was some new icons on the computer. The same informant also said that \*he did not read any of the information given. This might be a reason to why \*he felt that nothing happened.

There was however the refugee flow which could be a reason for disturbing the implementation and pulled out on time. This was an unforeseen situation, but it came very badly timed. The timing for a change is important to avoid resistance. The resistance could be a great obstacle in a successful process. As the theory says the time approach can be one source for resistance. As mentioned above there was a lot of talking about the reform in advance of the implementation and one can imagine that could have brought a sort of fatigue and make the employees to lose their interest in the changes, and therefore give the expression of not care so much of what was going on.

A warning signal is when there is no resistance. Some informants claim that they did not care; this might be since the changes were done in other levels than their own and did not affect them directly. Another reason could be that the changes did not regard the organizational culture. When the changes are simply structural or strategically is it not seen as a dramatic change or a hostile action and the resistance is avoided. However, it is as important to create enthusiasm for the changes as it is to handle resistance. In the interviews there was only a few that expressed some kind of positivity towards the changes and the new organization.

## **6.2 Management**

In previous research made on organizational changes which is planned from the outside is showed to be a more complex process. In this case one of the informants brings out the fact that the person who planned the new organization was not even a police officer. Ericsson (2016) means that the idea of the reform can look good and seem possible from the beginning, but normally it takes much longer time and is much more expensive than calculated. Some of the informants claim they did not feel as a part of the reorganization, and that their voices did not get heard during meetings and in discussion forums. They also claim that the implementation took much longer time than it was announced to do. Here one can see that there is a reason for resistance, and formation of alliances that could act like a threat to the

change according to Jacobsen (2004). However, this was not the case; the informants rather claimed a stage of confusion where they did not know what was going on. The confusion can be avoided by defining the tasks and depending on the one who made the description.

During the interviews it became clear that there is a job description but some informants felt that it was not clear enough and it could be interpreted in different ways. There was no forum for discussing the different interpretations which is necessary to be able to evaluate and measure the results. Other informants mean that there is not a clear management, what was intended to be a pipeline organization with six management levels has become a matrix organization. This can be looked on in the eyes of bureaucracy where the commands and instructions should go from the top and down. Instead of the pipeline with the six levels working just like that, the commands and instructions goes between the pipes back and forward and the informant means that that was not the purpose. Another informant means that much of the decisions being made in high management levels are just a play, something nice to show the public. The informant claims that the management says what to do, but not how to do it and then it feels like they have to invent the wheel again and again. But in the light of innovative culture, this is a typical sign, since innovative culture is more common in a flat organization structure where it is more or less expected for the employees to contribute with ideas and opinions. When looking at the organization in a regional or even local perspective introducing Total Quality Management might be a good idea. It might be a bit of a challenge since the police are an old organization, but it may help to work well with TQM there, since they have had a long time to build a strong culture. There is a risk the police officers will feel controlled and supervised, but here it is about introducing TQM in a manner that makes everyone feel properly involved and motivated to enter into the new way of working. It may also be thought that there is a high turnover within the police and that employees do not feel they are able to develop in the workplace, so by introducing TQM, it can help them feel a certain greater job pride, and through good results see the potential for development as long as you wish to see it. As mentioned above, TQM can help increase the development potential among its employees, and it can also do create an innovation culture. Here they have the opportunity to give their experiences and knowledge to the decision-makers, in an open and welcoming forum. Challenges that may arise here are about the resource aspect. It is not everyone who understands the use of resources, even if you are incredibly good police officer, so a certain kind of conflict because of ignorance can occur in the sense that an employee cannot understand why his or hers idea is not being met but another one is. The challenge is

to create the open and welcoming forum, where employees can participate, but to be clear in what is relevant and feasible. Include employees in budget work and create a common ground for understanding as ideas and thoughts can be further developed.

When looking on what has been done and the results so far, with a decrease of physical availability it can be compared with the similar reforms taking place in Denmark and what is predicted happen in Norway, where the local knowledge has been replaced with a remote police. This is comparable with DiMaggio and Powell's (1991) forms of institutional isomorphism. As written in the findings, the criminologist Paul Larsson describes the reform as if they had the medication at first, and needed a diagnosis based on being able to use the medicine; in this case the medicine is increased centralization. This shows to some similarity to the mimetic isomorphism, like the organization chose a fitting solution to address the problems in the old organization.

### 6.3 The goals

The operational goals were one of the main actions when implementing the new organization. One gets the impression of that this is not the internal picture. In the theory it is explained that Charles Perrow claims that some goals within the organization could be unreachable and formed like a utopia about the good society. The official goals can be seen as a utopia and being unreachable, that is however the reason for formulating the operational goals.

Within the Management by Objective theory does it show that the goals are a process which includes several steps, meaning that the operational goals get formulated by the government in this case and then broken down to operational goals so they can be measurable. This is what Peter Drucker (1954) explains as SMART goals and is used within the New Public Management.

In the theory is it presented through Pihlgren and Svensson (1989) three types of goals to facilitate for the employees to understand and follow the goals for the organization; it is the direction goals, the effect goal and the production goal. These are in line with the idea of SMART goals, and can be identified as the official goals, the operational goals and the citizens-promises. As explained in the theory an important source to succeed with the goals are the political assignment and in this case the distribution of resources. Without the resources the efficiency will go lost. The informants repeatedly mentioned the lack of resources, and saw that as the reason to why nothing went as planned. One has to expect that it would take time for the positive effects of the reform to show. It can also be expected that

the reorganization would use both resources and attention in demand that would contribute to a lower productivity. If the budget would be increased, it could have a possible impact on the result; however it does not mean that it is because of the reorganization, first one need to see on the resources that the old organization got was similar and then compare the two.

In this study three of the operational goals were investigated, and the thoughts around them differed between the informants. The interpretation of the goals where more or less the same by the informants, they understood them as they where formulated. One informant only saw them as a paper product and another thought they were not specific enough. A repeated comment about reaching the goals was that there were not enough resources to be able to reach them; either there was a shortage of staff or money. It has on the other hand improved the effectiveness, which leads to greater possibilities to reach one of the operative goals. By doing the reorganization they improved the usage of resourced time, which they believe is a result from placing the right person at the right position, which again relates to the NPM theory.

Much of the same is repeated in the next operational goals. It is easy to see that the intention of the implementation of the goals from an organizational perspective according to the theory. But from the employees perspective the purpose or the understanding of why they are implemented is not as clear. There is however regarding the report from Statskontoret (2016) been an improvement since 2012, with goal number seven, better accessibility or (improved availability). This improvement is the fact that it has get easier to get in contact with the police over the phone. When it comes to physical contact the satisfaction by the public has decreased. This is something that the employees notice in different ways in their daily work situation, for example when they see the piles of unsolved crimes grow on their desks. This relates again to the matter of shortage of resources. But again can we see that from an organizational perspective has the authority solved this by introducing civilians with special competence to release some of the pressure. When looking at this matter in the eyes of resistance one can notice some typical features. The police officers, who might have been working with their tasks for a long time, feel like they get replaced by non police officers.

In the last operational goal the same tendencies is repeated. They understand the reason why they are implemented, but not how to work with them when the resources is not available.

Regarding the production or informal goals has the SPA given directions to all regions to formulate citizens-promises to adapt the goals to each municipality. It has only been done two



promises in the municipalities in the region where the study was made. One of the informants has taken part in forming them in the area where she works and means that it is important to be active with them since it is the citizens, the tax payers, which they work for. This relates to Christensen et. al., (2015) and Jensen's (2013) theory about employees wanting to reach the goals and contribute to the society.

#### 6.4 Citizen's promises

The citizen's promises were a tool in the old organization as well, even if the focus on them has increased with the new organization. They are an important tool for communication between the authority and the public. Some of the police officers have taken part in developing the promises in their local area, and says that it is something they constantly work with. The promises can be seen at as a management tool as the same time as a communication tool. But it gets clear through one of the interviews that not everyone understands the purpose of the promises and by that do not "work" with them. Another says \*he has a hard time to adapt to them, but likes the idea of a shared responsibility with other actors, such as estate owners, in the community, and that not everything is put in the arms of the SPA. On the other hand \*he argues that there is a lot of talk and nothing happens and that it ends up feeling like a political game. The three informants mentioned above works in three different positions with different purpose. This could be an explanation to why the view on the promises is so varied. The citizen's promises is a part of the new organizations management model, and it is relevant that the implementation is taken seriously and being credible. So one of the challenges become implementing the model is that even though the model has been decided on, it is not followed through in praxis according to some of the informants in this research. This can have consequences of becoming a project that the employees do not feel ownership for or believe in, which could lead in to trust issues towards the police. One gets an understanding from this research that it is only in the local police and employees in higher management levels the understanding for the promises is complete. As it also is mentioned by one of the informants, "...when my phone rings it is about cyclists that cycle everywhere, and people are afraid of getting run over. This is not our first priority, but it is what is most important for the public, and therefore it needs to be a priority".

It shows however in a research made by Statskontoret that the overall look at the promises is generally positive. There is of great relevance that the police focus on the problems that the public means are the most important. It is also a good tool for tool for reaching the official goals since it can have a positive effect on the experienced safety and the trust to the police

which can lead to decrease the crimes. Another positive effect through the citizen's contact with the police can be looked at as professional and with a respectful response and dialogue where the trust and the will to cooperate with the police are strengthened.

## 7. Conclusion

In this chapter the purpose of the study will be answered and conclusions will be presented. Finally there will be proposals to further research within the theme for the study.

After the implementation of the new organization the voices has been many and in some cases loud. Upset thoughts have been raised in media both from employees in the organization and from the public. The reason for change was clear, and now the Swedish Police Authority works their best to fulfill the official goals; *Increase the safety, and decrease the crime in the society*. In connection with the reform it was therefore interesting to research *how the employees in the Swedish Police Authority experience the new organization and the usage of goals as a management tool?* To answer the question three research questions was used.

The first research question was how the police experienced the implementation of the new organization? The theory stresses the importance of communication when reorganizing. The informants felt that the communication up until the implementation was good, and in some cases over whelming. But it seems like the most of them where aware of the need of the reorganization and saw it as a positive thing. There were therefore not many signs of resistance by the informants. The confusion was on the other hand more of a subject since they felt like the reorganizing ceased after January 1<sup>st</sup> 2015 when the information flow suddenly stopped. Another reason for this feeling could be the refugee flow that hit Sweden during the autumn 2015, which led the attention from the reorganizing to the border controls.

The second research question wanted to see on how the police defined the goals and how they implemented them in their daily work. In the theory chapter the importance of having goals was brought up. As well the usage of goals in different means; official goals, operational goals and productive goals. The New Public Management discourse included the usage of SMART goals which should be measurable goals and with help from them reach the aim that the organization has. The understanding for the goals where clear by the informants, and they interpreted the goals as they were formulated. The issue seemed to be on how they should use them in their daily work. The question marks were raised since they saw limitations in the mediated resources and could not really see how they should be able to do anything without the proper tools. The theory says that an important source to succeed with the goals are the political assignment and in the case with the SPA, the distribution of resources. Without the resources the efficiency will go lost.

The final research question was about how the police experienced the management tools used to reach the official goals. The main tool being the operational goals, but the citizen's promises are the most important tool in the operational level. The understanding of how to use this tool differed between the informants and some gave the impression that they did not see the purpose with the promises. The challenge therefore became to follow the decision made and actively use this tool to reach out to the citizen's in order to gain their trust. The results made in other researchers are however that the general look at the promises is positive and seen as a good tool to be able to reach the official goals.

The answers that came from the research questions show that the employees in general have a positive attitude towards the new organization and can understand why there was a need for change and stood positive for it to be done. They however feel that there are still some obstacles in form of shortage of resources to be able to fully succeed with the aim to reach the goals. The informants I met all gave the impression of being loyal to their organization and contribute with their own resources and working towards the official goals. When it comes to using the provided tools there is however some confusion in how to use them, again depending on lack of resources, but also some lack of understanding of their purpose.

### **7.1 Further research**

When it comes to further research it would be interesting to have a closer look on how management tools can be used to adapt to every level of management, every unit and positions within an organization. This is especially interesting in large organization that has a strong culture and where the hierarchy is strong. It would also be interesting to follow the new police organization and see how the work with the management tools develops over time and also look into how the evaluation systems will be developed within the SPA. Statskontoret will through two more reports evaluate the rest of the reform; it will then be possible to see the full effects it has had on the organization.

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## **9. Attachments**

Attached is the interview guide that was used during the interviews.

### **Intervjuguide**

#### **1. Om respondenten**

1.1 Titel/ befattning:

1.2 Anställningsår inom myndigheten:

1.3 Position i organisationen - antal underordnade samt antal överordnade:

1.4 Ev. antal år i chefsposition på myndigheten:

1.5 Utbildning:

1.6 Tidigare arbetserfarenhet:

1.7 Chefsposition på tidigare arbetsplatser:

#### **2. Mål och egen målbild**

2.1 Hur tolkar du de övergripande målen; öka människors trygghet, minskad brott i samhället.

2.2 Hur tolkar du delmål 1; stärkt förmåga att ingripa mot brott och ordningsstörningar.

2.3 Hur tolkar du delmål 7; större tillgänglighet.

2.4 Hur tolkar du delmål 8; större kontakt med medborgarna.

2.5 Kan du berätta hur den nya organisationen har påverkat din arbetssituation och vardag?

2.6 Utifrån alla delmål, finns det något/ några mål som ni arbetar mer/ mindre med?

2.7 Har ni skapat egna mål/ delmål inom avdelningen, som inte kommer ifrån regleringsbrevet?

#### **3. Medborgarlöftet**

3.1 Vilken är din förståelse av arbetet med medborgarlöften?

3.2 Hur jobbar du för att uppfylla medborgarlöftena?

#### **4. Implementeringsprocess**

4.1 Hur har implementeringen av ny organisation skett till verksamhets nivå?

4.2 Vilken information blev du tilldelad innan införingen av ny organisation?

4.3 Vilken roll hade du i implementeringsprocessen?

4.4 Enligt din uppfattning, på vilken nivå i organisationen, blir ett delmål en konkret aktivitet?

4.5 Upplever du en handlingsfrihet i processen att uppnå delmål?

4.6 Hur arbetar ni med uppföljning av delmål?

4.7 Hur och när vet ni att ni har uppfyllt ett delmål?

#### **5. Styrning**

5.1 Upplever du att myndighetens formella mål, instruktioner och policys överensstämmer med de informella målen och värderingarna i organisationen?

5.2 Upplever du en tydlighet i styrningen, dvs. en medvetenhet kring ansvar och befogenheter?

5.3 Svagheter med reformen.

5.4 Styrkor med reformen.