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**MA. Thesis in Political Science and Public Administration**

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**THE EFFECTS OF OFFICERS'  
BEHAVIORS ON CITIZENS AND  
THE CONTRIBUTIONS OF  
OMBUDSMAN SYSTEM  
ON CITIZENSHIP**

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## **ABSTRACT**

**Hamza Hünkar CENGİZ**

**June 2014**

### **THE EFFECTS OF OFFICERS' BEHAVIORS ON CITIZENS AND THE CONTRIBUTIONS OF OMBUDSMAN SYSTEM ON CITIZENSHIP**

Each state or government is interesting in with the idea of staying in power forever. However, the degree of strength citizenship ties of the people within the borders of the country determines this period of time. The virtual presence of the state wins a body with officers and officers' character are being reflected as the character of the state to the citizen's. No matter how perfect and advanced is the established system for public services; nepotism, bribery, or degrading attitudes exhibited by public employees make useless all the efforts and works that had done to reach that point. Positive officer behaviors strengthen the sense of belonging and loyalty of citizens to the state. The state must take measures in absolute terms for these type of negative behaviors effectively and widely. There has to be a quick and fair complaint and litigation system as a solution.

The citizens' ways for searching their rights to troubleshoot and victimization who wronged by state officials, marginalized, despised or difficulties in benefiting from public services should be provided by the state. As a result of lack of troubleshooting or dysfunctional system both ensures and accelerates destined fatality of state or government.

This study is a field survey. The terms of public services, officer ethics, ombudsman and citizenship feelings were examined during study. As a result of the study, it appears that many of the participants are not having public services sufficiently due to neither officers are not trained nor not practice what they have learned. Ombudsman is not known by people and the introduction of the system is very weak. To strengthen the citizenship ties ombudsmen should intervene the problem to stop bad behaviors of officers against people.

**Key words:** Ombudsman, Citizenship, Misconducts, Officer Behaviors

## KISA ÖZET

Hamza Hünkar CENGİZ

Haziran 2014

### MEMUR DAVRANIŞLARININ VATANDAŞLARA ETKİLERİ VE OMBUDSMAN SİSTEMİNİN VATANDAŞLIĞA KATKILARI

Her devlet ya da hükümet sonsuza kadar iktidarda kalmak için çalışır. Ancak bu süreyi, ülke sınırları içindeki halkın vatandaşlık bağlarının güçlülüğü belirler. Devletin sanal varlığı kamu görevlileri ile bir vücut kazanır ve memurların karakteri vatandaşa devletin karakteri olarak yansır. Ne kadar mükemmel ve gelişmiş kamu hizmetleri için kurulan bir sistem olursa olsun; kayırmacılık, rüşvet ya da kamu çalışanları tarafından sergilenen aşağılayıcı tutumlar bu aşamaya gelmek için harcanan tüm çaba ve çalışmaları faydasız kılar. Olumlu memur davranışları vatandaşların devlete aidiyetini ve sadakat duygusunu güçlendirir.

Devlet olumsuz davranışlar için mutlak anlamda etkin ve yaygın tedbirleri almalıdır. Çözüm olarak hızlı ve adil bir şikayet ve yargılama sistemi olmak zorundadır. Devlet görevlileri tarafından mağdur edilmiş, ötekileştirilmiş veya kamu hizmetlerinden faydalanmada zorluk çıkarılmış vatandaşların mağduriyetlerini gidermek ve haklarını aramak için gereken sistem devlet tarafından sağlanmalıdır.

Bu çalışma, bir alan araştırmasıdır. Memur davranışlarının vatandaşlar üzerindeki etkileri, memur davranış etiği, hükümet hizmetleri ve vatandaşlık duyguları, incelenmiştir. Çalışmanın sonucunda, katılımcıların çoğunun kamu hizmetlerini tatmin edici seviyede almadıkları ve bunun sebebinin de memurların yeterli eğitim almamaları veya aldıkları eğitime uygun hareket etmemeleri olduğu görülmüştür. Ombudsman insanlar tarafından bilinmemektedir ve sistemin tanıtımı çok zayıftır. Devletin ve vatandaşların arasındaki ilişkileri güçlendirmek ve insanlara karşı memurlarının kötü davranışlarını durdurmak için ombudsmanlar soruna müdahale etmelidir.

**Anahtar kelimeler:** Ombudsman, Vatandaşlık, Suiistimal, Memur Davranışları

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## **LIST OF ABBREVIATIONS**

EU	European Union
PTT	Post Telephone and Telegraph Department
PMO	Prime Minister's Office
MP	Member of the Parliament
UN	United Nations
OSCE	Organisation for Security and Co-operation in Europe
PKK	Kurdish Workers Party
THY	Turkish Airlines
HRW	Human Rights Watch
BİMER	Prime Minister's Information Center

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## **INTRODUCTION**

State is a legal entity and this virtual structure establishes contact with its citizens by the constituent power designed institutions and by acting civil servants. The virtual presence of the state wins a body with officers and officers' character are being reflected as the character of the state to the citizen's. The determination of quality and quantity of this legal entity by representing people's attitude makes important the behavior of civil servants who work for the state.

The civil servants who offer the public services such as health, education, communications, taxation, security and safety are the face, voice and woven hand of the state at the same time. Especially warm, loving, caring, helpful and respectful approach of a teacher to students and parents; of a health officer to patients and families; of the tax collector to tax payers leads to fusion between citizens and the state and rapprochement.

Positive officer behaviors strengthen the sense of belonging and loyalty of citizens to the state. At this point there is a need to underline the elements of respect. Underestimation or exclusion of citizen's regional or ethnic differences by state officials consequence fatality for the state may not perceivable in the short term but in the long term.

The state must take measures in absolute terms for these type of negative behaviors effectively and widely. The citizens' ways for searching their rights to troubleshoot and victimization who wronged by state officials, marginalized, despised or difficulties in benefiting from public services should be provided by the state. As a result of lack of troubleshooting or dysfunctional system both ensures and accelerates destined fatality of state or government.

The gap between the state and its citizens is somehow getting wider. It might be better, then, to discuss the topic "The Citizen and *His/Her* Institutions." The lack

of identification between citizens and their state or community creates the need for ombudsmen.<sup>1</sup>

The citizens will experience an intense mood of identity crisis as a result of the negative attitudes of civil servants. Identity crisis enters the questioning of the relationship between state and citizens and initiates an avoidance call for not fulfill their civic duty as tax payment and they will inevitably be open to probable destructive and separatist drives the against the state.

Each state or government is interesting in with the idea of staying in power forever. However, the degree of strength citizenship ties of the people within the borders of the country determines this period of time. The degree of citizens' commitment to the state is very important for the government survival and well-being. The most important factor for collecting taxes in the peoples' mind is the returning their taxes as public services to them and distributed benefits of government incomes in a fair manner. The most decisive factor the fairness and quality of the services is the behaviors of officers.

No matter how perfect and advanced is the established system for public services; nepotism, bribery, or degrading attitudes exhibited by public employees make all the efforts and works to reach that point useless.

Today, public opinion has become an independent element. It is not because of very well arranged, maybe is being in relation with institutions and organizations, being replaced in the social organization, being indispensable factor for the each participant has to reckon, to pay attention and to hold a party for social existence has become an independent element. Public opinion includes either stabilizing or legitimizing items. It appears as balance provider because it systematically marginalizes, puts in order and moves into the debate the independent dimensions of social debate. It appears to legitimizer because other participants refer to the public opinion; fill confidence and use it to justify their own attitudes and actions.<sup>2</sup>

To express a conviction as Public opinion the following conditions must

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<sup>1</sup> MAUERER, Michael, *Equity-The Supplementary Function Of The Ombudsman*, Occasional Paper#55, Vienn, 1996, p.1.

<sup>2</sup> WALDAHL, Ragnar, (Translator. Süleyman İrvan), *Siyasal Tutumlar Ve Kamuoyu*, İletişim, vol.1-2, 1994, p. 77-78.

exist: First condition is there should be an issue of concern of a community or of a group. Second is in this community or group must be in an advanced dialog (on the subject of contemplation, discussion, etc.). Thirdly, the expression of jointly owned thought by the groups is required not for per individuals. The last there should be a purpose of activating a decision-making mechanism of expressed thought, an establishment or to mobilize a different sector society.<sup>3</sup>

Officer behavior has a great influence on the formation of public opinion. In the survey conducted in the field shows % 53 of the participants have understood public services when the state called. Generally public administration activities are monopolistic, so competition rules do not work often. This situation negatively affects the behavior of officers. Citizens who do not have an effective complaint system face with injustice under monopolistic circumstances.

There has to be a quick and fair complaint and litigation system as a solution. Ottoman State as an Islamic state has solved this problem by appointing a Qadi (Kadi), local judge, to every neighborhood. Today, this system returning to life as ombudsman and it should be promoted. Ombudsman system must work properly to prevent arbitrary behavior of officials against citizens and for preventing break points for social division.

A feature of the institution; the necessity of ombudsman must be extremely careful while announcing his decision after he made the investigation. Because, on the one hand the public bureaucracy and on the other, citizen should respect and be able to accept the results. An ombudsman should be focused on citizens at the same time must not also be anti-state.<sup>4</sup>

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<sup>3</sup> ATABEK, Necdet, DAĞTAŞ, Erdal, *Kamuoyu Ve İletişim*, A.Ü. Education Health And Scientific Researches Foudation Publication, Eskişehir, 1998, p. 217.

<sup>4</sup> ÖZDEN, Kemal, *Ombudsman, Yeni Bir Yönetim Anlayışı İçin Bir Model*, Tasam Yayınları, İstanbul, 2005, p.28.

## CHAPTER 1

### METHODOLOGY OF THE STUDY

This study is based on a site survey which applied around three different cities in Turkiye. Sirnak has selected to apply the survey for understanding ethnically Kurdish citizens and the people have been living under extraordinary conditions for decades. Sirnak is a city that located in southeastern of Turkiye with a Kurdish dominated population and one of the densest activation areas for separatist and terrorist groups'. Second city, Giresun, has chosen from north side of Turkiye on the Black Sea coast. Giresun is having mainly Turkish population and of the most peaceful cities in Anatolia. Istanbul is a huge metropolitan and having a cosmopolite population from every part of Turkiye and world as well. Surveyors have rejected the participation of foreigners and visitors to the survey. Only residents of each city have found the opportunity to answer the questions of survey.

Understanding the effects of officers' behaviors on citizens may resolve the regional and social segmentation in the country. The terms of public services as officer ethics, government services and citizenship feelings were examined during study to open a window to hidden reactions of citizens for policy makers to take necessary actions.

The research efforts were limited with the expectation of pursuing the findings in a larger-scale and comprehensive study. However, research efforts used multiple methodologies, including interviews with government service personnel, a survey with citizens, interviews with security and justice officers who has the reactions of citizens on first hand.

The exploratory research questions are included the following aims mainly:

- a. What are the issues and barriers citizen encounter when having government services?
- b. What are the citizens' expectations from government and officers?
- c. What factors facilitate and enhance do citizens affairs with government and officers?

- d. What is the degree of citizens' awareness to solve their problems with government and officer?
- e. How can ombudsman contribute the relations of citizens and government officers?

### **1.1. Historical background of effects of officer behaviors in Ottoman era and Republican era**

Officers wrong behaviors and attitudes especially the states have citizens from very different ethnic origins play a key role on the changing and overthrowing governments.

The functions of ombudsman are almost same with the qadi, a local judge in Ottomans, and to understand how the problems between individuals and government had solved before there is a need to have brief information about the qadi.

A qadi must be an adult. They must be free, a Muslim, sane, unconvicted of slander and educated in Islamic science. Their performance must be totally congruent with Sharia without using their own interpretation. In a trial in front of a qadi, it is the plaintiff who is responsible for bringing evidence against the defendant in order to have him or her convicted. There are no appeals to the judgements of a qadi. The qadi must exercise their office in a public place, the chief masjid is recommended or in their own house, where the public should have free access.<sup>5</sup>

The duty of Diwan-i Mezalim (supreme court for senior officers) was to examine and investigate the complaints and whining brought by public against state officials. There were a high-ranking qadi in these corporate management who responsible for examining complaints and gripes.<sup>6</sup>

Although the primary responsibility of a qadi was a judicial one, he was generally charged with certain nonjudicial responsibilities as well, such as the administration of religious endowments (waqfs), the legitimization of the accession or deposition of a ruler, the execution of wills, the accreditation of witnesses,

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<sup>5</sup> Looklex Encyclopedia, *Qadi*, <http://www.i-cias.com/e.o/qadi.htm>, visited 26.06.2013.

<sup>6</sup> ÖZDEN, Kemal, GÜNDOĞAN, Ertuğrul, *Ombudsmanlık Sistemi: Tanımı, Tarihi Gelişimi, Dünyadaki Uygulamalar Ve Türkiye'deki Uygulanabilirlik Tartışmaları*, Türkiye Günlüğü, 2000, vol. 62, p.50.



guardianship over orphans and others in need of protection, and supervision of the enforcement of public morals (*ḥisbah*).<sup>7</sup>

The Jews living the Ottoman Empire sometimes used qadi courts to settle disputes. Under the Ottoman system, Jews throughout the Empire retained the formal right to oversee their own courts and apply their own religious law. The motivation for bringing Jewish cases to qadi courts varied. In sixteenth-century Jerusalem, Jews preserved their own courts and maintained relative autonomy. Rabbi Samuel De Medina and other prominent rabbis repeatedly warned co-religionists that it was forbidden to bring cases to government courts and that doing so undermined Jewish legal authority, which could be superseded only "in matters that pertained to taxation, commercial transactions, and contracts."<sup>8</sup> The qadi system had worked as a first degree courts and an ombudsman.

The most important cause of losing public support for Ottomans during WWI was the immoderate behaviors of some of the assigned governors against to Arabs living in Syria and Palestine. Citizenship ties to Ottoman State weakened by Cemal Pasha's oppressive attitudes and practices against Arab Ottoman citizens in the region, the people were completely severed with the state by external forces applied social engineering using the Cemal Pasha's policies as propaganda.

However, the architects of very large part of this study were the British but the actors who prepared the environment and got the people to the breaking point had been Ottoman officers themselves.

The most problematic issues that Turkey has been confronting for last thirty years are Kurdish and Terrorism problems. There have been long discussions about the causes and results of these problematic issues. Kurdish and Terrorism problems are so difficult to understand that some claims two problems are the result and cause of each other. Among all speculations about Kurdish and Terrorism Problems, the most noteworthy one is that Terrorism Problem is the result of Kurdish problem. It is claimed that especially the wrongdoings of government officials to Kurdish people is the main cause of terrorism problem. In schools, hospitals, public safety or similar

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<sup>7</sup> Wikipedia The Free Encyclopedia, [www.en.wikipedia.org/wiki/qadi](http://www.en.wikipedia.org/wiki/qadi), visited 18.05.2014.

<sup>8</sup> GOODBLATT, Morris S., *Jewish Life in Turkey in The XVI th Century As Reflected in The Legal Writings of Samuel de Medina*, p. 122.

public service offices, humiliation, ignoring and such bad behavior, in simplest form disrespectfully treatment to Kurds, who are indeed an integral and essential part of the society, created the terrorism problem and carried it today. The spark started the terrorism fire is the attitudes and behavior of government officials who have consciously or unconsciously applied a policy of ignorance (citation neded).

From the earliest years of the young Republic, although the word of democracy had been often pronounced with an admiration to the west, it was postponed until 1950 with the justification of “unsuited circumstances.” In fact, this justification was the rhetoric of public distrust which is still ongoing.<sup>9</sup>

To Kamran Inan, managers, no matter in what level of authority, after once sitting behind a desk, they start wandering off the values of the society they come from. Managers interperet themselves as the guardian of the interests of the state, and as the representative of a higher authority. Then, they start to look to the society in which they were living until yesterday from above. As a result, a large cliff occurs between managers and the public. Therefore, citizens boggle to have things to do in official offices.<sup>10</sup>

The growth and cumbersome of bureaucracy running without values such as efficiency and effectiveness leads to many negative consequences. One of the most important of those is the phenomenon of degeneration. In our country, an important part of the bureaucratic degeneration emerges during the use of judicial discretion given to public officials. During the use of judicial discretion, while choosing one of the options available in hand, managers don't always act according to the principles determined earlier. Besides other factors, nepotism, bribery and etc. affect decisions of managers using judicial discretion. Especially the principles of "equality" and "public benefit" are exchanged with "special interests."<sup>11</sup>

When it comes to 2000s, Turkish public administration –in terms of organziational structure- is far away from fullfilling the expected functions quickly and effectively, and is lack of fexibility of renewing itself according to the economic

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<sup>9</sup> GÜZEL, Hasan Celal, *Demokratikleşme, İnsan Hakları Ve Yeni Anayasa*, Yeni Türkiye Magazine, vol.29, September- October 1999, p.137.

<sup>10</sup> DURSUN, Davut, *Devlet Siyaset Ve Toplum*, Emre Publications, Istanbul,1996, pp.30-31.

<sup>11</sup> ŞEN, Mustafa Lütfi, *Yönetimde Yozlaşma*, DURSUN, Davut ve Al, Hamza(Der.), *Türkiye'de Yönetim Geleneği İçinde*, İlke Publications, Istanbul, 1998, p.63.

and social developments. That is to say, our bureaucratic structure, with the change of circumstances, could not keep up with economic and social developments, and stayed behind those developments. So, public administration, by not performing services with necessary qualifications, speed and efficiency, has not been an efficient tool of development. Moreover, its expenses have increased more rapidly than efficiency and expansion of services required. As a result, it led to the wastage of resources and manpower that can contribute in the development.<sup>12</sup>

Due to this situation of our public administration, as well as citizens, and government officials, politicians also complain about the administration. In the eyes of citizens, public administration is such a system in which more civil servants work than needed, that is overwhelmed by formalities, that processes very slowly, that is prone to bribery and kickbacks, and that live on favouritism. In the eyes of politicians; it is such a system that is imperious, tutelage, lazy, wasteful, timeserving, suspicious about political institutions, an obstacle in front of development and dislike politicians. In the eyes of officer, it is such a system that behaves him as a stepchild, pays less than he deserves, favors being a member of political party instead of having necessary qualifications, brings more restrictions than rights, and is unjust.<sup>13</sup>

All segments of society complain about Turkish public administration which has many problematical and critical issues resulting these complaints. Those problems can be listed as follows:<sup>14</sup>

1. Centralism and status quo
2. Adherence to paperwork and formalities
3. Organizational growth and cumbersome
4. Secrecy and seclusion
5. Formalism and escape from responsibilities
6. Political corruption and decay

This excessive centralism, on the one hand, causes the abrasion of

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<sup>12</sup> KARAER, Tacettin, *Türkiye'de Merkezi Yönetimi Geliştirme Birimi Kurulmasına İlişkin Düşünce Ve Girişimlerin Evrimi*, Amme İdaresi Magazine, vol. 20, March 1987, p. 70.

<sup>13</sup> TUTUM, Cahit, *Kamu Yönetiminde Yeniden Yapılanma*, TESAV Publications, Ankara, 1994, p. 57.

<sup>14</sup> KARATEPE, Şükrü, *Türkiye'nin Yönetim Sorunları*, Yeni Türkiye Magazine, vol.4, Yönetimde Yeniden Yapılanma Special Edition, May - June 1995, p.165.

bureaucracy and increasing cumbersome of the state. On the other hand, it reduces the interest of the public in services in local level and prevents the development of democracy.<sup>15</sup>

## **1.2. Subject of study**

The effects of officers' misdemeanors against people, which weaken the citizens' loyalty, while public service performances are always been neglected, ignored or advocated by governments. The importance of consciousness of the citizens on their rights and their satisfaction about government services should be analyzed and supervised by the policy makers. This important and vital issue has underlined during the study for welfare of the people and the stability of the state.

The need for a civic and fair response for complaints of citizens is highlighted by the results of survey. The necessity and weightiness of ombudsman as a quick and fair problem solver are offered as a solution to improve the service quality and to straighten the relations.

## **1.3. Purpose and aims of study (Importance of officers' good approach to the citizens)**

Relations of politician and citizens have an insufficient time generally limited with elections and political speeches. Officers, high rank office bearers in this sentence, take care about their salary and carrier instead of perfection of public service and public welfare. They generally misestimate their behaviors effects on citizens even push them to be an enemy of the state. This study aims to put a material and an indicator for all participants of public service, as a policy maker or a public servant. Seriousness of officers' approach to the people and the materiality of civic and fair judgment system for arbitrary usage of government power are examined for all related sides. Some important formulas of minimizing bureaucratic blockages in front of people who need public services should be implemented and widespread

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<sup>15</sup> DİNÇER, Ömer, *Yerel Yönetimlerin Yeniden Yapılandırılması İhtiyacı Ve İlkeleri Üzerine Bir Tartışma*, DURSUN, Davut ve Al, Hamza ( Der.), *Türkiye'de Yönetim Geleneği İçinde*, İlke Publications, İstanbul, 1998, p. 294.

such as e-government system. We would like to attract busy policy makers attention to these vital and fatal issues of the fragile structure of Turkiye.

The answer of the question “who is a good officer” will appear after showing bad one and the results of uneducated peoples’ tiny behaviors that demolish a lot of values and valuables. This study also pursues to prevent officers from unwanted aftermaths.

#### **1.4. Research sites, population and sample**

The population of Turkiye is a combination of ethnic origins but with the domination of two main ethnicities, Turks and Kurds. Kurdish population is almost pure in the city of Sirnak. City has been terrorized by PKK since 1984 so people of Sirnak have been living under extraordinary security conditions for three decades.

In response to the activities of the PKK, the Turkish government placed Southeastern Anatolia, where citizens of Kurdish descent are in the majority, under military rule.<sup>16</sup>

Governments always pay more attention to such regions but at the same time officers who work as compulsory service in the region are always unhappy to work such cities. Difference of culture and lack of social facilities repel new comer officers. The policy of punishment by appointing them to such cities breaks the psychology of officers. That’s why survey focused on Sirnak to see the effects of these factors on the citizens.

Giresun hasn’t had such atmosphere and officer psychology but the lack of social facilities are not different from Sirnak. It is an unwanted place to work for officers due to comparison with metropolitan cities like Ankara, Istanbul and İzmir. Culture is different from Sirnak but the economical indicators show similar values. Giresun population is not Kurdish but Turkish nationalists are also very weak in the city.

Istanbul has a lot of different ethnicity and regional differentiated people in its population. Employment opportunities and social facilities make people admire it

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<sup>16</sup> MCDOWALL, David, *A Modern History Of The Kurds*, London, 2005, p.439.

and Istanbul has a lot of migration from any part of Turkiye, Anatolia and Thrace. Turks are shared the domination of population together with Kurds.

Survey has applied the people of Sirnak and Giresun, fifty persons for each, but applied to one hundred residents from Istanbul.

### **1.5. Research instrument and data collection**

Survey has 30 questions and they are prepared to ask the issues of people in government offices and with officers but including hints for determining the reasons of the problems and awareness of civil rights. The dilemma of asking some critical questions to find out problems and reservations of people to answer them frankly by the fear of labeled by government has always been in there a barricade. The names of the people weren't able to written on the survey papers even some of the people required to hide surveyors' phones with built-in cameras especially in Sirnak.

Surveyors had avoided to ask or to note the ethnic and religious origin of the participants. Questions in survey are also prepared as not to collect any truces of these facts. Amazingly most difficult survey work had held in Istanbul. People of Istanbul are expecting to answer such questions freely and by courageous but surveyors completed site work of one hundred questionnaires in Istanbul within one and a half month. Most of Istanbul residents are rejecting to stop for interview or to answer such questionnaires. Giresun took four days to get answers from residents, one day earlier comparing with Sirnak, regarding fifty questionnaires for each city.

## CHAPTER 2

### FINDINGS OF RESEARCH

The finding of site survey divided into specific headings and some questions serve for same topic as well as some others do it for more than one. Each topic is supported with chart of comparison of participants' answers. The answers of the participants show that ethnic, geographical and social structure of the city differ the psychology of officers and behaviors as well.

Level of awareness about civic and independence investigators as well as customer judgement council in district offices is not high. This fact affected the answer quality of participants. Findings are been commented as follow:

#### 2.1. Profile of respondents

The big portion of participants was between 20 and 59 years old. The percentage of this portion in Table – 1 covers almost entire participants, excluding only % 4,50 percent. According to interviews with officers, people who younger than 20 and older than 60 generally do not approach the government offices by themselves in the designated research sites.

**Table 1: Ages of participants**

SITE	Below 20		Between 20-29		Between 30-39		Between 40-49		Between 50-59		60 and above		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	3	6,00	19	8,00	1	2,00	7	4,00	0	0,00	0	0,00	50
İSTANBUL	2	2,00	32	2,00	2	2,00	0	0,00	4	4,00	0	0,00	100
ŞİRNAK	4	8,00	19	8,00	3	6,00	1	2,00	3	6,00	0	0,00	50
SURVEY TOTAL	9	4,50	70	5,00	6	3,00	8	4,00	7	3,50	0	0,00	200

Referring Table - 2 the percentage of female participants it shows that they have been having government services through their male relatives. The number of female citizens that go to government offices is more than doubled in northern region comparing with southeastern part of Turkiye.

**Table 2: Gender distribution of participants**

SITE	MALE		FEMALE		SITE TOTAL
	PERSON	%	PERSON	%	
GİRESUN	36	72,00	14	28,00	50
İSTANBUL	82	82,00	18	18,00	100
ŞIRNAK	44	88,00	6	12,00	50
SURVEY TOTAL	162	81,00	38	19,00	200

Married and single citizens are almost having same percentage to deal with government. Marriage affects the reaction and responsibility level of people so this indicator is included to survey. Referring Table – 3 the percentage of married (% 66) and male people (% 88) in Sirnak any maladministration of officers will be reflected to the family members by fathers of the families which means the whole society in the site.

**Table 3: Marital status of participants**

SITE	MARRIED		SINGLE		SITE TOTAL
	PERSON	%	PERSON	%	
GİRESUN	28	56,00	22	44,00	50
İSTANBUL	58	58,00	42	42,00	100
ŞIRNAK	33	66,00	17	34,00	50
SURVEY TOTAL	119	59,50	81	40,50	200



## 2.2. Regional difference on service quality

The question of “Have you had any misconduct of any of government officer against you since today?” was asked for determining the service quality in the sites and sequence of misconduct of officer.

All the people in Sirnak had faced maladministration at least once in their life. This indicator should switch on a red light for taking some measurement against issue on behalf of policy makers. The tension between people and officers may increase if such conviction of citizens continues. The big difference comparing south with west and north, officers should be well educated and be provided special orientation about local culture and ethnicity. Table – 4 shows us officers in Istanbul are much more respectful to citizens. Living in a big city and citizen’s education level change the officer behaviors against citizens.

**Table 4: Facing with misconduct**

<i>Question: Have you had any misconduct of any of government officer against you since today?</i>									
SITE	No		Once or twice		Several times		Always		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	2	4,00	1	2,00	6	32,00	1	2,00	50
İSTANBUL	2	2,00	6	6,00	0	0,00	2	2,00	100
ŞIRNAK	0	0,00	2	4,00	45	90,00	3	6,00	50
SURVEY TOTAL	4	2,00	109	54,50	81	40,50	6	3,00	200

Referring survey results in Table – 4 % 98 of participants reported maladministration of officers. (the sum of 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> columns) As the nature of human beings it may be considerable as normal but it is not.

Presenting services is not unique for government. There are a lot of private companies that offer public services such as telecommunication companies. The maladministration of bad behaviors against customers get a penalty or termination of employment contract in private sector for the sake of money. It should be noted the citizens are the founder and the customer of the state even the employer of the government. Losing this valuable group of people means to switch off the machineries and shut down the shop.

The maladministration level is very high for all over the sites and there is a need to underline that Table – 4 should ignite some precautional policies before it was too late.

### 2.3. Officers approach to the social status of citizens

According to Table – 5 there is a good indicator not to see any illiterate citizen in all three sites but this is a result of illiterate or only literate citizens do not want to answer any official question even visually. Participants mainly have had undergraduate degree only 15,50 % people have postgraduate education.

**Table 5: Education levels of participants**

SITE	Illiterate		Literate		Primary school		Secondary school		High school		College		University		MA		PhD		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	0	0,00	0	0,00	13	26,00	17	34,00	11	22,00	2	4,00	7	14,00	0	0,00	0	0,00	50
İSTANBUL	0	0,00	0	0,00	16	16,00	18	18,00	42	42,00	2	2,00	22	22,00	0	0,00	0	0,00	100
ŞIRNAK	0	0,00	2	4,00	16	32,00	14	28,00	13	26,00	3	6,00	2	4,00	0	0,00	0	0,00	50
SURVEY TOTAL	0	0,00	2	1,00	45	22,50	49	24,50	66	33,00	7	3,50	31	15,50	0	0,00	0	0,00	200

Participants generally earn lower than 1,500 TL (almost 750 US\$) per month. This indicator shows us people who earns more they don't approach government offices by themselves but they use either some professionals or e-government services.

**Table 6: Incomes of participants**

SITE	Below 750 TL		Between 750 TL - 1.499 TL		Between 1.500 TL - 2.999 TL		Between 3.000 TL - 4.499 TL		Above 4.500 TL		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	5	10,00	31	62,00	7	14,00	6	12,00	1	2,00	50
İSTANBUL	0	0,00	66	66,00	4	4,00	22	22,00	8	8,00	100
ŞIRNAK	11	22,00	30	60,00	5	10,00	2	4,00	2	4,00	50
SURVEY TOTAL	16	8,00	127	63,50	16	8,00	30	15,00	11	5,50	200

#### **2.4. Officers approach to the ethnic origin**

People of Sirnak have bad influence about government officers. Especially the compulsory eastern service policy in Turkish public administration system triggers some psychological impulsive ideas on the mind of officers. Officer lives in lodgings in the region and they do not have social relations with the local people. This also serves for having distance from local culture and ethnicity as well. % 86 of Sirnak people haven't had a warm welcoming from officers during doing their affairs in government offices. This level drops dramatically to % 10 in Istanbul and % 26 in Giresun. Considering the ethnic origin of Sirnak people survey and the tense atmosphere of the region having and presenting public service in the Sirnak do not satisfy all sides.

Social facilities make residents happy and in good mood for others as the result of Istanbul in Table - 7 shows us. Almost half of population in Istanbul comes from Kurdish society (pure or relatively) but officers in Istanbul behave positively to all.

This approach of officers keeps citizens far away from officers and weakens the ties between state and people. There is also another fact to disturb other ethnic originated people other than Turks the writings of racist slogans in government buildings. It might give a nationalist identity to the officers as well.

**Table 7: Positive influences and good memories of participants**

<b>Question:</b> <i>Have you had warm welcoming by a government officer since today?</i>									
<b>SITE</b>	<b>No</b>		<b>This is a dream</b>		<b>Yes</b>		<b>Always</b>		<b>SITE TOTAL</b>
	<b>PERSON</b>	<b>%</b>	<b>PERSON</b>	<b>%</b>	<b>PERSON</b>	<b>%</b>	<b>PERSON</b>	<b>%</b>	
GİRESUN	6	12,00	7	14,00	37	74,00	0	0,00	50
İSTANBUL	6	6,00	4	4,00	90	90,00	0	0,00	100
ŞIRNAK	9	18,00	34	68,00	7	14,00	0	0,00	50
<b>SURVEY TOTAL</b>	<b>21</b>	<b>10,50</b>	<b>45</b>	<b>22,50</b>	<b>134</b>	<b>67,00</b>	<b>0</b>	<b>0,00</b>	<b>200</b>

## 2.5. Impacts of officers' behavior on individuals

One of the most important question was “How did you feel when you faced a misconduct of a government officer?”. The answers of the participants show us very important facts. All of the participants fell being offended and get angry when they faced a misconduct of an officer.

% 98 of the Sirnak people have hostility against government together with revenge feelings. This certainly feed the separatist ideologies and support material for propagandas. The highest percentage of discrepancy feeling is also shown in Sirnak but amazingly Giresun people do not blame the state upon facing a bad behavior from officers. Feeling of helpless supports the feeling of isolated in Istanbul and Giresun but it doesn't play same role for people of Sirnak.

**Table 8: Feelings of participants when they faced misconduct**

<b>Question: How did you feel when you faced a misconduct of a government officer?</b>															
SITE	Offended		Helpless		Angry		Revenge		Isolated		Discrepancy		Hostility against government		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	50	100,00	30	60,00	50	100,00	18	36,00	23	46,00	14	28,00	9	18,00	50
İSTANBUL	100	100,00	54	54,00	100	100,00	66	66,00	56	56,00	72	72,00	38	38,00	100
ŞIRNAK	50	100,00	42	84,00	50	100,00	48	96,00	6	12,00	41	82,00	49	98,00	50
SURVEY TOTAL	200	100,00	126	63,00	200	100,00	132	66,00	85	42,50	127	63,50	96	48,00	200

Table – 9 has another vital indicator. Even there is a good approach from officer in Sirnak people do not react as it is an achievement of the government or a reason to have loyalty to do state. Only % 6 of people of Sirnak consider that is a nice thing to give positive reaction.

64 % of people of Giresun give appreciation to either government or officers while only 28 % of people of Istanbul do so. Surprisingly the conscious of expecting good behaviors from officers in Sirnak is widespread. % 76 of people of Sirnak thinks that “good approach is a part of officers’ duty”. As mentioned above the number married male citizens affect their families according to their experiences.

General idea of citizens is focused on the idea of “good approach is a part of officers’ duty”. However we cannot ignore the impact of good behaviors of officers on citizen satisfaction and loyalty while totally % 36 of participants thinks so.

**Table 9: Feelings of participants when they had a good approach from officers**

<b>Question: How did you feel when you had good approach from officers?</b>									
SITE	Appreciation		His/her duty is to do so		Loyalty to the state		Achievement of government		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	8	16,00	18	36,00	19	38,00	5	10,00	50
İSTANBUL	2	2,00	72	72,00	26	26,00	0	0,00	100
ŞIRNAK	9	18,00	38	76,00	3	6,00	0	0,00	50
SURVEY TOTAL	9	9,50	128	64,00	48	24,00	5	% 2,50	200

## 2.6. Reasons of officers misconducts or officers’ handicaps

General idea of citizens is focused on the idea of “good approach is a part of officers’ duty”. However citizens have empathy as well. During survey and interviews a citizens think there some issues of officers so they have to fail to misconducts. Sirnak people have lower income comparing with officers salary that’s why they don’t think the proble is about lack of money. Under high level of terrorist actions and natural answer of military activity in the southestern region all officers might have bad influence against local people. Unsufficient and unknown way of complainment also merged with the misconducts of officers so people of Sirnak think that the most important problem of officer is having bad feelings against them. In Table – 10 % 70 of Sirnak people answered officers have chauvinism.

Istanbul people have different point of view. Officers as the other Istanbulians are very nervous because of fast and tired life of the city. Istanbul people do not think officers have low salary even they get average wage. The social facilities of officers may give this image to the but almost half of Istanbulians think that there is an educational problem.

Giresun people are also marked the busy works of officers together with their over self-confident structure. This indicator is common with Sirnak according to Table – 10.

**Table 10: Reasons of misconducts of officers**

Question: <i>What is your opinion about officers' misconducts, why they behave harsh to the people?</i>													
SITE	Low salary		Over self-confidence of being officer		Inadequate education		Intensive work conditions		Living a closed officer dominated society		Regional, ethnic or political chauvinism		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	3	6,00	12	24,00	7	14,00	15	30,00	7	14,00	6	12,00	50
İSTANBUL	4	4,00	2	2,00	38	38,00	52	52,00	0	0,00	4	4,00	100
ŞIRNAK	0	0,00	12	24,00	1	2,00	2	4,00	0	0,00	35	70,00	50
SURVEY TOTAL	7	4,00	26	13,00	46	23,00	69	34,50	7	3,50	45	22,50	200

Certainly, peoples' understanding to officers behaviors does not mean they are agreeing to get bad habits from government servants. Based on the research we can say that intensive work conditions affect citizens directly. A complain by officers to ombudsman may resolve the mental tired of all sides as well.



## 2.7. Understanding of citizenship

Citizenship relation change entire life of people. We watch downing people from poor and undeveloped countries in the sea while they try to reach another citizenship. This also indicates the devotion of people to their countries. Survey shows us overall thinking of citizenship relation is lower than average. 47,50 % of people answered this question as my country. Table 11 shows us only 8 % people of Şirnak think so. Merging this indicator with the Sirnak peoples' affirmative answer in Table 12 as (72 %) citizenship ties are very weak among Sirnak people.

**Table 11: Meaning of citizenship on citizens' mind**

Question: <i>What is the meaning of "citizenship"?</i>									
SITE	Official ID card		My country/land/state		A juridical term		People who live together		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	9	18,00	29	58,00	5	10,00	7	14,00	50
İSTANBUL	26	26,00	62	62,00	10	10,00	2	2,00	100
ŞIRNAK	38	76,00	4	8,00	2	4,00	6	12,00	50
SURVEY TOTAL	73	36,50	95	47,50	17	8,50	15	7,50	200

Giresun people fill they belong to the country but for a good life and better life conditions more than half of Giresun people want to change their citizenship. During interviews we realize that a lot of Giresun people migrated to Japan as a result of this idea especially from Yağlıdere. There is a necessity to underline that changing citizenship doesn't mean to leave all cultural and natural values for all participants in contradistinction to live there as what they are. Further questions show that the level

of respect by government to citizens, social security level and value of citizenship make people to look for such opportunity.

To get peoples energy make a country reach and strong. At least there should be a solution to make our people think to spent their life and devote their energy to their own society and state.

Istanbul people have social facilities as much as developed countries but even though they want to change citizenship. 58 % of Istanbulians gave affirmative answer to changing people as Table 12 shows. Main problem appeared as democratic expectations triggered this trend. The ideology of better human rights at abroad attracts Istanbulians as the economical hopes drag Giresun people.

**Table 12: Changing citizenship**

Question: <i>If there is an opportunity to change your citizenship to a developed country, do you leave yours?</i>					
SITE	Never		Certainly		SITE TOTAL
	PERSON	%	PERSON	%	
GİRESUN	22	44,00	28	56,00	50
İSTANBUL	42	42,00	58	58,00	100
ŞIRNAK	14	28,00	36	72,00	50
SURVEY TOTAL	78	39,00	122	61,00	200

## 2.8. Who is an officer?

This question aimed to find out what people expect from officers and how the image of officers in the eyes of citizens. The answer of “Police and Soldier” means the iron fist of the state. This answer shows people have a fear from officers. Uniform makes people to stop doing any thing even struggling for their rights so having a uniformed officer image in the mind government officers push people to have fear.

Considering paragraph above Sirnak people have a fear of government and the citizenship relation stand up on the fears of people. Another and strong fear can dissolve this relation as it happens today. Fear of illegal structure in Sirnak is covered people and they beware to speak about government and terrorist organization as well. 58 % of Sirnak people reflected this reality as 26 % of them believe to be an officer is a prestigious job. As Table 14 indicates if there is or was an opportunity to do so 84 % of Sirnak people want to be an officer. Ofcours regular salary and enjoying government facilities play a key role for the people but being a part of the government is also has a shield of law against bad behaviors and misconducts.

**Table 13: Officers image on citizens’ mind**

Question: <i>How do you explain word of “officer”?</i>									
SITE	Government servants		Cold faced and harsh people		Policeman or soldier		A prestigious job		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	28	56,00	1	2,00	3	6,00	18	36,00	50
İSTANBUL	66	66,00	4	4,00	12	12,00	18	18,00	100
ŞIRNAK	7	14,00	1	2,00	29	58,00	13	26,00	50
SURVEY TOTAL	101	50,50	6	3,00	44	22,00	49	24,50	200

Table - 14 shows us being an officer or to see their kids as officer are a target for Giresun people. 94 % of Giresun people pursue the offices of government. Surprisingly 78 % of Istanbulians also want to become an officer. Regular wage, state issued social security and government facilities are also seemed important for Istanbulians.

**Table 14: Citizens' sympathy to being an officer**

Question: <i>Did you want to become an officer?</i>					
SITE	Yes		No		SITE TOTAL
	PERSON	%	PERSON	%	
GİRESUN	47	94,00	3	6,00	50
İSTANBUL	78	78,00	22	22,00	100
ŞIRNAK	42	84,00	8	16,00	50
SURVEY TOTAL	167	83,50	33	16,50	200

Aiming to know what is the expectation of citizens from officers and their alleged behaviors if they were officer a question was prepared and applied to participants. Table – 15 shows the result of this question. 1<sup>st</sup> 4<sup>th</sup> and 5<sup>th</sup> options designed for determining sharp personality. Only % 23,50 of total participants selected being prospective hard officers. Big portion of people have a trend to become helpful and polite officers.

At this point there is a strong evidence to prove that “officers become harsh after their first year in the service.”. Ofcourse there are a lot of different reasons but first of all the atmosphere which new beginners enter teaches them those misconducts against citizens.

Until unless this forwarder or contaminator atmosphere should be eliminated by all other way outs together with the solution of an effective administrative judgement or in other words ombudsman. The fear of inquiry from ombudsman will

be the first step forward to stop transmitting the bad habits to the new comers, to the new officers.

**Table 15: Citizens' expectation from officers**

Question: <i>If you were an officer what would have been your priority?</i>													
SITE	Serious and hard worker		Fair and honest		Respectful to citizens		Representing state		Applying laws		Helpful to citizens		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	8	16,00	17	34,00	13	26,00	4	8,00	7	14,00	1	2,00	50
İSTANBUL	8	8,00	17	17,00	13	13,00	4	4,00	7	7,00	1	1,00	100
ŞIRNAK	0	0,00	8	16,00	12	24,00	0	0,00	9	18,00	21	42,00	50
SURVEY TOTAL	16	8,00	42	21,00	38	19,00	8	4,00	23	11,50	23	11,50	200

## 2.9. What or who is government?

Government word generally makes people think uniformed officers and cold buildings in Turkiye. Question in survey is prepared to limit people to think some certain points of the word of government. Table – 16 is serving for the result of this question.

**Table 16: The meaning of government on citizens' mind**

Question: <i>What does "government" mean for you?</i>									
SITE	Public services		Protection		A strong structure		Authority and punishment		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	25	50,00	13	26,00	8	16,00	4	8,00	50
İSTANBUL	74	74,00	6	6,00	2	2,00	18	18,00	100
ŞIRNAK	7	14,00	0	0,00	11	22,00	32	64,00	50
SURVEY TOTAL	106	53,00	19	9,50	21	10,50	54	27,00	200

Sirnak people have a bad influence about government. %86 of Sirnak people think government is strong authority and punishment function is remembered initially. Giresun is also a small city but people are having a good influence about government. According to Giresun people government serves and protects as it should be. Same comment and indicator are also valid for Istanbulians.

Table – 17 is serving for a question to unveil the citizens need to complete government services missing parts. The answers do not mean the options are missing but the citizens may not have the information of this kind of solution has already settled.

Sirnak people trust non-governmental organizations. Understanding this from the high percentage (%56) of option 2 (being a member of an association) a system for earning peoples trust to the judgement system back there must be quick action. Even though Sirnak people haven't lost their hopes to get a solution from government against officer misconducts. At least % 36 op Sirnak people think so.

Istanbul people are more informed about e-government services. % 38 of Istanbulians want to see more advanced e-services to stop facing with bad behaviors and % 12 of Istanbulians think to hand over government services to private sector.

**Table 17: Deficiency of system on citizens' mind**

Question: <i>What do you want to have when you face with bad behaviors of officers?</i>									
SITE	Civic and fair justice system		Being a member of an association		Privatization of public services		Widespread e-Government services		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	29	58,00	3	6,00	8	16,00	10	20,00	50
İSTANBUL	46	46,00	4	4,00	12	12,00	38	38,00	100
ŞIRNAK	18	36,00	28	56,00	2	4,00	2	4,00	50
SURVEY TOTAL	93	46,50	35	17,50	22	11,00	50	25,00	200

**Table 18: Citizens' suggestions for misconducts**

Question: <i>How could the officers' behaviors become polite and fair?</i>									
SITE	Performance supporting		Easy, civic and fair administrative judgment system		Consistent in-service education		Higher salary		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	14	28,00	26	52,00	5	10,00	5	10,00	50
İSTANBUL	14	14,00	76	76,00	10	10,00	0	0,00	100
ŞIRNAK	3	6,00	26	52,00	13	26,00	8	16,00	50
SURVEY TOTAL	31	15,50	128	64,00	28	14,00	13	6,50	200

Table – 18 indicates the belief on judgement system to correct officers' wrong behaviors. % 64 of participants believe that the system will be healed if there is a civic and fair judgement. Interestingly Sirnak people shown strong believe of improvement if correct precautions have been taken to recover citizenship relations.

Expecting tense answers for performance supporting surprisingly participants of survey do not believe that this problem can be solved by money. Only % 6,50 of participants advised to give extra salary to good behaved officers.

% 14 or total participants do expect consistent in-service educations would work to correct the system. This issue is examined under a separate heading



subsequently but education is one of sine qua non as well as the effective punishment system.

## 2.10. Consciousness of complaint and make claims upon rights

According to Table – 19 there is not a very strong sense that people have a right to complain to public services (49,50 % total of 1<sup>st</sup> , 3<sup>rd</sup> and 4<sup>th</sup> options for total participants), though this is lower among Sirnak (12% of Sirnak people attend to complain). This may reflect poor previous experience or lower expectations or awareness of how to complain.

**Table 19: Reaction of citizens’ against bad behavior**

<i>Question: What do you do when you face with bad behaviors of officers?</i>									
SITE	To complaint verbally to senior officer		Nothing but keep silence		To object such behavior and argue with the officer		To write a complaint letter to general directorate		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	7	14,00	29	58,00	5	10,00	9	18,00	50
İSTANBUL	26	26,00	28	28,00	40	40,00	6	6,00	100
ŞIRNAK	0	0,00	44	88,00	6	12,00	0	0,00	50
SURVEY TOTAL	33	16,50	101	50,50	51	25,50	15	7,50	200

Encouragingly, people believe public services have got better at dealing with complaints referring interviews. However, the public sector still has a lot to do take reactions affirmatively on complains rather than start to defend themselves as officer solidarity or state representative.

Referring the reason of peoples' reaction in Table – 20 there is no believe on senior officers' help about misconducts to citizens from their staff (only 7,50 % total participants). In Sirnak stiation is the worts, nobody expects any reaction neither from local nor central senior officers. We see the Anatolian peoples' good feelings about the government and state as 32 % of them think local or central departments solve the problems. It must be mentioned again Sirnak people have no belief on government or state and carefull precautions have to be settled against any break point. This fragile structure of citizens' psychology may be used or being used by malicious third parties. The policy makers have start from the ideas of citizens there not from the head of the illegal organizations. If these indicators are achieved to reduce than non of ill-wishers can find supporter to their dark plans.

**Table 20: The psychology of citizens' reactions**

<i>Question: Why do you do so? Because...</i>									
SITE	Senior officers do what is necessary		Nothing is possible, there is professional solidarity		To defense own write personally		Local seniors protect the officers but central government punish guilty		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	5	10,00	29	58,00	5	10,00	11	22,00	50
İSTANBUL	10	10,00	28	28,00	56	56,00	6	6,00	100
ŞIRNAK	0	0,00	48	96,00	2	4,00	0	0,00	50
SURVEY TOTAL	15	7,50	105	52,50	63	31,50	17	8,50	200

In Table – 21 shows us the knowledge of citizens where to appeal if they decide to make a complain. BİMER and Consumer Referee Councils may be considerable as a kind of ombudsman. However, only Istanbulians are aware of there is a chip, civic and easy way to solve their problems with officer and establishments. As interview notes highlighted the understandings of association are very different comparing Sirnak and other two cities as Giresun and Istanbul. Citizens who live in Giresun and Istanbul expect a local dealer and problem solver association but citizens who live in Sirnak hope to see a pressure on government by an international association or press.

Approaching court has a cost, even 89 % of participants say yes to this option in Table – 21, they prefer to approach to a senior officer or write a complain letter. At this point there is an important fact which has to be underlined. Citizens’ preference is applying to a serious point like court instead of higher officers in same department or place. Establishing a widespread ombudsman system which current one is not sufficient would be answered this need. Government and state can earn the trust and welfare of citizens by this civic, fair and easy solution finder system.

Surprisingly Giresun people is aware of power of press as in Table – 21. More than half of Giresun people (52 %) think to disclose their problem to the press to find ease against bad behaviours of officers.

**Table 21: Citizens’ way for seeking their rights and justice**

<i>Question: Where do you appeal for unacceptable behaviors of officers?</i>													
SITE	BİMER (Prime – Minister Office)		Court		Press		Human Rights Association		Consumer Referee Council		Head of related officer's department		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	14	28,00	41	82,00	26	52,00	18	36,00	10	20,00	41	82,00	50
İSTANBUL	74	74,00	100	100,00	56	56,00	94	94,00	72	72,00	100	100,00	100
ŞIRNAK	2	4,00	37	74,00	39	78,00	46	92,00	1	2,00	50	100,00	50
SURVEY TOTAL	90	45,00	178	89,00	121	60,50	158	79,00	83	41,50	191	95,50	200

Beside all other answers in the survey, the question in Table – 22 are very discouraged. Only 41,50 % (gathering 1st and 2nd columns for total participants) citizens have made an official application about misconducts of officer and only 3,50 % of application have had a result. Others haven't made any appeal because of either fear of having trouble with officers (7,50%) or lack of belief to have any fair result(30,50%).

The results in Table – 22 reflect the stolid and bulky structure of administrative judgement for officers. 38 % of total participants had a bad experience to see nothing would happen even you make a complaint about a misconduct.

Recently we had another bad example of this issue in Soma disaster. During PM visit Soma to represent his condolences to affected victims' families, an aide from PMO kicked a protester. Even a lot of news took place in national media and press neither an apologetic expressions nor resignations have come. Applying to the courts requires at least an application and a solicitor fee together with courage of judicially fighting with officials. Very small numbers of people may venture this long and costly struggle.

**Table 22: Attempt of complaints against officer**

<i>Question: Have you ever give a complaint against an officer?</i>											
SITE	Yes, but nothing happened		Yes, an investigation started for officer		No		No, because it is wasting time		No, I don't want trouble with government		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	8	16,00	1	2,00	10	20,00	26	52,00	5	10,00	50
İSTANBUL	66	66,00	6	6,00	0	0,00	28	28,00	0	0,00	100
ŞIRNAK	2	4,00	0	0,00	31	62,00	7	14,00	10	20,00	50
SURVEY TOTAL	76	38,00	7	3,50	41	20,50	61	30,50	15	7,50	200

Referring Table -23 the participants want to get an easy, civic and fair justice system for officer misdemeanors as the another definition of ombudsman (57,50 % as directly and 10% indirectly). Just a quarter of population in Sirnak (8 % directly and 18 % indirectly) say that they have a hope to see improvement of the quality of public services and rehabilitation of the bad habits of officers.

**Table 23: Belief on possibility of improvement**

<i>Question: If there is an easy, civic and fair judgment system do officers change?</i>									
SITE	I don't believe		Yes		Government refrains from this		Partially works		SITE TOTAL
	PERSON	%	PERSON	%	PERSON	%	PERSON	%	
GİRESUN	12	24,00	29	58,00	2	4,00	7	14,00	50
İSTANBUL	12	12,00	82	82,00	2	2,00	4	4,00	100
ŞIRNAK	13	26,00	4	8,00	24	48,00	9	18,00	50
SURVEY TOTAL	37	18,50	115	57,50	28	14,00	20	10,00	200

### 2.11. Common officer misconducts

The list of misconducts may include anti-social behaviour, bullying, child abuse (neglect, sexual), cruelty to animals, domestic abuse, elder abuse, harassment, humiliation, incivility, institutional abuse, intimidation, neglect, persecution, personal abuse, professional abuse, psychological abuse, physical abuse, sexual abuse, stalking, structural abuse or verbal abuse and more.

Public service is a profession with officers experiencing a host of freedoms not available to the civilians, including the application of penalties and fines. While these liberties may be necessary, they also may provide opportunities for misconducts, especially if such behavior is likely to go unknown because of lack of supervision. The troubles caused by misconduct can damage the public trust, undermine officer performance and expose officers to unnecessary litigation. Consequently, an understanding of the psychology underlying unethical behavior is critical and possible to every officer supervisor and manager at every level of an organization, regardless of one's department or mission.

According to Özden, following officer behaviors are considered as misconduct by ombudsman and cause to take action;<sup>17</sup>

- a. Rudeness and harassment
- b. Unnecessarily to rush or to delay
- c. To ignore to response reasonable questions
- d. To violate to give the deserved information right
- e. To mislead the people intentionally
- f. To ignore an appropriate proposal
- g. To avoid to give proposal or an appropriate proposal
- h. To discriminate people according to race, language or gender
- i. Not to warn people who will lose right of application
- j. Not to inform people how to use right of application
- k. To follow wrong procedures
- l. Not to protect the benefits of the service beneficiaries
- m. Favoritism
- n. To fail avoiding disparity by applying some sharp laws as soft.

Officer recruitment departments recruit only the most qualified applicants/candidates who have already demonstrated good moral values and ethical conducts. Similarly, most officers have certain values and are performing their duties

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<sup>17</sup> ÖZDEN, Kemal, Ibid., pp.88-89.

ethically while avoiding any misconduct or abuse of authority. Disturbingly, many of the officers engaged in immoral or unethical behavior previously demonstrated good service records. Even there is not any of the “evil” associated with corruption or bribe.

Asking what and who questions are refrained in this topic. According to notes that had take during interview with citizens’ in there different cities, the misconducts types are differ from place to place. In Sirnak people immediately recall the discrimination. Giresun people say the officers generally minimize them as farmers or workers.

Unfortunately the misconducts are valid for ordinary or middle class people. Rich people with their expensive cars, dresses and belongings welcomed by officer or they do their official affairs via a staff or agency. So the status segregation is also in the list of common officers misconducts.

Bribe has changed the form in all sites that survey has applied. Officers who want to get advantageous from their job or position built up a relation out of office. Generally some constructions are being promoted by citizens’ upon the pointing of related officer. We may consider as a disaster the though of officers on to get some percentage of the public expenditure as their right. The new definitions on bribe and corruption have been infected a lot of officers is noted as a result of interviews. This ideology of legitimacy is going to defect entire economy of the country within near future.

The favouritism is also very common. Having respect or quick service from officers are standing on knowing a person either from breucracy or political party in power, localy or generaly. If there is phone call of people who from mentioned placed above all the facilities are opening to related citizen as to sit in director’s room instead of waiting in corridor.

Facilities for citizens’ in government offices also is an important problem for citizens. Lavotories, waiting longes or stationary facilities are generally being done

out of offices and cause to lose the place in the queue which made people to wait another period of time. This also weakens the relations between government and citizen.

## **2.12. Citizens grades about officers**

Following common mistakes of officers a mark-table has prepared as below. Considering “overall” raws the in Table – 24 , Table – 25 and Table – 26 following facts come out.

Referring Table–24 and considering all participants answers, the most respectful officers are religious officials (similar in three sites.) This may come from the educational and academic atmosphere of their profession. Regardless of name of the religion, the subject of religions are about being a good person so reading and preaching these topics might keep religious officials in good mood.

The teachers come after religious staff and same reason might affect the education workers. Telling and presenting principals of good person/good citizen should have kept them in a good approach. Health officers follow the teachers in Table – 24.

The last position is held by municipal officers. The education level of municipal officers which generally lower than graduate and the nature of municipal affairs that have legal or illegal fees result this image on them.

The nature of police officers’ job may determine their respects against citizens. The separation of criminals and protestors must be taught the police officers because no one can use the nature of their job as a reason for maladministration. Otherwise their harsh behaviors to people are not acceptable by counting the nature of their hard job. Referring our interview notes citizens are disturbed as treated as criminals by police offices when they meet with them either to follow an affair related to police or to act for their rights.



**Table 24: Gradation of respectful officer**

<i>Question: What is the gradation of "respectful officer" in your mind?</i>								
SITE	Religious officials	Teachers	Health officers	PTT officers	Armed Forces	Tax collectors	Police officers	Municipal officers
GİRESUN	1	3	2	5	4	6	7	8
İSTANBUL	1	2	3	6	4	5	7	8
ŞIRNAK	1	3	4	2	6	5	7	8
OVERALL	1	2	3	4	5	6	7	8

Note: 1 represents the most respectful officer to the citizens in Table - 24.

Referring Table – 25 citizens marked the police officers as the most impolite government servants. A lot of long term reasons might have been there for this result but recent events during Gezi Parkı protests are strengthen this negative image. Municipal officers' grade also may be considered under these circumstances.

The results in Table -24 are not the reverse of results in Table -25 and underlining this is an interesting work. PTT officers are in better rank in Table – 25, most probably they generally do not involve with citizens so they are not being remembered in bad memories of citizens.

**Table 25: Gradation of impolite officer**

<i>Question: What is the gradation of "harsh officer" in your mind?</i>								
SITE	Police officers	Municipal officers	Tax collectors	Armed Forces	Health officers	Teachers	PTT officers	Religious officials
GİRESUN	1	2	3	4	5	8	6	7
İSTANBUL	2	1	3	5	4	7	6	8
ŞIRNAK	1	3	4	2	6	5	8	7
OVERALL	1	2	3	4	5	6	7	8

Note: 1 represents the harshest officer to the citizens in Table - 25.

The marks on trust of citizens in Table – 26 for officers are very similar as the respectfull grades. Only police officers have come a row upper in the list because of Sirnak peoples’ bad memories about armed forces.

**Table 26: Gradation of trustworthy officer**

<i>Question: What is the gradation of “trustworthy officer” in your mind?</i>								
SITE	Religious officials	Teachers	Health officers	PTT officers	Police officers	Armed Forces	Tax collectors	Municipal officers
GİRESUN	1	2	7	4	5	3	6	8
İSTANBUL	1	2	3	5	4	6	7	8
ŞIRNAK	1	3	2	4	5	7	6	8
OVERALL	1	2	3	4	5	6	7	8

*Note: 1 represents the most trustworthy officer to the citizens in Table - 26.*

Public buildings and facilities which provided for visitors are important both socially and economically for the citizen. Municipal buildings, courthouses, police stations, healthcare centers, libraries and post offices are essential components of a downtown. The quality of this buildings and facilities do not show only the respect to the citizens, they indicate the correct usage of tax incomes by government.

Interestingly mosques are welcomed by people as Table – 27 tells us. The fact is mosques are not equipped by government but citizens by themselves. Hospital and district cottage hospitals are also present good vision and well facilitated according to citizens.

**Table 27: Well-equipped government offices**

<i>Question: What is the gradation of “well facilitated government department for citizens’ comfort” in your mind?</i>														
SITE	Mosque	Hospital	District Cottage Hospitals	Internal Affairs	Post Office	Municipality	Education Department	Social Security Department	Land Registrar Department	Religious Affairs Department	Police Department	Tax Office	Mayor	Armed Forces
GİRESUN	3	1	2	5	4	14	6	7	8	10	9	13	11	12
İSTANBUL	5	2	1	4	9	3	6	8	11	13	7	10	12	14
ŞIRNAK	1	8	9	5	3	2	10	7	6	4	13	11	12	14
OVERALL	1	2	3	4	5	6	7	8	9	10	11	12	13	14

*Note: 1 represents the best facilitated government department for citizens in Table - 27.*

Referring Table – 27 educational institutions are not well equipped. The armed forces buildings and facilities for soldiers ofcourse are not appreciated by citizens. Crowded wards, average food and lack of social activities during compolsory army service might affect this indicator.

## **CHAPTER 3**

### **IMPROVING SERVICE QUALITY AND IMPLEMENTING GOOD BEHAVIORS**

The effects of officers' psychology on the survival of the state ought to extensively be focused on and reminded in the educational institutions and at the beginning of public service. In the following years of public service, it should also be reminded again during in-service trainings. Officers should be educated about what wrong and deviant behaviors are along with their effects on citizens and the future of the state. The demographic structure of the society and geo-political and geo-strategic position of the country makes adequate behavior of government officials more important.

#### **3.1. Importance of officer's behaviors on public psychology**

The multi-cultural and multi-ethnic population structure and having large amount of underground resources gives opportunity to some countries that intent to get benefit for themselves. Conflict among different ethnical groups and governments officials in our country creates a suitable environment for those countries in international area. The wrong behavior of government officials is shown as the reason and the justification of divisive and destructive activities. Besides, unethical, inadequate, unfair and disrespectful behaviors of officials are influential elements of propaganda especially in ethnically sensitive areas. In trainings, such elements of propaganda used against the government should be explained thoroughly, and to whom officials' wrongdoings will serve should be demonstrated with real examples.

#### **3.2. Improving and implementing good behaviors: What is good behavior or who is good officer?**

Ethical values and integrity as a basic value as well as the rule of law, are key elements of every democratic society. Public officials in their daily execution of their

functions and management of public funding, dispose of discretionary competencies. These values must not only protect the citizens against arbitrary use of this public power, but also the public authority itself against any improper use of this power by its public officials. The public officials themselves must be protected against any abuse or diversion of law or authority on behalf of the public authority or its official bodies.<sup>18</sup>

Office Syndrome: Middle or high-ranking officers who work mostly in the same office for many years, alone or with two three other officers develop a psychology that can be named as office syndrome. After working a long time in professional environment, officers have professional acquaintances everywhere and a large bureaucratic social network making them feel strong, in some cases even untouchable.

After 2nd or 3rd years of their professional life, in general, officers live in a social environment in which they only keep in touch with a few civilians for professional purposes. They generally contact with other officers who could provide benefit to them in some way. Especially officials sitting in houses provided by the government live an isolated and introverted life from civil society. In such a social environment, can be named as professional or official house sociability, officers enter into the professional chauvinism that may cause their detachment from civil society in time.

Since those who serve government come from more diverse backgrounds and begin with fewer values in common, the rules of government ethics are likely to become more important and more explicit.<sup>19</sup>

Employees don't catch only physical occupational illnesses. The working environment may negatively affect human psychology and habits. Particular attitudes and behavior required by the type of tasks officers perform, and professional knowledge and experience gained by officers in work environment are reflected to the daily life after work. The increasing level of blurring between work and normal daily life shouldn't be underestimated. We can describe those professional

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<sup>18</sup> HONDEGHEM, A., *Ethics And Accountability in a Context Of Governance And New Public Management*, IOS Press, Amsterdam, 1998, p.173.

<sup>19</sup> HONDEGHEM, A., *Ibid.* ,p.27.

personality or behavioral habits that have impacts on individuals and also on the society in the following examples:

Imams and teachers are officials who are the only authority in their work environment such as class or mosque. They address groups of people who listen to them without objection. People listening to them assume that they have absolute knowledge about their field. Even if they do mistake or blunder, they are not warned by the target audience and generally work in a monologue environment. Therefore, they may think that that they can behave as they wish everywhere and everytime. They think that their attitudes and behavior are perceived as being right in every context. In addition, their attitudes in normal daily life like they are teaching other people, that is to say, demonstrating vainly attitudes emerge as a habit gained from their professions.

Doctors know that patients get sick because of patients own errors, omissions or negligence. This information and the fact that taking very simple measures will eliminate many of diseases often make doctors nervous against patients. This psychology sometimes results for doctors treating to people who come for examination or treatment in a condescending manner and giving advices with an increasing dose of hardness.

In light of the world wide recognition of citizen voice and public accountability for effective service delivery, Ombudsman Offices, as part of a broader accountability system, can promote citizen rights, while overseeing government agencies and service providers. To raise awareness and promote a better understanding on the role of the Ombudsman Office regarding the accountability of public service delivery as well as open government, this round-table will provide a glance at international experiences of different Ombudsman Offices in these areas. These experiences will illustrate different mechanisms and tools through which Ombudsman offices can facilitate citizen voice and public accountability.<sup>20</sup>

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<sup>20</sup> PEGRAM, Tom, *The Role Of Ombudsman Offices In Promoting Good Governance And Effective Service Delivery Round Table Discussion Notes*, London, 2014, pp.1-2.

Chart – 1 Nolan Principles: The principles of Public Service Life

<p><b>Selflessness:</b> Public officials should take decisions solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family or their friends.</p>
<p><b>Integrity:</b> Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might influence them in the performance of their official duties.</p>
<p><b>Objectivity:</b> In carrying out public business, including making public appointments, awarding contracts or recommending individuals for rewards and benefits, holders of public office should make their choices on merit.</p>
<p><b>Accountability:</b> Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.</p>
<p><b>Openness:</b> Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest demands it.</p>
<p><b>Honesty:</b> Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.</p>
<p><b>Leadership:</b> Holders of public office should promote and support these principles by leadership and example.</p>

Source: CHAPMAN, R.A.. *Ethics In Public Service For The New Millennium*, Ashgate Publishing, Vermont, 2000, p.231.

Officials performing in the occupational field of the police and gendarmeries usually face to the dirty side of the society and usually contact with suspects or criminals throughout their professional life. After witnessing criminal and deviant behavior committed by people who are normally known as being very good neighbor by other people, officers generalize this situation to all members of the society in time while they serve for public safety. They lose trust to people. They start to see everybody as potential criminals that contact with in normal daily life in following working years. Having such a perception most of the society undermine the attitudes of the police and gendarmeries who are supposed to demonstrate compassionate and respectful approach to citizens. Regarding the relationship between the state and citizens, the officials in this occupational field are the most influential group of employees of the government because they work very close to people. Their attitudes and behavior affect the bond between citizens and the state. When officials began to act according to assumption that all segments of the society are potential and hidden criminals, they become the most damaging type of officers for healthy and constant relationship between citizens and the state.

Tax, postal and vital record officers usually working in comfortable and nice offices specially decorated by spending government money can be considered in the same category. According to the citizens that make up a large segment of the society, officers in this class live a regular life. Especially officers living in official housing live a life detached from the public excluding the time they spend during serving people. They usually don't step out of professional sociability.

The shift in emphasis from “government” (the power to govern) to “governance” (the act of governing) is linked to the global acknowledgement that organs of civil society need to be empowered to share the responsibility for governance. In essence, government institutions require a new citizen-oriented management approach. In this sense, relationships and partnerships have become more important for local government than in the past.<sup>21</sup>

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<sup>21</sup> ISMAIL, Nazeem, BAYAT, Saheed, MEYER, Ivan, *Local Government Management*, Halfway House, International Thomson Publishing Southern Africa, 1997, p.3.



White-collar attire creates a sense of elitism and selectivity from the point of visual appearance. With this sense of elitism, officers may establish different quality levels of services according to factors such as costume-dress, attitude-behavior, sometimes skin color, eye color, and accent of the citizens they deal with.

Citizens working in heavy-duty jobs such as agriculture and animal husbandry usually have dirty and old clothes. Therefore, the quality of service they receive in government offices is usually disappointing.

However, if we do not want to continue overburdening society with laws, since they cannot solve all conflicts and problems, we must find a supplementary criterion to satisfy the demands of the “modern” citizen.<sup>22</sup>

Following these descriptions, it should be expressed that; For each officer, there is a risk of acquiring wrong attitudes and behaviors arising from the professional environment and from tasks they perform. How much discomfoting it is if a judge acts in his family house like he is acting in the courtroom. Any type of disturbing attitudes and behaviors of officers against citizens hammer the institutional legal entity officers represent. Officers who are the hands with which the state touches, tongues with which the state speaks out, and faces with which the state is described should criticized on the basis of quality of service and citizen satisfaction.

Officers who offer low quality of service, fail representing the institution and negatively affect the perception of citizens about the state may be considered as a qualified staff from the point of technical/professional knowledge they have. However, they are indeed unsuccessful and bad personnel. They negatively affect public revenues, and therefore the level of prosperity. Not only in national but also in international level, they wear the state out and cause sanctions. Among the criteria of international credit rating, the level of democratization of the country has a great deal of importance. Rich international investors make big financial decisions according to credit ratings of countries. Erroneous attitudes of a few officers will negatively affect

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<sup>22</sup> MAUERER, Michael, *Ibid.*, p.6.

international ratings of the country. In the end, they will lead to loss of investment. This chain of reaction should be explained to officers in detail.

### **3.3. Open public service: E-Government**

While studying on relations of citizens and government there is a must necessity to highlight the E-Government service. E-Government provides better service to citizens at less cost to the reaching government offices and can save time. E-Government makes it easier for citizens to conduct their affairs with government and to simply get important information they need. E-Government can both increase efficiency and increase the power and relevance of the government in the eyes of the citizens. Beneficiaries of E-Government do not only include citizens, businesses and the local administrations also get benefit from e-services.

E-services have defined as those services that can be delivered electronically.<sup>23</sup>

The benefits of E-Government for citizens include convenience, improved quality of customer service and access to more and higher quality information. Citizens gain access to government services in their homes and offices, without having to work within the confines of limited office hours in sometimes distant locations. Wage earners do not have to forego a half a day's pay to visit a government office, nor do people have to face with the officers. This gives convenience to the citizens.

Because e-service delivery is executed by software algorithms rather than human actors, the service development process differs from that of interpersonal services, resembling manufacturing operations more than classical service operations.<sup>24</sup>

Government collects vital and important information, but attaining access to it is often inconvenient and time consuming. As an example, government maintains records on the status of companies and information of their shareholders. Business

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<sup>23</sup> JAVALGI, Rajshekhar G., MARTIN Charles L. and TODD, Patricia R., *The Export Of E-Services In The Age Of Technology Transformation: Challenges And Implications For International Service Providers*, Journal Of Services Marketing, vol.18, p.561.

<sup>24</sup> MEYER, Marc H. and MICHAEL H. Zack, *The Design And Development Of Information Products*, Sloan Management Review Magazine, vol.37, p.43.

chamber websites allow citizens on-line access to check this information on any company in the region. This vital information becomes readily accessible and its very accessibility can provide a powerful incentive to professionals to monitor the quality of their own service and security of their businesses. As more businesses conduct their business with government online their staff costs will be lowered.

*There are a number of ways in which the government can strengthen the bond with its citizens:*

- *Simplifying delivery of services to the people;*
- *Providing greater access to information on line;*
- *Increasing the accountability of government to its citizens by making it more transparent;*
- *Eliminating layers of government management;*
- *Providing resources that enable society to benefit to a greater extent;*
- *Simplifying government's business processes and reducing bureaucracy;*
- *Reducing corruption, which exists in many governments;*
- *Promoting people-centred dialogue that allows the public to interact with policy and decision maker*
- *Increasing the extent to which decision makers listen to e-citizens<sup>25</sup>*

As it mentioned in the UN 7th Global Forum as above there are several benefits of e-governance including the feeling of citizens' interaction to the policy of the government.

Key benefits of E-Government for the government are the increased efficiency of operations and the growth in public esteem for government. On-line transactions decrease the need for paper processing by enabling citizen self-service and by automating routine or clerical tasks. Citizen perceptions of the responsiveness and relevance of government will improve as it becomes easier to do business with government and get information from it.<sup>26</sup>

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<sup>25</sup> *Public Administration And Democratic Governance: Governments Serving Citizens*, United Nations Publication, Publication No.: ST/ESA/PAD/SER.E/98, New York, 2007, pp.169-170.

<sup>26</sup> The Official Website Of The Commonwealth Of Massachusetts, Research&Technology, <http://www.mass.gov/anf/research-and-tech/it-planning-and-collab/strat-planning/prev-plans/e-gov-strat-plan/section-2-the-benefits-of-e-government.html> , visited 04.04.2014.

Chart – 2 E-Governance benefits

<ul style="list-style-type: none"> <li>• <i>It greatly simplifies the process of information accumulation for citizens and businesses.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>It empowers people to gather information regarding any department of government and get involved in the process of decision making.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>E-Governance strengthens the very fabric of democracy by ensuring greater citizen participation at all levels of governance</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>E-Governance leads to automation of services, ensuring that information regarding every work of public welfare is easily available to all citizens, eliminating corruption.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>This revolutionizes the way governments function, ensuring much more transparency in the functioning, thereby eliminating corruption.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Since the information regarding every activity of government is easily available, it would make every government department responsible as they know that every action of theirs is closely monitored.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Proper implementation of e-Governance practices make it possible for people to get their work done online thereby sparing themselves of unnecessary hassles of traveling to the respective offices.</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Successful implementation of e-Governance practices offer better delivery of services to citizens,</i></li> </ul>
<ul style="list-style-type: none"> <li>• <i>Furthermore, introduction of e-Governance brings governments closer to citizens.</i></li> </ul>

Source: The Official Website Of MGM, *The E-Governance Benefits*, <http://www.mgrmnet.com/e-governance/e-governance/benefits-of-e-governance.html>, visited 04.04.2014.

### **3.4. In-service education and psychological support for officers (inaccurate office customs and unkind officer habits)**

There are different approaches for in-service training as the traditional approach and the experiential approach and.

Inservice training is a process of staff development for the purpose of improving the performance of an incumbent holding a position with assigned job responsibilities. It promotes the professional growth of individuals. "It is a program designed to strengthen the competencies of extension workers while they are on the job". Inservice training is a problem-centred, learner-oriented, and time-bound series of activities which provide the opportunity to develop a sense of purpose, broaden perception of the clientele, and increase capacity to gain knowledge and mastery of techniques.<sup>27</sup>

According to Malone, Inservice training may broadly be categorized into five different types:

1. Induction or orientation training
2. Foundation training
3. On-the-job training
4. Refresher or maintenance training and
5. Career development training. All of these types of training are needed

for the proper development of extension staff throughout their service life.

Induction training is given immediately after employment to introduce the new extension staff members to their positions. It begins on the first day the new employee is on the job.<sup>28</sup>

Foundation training is inservice training which is also appropriate for newly recruited personnel. Besides technical competence and routine instruction about the organization, every staff member needs some professional knowledge about various

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<sup>27</sup> MALONE, V. M.. Inservice Training And Staff Development. Agricultural Extension: A Reference Manual. Rome, FAO, 1984, p.209.

<sup>28</sup> ROGERS, F. E., & OLMSTED, A. G., *Supervision In The Cooperative Extension Service*. WI: National Agricultural Extension Center For Advanced Study. Madison Publications, 1957, p.74.

rules and regulations of the government, financial transactions, administrative capability, communication skills, leadership ability, coordination and cooperation among institutions and their linkage mechanism, report writing, and so on. Foundation training is made available to employees to strengthen the foundation of their service career. This training is usually provided at an early stage of service life.

On-the-Job Training is ad hoc or regularly scheduled training, such as fortnightly training under the training and visit (T&V) system of extension, and is provided by the superior officer or the subject-matter specialists to the subordinate staff. This training is generally problem or technology oriented and may include formal presentations, informal discussion, and opportunities to try out new skills and knowledge in the field.

Maintenance or Refresher Training is offered to update and maintain the specialized subject-matter knowledge of the incumbents. This type of training is needed both to keep employees at the peak of their possible production and to prevent them from getting into a rut.<sup>29</sup>

Career or Development type of in-service training is designed to upgrade the knowledge, skills, and ability of employees to help them assume greater responsibility in higher positions. The training is arranged departmentally for successful extension workers, at all levels, for their own continuing education and professional development.<sup>30</sup>

It is important to give a quality education to officers and to make them constantly behave sensitively about citizen rights. Moreover, it is also important to have an effective system of questioning when officers behave wrongly. It is also very important to make the system operate regularly. The system recently defined as ombudsman should be introduced to citizens. In this way, negative behaviors of officers that can possibly damage institutional entity of the state should be prevented.

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<sup>29</sup> VAN DORSAL, W. R., *The Successful Supervisor*, Harper And Row Publication, New York, 1962, p.26.

<sup>30</sup> MALONE, V. M.. Ibid, p.216.

In public administration and justice, figures precede principles. It is a well-known fact that principally beautiful, helpful and precious things are not accepted easily when they are not offered with a good advertisement and representation. Therefore, in necessary or functional administrative practices, and even law enforcement practices, officers' attitudes and behaviors shouldn't overshadow principles and the basic logic of their official duties. Feeling the power of the state behind, disrespectful attitudes of officers and performing duties in defiance of the rules of ethics, rights and law disrupts public relationship, weakens the bonds of citizenship.

People who will be state officers should have primarily a desire to serve the public and a sense of composure. In the profession of piloting, pilot candidates for entry into the profession have psychomotor tests and other tests measuring the ability to work under stress. We demonstrate a high level of preciseness during recruiting pilots because an aircraft full of people is left to the hands of pilots. Lack of psychological wellness of pilots may cause terrible and catastrophic incidents. Similarly, high level of preciseness should also be applied during the recruitment process of officers who contact with citizens on behalf of the state. The mistakes they do while performing official duties may even result more catastrophic events than a plain crash. Necessary psychological tests should be applied to public servant candidates who will contact with citizens on behalf of the state. In short, the ability to manage the crisis should be one of the prerequisites for civil servants. Officers who continuously deal with citizens must be evaluated about if they are behaving nervously, rudely and etc. according to determined intervals. This critical issue must be followed precisely by authorities who are responsible for recruitment and positioning. Evaluation of officers should continue throughout the professional life. Corrupted and misbehaving officers must be located, and accordingly and quickly punished. It is always important to take precautions in order to prevent citizens feeling a sense of helplessness, insecurity, alienation from the state, and seeing the state as an enemy.

### **3.5. Specific orientation**

In-service educators have used various methods to foster change in officers' attitudes and behaviors concerning cultural variety but these works have resulted mixed because they usually focused on the content rather than the process of cross-cultural competence.

While establishing the ombudsman institution in our country; education and professional experience, selection and tenure of office, independence and impartiality, duties and jurisdiction, control and decision making should be taken into consideration.<sup>31</sup>

Officers should be briefed about ethnical, cultural and religious structure of the region where they are assigned. In fact, the first things that must be taught to officers are words and attitudes that are accepted as insulting and disrespecting by the society in which they will provide service. In particular, the necessary information should be given for the satisfaction of citizens.

Sometimes officers may think that they are assigned to a new position as a punishment. In such cases, officers work unwillingly. High-level managers should take precautions in order to prevent officers have negative feeling about their new tasks. Among these, special orientation training will occupy a significant place. Experienced officers should help new officers about accommodation, shopping, and social facilities

As a result of special orientation programs, aggressive and negative attitudes of officers against citizens could be minimized even eliminated.

### **3.6. Punitive appointments or compulsory regional service**

In our country, especially, assigning officers to the far eastern cities is used as an administrative penalty. This type of assignment affects officers' feelings in a negative way that they in advance have a negative perception about the people living those cities. Officers acting constantly nervous and irritating cannot provide quality service.

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<sup>31</sup> ÖZDEN, Kemal, Ibid, p.117.



In the same way, it is a wrong policy to assign officers to eastern cities as mandatory service same as mandatory military service.

Assigning officers who involuntary work as a kind of exile in eastern cities reduce the quality of services significantly that offices provide.

### **3.7. Effective administrative complaint system and expectations**

Ombudsman is a state official empowered by the national assembly to protect citizens' rights and freedoms in cases of their non-observance or violation by various state bodies or officials. It is important to emphasize that Ombudsman only oversees the implementation of human rights legislation by the governmental and state institutions, but he does not exercise any control over their activities.

Good complaint handling can help an agency to resolve a problem quickly before it becomes worse. An effective complaints process will enable the complaint to be considered by the agency at first instance. This provides an immediate opportunity for the agency to review the matter and provide a remedy where necessary. Complaints that are not addressed quickly can create significant additional workload for an agency, both in terms of staff time and resources required. Resolving complaints internally, promptly and close to source can avoid this.<sup>32</sup>

All of organisations and even privater companies that deals with the public receive complaints about their activities from time to time. The complaints are ineluctable and must be managed.

Public institutions do not have any exception and there is significant public interest in those directorates which responding properly to complaints about their decisions and officers' behaviors from citizens and even from their own staff.

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<sup>32</sup> The Official Website Of The Parliamentary Ombudsman Of New Zealand, [http://www.ombudsman.parliament.nz/system/paperclip/document\\_files/document\\_files/427/original/effective\\_complaint\\_handling.pdf?1349121913](http://www.ombudsman.parliament.nz/system/paperclip/document_files/document_files/427/original/effective_complaint_handling.pdf?1349121913), *Ombudsman Guide: Effective Complaint Handling*, p.3, visited 24.05.2014.

In democracies citizens have a right to complain and officers are accountable for their decisions and actions. All Government departments should be required to have a Complaints Management System in their organizational tree by government.

While ombudsman is there to resolve citizens' complaints, it has also an important role to assist government departments to improve the quality of their decisions and to handle complaints effectively. Ultimately, this system enables entire state departments to provide a better public service and empower the relations of citizen and state.

Along with other activities related to exercising parliamentary supervision of the human rights implementation, Ombudsman identifies gaps in the national legislation or inconsistencies between the existing legislation and international human rights standards, and makes relevant proposals for their improvement. With a view to study the experience of different countries in the area of protection and promotion of human rights, Ombudsman takes steps to develop international cooperation with organizations and institutions within the UN and the OSCE, as well as maintains regular contacts with Ombudsman Institutions in various countries, international Ombudsman organizations, and various human rights organizations.<sup>33</sup>

The constitutional and legal provisions relating to the appointment of the Ombudsman do not guarantee fully the independence of the office, whose institutional governance arrangements are no different from those of the government bureaucracy. Its staff is governed by the general public service laws, and its finances are controlled by the government through the ministry of finance, an arrangement that undermines the autonomy of the office.<sup>34</sup>

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<sup>33</sup> The Official Website Of The Parliamentary Ombudsman Of Uzbekistan, [Http://Ombudsman.Uz/Ombudsman-Powers-And-Authorities](http://Ombudsman.Uz/Ombudsman-Powers-And-Authorities), *Ombudsman Powers and Authorities*, visited 04.04.2014.

<sup>34</sup> KAPA, Motlamente Anthony, *Promoting The Effectiveness Of Democracy Protection Institutions In Southern Africa*, EISA Research Report No.39, Johannesburg, 2009, p.34.

## CHAPTER 4

### OMBUDSMAN

The modern use of the term began in Sweden, with the Swedish Parliamentary Ombudsman instituted by the Instrument of Government of 1809, to safeguard the rights of citizens by establishing a supervisory agency independent of the executive branch. The predecessor of the Swedish Parliamentary Ombudsman was the Office of Supreme Ombudsman, which was established by the Swedish King, Charles XII, in 1713. Charles XII was in exile in Turkey and needed a representative in Sweden to ensure that judges and civil servants acted in accordance with the laws and with their duties. If they did not do so, the Supreme Ombudsman had the right to prosecute them for negligence. In 1719 the Swedish Office of Supreme Ombudsman became the Chancellor of Justice.<sup>35</sup>

Another precursor to the ombudsman was the Turkish Diwan-al-Mazalim which appears to go back to the second Caliph, Umar (634–644) and the concept of Qadi al-Qadat.<sup>36</sup>

However, "man" word in this compound words is also used as "Ombudsperson" or only "ombudsman" instead of "ombudsman" in order to avoid misinterpretation of the word women.<sup>37</sup>

Concentration of bureaucracy decontaminated personalization from the relationship between the administration and the administrated and carried its abstract nature to a further level. Both ombudsman and the administration of public relations seek methods to remedy or to ease this situation. The existence of an institution of this nature is a type protection for citizens by not leaving citizens alone against the state. It reduces the tension between the administration and the individual.<sup>38</sup>

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<sup>35</sup> The Official Website Of The Swedish Parliamentary Ombudsmen, <http://www.jo.se/en/about-jo/history>, visited 04.04.2014.

<sup>36</sup> PICKLE, Victor, *Islamic Roots Of Ombudsman Systems*, Ombudsman Journal, vol.6, 1987, p.101.

<sup>37</sup> KÜÇÜKÖZYİĞİT H. Galip, *Bağımsız Bir Kamusal Denetim Organı: Ombudsman*, [http://www.turkhukuk sitesi.com/makale\\_100.htm](http://www.turkhukuk sitesi.com/makale_100.htm), visited 04.04.2014.

<sup>38</sup> ÖRNEK, Acar, *Kamu Yönetimi*, Meram Yayım Dağıtım, İstanbul, 1991, p. 47.

The fact of “public opinion” has a central location in democratic societies. Individuals have the legitimate right to express their thoughts on all matters concerning the society.<sup>39</sup>

#### **4.1. Ombudsman in Turkiye**

Ombudsman Institution has been established to monitor the actions and activities of executive organ on behalf of the Grand National Assembly of Turkey. Ombudsman Institution has been established with the adoption of the Act numbered 6328 and dated 14.06.2012. Ombudsman Institution has been established in Ankara and linked to the Office of the Speaker of the Grand National Assembly of Turkey. The purpose of the Institution is to establish an independent and efficient complaint mechanism regarding the delivery of public services and analyse, research and make recommendations about the conformity of all kinds of actions, acts, attitudes and behaviours of the administration with law and fairness. Natural and legal persons including foreign national can make applications to the Ombudsman Institution.<sup>40</sup>

In Turkish public administration, there are two main causes of formalism. The first one of those, in the Turkish public administration, the assumptions that citizens as a rule will make mistakes, commit crime and disobey the state are accepted. Therefore, citizens are audited by making rules as many as possible. It is assumed that if a citizen fails to fulfill a task/responsibility against the state, he will be getting caught in one of the stages. The second reason for the formalism is that upper-level employees excessively dominate subordinates and wish to keep subordinates under control.<sup>41</sup>

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<sup>39</sup> WALDAHL, Ragnar: (Translator. Süleyman İrvan ), *Siyasal Tutumlar Ve Kamuoyu*, İletişim, vol.1-2, 1994, p.57.

<sup>40</sup> The Official Website Of He Grand National Assembly Of Turkey, [http://global.tbmm.gov.tr/index.php/en/yd/haber\\_detay/79](http://global.tbmm.gov.tr/index.php/en/yd/haber_detay/79), visited 24.04.2014.

<sup>41</sup> KARATEPE, Şükrü, Ibid, p.168.

Corruption is misusing of the public authority in order to ensure personal interests.<sup>42</sup> The concept of corruption is used to define for the all attitudes and behaviors contrary to the rules of moral, honesty and ethics such as bribery, embezzlement, extortion, ignorance of official duties, misuse of social or political influence.<sup>43</sup>

As a result of of inadequate supply of services, overly prescriptive and centralized management, excessive number of prohibitions, policies overly based on the official ideology, bribery and corruption have increased in our public administration.<sup>44</sup>

Especially, people with bad intentions are encouraged by not punishing corrupt officials and letting those live in comfort.

Audit for public administration is a must due to its nature and its impact on the daily life of the community.<sup>45</sup>

Various methods are used in the auditing of public administration. Audit over public administration can be done by organizations outside of administration as well as by managerial institutions. Inspections carried out by administrative organizations named as the "administrative audit." If it is made by the legislature entities, it is named as the "political audit." When it is held by judicial institutions, it is named as "Judicial Audit." It is named as "Public Audit," if it is conducted by the parties consisting of the public.<sup>46</sup>

Supervision is considered as one of the main functions of the ombudsman. Individuals may be victims of abuse of power or bureaucracy. Not meeting quality standards expected from a good management mobilizes Ombudsman. If smells of bias, neglect, ignorance, bad faith, arbitrariness, postponement comes from the work of administrative authorities, process of research and review begins. This may be as

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<sup>42</sup> KORKMAZ, Esfender and others, *Türkiye'de Yolsuzluğun Sosyo Ekonomik Nedenleri- Ve Çözüm Önerileri, From Corruption And Economic Development, Helping Countries Combat Corruption*, The Role Of World Bank, 1998.

<sup>43</sup> ÇULPAN, Refik, *Global Business Alliances*. Westport, CT, Quorum Books, 2002, p.34.

<sup>44</sup> DİNÇER, Örner, *Ibid*, p. 295.

<sup>45</sup> BALTA, Tahsin Bekir, *İdare Hukukuna Giriş*, TODAİE Yayını, Ankara, 1970, p.207.

<sup>46</sup> GÖZÜBÜYÜK, A. Şeref, *Kamu Yönetimi Hukuku*, Turhan Kitabevi Yayını, Ankara, 1996, p.315.

spontaneous, may be on a complaint.<sup>47</sup>

The Ombudsman's office will be responsible for examining and investigating all manners of administrative acts, actions, attitudes and behaviors in terms of respect for human rights and freedoms, conformity with law and fairness and appropriateness within the framework of the character of the Republic of Turkey as enshrined in its constitution. Turkish parliament passed a bill to start Turkey's first ombudsman system which excludes the military's actions from ombudsman's oversight.<sup>48</sup>

There are a lot of discussion on the independence and impartiality of Turkish ombudsman as well. The problem is about the first ombudsman. He is not a member of any political party so he meets the formal requirement. The law on public auditing is stating that the public auditor must to act "in accordance with impartiality while performing his duties". Turkish ombudsman's son works at Turkish Airlines (THY) that is an public enterprise. Could the Ombudsman remain impartial if he has to deal with a complaint against THY?

The international organization Human Rights Watch (HRW) had criticised the appointment of Mehmet Nihat Ömeroğlu as Turkey's first ombudsman, calling on the government to reconsider the appointment if it "is serious about creating an ombudsman institution that champions citizens' rights."<sup>49</sup>

#### **4.2. Importance of introducing Ombudsman system to the public (Public spots on TV's on prime time)**

Being aware of the concept of ombudsman and having easy access for citizens are important as much as the presence of ombudsman. Public spots publishing and broadcasting are not enough or are not being used effectively. Advertisement of Ombudsman on national TV channels is not sufficient that makes

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<sup>47</sup> AKINCI, Müslüm, *Bağımsız İdari Otoriteler Ve Ombudsman*, Beta Basım Yayım Dağıtım A.Ş. Publication, Istanbul, 1999, pp.286-287.

<sup>48</sup> The Official Website Of Chp Eu Representation – Brussels, *Ombudsmanship*, <http://chpbrussels.org/2012/12/10/ombudsmanship/>, visited 24.04.2014.

<sup>49</sup> Today's Zaman Web Site, *Much Work To Be Done To Improve Human Rights In Turkey*, <http://www.todayszaman.com/news-300748-.html>, December 10, 2012, visited 24.04.2014.

citizens immediately remember Ombudsman as an resolution institution and opens a gap to feel as helpless, marginalized or victimized by the wrong behaviors of officers. Citizens should not be allowed to enter illegal activities in order have revenge against the state even they are angry with or disappointed by the state. Public spots giving information about ombudsman should be broadcasted during prime time hours so that people become aware of ombudsman and learn how to apply.

The media, especially TV and radio are the main sources of information that the citizens find out about the ombudsman, though internet and hotline are the common ways of finding out about how to complain.

#### **4.3. Easy and widespread complaint system**

It can sometimes be useful to have someone independent to step into the middle of a dispute and have a look at a problem. An external review of a complaint can help to either uphold an agency's actions as correct or resolve the problem – and allows the person making the complaint to feel that they have been heard. The Ombudsman acts impartially to consider complaints from members of the public about the administrative conduct of state sector agencies.<sup>50</sup>

The complaints system should have clear procedures for both officers and citizens to follow and should be accessible with advice available to applicants about the complaints system and how to access it. It should allow for resolution at the lowest level possible, including the ability for the senior officers to resolve complaints where appropriate. The system should provide for referral of a complaint to citizens, and an ability for a citizen not previously involved in the matter.

#### **4.4. Quick and fair judgment**

BIMER is a good example for the beginning, but people are contended with administration's written response for their written brief complaint. BIMER performs just like a mail agency. It forwards the written complaints or informative applications

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<sup>50</sup> The Official Website Of The Parliamentary Ombudsman Of New Zealand, [http://www.ombudsman.parliament.nz/system/paperclip/document\\_files/document\\_files/427/original/effective\\_complaint\\_handling.pdf?1349121913](http://www.ombudsman.parliament.nz/system/paperclip/document_files/document_files/427/original/effective_complaint_handling.pdf?1349121913), *Ombudsman Guide: Effective Complaint Handling*, p.18, visited 24.05.2014.

to the regarding institutions and administrations' written responses to citizens. Unless the subject of complaint has a serious crime or statement administration doesn't ask additional evidence.

Especially in Sirnak, participants from all regions have the same opinion that the judicial system, administrative and criminal justice system will not be a solution to wrong attitudes and behaviors of officers. So many participants we interviewed paid attention to the length of the process and the way court handles the case during the trial about officers killed people who in GEZI protests that it is pointless to mention insults and delays in governmental offices.

The institution of Ombudsman will serve to the bond of nationality as it produces quick and fair solution.

#### **4.5. Open announcements**

In particular, openly announcing information about the status of issues subject to investigation will prevent citizens helplessness feelings against judicial system and public authority. It will also prevent the 3rd parties using the negative behavior of civil servants as an element of propaganda.

Fast and fair examination of officers' wrong behaviors by ombudsman and open announcement of the result of the investigation will cause other officers think about their own attitudes and correct wrong ones.

There is a responsibility on municipalities to develop the capacity of local communities to understand and participate in the governing process as a partner. This envisages greater participation than the casting of a vote every five years at election time.<sup>51</sup>

Firstly, he finds that highlighting particular cases will contribute to the effectiveness of his work, which can be seen as one of the foundations of his authority. Secondly, he finds it essential to inform the public about an institution to which they can apply to make complaints about public administration. Thirdly, he finds it very important to inform the community widely about the criteria and

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<sup>51</sup> BARICHIEVY, K. PIPER, L. and PARKER, B, *Assessing "Participatory Governance" In Local Government: A Case-Study Of Two South African Cities*, Politeia, 2005, vol.24, p.4.



standards that the Ombudsman will use when putting government actions to the test, so that an improved awareness about these criteria and standards will contribute to embetterment of the governance quality.<sup>52</sup>

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<sup>52</sup> *The Official website of Netherlands Antilles Parliamentary Ombudsman WIEL, Frederik P., Ombudsman Of Curaçao,*  
[http://www.iidh.ed.cr/comunidades/ombudsnet/docs/docsomb\\_pac/the%20ombudsman%20of%20curacao.doc](http://www.iidh.ed.cr/comunidades/ombudsnet/docs/docsomb_pac/the%20ombudsman%20of%20curacao.doc), visited 24.05.2014.

## CONCLUSION

The concept of has public relations been introduced to our language from English sources.<sup>53</sup> When we analyze the concept, it is understood that it represents a management function consisting of public" and "relationships." If we are to explain the concepts one by one, the word of public in Turkish refers to, according to the Dictionary of Turkish Language Institution, all people within a nation, living in the same country and all people who are bound together by common interests. The "relationship" is defined as connections and interests between two entities.<sup>54</sup>

Acts contrary to honesty and ethics such as bribery, embezzlement and abuse of office power in the public bureaucracy dramatically reduce the respect that people feel for the administration. Ombudsman is quite useful in suppressing "Bureaucratic corruption" syndrome. In judicial and hierarchical audit, auditors, to a great extent, focus on whether works are according to the rules and regulations. Unfortunately, an assessment on "efficiency" and "effectiveness" is not made.

As a result, the person responsible for large losses given to the public cannot be found. At this point, Ombudsman, makes democratic contributions to country in the direction of "clean society" clean "politics" by presenting his reports about ministries, affiliated institutions, and local governmental offices to the Parliament with his broad authority to audit over public bureaucracy.<sup>55</sup>

The power of people in public service compared to those they serve is behind the idea that "public service is a public trust" and explains why so many governmental and professional codes impose special obligations public servants who, as temporary stewards, exercise public power and authority. Their position is neither theirs to own, nor is it theirs to keep.<sup>56</sup>

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<sup>53</sup> ÖZDÖNMEZ, Metin, AKSEN, Aytuğ and EKİZOĞLU, Abdi, *Halkla İlişkiler*, AB Ofset Basın Yayın Matbaacılık ve Ambalaj Sanayii Publication, Istanbul, 1999, p.3.

<sup>54</sup> BUDAK, Gönül Ve BUDAK, Gülay: *Halkla İlişkiler Davranışsal Bir Yaklaşım*, Izmir,1998, p.9.

<sup>55</sup> AKINCI, Müslüm: *Bağımsız İdari Otoriteler Ve Ombudsman*, From GAMMELTOF, Hansen-Hans : *The Danish Ombudsman, An Institution With Far Reaching Consequences*, DJQF Publishing, Copenhagen, 1994, p.293.

<sup>56</sup> CAROL W. Lewis, *Ethical Norms In Public Service*, Paper Prepared For The World Bank, 2004, p.6.

The policy of citizen-centered ombudsman is iterative and requires an ongoing commitment; a desire to measure service quality; to constantly look for opportunities to determine the degree to which the maladministration is common; and a willingness to implement the lessons learned from the various complaint assessment. Said differently, citizen-centered ombudsman can be costly and may require a cultural shift against government. But this approach can decrease the identified gaps between government service personnel and citizens. And this can increase the quality of government services; increase the impact of those services; and increase citizenship loyalty to government.

Citizens frequently do not distinguish between different branches of government. People's trust in government and public administration is of a general character. A high level of trust in one institution tends to extend to other institutions.<sup>57</sup>

One of the main problem have to be argued that one of the unanticipated consequences of announcing an ethics code is increasing public cynicism. The disappointment in an ethics code is inevitable and must be taken into account when designing ethics programs.<sup>58</sup>

Whether or not you call it "ombudsman", a constitutional institution, applying non-judicial rules of procedure, with the ability to judge administrative actions not only by codified law but by equity as well, seems essential for democratic states.<sup>59</sup>

For eliminating loosen of bond with citizen and government, officer ethics and administrative system against maladministrations should be well organized and applied. Visual offices and namely big positions are not serving for solution. There should be a real ombudsman office in centre and a branch for each and every district of country from city to town. Refusing the complaints of citizens for the sake of officer solidarity will upgrade the problems level. Preventing such prospective problems is the duty of today's administrators and academicians as well that's why

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<sup>57</sup> CHRISTENSEN, T. and LAEGREID, P., *Trust in government the significance of attitudes towards democracy, The public sector and public sector reforms*, Stein Rokkan Centre For Social Studies Working Paper 7, Norway, 2003, p.14.

<sup>58</sup> MENZEL, Donald, *Ethics Complaint Making And Trustworthy Government*, Council Of State Governments, Lexington, Kentucky, Public Integrity Annual, 1996, pp.73-82.

<sup>59</sup> MAUERER, Michael, *Ibid.*, p.7.

pushing governments to settle a real ombudsman system to handle the problem at initial stage should be underlined and supported.

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## APPENDICES

### Appendix -1 Questionare Cover Letter

## THE QUESTIONARE OF EFFECTS OF OFFICERS' BEHAVIORS ON CITIZENS

### INSTRUCTIONS

- I. This questionare aims to find out the effects of officers' behaviors on citizens.
- II. This is not a complaintment. Kindly just put a tick or cross in the boxes and do not write any of officer, department or political party name.
- III. No list or other type of records will be held. No ID should be provided or shown.
- IV. The participants would never be disclosed.
- V. The result of survey would not be announced.
- VI. People who younger than 18 are not allowed to participate.
- VII. No marking or grading will be made on the papers by surveyor.
- VIII. Only one answer should be given until there is another explanation in the question.

## **Appendix -2 Questionare**

### **THE QUESTIONARE OF EFFECTS OF OFFICERS' BEHAVIORS ON CITIZENS**

1. Your age
  - a. Below 20
  - b. Between 20-29
  - c. Between 30-39
  - d. Between 40-49
  - e. Between 50-59
  - f. 60 and above
  
2. Your gender
  - a. Male
  - b. Female
  
3. Marital Status
  - a. Married
  - b. Single
  - c. Divorced
  
4. Education
  - a. Illiterate
  - b. Literate
  - c. Primary school
  - d. Secondary school
  - e. High school
  - f. College
  - g. Graduate
  - h. Postgraduate
  - i. PhD

5. Profession sector
  - a. Private
  - b. Government service
  - c. Unemployment
  
6. Profession
  - a. Farmer
  - b. Worker
  - c. Officer
  - d. Retired
  - e. House wife
  - f. Irregular self-worker
  - g. Businessman / Industrialist
  - h. Student
  - i. Working abroad
  - j. Unemployment
  
7. Monthly income
  - a. Below 750 TL
  - b. Between 750 TL - 1499 TL
  - c. Between 1500 TL - 2999 TL
  - d. Between 3000 TL - 4499 TL
  - e. 4500 TL and above
  
8. What is the meaning of “citizenship”?
  - a. Official ID card
  - b. My country / land / state
  - c. A juridical term
  - d. People who live together
  
9. What does “government” mean for you?
  - a. Public services
  - b. Protection
  - c. A strong structure
  - d. Authority and punishment

10. How do you explain word of “officer”?
  - a. Government servants
  - b. Cold faced and harsh people
  - c. Policeman or soldier
  - d. A prestigious job
  
11. Have you had any misconduct of any of government officer against you since today?
  - a. No
  - b. Once or twice
  - c. Several times
  - d. Always
  
12. What do you do when you face with bad behaviors of officers?
  - a. To complaint verbally to senior officer
  - b. Nothing but keep silence
  - c. To object such behavior and argue with the officer
  - d. To write a complaint letter to general directorate
  
13. Why do you do so? Because...
  - a. Senior officers do what is necessary
  - b. Nothing is possible, there professional solidarity
  - c. To defense own write personally
  - d. Local seniors protect the officers but central government punish guilty
  
14. Where do you appeal for unacceptable behaviors of officers?
  - a. ....
  - b. ....
  - c. ....
  - d. ....
  - e. ....
  - f. ....

15. Have you ever give a complaint against an officer?
- Yes, but nothing happened
  - Yes, an investigation started for officer
  - No
  - No, because it is wasting time
  - No, I don't want trouble with government
16. How did you feel when you faced a misconduct of a government officer?  
(One or more options may be selected)
- Offended
  - Helpless
  - Angry
  - Revenge
  - Isolated
  - Discrepancy
  - Hostility against government
17. What do you want to have when you face with bad behaviors of officers?
- Civic and fair justice system
  - Being a member of an association
  - Privatization of public services
  - Widespread e-Government services
18. If there is an opportunity to change your citizenship to a developed country, do you leave yours?  
( Please consider as no returning option is provided)
- Never
  - Certainly

19. Which officer do you deal with?

(Most will be first)

- a. Armed forces
- b. Health officers
- c. Religious officials
- d. Teachers
- e. Police officers
- f. PTT officers
- g. Tax collectors
- h. Municipal officers
- i. (Other).....

20. What is the gradation of “respectful officer” in your mind?

- a. Armed forces
- b. Health officers
- c. Religious officials
- d. Teachers
- e. Police officers
- f. PTT officers
- g. Tax collectors
- h. Municipal officers
- i. (Other).....

21. What is the gradation of “harsh officer” in your mind?

- a. Armed forces
- b. Health officers
- c. Religious officials
- d. Teachers
- e. Police officers
- f. PTT officers
- g. Tax collectors
- h. Municipal officers
- i. (Other).....

22. What is the gradation of “trustworthy officer” in your mind?
- a. Armed forces
  - b. Health officers
  - c. Religious officials
  - d. Teachers
  - e. Police officers
  - f. PTT officers
  - g. Tax collectors
  - h. Municipal officers
  - i. (Other).....
23. Have you had warm welcoming by a government officer since today?
- a. No
  - b. This is a dream
  - c. Yes
  - d. Always
24. How did you feel when you had good approach from officers?
- a. Appreciation
  - b. His/her duty is to do so
  - c. Loyalty to the state
  - d. Achievement of government
25. How could the officers’ behaviors become polite and fair?
- a. Performance supporting
  - b. Easy, civic and fair administrative judgment system
  - c. Consistent in-service education
  - d. Higher salary



26. What is your opinion about officers' misconducts, why they behave harsh to the people?
- a. Low salary
  - b. Over self-confidence of being officer
  - c. Inadequate education
  - d. Intensive work conditions
  - e. Living closed officer dominated society
  - f. Regional, ethnic or political chauvinism
27. If there is an easy, civic and fair judgment system do officers change?
- a. I don't believe
  - b. Yes
  - c. Government refrains from this
  - d. Partially works
28. Did you want to become an officer?
- a. Yes
  - b. No
  - b. No idea
29. If you were an officer what would have been your priority?
- a. Serious and hard worker
  - b. Fair and honest
  - c. Respectful to citizens
  - d. Representing state
  - e. Applying laws
  - f. Helpful to citizens
  - g. (Other).....

30. What is the gradation of “well facilitated government department for citizens’ comfort” in your mind?

- a. Education Department
- b. Police Department
- c. Social Security Department
- d. Land Registrar Department
- e. Armed Forces
- f. Religious Affairs Department
- g. Mosque
- h. Hospital
- i. District Cottage Hospital
- j. Municipality
- k. Mayor Office
- l. Tax Office
- m. Internal Affairs
- n. Post Office