



**PRELIMINARY IDENTIFICATION OF ORGANIZATIONAL CULTURE STYLES IN THE PROCESS OF STRATEGIC PLANNING: EMPLOYEE PERCEPTION IN THE TURKISH PUBLIC HIGHER EDUCATION**

**STRATEJİK PLANLAMA SÜRECİNDE KURUM KÜLTÜRÜ ÇEŞİTLERİNİN BELİRLENMESİ: TÜRKİYE'DE DEVLET ÜNİVERSİTELERİNDE ÇALIŞAN PERSONELİN ALGISI**

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**Abstract**

It is widely accepted that culture is an essential element to understand how any organization functions and public sector organizations are certainly not out of this. Comprehending organizational culture is a prerequisite to examine the public sector thoroughly because it forms the essence of all the actions, processes and outcomes in the organizations. Indeed, the vast majority of the previous studies emphasise that the concept has become much relevant with the strategy-making process in the public organizations, which mainly needs to be consistent with the culture types of organization. In times of change, the consistency between culture and strategy is key to create a sustainable organizational structure. The paper primarily intends to explore the culture of a higher education institution in Turkey and investigates to what extent the culture of the institution is ready for an organizational change, which is aimed to be generated through the strategic planning process. The empirical results show that hierarchical culture is seen as the most dominant existing culture among other types, while the desired culture, which the members of the institution would like to embrace, appears to be adhocracy culture. Theoretical, and empirical implications, are investigated throughout the paper.

**Keywords:** *Organizational Culture, Competing Values Framework, Strategic Planning Process, Public Sector Higher Education.*

**Öz**

Bir kurumun nasıl işlediğini anlamak için öncelikle o kurumun kültürünü incelemek gereklidir ve kamu sektöründe de bu yöntem yaygın olarak kullanılmaktadır. Kültür, kamu kuruluşlarının yaptığı tüm eylemlerin, süreçlerin ve sonuçların özünü oluşturur. Yönetim kültürü kavramı yeni yönetim tekniklerinin kamu sektörü alanında etkili olması ve farklı kültür tarzlarının bu sektörde uygulanabileceği fikrinin literatürde vurgulanmasıyla aynı zamanda ön plana çıkmıştır. Değişim zamanlarında, kültür ve strateji arasındaki tutarlılık, sürdürülebilir bir organizasyon yapısı oluşturmak için özellikle önemli görülmektedir. Bu makale, Türkiye'deki bir yükseköğretim kurumunun mevcut ve gelecekte sahip olmayı istediği örgüt kültürünü araştırmayı ve bu kültür çeşitlerinin stratejik planlama sürecinde oluşturulması hedeflenen dönüşümle ne ölçüde paralellik gösterdiğini irdelemeyi amaçlamaktadır. Ampirik sonuçlar, kurum personelinin halihazırda hiyerarşi kültürünü en baskın kültür çeşidi olarak gördüğünü gösterirken, gelecekte kurumda görülmek istenen kültürün ise adhokrasi kültürü olduğunu açığa çıkarmıştır. Teorik ve ampirik çıkarımlar makale boyunca incelenmektedir.

**Anahtar Kelimeler:** *Örgüt Kültürü, Rekabet Eden Değerler Tipolojisi, Stratejik Planlama Süreci, Kamu Sektöründe Yükseköğretim.*

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## GENİŞLETİLMİŞ ÖZET

### Çalışmanın Amacı

Kamu sektöründe faaliyet gösteren Türkiye’deki üniversiteler, idari işleyiş ve mekanizmalarının kurulmasında yeni yönetim tekniklerinden faydalanan kurumların başında gelmektedirler. Bu tekniklerin en önemlilerinden biri olan stratejik yönetim anlayışının yerleştirilmesi, personelin değerleri, alışkanlıkları ve çalışma tarzları gibi öğelerle entegrasyonu ölçüsünde gerçekleştirilebilmektedir. Bu araştırma, Türkiye’deki Yükseköğretim Kurumlarının stratejik planlama ve uygulama süreçlerinde örgüt kültürünün ne ölçüde etkili olabileceğini saptamak amacıyla gerçekleştirilmiştir.

### Araştırma Soruları

Yükseköğretim kurumlarında etkili olması muhtemel hiyerarşi, grup, piyasa ve adhokrasi olarak adlandırılan dört örgüt kültürü tarzı belirlenmekte; bu kültür çeşitlerinden hangisinin baskın olduğu sorgulanmaktadır. İki aşamalı bir değerlendirme yapan çalışma, öncelikle mevcut durumda kurum çalışanlarının sahip olduğu kültürü sorgulamakta, ikinci olarak ise kurumun gelecekte sahip olmayı arzuladığı kültür çeşidini ortaya koymayı amaçlamaktadır.

### Literatür Araştırması

Kamu kurumlarında örgüt kültürü analizi hem akademik araştırmalarda hem de pratikte oldukça zaman alan detaylı bir süreçtir. Geleneksel kamu sektörü kültürünün bürokratik ve süreç temelli değerler üzerine inşa edildiği, dolayısıyla kamu yönetim alanının verimsiz, hantal ve statik yapısının köklerinin bu kültüre dayandığı kabul edilmektedir. 1980’li yıllarla beraber kamu yönetim yapısının sorgulandığı bir döneme girilmiş, kötü yönetimle özdeşleştirilmiş kamu kurumları için bir çıkış yolu aranmaya başlanmıştır. Yeni kamu yönetimi anlayışı bu arayışa cevap vermek için stratejik yönetim, kalite yönetimi ve dijitalleşme gibi oldukça etkili olan teknikleri kamu sektörüne sunmuştur. Kamu kurumlarında kapsamlı bir dönüşümü hedefleyen bu metotlar, içine doğdukları kültürü değiştirmeyi de amaçlamışlar fakat birçok vakada o kültür tarafından işlevsizleştirilmişlerdir. Tam da bu noktada, kurumların idari işleyişlerini ilgilendiren bu türden mekanizmaların örgütün kültürüyle uyumlu olması gerektiğinin önemi ortaya çıkmaktadır. Diğer bir deyişle, kamu kurum personelinin değer ve inançlarıyla paralellik göstermeyen uygulamaların başarılı olma şansı olmadığı yaygın bir şekilde kabul edilmektedir. Buradan hareketle, literatürde örgüt kültürünü incelemek için önerilen en kapsamlı çerçeve olan Rekabet Eden Değerler Tipolojisi bu çalışmada incelenecektir. Birbirine benzeyen ve birbirinden ayrılan yönleriyle hiyerarşi, grup, piyasa ve adhokrasi stilleri, günümüz kamu kurumlarında görülmesi en muhtemel kültür çeşitleri olarak ele alınmaktadır.

### Yöntem

Araştırma niceliksel metodolojilerden biri olan anket yöntemini kullanmaktadır. Çalışmada, Cameron ve Quinn (2011) tarafından ortaya atılan ve Örgüt Kültürü Değerlendirme Enstrümanı olarak adlandırılan 24 soruluk bir anket kullanılmaktadır. Örgüt kültürünü baskın özellikler, liderlik, stratejik önem, başarı kriterleri, çalışanların idaresi ve örgütsel bağlar gibi altı temel alanda inceleyen bu ölçek,

belirtilen bu aşamalardaki kurumsal süreçlerle birlikte kültürü analiz etmeye ve saptamaya oldukça uygundur. Bu doğrultuda, öncelikle 6 personel ile bir pilot çalışma gerçekleştirilmiş, soruların kurumda uygulanmaya elverişli olup olmadığı sorulmuştur. Bu görüşmeler neticesinde anket revize edilmiş ve nihai hali idari ve akademik personele dağıtılmıştır. Anketi eksiksiz şekilde geri gönderenlerin oranı %14.4'tür (205) ve bu oran da istatistiksel analiz yapmak için yeterlidir. Analizler, R istatistik programı 3.6.3 ve Excel'de yapılmış, önerilen hipotezler Freedman testi ve Wilcoxon işaretli sıra testi yardımıyla incelenmiştir.

### **Sonuç ve Değerlendirme**

Türkiye'de yükseköğretim kurumlarında stratejik yönetim ve örgüt kültürü konuları ayrı ayrı ele alınan başlıklar olmakla birlikte, bu araştırma stratejik planlama ve uygulama süreçlerini pekiştirmek için en asli unsur olarak görülen kültür konusunu kapsamlı bir şekilde inceleyen ilk çalışma olacaktır. 205 yükseköğretim kurumu personeliyle yapılan anket ile ortaya çıkan sonuçlar şu şekildedir: Çalışmada alternatif hipotezler kabul edilmiş; Hiyerarşi kültürü halihazırda en baskın kültür olarak belirlenirken, kurum personelinin gelecekte kurumda en az görmeyi arzuladığı kültür tipi de hiyerarşi kültürü olmuştur. Öte yandan, adhokrasi kültürü mevcut durumda en zayıf kültür olarak saptanırken, kurum için en çok istenen çeşit de bu kültür olmuştur. Grup ve piyasa kültürleri için ise mevcut ve istenen kültür tipleri arasında istatistiksel olarak anlamlı bir farklılık bulunamamıştır. Kamu yönetimi kuruluşlarını etkisi altına alan değişim dalgası, geleneksel yapıyı vurgulayan hiyerarşi kültüründen inovasyon ve dinamizmi önceleyen adhokrasi kültürüne bir geçişi öngördüğü için, kurum personelinin bu yönde bir eğilimi olması beklenebilir. Gelecekte yapılacak çalışmalarda kamu personelinin stratejileri planlarken gerçekten hiyerarşi kültüründen adhokrasi kültürüne bir geçişi mi arzuladıklarının, yoksa eğilimlerinin bu dönüşüm dalgasının bir manipülasyonu mu olduğunun incelenmesi faydalı olacaktır.

## 1. INTRODUCTION

Culture, as its widely used meaning, is deemed to be formed by values, behaviour, attitudes and beliefs. The notion entered the world of organizational studies in 1950s, the number of studies both to describe the concept and its application have been increasingly accelerated. Kroeber and Kluchholn (1952) assert that there are over 150 different definitions of organizational culture in the literature. There is a common belief on the features of culture that consider it as an organizational system shared by all the members (Bate, 1984). Jaques (1951) defines culture as ‘traditional way of doing things which is shared’; Hatch and Cunliffe (2006) describe as mutual sense, created through knowledge, values and norms; Detert et al. (2000) describe the concept as the combination of different level of its elements that members in the organization internalize. Among all the definition of organizational culture, the current research adopts a comprehensive definition propounded by Schein (2016):

*“A pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems”.*

Examinations on the concept of organizational culture are mainly gathered into two categories: symbolic and functionalist perspectives. From the symbolic perspective point of view, Alvesson (2000) perceives culture as the production of meanings, beliefs, knowledge which can be comprehended same by all the members of the organization. Put it differently, organizational culture should be a shared set of codes which are associated to subjective interpretation. This cultural perspective is built upon the social construction theory which assumes that organizations can accept a type of culture to strengthen their own identity. On the other hand, the functionalist approach claims that culture is a handy tool that enables to carry organizational actions out in a rational way. Allaire and Firsirotu (1984) define it as an ‘instrument facilitating to regulate the organizational processes and to create a favourable internal and external setting to obtain better results. Proponents of the functionalist view, including Schein whose organization culture definition is above, firmly believe that accomplishing organizational aims, objectives and strategies can be best realized by determining the real nature of culture in specific settings (Denison, 1996; Saffold, 1988; Barney, 1986).

Culture means a series of systematic methods which members of an organization perform duties based on them (Sackmann, 1991). Beugelsdijk et al. (2009) claim that it is a useful mechanism that implementers can advance the organizational processes much smoothly. From the functionalist perspective, leaders and their staff in the organizations regard culture in the way of how an organization describes services and markets, sets strategies, develops plans and programmes and produces mission and vision statements (Petty et al., 1995), as well as in what ways it places behavioural patterns for full implementation and follows up progress eventually (Babnik et al., 2014). The functionalist perspective

reckons organizational culture as a catalyser, helping to actualize the objectives as well as settling all the conditions requisite for survival (Chua, 1986). Alignment among the means employed and the ends expected is also vital for acquiring the best possible outcomes. Hence, examining what type of organizational culture would be the most effective one attracts the researchers' attention, especially for those who would like to align the concept with other relevant organizational elements. In the same direction, Garnett et al. (2008) study show that organizations in the public sector which adopt a mission-oriented culture give importance to outputs and products, while those which are rule-oriented prioritize processes, structure, and rules. Therefore, it could be propounded that types of culture would become important tools in obtaining particular organizational objectives and targets, however that these differential effects are contingent on the necessities of the specific context as well.

An investigation of the concept along with its associates is crucial because of its ability to reveal and explain organizations and values, beliefs, artefacts of them as underlying factors which also have a great influence on the other organizational variables to behave more strategically. Sholtz (1987) claims that culture is the most resistant element to make changes in that it includes deep-rooted elements which become common characteristics of organization over the course of time. Thus, it would make more sense to discuss that the congruence between culture and strategy could be altered depending on the strength of the organizational strategy. In other words, determining the nature of the organizational culture should come before starting to make strategies clearly since cultural change is complex task and takes more time than actualizing organizational strategies, covering relatively a short period of time. This research therefore intends to elaborate the operational and functional side of culture in a higher education institution to figure out whether the organizational culture is in accordance with the prospective organizational strategies.

## **2. LITERATURE REVIEW**

### **2.1. Organizational Culture in the Public Sector Organizations**

While public administration research has concentrated on investigating the different aspects of the organizations, culture is often seen one of the most elusive and fragmented ones among those facets. Studying on culture is not something novel, yet more it is always considered as a substantial element which ascertains how the organization's entities can associate to other components of the organizations to create a common understanding. Conventional administrative culture prioritizes a set of features, comprising of rational actions including regulations and procedures, hierarchical structures, and decision-making processes based on evidence and plans (Bozeman, 1979). This type of culture, usually called the less adaptive one, was believed to produce control, efficiency, internal focus as well as stability resulting from monitoring and evaluating processes. Nonetheless, public sector administrative culture under-emphasised the importance of more adaptive culture in that public sector "lacked sufficient orientation towards adaptability, change, risk-taking" (Parker and Bradley, 2000, p. 130). To

put it differently, it could be claim that these both types of culture were not attracting the public sector interest at that point of time when the hierarchy culture was perceived as inseparable from the public administration.

A reform movement commencing in the 1980s, which is often referred to New Public Management (NPM), has become a main driver bringing the cultural change into the public sector agenda as a fundamental examination topic. With this movement, culture in the public sector organizations has started transforming from a conventional culture based on rule, hierarchy and process to a market-like organizational culture based upon competition, marketization and results-orientation (Hay, 1999; Pollitt, 1990; Gamble, 1988). Along with those changes, culture in the public sector organizations have become topical more than ever (Ashworth, 2010; Newman, 1994). Numerous initiatives have been come up with in the area along with a variety of applications transferred from the private sector, all of which intend to create pathbreaking for the best performing services to specify straight strategies and found a strong human resources team.

In fact, a wide range of reforms has been suggested to the public sector that is designed to overcome the shortcomings of bureaucratic culture (less adaptive one) and offer a ground for growing productivity, adaptability, and creativity (more adaptive one) (Maccarthaigh, 2016; Osborne and Gaebler, 1992). Although the deep-scale changes from a traditional public sector culture to a business culture and eventually to a network type of culture seem as to pursue a linear progress over last decades, yet it can be claimed that all orientations of culture co-exist in public sector at organizational level. Furthermore, some prominent scholars including Cameron and Quinn (2011) and Olsen (2005) claim that different types of culture would be related to the public sector at different levels, both individually and together. The empirical as well as practical evidence show that different types of culture -both traditional and contemporary ones- can exist together in the public sector so that they all assist in building a well-functioning organization.

Theories on management and organization argue that culture and strategy ought to be interconnected, in as much as strategy affects culture and vice versa (Yarbrough et al., 2011). Dobni and Luffman (2003) assert that the certain features of an organizational culture must fit with its strategies, and that either of them needs to strengthen the other one's influence. Culture in the organizations is most likely to reinforce the orientation of the strategies so as to rise performance (Dobni and Luffman, 2003; Deal and Kennedy, 1982) and Lee et al. (2006) state that strategic planning is the best way to do so. In the same direction, Ahmadi et al. (2011) address that "whenever the strategic objectives of the organization achieve, they make symbolic meaningful outputs which showcase the heavy effect of culture on organizational achievement". While investigating how well culture and the planned and performed strategies are harmonized in the organizations, the scale of this congruence entails the concurrent evaluation of multifaceted features of the organization (Doty et al., 1993). Yarbrough et al.

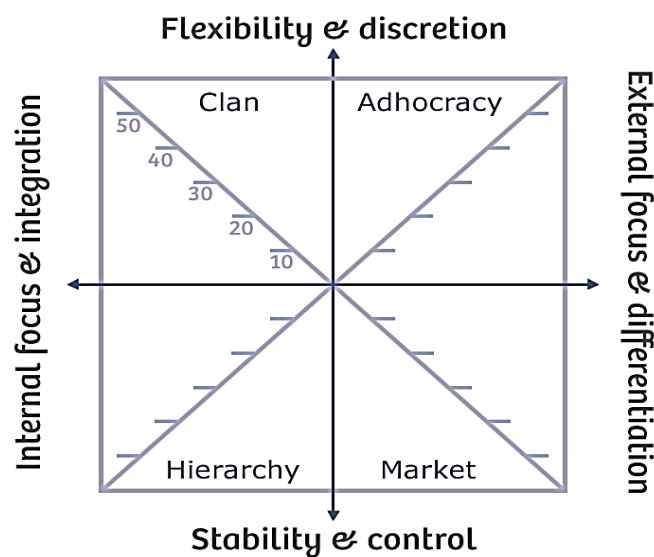
(2011) also argue by stating that culture should be dealt with its all attributions and dimensions so that it could be easily applied for any type of culture. In the same direction, the relevant literature has been suggested Competing Values Framework as one of the most exhaustive tools to investigate organizational culture. The framework quite suits for an examination of organizational culture all around because it allows to elucidate and analyse culture types explicitly, by linking them to the other concepts related to organizations, including leadership, strategy, employees, and performance.

### 2.1.1. Competing Values Framework as Research Tool

Competing Values Framework (CVF) is originally propounded by Quinn and Rohrbaugh's (1981) as Competing Values Approach, later on developed as a typology conceptualized by Cameron and Quinn (2011). As one of the most comprehensive frameworks in the literature of organizational culture, CVF is a model that comprised four types of culture which represent clan, market, adhocracy and hierarchy, as demonstrated in four quadrants in the Figure 1 below.

The two main axes in which organizations are categorised in the framework; The horizontal axis represents whether the structure of the organizations based on flexibility / discretion or stability / control (Hartnell et al., 2011) on the other side, vertical axis indicates external focus/differentiation or internal focus/integration (Cameron and Quinn, 2011). For instance, for the organizations which employs the elements of internal focus give precedence to work processes and routines over exogenous factors, other type of organizations which have external focus orientation prioritize stakeholders, adaptability, and changes. Here, it is important to state that an organization does not necessarily have to choose solely one dimension over others, nevertheless, all dimensions in the axes simultaneously can exist to some degree.

**Figure 1.** Competing Values Framework



Hierarchy-oriented culture is characterized by stability, smooth operation, control coordination. The fundamental motive for the personnel in the hierarchical structures are those which result in a smooth-running organization by means of predictability, efficiency, procedures as well as policies (Quinn and Spreitzer, 1991). organization is held together by order, rules and regulations, as formalized structures (Cameron and Quinn, 1999). Clan-oriented culture, on the other hand, prioritizes trust, adherence, teamwork and support since its influence in the organizations often seems like an extended family. Organizations with clan type of culture especially care about staff development and inclusion. The success of the staff is commonly counted as a team achievement rather than as accomplishment of an individual. The adhocracy type of culture is characterized by risk taking, innovation, adaptability, and openness (Cameron and Quinn, 2011). Some elements triggering staff motivation including entrepreneurship and creativity are put forward by the help of individual ingenuity, taking self-initiatives along with freedom in workplace (Hartnel et al., 2011). Lastly, market-oriented culture emphasises end results, competitiveness, and profitability (Ferreira, 2014). Success for the staff is defined by measurable goals and objectives (Quinn and Spreitzer, 1991).

The rationale behind choosing this framework as follows: It has a solid theoretical background as the most widely applied framework by the researchers who are interested in examining the associations between culture and other organizational determinants (Hajnal, 2004). Cameron and Quinn (2011) address that CVF and its scale developed has been measured in more than 10.000 organizations worldwide, both academic research and practical investigations (p. 230). However, there is no research focusing on the culture types in the CVF, particularly in the strategic plan making process in the public sector. Within the organizational settings in Turkey, the framework has only been undertaken in five papers analysing CVF in higher education, healthcare, and local government organizations in the public sector (e.g. Andrews et al., 2017; Acar and Acar, 2014; Aydıntan and Göksel, 2012; Erdem et al., 2010) and pharmaceutical companies in the private sector (Demir et al., 2011). As there is lack of strong validation, this study aims to contribute to exploration of the public sector literature culture and more specifically culture of the higher education institutions in Turkey.

## **2.2 Context and Hypotheses**

In terms of the context where the empirical examination is undertaken, there are 207 universities in Turkey, 129 of them are public universities whereas 78 universities are private (the universities established by the certain foundations) (Yükseköğretim Kurulu, 2020). The universities, holding public legal personality, are the autonomous institutions where they can regulate their internal structure. Higher education institutions are also parts of the conventional administration system though there have been exhaustive changes occurred in the structure of these establishments. Recently, the transformation has been also supported by the Council of Higher Education (YÖK) by claiming that the universities in Turkey need to undergo a series of changes to keep up with the innovations and improvements the



education systems need most worldwide at the present time. Consequently, Turkish higher education institutions have been experiencing a cultural and structural change complying with the plans, regulation and control of that centralized council. To put it differently, Turkish public sector, traditionally established in a hierarchical cultural structure, encourages the higher education institutions to adopt different and innovative ways to do their works through the instrumentality of the Council of Higher Education.

To keep up with the change process, the universities in Turkey have started to implement some methods and techniques including strategic planning, making performance program with a certain budget, preparing action plans as well as preparing reports on the internal functioning of the institutions such as quality reports and report cards. The university examined in this research has also performed the same processes and recently initiate to prepare the strategic plan of the next five years. Different from the previous plan processes, the strategic plan of the university was formed the coproduction of a large number of personnel both academic and administrative at any level. The reason why staff participation cares is that the Higher Education Council prioritizes the action role of all stakeholders in the process of strategic planning and also the internal capacity analysis shows that the most powerful source the university would use is its personnel competence. That is why, understanding the perception of the staff regarding the organizational culture would be a starting point to implement the current plan and to set forward future directions.

As a result of the evidence, a series of hypotheses can be suggested:

Hypothesis 1a : There is no dominant current culture among four types of organizational culture.

Hypothesis 1b : There is a dominant current culture among four types of organizational culture.

Hypothesis 2a : There is no dominant desirable culture among four types of organizational culture.

Hypothesis 2b : There is a dominant desirable culture among four types of organizational culture.

### **3. METHODOLOGY**

This paper applies quantitative methodology with the help of the framework as the most appropriate path shaping the research design of the study which is based on testing theories or models to reach generalized conclusions. The primary methodology was carried out in this way because the survey method allows to reach a large amount of data on the perceptions of societal and organizational issues (Baruch and Holtom, 2008). Moreover, conducting a survey would help to obtain objective results by keeping a distance between researcher and participants (Saunders et al., 2015; Blaikie, 2007). That

is why, the current research applies survey questionnaire method for data collection to explore the culture type(s) at all levels of the departments in a Turkish public higher education institution.

The notion of organizational culture has a broad and elusive nature in this field. Also, when public sector organizational culture is concern, a very handful research focuses on the culture types producing a consistent validation e.g (Ostroff et al., 2003; Wilderom et al., 2000), especially in the higher education institutions e.g (Cameron and Freeman, 1991). Considering all these factors, the Organizational Culture Assessment Instrument (OCAI), developed based upon the Competing Values Framework, is chosen as it is the most appropriate instrument for capturing the elements of culture addressed in the current research. The instrument is constructed on 24 items which enable to examine four types of culture (hierarchy (H), clan (C), adhocracy (A), and market (M)) under following 6 assessment criteria:

1. Dominant characteristics (DC)
2. Organizational leadership (OL)
3. Management of employees (ME)
4. Organizational glue (OG)
5. Strategic emphases (SE)
6. Criteria of success (CS)

The items of the instrument were reviewed and amended by considering the contextual factors of the case this research investigates, i.e. a Turkish higher education institution as Jung et al. (2009) recommend. The original construct of OCAI based on six sets of criteria is designed to divide 100 points over a total of four type of organizational culture. There is no best way to adopt the framework, indeed, some researchers apply the Likert scale (Helfrich et al., 2007; Kalliath et al., 1999), while most of them prefer to use it in its original format. The instrument allows to decide the types of measurement in a plausible way and to consider the conditions of the environment where the survey is going to be conducted. The research was performed in a public higher education institution situated in the central Turkey where public servants were not rather familiar with undertaking a survey. To make the questionnaire easier and more understandable for the respondents, the researchers decide to use the ranked scale and all the items were measured ranging from the most agreed (1) to the least agreed one (4).

The pilot study, as a preparatory work for a survey, is designed to diminish common method variance and response errors by making the wording of question precise and checking if there is any ambiguity. A pilot version of the questionnaire was presented to 6 university staff - 3 academic staff and 3 administrative staff- to test it. There is a series of modifications made based upon the participants'

responses. As Brislin (1970) suggests for the cases in which most of the participants are not very likely to be good at understanding and interpreting written English, the survey is initially translated from English to Turkish and eventually from Turkish to its original language to find out whether there is any mistake arising from translation process.

Furthermore, since there is human participation in the research, the ethical approval is obtained from the university ethical committee before starting to implement the survey. Thereafter, the final version of the questionnaire was eventually distributed via a web-based platform directing each potential participant to an online survey site.

#### **4. ANALYSES AND DISCUSSION**

This part concentrates on the analyses of the survey questions including both the demographic profiles of the participants and the basic analyses of the study construct. R Software Package for Statistical Computing 3.6.3 and Excel were used for the numerical analysis.

To ensure the perceptions of culture at different levels in the institution were captured, the questionnaire was distributed to all personnel of the university. Public sector workers in Turkey are not familiar with the online survey methods, so it was not an easy task to get the responses because of the traditional secrecy perception. Therefore, the primary data collection was undertaken as a convenience sampling approach.

The web links for the survey were emailed to both the academic and administrative staff in the university. The total number of potential respondents was 1415 from different academic and administrative departments, and the number of responses received is 236 (16.6%) and 205 (14.4%) of which are fully completed. Participants from 41 academic units (in graduate departments, undergraduate departments and vocational schools) and 42 administrative units (in all academic and executive departments).

In this survey, straight lining questionnaires (31 responses leant towards giving the same answers for each sets of questions and with the missing questions) are removed from the dataset to obtain a valid data set. To check the non-response bias, the first 10 percent of the respondents (21 people) filling out the survey are counted as early respondents whilst last 10 percent of them (21 people) are treated as late respondents, as Armstrong and Overton (1977) suggest. Mann-Whitney U test was applied to understand if there is any significant difference between the answers of early and late response groups. The test results reveal no significant differences between these two groups, except the question (Organization Glue - Hierarchy culture) which showed significance values of 0.019. Consequently, non-response bias is not found for this research. All statistical tests are performed by creating measurement scales comprised of the ranked variables, including all four types of culture.

**Table 1.** Demographic Profile of Respondents

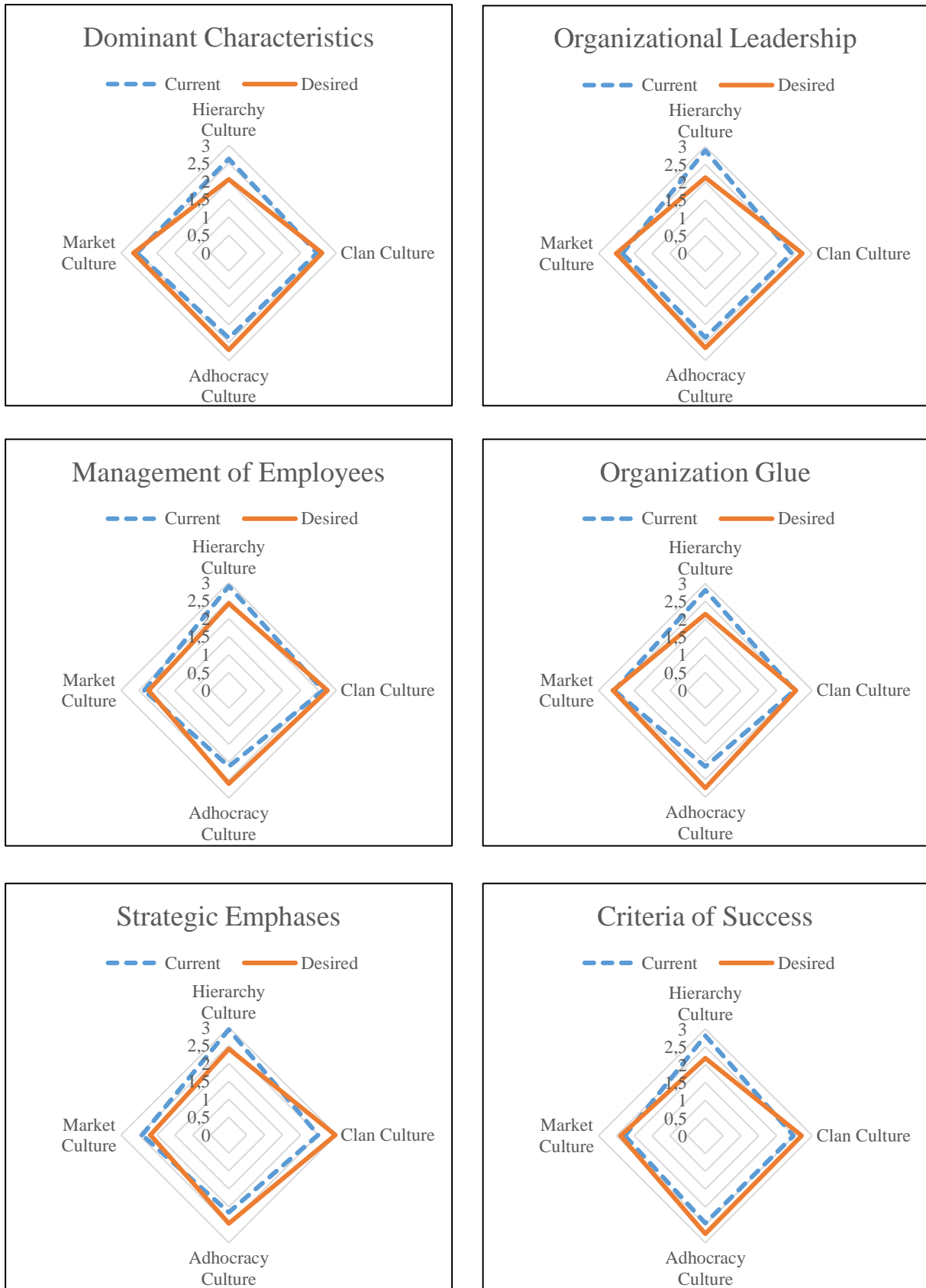
Characteristic	Category	Frequency	Percentage
Gender	Female	74	36.1
	Male	131	63.9
Age	22-31 years	23	11.2
	32-41 years	104	50.7
	42-51 years	53	25.9
	52-61 years	21	10.2
	62 and over	4	2.0
Position	Academic Staff	149	72.7
	Administrative Staff	56	27.3
Length of Service in the University	0-1 year	22	10.7
	2-5 years	48	23.4
	6-10 years	76	37.1
	11-20 years	42	20.5
	21 years and over	17	8.3

Table 1 demonstrates the demographic profile of the respondents. Of the 205 participations, 63.9% are male and 36.1% are female. Looking at the age of the respondents, just half of the respondents (50.7%) are between 32 and 41 years old. 25.9% are between 42 and 51 years; 11.2% and 10.2 are the proportions for the age ranges between 22-31 and 52-61 years respectively; 2.0% of the 205 respondents are only over 62. In terms of the positions they hold, 72.7% of the respondents consist of the academics while 27.3% of them are the administrative staff.

As long as the length of service in the university was concerned, the responses are diverse; 37.1% of the personnel have served for 6 to 10 years; 23.4% served between 2 and 5 years; 20.5% between 11 and 20 years; 10.7 worked in the university for less than two year and the ratio of the senior staff working in the university for more than 21 years was 8.3 (17 people). The features of the participants in Table 1 are also analysed to find out whether gender, age, position and length of service make any statistically significant difference on the results. The analyses show that there is no considerable difference that the continuous variables above affect the outcomes.

Number of respondents, minimum and maximum values given, first quartiles, median and last quartiles numbers for both current and desired culture questions are demonstrated in Table A (in Appendix). Item responses seem to varying across a ranked data as it is between 1= Highest ranked to 4= Lowest ranked.

**Figure 2.** Radar Graphs for Each Set of The Organizational Culture Criteria



In the six figures above, the descriptive results of the questionnaire based on the types of organizational culture for current and desired culture are presented. As the Organizational Culture Assessment Instrument (OCAI) is based on the six elements, visualising these distinct parts would help to better understanding the results obtained through the survey.

The first graph in Figure 2 presents the dominant characteristics of the institution for the types of culture, namely, hierarchy, clan, adhocracy and market. In the dotted lines representing the current culture, it basically indicates that there is no clear difference between the length of four lines. On the other hand, while the solid lines show that adhocracy culture has the highest degree comparing to other ones, hierarchy type of culture gets the lowest level. The levels of adhocracy and market culture remain same. The second graph which mainly reveals how four different types of culture perceive organizational leadership presents that hierarchy culture is perceived to be currently the most dominated one, among others. At the same time, the market, adhocracy and clan cultures are located almost within the same range at the dotted lines. Looking at the desired culture trapezoid, hierarchy has the lowest level. Clan and adhocracy types of culture look at the same level whilst market culture is just below the line they both located. Comparing the current culture with the desired one, it is seen that hierarchy is the highest current culture as well as the least desirable one unlike clan and adhocracy cultures which show an exact opposite trend. Also, there is no meaningful change between current and desired market culture.

When examining the graph on the management of employees, the dotted lines show us that there is a tendency from the most existing culture towards the least one as of hierarchy, clan, market, and adhocracy, respectively. On the desired culture lines, this tendency changes radically by going from the most to the least just like from clan culture to adhocracy culture to hierarchy and lastly to market culture, respectively. By comparing the differences between the current and the desires cultures, it can be easily seen that hierarchy culture and adhocracy culture swap each other's places; The hierarchy makes the biggest change from the highly ranked current culture to one of the least preferred type, while adhocracy culture just gets vice versa.

In the fourth graph where the importance of organization glue is investigated, the results are quite precise since market and clan cultures remain constant in both conditions and the locations of the rest look substantially same. On the dotted lines, hierarchy type of culture is very dominant whereas adhocracy culture seems to be the least considered one. However, the university staff mostly preferred to choose adhocracy culture over the hierarchical one when it comes to the desired culture. The fifth graph represents the strategic emphasis of the types of distinct culture. On the dotted lines where the current culture results exist, hierarchy culture overweigh the all the other culture types. Where clan and market types of culture look almost on the same range of the trapezoid, adhocracy culture which is at the closest line to the centre of the graph has the lowest level amongst the others. When looking at the solid lines, hierarchy and adhocracy types of culture are in the equivalent positions as only a distinct

feature of this graph that is different than the rest. When comparing to the present and preferred culture lines, hierarchy culture and clan culture swap each other's places in the same manner: The strongest current culture appears to be hierarchy culture while clan culture is the only most desirable one first time in the analysis.

When analysing the last graph on the criteria of success, hierarchical culture is the most existing one in the institutions as it is in the same manner on the rest of the graphs. Adhocracy and clan types of culture are at the same levels together with market-oriented culture which is just below the same level the previous two cultures are located. In the solid lines where the desired culture is presented, it is clearly indicated that clan and adhocracy cultures are equally the most desirable models. Hierarchy-oriented culture again obtains the most flattened line on the graph. The most considerable shift between the current and desired line could be observed on the line on the side of hierarchy culture and the change makes the culture the least wanted one by the staff. Adhocracy and clan types of culture on the solid lines both demonstrate the highest degrees for the desired culture. Lastly, market culture intertwines on the left side of the graph since this pattern is quite consistent for all the graphs.

To elaborate the results offered above, some further statistical analyses are conducted. As the data examined in this research shows non-parametric characteristics, the Friedman test is a non-parametric test for repeated measures -as alternative test method to the two-way Anova- would be performed. Its grounds on the rank-ordering of data instead of calculations including variances and means, and also enables to reveal the differences between three or more repeated samples. The results of the Friedman's Anova analysis and the post-hoc test are presented at Table 2. P values for each sets of analysis address that the differences between the types of culture in each six criteria show statistically significant results expect the *dominant characteristic* criterion for the current culture with the value of 0.236. This close proximity could also be detected in the examination of the interquartile range (the values of the first quartile, median and third quartile) given in Appendix Table A. The reason behind why only this value came insignificant could be that the respondents might not comprehend the set of dominant characteristic questions as it does not include the specific definitions for the culture types comparing to other criteria such as organizational leadership or strategic emphasis and all others. Therefore, the dominant characteristic criterion for the current culture is removed from all the analyses. Also, the Bonferroni correction is applied to the threshold values to eliminate the possible risk of a Type I error while making multiple statistical analyses.

**Table 2.** Friedman’s Anova Analysis

Friedman Test				Post-hoc Wilcoxon Signed Rank Test						
		Chi-square	df	p value	H-C	H-A	H-M	C-A	C-M	A-M
DC	Current	4.241	3	0.236	-.908	-1.998	-.481	-.868	-.654	-1.682
	Desired	34.036	3	<b>0.000*</b>	<b>-3.920*</b>	<b>-4.610*</b>	<b>-4.373*</b>	-.818	-.395	-.665
OL	Current	25.267	3	<b>0.000*</b>	<b>-3.620*</b>	<b>-3.570*</b>	<b>-3.814*</b>	-.659	-.763	-.398
	Desired	25.203	3	<b>0.000*</b>	<b>-4.527*</b>	<b>-3.785*</b>	<b>-2.696*</b>	-.475	-1.722	-1.142
ME	Current	42.735	3	<b>0.000*</b>	-2.230	<b>-5.533*</b>	<b>-3.604*</b>	<b>-4.592*</b>	-2.131	-2.244
	Desired	18.184	3	<b>0.000*</b>	<b>-2.806*</b>	-1.414	-1.328	-1.254	<b>-3.863*</b>	<b>-2.998*</b>
OG	Current	28.434	3	<b>0.000*</b>	-2.542	<b>-4.304*</b>	-1.647	<b>-2.653*</b>	-.558	<b>-4.074*</b>
	Desired	24.296	3	<b>0.000*</b>	<b>-3.286*</b>	<b>-3.832*</b>	<b>-3.178*</b>	-1.586	-.466	-1.325
SE	Current	39.837	3	<b>0.000*</b>	<b>-3.489*</b>	<b>-6.452*</b>	<b>-4.165*</b>	<b>-3.006*</b>	-.625	-2.066
	Desired	41.763	3	<b>0.000*</b>	<b>-4.521*</b>	-.608	-1.657	<b>-4.423*</b>	<b>-5.142*</b>	-2.210
CS	Current	19.472	3	<b>0.000*</b>	<b>-2.893*</b>	<b>-2.988*</b>	<b>-4.287*</b>	-.217	-1.740	-1.242
	Desired	26.725	3	<b>0.000*</b>	<b>-3.782*</b>	<b>-4.475*</b>	-1.838	-.250	-2.469	<b>-2.899*</b>

N:205 Bonferroni’s correction has been applied.

Undertaking further analyses to see the changes from one type of culture to another would also assist to cross-check the results. In Table 2, as the current culture for *dominant characteristics* (DC) was excluded, the desired culture will be assessed separately. Hierarchy culture becomes distinct in the desired culture for DC because the differences between the values for H-C (-3.920), H-D (-4.610) and H-R (-4.373) were statistically significant. Also, there was no differences seen between the other types of culture.

As of organizational leadership, hierarchy-oriented culture distinguishes with its comparison values of H-C (-3.620\*/-4.527\*), H-D (-3.570\*/-3.785\*) and H-R (-3.814\*/-2.696\*). Although the changes from current to desired adhocracy and clan types of culture are significant, the detailed analyses in Table 3 demonstrate that the significant difference is stronger for the hierarchy-oriented culture. Management of employees as the fourth criterion reveals that each significant comparisons of the current culture (H-D, H-R, C-D) becomes reversed for the desired culture (H-C, C-R, C-D) or vice versa. Hierarchy culture again looks the current perceived one except of a slight insignificance (H-C), and there is no significant difference between H-D comparison as it is supposed to be. It clearly indicates that there is a strong tendency for a shift from hierarchy to adhocracy culture, while clan type of culture keeps its importance as the most desirable one. The direct implication, which can be drawn from the analyses of the organizational glue is that the comparisons between adhocracy and other cultures differentiate in the current section with the significance values of H-D (-4.304), C-D (-2.653) and D-R (-4.074). Besides, the matched values of hierarchy culture in the desired culture analyses represent the only significant ones among all of six. That means, it is strongly understood that the values that hold the organization together is less defined based on adhocracy culture in the current situation and would like to be characterised by hierarchy-oriented culture.



Looking at the current culture analyses regarding to strategic emphasis, hierarchy type of culture distinguishes with its comparison values of H-C (-3.489\*), H-D (-6.452\*) and H-R (-4.165\*). On the other hand, the analyses for the desired culture show that the associations between clan and other culture types have the only significant comparison values of H-C (-4.521), C-D (-4.423) and C-R (-5.142). The last one, which is about criteria of success demonstrates hierarchy type of culture and its comparisons with the culture types are found significant with the values of H-C (-2.893\*), H-D (-2.988\*) and H-R (-4.287\*). Also, the second-row values of the success criteria offer that the comparisons on hierarchy culture are significant apart from H-R (below the threshold). There can be seen in the Table 2 that adhocracy and clan- oriented cultures get the higher proportions for the desired culture analyses, respectively.

**Table 3.** Comparison Between Current and Desired Cultures for Each Type

		Wilcoxon Test			
		H-H	C-C	A-A	M-M
DC	Current – Desired	<b>-4.164*</b>	-1.334	<b>-3.232*</b>	-1.204
OL	Current – Desired	<b>-5.736*</b>	<b>-2.901*</b>	<b>-1.644*</b>	-2.521
ME	Current – Desired	<b>-3.723*</b>	-1.163	<b>-4.489*</b>	-.923
OG	Current – Desired	<b>-4.734*</b>	-.407	<b>-4.671*</b>	-.502
SE	Current – Desired	<b>-5.277*</b>	<b>-3.887*</b>	<b>-3.262*</b>	-1.888
CS	Current – Desired	<b>-2.696*</b>	-1.687	<b>-2.696*</b>	-1.027

To identify where the exact differences between the variables and how strong the changes, a Wilcoxon signed-rank test, which is the commonly applied post-hoc test for the Friedman test is used. The Wilcoxon signed-rank test is a non-parametric version of hypothesis testing, which makes possible to compare matched samples, two related samples or repeated measurements on a single population having the same distribution. As the purpose of the analyses is to evaluate the differences between the current and desired culture, it would be wise to look at whether the values for each type are significant or not. The changes for both the hierarchy and adhocracy-oriented culture from the current to desired ones are statistically significant for each criterion as can be seen above in Table 3. The comparison for the clan-oriented culture, only the values for organizational leadership and strategic emphasis are significant. Besides, none of the criterion area appears to be significant for the change between the current and desired market type of culture. Consequently, null hypotheses are rejected, and alternative hypotheses (H1b and H2b) are supported by the statistical analyses.

## 5. CONCLUSION AND RECOMMENDATIONS

The concept of culture in the public organizations is not an extensively examined topic, nonetheless, it would not be wrong to say that public sector cultural change has been among the most proposed ones for the agenda over the last four decades. It has been widely known that public sector

field inherently is dominated by the characteristics of hierarchical elements. However, the initiatives for a cultural change in the sector has brought forward other types of culture and their relevance.

Turkish public sector organizations, same as their private sector counterparts, have initiated to perform new management techniques, especially strategic management, and planning since late 1990s. Today, there are more than 129 public universities, which are also subject to prepare and implement a five-year strategic plan and these strategic plans are oversight by the central government institutions: YÖK (The Council of Higher Education), Turkish Presidency and the Head of Strategy and Budget. While public universities adopt new management methods, the big question, whether traditional or existing culture of these universities are fertile enough to reach desired ends, has been still left unanswered so far. This study attempts to shed a light on the aforementioned question and adopting Competing Values Framework, we tried to capture existing and preferred types of culture in a mid-size public university in the Central Turkey.

By and large, Hypotheses 1b and 2b are supported by the statistical and graphical analyses and it is proved that there are some significant differences between the current and desirable types of culture. Hierarchical-oriented culture is the most dominant culture in the institution whereas the adhocracy-oriented culture is the least existing one. The university appears to have clan-oriented culture more than adhocracy and market types of culture but less than hierarchical one at present. Market-oriented culture does not seem to have any significant effect in the institution. On the other hand, the most desirable culture is adhocracy-oriented one while hierarchy type of culture is one of the unfavourable types the staff do not want to keep and sustain. The university appears to have clan-oriented culture more than adhocracy and market types of culture but less than hierarchy one quite clearly. Market type of culture again does not seem to have any weight in the analyses of desirable culture.

Putting all the findings together, academic and administrative members of the university perceive that their organizational culture predominantly focuses on internal integration to maintain control, order, and stability based on a hierarchical system which is not unusual for public sector organizations. On the other hand, the very same members of the university seem to desire adhocracy type of culture that adopts external focus based upon creativity, entrepreneurship and adaptivity. However, the difference between the current and the desired adhocracy culture are not as certain as on the change for hierarchy type of culture. Furthermore, although there are slight differences between the current and desired culture of clan type, it looks to have certain effects in the university.

Public sector organizations in Turkey have an inherently bureaucratic and hierarchical structure, and substantially pursue the path of the hierarchy type of culture (Demirkaya, 2015). However, for a sustainable organizational structure and strategies, more adaptable culture has been agreed to realize the needs of the contemporary public sector. Therefore, the study results proved that public sector staff are aware of the change from more static culture to more adaptable one in Turkish higher education

institution. The analyses also show that a cultural change in the higher education institution has been desired, nevertheless, the best way to implement the change and adopt a new culture would be aligning it with the strategies designed in the planning process as the numerous research suggest.

Lastly, the selection of the research scale would be a limitation for this study since the different measurement scales were available and would be applied for the employed framework. Further studies would focus on whether the desire of the university staff on cultural change happens within the next five years strategic plan period. Future research would also investigate several public organizations from different service areas on the cultural perception of the members for more comprehensive analyses with the different scales.

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## APPENDIX

**Table A.** Questionnaire Items and Descriptive Statistics

Construct	Questions	N	Min/Max	Percentiles					
				Current Culture			Desired Culture		
				25th	50th Median	75th	25th	50th Median	75th
Dominant Characteristics (DC)	"The organization is a very controlled and structured place. Formal procedures generally govern what people do.	205	1/4	1,00	2,00	4,00	2,00	4,00	4,00
	The organization is a very personal place. It is like an extended family. People seem to share a lot of personal information and features.	205	1/4	2,00	2,00	4,00	1,00	2,00	3,00
	The organization is a very dynamic entrepreneurial place. People are willing to stick out their necks and take risks.	205	1/4	2,00	3,00	3,00	1,00	2,00	3,00
	The organization is very result oriented. A major concern is getting the job done. People are very competitive and achievement oriented."	205	1/4	2,00	2,00	3,00	1,00	2,00	3,00
Organizational Leadership	"The leadership in the organization is generally considered to exemplify coordinating, organizing, or smooth-running efficiency.	205	1/4	1,00	2,00	3,00	2,00	3,00	4,00
	The leadership in the organization is generally considered to exemplify mentoring, facilitating, or nurturing.	205	1/4	2,00	3,00	3,00	1,00	2,00	3,00
	The leadership in the organization is generally considered to exemplify entrepreneurship, innovation, or risk taking.	205	1/4	2,00	3,00	4,00	1,00	2,00	3,00
	The leadership in the organization is generally considered to exemplify a no-nonsense, aggressive, results-oriented focus."	205	1/4	2,00	3,00	4,00	1,00	3,00	3,00
Management of Employees	"The management style in the organization is characterized by security of employment, conformity, predictability, and stability in relationships.	205	1/4	1,00	2,00	3,00	1,00	3,00	4,00
	The management style in the organization is characterized by teamwork, consensus, and participation.	205	1/4	2,00	2,00	3,00	1,50	2,00	3,00
	The management style in the organization is characterized by individual risk taking, innovation, freedom, and uniqueness.	205	1/4	2,00	3,00	4,00	1,50	2,00	3,00



	The management style in the organization is characterized by hard-driving competitiveness, high demands, and achievement."	205	1/4	2,00	3,00	4,00	2,00	3,00	4,00
<b>Organization Glue (OG)</b>	"The glue that holds the organization together is formal rules and policies. Maintaining a smooth-running organization is important.	205	1/4	1,00	2,00	4,00	1,00	3,00	4,00
	The glue that holds the organization together is loyalty and mutual trust. Commitment to this organization runs high.	205	1/4	2,00	2,00	3,00	2,00	2,00	3,00
	The glue that holds the organization together is commitment to innovation and development. There is an emphasis on being on the cutting edge.	205	1/4	2,00	3,00	4,00	1,00	2,00	3,00
	The glue that holds the organization together is an emphasis on achievement and goal accomplishment. Aggressiveness and winning are common themes."	205	1/4	2,00	2,00	3,00	2,00	2,00	3,00
	"The organization emphasizes permanence and stability. Efficiency, control and smooth operations are important.	205	1/4	1,00	2,00	3,00	2,00	3,00	3,00
<b>Strategic Emphases (SE)</b>	The organization emphasizes human development. High trust, openness, and participation persist.	205	1/4	1,00	3,00	4,00	1,00	2,00	3,00
	The organization emphasizes acquiring new resources and creating new challenges. Trying new things and prospecting for opportunities are valued.	205	1/4	2,00	3,00	4,00	2,00	2,00	3,00
	The organization emphasizes competitive actions and achievement. Attaining targets and winning in the marketplace are dominant."	205	1/4	1,50	2,00	4,00	2,00	3,00	4,00
	"The organization defines success on the basis of efficiency. Dependable delivery, smooth scheduling and low-cost production are critical.	205	1/4	1,00	2,00	3,00	2,00	3,00	4,00
<b>Criteria of Success (CS)</b>	The organization defines success on the basis of development of human resources, teamwork, employee commitment, and concern for people.	205	1/4	1,00	3,00	4,00	1,00	2,00	4,00
	The organization defines success on the basis of having the most unique or newest products. It is a product leader and innovator.	205	1/4	2,00	3,00	4,00	1,00	2,00	3,00
	The organization defines success on the basis of winning in the marketplace and outpacing the competition. Competitive market leadership is key".	205	1/4	2,00	3,00	4,00	2,00	3,00	4,00