

**University of West Hungary
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**István Széchenyi Management and Organisation Sciences
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**RESEARCH OF LAW ENFORCEMENT AGENCIES'
ORGANIZATIONAL CULTURE**

Thesis of Doctoral (PhD) Dissertation

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1. OBJECTIVES AND HYPOTHESES

The violation of prohibitions and crime are presumably coeval with the history of humanity, as well as the need of security itself. The need of security is positioned rather on the bottom of Maslow's pyramid, so satisfying it is undoubtedly important, and has priority over several other needs. Therefore, it is understandable that the proper organizations developed quite early for protecting the order. Nowadays law enforcement agencies, as the most dominant sub-system of the public security system, manage the essential operation of the modern rule of law, which is one of the most remarkable social needs and interests. For this reason it is completely understandable that the operation of law enforcement agencies has to be supported as much as possible, so in this case by researching, developing or if reasonable, changing the organizational culture. A comprehensive, literature specialized and managerial, quantitative and qualitative based dissertation examining the organizational culture of law enforcement has not been carried out in our country.

Organizational culture – just like organization and management science itself – is a very young field of science. The extraordinarily complex and multidimensional organizational culture merely became the subject of inspection a few decades ago. In the past three decades several theories and models – that are now considered classic - were born. However, when analyzing organizational cultures, each author identified diverse components as cultural value dimensions, whereas there are a lot of common points and train of thoughts in the researchers' work, regardless of whether the culture was examined on company, i.e. micro level, or the culture of different countries' organizations were compared in international, global and intercultural researches. Researchers who deal with the subject of organizational culture of course pointed out the importance of culture including how it influences organizational operation and thus efficiency.

In the first chapter of the dissertation the author sums up the literature regarding organizational culture. The organizational culture's levels and building stones, the factors affecting it, the possibilities of analysis and the questions and methods of changeability are introduced starting from definitional approach and the systematization of definitions of the organizational culture. After this, the author refers to the Hungarian national culture and the importance of national culture, and then deals with the features of bureaucratic culture in a greater detail.

The second chapter of the dissertation introduces law enforcement and law enforcement agencies and their operation, paying special attention to those characteristics that may affect organizational culture. This section therefore contains the organizational culture-oriented approach of law enforcement, which also includes the representation and confrontation of studies related to this matter. This is where law enforcement culture is compared to bureaucratic culture as well. This chapter is in fact the qualitative analysis of the law enforcement's organizational culture.

After presenting the secondary information about organizational culture and law enforcement, the representation of the results of the primary research's methods takes place. In this section the dissertation seeks to answer the following questions:

- What cultural problems and employee expectations does law enforcement have to cope with?
- Is the opinion of employees about culture affected by factors such as:
 - which law enforcement agency the member of the organization works for;
 - on which level of the strict hierarchy the work is carried out;
 - gender;
 - age;
 - how long he/she has been working in law enforcement?

In light of the above questions, the following hypotheses were formed:

H1: there is a difference in at least one question between detected and desired values of the organizational culture values by professional employees of the national law enforcement agencies;

H2a: there is a difference in at least one question between the organizational cultures of the individual law enforcement agencies in the detected approach of culture. There is a law enforcement agency whose culture in detected approach differs in one of the questions from another one;

H2b: there is a difference in at least one question between the organizational cultures of the individual law enforcement agencies in the desired approach of culture. There is a law enforcement agency whose culture in desired approach differs in one of the questions from another one;

H3a: the opinion of employees working on different levels of the organizational hierarchy differs in at least one question in the detected approach regarding organizational culture;

H3b: the opinion of employees working on different levels of the organizational hierarchy differs in at least one question in the desired approach regarding organizational culture;

H4a: the opinion of professional men and women employees of law enforcement agencies differs in at least one question in the detected approach of organizational culture;

H4b: the opinion of professional men and women employees of law enforcement agencies differs in at least one question in the desired approach of organizational culture;

H5a: the opinion of professional employees of law enforcement agencies about organizational culture differs in at least one question in the detected approach based on age division;

H5b: the opinion of professional employees of law enforcement agencies about organizational culture differs in at least one question in the desired approach based on age division;

H6a: the opinion of professional employees of law enforcement agencies about organizational culture differs in at least one question in the detected approach based on time spent at the organization;

H6b: the opinion of professional employees of law enforcement agencies about organizational culture differs in at least one question in the desired approach based on time spent at the organization;

2. CONTENT, METHOD AND EXPLANATION OF THE RESEARCH

2.1. The multiplicity and sample of the study

The research was carried out in Győr-Moson-Sopron County among the professional staff of the following four law enforcement bodies:

- Police
- Disaster Management
- Prison Service
- National Tax and Customs Administration

The research presumes that the results of the survey completed in the county can be interpreted nationally, and on the grounds of the perfectly consistent operation, reflect the national functioning and the opinion of different counties' professional employees as well. However, there is no doubt that a similar research comparing for instance counties or regions would be extremely interesting.

Since the rules regarding the professional staff significantly differ from other employees of law enforcement, and as the majority of these authorities' staff is professional, the research was focusing on the opinion of the professionals¹. The opinion of government officials working with taxes was not under examination in the case of National Tax and Customs Administration. Although the majority of the staff of National Tax and Customs Administration is "civilian", yet, the tax part of the operation significantly differs from the professional staff both geographically (in different parts of a city, at Tax and Financial Control Administration bodies) and professionally. So, in many ways it is still as if the former Tax and Financial Control Administration and Customs and Finance Guard did their work separately. And from cultural aspect that is most likely true!

During the research the author aimed at the representativeness of the sample according to three aspects. The three aspects are the following:

- proportion of the professional staff of law enforcement agencies
- proportion of chief officers² – officers – ensigns/sergeants
- proportion of men and women

¹ In law enforcement agencies – except for National Tax and Customs Administration – the rate of civilian workers is so low that in case of a proportional sampling, with most statistical methods a substantive comparative analysis could not be carried out

² Head of department or equivalent or higher position.

The composition of the Győr-Moson-Sopron County professional staff is shown in chart. During the research of law enforcement agencies in Győr-Moson-Sopron County, the following organizational units were involved:

- Police: Győr-Moson-Sopron County Central Police Station, Győr Central Police Station, Csorna Central Police Station, Mosonmagyaróvár Central Police Station, Sopron Central Police Station and Kapuvár Central Police Station.
- Prison Service: Sopronkőhida Strict and Medium Regime Prison, Győr-Moson-Sopron County Penal Institution (Győr)
- Disaster Management: Győr-Moson-Sopron County Disaster Management Headquarter and local offices (Sopron, Mosonmagyaróvár, Kapuvár, Győr, Csorna)
- National Tax and Customs Administration: Győr-Moson-Sopron County Crime Directorate (Győr), Győr-Moson-Sopron County Customs Directorate (Győr)

Features of the law enforcement agencies' staff in Győr-Moson-Sopron County

Body \ Feature	Professional (person)	Women (person)	Men (person)	Leader (person)	Officer (person)	Ensign/sergeant (person)
Police	1078	318	760	53	346	679
Prison service	355	86	269	19	43	293
Disaster Management	399	36	363	36	56	307
National Tax and Customs Administration	147	49	98	11	42	67

Source: Personal³

As it is clearly shown in the chart, Disaster Management is not only considered the borderland of law enforcement because of the nature of the tasks to be carried out, but the composition of the staff also shows difference compared to other organizations. The reason for this is that the majority of disaster management's staff (321 persons in GYMS County from which 295 persons are sergeants) are "marching" firemen on 24/48 hour duty. Many of these workers serve without higher education (as sergeants). Due to the strenuous work that demands serious physical strength and usage, these tasks are carried out by men.

³ The chart is based on the data of human administrative/human resources of law enforcement agencies.

2.2. The methods and instrument of data survey

The data survey was carried out by the author with the help of a law enforcement specialized questionnaire. The questionnaire was created according to the expanded Robbins's (1993) value dimensions, however, the dimension of "identification with the sphere of activity – organization" was split in two parts, and thus twelve value dimensions were formed. The reason for this is that in the original model it is not possible to measure the two values separately, this way, however, the degree of identification with the sphere of activity and the organization can be measured independently. In an organization, the degree of identification with the sphere of activity and the organization can be strong at the same time. Based on the original model though, this cannot be answered, because the mentioned two elements are the two opposite ends of the same axis, so the respondent can only move in one or the other direction, it is not possible to express whether the identification with the organization and the sphere of activity is strong (or weak) at the same time. In the author's opinion this change was reasonable and more detailed, and makes a more precise measurability possible.

The elaboration of questions and answers was supported by Jarjabka's (2008) and Balogh's (2009) questionnaires on organizational culture. Therefore, the questionnaire was created based on the previously mentioned twelve value dimensions, which included forty-eight questions, so there were four questions to every dimension. The four questions in fact studied two aspects in each dimension. In each aspect there was a question that examined how that area looks like in the own organization of the respondent according to the respondent, and how it should look like, so what the most effective operational form would be. So, these were detected (present state) and desired (future state) estimations. The employees gave answers to these questions on a nine degree interval scale which had the characteristics of a Likert⁴ or a semantic differential scale⁵. Every odd number of the scale had a little explanation on the questionnaire, making it easier to answer. The studied areas in more detail:

1. Identification with the job
 - a) Identification with a profession
 - b) Identification with a narrower professional field

⁴ Likert scale: besides the statements, the respondents have to pick numbers from the interval between "completely disagree" and "completely agree" (or similar type).

⁵ Semantic differential: at the endpoints there are opposite meaning words/expressions/sentences.

2. Identification with the organization
 - a) Identification with a national body
 - b) Identification with an organizational unit
3. Individualism/collectivism
 - a) Frequency of teamwork
 - b) Priority of individual- or group objectives
4. Human orientation
 - a) Level of managerial empathy
 - b) Social sensitivity of leaders
5. Interdependent/independent
 - a) Degree of organizational dependence in relation of middle or lower-grade units
 - b) Degree of dependence between organizational units
6. Control
 - a) Level of regulations
 - b) Frequency of controlling
7. Risk tolerance/risk avoidance
 - a) Degree of risk assumption
 - b) Degree of innovational willingness
8. Performance orientation
 - a) Degree of competition within the organization
 - b) Reward criteria
9. Conflict tolerance
 - a) Judgment of conflicts
 - b) Frequency of conflicts, open critics
10. Ends/means orientation
 - a) Subordinate- or performance orientation
 - b) Process- or aim orientation
11. Open/closed system
 - a) Degree of watching environmental changes
 - b) Degree of responding to environmental changes
12. Long/short-term orientation
 - a) Planning term
 - b) Priority of immediate or long-term results

In addition to these questions, of course group forming questions were included in the questionnaire, too, of which task was to give us information about the respondent regarding:

- which law enforcement body he/she works for;
- whether he/she works as a chief officer, officer/field officer or sergeant/ensign;
- gender;
- age;
- how long he/she has been working in law enforcement.

The questionnaire was filled out by 700 professional employees approximately proportionally, according to the aspects specified in the previous chapter. Thus, the sample – according to the criterion considered important by the author – may be considered representative.

The data survey was carried out with the help of a questionnaire (so it was necessary to later encode the answers for SPSS), the permission of primary- and secondary level units of law enforcement leaders and in required cases with national leader permission.

The data survey was conducted from the beginning of May 2014 until the end of July the same year with the cooperation of the personnel/human management department of the law enforcement agencies. The data about the staff helping the representative completion was also provided by personnel departments. The survey was made anonymously.

2.3. Applied statistical methods

The first forty-eight questions of the survey measured the opinion of law enforcement workers on an interval-scale. Out of the group forming questions, the first three questions added data on a nominal scale (organization, post, gender), while the other two questions added data on a metric scale (time spent at organization, age). The evaluation of the questionnaire was made with SPSS (Statistical Package for the Social Sciences) 19.0.

To verify the **H1** hypothesis, a simpler, single variable analysis and descriptive statistics, thus arithmetic averages were used by the author, moreover he studied the modus (most abundant element) and the deviation (average deviation from the average) of the data as well. The conclusions were drawn from the joint, complex evaluation of these things.

To prove **H3a-b**, **H4a-b** and **H5a-b** hypotheses, cross table-analysis, or to be more precise, Person's Chi-square test was used. The strength of the relationship was examined with Cramer coefficient.

In case of cross-analysis it is suitable to name the dependent and independent variables. Independent variables were organization, position and gender, so those questions of the questionnaire for which the answers were entered on a nominal scale. The chi-square test was done along these variables. The dependent variables of the questionnaire were entered on an interval scale.

In case of the chi test, first, the variables were re-coded, and the 9 possible answers were concentrated to 3 (1-3=1; 4-6=2; 7-9=3). This slight change does not lead to the distortion of results and data, but in this case, makes a more successful counting possible.

In order to consider the significant correlations verified the following set of criteria was used by the author:

- the general level of significance should be lower than 0,01 (1% significance level);
- the minimum of the expected value of the cells created by the cross-tables should reach at least 1;
- in less than 20% of the cases of cells can the expected value of elements belonging to cells be less than 5. (Sajtos - Mitev 2007)

In case of the Cramer coefficient studying the strength of the relationship, the value of the coefficient is between 0 and 1. 0 means the lack of relationship, while 1 means strong relationship between the two variables. So, the closer the value gets to 0, the weaker, the closer it gets to 1, the stronger the connection is. The strength of the connection is interesting if the correlation was proved – in this case with the help of chi- square test – to be statistically significant. (Sajtos - Mitev 2007)

To verify **H6a-b** and **H7a-b** hypotheses, the author used a one-aspect (One-Way ANOVA) variance analysis. Since the dependent variable can only be metric, the dependent variables were age and time spent in the organization. For the variance analysis, the partition of the dependent variables has to be normal. Normality on one hand was examined with the Shapiro-Wilk test. The Shapiro-Wilk coefficient's values have to be between 0 and 1. The closer to one, the more confident we can be that the partition of data is normal. Normality was tested with skewness and peakiness analysis as well. If the normal partition of the data is questionable, then the values of these indicators are higher than absolute value 1. (Sajtos-Mitev 2007)

If normality can be proved – and there is no need for the data series to be transformed because of the formation of normal partition – then the value of Levene-test showing deviation-homogeneity after completing the variance analysis has to be higher than 0,05. The null hypothesis of the Levene-test states that the deviations are not equal, and discarding it

means that the deviation-homogeneity is fulfilled. (Sajtos-Mitev 2007) If the deviation-homogeneity is fulfilled, then we must examine the significance level in the ANOVA table, and this value has to be lower than 0,01 (1% significance level) in order for the hypotheses to be confirmed, so there is a correlation between age/time spent in the organization and the frequency of one of the answers.

If it was proved that the correlation is statistically significant, a Post-hoc test must be done on the grounds of interpretation. Out of Post-hoc tests, in this case the most conservative and most secure test, the Scheffé probe was chosen, which does simultaneous pairwise comparisons for all possible combinations of the averages.

For easier understanding, the re-coded variables mentioned at the Chi-square test were used in the variance analysis.

3. NEW AND NOVEL SCIENTIFIC RESULTS

T1: The lack of performance-based reward and the low willingness to take risks – as it has become clear in the processing of literature – is one of the most remarkable features of bureaucratic organizations and sometimes is the preventive factor of effective operation. These problems concerning law enforcement have been pointed out by other authors, too, but now, it has been verified that the staff would experience a more efficient operation due to the development of these areas. So not only could we predict a more efficient operation, but also the concerned staff's opinion confirms this. Thus, there is a difference in several areas between the judgment of detected and desired culture of law enforcement agencies' professional staff, which assumes cultural problems. Lower level of leadership empathy and social sensitivity than desired, the inadequate performance-based reward system and the low level of innovational willingness stand out among the problems.

T2a-b: There are several differences between both detected and desired approaches of the organizational culture of law enforcement agencies. Although based on the statistical measuring the differences are not too big, however, they can clearly be demonstrated in several questions. These differences can be caused by many factors, however, one of these most important factors is that not long ago two law enforcement bodies went through an organizational integration, so their culture is still unsettled and ideally changing and improving. The other reason derives from the difference of tasks.

T3a-b: There are a number of differences between the opinions of the professional staff working on different levels of organizational hierarchy about organizational culture, in both detected and desired approach, however, the connection, similarly to the things included in the previous paragraph is weak here, too. These differences can most remarkably be observed regarding the detected and desired degree of identification with the organization, which is weaker among sergeants. The other hinge is the desired level of control, which is also lower among sergeants.

T4a-b: Compared to the previous points, there is difference in much fewer questions between men's and women's detected and desired judgment of culture, however, significant differences can also be found here, although with similarly weak connection as the previous ones. The most significant difference is in the level of desired control, which is higher among women.

T5a-b: There is more difference than in the previous paragraph but less difference than the rest of the points regarding detected and deserved judgments of culture on the basis of the age of employees. It can be laid down as a fact that detected, open-system operation gets stronger as the age of respondents increases, as well as the desired level of control and identification with the organization. The most significant difference appears in these areas based on employee age.

T6a-b: There is quite a lot of divergence regarding the judgment of detected and desired culture based on time of service spent at the organization. It can be proved both detection and desire-wise that the identification with the organization and the willingness for taking risks are growing, while the level of control increases with the increase of time spent in the organization.

4. CONCLUSIONS AND SUGGESTIONS

At the beginning of the dissertation we have got a view of the nature and significance of culture in technical literature elaboration, and also highlighted some cultural problems of law enforcement, which were proven in the results of the primary research. However, the research provided new features in this respect, namely that these problems are not only noticed outside the organization but the professional staff of law enforcement bodies can also experience them.

According to the author, however, an administrative organ for example cannot be expected to show such innovative, flexible and dynamic operation as companies of the competitive sector. Apart from this, it could operate in a more innovative and risk-tolerant way – keeping the opportunities of law in mind – to help effective work and job performance and reach organizational goals effectively.

The arising cultural problems and employee expectations have to be managed in some sort of way. This can be done through the transformation of the culture or by attempting to change employee attitude. As it was mentioned at the beginning of the dissertation, leaders of the organization have the biggest impact on organizational culture and their role in changing processes is also extremely important. On the other hand, it can be observed, that leaders are directly involved in problems of law enforcement in several points (e.g. the social sensitivity and empathy of leaders). Taking these two factors – so the strong leadership impact to culture and direct managerial involvement – into account, the author thinks that the leaders of law enforcement agencies should be initiated in the changing process, even from department head level. In the leadership training, a part presenting organizational culture and its problems could be included, which would make a discussion based on own managerial examples and experiences possible, in the presence of a professional engaged in organizational behavior.

However, if we would like to change the operation and culture, then it is worth examining the further result regarding whether the majority of law enforcement employees are policemen, sergeants and men or due to the outstandingly high rate of men compared to the three other organs.

Further studies first highlighted the cultural differences between law enforcement agencies. The cause of the differences arises from several factors. The recent integrations-caused organizational, operational and structural changes are unequivocal causes of the cultural differences of law enforcement agencies, as the differences of tasks to be done by bodies is one of the reasons, too. In addition, it was proven that the opinion of professional

employees working on different levels of the organizational hierarchy differs regarding the culture they work in. Similarly, there is a difference between the judgments and expectations of men and women, although these connections – between characteristics and responses of the respondents – can only be described as weak. It was also proven that the respondent's age and the time of service in the organization also influences the responses.

It could be stated from the above mentioned for example, that the degree of identification with the organization (i.e. in case of Disaster Management) and the sphere of activity (i.e. in case of sergeants and prison officers) are lower in some groups of law enforcement. The appropriately high level of these two values is extremely important from the aspect of strong sense of vocation which is – as mentioned before – in case of law enforcement is particularly important.

The above mentioned can definitely be considered as a new scientific result regarding the operation and organizational culture of law enforcement, as no similar research has been made before. If we want to increase the efficiency of these authorities through organizational culture, then the practical use of these results is unquestionable.

In a following research it would be worth examining what differences there are between the organizational culture of domestic and foreign law enforcement authorities from the aspect of efficiency and employee satisfaction. This study can be a good and useful starting base of this internationally valuable and significant, large-scale research, which can be a kind of starting point in the aspect of either methodology or the results. Another interesting trend could be the comparison of domestic law enforcement and other foreign public bodies, whose operation can be characterized by the criteria of bureaucracy. If the organizations operating in the competitive sector were compared to law enforcement agencies, then the operation of these authorities could be placed in the Hungarian organizational/national culture. The areas where it completely fits into the Hungarian organizational culture, and the dimensions, the directions and the degree of difference could be established.

5. PUBLICATIONS RELATED TO THE DISSERTATION'S SUBJECT

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