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The impact of change management on the attitudes of Turkish security managers towards change

A case study

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Abstract

Purpose – The main purpose of this study is to develop an understanding of how managerial methods can be used during the change process to direct employees' attitudes positively towards change. This study also aims to provide considerable implications for the homeland security managers suitable for the applications on the area of homeland security. Paying requisite attention to the attitudes of employees towards change and careful selection of change management methods is considered critical for determining the ultimate success.

Design/methodology/approach – The data used in this study were obtained by the questionnaire survey method, analyzed by using a statistics software program, and main findings of the study were evaluated. The last section of this study has a discussion and a conclusion which includes specific evaluations and recommendations regarding the homeland security organizations and their practices in Turkey. Due to the large data set available, only the main findings are presented in this paper.

Findings – Findings suggest that the methods used, such as informing the employees about what is going on regarding change, consulting them and maintaining participation of the employees to the change process, have a positive impact on the attitudes of security managers towards change. This means that if an organization complies with the advice of the change literature asserting that the employees should be informed of, consulted and participate in the change from the outset of the process, the employees would probably commit themselves to change rather than resisting it.

Originality/value – The topic of this study is believed to be of vital importance in the area of homeland security organizations of Turkey and other countries in the context of change management for the sake of success in change initiatives. It is hoped that this study will make contributions to the existent literature in that it combines two disciplines, namely, change management and homeland security management, in just one case study. This combination would add considerable insights into the success and/or failure of the change initiatives launched in the organizations of homeland security generally and in Turkey specifically.

Keywords Change, Change management, Homeland security, Homeland security management, Reorganization, Turkey, State security

Paper type Case study

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Introduction

Sauter and Carafano (2005) stated that shortly after the terrorist attacks of September 11, homeland security strategies and organization structures were put on the table for reorganization in the USA as well as most EU countries. The starting point was that the current organization structures of homeland security agencies were incompetent to prevent terrorist attacks and secure the citizens throughout the country. There is undoubtedly a need for change in the organizational structure of homeland security agencies as well as in all other related organizations. This is also the case for Turkey. As a result of this need, Turkey's homeland security structure has undergone various changes in the recent years.

One of the most significant change that was implemented in Turkey was the creation of a new organization in 2010, namely "The Undersecretariat of Public Order and Security (UPOS)" within the Ministry of Interior. The main task of this organization is to provide coordination among various security agencies and maintain the harmony and efficiency from the perspective of policy making and implementation towards counter-terrorism policies and strategies. The question is whether this new arrangement will provide a positive response to the challenges and requirements of Turkey's homeland security. Moreover, one needs to explore and investigate to what extent the change management approaches that have been utilized during this process will be effective and long-lasting.

A thorough analysis on the attitudes of the Turkish homeland security organizations' employees towards the change constitutes the central point of this study. This study will provide details of the nature and characteristics of the change procedure which will be embraced without any or minimal resistance by the employees during reorganization of the homeland security.

The goals of this study are to make a contribution to the reorganization process of homeland security organizations in Turkey and show the Turkish homeland security managers how to implement the change management procedures to improve the efficiency. In this study, first, a review of the literature is conducted with respect to the concepts of change management and homeland security management. Second, the existing situation in Turkish homeland security organizations, the attitudes of the employees, the reorganization efforts of the Turkey's Ministry of Interior, and problems faced by the Turkish homeland security organizations will be revealed. Third, the methodology of the study will be identified and the research hypotheses will be developed in accordance with the theoretical framework. Fourth, after analyzing the data that was gathered from the questionnaires, findings and the evaluations of the study will be discussed. The last section of this study will include the discussion and conclusion with specific recommendations in regards of the change management which should be preferred during the reorganization of homeland security of Turkey.

Review of the literature

Change management

There is a large and diverse body of literature defining the terms "change", "organizational change", and "change management" in several different ways. Change can be defined as a rule more than an expectation for organizations in order to survive and be successful. Organizational change is described by Van de Ven and Poole (1995) as an empirical observation in an organization's shape, quality or state over time.

According to Burke (2008), "organizational change process" deals with how the change is planned, launched, more fully implemented, and once into implementation, how it is sustained. "Organizational change" is aimed either to adapt to the environment or to increase the performance by improving productivity and efficiency.

Organizations are prone to an unprecedented demand for change from both the sources inside and outside the organizations. Clack (1995, p. 150) contends that the success will depend on how the organizations can manage change at all levels of the organizations. However, studies reveal that almost half of the organizations fail during the organizational change initiatives and change process (Beer and Nohria, 2000; Kotter, 2008; Hirschhorn, 2002). Some authors even noted that almost two-thirds of change attempts had failed (Higgs and Rowland, 2000; Sirkin *et al.*, 2005).

This high rate of failure during the change process in organizations has lead researchers to scrutinize the change processes more thoroughly. Scholars have dedicated a great deal of their efforts to determine the factors that influence the success of change within organizations. Various studies have pointed out some clues for successful organizational changes, while others have, on the contrary, determined factors causing failure (Lewin, 1947; Judson, 1991; Kanter *et al.*, 1992; Kotter, 1995; Galpin, 1996; Nadler, 1998).

Literature is replete with various approaches on how the organizational change could be best-managed (Van de Ven and Poole, 1995). Lewin's(1951) work was one of the first attempts trying to conceptualize change process in organizations. His model was consisted of three successive phases namely unfreezing, moving and freezing. Considerable studies were conducted on Lewin's work by Judson (1991), Kotter (1995), Nadler (1998), Galpin (1996), Armenakis *et al.* (1999) during 1990s. Common points articulated by these scholars could be refined as analyzing, planning, establishing a need for change, creating and sharing a generally accepted vision, open communication related to change with all levels of the organization, implementing, revising and institutionalizing.

Due to the limited scope of this study, these models developed by management authors will not be discussed here at length. Rather, they will be touched occasionally in this paper.

A major part of the literature discussion regarding change management is concentrated on the matter of "resistance to change" and "what leads employees to resist" (Oreg, 2003; Piderit, 2000; Wanberg and Banas, 2000). Resistance to organizational change has been a basic topic in the organizational change management literature since the first half of the twentieth century (Coch and French, 1948). Since then, a number of papers were published regarding the roots of employee resistance and the methods to overcome or at least minimize the resistance (Oreg, 2003; Piderit, 2000). Resistance to change will have a significant impact on the success of the organizational change efforts (Kotter and Schlesinger, 1979). To understand the rationality behind the employee resistance to change can help managers to lead the change process more successfully (Beer and Eisenstat, 1996; Piderit, 2000). Managers have to watch out their employees' attitude and re-channel them from avoidance towards acceptance.

The change management literature asserts that the reasons behind the employee resistance in an organizational change process could be investigated via empirical methods and thus it would be possible for the managers to prevent or minimize the resistance as much as possible (Duck, 2001; Kotter, 1995; Judson, 1991; Guth and MacMillan, 1986; Armenakis *et al.*, 1993).

There is a widespread consensus in the literature that if those mostly effected from organizational changes, particularly employees, do not make any contribution to the change process, it would be difficult to implement and reach the desired results in organizational changes (Schwahn and Spady, 1998, 47; King and Rodriguez, 1981; Guth and MacMillan, 1986; Floyd and Wooldridge, 1992). If employees believe that the current situation does not require any change, then, they will not support any organizational change attempts (Kotter, 1995; Resnick, 1993). Employees are generally supportive when they believe that change can create a meaningful outcome both for themselves and their organization (McLagan, 2002, p. 51).

The most recent theoretical approaches are based on the assumption that people might not be resisting the change but rather the way it is implemented and managed (Judson, 1991). Some authors argued that before trying to reduce organizational members' resistance, change managers should create organizational readiness for change (Armenakis *et al.*, 1993; Salasin and Davis, 1977). Open communication has been recognized as one of the most critical organizational behaviors related to the success of change programs (Porras and Hoffer, 1986).

In order for the employees contribute organizational change, they have to be provided with appropriate channels to attain and acquire relevant and timely information about change. There exists wide support in the literature for the importance of communication during organizational change in determining how a change attempt is perceived by employees (Armenakis and Bedeian, 1999). Researchers stress that the provision of information constitutes a vital component of any successful organizational change (Schweiger and Denisi, 1991; Lewis and Seibold, 1998). Furthermore, research has indicated that change communication can create positive attitudes towards change for it addresses employee uncertainty (Bordia *et al.*, 2004).

Kotter (1995) suggests that among the most committed errors during the change management process is not to provide sufficient information to the employees about the importance and urgency of change. If employees are aware what the change would bring, they would not misperceive the change as a threat to themselves (Kiel, 1994). Therefore, managers have to capture employees' imaginations regarding the importance and urgency of need for change. Many studies affirm that informing employees about what is going on regarding the change, consulting employees and maintaining participation of employees to the change process would also make a significant effect on the attitudes of employees towards change (Kotter, 1995; Kanter *et al.*, 1992, p. 383; McLagan, 2002, p. 51; Judson, 1991). Maintaining participation in decision-making and implementation helps facilitate organizational changes and also improves quality in decision-making (Kim and Mauborgne, 1999).

Nadler (1998) asserts that change responsibility and duties should be widely distributed not only to the top managers but also to the employees throughout the organization. Establishing a clear vision picturing the future of the organization after change (Covin and Kilmann, 1990), creating a sense of urgency (Kotter, 1995; Galpin, 1996; Cummings and Worley, 2004), maintaining employees' participation from the outset (Cameron and Quinn, 1999; Kim and Mauborgne, 1999), having a two-way open communication with the employees (Nadler and Tushman, 1990; Schein, 1985), managing cultural dynamics through change (Katz and Kahn, 1978; Sullivan *et al.*, 2002), and re-freezing the situation by institutionalizing outcomes reached through the

change (Lewin, 1951; Kotter, 1995; Armenakis *et al.*, 1999) are some of the steps suggested by the scholars that could be pursued for a successful organizational change.

Homeland security management

As Kettl (2004) stated, the concept of "homeland security" is an ambiguous term and has gained quite a lot of currency since 9/11 event. "homeland security" can be defined both in narrow and broad terms. In narrow terms, it points to efforts exerted to prevent terrorist activities and recover after occurrence of a terrorist activity. From a broader perspective, it includes not only actions against terrorism but also other criminal circumstances that threaten public's security in general. It can, however, also be extended to include all kinds of natural disasters as it is the case in USA.

It would not be an overstatement to contend that this new twenty-first century concept of "homeland security" arose out of the applications of governmental reorganization in USA after 9/11 (Sauter and Carafano, 2005; Seiple, 2002). The concept of "homeland security" has first taken place in the US Commission on National Security/21st Century Report (2001). The existing literature on homeland security management mostly relies on the studies conducted in USA, therefore, the examples used and the publications referred in this study would be concentrated deliberately on the USA.

Though the concept of homeland security is not clearly defined, and its meaning varies across disciplines and professions (Purpura, 2007), the definition that was provided in the National Strategy for Homeland Security gives a quick snapshot of the picture: "A concerted national effort to prevent terrorist attacks within the US, to reduce America's vulnerability to terrorism and minimize the damage and recover from attacks that occur" (Department of Homeland Security (DHS), 2002).

Parallel with this definition, Reddick (2008, p. 1) defines the homeland security as domestic governmental actions designed to prevent, detect, respond to and recover from an act of terrorism and to respond to natural disasters. On the other side, Smith's (2005, p. 20) definition refers to an emergency management by stressing homeland security as a system of emergency preparedness that requires military and civilian responses to perceived, potential or imminent terrorist threats against US citizens and interests at home. Kiltz (2008, p. 33) adds another dimension to these definitions as to the law and civil liberties. For him, homeland security is about understanding the threat of terrorism and organizing to prevent and deter attacks and to respond to such attacks in a manner that maximizes security while safeguarding the constitutional foundations, rule of law and civil liberties.

After having a quick notion of what homeland security is, let's take a look at this phenomenon in terms of management: The management of homeland security deals with the organizational issues surrounding the activities regarding a country's homeland security and shows the means how to best manage and conduct these activities in coordination. Therefore, the homeland security management engages in the issues related to how the security inside the borders of a country can be established. The core issues of homeland security are management and regulation (Lægreid and Serigstad, 2006, p. 1397). To sum up, homeland security combines all of the efforts exerted by various organizations, public or private, together in coordination towards a path to a more secure society.

The relationship between change management and homeland security management
The twenty-first century has no doubt, proved to be an age of unprecedented profound change and transition, driven mostly by ever-increasing technological advancements and globalization in all aspects of the society and its foundations. This change phenomenon necessarily urges not only people but also organizations to adapt themselves to the changing environmental conditions. Today, most of the organizations are aware of the fact that in order to thrive, they have to keep pace with the changing circumstances around themselves.

September 11 was a clear example for the organizations of homeland security that if the change requirements are not fulfilled regularly, such disastrous and grievous events cannot be prevented (Kotter, 2008; Judson, 1991; Schein, 1979). Homeland security has emerged as a very important management field from that day on.

As mentioned above, homeland security management incorporates all kinds of efforts exerted by state, local governments, private sector, and citizens to deter, defend against and mitigate attacks within the country (Beresford, 2004). Such kind of all-encompassing area of activity requires the collaboration of not only most of the governmental organizations but also private entities as well. This, in turn, necessitates a synchronization of all participating organizations in order to maintain homeland security requirements (Wise and Nader, 2002). To achieve this goal, there is much work to be done by organizations as to meet the needs of the homeland security demands. This is a continuous and ongoing activity that will result in structural changes within organizations.

Whether in the private or public sector, there always seems to be some degree of resistance to organizational changes. In this process, overcoming the employees' resistance to change and maintaining personnel commitment to the new organization were some of the most exhausting change management challenges. To launch the change initiatives, without neglecting cultural and political dimensions as well as organizational structures simultaneously on the processes, was another critical key for the success.

Similarly, for Turkey's homeland security organization change initiatives to succeed, such kind of multi-dimensional change management approaches has to be adopted. This will not only eliminate the resistance of employees but also enable them to embrace the change.

To sum up, the accumulated research in the field of change management can make unique contributions to the effectiveness and efficiency of homeland security. Academic studies conducted on change management to date, set out countless organizational experiences public or private, providing a stock of knowledge about the causes of success and the failures. Trying to learn and benefit from these experiences would minimize the possible risks which are likely to be confronted in the organizational change and reorganization attempts. Thus, scholars targeting some of their research on issues dealing with organizational changes that are occurring in the intelligence and homeland security arena will also help to ensure an effective homeland security (Ufot, 2006, p. 211). Consequently, utilizing accumulated knowledge from the change management literature could provide unique and vital contributions to homeland security managers during organizational change attempts.

Homeland security management in Turkey

The existing situation

We have argued that the implementation of change management methods in a successful way is crucial to homeland security organizations in order to reach the goal of maintaining a secure environment within the borders of a country. In order to achieve this goal, it is first needed to determine the requirements for the change. These requirements would lead the direction of change and to the point where the organization wants to be.

Technological advances, changes in the social-economic conditions, changes in the class, quality and quantities of crimes, expectations of the public and the politicians can be considered as the key factors leading the homeland security organizations change (Ingstrup and Crookall, 1998; Meyer and Rowan, 1992; DiMaggio and Powell, 1991; Scott and Meyer, 1991).

External factors affecting the homeland security organizations to change are demonstrated in Figure 1. As it can be seen in Figure 1, homeland security organizations are located at the center of the factors surrounding it. There are public and policy makers who direct homeland security organizations in one way or another. Criminals or terrorists and their organizations are other main components of the figure that the homeland security organizations have to consider. Rapidly evolving technology, legislation and regulations are some of the external factors that affect the relations and the way of doing things.

On the other hand, looking at factors inside the homeland security organizations, such as employees, organizational culture, structure of the organization, and leadership can be regarded as other major determinants of the picture.

All of these external and internal factors together constitute the general frame of the change initiatives around any homeland security organizational establishment. However, due to the specific conditions of a country, many other change drivers also need to be included in this picture.

Apart from above mentioned internal and external factors, the following factors can also be counted as the key elements urging the mechanism towards change for the
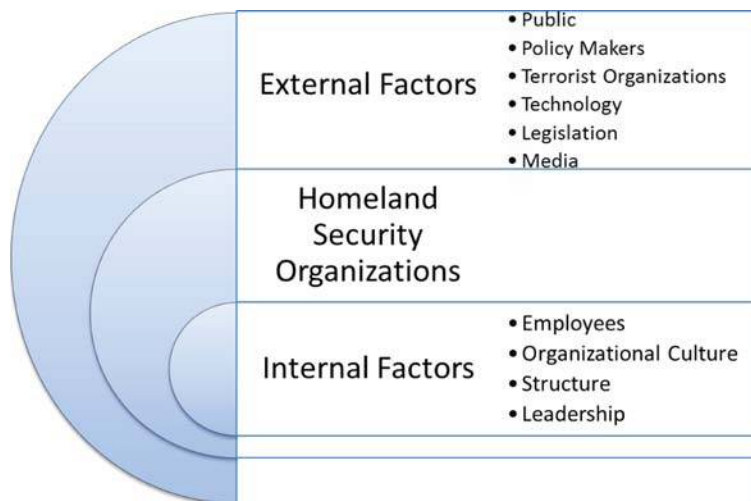

Figure 1.
Factors affecting homeland security organizations

homeland security organizations of Turkey (SPO, 2001a, 2007; Official Journal, 1947, 2010; Institute of Turkey and Middle East Public Management, 1966):

- Lack of policies and strategies on combating terrorism.
- Lack of capacity and organizational structure on combating terrorism.
- Lack of coordination among the organizations of homeland security.
- Lack of accountability.

There are many arguments about the homeland security policies and strategies of Turkey. The argument that Turkey was not successful enough in determining the policies and strategies related to homeland security, has usually been articulated and debated. For example, Çora (2004) argued that a basic policy including the targets to be pursued, measures to be taken, and principles to be implemented towards the separatist actions ongoing for many years in the Southeastern Anatolian region was not developed. According to Çora (2004), the problem has to be considered with its all bearings; the basic principles have to be implemented, the attainable targets have to be determined, and after putting forth a basic national policy, it must be declared to the whole world. On the other hand, Bal (2008) suggested that it would not be sufficient alone just to determine a terror and security policy. But these policies and strategies should be brought up-to-date and modernized also. Another suggestion came from Narlı (2002) asserting the twenty-first century paradigm must be based on a multi-dimensional approach and should include sciences such as sociology, psychology and anthropology. The policies on security neglecting other areas such as education, economics and social aspects were also criticized repeatedly in many ways (Kök, 2008, p. 134). Indeed, homeland security surely cannot be managed if it is isolated from other aspects of social and public dynamics. Therefore, a comprehensive multi-dimensional policy is required for the Homeland Security Organization of Turkey.

All the above-mentioned criticisms are verified also by official documents and reports. This was clearly mentioned in the Undersecretariat of Public Order and Security (UPOS) Act. In this document, it is pointed out that the existing institutions and organizations were not able to serve satisfactorily in developing strategies and projects in combating terrorism (Grand National Assembly of Turkey, 2009, p. 1).

In the face of ever changing terror and terrorist organizations, the organizational structures for combating terrorism must be in such dynamism that it would adapt itself continuously by developing suitable counter-terror measures and capacities against cyber and asymmetric terror (Desouza and Hensgen, 2003). For example, sufficient and prepared specialist divisions that have the ability to countervail are required for the chemical and biologic attacks. Similarly, security units that are specialized on cyber terror with sufficient capability to deal with the counter-terror tactics and policies should also be included in the homeland security organization structures.

In Turkey's seventh five-year development plan, issued by the State Planning Organization (SPO), which was given responsibility for preparing long-term and annual plans, following up on the implementation, and advising on current economic and social policies, it was declared that failure in integrating the homeland security organizations and the Ministry of Interior diminished the effectiveness of the entire

homeland security infrastructure (SPO, 1996, p. 122). The SPO comes under the prime minister's office and receives policy direction from the High Planning Council which is chaired by the prime minister and includes cabinet ministers. Its plans determine not only macroeconomic targets but also social goals, and policy recommendations. Plan targets are considered as binding for the public sector. Therefore, the assessments of the plan sentences deemed crucial for whole of the public management.

In the eighth five-year development plan, it was stated that the need for lessening bureaucracy and maintaining transparency remained as one of the main issues. In order to deal with the evolving circumstances, a widespread reorganization had to be launched on the homeland security organizations (SPO, 2001b, p. 196). In a special report on the eighth five-year development plan (Special Report On The Efficiency Of Security Services), it was emphasized that there was a lack of coordinating headquarters for integrating the homeland security organizations with the Ministry of Interior (SPO, 2001a, p. 11).

About the legal ground of the organization and the mission of the UPOS Act, the coordination problem was cited as follows:

> [...] in combating terrorism some other organizations also perform various duties and coordination problems occur from time to time in this field. These problems cause weaknesses in the context of implementing decisions regarding to combating terrorism and hamper the efficient, productive and result oriented efforts (Grand National Assembly of Turkey, 2009).

Going back to 1947 and taking a look at the Act 5066, one can see the coordination problem as the principal ground for the legislation. In that text it is mentioned as follows:

> There are two organizations that are in charge of homeland's security, namely General Directorate of Security and General Commandership of Gendarme. It is observed usually that different applications have been preferred because of different approaches due to the lack of coordination ... there is urgent need for a post to coordinate these security issues in one hand and not to allow clashes between the parties (Grand National Assembly of Turkey, 1947).

The above-mentioned documents indicate that the coordination problem was a major problem at the time and it still persists. On the other hand, accountability constitutes another basic problem in the homeland security management of Turkey and urges the system to change as well. Due to the military characteristic of the two organizations, namely the "General Commandership of Gendarme" and "General Commandership of Coast Security," it was put forth by many scholars that their accountability was much less than that of the "General Directorate of Security(Police)" (Balcı, 2003; Samsun, 2003; Çapar, 2008).

The Undersecretariat of Public Order and Security (UPOS)

Up until now, some major change factors for the homeland security structure of Turkey were described. Now, a brief description of the organization structure and mission of the new organization named the Undersecretariat of Public Order and Security (UPOS), which was formed in 2010, will be provided.

The draft bill regarding the organization and its mission was sent to the Parliament by the Prime Ministry of the Republic of Turkey on May 11, 2009 and was passed on February 17, 2010 by the Parliament (Official Journal, 2010). The legal justification was

just one-and-a-half pages and was based on the assumption that terrorism had reached such a high level that it threatened the public security and that combating terrorism needed a multi-dimensional and international cooperation and solidarity. After pointing out the deficiencies of the existing institutions and organizations, it was stated that a new Undersecretariat attached to the Ministry of Interior should be established to develop policies and strategies to combat terrorism and also to maintain the coordination among the related organizations (Grand National Assembly of Turkey, 2009, p. 1). Thus, the goal of the new legislation by creating a new organization at the center of homeland security management could be articulated briefly as developing policies and strategies and maintaining the coordination within and outside the borders of the country (Official Journal, 2010, Article 1).

With the fourth article of the Act, a "Commission for the Coordination in Combating Terrorism" had been formed in order to maintain the coordination among the related organizations and to assess the policies and applications on combating terrorism. Headed by the Minister of Interior, the commission consists of Vice-Chairman of the Commander of Armed Forces, Commander of Gendarme, Commander of Coastal Security, General Directorate of Security, the Undersecretariat of National Intelligence, the Undersecretariat of Justice, the Undersecretariat of Foreign Affairs, the UPOS, and the invited representatives of other related organizations.

Missions of the UPOS that were listed in article six of the Act are as follows:

- Engage in determining the policies and strategies related to combating terrorism and supervise the implementations.
- Assess the strategic intelligence coming from security and intelligence agencies and share it with the relevant organizations.
- Perform the required research, analysis, and assessments.
- Render strategic information support for the security organizations and relevant agencies and maintain the coordination among them.
- Get the public opinion and conduct public relations.
- Monitor and evaluate the international developments in coordination with the Ministry of Foreign Affairs and other relevant agencies.
- Follow up and control.

In article eight of the Act, in order to have and assess the strategic intelligence inflows from the relevant agencies, a center called Center for Intelligence Assessment was established under direct control of the Undersecretary. The analyses and assessments conducted in this Center would be shared with the relevant organizations. In the second paragraph of the article, these intelligence organizations are listed as follows: The Command of General Staff, the Ministry of Foreign Affairs, The Undersecretariat of National Intelligence, General Command of Gendarmerie, Command of Coast Security, and General Directorate of Security.

In the fifteenth article of the Act, in considering the mission stated in the Act, the UPOS would insure the cooperation with other departments and agencies and all the intelligence, information, and documents demanded by the UPOS would be provided by those departments and agencies without delay.

Methodology of the study
Data collection and the sample
The data used in this study were obtained via the questionnaire survey method. To ensure confidentiality, no identification was requested on the question form.

A sample size of 204 was obtained from four different groups of key security managers within security organizations: Governors, Chiefs of Police, Commanders of Gendarmerie, and Managers of the National Intelligence Organization (NIO). Participating governors were from 41 out of 81 cities of Turkey. 105 out of 115 police chiefs were all located in the capital city of Ankara, who were thought to be closer to the change planning and implementation due to their proximity to the headquarters, and 50 out of 200 participants in the Gendarmerie were from South East Anatolia, the region where combating terrorism is mostly taking place. Only eight participants from NIO could be included to the survey.

The inadequacy of the sample size and the limitations in conducting such a research on the employees of security organizations having a confidential organizational culture were constituted as the main weaknesses of this study.

This study was designed to discover the impact of the methods used in implementing the change process for the reorganization of homeland security of Turkey (UPOS).

The questionnaire was constructed on the basis of the theoretical research propositions. In order to investigate the research hypotheses, we asked about participants' main attitudes or tendencies towards the change requirement of the homeland security of Turkey, the establishment of UPOS, the managerial methods used during the implementation of change, and the effects of these methods on the attitudes of security managers towards change. To get responses, the following questions were addressed to the participants:

- Is there a need for change in the homeland security organization of Turkey?
- Were the steps asserted by the "change management literature" implemented during the change process, namely the establishment of the UPOS in the center of the homeland security organization of Turkey?
- What is the central tendency of the security managers towards the UPOS?
- Is there an effect of the method used in the change process on the attitudes of security managers towards the establishment of the UPOS?
- What are the magnitude and the direction of the effects of the methods used in the change process?

On the other hand, a correlation analysis was also made between the above-mentioned variables in order to measure the presence and strength of the relationships.

Before collecting the data on the actual survey, a pilot test was conducted on a group of 50 Chiefs of Police who are in charge of the Police Department of Kayseri city. After conducting the pilot test, the 38 survey questions were grouped under ten factors using a five-point Likert scale. The above-mentioned ten factors were reduced to six factors by factor analysis (varimax), and 4 out of 32 questions were excluded. Thus we obtained a scale with sufficient reliability (Cronbach $\alpha = 0.755$). Subsequently, reliability was also tested on the full sample and came out to be higher than the pilot sample (Cronbach $\alpha = 0.822$).

Again factor analysis with varimax rotation brought down the number of factors to five for the full sample data set (see Table I).

Research hypotheses

Hypotheses were developed regarding the employee perceptions of "need for change" and the impact of the methods used in implementing the change process of establishing the UPOS and the attitudes of the security managers towards change. The research hypotheses that provide direction for the evaluation of the findings of the analyses are shown below:

H1. There is a need for change in the homeland security organization of Turkey.

H2. The steps asserted by the change management literature as "Informing employees about what is going on regarding change, consulting them, and maintaining participation of employees to the change process" were not implemented during the change process, or namely during the establishment of the "UPOS" in the center of the homeland security organization of Turkey.

H3. The security managers are adverse to the change initiated in the organization of homeland security of Turkey, namely the establishment of the "UPOS".

H4. There is a significant relationship between the managerial methods as "Informing employees about what is going on regarding change, consulting them, and maintaining participation of employees to the change process" used during the implementation of change and the attitudes of security managers towards change.

Data analysis and findings

Data analysis was conducted to determine whether there was a low or a high degree of relationship between the factors and differences in terms of age, post and experience. Frequencies, means, and standard deviations were used to describe the sample and the results. Correlation and regression analyses were conducted to test the magnitude and direction of the relationships among variables. Correlation coefficients were statistically significant at the 0.05 level. ANOVA test was also conducted in order to find out the meaningful differences between the groups in terms of age, title, and experience.

The average employment length ranged from 5 to over 25 years. They varied in age from 35 to over 56 years old, but mostly between the range of 35-50 (92.2 percent). Descriptive statistics for the population are presented in Tables II and III.

With respect to the various questions gathered under Factor A, questions were addressed to the participants to get responses whether there was a need for change in the organization of homeland security of Turkey. As can be seen in Table IV, the factor

Factor A	Need for change
Factor B	Informing, consulting and maintaining participation of the employees to the change process
Factor C	To be on side of centralizing intelligence
Factor D	Willingness to share information
Factor E	Central tendency towards change

Table I.
Factors derived from the factor analysis (R2)

mean appeared as (3.666) with a standard deviation of (0.728) pointing out that the participants mostly agree to the opinion that change was needed.

The tendency in Factor A was also confirmed with the frequency distribution of the third question of the survey which was designed as an optional question. As shown in Table V, 90.2 percent of the participants verified that there was a need for a change in the organization of homeland security of Turkey. This response had 184 occurrences out of 204 responses. Therefore, the research hypothesis *H1* (that there is a need for change in the homeland security organization of Turkey) was supported using the frequency distribution test.

It was observed that the attitude of "need for change" was significantly different for the Chiefs of Police compared to the other three groups of the participants. Although the attitude of the Chiefs of Police towards the need for change of the homeland security organization of Turkey was much weaker than the Governors, the direction of the attitudes of the Commander of Gendarmerie and Managers of NIO, was parallel to the general disposition of the group supporting the need for change of the homeland

Age of participants	Number	Percent	Cumulative percent
35 to 39	78	38.2	38.2
40 to 45	79	38.7	77.0
46 to 50	31	15.2	92.2
51 to 55	10	4.9	97.1
Over 56	6	2.9	100.0
Total	204	100.0	

Table II.
Frequency of the participants in terms of age

Professional experiences (year)	Number	Percent	Cumulative percent
5 to 9	4	2.0	2.0
10 to 14	34	16.7	18.6
15 to 19	89	43.6	62.3
20 to 24	39	19.1	81.4
Over 25	38	18.6	100.0
Total	204	100.0	

Table III.
Frequency of the participants in terms of experience

Mean	Std. deviation
3.6661	0.72844

Table IV.
Frequency distribution of Factor A

	Frequency	Percent
Yes there is	184	90.2
No there is not	10	4.9
I have no idea	10	4.9
Total	204	100.0

Table V.
Frequency distribution – need for change

security organization of Turkey as well. The attitude was not different among the groups in terms of age or work experience.

Of the participants, 89.2 percent stated that they have little or no information about the change process (Table VI).

As can be seen in Tables VII and VIII, 98 percent of the responses to the question of "whether they were informed about the change initiative or not" was negative. Of the participants, 89.7 percent stated that they gained knowledge via media or hearsay.

Of the respondents, 100 percent marked the item that they were neither consulted nor participated in the change initiative. Therefore, the above results show that H2 (that the steps asserted by the change literature as "Informing the employees about what is going on regarding change, consulting them, and maintaining participation of the employees to the change process" were not implemented during the change process, namely the establishment of the "UPOS") was supported using frequency distribution test.

Under factor E, the general tendency towards change was asked to the security managers. As it can be seen in Table IX, the average value of means (3,637) reveals that most of the participants were adverse to the change initiative.

The participants who confirmed this opinion between 3.5 and 5.0 were 69.1 percent of all participants (Table X). Therefore, H3 (that security managers are adverse to the

	Frequency	Percent	Cumulative percent
I got no knowledge	46	22.5	22.5
I got superficial knowledge	136	66.7	89.2
I got detailed knowledge	22	10.8	100
Total	204	100.0	

Table VI.
Frequency distribution – level of knowledge

	Frequency	Percent
Yes I was informed	4	2,0
No I was not informed	200	98.0
Total	204	100.0

Table VII.
Frequency distribution – information

	Frequency	Percent	Cumulative percent
I gained knowledge via my department	21	10.3	10.3
I gained knowledge via media	143	70.1	80.4
I gained knowledge via hearsay	40	19.6	100
Total	204	100.0	

Table VIII.
Frequency distribution – resource of knowledge

Mean	Standard deviation
3.6373	0.95275

Table IX.
Frequency distribution of Factor E

change initiated in the organization of homeland security of Turkey, namely the establishment of the "UPOS") was supported by a frequency distribution test.

Looking at the differences, it was observed that the degree of the attitude was highest in managers of NIO and lowest in Governors.

There seems to be a substantial difference between the 35-39 and 51-55 age groups'. Although the opinion about "to be adverse to the change" was decreasing with older age, it did not reach the point supporting the change even at the ages 51 or more. On the other hand, the statement "Informing employees about what is going on regarding change, consulting them, and maintaining the participation of employees to the change process" which is searched under Factor B, had a positive ($r = 0.229$) and statistically meaningful ($p < 0.05$) correlation with the central tendency of employees towards change (Factor E).

A regression analysis was also made in order to measure how much the independent variables explain the dependent variables. The dependent variable was the "Central tendency of employees towards change". The analysis revealed that "Informing employees about what is going on regarding change, consulting them and maintaining participation of employees to the change process" had a positive ($\beta = 0.352$) and statistically meaningful ($p < 0.05$) contribution to general attitudes of employees towards change at the 0.05 significance level (Table XI). This finding is consistent with the hypothesis contending that there is a significant relationship between the managerial methods used during the implementation of change and the attitudes of security managers towards change. Therefore, *H4* was supported at a 0.05 significance level (95 percent confidence level) using correlation and regression analysis.

There seems to be no difference between the groups in terms of age, post, or work experience ($p = 0.305 > 0.05$).

Discussion

Although the change phenomenon is an inevitable process for the survival of organizations, it is hard to say that many organizations go through this process

	Frequency	Percent
I do not agree	40	19.6
I am uncertain	23	11.3
I agree	141	69.1
Total	204	100.0

Table X.
Frequency distribution – general tendency towards change

	Unstandardized coefficients		Standardized coefficients		
	B	Std. error	B	T	Sig.
Constant	2.386	0.380		6.285	0.000
Informing, consulting and maintaining participation of the employees to the change process	0.352	0.105	0.229	3.348	0.001

Note: Dependent variable: central tendency of employees towards change

Table XI.
The effect of "Informing, consulting and maintaining the participation of employees to the change process" on the "Central tendency of employees towards change"

successfully. In fact, evidence suggests that more than half of the organizations fail through this process. The change management literature is full of examples to be considered by organizations to implement a change process successfully. Thus, the change management mentioned in this paper guides change managers through effective, fast and successful organizational changes.

While there are plenty of studies conducted on change management, it is hard to find studies in the literature that deal with change management in the context of homeland security. There is not any scientific study on the homeland security organization of Turkey in terms of change management.

In this research, through investigating employee perceptions and attitudes towards change, some of the change management approaches were verified. The approaches verified in this study are that the employees' perception about the need for change and managerial methods used during change had an important effect on the attitudes of employees towards change (Kotter, 1995; Schein, 1979; King and Rodriguez, 1981; Guth and MacMillan, 1986; Armenakis et al., 1993).

Understanding employee dispositions to organizational change is a key factor in implementing successful change initiatives. This study revealed that according to the security managers, the organization of homeland security in Turkey was not up-to date and thus it could not meet the needs of the homeland security of the country, and that there is a need for a change in the organization of homeland security. Those supporting this argument consist of 90.2 percent of the total participants. However, surprisingly 69.1 percent of total participants are of the opinion that they have negative dispositions about this change initiative. This finding reveals that most of the security managers are adverse to the change, although they think that there is a need for reorganization. This finding leads us to think about the methods used in the implementation of this change process.

There is a consensus among change management scholars that change will be much more difficult if those affected by change initiative, such as employees, do not make a contribution to the change process (King and Rodriguez, 1981; Guth and MacMillan, 1986; Floyd and Wooldridge, 1992; Armenakis et al., 1993). To understand and manage the factors affecting the attitudes and perceptions of employees will provide the opportunity to change agents for managing change processes more successfully. However, there is no evidence that the perceptions and attitudes of security managers have been investigated from a broader perspective regarding the establishment of the "UPOS", which is an important change initiative in the area of homeland security management of Turkey. This study indicates that none of the respondents was consulted about or participated in the change initiative in one way or another.

The amount and quality of information provided to employees regarding the change has been argued to influence the level of employees' resistance towards change (Coch and French, 1948; Wanberg and Banas, 2000). In this study, the majority of respondents (89.7 percent) expressed that they received the knowledge about the new organization via media or hearsay. 89.2 percent of the respondents stressed that they had little or no information about the change process. As a result, the lack of knowledge about the change process stands as a major factor that affected the attitudes of employees adversely towards change.

The findings suggest that the methods used, such as informing the employees about what is going on regarding change, consulting them and maintaining participation of

the employees to the change process, have a positive impact on the attitudes of security managers towards change. This means that if an organization complies with the change management literature, which suggests that the employees should be informed, consulted and made part of the change process at the outset, then the employees would probably commit themselves to change rather than resisting it (Kotter, 1995; Kanter *et al.*, 1992, p. 383; McLagan, 2002, p. 51). However, due to the fact that this rule was neglected during the process of establishing the UPOS in Turkey, the attitudes of security managers towards change were mostly negative. Therefore, as the change management literature suggests, implementing the change management process successfully and generating the desired results, special attention must be given to the perceptions and thoughts of security managers and their participation in this process as much as possible.

This study also aimed to provide considerable implications for the homeland security managers suitable for the applications on the area of homeland security. Careful selection of change management methods is considered critical for determining the ultimate success. The theoretical framework developed in this study can serve an organization as a pathway from the initial change planning process to the post-change evaluations. The most important challenge for future studies might be the confidential structure of organizational culture of the security organizations that prevents the employees from articulating their feelings and assessments openly, which was one of the limitations of this study as well. Another limitation of this study was the difficulty in reaching managers of national intelligence for data collection. Due to the difficulties of conducting the survey formally in some organizations, the authors tried to use a different method for data collection through reaching the subjects one by one. This difficulty caused the sample size to be relatively small, which represents another limitation of this study.

We hope that this paper will make a contribution to the existing literature in that it combined two separate disciplines of change management and homeland security management in a case study. This combination would add considerable insights into the success of the change initiatives launched in the organizations of homeland security generally and in Turkey specifically.

Conclusion

In this study, the perceptions and the dispositions of the security managers towards change during the reorganization of the Turkish Homeland Security by establishing a new organization namely UPOS have been analyzed. The findings revealed that the managerial methods used through the change process have significant effects on the attitudes of employees towards change.

These findings are consistent with the literature asserting that the predispositions of employees about the need for change and the perceptions of employees about the methods used during the change process affect directly the success of the organizational change. Informing employees regarding the change process, consulting them and providing their participation to the change process from the beginning to the end would affect the dispositions of employees positively towards change.

This topic is believed to be of vital importance for the homeland security organizations that plan to make significant changes. While this study would provide

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considerable insights for these organizations in terms of the factors affecting the success and the failure of change initiatives, further empirical studies are needed to explore this process more in greater detail.

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