

## Organizational Development Using the Dimension of Culture: A Case Study of the Marine Police Division of Samut Prakarn Province

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### Abstract

This research aims to investigate: (1) the background of organizational culture for the marine police division of Samut Prakarn Province; (2) the conditions and problems of organizational culture and guidelines for the development of organization of the marine police division of Samut Prakarn Province using culture; (3) a model of organizational development using culture for the marine police division of Samut Prakarn Province. Data was collected from document and field data. The results show that organizational cultural in the marine police is determined by traditional values, patronage and meritocracy. The power comes from the law. A number of problems were found with the organizational culture, including a lack of good recruitment, lack of personnel development and lack of collaboration with other organizations. There are many procedures that cause delays and work is reactive rather than proactive. A model of organizational development using culture for the marine police division of Samut Prakarn Province was developed and named the 'ABC Culture'. This investigation can be used to resolve problems in organizational management that efficiently conform to the current situation.

**Keywords:** Organizational culture / Marine police division / Organizational development / Samut Prakarn Province

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## บทคัดย่อ

งานวิจัยนี้มีความมุ่งหมายเพื่อศึกษา (1) ความเป็นมา วัฒนธรรมองค์กรของ กองบังคับการตำรวจน้ำ จังหวัดสมุทรปราการ (2) สภาพ ปัญหาวัฒนธรรมองค์กร และ แนวทางการพัฒนาองค์กรโดยใช้มิติทางวัฒนธรรมของกองบังคับการตำรวจน้ำ จังหวัดสมุทรปราการ (3) รูปแบบการพัฒนาองค์กรโดยใช้มิติทางวัฒนธรรมของกองบังคับการตำรวจน้ำ จังหวัดสมุทรปราการ เก็บรวบรวมข้อมูลจากเอกสาร และข้อมูลภาคสนาม ผลการวิจัย พบว่าความเป็นมาวัฒนธรรมองค์กรของกองบังคับการตำรวจน้ำ เป็นวัฒนธรรมองค์กร ที่มีแนวโน้มเป็นวัฒนธรรมแบบตั้งรับ-ปกป้อง อำนาจได้มาจากกฎที่มีกฎหมาย ระเบียบ หรือข้อบังคับได้กำหนดเอาไว้ สภาพวัฒนธรรมองค์กรที่เป็นอยู่ในปัจจุบัน พบว่าเป็นองค์กรแบบระบบราชการ และเป็นแบบ อนุรักษ์นิยม มีการวางโครงสร้างอำนาจตามลำดับชั้น ปัญหาวัฒนธรรมองค์กร พบว่าขาดการสรรหาที่ดี ขาดการพัฒนาบุคลากร ควรปรับปรุงวิธีการทำงาน เปิดโอกาสให้เจ้าหน้าที่ มีอิสระในการแสดงความคิดเห็น ควรสร้างขวัญกำลังใจให้แก่บุคลากร ควรมีการพัฒนาระบบเทคโนโลยีสารสนเทศที่จำเป็นต่อการบริหารงาน ส่งเสริมการมีส่วนร่วมของประชาชน โดยการสร้างเครือข่าย และพันธมิตรในการปฏิบัติงานทุกระดับ รูปแบบการพัฒนาองค์กรโดยใช้มิติทางวัฒนธรรมของกองบังคับการตำรวจน้ำ จังหวัดสมุทรปราการ พบว่า เป็นวัฒนธรรมองค์กรที่เกิดจากการผสมผสานกันระหว่าง วัฒนธรรมองค์กรแบบราชการ วัฒนธรรมองค์กรแบบที่มุ่งผลงาน หรือมุ่งผลสัมฤทธิ์ และวัฒนธรรมองค์กรแบบสร้างสรรค์ เป็นวัฒนธรรมองค์กรตำรวจน้ำยุคใหม่ชื่อว่า “ABC Culture” โดยสรุปการวิจัยนี้สามารถนำไปประยุกต์ใช้ในการแก้ไขปัญหาในการบริหารจัดการองค์กร และใช้เป็นแนวทางในการพัฒนา วัฒนธรรมองค์กรที่เหมาะสม เพื่อยกระดับวัฒนธรรมขององค์กร ของหน่วยงาน ซึ่งจะส่งผลต่อการบริหารให้มีประสิทธิภาพมากยิ่งขึ้น สอดคล้องกับสภาพการณ์ของสังคม ในปัจจุบันที่มีการเปลี่ยนแปลงอย่างรวดเร็ว

**คำสำคัญ:** วัฒนธรรมองค์กร / กองบังคับการตำรวจน้ำ / การพัฒนาองค์กร / จังหวัดสมุทรปราการ

## Introduction

In the face of globalization, reorganisation of Thai government is necessary. The major obstacle to the organization of government in Thailand is excessive regulation, which stifles creativity and flexibility in work. Moreover, it leads to a lack of organization development (Pethcharamunee, 1989). Organizational restructuring depends on the culture of the organization. According to Schein (1992), organizational culture affects capacity of work. In fact, conflicting organizational culture obstructs the development of an organization (Netphisalwanich, 1997). Therefore, each organization has its own work culture that could both benefit and damage the organization. The Thai government is in the middle of a crisis that obstructs work, management, development and creativity (Sutheewasinnon, Hoque & Nyamori, 2016). The lead researcher in this investigation is an executive member of the marine police, a division of the Royal Thai Police concerned with the safeguarding of domestic waters. Given the organizational culture crisis, the researchers were interested in investigating a solution for marine police organizational culture problems in order to develop Thai marine police work culture and attitudes to correlate with good governance. In this respect, development using the dimension of culture refers to the creation and improvement of strategies to adapt the cultural practices of the marine police division. There are a number of areas in which organizations can be developed, specifically in terms of economic, social and administrative policies. However, this investigation was designed to identify a culturally viable model of organization for the marine police division in light of the cultural obstacles indicated above.

## Literature Review

Hofstede (1987) found that patronage and meritocracy are common factors in stifling creative in government departments. As a solution, Hofstede argued that management development should take cultural differences into account and adapted four classic dimensions of dominant value patterns: Individualism v. Collectivism; Large v. Small Power Distance; Strong v. Weak Uncertainty Avoidance; Masculinity v. Femininity. These dimensions were a reaction to McGregor's X and Y Theories, which Hofstede saw as based on assumptions that were valid in America but not, for instance, in South East Asia. Hofstede thus created two culturally harmonious replacements, Theory T and Theory T+, which were based on the 'collectivist, large power distance nature of the Asian cultures' (Adekola & Sergi, 2016, p. 225). 'Theory T advocates that tradition is a source of wisdom; therefore, the average human being has an inherent dislike of change and will rightly avoid it if he or she can. Conversely, Theory T+ supports that change is a natural function, and resisting it will lead to negative consequences' (Adekola & Sergi, 2016, p. 225).

In an analysis of the marine management of Pattaya, Longjit and Pearce (2013) showed that management activities are undertaken by a range of agencies in line with their general institutional objectives and duties. "These results raise questions about the scope of destination management and the need to consider its dimensions more closely" (Longjit and Pearce, 2013, p.165). Of particular importance is the cultural dimension and, specifically, the effectiveness of organizational culture in supporting the goals and principles of an institution (Alvesson, 2012; Cooke and

Szumal, 2000; Netphisalwanich, 1997; Notesupha, 2005; Pethcharamunee, 1989; Prada, 1996; Sa-Nguanwongwan, 2007; Schein, 1992; Thammakun, 2008). Not only does the organizational culture effect the efficiency of organizational procedures, it also has an impact on the motivation of personnel, which in turn determines the level of organizational output (Kantima, 2007, Phonhan, 2000). An analysis of organizational culture is therefore vital in determining a suitable development plan for any institution.

### **Research Objectives**

This investigation has three main aims: (1) to investigate the background of organizational culture for the marine police division of Samut Prakarn Province; (2) to identify the conditions and problems of organizational culture and guidelines for the development of organization of the marine police division of Samut Prakarn Province using culture; (3) to develop a model of organizational development using culture for the marine police division of Samut Prakarn Province.

### **Research Methodology**

This is a qualitative investigation. The study was completed within a 12-month period. The sample population was purposively selected from four marine police departments using 3 criteria: (1) the sample departments should be those responsible for the most densely populated areas of Samut Prakarn Province; (2) the sample departments should be marine work centers; and (3) the sample departments should have executive marine police or commission officers stationed permanently. The sample population included 120 marine police officers and 30 civilians, categorised as 20 key informants, 100 casual

informants and 30 general informants. The key informant group included chief superintendents of 4 marine police stations in Samut Prakarn Province, 8 superintendents and 8 police chiefs. These individuals provided detailed data concerning the organizational culture of the marine police in Samut Prakarn Province. The casual informant group included 26 commissioned marine police officers and 74 non-commissioned officers. The general informant group was composed of members of the public using the services of the marine police. Data were collected by document analysis, field study, participant and non-participant observation, structured and unstructured interview, focus group discussion and workshop. Data were validated by triangulation method, categorized according to the three aims of the research and analysed by analytic induction and typological analysis according to the methods outlined by Supang Chantavanich (1988). The results are presented here as a descriptive analysis.

## **Results**

### **History and background of Samut Prakarn marine police office organizational culture**

The Royal Thai Police is a juristic body under the authority of the Prime Minister of Thailand. The responsibilities of the police are as follows: (1) protect the royal family of Thailand; (2) care for, control and monitor the work of police officers according to the rule of law; (3) protect from and repress criminality; (4) maintain the peace and stability of the people; (5) perform duties required by national law; (6) assist in the development of the country; and (7) perform other requirements to support responsibilities 1-6. The marine police is one of twelve

arms of the Royal Thai Police, responsible for the safeguarding of domestic waters. The marine police is divided into administrative and executive branches. On the administrative side, the headquarters is located in Samut Prakarn Province and there is an office in Bangkok. On the executive side, there are eleven offices around Thailand: Samut Prakarn (3), Bangkok, Chonburi, Surat Thani, Songkhla, Phuket, Trang, Mukdahan and Nong Khai

According to the study, the marine police office organizational culture is a combination of a patronage system and a merit system. It is a bureaucratic organization dominated by a hierarchy of commanders. This organizational culture is the same now as it was in the past. The administrators set policy and are ready to adapt for changes in society. The practitioners share a commitment to the organization but often avoid responsibility. The administrators have established a relationship with their subordinates and collaborate to solve problems together. There is continuous professional development in the form of training. Members of the marine police take into account the convenience of their service for the public. Spending is planned carefully to suit the activities of the organization. The researchers also found that there is discrimination between male and female officers. Female officers get less support in work and promotion than male officers. Moreover, a hierarchical administration encourages officers to obey their commander stringently. According to the focus group discussions, human resource management was under a patronage system. Promotion and transfers are influenced by private connections. The researchers also found that there is gender discrimination in the marine police department. Female officers get less support in promotion and transfer than male officers. Traditions observed are the same as in most other government offices: the marine police officers

faithfully believe and respect in organizational rules and discipline. The marine police department operations are controlled by a ladder of authority. The operation process is a passive process. The researchers found that proactive work is less common than reactive work. According to the focus group discussions, the ladder of authority leads to less risk taking by operational workers. Officer empowerment or authorization comes from the law and discipline.

#### **Current situation, problems and guidelines for the development of Samut Prakarn marine police organizational culture**

The results show that Samut Prakarn marine office organizational culture is a conservative culture. The officers are expected to obey their commander. The relationship between officers is a familial relationship and they conform to Thai traditions as their guide to how to treat others. The study showed that the patronage system that is a product of this conservative culture causes unequal promotion and support in work, which leads to a lack of manpower development. Moreover, obsolete technology delays the cooperation between officers and their department. According to the results, guidelines for Samut Prakarn marine police organizational culture development and management should begin from recruitment of personnel according to the needs of the department or the job qualifications of the applicant. Furthermore, rearrangement of the work system and decentralization is needed for prompt communication and operation. The communication channels between the police department and the general public should be improved to make communication between the public and the police faster.



Researchers found that each officer must obey the rules of the organization. The organizational structure is a ladder structure of authority. The executive gives commands and implements policies for operational workers to follow. The work process is step by step under operational procedure. The relationship between colleagues is respectful and there is a strong ethic of teamwork. However, the organization faces problems of irresponsibility. The researchers found a lack of creativity and responsibility among workers, which leads to delayed or prolonged operation times. Many of these problems are caused by unsuitable levels of job familiarity. A period of orientation is necessary for new officers to become familiar with organizational culture and the work process. The results showed that officers who had been trained or oriented before embarking upon actual practice were better able to adapt to their new society and job. As with other government officers, the police officers have values about savings and expenses. Moreover they respect seniority and Thai courtesy.

The results showed that a major problem of organizational culture in the marine police is unequal human resource management, due to poor standards for promotion and transfers. Moreover, the organization faces a lack of manpower, equipment and inappropriate compensation. The researchers also found that the marine police organization communication network system is obsolete, which leads to the delay of communications and operations.

There is a lack of work progress, modern technology is not applied in practice, there are no performance networks and there is a lack of coordination. To address these problems, suitable positions should be created, work should focus on returns, performance should be improved

and there should be opportunities for officials to express their opinion freely. Morale among staff members should be reinforced and information technology systems that are essential to the administration should be developed. Community participation should be promoted by building networks and alliances at all operational levels.

Field research led the researchers to conclude a five-point guideline system for the development of organizational culture in the Samut Prakarn marine police. The five-point strategy is as follows: (1) there should be equal human resource management - promotion and transfers should be done without discrimination and patronization; (2) the operation process should be improved to provide a faster service for clients, for example reduction of unnecessary procedures, preparation of a working map for clients to understand work and service processes; (3) the marine police organization needs more up-to-date equipment and knowledge support; (4) technology and network communication development is necessary for the police department to work effectively; (5) communication and cooperation between departments increases the effectiveness of work. In the opinion of the researchers, each police department should connect to one another to exchange knowledge and experiences.

#### **Development of Samut Prakarn marine police organizational culture**

The ideal organizational culture should support creativity and work processes, while adhering to the rules and regulations of the organization. According to the restructuring of the Thai government system, attitudes should focus on performance and effectiveness of work using results-based management. Nevertheless, each police organization needs to adhere to

discipline and respect. For that reason the researchers investigated three guidelines for Samut Prakarn marine police department, as follows: (1) planning of organizational structure; (2) setting of organization attitude, vision and goals to determine organization work and indicators to assess work effectiveness; and (3) focus on creativity and teamwork that support organizational development and success. This culture is called the 'ABC Culture' (Figure 1). The 'ABC Culture' for the Samut Prakarn marine police is an organizational culture with three tiers: (1) Bureaucratic Culture - Use good governance rules of law as the core of management and use adaptation strategy for the cultural vision and value of integrity; (2) Achievement Culture - Use effectiveness and accountability as operational indicators and use adaptation strategies for cultural vision and value of efficacy, democracy and yield; (3) Constructive Culture - Use the participation of colleagues for brainstorming and problem-solving and use adaptation strategy for cultural vision and values of morality and relevance. These three pillars will help address the problems identified above because ideal organizational culture comes from the combination of old police traditions and integrity. In conclusion, the organizational development model for Samut Prakarn marine police is the combination of Bureaucratic Culture, Achievement Culture and Constructive Culture, called 'ABC Culture'.

A	for	Achievement Culture
B	for	Bureaucratic Culture
C	for	Constructive Culture

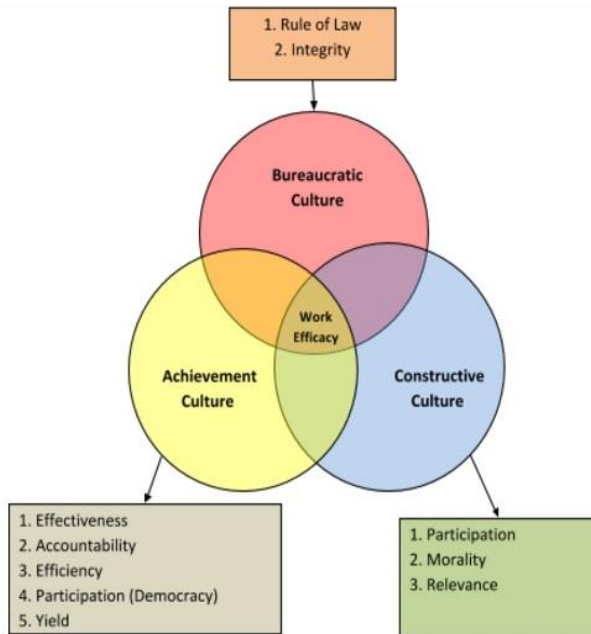


Figure 1 The ABC organization culture

## Conclusion and Discussion

The management of manpower by patronage and meritocracy in the marine police division of Samut Prakarn is consistent with the findings of Hofstede (1987). Most of the executives advocate bureaucracy and are guilty of gender discrimination, which affect justice and attention to work (Adekola & Sergi, 2016). The researchers found that some officers focus on the patronage system more than work effectiveness and seek progress in work by patronage. This 'popularity' model of success is common in all areas of business and industry (Alvesson, 2012; Thammakun, 2008).

Conventionally, the marine police department is a conservative organization. They believe in a command system and respect of the organization's rules and discipline (Suphap, 2000). The results showed that Thai government organizational culture focuses on formal procedures and good governance. These are a product of the Thai government development strategy (Office of the Public Sector Development Commission, 2008). Furthermore, age is equated to seniority and suitability for higher positions in the hierarchy, which is consistent with the Thai social tradition. The work process management of the marine police is under a hierarchical structure that discourages proactive work. It is the opinion of these researchers that the organizational structure of the marine police was set as a hierarchical structure so that decisions could be made only by executive police officers or commanders. For this reason, enthusiasm for work has declined (Cooke & Szumal, 2002; Sa-nguanwonngwan, 2007). Members of the marine police office are empowered by the hierarchical system. The level of power and command is set by an officer's rank (Wiruchniphawan, 2004).

Executive officers of the marine police set organization policy and management guidelines. Moreover, work indicators are set to assess performance and effectiveness of work. According to the study, policy on decision-making and management should be systematically set as clearly as possible. This is in agreement with the research of Kantima (2007). The executive police officers are ready for the restructuring of their organization and cultural improvement. It is the opinion of the researchers that all government organizations should prepare for restructuring and risk management in accordance with The Eleventh National Economic and Social Development

Plan, 2012-2016 (National Economic and Social Development Board, 2012). The researchers found that organizational culture is the major factor of loyalty to the organization, which corroborates the research of Somjai Tangchansangsi (2002). Respect for the organization can be shown in different ways, for example admiration, congratulations and acceptance (Prada, 1996). These actions affect the motivation to work and relationship between colleagues (Kantima, 2002). According to the study, one of the major obstacles to the restructuring of organizational culture is the lack of responsibility and the ability to risk-take. These problems lead to delayed work process and progress in problem-solving (Cooke & Szumal, 2002). The researchers strongly believe that understanding of organizational culture can improve performance and effectiveness of work (Notesupha, 2005).

The researchers found that the human resource management of the marine police department of Samut Prakarn is unequal. The patronage system causes discrimination and unfair promotions and transfers. The patronage system is a remnant of old Thai government organizational culture that obstructs the development of government work (Kanthima, 2007). The researchers also found that the marine police department of Samut Prakarn needs more working tools and vehicles, as well as technological support that would help eliminate delays in work and communication between colleagues. These findings are consistent with the conclusions of Manoon Thanawattana (1996), Tharawan Phonhan (2000) and Kitiphong Urapheephattanaphong (2002).

### **Guidelines for the development of Samut Prakarn marine police organizational culture**

According to the study, the marine police department needs organizational culture restructuring in order to reduce the effect of the patronage system and discrimination, and increase the performance and effectiveness of work. In the opinion of the researchers, human resource management should be based on good governance in order to justify the organization. Each officer should respect organizational ethics (National Economic and Social Development Board, 2012). The study showed that the marine police office operations need to be improved in order to accelerate work processes and increase work performance and effectiveness. The investigation found that the marine officers should be supported by group discussion or training about service-mind and standards. Additionally, stronger networks and communication are necessary to provide prompt and impressive services. The model developed to address the organizational culture of the Samut Prakarn marine police was composed of three dimensions: bureaucratic culture, achievement culture and constructive culture. This model can be used to resolve problems in organizational management that efficiently conform to the current situation.

### **Suggestions**

The researchers wish to make a number of suggestions for the practical implementation of these research results: (1) The marine police organization can use the guidelines for organizational culture to develop, restructure and improve their organizational culture; (2) Marine police executive

officers can use the results as guidelines for the development of organizational culture; (3) Other government organizations can use the results as a guide for development and management of organizational culture; (4) Marine police executive officers can use the results as guidelines for operational management; (5) Marine police executive officers should support human resource development and management; (6) The marine police organization should develop communication and cooperation between departments and sections.

The researchers also wish to recommend a number of areas for potential future research: (1) Organizational culture development and restructuring in other government organizations; (2) Indicators of work effectiveness and performance; (3) Combination and adaptation of the three-dimensional 'ABC' organization model; (4) The benefits and effects of restructuring organizational culture; (5) The factors affecting organizational culture development.

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