ORGANIZATIONAL STRUCTURE AND ORGANIZATIONAL BEHAVIOR IN THE TURKISH NATIONAL POLICE: A CASE STUDY OF MALATYA SECURITY DIRECTORATE

TÜRK POLİS TEŞKİLATINDA ÖRGÜTSEL YAPI VE ÖRGÜTSEL DAVRANIŞ: MALATYA EMNİYET MÜDÜRLÜĞÜ ÖRNEK OLAY ÇALIŞMASI

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Abstract

The Turkish National Police (TNP) has been realizing an organizational transformation in the recent years. The diversity of personnel resources, and intensive education and training programs geared up organizational learning process. As a consequence, the TNP has become an innovator public organization that supported its employees with several strategies, tactics, and programs. The innovations also have been changing the facade of the administrative applications throughout the organization; however, the centralized administrative system and top manager oriented administration may prevent future innovative policies, strategies, tactics, and programs. This article explores organizational behavior and organizational structure of the TNP by applying the results of the case study conducted at Malatya Security Directorate (MSD). The researchers applied a survey to the employees of the MSD. The responses to the survey questions were processed with SPSS program of the descriptive statistics method to identify the organizational behavior and structure, and the hierarchy of authority within the MSD. This case study helps researchers to identify how much likely the TNP organizational structure and behaviors would facilitate its officers in the workplace.

Keywords: Turkish National Police, Malatya Security Directorate, Organizational Change, Organizational Culture, Organizational Behavior, Formalization, Centralization, Behavior Control

Öz

Emniyet Genel Müdürlüğü (EGM) son yıllarda örgütsel bir dönüşüm yaşamaktadır. Zengin insan kaynakları çeşitliliği, yoğun eğitim ve öğretim programları örgütsel öğrenme sürecini hızlandırmıştır. Bu sürecin bir sonucu olarak, EGM, çalışanlarını birçok stratejiler, taktikler ve programlarla destekleyen, yenilikçi bir kamu örgütü olmuştur. Yenilikler aynı zamanda örgüt genelinde yönetsel uygulamaların görünüşünü de değiştirmiştir; yine de, merkezleşmiş yönetsel sistem ve üst yönetici odaklı yönetim gelecekteki yenilikçi politikalar, stratejiler, taktikler ve programları engelleyebilecektir. Bu makale Malatya Emniyet Müdürlüğünde (MEM) uygulanmış olan örnek olay çalışması sonuçlarına dayanarak EGM'deki örgütsel davranış ve örgütsel yapıyı araştırmaktadır. Araştırmacılar MEM çalışanlarına bir anket uygulamışlardır. Anket sorularına verilen cevaplar MEM'deki örgütsel davranış ve yapı ile hiyerarşiyi tanımlamak için SPSS programının betimleyici istatistik metoduyla işlemden geçirilmiştir. Bu örnek olay çalışması araştırmacılara EGM'nin örgütsel yapısının ve davranışının çalışanlarına işyerinde hangi oranda olanak tanıdığını belirlemelerine yardımcı olmaktadır.

Anahtar Kelimeler: Emniyet Genel Müdürlüğü, Malatya Emniyet Müdürlüğü, Örgütsel Değişim, Örgütsel Kültür, Örgütsel Davranış, Biçimselleştirme, Merkezileştirme, Davranış Kontrolü

1.   INTRODUCTION

Turkish National Police (TNP) had succeeded to put highly educated people from different resources since the 1980's to its managerial class. In addition to Police High School, the diversified human resources from public high schools and from universities enriched organizational culture of the TNP's management model. Those newcomers added new knowledge and perspectives to the organization. The policymakers then most probably expected the new recruits to share their knowledge and experiences with people and promote organizational learning and capacity. In proportionate with the aforementioned expectations, the human resources policy of putting more highly educated managers affected the TNP in ways. For example, it incrementally transformed strict organizational information interchange structure and notorious subculture of the TNP (Lofca, 2009). Theoretically, the hierarchical structure of the TNP has changed and adapted herself to more participative management styles compared to the old times (Lofca, 2009). Differently stated, the TNP has been realizing an organizational change since the 1980's.

This study explored the characteristics of organizational behavior and organizational structure of the TNP by applying the results of the case study conducted at the Malatya Security Directorate. Besides, it determined the degree of centralization and hierarchy in the MSD. By inferring from this case study, the researchers also determined the extent of the transformation in the organizational behavior and the organizational structure of the Turkish National Police. The researchers analyzed the results of the findings of this study to figure out how much likely the TNP`s organizational structure may facilitate its officers in the workplace. In sum, this study pointed out critical issues for reorganization of the TNP to create more democratic and facilitative working environment for future studies.

The following literature review has details about organizational behavior and organizational culture. Besides, brief information of the TNP and the recent developments within the TNP are other subjects of the following section. The analysis of the case study results, findings and recommendations give new ideas about organizational behavior and culture of the TNP.

2.   LITERATURE REVIEW

2.1. Organizational Culture

Organizational culture is a core guidance to employees that points out what an organization`s workers can do and how they can do their tasks (Franklin, & Pagan, 2006). In theory,

organizations clearly prescribe what the desired behaviors of the workers are; but, in reality, the actual behaviors can differ from the prescribed behaviors. Situations, intended outcomes and personal assumptions motive employees to behave in accordance with organizationally adopted values. As a consequence, employee behaviors would differ from what the organization dictates. Adopted theories of action are philosophies that consciously guide individual behaviors whereas theories-in-use are determined by individual's real actions, which are unconscious and predictable reactions or mental models (Argyris, 1976). Argyris describes the difference between the two situations as follows, "Although people do not behave congruently with their espoused theories [what they say], they do behave congruently with their theories-in-use [their mental models]" (Argyris, 1982). Concerning this, an organization`s prescribed behaviors are called as theories of action whereas actual behaviors in the workplace are defined as theories in use (Argyris & Schön 1974).

According to Czarniawska-Joerges (1992), the actual ways of doing things in an organization is culture although they contrasted to the officially prescribed behaviors by documents, decisions, rules, and regulations. Kunda (1992) defines culture as a set of rules which are clearly defined and widely shared among members of an organization that shape people`s behaviors, thoughts, and feelings within workplace. Culture controls employee behaviors and knit people together. It supports daily life in an organization (Barley, 1983). It is generally taken for granted philosophies, ideologies, values, attitudes, and norms by members of an organization (Kilman, Saxton, & Serpa, 1986). It is a psychological contract between employees and employers through a combination of formal and informal rules and regulations (Nalbandian, 1981). Organizational culture is the major dynamic that forms people's behaviors within the organization.

Culture is learned in the organization. The culture of a group, according to Schein (2004), is "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." Gained new experiences and new knowledge are catalysts of transformation of organizational culture that force people in the workplace to adapt new rules and regulations (Louis, 1980; Seidman & Gilmour, 1986; Wanous, 1980). The adaptation process, in fact, is a socialization process in which employees adjust themselves in accordance with organizational changes to be accepted as members of the workplace (Adkins,

1995). The socialization process is applied to not only new employees but also the old ones who should be certified formally and informally to be assigned certain tasks.

Figure.1. The cycle of organizational culture change.

Changing values within organization transform attitudes that will shape accordingly organizational behaviors. As a consequence of these complex interactions of values, attitudes, and behaviors, the culture changes into a new set of rules and regulations for the organization (Adler, & Gundersen, 2008). This is a constant cycle that the renovated culture generally would change behaviors; and, changed behaviors then transform the culture (see figure 1).

3.   THE TURKISH NATIONAL POLICE

The TNP is a centralized, paramilitary, and bureaucratic organization with written rules of communication and work flow (Lofca, 2009). It is also hierarchical and masculine in form as in the most of the law enforcement agencies in the world (Ozdemir, 2004). There are 11 ranks from line officer to the Director General which build a tall hierarchical ladder (Lofca, 2009). There are nearly 194.000 police officers and 11.000 ranked police managers. Besides, nearly 20.000 civilian people work at different departments generally performing clerical works. There are 27 head offices that coordinate designated departments of provincial organizations and 81 provincial directorates under the TNP main office. The TNP provide security services to 71% of Turkey's population (Lofca, 2009).

According to Lofca (2009, p. 101), "The TNP has been "a fast evolving organization since 1983 with OZAL reforms." According to Lofca (2002, p. 101), the reforms developed the organization and prepared people to further physical and mental reforms especially after 2003

intensive EU accession talks started. The organizational preparedness of the TNP for the EU reforms after 2000 was a result of highly motivated and educated personnel (Lofca, 2002, p. 101). Differently stated, quality human resources had a positive impact on organizational development toward EU accession process.
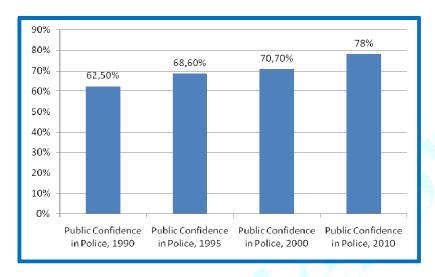

Figure. 2. Public confidence in police in Turkey between 1990 and 2010.

Source: Cao & Burton, 2006; Problems and Solutions in Turkish Police Basic Education (Türkiye'de Polis Temel Eğitiminde Sorunlar ve Çözüm Önerileri), 2010.

In recent years, the intellectual capital of Turkish police improved its effectiveness and its image (Lofca, 2009). There has been a steadily increasing confidence in Turkish police since 1990 as seen in figure 2. The investment in human resources of police has been resulting as public confidence. According to a study of Turkish National Police Academy in 2010, the most of Turkish citizens, 64 %, perceive Turkish police officers as trustworthy and faithful (Figure. 3). Differently stated, Turkish police can highly satisfy their customers. Eight percent of Turkish citizens believe Turkish police are fair-minded while six percent of them believe Turkish police are helpful. On the other hand, 13 % of Turkish citizens see Turkish police as frightening; five percent of them see Turkish police as impolite and disrespectful. In sum, as of 2010, 76 % of Turkish citizens have positive perceptions for Turkish police whereas 18 % of them have negative perceptions against them.
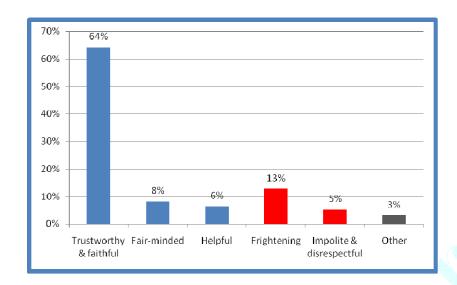
Figure. 3. Turkish citizens' police identity perception.

Source: Problems and Solutions in Turkish Police Basic Education (Türkiye'de Polis Temel Eğitiminde Sorunlar ve Çözüm Önerileri), 2010.

3.1. Malatya Security Directorate

Malatya Security Directorate provides policing services to approximately 480,000 people in Malatya Province located in Turkey's eastern region. It has 2169 sworn officers whose 177 are managers. MSD mostly receives sworn officers from the first region of the country. MSD is a popular organization of the second region of the country among the officers. It is because of Malatya's better social, economic, educational, and environmental conditions compared to the most of the second region provinces. As a consequence, it can attract more adequate police managers and officers in numbers and in qualifications for the job compared to other the second region security directorates.

4.   STUDY DESIGN

This study applied a quantitative research design. It explores organizational culture and behavior, and organizational structure of the TNP by applying the results of the case study conducted at the MSD. The researchers collected the data from police officers of Malatya Province. The survey questionnaire forms were distributed to the officers during in service training courses. The researchers briefed the survey takers and explained for details for complete understandings of the questions. The results of the survey are processed with SPSS program of the descriptive statistics method to analyze the means of the items. The researchers analyzed the means of the items and the factors to measure the degree of

formalization and the centralization in the MSD. In other words, this study figures out the change in the traditional organizational behavior and in the traditional hierarchical structure within the MSD. To this end, the researchers used a modified questionnaire form that measures the extent of formalization and centralization in MSD.

The survey questionnaire was produced from "Handbook of Research Design and Social Measurement (Miller & Salkind, 2002, pp. 514-8)." The researchers combined two questionnaires. The first set of questions is "Hage and Aiken Formalization Inventory" (Miller & Salkind, 2002, p. 515) that measures formalization level in an organization. Formalization refers

> "the use of rules in an organization. Some organizations carefully describe the specific authority, responsibilities, duties, and procedures to be followed in every job and then supervise job occupants to ensure conformity to the job definitions. A penalty system may be spelled out in writing for impartial monitoring of disciplines for infractions. Other organizations have loosely defined jobs and do not carefully control work behavior.

> The two dimensions of formalization may be specified as job codification, or the degree of work standardization, and rule leniency, or the measure of the latitude of behavior that is tolerated from standards" (Miller & Salkind, 2002, p. 514).

The second questionnaire is "Aiken and Hage Scale of Hierarchy of Authority" (Miller & Salkind, 2002, p. 518). It measures centralization in an organization.

> "Centralization is the degree to which power is concentrated in an organization. Power is an important component in every organization. The distribution of power has major consequences for the performance of an organization and the behavior of its members.

> An important consideration in dealing with power is the manner in which it is distributed. The maximum degree of centralization would exist if all power were exercised by a single individual; the minimum degree of centralization would exist if all power were exercised equally by all members of the organization. Most organizations fall between these two extremes" (Miller & Salkind, 2002, p. 516).

On the questionnaire forms, respondents indicated their agreement or disagreement with the statements of the survey through Likert scale (McNabb, 2002, p. 141). The Likert scale of the survey consists of equal numbers of positive and negative responses on either side of a neutral middle (Johnson, 2010, p. 118). In the survey, the questions are worded positively and approving; therefore, the items of the scale valued as strongly agree (5), agree (4), neutral (3), disagree (2), and strongly disagree (1) (McNabb, 2002, p. 141). The objective of the Likert scale is to measure the extent of subjects' agreement [or, disagreement] with each item" (McNabb, 2002, p. 141). The resulting data of Likert technique produces an ordinal-level

data. Miller and Salkind (2002, 330) claim "[Likert scale] is highly reliable when it comes to a rough ordering of people with regard to a particular attitude or attitude complex."

For the analyses, descriptive statistics were used. The survey instrument has four dimensions: job codification, rule observation, formalization (routine work) and hierarchy of authority (centralization). These four dimensions have been used to measure the level of formalization and centralization, or behavior control and use of authority in an organization (Schaffer, 2007, p. 23; Miller & Salkind, 2002, p. 516).

Since all the statements are worded positively and approving, agreements are more valued whereas disagreements are less valued whereas agreements for job codification items are reverse valued. Consequently, if the results are higher than 3 (neutral), we may conclude that there is more formalization and more centralization in MSD. On the contrary, if the results are less than 3 (neutral) we may conclude that there is less formalization and less centralization in MSD. In other words, the increased level of behavior control through formalization and centralization is more likely to bring forth less participation in the workplace; besides, it may cause more alienation from the workplace that may cause less motivation among the employees (Miller and Salkind, 2002).

5.   FINDINGS AND ANALYSES

In the sample, there are 219 police officers and managers. The sample has 13 (5.9 %) females and 206 males (94.1 %). The 94.1 % of the sample is police officers and 5.9 % of the sample is police managers. The percentage of people with high school diploma is 7.8 while it is 49.8 % for associate degree, 39.3 % for bachelor degree, and 3.2 % for master's and doctoral degree. The most of the respondents have 6 to 10 years experience in the TNP.

Table.1. Demographic characteristics of the sample.

DEMOGRAPHIC CHARACTERISTICS		Frequency	Percentage
Sex	Female	13	5.9
	Male	206	94.1
Ranks	Police officers with no ranks	206	94.1
	Police managers	13	5.9
Education Status	High school diploma	17	7.8
	Associate degree	109	49.8
	Bachelor degree	86	39.3
	Master's and doctoral degree	7	3.2
Experience in the Agency	Less than 5 years	58	26.5
	6-10 years	98	44.7
	11-15 years	51	23.3
	16-20 years	11	5.0
	21 and more years	1	.5

Table 2 figures for the factors of job codification, rule observation, routine work, and centralization indicate that there is a slight formalization and centralization in the MSD.

Table.2. The survey results for factors of job codification, rule observation, routine work, and centralization in Malatya Security Directorate.

FACTORS	Mean	Std. Devi.	Skewness	Kurtosis	Cronbach's Aplha
Job Codification	2.79	.65	-.42	.33	.68
Rule Observation	3.55	.72	-.49	.2	.55
Routine Work	3.45	.54	-.45	.47	.76
Centralization	3.4	.71	-.12	.86	.82

n = 219

The job codification items are reverse valued that higher score indicates higher standardization of behaviors. The mean score of the job codification factor is 2.79 which is slightly below 3 (neutral) (table.2). The items' mean scores result that there is no rigid job rules and procedures forcing people toward a unique direction in the workplace (table.3).

Table.3. The survey results for the items of job codification in the MSD.

FACTOR	ITEMS	Means	Std. Deviation	Skewness	Kurtosis
Job Codification	First, I feel that I am my own boss in most matters.	2.70	.98	.64	-.09
	A person can make his own decisions here without checking with anybody else.	2.85	1.02	.36	-.58
	How things are done around here is left pretty much up to the person doing the work.	2.51	.86	1.17	1.19
	People here are allowed to do almost as they please.	2.89	.94	.44	-.39
	Most people here make their own rules on the job.	3.03	1.07	.29	-.84

n = 219

The items six and seven measure the rule observation in the MSD (table.4). The Cronbach's Alpha score for the two items of this factor scale is below .70 criterion of the data internal consistency. However, the Cronbach's Alpha score can be low since there are only two items at the factor. Besides, the inter-item correlations score for the two items of rule observation factor is .39 which shows that the two items scaling the same issue (table.5). In sum, the Cronbach's Alpha score of the rule observation factor is acceptable. Since there is no problem with the data internal consistency for this factor, we can say that the MSD employees are moderately watched by their supervisors through the evaluation of the mean score, 3.55, which is slightly above the neutral value (Table.2).

Table.4. The survey results for the items of rule observation in the MSD.

FACTORS	ITEMS	Means	Std. Deviation	Skewness	Kurtosis
Rule Observation	The employees are constantly being checked on for rule violations.	3.67	.76	-.82	1.33
	People here feel as though they are constantly being watched to see that they obey all the rules.	3.42	.97	-.61	-.04

n = 219

Table.5. Reliability analysis for the items of rule observation factor.

	Mean	Min.	Max.	Range	Max./Min.	Variance	N of Items
Inter-Item Correlations	.388	.388	.388	.000	1.000	.000	2

The items measuring rule manual (item 8), job description (item 9), and specificity of job descriptions (items 10-15) shown significant positive relationship with routine work (table.6) (Miller & Salkind, 2002, p. 516). Therefore, those eight items are grouped under the routine work factor, whose mean score is 3.45. It is slightly over the neutral value (table.2). There is somewhat routine work environment within the MSD (table.6).

Table.6. The survey results for the items of routine work in the MSD.

FACTORS	ITEMS	Means	Std. Deviation	Skewness	Kurtosis
	There is a deatiled rules manual.	3.42	.93	-.62	.15
	There is a complete written job description for my job.	3.62	.90	-.93	.91
	Whatever situation arises, we have procedures to follow in dealing with it.	3.63	.84	-1.09	1.42
	Everyone has a specific job to do.	3.42	.88	-.72	.50
Routine Work	Going through the proper channels is constantly stressed.	3.63	.67	-.42	.68
	The organization keeps a written record of everyone`s job performance.	3.25	.96	-.55	-.12
	We are to follow strict operating procedures at all times.	3.30	.97	-.43	-.21
	Whenever we encounter a problem, we are supposed to apply to the same person for a solution.	3.34	.85	-.27	-.27

n = 219

The last five items of the survey measure the centralization (the hierarchy of authority) in the MSD (table.7). The mean score of centralization factor is 3.4. It is slightly above the neutral value of 3 (table.2). The mean score results that the degree of hierarchy of authority is not strict. We can say that there is no rigid centralization that requires all power were exercised by a single individual; on the other hand, we cannot say the power is exercised equally by all members of the MSD.

Table.7. The survey results for the items of centralization in the MSD.

FACTORS	ITEMS	Means	Std. Deviation	Skewness	Kurtosis
Centralization	There can be little action taken here until a supervisor approves a decision.	3.52	.89	-.38	.03
	A person who wants to make his or her own decisions would be quickly discouraged here.	3.14	.95	.18	-.43
	Even small matters have to be be referred to someone higher up for a final decision.	3.20	1.06	-.13	-.64
	I have to ask my boss before I do almost anything.	3.49	.91	-.54	-.16
	Any decision I make has to have my boss`s approval.	3.66	.82	-.93	1.17

n = 219

6.   CONCLUSION

The MSD is a popular organization where is highly desired by the most of the Turkish police officers throughout the country for second region assignment in the TNP. Theoretically, for the MSD there is a high probability to find more adequate employees compared to other provincial police organizations. Briefly, the quality of personnel of the MSD is more probably above the average of the TNP. Theoretically, the MSD has less human resources problems than the rest of the organization.

The findings of this study for the job codification, rule observation, routine work, and centralization show that the work environment within the MSD is not rigidly formalized and centralized. In other words, there is no strict behavior control over the employees of the MSD; but, the Malatya Security Directorate is a moderately formalized and centralized organization. For a continuous and excessive innovation, the MSD need to adopt more participative management principles that will allow officers to contribute administrative functions. Besides, the MSD need to apply less behavior control strategies while providing more opportunities for maturation of its employees. This will minimize centralized intervention to control officers. Briefly, the MSD still may provide a facilitative environment for individual entrepreneurship after completion of required modern management philosophies and tools.

By referring to this case study of the MSD, we can say that the traditional, highly controlled and hierarchical, structure of the Turkish National Police has been changing since the 1980's reforms. Nonetheless, the TNP needs to choose and follow correct modern management instruments to develop more participative management and individual initiatives.

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