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THESIS

A QUALITATIVE ANALYSIS OF THE TURKISH  
GENDARMERIE ASSIGNMENT PROCESS

by

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March 2005

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A QUALITATIVE ANALYSIS OF THE TURKISH GENDARMERIE  
ASSIGNMENT PROCESS

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## ABSTRACT

The Turkish General Command of the Gendarmerie, as a paramilitary police force, provides public security and order for people throughout 81 provinces and 902 districts. The Gendarmerie performs security and public order services in 92% of Turkey geographically and for 41% of the total population. Approximately 27 million people live in Gendarmerie jurisdiction areas; this number increases to 43 million (65% of the population) in the summer months.

This study is an organizational analysis of the current assignment process of the Turkish General Command of the Gendarmerie. The analysis recommends long-term and short-term policy changes and implementation methodologies to the assignment process while taking into consideration such a geographically diverse region and often difficult assignment choices for individuals.

In addition to the law-enforcement-related operations, the Gendarmerie is tasked to carry out various other types of operations, such as border security, antiterrorism, and peacekeeping. The Gendarmerie Organization, Duty, and Jurisdiction Law classifies these duties under four categories: administrative, judicial, military, and other duties. As a result of this job diversity, the Gendarmerie personnel perform different tasks in different unit areas. Therefore, the existence of geographically diverse billet characteristics has been an obstacle in the Gendarmerie assignment process.

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## I. INTRODUCTION

### A. BACKGROUND

The Turkish General Command of the Gendarmerie, as a paramilitary police force, provides public security and order for people throughout 81 provinces and 902 districts. The Gendarmerie performs security and public order services in 92% of Turkey geographically and for 41% of the total population. Approximately 27 million people live in Gendarmerie jurisdiction areas; this number increases to 43 million (65% of the population) in the summer months.

Besides the law-enforcement-related operations, the Gendarmerie also has to carry out various other types of operations, such as border security, antiterrorism, and peacekeeping. The Gendarmerie Organization, Duty, and Jurisdiction Law classifies these duties under four categories: administrative, judicial, military, and other duties. As a result of this job diversity, the Gendarmerie personnel perform different tasks in different unit areas. Therefore, the existence of diverse billet characteristics has been an obstacle in the Gendarmerie assignment process.

In addition, the different economic and geographical conditions among regions, especially between the eastern and western regions, have a significant influence on both the personnel's and the command's regional preferences. Married personnel especially encounter many restrictions when they are assigned to the eastern parts. The lack of an agile economic market, mostly because of geographical conditions, and existing terrorist activities have a negative effect on their social life and on job opportunities. Moreover, many border security stations,

due to their location, have no military or civilian housing. At present, the command's main preference is to provide security and protection to the citizens of these regions. Consequently, optimizing both personnel and command preferences is a big dilemma for the General Command of the Gendarmerie.

Another complex issue in the General Command's personnel policy is instability and a changing environment. Fluctuations in the terrorist activities, and a decision to transfer the Gendarmerie stations to the Police or to the Armed Forces, make it unfeasible to continue with the same personnel policy.

For the benefit of those who perform the different types of tasks in this complex job environment, this study will evaluate the Gendarmerie personnel distribution process.

Currently, the officer/billet fulfillment rate is roughly only 53%, whereas the NCO/billet and the special gendarmerie/billet fulfillment rates are 88% and 58%, respectively. Although the officer gap has been somewhat filled with reserve officers, they cannot be assigned to company-commander-level billets. Therefore, their cycling period is shorter than other services' officers.

## B. OBJECTIVES

The primary objective of this study is to analyze the current personnel assignment process of the Turkish General Command of the Gendarmerie and to suggest long-term and short-term policy changes for the utilization of the most efficient assignment process. By using the system approach, this study investigates the Gendarmerie's current personnel system and its components by focusing on the assignment process.

## C. RESEARCH QUESTIONS

### 1. Primary Research Questions

- What are the major problem areas of the current personnel assignment process?
- What would be the recommendations to make the current assignment process more efficient?

### 2. Secondary Research Questions

- What are the organizational characteristics of the General Command of the Gendarmerie?
- What policies govern the Gendarmerie personnel system and assignment process?
- Who are the major stakeholders in the assignment process?

## D. LIMITATIONS AND ASSUMPTIONS

Much of the information on the General Command of the Gendarmerie and its personnel policy was gathered from subjective interviews, limited formal documents, online resources, and briefings. Many documents and quantitative and qualitative data on the organization and its personnel policy are classified and therefore inaccessible. Thus, some parts of the qualitative data in the study include the approximate numbers only.

## E. METHODOLOGY

- Review books, thesis projects; studies; presentations and briefing notes; magazine, and newspaper articles; and CD-ROM systems and other library information resources.
- Collect data and information on the organizational structure, personnel system, distribution process, and assignment process of the General Command of the Gendarmerie from email questionnaires and phone interviews with detailers and related personnel.
- Conduct an in-depth review of the existing assignment system of the General Command of the Gendarmerie.

- Collect data on recent surveys made by the Bureau of Assignment of the General Command of the Gendarmerie.
- Conduct a detailed review of the U.S. Navy officer and enlisted assignment system.
- Evaluate the data, information, surveys, and other material collected to identify the major drawbacks of the current assignment process
- Determine alternative policies and implementations that would provide remedies in problem areas.

#### F. BENEFIT OF THE STUDY

This study will provide an outline of the current assignment process and will determine the existing problem areas. Furthermore, it will make recommendations for long-term and short-term solutions to assure the assignment of individual personnel to a billet that best utilizes their occupational skills, putting "the right person" with "the right skills" in "the right place" at "the right time". Since this study will be the first academic research paper on the subject, it serves as a base study for the future study of the assignment process of the General Command of the Gendarmerie.

#### G. ORGANIZATION OF THE THESIS

Chapter II gives an in-depth overview of the General Command of the Gendarmerie. To provide a better understanding of the internal and external environments, the chapter also outlines the history of the General Command, its organizational structure, and its organizational responsibilities.

Chapter III includes a detailed description of the General Command of the Gendarmerie's personnel policy. Moreover, it outlines the personnel system structure using the system approach. To show how any output of the system becomes input for others, and vice versa, the

various components of the Gendarmerie personnel system and the major stakeholders in the assignment process are also identified in this chapter.

Since the focus area of this study is the assignment process, chapter IV will thoroughly describe the assignment process.

Problem areas in the assignment process are determined in Chapter V.

Finally, Chapter VI suggests alternative policies and implementations that would affect a more efficient assignment process.

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## II. OVERVIEW/HISTORY OF THE GENERAL COMMAND OF THE GENDARMERIE

### A. HISTORY

The Republic of Turkey Gendarmerie is a paramilitary security and law enforcement force.<sup>1</sup> Although the General Command of the Gendarmerie is subordinate to the General Staff of the Turkish Armed Forces in terms of education, training, recruiting, and military duties, the Gendarmerie force is responsible to the Ministry of Interior on issues concerning the provision of public safety and order. The Ministry of Interior also governs the budget and equipment.<sup>2</sup>

Until the late 1800s, public safety and order was provided by paramilitary law enforcement forces, under several different names, of the Ottoman Empire (1299-1923). Historical records show that the designation "Jandarma" was first used in assignment orders in the early 1840s. Throughout the late 1800s, small police units were established and public safety was provided by both gendarmerie and police forces. However, in 1909 gendarmerie and police forces were organizationally separated under the law, "Establishing the Directorate of the Police of Istanbul".

The status of the two separate law enforcement forces has continued even after the proclamation of the Republic of Turkey on 29 October 1923. After 1923, presented on the official website of the Gendarmerie,

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1 Grand National Assembly of Turkey, (1983), The gendarmerie organization, duty and jurisdiction law, Article 1, Section 1, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>

2 Grand National Assembly of Turkey (1983), The gendarmerie organization, duty and jurisdiction law, Article 2, Section 4. Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>

(<http://www.jandarman.tsk.mil.tr/ing/genel/tarihce.htm>), the chronological development of the Gendarmerie is as follows:

- On 10 June 1930, the Gendarmerie obtained its current legislative status by its acknowledgment of the Gendarmerie Law (Law No: 1706).
- In 1935, principles of training and educating Gendarmerie officers in the Army Academy were initiated.
- In 1937, Regulation of the Gendarmerie's Organization and Duties was acknowledged.
- In 1939, the Gendarmerie Organization was rearranged by dividing it into three groups: Stationary Gendarmerie Units, Mobile Gendarmerie (Border Security Units) Units, and Gendarmerie Training Units and Schools.
- In 1949, Gendarmerie units had taken charge of law enforcement in highly populated cities; however they were abolished in 1960.
- In 1956, the General Command of the Gendarmerie was made responsible for border security, for protecting territorial waters, and for preventing border smuggling. Thus, the main responsibility was taken from the Ministry of Customs and given to the Ministry of Interior to which the Gendarmerie is subordinate.
- In 1957, the Gendarmerie Border Units were rearranged at the brigade level and in the same year the Gendarmerie Training Brigades were established.
- In 1966-1967, Gendarmerie Regional Commands, which have various numbers of Provincial Gendarmerie Commands under their command, were founded.
- In 1968, the first gendarmerie aviation unit, the Helicopter Company Command, was founded in Diyarbakir.
- In 1974, Gendarmerie Commando and the Gendarmerie Aviation Units joined in the Cyprus Peacekeeping Operation and achieved great success.

- In 1982, Law No: 2692 gave responsibility for protecting territorial waters to the Coast Guard Command.
- In 1983, Law No: 2803 acknowledged the Gendarmerie Organization, Duty, and Jurisdiction.
- In 1988, Law No: 3497 gave responsibility for protecting land borders to the Army. However, the Gendarmerie Border Units remain in charge of protecting some parts of the Iranian and Syrian borders and the entire Iraqi border.<sup>3</sup>

#### B. ORGANIZATIONAL STRUCTURE

Because the Gendarmerie has very diverse regions of operation, it is helpful to describe main units in terms of their job specifications. The Gendarmerie is composed of seven main units that can best be identified and discussed according to their duty areas: the Headquarters, Border Security Units, the Gendarmerie Schools, the Gendarmerie Training Units, Internal Security Units, Aviation Units, and Administrative and Logistic Support Units as illustrated in Figure 1.

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<sup>3</sup> Organizational structure (2004, April). Retrieved December 24, 2004, from <http://www.jandarma.tsk.mil.tr/ing/genel/organizasyon.htm>

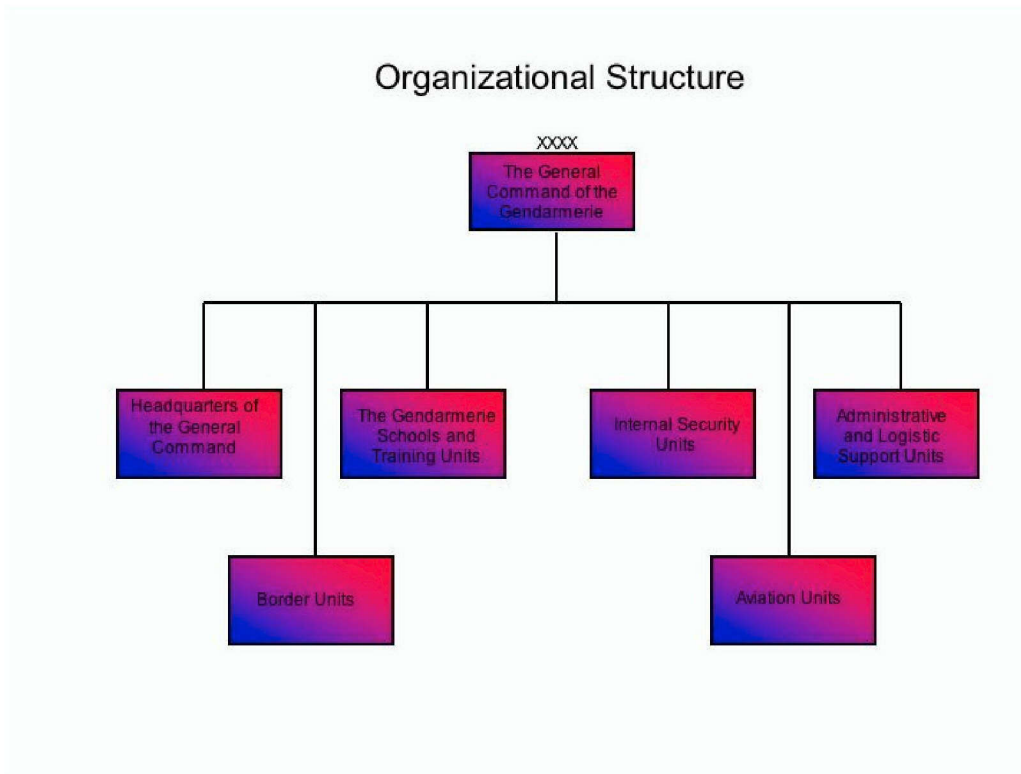


Figure 1. Organizational Structure of the General Command of the Gendarmerie

1. The Headquarters of the General Command of the Gendarmerie

The General Command of the Gendarmerie Headquarters is responsible for all the major planning and for the administrative and executive departments. Future projections, long-term policies, and principles are determined and proposed by this part of the organization. Since the four components of the entire manpower system—Requirement Determination, Programming and Budgeting, Personnel Planning, and Personnel Distribution—are executed by the command headquarters, understanding its organizational structure is vitally important.

The Gendarmerie Headquarters is composed of seven departments: Finance, Operations, Intelligence, Personnel, Logistic, Information Technologies and Telecommunication, and General Plans and Principles.

The Department of Operations, the Department General Plans and Principles, and the two units of the Personnel Department—the Bureau of Personnel Planning and the Bureau of Assignment—are the key actors in the assignment process.

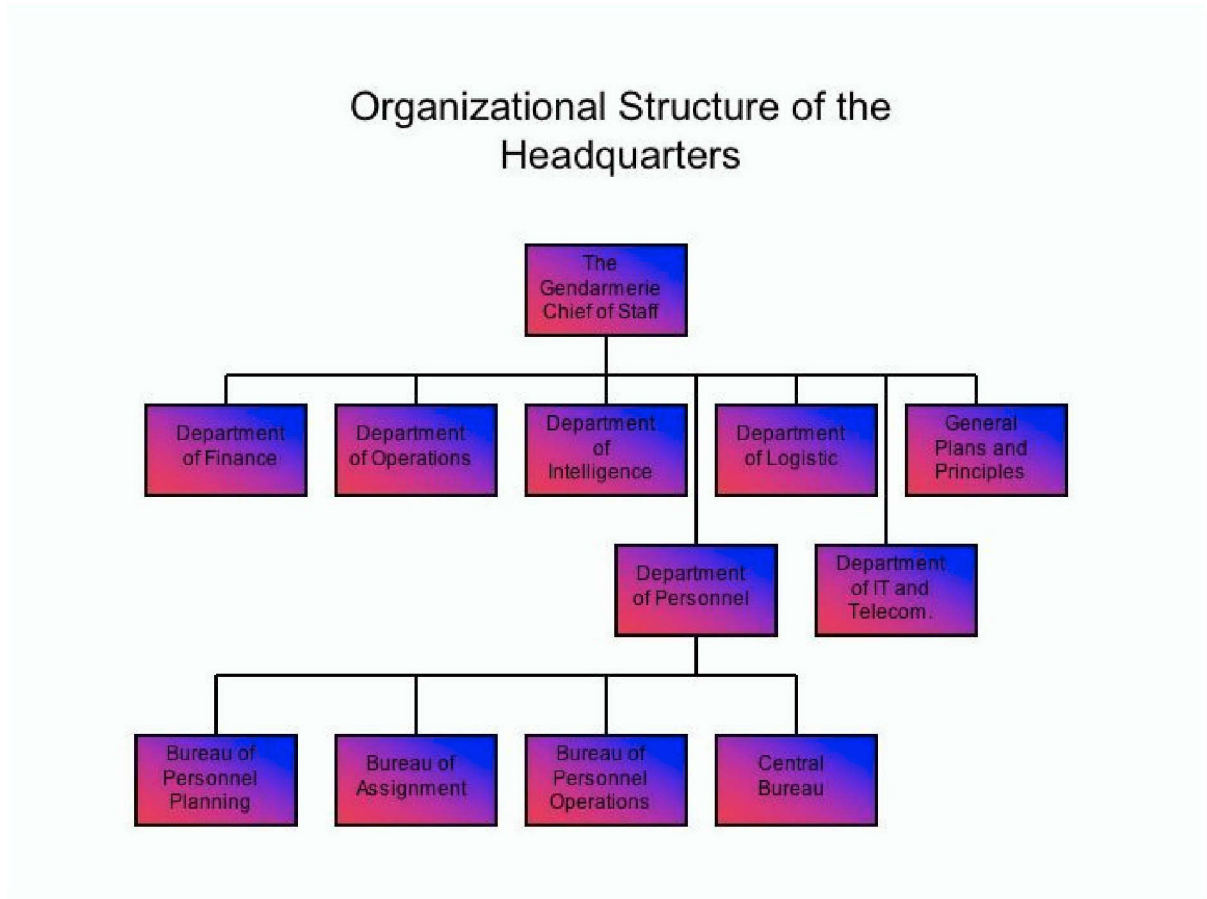


Figure 2. Organizational Structure of the Gendarmerie General Command Headquarters

## 2. Border Units

Gendarmerie Border Units, consisting of two separate border divisions, protect Turkey's entire Iraqi border and part of its Syrian border. Border posts, which are the size of a company, protect Turkey's borders against smuggling and illegal entrances. Because of the authority vacuum in Iraq, they also play an important role in preventing terrorist infiltrations from northern Iraq and in providing protection from terrorist activities in the region. Since the geographical nature of the Iraq border

is very suitable for hiding and for illegal border trespassing, terrorists and illegal immigrants particularly prefer this area. According to 2004 statistics, 19,471 people were arrested in 2,635 intrusion cases.<sup>4</sup>

An important point in the issue is that in 1988 the Turkish Law of Land Borders Security and Protection temporarily assigned border protection to the Gendarmerie. According to the law, the army has the main responsibility of protecting the land borders. However, the Army is not yet fully capable of taking over that task, and thus, the Gendarmerie will provide border protection in the area.<sup>5</sup>

### 3. Gendarmerie Schools

The Gendarmerie Schools, which are commanded by a two-star major general, provide education and training for officers, NCOs, and specialist gendarmeries. After graduation from the Army Academy, gendarmerie officers attend an Officer Orientation Program at the Gendarmerie Schools to obtain the "knowledge," "skills," and "abilities" required for being a gendarmerie officer. Gendarmerie NCOs who are eligible for officer rank also take the same program for nine months.

In addition, NCOs take job-related courses, as well as academic courses, during their two-year college degree programs. And they attend summer boot camps to acquire basic military and job-related skills, knowledge, and abilities. Unlike NCOs, the specialist gendarmerie school period is one year.

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<sup>4</sup> *Kacakçılık olayları ve 2003 yılı istatistikî bilgileri* (2004). Retrieved December 24, 2004, from [http://www.jandarma.tsk.mil.tr/halkla\\_iliskiler/istatistik.htm](http://www.jandarma.tsk.mil.tr/halkla_iliskiler/istatistik.htm)

<sup>5</sup> Grand National Assembly of Turkey (1988), *Law of land borders security and protection* (No: 3497), Article 1, Section 5, Ankara. Retrieved on December 23, 2004, from [http://www.yargitay.gov.tr/bilgi/kanun\\_liste/PC13497.HM5.text.html](http://www.yargitay.gov.tr/bilgi/kanun_liste/PC13497.HM5.text.html)

Following their graduation, officers, NCOs, and specialist gendarmeries attend the Gendarmerie Commando School to take a commando training course, because the Gendarmerie job diversity requires that every individual be able to do the job in all possible assignments. In this process, officers, NCOs, and specialist gendarmeries are able to fulfill their assignments in commando and border units. Also, any newly recruited conscript who is to be assigned to a commando unit must complete a training period in the Gendarmerie Commando School.

#### 4. Gendarmerie Training Units

To prepare for their next scheduled assignment, newly recruited conscripts are sent to training centers for three months. Each training center is in different a location and gives a specific training course, such as border security or internal security in addition to basic military training.

The extent of the training centers is brigade, regiment, or battalion, depending on the number of trainees and the number of open billets for a specific duty, such as border security, prison security, or internal security. Since significant numbers of the conscripts are assigned to border units, the border security training centers are the largest ones.

#### 5. Internal Security Units

Internal security units comprise the most complicated section of the Gendarmerie because they have a variety of formations and duty areas. Although most of the internal security units perform law enforcement duties and have a specific chain of command, more complicated public security situations require different types of supplementary units such as Shore and Lake Control and Intervention Teams, aviation units, on search and rescue teams.

As determined by the 1983 Gendarmerie Organization, Duty, and Jurisdiction Law, the internal security units are divided into two groups according to their jurisdiction and subordination. The first group, which is excluded from the governmental authority of provinces, has no law enforcement jurisdiction and is subordinate either to regional command or directly to the chief of staff. The other group, which is included in provincial authority, is the main interest unit of the gendarmerie. The 1983 Gendarmerie Organization, Duty, and Jurisdiction Law classified the two groups as follows,

- Internal Security Units excluded from provincial authority;
  - Gendarmerie Commando Units
  - Gendarmerie Aviation Units
- Internal Security Units included in provincial authority:
  - Gendarmerie Regional Commands (brigade level),
  - Provincial Gendarmerie Commands (regimental level)
  - City Center and District Gendarmerie Commands (battalion and, company level)
  - Subdistrict Gendarmerie Commands (not very common)
  - Gendarmerie Station Commands
  - Gendarmerie Guard Units
  - Gendarmerie Security Commando Units<sup>6</sup>

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<sup>6</sup> Grand National Assembly of Turkey, (1983), *The gendarmerie organization, duty and jurisdiction law*, Article 1, Section 5, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>



The Gendarmerie Regional Commands, which are commanded by major generals, provide the command and control needs of the Provincial Gendarmerie Commands so they can perform their duties effectively and efficiently. There are thirteen Regional Commands encompassing eighty-one provinces. Each Regional Command has various Provincial Gendarmerie Commands under its control.

In each province, the principal gendarmerie commander, a colonel, advises the governor on matters of security and maintains direct charge of the district gendarmerie commands, each of which is usually headed by a captain or lieutenant. Furthermore, each provincial gendarmerie commander supports his district gendarmerie commands with professional teams (under the command of the provincial commanders), such as crime scene investigation (CSI) teams, organized crimes teams, narcotics teams, and intelligence teams.

Gendarmerie commando units, which are subordinate to regional and provincial gendarmerie commands, have executed numerous operations against terrorist activities in the southeast of Turkey. Since 1974, these elite operational forces have been assigned many peacekeeping operations. The provincial gendarmerie commander also maintains personnel and logistic issues of his district gendarmerie commands.

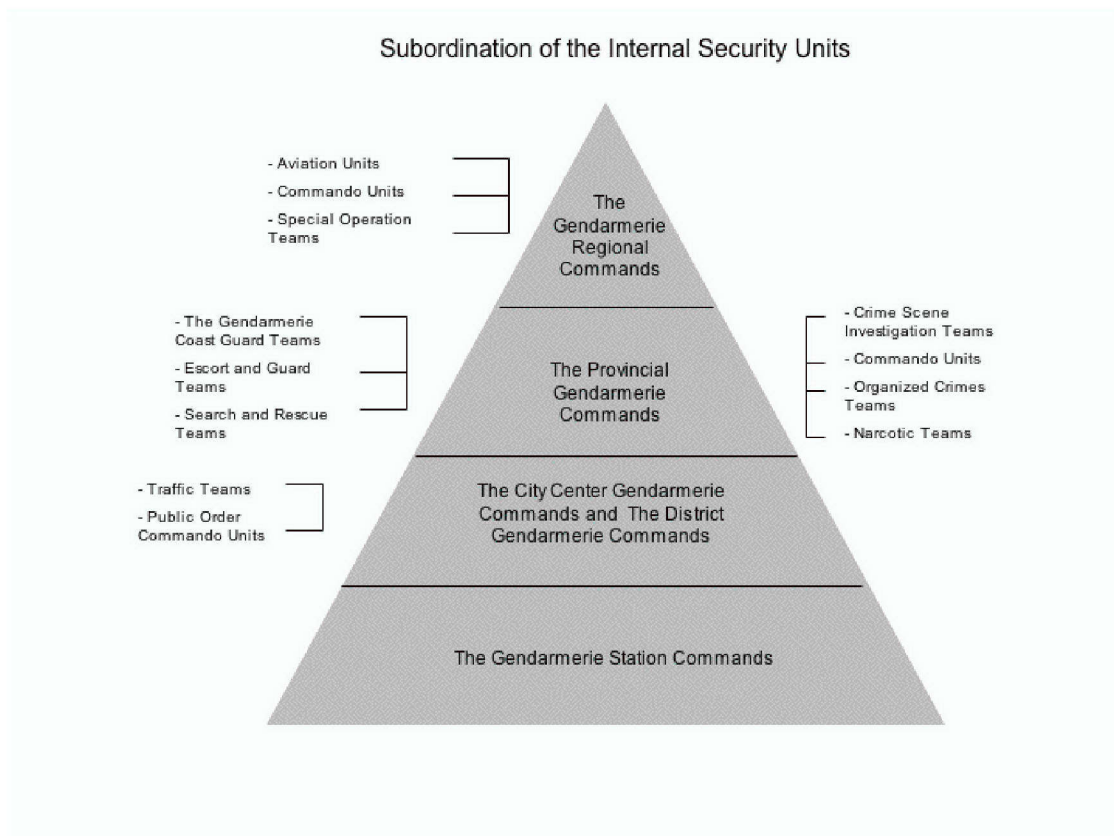


Figure 3. Subordination of Internal Security Units

Because each unique provincial gendarmerie command is located in every city, the commands are named for their provinces and district commands take their names from the districts in which they are located.

In keeping with the district's varying security requirements, various types of each gendarmerie stations are established under the each district's gendarmerie command.

#### 6. Aviation Units

The Gendarmerie Aviation Units structure consist of two gendarmerie aviation group commands, one located in Ankara and one in Diyarbakir, one helicopter squadron and one support group.

The Gendarmerie Aviation Command has various kinds of aircraft in its inventory: AB 204B, AB 205A-1, AB212, Cessna 182F, Dornier D028D, S-70A-17 Black Hawk, S-70A-28

Black Hawk, MI-17-TV1, UH-60, and UH-1. Two of the MI-17 model helicopters serve as air-hospital-facilities.<sup>7</sup>

Aviation units achieve vital tasks in the military, including search and rescue and law enforcement operations. All aircraft are capable of performing night operations, and the average flight-time within a year is 13,000-14,000 hours. Throughout those flight-times, aviation units may perform internal security operations, training exercises, search and rescue tasks, or command-control VIP transportation. In 1999, of the one of the biggest earthquakes in Turkey, aviation units performed a significant role in the evacuation and rescue operations.

Pilots and technicians are assigned to gendarmerie aviation units after completing basic training at the Army Aviation School. Within the orientation period, these newly graduated pilots and technicians must complete internal training courses on all aircraft in the inventory.

#### 7. Administrative and Logistic Support Units

The Gendarmerie Logistic Command supplies all the logistic needs of the gendarmerie units, contracting or manufacturing them in its military facilities. The gendarmerie textile factories, which are subordinate to the Gendarmerie Logistic Command, manufacture all types of uniforms for officers, NCOs, specialist gendarmeries, and conscripts. Other logistic needs are provided via contracting. All of these logistic materials and equipment are conveyed to the gendarmerie units by the gendarmerie logistic command's transportation fleet.

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<sup>7</sup> Hayles, John (1995). World Air Forces. Retrieved December 25, 2004, from <http://www.aeroflight.co.uk/waf/turk/turkaf5.htm>

### C. THE SUBORDINATION

The subordination of gendarmerie units is another complex structure because of the job diversity. As will be explained in detail at the end of the chapter, the Gendarmerie Organization, Duty and Jurisdiction Law determines the duties of the gendarmerie under four titles: administrative duties, judicial duties, military duties, and other duties.<sup>8</sup>

The Gendarmerie is a paramilitary security and law enforcement force. Although the general command of the Gendarmerie is subordinate to the general chief of staff of the Turkish Armed Forces regarding education, training, recruiting, and military duties, the Gendarmerie Force is responsible to the Ministry of Interior on issues pertaining to provision of public safety and order. Also, the Ministry of Interior governs the budget and equipment. However, the general commander of the Gendarmerie is responsible to the minister.

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<sup>8</sup> Grand National Assembly of Turkey, (1983), *The gendarmerie organization, duty and jurisdiction law*, Article 2, Section 7, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>

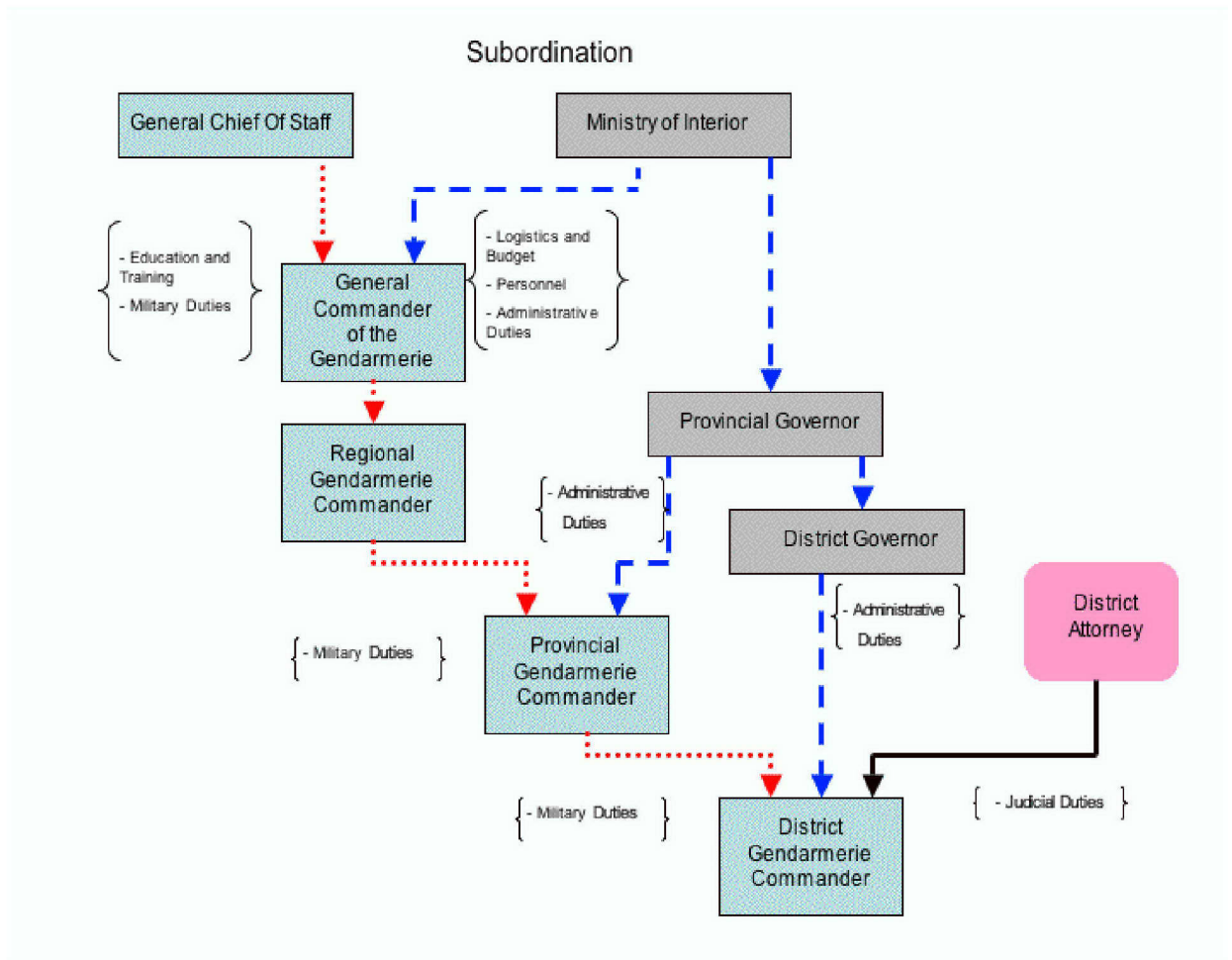


Figure 4. Subordination

In their role as the main law enforcement units, district gendarmerie commands are subordinate to district attorneys in terms of their judicial duties, but they are subordinate to their district governors in regard to administrative issues and are physically subordinate to their provincial gendarmerie commands. This multi-dependency exists, however, only for the internal security units, which comprise the main body of the Gendarmerie. Most other gendarmerie units are subordinate to their specific command chain or to regional and provincial gendarmerie commands, but they are free from administrative or judicial duties.

#### D. AREAS OF RESPONSIBILITY

In general, the duty and responsibility areas of the gendarmerie are outside the police duty zones. This means they are located in places located outside the municipal boundaries of cities and provincial towns that are police areas of responsibility.

Internal security posts are built in central locations within their responsibility area that should provide accessibility to citizens who need to visit or contact the gendarmerie. The following criteria are taken into consideration when determining the areas of responsibility for internal security posts:<sup>9</sup>

- Geographical circumstances, economical conditions, and the public service requirements of districts and villages
- Settlement conditions
- Population
- Transportation
- Social and cultural developments
- Security and law enforcement requirements

The Minister of Interior acknowledges the area of responsibility after a request from the provincial gendarmerie commander and the provincial governor's approval. However, the minister of interior acknowledges the locations of internal security posts only after a request from the provincial governor and the approval of the general command of the gendarmerie.

The Gendarmerie has jurisdiction over 92 percent of the territory of Turkey and over 41 percent of the population. Although the Gendarmerie has geographically very large areas of responsibility, the national police

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<sup>9</sup> Grand National Assembly of Turkey (1983), *The regulation on the gendarmerie organization, duty, and jurisdiction*, article 1 section 7. Ankara. Retrieved on December 21, 2004, from <http://www.hukuki.net/kanun/837362.35.frameset.asp>

provide security and law enforcement services to the majority of the populace.

#### E. DUTIES OF THE GENDARMERIE

The gendarmerie organization, duty, and jurisdiction law demarcates the duties of the gendarmerie under four categories: administrative, judicial, military, and other duties. The law provides very general definitions of the four categories, but further explanation is provided in "the regulation on the gendarmerie organization, duty, and jurisdiction," which clarifies the four duties by broader definitions.

As was stated early in the chapter, it is necessary to understand the duties of the gendarmerie as well as the organizational structure, at least basically, to provide a clear and accurate context to the reader.

##### 1. Administrative Duties

The administrative duties of the gendarmerie are: to maintain public security and order, to discourage and investigate smuggling, to take necessary precautions against criminal activity, and to guard the bounds and gates of prisons and detention houses.<sup>10</sup>

Additionally, the "regulation on the gendarmerie organization, duty, and jurisdiction" signifies these duties as those of the gendarmerie:

- Protect the life, decency, and property of citizens.
- Take necessary precautions against the commission of crimes, and maintain public order.
- Maintain order, security, and the privacy of property for both the public and individuals.

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<sup>10</sup> Grand National Assembly of Turkey (1983), *The gendarmerie organization, duty and jurisdiction law*, Article 2, Section 7. Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>

- Take necessary precautions to protect the constitutional rights.
- Prohibit all kinds of actions and behaviors that are against laws and regulations or that violate the public peace.
- Help handicapped, elderly, foreigners and unprotected children, as well as anyone else who needs help.
- Protect national borders in the area of responsibility and take precautions against smuggling.
- Guard the bounds and gates of prisons and detention houses, not their inside, and provide transportation, security, and protection to prisoners.<sup>11</sup>

## 2. Judicial Duties

The judicial duties of the gendarmerie are to perform certain actions as specified in the laws and regulations related to crime and to perform other necessary judicial services.<sup>12</sup> Although "the regulation on the gendarmerie organization, duty, and jurisdiction" clarifies the law by detailed explanations, only short definitions of the necessary parts are stated here.

The gendarmerie:

- Investigate crimes and disclose crimes and criminals, using all possible intelligence measure.
- Take immediate measures to decipher crimes and criminals, such as searching and finding evidence, taking pictures of crime scenes, and performing necessary procedures to protect evidence.

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11 Grand National Assembly of Turkey (1983), *The regulation on the gendarmerie organization, duty, and jurisdiction*, article 3 section 45. Ankara. Retrieved on December 21, 2004, from <http://www.hukuki.net/kanun/837362.35.frameset.asp>

12 Grand National Assembly of Turkey (1983), *The gendarmerie organization, duty and jurisdiction law*, Article 2, Section 7. Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/j4.htm>



- Convey suspects, evidence, and written documents to attorney generals or other authorized agencies.
- Fulfill orders that are stated in search warrants or warrants of arrest.
- Maintain security and order during trials in courts if the police are not available in the area.
- Fulfill attorney generals' orders related to judicial acts.

### 3. Military Duties

The military duties of the gendarmerie are to execute required assignments stated in military laws and regulations, and to perform duties assigned by the general chief of staff. These are mostly the basic duties that are performed by all military services; therefore, there is a need for a further definition.

### 4. Other Duties

These are duties that are assigned by laws, acts, and regulations but are excluded from administrative, judicial, and military duties.

## F. CHAPTER SUMMARY

Until 1909 during the period of the Ottoman Empire, traditionally, paramilitary police units carried out law enforcement activities. In 1909, Gendarmerie and police forces were separated officially. After 29 October 1923 the status of the two separate law enforcement forces was maintained by proclamation of the Republic of Turkey.

The modern gendarmerie is generally composed of seven main units: Headquarters, Border Security, Gendarmerie Schools, Gendarmerie Training, Internal Security, Aviation, and Administrative and Logistic Support Units. The main focus group of the General Command of the Gendarmerie may have been, however, the "Internal Security Units," since policing was and is the primary reason for the organization's existence.

A complex subordination structure resulted from the great job diversity and vice versa. But it is now obvious that the compounded diverse duties have a negative effect on personnel assignment. Therefore, the job diversity and the subordination complexity of the organization became two areas requiring further research.

### III. OVERVIEW OF THE TURKISH GENDARMERIE PERSONNEL POLICY

The Gendarmerie personnel system is based on a number of complicated activities, that operate according to related laws and regulations determine the most effective and efficient manpower structure. Like other military and government organizations, the Gendarmerie personnel system embraces many components, such as education, training, recruiting, pay and benefits, career management, distribution, and promotion. However, this chapter will examine only the more typical personnel issues, such as resources, promotion, recruiting, training, and education, to provide a better understanding of the general issues.

Laws and regulations always work as lighthouses for organizations to find their way. The major policies that determine the organizational structure and direction of the Gendarmerie personnel system are the:

- Turkish Armed Forces Personnel Law (No: 926),
- Specialist Gendarmerie Law (No: 3466),
- Specialist Corporal Law (No: 4752),
- War Academies Law (No: 1462),
- The Gendarmerie Organization, Duty, and Jurisdiction Law (No: 2803).

#### A. OVERVIEW OF THE PERSONNEL POLICY

##### 1. Common Personnel Issues

The term "personnel" includes officers, noncommissioned officers, specialist gendarmeries, specialist sergeants, sergeants, corporals, privates, and civil servants and workers in the Gendarmerie organization. But privates, sergeants, corporals, and reserve officers are conscripts under national service obligation. In addition to classification, the military

hierarchy among uniformed groups is concatenated (linked in a chain) of officers, noncommissioned officers, specialist gendarmeries, specialist sergeants, sergeants, corporals, and privates, respectively.

Minimum mandatory service periods according to the classification of the uniformed personnel are shown in Table 1.

<b>Professionals</b>	<b>Min. Srv. Per</b>	<b>Conscripts</b>	<b>Min. Srv. Per</b>
<b>Officers</b>	15 years	<b>Reserve Officers</b>	13 months
<b>NCOs</b>	15 years	<b>Short-term Sergeants and Corporals</b>	15 months
<b>Specialist Gendarmeries</b>	10 years	<b>Sergeants, Corporals, Privates</b>	6 months
<b>Specialist Sergeants</b>	2 years contracts		

Table 1. Minimum Service Obligations for the Gendarmerie Uniformed Personnel

The compensation for uniformed gendarmerie personnel is designed according to their military rank. In addition to basic pay, personnel receive incentive pay depending on their assignment situation. After retirement, as a member of the Republic of Turkey Retirement Fund, gendarmerie personnel receive permanent health benefits and a retirement salary in return for the membership premiums accumulated throughout their service period.

Married personnel, excluding conscripts, and singles who live with relatives, are eligible for military housing. Otherwise, the government pays a housing compensation.

Uniformed personnel have a 45-day-annual leave with full pay. Conscripts have a two-day leave with pay for each month of their national service period. In addition to this acquired leave period, conscripts are eligible for a 15-day emergency leave.

After completing the minimum service period, personnel become eligible for resignation but not for retirement, because retirement relates to age, not years of service. Moreover, discharge procedures apply to those who lose their minimum eligibility requirement to stay in the Gendarmerie due to an authorization surplus or disciplinary reasons.

## 2. Personnel Resources

### a. *Officer Resources*

There are three main personnel resources for the gendarmerie officer corps.

- Army Academy
- Eligible NCOs
- University Graduates

The majority of the officer corps is composed of Army Academy graduates. After graduating from three military high schools, or, for females, civilian high schools, cadets start their training and education period in the academy. In their second year in the academy, approximately twenty-five percent of the cadets are randomly selected for the rank of a gendarmerie officer.

Gendarmerie NCOs may become eligible for an officer rank, if they graduate from a university, and fulfill certain other requirements. However, the interest

area of their education must be one of the areas that corresponds to the needs of the Gendarmerie General Command. After completing a specific service period, gendarmerie NCOs also are eligible for an officer ranking if they successfully complete the "officer qualification" exam.

The General Command of the Gendarmerie recruits university graduates as officers in two different ways: as sponsored cadets or as contract officers. Sponsored cadets are cadets who are sent to civilian universities after graduating from military or civilian high schools. They have the same legal rights as Army Academy cadets. The latter group, contract officers, resulted from new personnel-policy requirements of the four military services. Therefore, it is a very recent policy change in the gendarmerie and in the other services as well. Contract officers are those who have a contract with the General Command of the Gendarmerie for three to nine years, although their first term period cannot exceed three years. Mainly because of a shortage at the junior officer level, only the first lieutenant, second lieutenant, and captain ranks are authorized for contract officers, unless they become commissioned officers.

*b. Reserve Officers*

Personnel who graduate from a university or other institution of higher education accomplish their national service obligation as reserve officers for 13 months. They have the same legal rights as commissioned officers for the duration of their service period. After completing the three-months-long training school, they are assigned to required billets with the rank of third lieutenant.

c. *NCO Resources*

The NCO needs of the Gendarmerie General Command are provided through two resources:

- High school, or higher, graduates, and
- Eligible specialist gendarmeries.

The first group includes young Turkish citizens who are eligible to be NCOs having at least a high school graduate degree. Selected NCO candidates must complete the Gendarmerie NCO Colleges and get a two-year college degree. However, a recent policy change has brought a second option for this group within the officer supply policy. According to recent law, gendarmerie can meet the NCO requirements by contracting. As for officer contracting, the contract period will be three to nine years.<sup>13</sup>

In addition to the first group, specialist gendarmeries who are selected to become NCOs must complete Gendarmerie NCO College. These specialist gendarmeries form the second group.

d. *Specialist Gendarmerie Resources*

Specialist gendarmerie resources are male citizens between the ages of 18-24 who have at least a high school graduate degree. Candidates maybe either the young citizens who have accomplished their national service or young citizens who have not yet started their national service. But the application period for those who have accomplished their national service expires two years from final day of that service.<sup>14</sup>

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13 Grand National Assembly of Turkey (2001), *Law about Turkish armed services' officer and NCO contracting* (Law No: 4678), Article 3, Section 1, Ankara. Retrieved on December 22, 2004, from <http://www.mevzuatplaza.com/turl.asp?mevno=ASK&tablo=Maddeler&yasano=4678>

14 Grand National Assembly of Turkey (1988), *Specialist gendarmerie law* (Law No: 3466), Article 2, Section 4, Ankara. Retrieved on December 21, 2004, from

Candidates who successfully complete the written exam and physical fitness test are sent to the gendarmerie schools for training in their specialty areas. This training period cannot be less than six months.

*e. Specialist Sergeants and Corporals*

Specialist sergeants and corporal resources include Turkish citizens who have completed at least eight years of elementary school education and accomplished their national service. Their eligibility period expires, however, three years from the final day of their national service.<sup>15</sup>

Specialist sergeants and corporals are recruited by contracting in a different way than specialist gendarmeries. Their first contract encompasses a two-year period. After completing the first year of service, specialist corporals are promoted to the specialist sergeant rank. Also after completing the first year, they can apply to be an NCO if they are eligible.

*f. Privates*

The sole resource for private soldiers is male citizens who are obliged to perform duties for the defense of the country as decreed by the Constitution. Every Turkish citizen who reaches the age of 20 and is determined suitable for national service immediately after a health examination must accomplish his national service obligation.

3. Promotion

Because it is a military organization, the General Command of the Gendarmerie's personnel applications are

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<http://www.idealhukuk.com/mevzuat/kanun/u21.htm>

<sup>15</sup> Grand National Assembly of Turkey (1986), *Specialist sergeant and corporal law*(Law No: 3269), Article 1, Section 3, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/u20.htm>



mostly regulated by the same laws and directives as the other military services. Therefore, Turkish Armed Forces Personnel Law determines the basic principals of promotion and authorization issues. As stated in section 4, the requirements for officer promotion are:

- Completion of the minimum service period for the pertinent rank (Table 2 Rank Intervals),
- Performance for the field service period for the current rank, and
- Vacancy in the next highest rank.

As is stated in the law, promotion basically depends on the number of years that officers, and others, have been at their current rank.

The average of officers' annual assessment scores are calculated in the last year of current rank intervals for officers who have a rank between Lieutenant and Lieutenant Colonel; then they are listed in order depending on their average annual assessment score. The average annual assessment score for a lieutenant-major cannot be less than 60 percent, and for lieutenant colonels, cannot be less than 70 percent of the full score.<sup>16</sup>

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<sup>16</sup> Grand National Assembly of Turkey (1967), Turkish Armed Forces Personnel Law(Law No: 926), Article 5, Section 4, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/t73.htm>

<b>RANK</b>	<b>INTERVALS (Years)</b>
General	<b>4</b>
Lieutenant General	<b>4</b>
Major General	<b>4</b>
Brigadier General	<b>4</b>
Colonel	<b>5</b>
Lieutenant Colonel	<b>3</b>
Major	<b>5</b>
Captain	<b>6</b>
First Lieutenant	<b>6</b>
Lieutenant	<b>3</b>

Table 2. Officer Rank Interval For Promotion

Moreover, officers are awarded with a one-year-short in intervals for each master's and doctoral degree up to three years.

The Turkish Armed Forces Personnel Law, as in officer promotion, also regulates NCO promotion. NCOs also must meet the same requirements as officers to be promoted. They have to complete rank interval periods (Table 3), there must be a vacancy in the next highest rank, and their average annual assessment score must not be less than 60 percent of their full score. Three supervisors in the command chain give the annual assessment scores to all uniformed personnel: officers, NCOs, specialist gendarmeries, and specialist sergeants.

<i>NCOs</i>		<i>Specialist Gendarmeries</i>	
<b>RANK</b>	<b>INTERVAL (years)</b>	<b>RANK</b>	<b>INTERVAL (years)</b>
Senior Sergeant Major	6	Specialist Gendarmerie Sergeant	3
Sergeant Major	6	Specialist Gendarmerie 1 <sup>st</sup> Grade Sergeant	3
Senior Staff Sergeant	3	Specialist Gendarmerie 2 <sup>nd</sup> Grade Sergeant	3
Staff Sergeant	3	Specialist Gendarmerie 3 <sup>rd</sup> Grade Sergeant	3
Senior Sergeant	3	Specialist Gendarmerie 4 <sup>th</sup> Grade Sergeant	3
Sergeant	3	Specialist Gendarmerie 5 <sup>th</sup> Grade Sergeant	3
		Specialist Gendarmerie 6 <sup>th</sup> Grade Sergeant	3
		Specialist Gendarmerie 7 <sup>th</sup> Grade Sergeant	3
		Specialist Gendarmerie 8 <sup>th</sup> Grade Sergeant	3

Table 3. NCO and Specialist Gendarmerie Rank Intervals for Promotion

Although the same qualification is used for specialist gendarmerie sergeants, their annual assessments are carried out differently, because their legal status is acknowledged by a different law than the Turkish Armed Personnel Law. The difference is this: if a specialist gendarmerie is assigned to a gendarmerie station or unit that has an administrative duty, the specialist gendarmerie also gets an administrative annual assessment from the district governor. Therefore, the average

of both the military and the administrative assessment score must not be less than 60 percent of the full score for him to be promoted.<sup>17</sup>

In the case of officers, NCOs, and specialist gendarmeries, both their pay grades and their ranks advance simultaneously. Contrarily, specialist sergeants' ranks stay the same while their pay grade advances as long as they are contracted.

#### 4. Training and Education

Because the training and education system in the General Command of the Gendarmerie is a part of the whole training and education system of the Turkish Armed Forces, it is important to understand the system from the latter perspective. The goal of the training and education system of the Turkish Armed Forces is to provide the required mental and physical qualifications for the forces to perform their duties, which are stated in the Constitution and in other laws.<sup>18</sup> This very elastic goal definition makes the same training and education system very applicable for the different services. To achieve this organizational goal, the training and education is planned and performed in consideration of past operational experiences, technological changes, NATO requirements, and various regional risk factors.

The training and education system of the General Command of the Gendarmerie, like the other services, is composed of two complimentary subsystems built upon a School-Training Center-Assignment (Field) trio. The subsystems are 1) individual training and education and

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17 Grand National Assembly of Turkey (1988), Specialist gendarmerie law(Law No: 3466), Article 1, Section 3, Ankara. Retrieved on December 21, 2004, from <http://www.idealhukuk.com/mevzuat/kanun/u21.htm>

18 Ministry of Defense, Retrieved December 23, 2004, from [www.msb.gov.tr/Birimler/GnPPDBBeyazKBol7Kis3.htm](http://www.msb.gov.tr/Birimler/GnPPDBBeyazKBol7Kis3.htm)

2) unit training. Individual training and education includes the training and education activities of officers, NCOs, and specialist gendarmeries, and the training activities of specialized gendarmerie sergeants and conscripts. Unit training includes the job-specific training activities at individual gendarmerie stations.

It is important that the personnel training and education process be a continuous process rather than constant. After graduating from related schools or training centers, personnel's KSAs (Knowledge, Skills, and Abilities) are refreshed by broad in-unit training, by distance learning, or by recall to a related school.

a. *Individual Training and Education*

(1) Officer Training and Education: As was stated previously, the main officer resource is the Army Academy. As future officers, cadets are educated in a four-year system-engineering program and receive a BS degree. The system-engineering curriculum's goal is to provide the required skills, knowledge, and abilities for future officers so they will be able to apply these KSAs within their tactical, technical, and administrative areas. In the academic year 1992, females were welcomed into the Academy.

Following the Army Academy, gendarmerie officers go the Infantry School for a six-months period to obtain combat leadership skills. After graduating from Infantry School the gendarmerie officers take commando training at the Gendarmerie Commando School for four months. Finally, before their first assignment, gendarmerie officers take essential law and job-related classes at the Gendarmerie Schools for nine months.

Unlike regular gendarmerie officers, officers with other ratings (i.e., occupational specialties) go to the equivalent specialty school of the Army after academy graduation.

The War Colleges (National Security College, Army War College, and Armed Forces College) are the highest level of educational institutes for those eligible to be staff officers. Like the other service officers, gendarmerie officers take a series of exams to become a staff officer, at one time of each year between the last three years for first lieutenants and the first three years for captains.

Student officers who have passed their exams attend a pre-college preparatory course to obtain the required background for further education at the War Colleges. The officers who successfully complete the preparatory courses are ready to be accepted into the Army War College as a staff officer candidate. After completing the two-year education and training program, they graduate as staff officers.

In the two-year period, officers improve their theoretical and practical knowledge of combat strategy, the working principles at gendarmerie headquarters, leadership skills, and analysis and decision-making techniques.

The Armed Forces College provides the necessary knowledge, skills, and abilities for the army and gendarmerie staff officers who will take active roles in joint and combined operations.

Finally, gendarmerie officers, as well as other service officers who will be assigned to a strategic and critical command level acquire essential knowledge of national security issues at the National Security College.

(2) NCO Training and Education: NCOs mostly take part in practical jobs, such as crime scene investigation, traffic units, and as platoon leaders of commando units. Therefore, their training and education is based on their job requirements.

NCOs take basic academic classes, law classes necessary for their job requirements, such as criminal law and administrative law, and job-related classes at the Gendarmerie NCO College for two years. When they are cadets at the Gendarmerie NCO College, they are also trained at a summer training camp in both military and law-enforcement issues.

After graduating from the Gendarmerie NCO College, they go to the Gendarmerie Commando School to take commando courses. After a brief training period they are assigned to their first units. If they are selected for a specialized area, such as traffic, organized crime, or intelligence, they take extra training courses on the subject.

(3) Specialist Training: Both specialist gendarmeries and specialist corporals take their basic job training at the Gendarmerie Schools. The specialist gendarmeries train for approximately one year in occupational and technical issues.

(4) Conscripts: Reserve officer cadets, after completing basic infantry training during their first three months, are sent to the Gendarmerie Commando School for basic commando training. After Commando School they are assigned to their units as third lieutenants.

Sergeants, corporals, and privates receive basic military and gendarmerie training at the training centers for varying time periods, usually approximately 3 months. Later they are assigned to a station or unit.

*b. Field Training*

Officers, noncommissioned officers, sergeants, corporals, and privates reiterate their training topics by practice within their assigned unit. Training topics depend on unit types. While commando and border security units focus on team combat training, internal security units focus on law-enforcement-related team training.

B. THE GENDARMERIE PERSONNEL STRUCTURE

1. Structure of the Gendarmerie Manpower, Personnel, and Training System

The General Command of the Gendarmerie manages an enormous manpower inventory of 47,000 commissioned personnel, which includes officers, NCOs, specialist gendarmeries, and approximately 150,000 conscripts. Various tasks, different types of units, and continuously changing internal and external environments necessitate an agile and elastic personnel management system that can fluently adapt itself to the changing environment. As a paramilitary police force, the General Command of the Gendarmerie's manpower, personnel, and training (MPT) system must efficiently fulfill both military and policing manpower requirements.



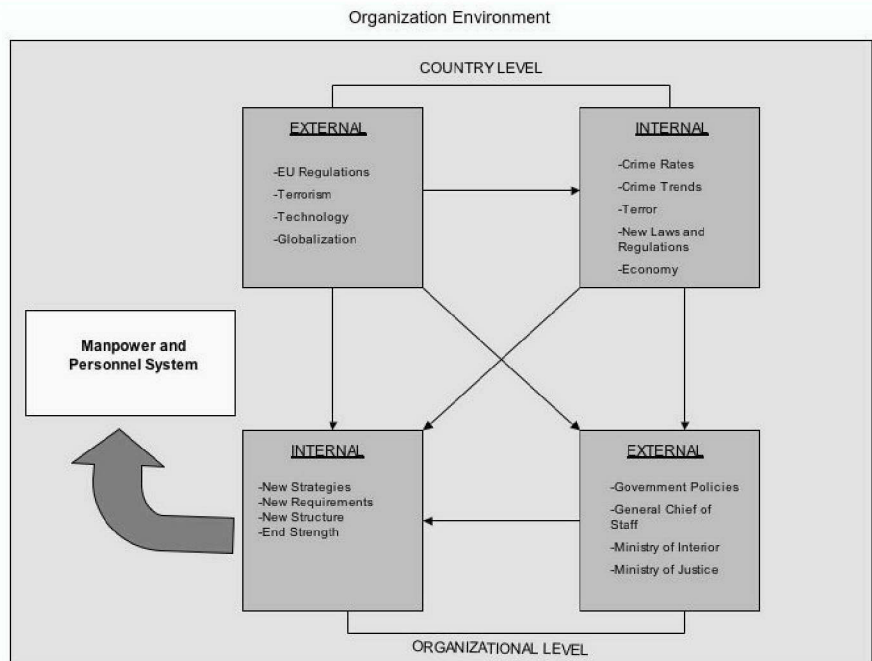


Figure 5. Influence of the Changing Environment on the Gendarmerie Personnel System

Especially in recent years, the influence of EU adaptation and global terrorism have affected the country-level internal environments and organizational-level external and internal environments. For example, research on the passing of border security from a military to a civilian organization still continues. The Ministry of Interior's solution to the issue will greatly affect the Gendarmerie personnel and manpower system since a large number of service members are still serving in border security units and border security-training units.<sup>19</sup>

Moreover, shifting crime trends and crime rates also change the manning priorities. Therefore, a static personnel and manpower system will not meet the Gendarmerie's requirements. As a result of these factors, the General Command of the Gendarmerie manpower,

<sup>19</sup> Mesci, Evren (2005, February 10) AB için check-up raporu hazırlandı. Sabah. Retrieved February 13, 2005, from <http://www.sabah.com.tr/2005/02/10/siy101.html>

personnel, and training system has been established on a simple, interrelated, elastic, and central basic structure.

This system consists of four processes: Requirement Determination, Programming and Budgeting, Personnel Planning, and Personnel Distribution. The expected end result of these four processes is to ensure operational readiness to the General Command of the Gendarmerie by assigning the right people with the right skills to the right places at the right time.

First, two processes focus on manpower "spaces" while a third and fourth process focus on filling the "spaces" with the requisite personnel. Although the systemic process may have some similarity to the U.S. Navy MPT system, there are fundamental differences between the two systems in regard to policies and execution. Because of the organizational differences in requirements, the Gendarmerie manpower, personnel, and training system is more centralized and less complicated in order to keep abreast of the changing environment and requirements. This chapter excludes, however, the manpower system of the national service conscripts because it is different than the manpower, personnel, and training system, for commissioned personnel.

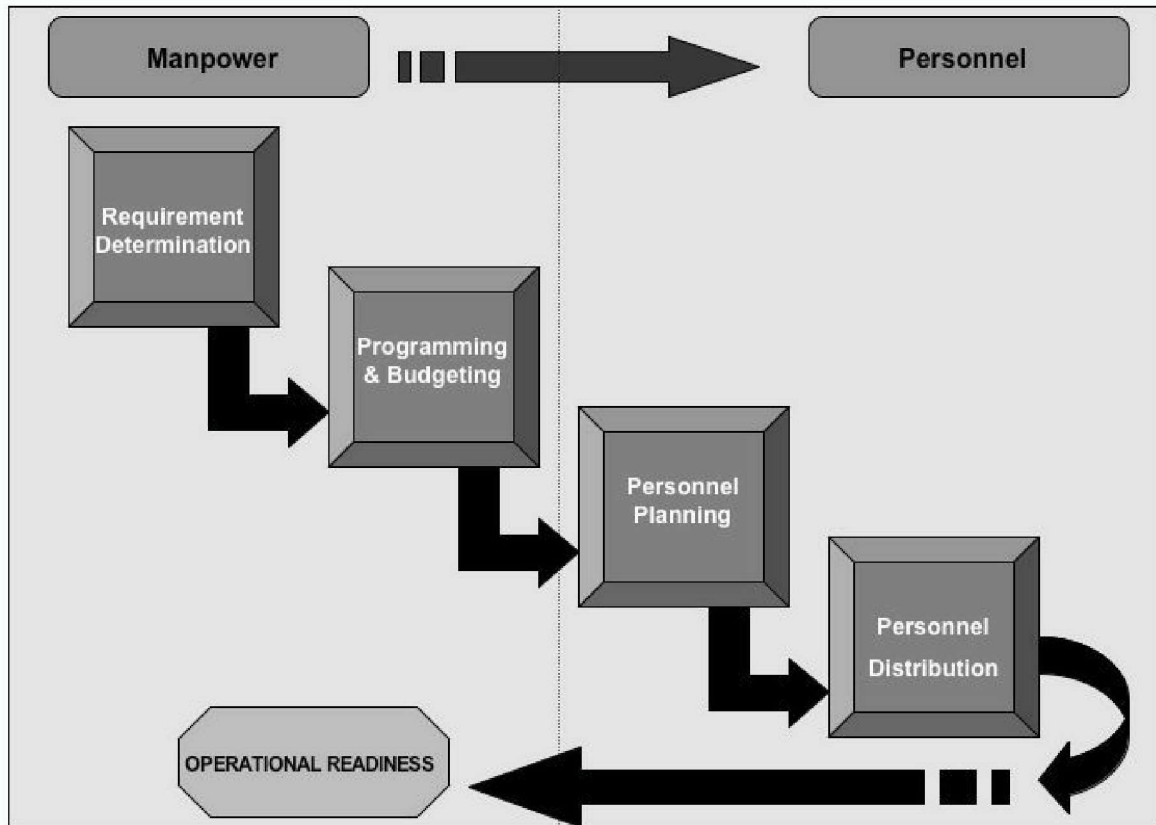


Figure 6. Structure of the Gendarmerie Personnel System

*a. Requirement Determination*

The Requirement Determination process is the first step in of the Gendarmerie manpower, personnel, and training system. The process includes three sub-processes: analyzing, forecasting, and projecting. The major actor in the Requirement Determination process is the Department of General Plans and Principles.

In the “analyzing” sub-process, the Department of General Plans and Principles examines new security and policing threats and trends in other countries and their law-enforcement systems, laws, and regulations. It then evaluates the homeland crime trends, economy, population, and immigration, etc., to project the future operational capability requirements and environment.

In the "forecasting" sub-process, the Department of General Plans and Principals prepares a Manpower Master Plan (MMP) for the subsequent ten years' manpower requirements by considering the results of the analyzing sub-process, fiscal constraints, and the Force Structure Plan. This master plan includes an Officer Manpower Master Plan (OMMP), an NCO Manpower Master Plan (NMMP), a Specialist Gendarmerie Manpower Master Plan (SMMP), and a Conscript Manpower Master Plan (CMMP).

Finally, the Department of Operations authorizes the number and types of necessary billets and manpower requirements to fund. However, the Department of Operations considers the manpower guideline of the General Chief of Staff in its authorization of those requirements. In the Manpower Guideline, the General Chief of Staff outlines the short-term manpower and personnel policies, referencing the force-structure plan of each service. Consequently, the General Command of the Gendarmerie's manpower requirements are restricted by this policy. For example, a force reduction policy of the General Chief of Staff restricts the actual manpower requirements of the General Command of the Gendarmerie's relatively undermanned force structure.

*b. Programming and Budgeting*

After determining the manpower requirements, the Department of Operations addresses those requirements to the General Chief of Staff Personnel Department for approval. Following their approval, the Department of Finance translates the manpower requirements into a budget program based on the cost of each individual. The programming and budgeting sub-process then determines the future years' budgets according to projected manpower requirements. This program is called the Draft Personnel Budget Program. DPBP becomes part of the General Chief of

Staff Budget Program, which is sent to the Grand National Assembly of Turkey for approval. If the budget passes parliament, the Department of Finance funds the authorized manpower requirements.

*c. Personnel Planning*

The personnel planning process manages the recruiting, training, education, and strength-planning sub-processes to provide the proper personnel for determined "spaces". When the first two processes generate manpower gaps to be filled, the Personnel Planning process plans and manages the inventory changes and equilibrates the personnel supply with the projected demand.

The Bureau of Personnel Planning is the most critical bureau in the strength-planning sub-process. It generates commissioned personnel recruiting plans according to budget constraints and inventory projections. And it predicts the Gendarmerie's total commissioned personnel gains and losses for a given fiscal year. Gains and losses are predicted by an "accumulation model" that uses the last 21 years' historical data to estimate attrition, retirement, combat losses, and accessions. According to the results of the predicted losses and gains, the Bureau of Personnel Planning generates a Personnel Acquisition and Training Plan, which will be used by the Department of Personnel and the Bureau of Occupational Improvement to determine the recruiting, training, and education needs.

The Bureau of Training and Schools is subordinate to the Department of Operations and determines the required KSAs (Knowledge, Skills, and Abilities) and training and education levels for each rank, rate, and rating of officer, NCO, and specialist gendarmerie communities. The Bureau of Occupational

Improvement uses the Personnel Acquisition and Training Plan (PATP) to determine courses and the personnel that need further training and education considering the required KSAs and the training and education level determined by the Bureau of Training and Schools. Finally, the Gendarmerie Schools Command updates its curriculums and provides training sessions, and the Army Academy and civilian universities fulfill further educational needs.

Unlike the United States Navy, the Turkish Gendarmerie has no recruiting command for commissioned personnel, officers, NCOs, or specialists, because there is a personnel oversupply in the employment market. Therefore, the Department of Personnel determines the recruiting goals of and the recruiting sub-process performed by the Gendarmerie Schools Command, for the contracted officer/NCO, for NCO and specialist gendarmerie recruiting, and for the Army Academy regular officer recruiting.

*d. Personnel Distribution*

This process aims to evaluate the current personnel inventory and billets considering the policies, command directives, and internal and external environments to assign the right personnel to the right billets with the right skills at the right times. The Personnel Distribution Process includes two sub-processes: the placement sub-process and the assignment sub-process. The placement sub-process determines the command preferences by identifying the occupation rates of the billets. Furthermore, the assignment sub-process evaluates both command and personnel preferences and tries to maximize both sides' preferences. The Personnel Distribution process, and especially the assignment sub-process, is the focus area of this research. Therefore,

Chapter IV will thoroughly investigate the Personnel Distribution process and the assignment sub-process.

### C. STAKEHOLDERS IN THE ASSIGNMENT PROCESS

#### 1. The General Command of the Gendarmerie

The general command of the gendarmerie, as a whole, is the prominent stakeholder in the assignment sub-process. The organization provides and identifies the input of the assignment sub-process, and embraces the output with all its outcomes.

As a public service provider, the general command is responsible to the public for providing satisfactory service and responsible to its superior organizations for achieving its organizational goals. Since the required services have been mostly law-enforcement-based or similar jobs, they are mostly based on human performance. Therefore, any manpower-related issue, especially the assignment sub-process, has a key role in achieving organizational goals and objectives. It is clear that any change in the personnel policy would directly affect the general command of the gendarmerie.

#### 2. The General Chief of Staff of the Armed Forces/Command of the Land Forces

As was stated in the previous chapter, the general command of the gendarmerie is dependant on the general chief of staff of the armed forces regarding personnel and education issues. As a stakeholder command of the land forces, the general chief of staff of the armed forces educates and trains the gendarmerie officers in the Army Academy. By establishing the personnel, training, and education policies, the general chief of staff provides the major input to the gendarmerie.

Furthermore, gendarmerie personnel are subject to military laws and regulations, such as the service code and military criminal law, for every service-related act

and behavior. It is a significant sign of who has determined the organizational culture of the gendarmerie. However, the influence between the two organizations, the gendarmerie and the general chief of the armed forces, is mostly one-sided. Because the general chief of staff is the dominant organization, it can affect the gendarmeries' policies and implementations, but the reverse is seldom possible. For example, the gendarmerie has no general (O-10) position. An army general is assigned as the general commander of the gendarmerie.

In addition, the gendarmerie is a ready-to-fight reserve force for the general chief of staff to be used in extraordinary or special situations. In 1974, elite fighting formations of the gendarmerie commando units distinguished themselves in the Cyprus Peace Keeping Operation, and also in war on terror. Currently, the gendarmerie participate in the Temporary International Presence of UN in Hebron (TIPH), and the International Security Assistance Force (ISAF) in Afghanistan with the UN, KFOR, and SFOR of NATO.

Finally, another important factor that makes the general chief of staff a principal stakeholder is that the gendarmerie is the only service that has direct contact with citizens. By its existence in every village the gendarmerie is a very powerful public-relations organ for the general chief of staff.

### 3. The Ministry of Interior

The Ministry of Interior executes public security and law enforcement issues by three organizations: the National Police, the Gendarmerie, and the Command of the Coast Guard. Although the national police has jurisdiction over half of the citizen population, the gendarmerie has more geographic territory.



Second, the Ministry of the Interior is the main organization that will be affected financially by any change in the current situation because the Ministry governs the budget of the gendarmerie. Therefore, any change in the assignment process would negatively affect current financial expenditures. In addition, it is obvious that a series of serious studies on the issue would cost significant money and would be sponsored by the Ministry of Interior or by the General Chief of Staff of the Turkish Armed Forces.

#### 4. The Chief of Personnel Department and Its Subunits

Through its two subunits—bureau of personnel planning and bureau of assignment—the chief of personnel planning is one of the major actors in the assignment sub-process as an internal stakeholder.

The current assignment sub-process is mostly based on human-intensive work. Unlike the US Navy, the Gendarmerie does all its assignment related-work with very few personnel. Any improvement or setback to the system would have an effect on achieving organizational goals considering that the main purpose of the personnel department is to perform all personnel-related issues.

#### 5. Detailers

Although 14 officers, 33 NCOs, and 22 civilians execute the whole assignment sub-process, they are also important in-organization stakeholders as end-product agents. Hence, the assignment officers are responsible for the work they present and propose the end product to the command line.

Assignment officers must consider many parameters of personnel and command preferences, such as training and the educational background of personnel, location, billet specifications, and family status, to generate the best

possible matches. However, the lack of an up-to-date Human Resource Information System (HRIS) leads to a human-intensive workflow, and the probability of human error at the end product is increased dramatically. Therefore, any improvement in the assignment system would be beneficial for the assignment officers.

On the other hand, an upgraded scientific assignment process that mostly relies on qualitative data and optimization models would impede the biased assignments typically caused by personal relations.

#### 6. Colleagues

Besides the command, commissioned personnel are the main target group of the assignment process. The end product of the assignment process directly affects officers, NCOs, and specialist gendarmeries. As a Preliminary Analysis of the 1999 USMC Retention Survey (Kocher and Thomas) shows, the assignment process has no major effect on leave-or-stay decisions of marine corps officers. However, the situation differs country to country because of social, economical, and geographical differences. As will be explained in chapter IV the tour equity between the west and east of the country is an important consideration for both the bureau of assignment and the officers.

Both military and law-enforcement-related jobs require highly intensive team-based performance. The concern of both superiors and subordinates is that a colleague be an effective member of the team. As a leader or as a peer, an unqualified officer, NCO, or specialist gendarmerie, in his/her assigned billet, would not only be ineffective but would also negatively affect his or her colleagues' performance. The situation would also cause intensive work stress, especially, for subordinates and for the person himself/herself.

The person and their colleagues' response to that work stress could be physiological, psychological, behavioral, or any of the three. Physiological responses might include cardiovascular problems such as a high cholesterol level or rapid heart rate or gastrointestinal symptoms. Psychological responses to work stress are usually job dissatisfaction, anger, frustration, hostility, irritation, boredom, fatigue, and depression. Behavioral responses that may occur are ineffective job performance, accidents, absenteeism, unusual turnover, and alcohol abuse.<sup>20</sup>

#### 7. Citizens

Citizens' major concerns include better security protection and dedicated public service. Especially in our present time, cooperation between public security forces and citizens plays a vital role in crime prevention and deciphering crimes.

United States Police institutions have explored new citizen roles, such as a "citizens' police academy", "citizens on patrol", "citizen advisory councils", and citizen "volunteers", and have taken full advantage of those crucial cooperation techniques. These and other implementations show appropriate services have significant returns for crime prevention, solving committed crimes, and intelligence.

Such social transactions benefit not only police forces but also the citizenry, perhaps even more. As a paramilitary police force, the gendarmerie, especially the internal security forces, perform their duties under the same social situations as regular police forces. Therefore, cooperation and improved gendarmerie-citizen relations result in a better quality of life for all. But

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<sup>20</sup> Muchinsky, P.M. (2003). Psychology applied to work Belmont, Ca: Wadsworth-Thomson.

appropriate cooperation between the gendarmerie and citizens can only occur if the right personnel are at the right place at the right time.

#### 8. Contractors

The General Command of the Gendarmerie operates short-term research and development activities mostly by its own personnel resources. Any accurate long-term policy change would require broad research, which should be performed by gendarmerie personnel, universities, or civilian institutes. Therefore, the General Command of the Gendarmerie would require immense participation by different organizations to eliminate any possible bias.

On the other hand, new developments in technology have significant consequences in terms of human resource information systems. New developments in computer and network technologies provide unique solutions to the changing needs of personnel departments. However, maintaining human resource information systems requires highly skilled personnel and very complicated hardware and software. Using personnel of the organization to operate and maintain these highly complicated information systems would be very costly. Therefore, the General Command of the Gendarmerie would necessarily require contractors who would be capable of operating and maintaining the systems. As an example, in October 2004, Resource Consultants Inc. was awarded a five-year \$10.2 million contract with the U.S. Navy Personnel Research, Studies, and Technology (NPRST) branch of the Navy Personnel Command, Millington, Tennessee.<sup>21</sup> The purpose of the contract was to support the NPRST in their Sailor Career Management initiative, which includes various manpower and personnel research areas, including the

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<sup>21</sup> RCI awarded \$10 million contract for sailor career management services with the US Navy. (2004, October 18). Retrieved January 16, 2005, from [www.resourceconsultants.com/r-news-2004-10-18.asp](http://www.resourceconsultants.com/r-news-2004-10-18.asp)

design and development of advanced military-force management and compensation decision-making systems. Launching such new research within the assignment system and finally implementing it into the whole organization will create an enormous market for contractors.

#### 9. Family Members

Family members, especially spouses of junior personnel, have many concerns about possible assigned billets. In the current job situation, the housing conditions of the newly assigned billet and current school requirements for children are major concerns for personnel family members.

Very severe climate and geographical conditions in the east part of the country have resulted in very weak industrialism in the Eastern Anatolian Region and the Southeastern Anatolian Region (Figure 5). Many of the border stations in the Southeastern Anatolian Region have no military or civilian housing facilities at the company or lesser level because of the stations' severe geographical conditions and the possibility of terrorist activities. The intensive terrorist activities against regional citizens between 1985 and 1995 required establishing border security posts or stations in the unpopulated territories.

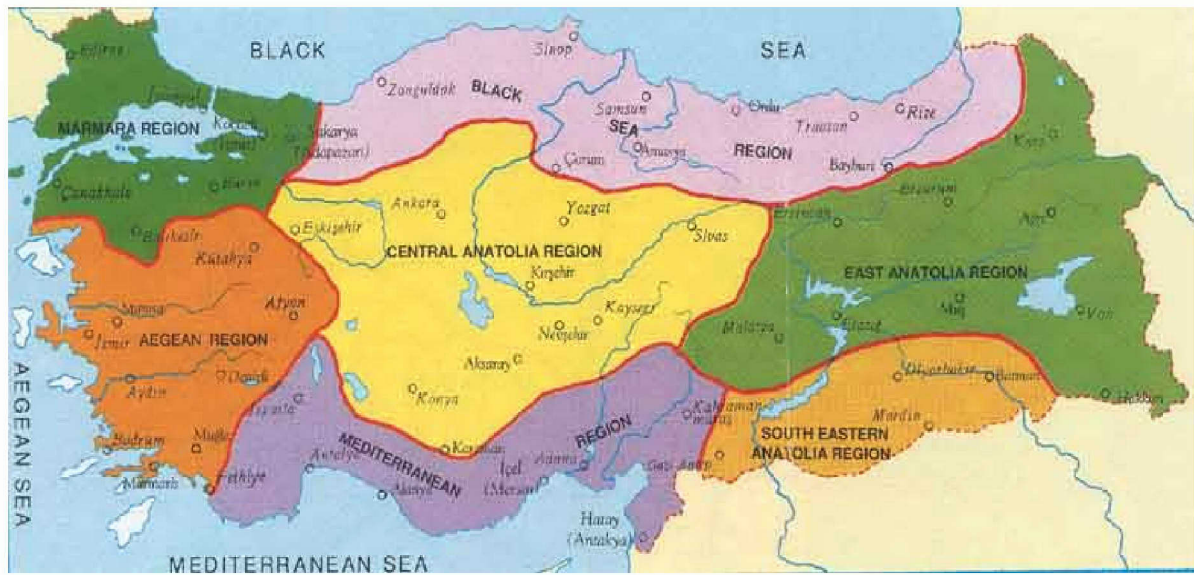


Figure 7. Regional Map of Turkey

Moreover, with a high tour frequency, 2-3 years service in the eastern region and 3-5 years service in the other regions, personnel's spouses are usually not able to follow their own career path. If commissioned personnel are assigned to a border station, their spouses must decide whether to quit their jobs or be separated from their husbands for 2 years. Because of these reasons, the assignment sub-process has an intensive effect on the personnel, on spouses, and on families as a whole.

#### 10. Stakeholder Map

Figure 6 shows a map of the stakeholders in the assignment process.

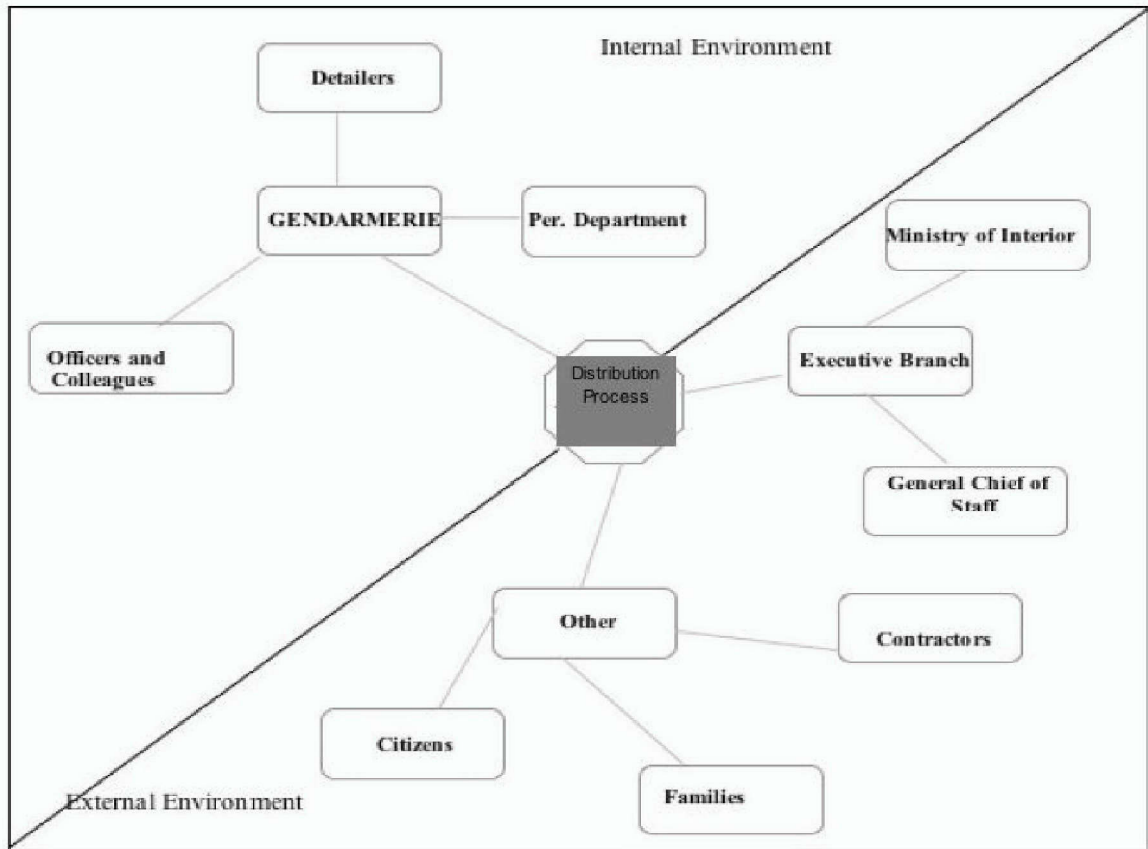


Figure 8. Stakeholder Map of the Assignment Process of the Gendarmerie

### C. CHAPTER SUMMARY

The term "personnel" includes officers, noncommissioned officers, specialist gendarmeries, specialist sergeants, sergeants, corporals, privates, and civil servants and workers within the Gendarmerie organization. Among these groups, privates, sergeants, corporals, and reserve officers are conscripts under the national service obligation. Three main personnel resources for officers are the Army Academy, NCOs, and universities, while high schools and colleges are resources for NCOs.

Promotion is based on the number of years that uniformed personnel have been at their current rank. Moreover, the time intervals between the ranks are stated by the related laws.

Training and education is one of the most important personnel issues in the General Command of the Gendarmerie. Considering the General Command's subordination to the General Chief of Staff of the Armed Forces in respect to education and training issues, training and education can be characterized as a continuous process among the various schools, training centers, and stations.

The Gendarmerie Manpower, Personnel and Training system is using the policy implementations within four processes: Requirement Determination, Program and Budgeting, Personnel Planning, and Personnel Distribution.



#### IV. OVERVIEW OF THE GENERAL COMMAND OF THE GENDARMERIE ASSIGNMENT SUBPROCESS

##### A. DISTRIBUTION PROCESS

The personnel distribution process consists of two sub-processes: placement and assignment. The goal of the personnel distribution process is to assign the right person to the right place at the right time with the right skills. The distribution process is a continuance of the planning process. The determined inventory, the end result of the planning process, is used by both the placement and the assignment sub-processes. However, the Distribution Process also uses the Programming and Budgeting output. The assignment sub-process determines its own available inventory by evaluating the original personnel inventory of the planning process and the "personnel occupation rates," or prioritized requisitions, which is the output of the placement sub-process. The assignment sub-process is the focus area of this research.

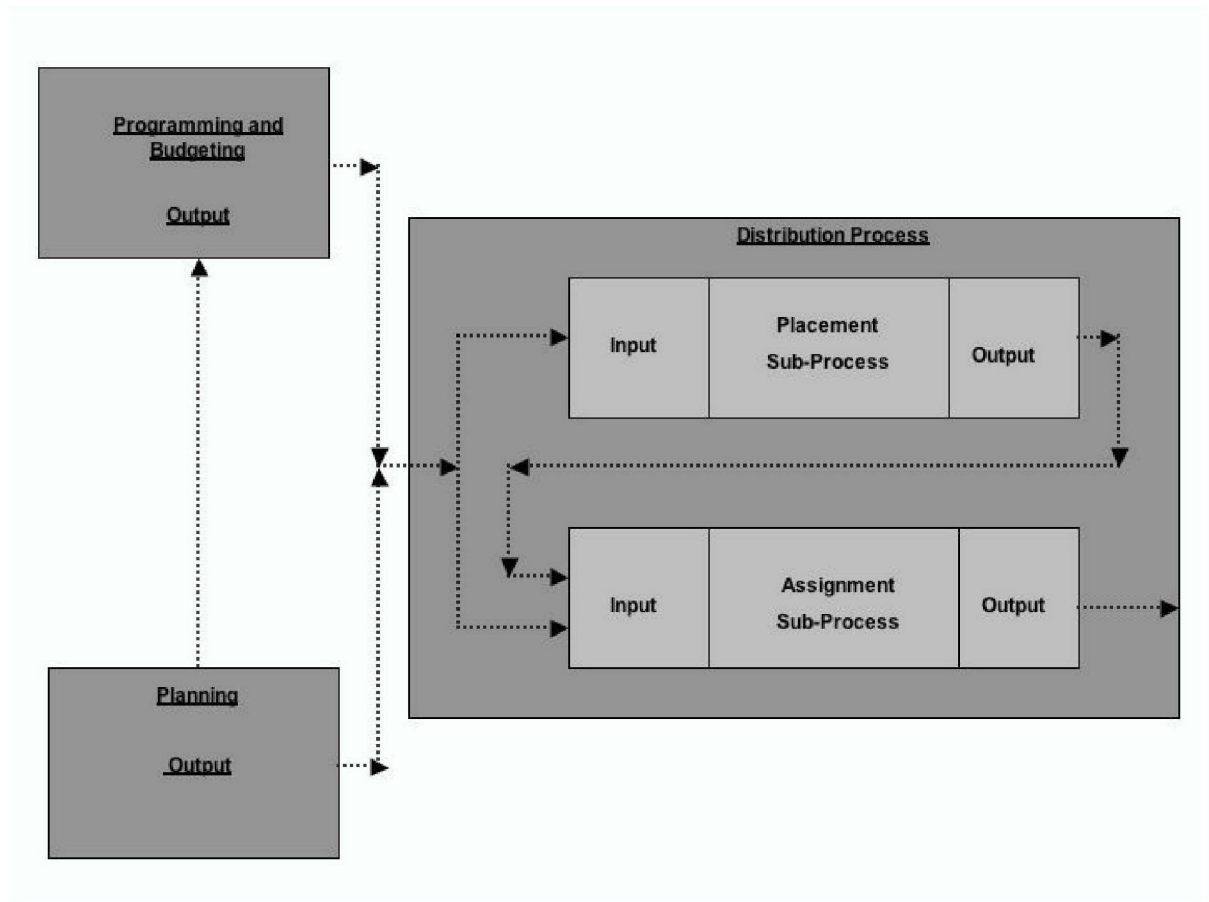


Figure 9. Programming and Budgeting-Planning-Distribution Interrelation

The Department of Personnel, Department of General Plans and Principals, and Department of Operations are the three foremost components that perform many of the crucial tasks in the distribution process.

#### B. PLACEMENT

The placement sub-process determines the personnel occupation rates for each station, by considering the personnel inventory according to the last three years' economic, tourism, and social data, and the crime rates and operation density of the stations. The end result of the placement sub-process is personnel occupation rates, which prioritize the manning level of each gendarmerie station or unit type. Since the main occupational interest areas of the Gendarmerie are the internal

security units and policing, personnel occupation rates are primarily determined for the internal security stations.

The Department of Operation uses the personnel inventory, security criteria, and supervising results to determine the most accurate personnel occupation rates, which are crucial for the assignment sub-process to assign the right person to the right place at the right time with the right skills.

The Bureau of Personnel Planning provides the personnel inventory for each community for the new officer, NCO, and specialist gendarmerie recruits, and losses. Losses may include retirees, combat losses, resignations, and transitional personnel such as officers who were NCOs previously or NCOs who were specialist gendarmerie.

The security criteria consist of crime rates, winter conditions, geographical difficulties, permanent and seasonal population fluctuations, tourism trends, and illegal immigration corridors, etc. Each criterion, theoretically and experimentally, helps estimate of the required manning levels, considering the previous years' levels.

The most critical activity in evaluating the criteria and determining the personnel occupation rates is to correctly assess the importance of those criteria. However, crime rates and tourism trends are the most important criteria in estimating the personnel occupation rates since they depend on the updated quantitative data.

Seasonal population fluctuations, which are correlated to crime rates, mostly relate to the tourism seasons. In the summer, the inland or eastern workforce migrates to Mediterranean and Aegean cities, when the

city citizens also prefer those areas for their vacations. This situation leads to an increased manpower requirement in those provinces and their districts.

In the winter, a higher tourist population in particular provinces also necessitates more manpower needs. Moreover, some sport activities such as skiing, climbing and hiking, require specialists, on winter sport equipment and search and rescue operations.

In very recent years, illegal construction in the governmental territories, especially in the gendarmerie area of responsibility, has increased in Istanbul, Hatay, Mersin, and Adana provinces, because of high immigration rates. Therefore, the demand for gendarmerie personnel has increased in these provinces.

Those criteria are compared with the supervising results to estimate the most accurate personnel occupation rates. Supervising results are the end product of the inspection process, which is performed by special committees of each provincial gendarmerie command and their sub-units each year. Supervising results demonstrate the total number of operations and their types, crimes committed, patrols, etc. According to these data, the crime rate per gendarmerie, operation rate per gendarmerie, and patrol rate per gendarmerie, etc. are calculated and those rates compared to the previous years' rates.

After gathering the personnel inventory, security criteria, and supervising results, the Department of Operation analyzes the data and determines the personnel occupation rates. The Bureau of Assignment uses those personnel occupation rates as the basic command preference.

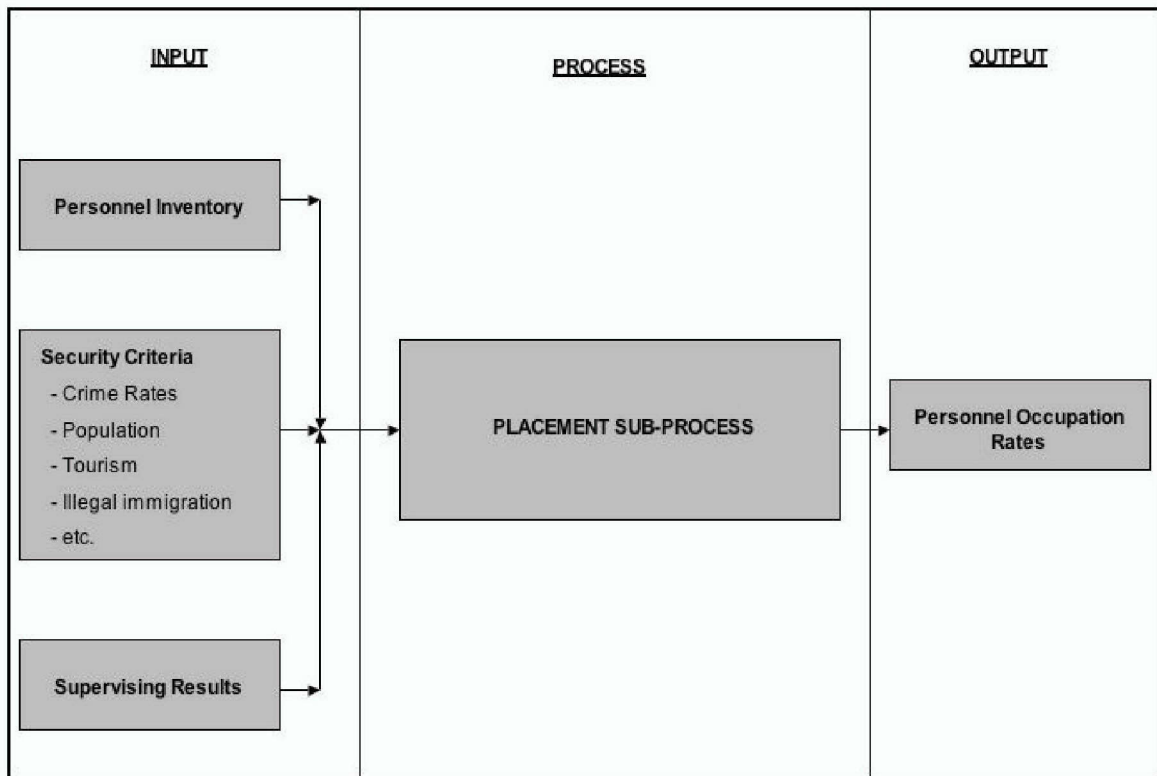


Figure 10. Placement Sub-process

This process also includes determining the manpower needs of the newly organized units according to job analysis and similar units of other countries.

### C. ASSIGNMENT

#### 1. Assignment Policies

The assignment sub-process is one of the most important components of the MPT system because of its direct relation to personnel social life and the constitutional responsibilities of the administration. The output of the assignment process obviously affects the family and social life of the Gendarmerie personnel. Therefore, the assignment sub-process is directly outlined by law and regulations.

Influential laws and directives that strictly outline the assignment process are the following:

- Turkish Armed Forces Personnel Law (No: 926)
- The Gendarmerie Organization, Duty and Jurisdiction Law (No: 2803)
- Specialist Gendarmerie Law (No: 3466)
- Provincial Administration Law of 1949 (No: 5442)
- The Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs
- The Joint Directive for the Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs
- General Command of the Gendarmerie Assignment Directive (Draft).

According to the Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs, Turkey's geographical territory is conjecturally divided into two regions for assigning and relocating Gendarmerie officers and NCOs to the First Geographical Region and Second Geographical Region.<sup>22</sup> Moreover, the embodied assignment dates are May and October, according to the regulations.

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<sup>22</sup> Grand National Assembly of Turkey, The regulation on assignment and replacement of the Turkish armed forces' officers and NCOs, Section II, Article 77. Ankara: Ministry of Defense.

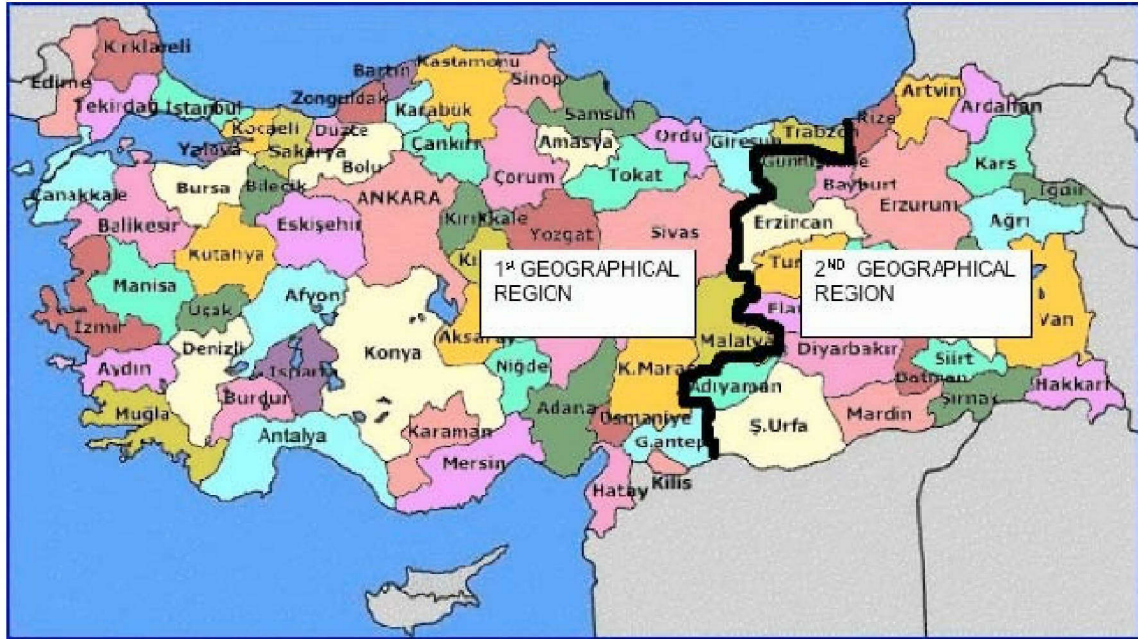


Figure 11. Rotation Map

In accordance with the Regulation and the General Command of the Gendarmerie Assignment Directive, the General Command of the Gendarmerie rotates officers, NCOs, and specialist gendarmeries between these two regions.

In addition to geographical partition, garrisons in the provincial borders are categorized in five groups, A, B, C, D, and E. The goal of this categorization is to identify the geographical, social, and economical characteristics of each garrison, or billet, and to provide a fair rotation among commissioned personnel.

Therefore active service periods for garrison categories in the first region are:

- Eight years for A category garrisons
- Seven years for B and C category garrisons
- Four years for D category garrisons
- Three years for E category garrisons.

Active service periods for the second region garrisons are:

- Four years for A and B category garrisons
- Three years for C and D category garrisons
- Two years for E category garrisons.

In addition, the Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs applies another concept for garrisons at the second region. This concept is the "nominal service period." Total days of service in the second geographical region are multiplied by a given multiplier for each garrison category to attain nominal service period. Then, the nominal service period for each garrison category becomes three years. The multipliers for each category to attain the nominal service period are:

- Multiplier for A and B category garrisons is 0.75
- Multiplier for C and D category garrisons is 1.00
- Multiplier for E category garrisons is 1.50

Hence, a two-year service in the second region E-category garrison will be counted as three years by multiplier "1.5".



Garrison Category	First Geographical Region Service Period	Second Geographical Region	
		Garrison Service Period	Multiplier
<b>A</b>	<b>8</b>	<b>4</b>	<b>0.75</b>
<b>B</b>	<b>7</b>	<b>4</b>	<b>0.75</b>
<b>C</b>	<b>7</b>	<b>3</b>	<b>1</b>
<b>D</b>	<b>4</b>	<b>3</b>	<b>1</b>
<b>E</b>	<b>3</b>	<b>2</b>	<b>1.5</b>

Figure 12. Service Periods for Geographical Regions

Implementing the nominal service concept period is aimed at providing a marginal equality between an individual's service periods among different garrisons that have different geographical, social, and economical characteristics.

Those classifications among garrisons give us an idea about how important the fair-rotation is in the Gendarmerie distribution process and assignment sub-process. Although the Placement sub-process theoretically advocates the command preferences, by implementing such restrictions, the legislation establishes equilibrium between the Command and the individual.

The policies also implement a modus operandi for fulfilling personnel preferences. The Joint Directive for the Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs implements an "occupational score" concept, which individual

commissioned personnel collect during their assignments. Those occupational scores are determined according to approximately 14 main and 74 sub criteria. However, the number of those criteria vary by the province level, district level, and station level. An commissioned person with a lower occupational score means that the individual has been assigned to relatively inadequate social and geographical billets compared to an individual with a higher occupational score. Therefore, the commissioned individual with a lower occupational score is more likely to be assigned to a billet in accordance with his/her preference. The assignment sub-process will have more detailed usage of occupational score concept.

During the personnel distribution process, when the placement sub-process focuses on the "billet" side of command preferences, according to criteria such as security, crime rate, natural disasters etc., the General Command of the Gendarmerie Assignment Directive adjusts the "personnel" side of the command preferences. The Bureau of Assignment collects data on the "personnel" side of this adjustment from various resources while the Department of Operations is doing the same for the "billet" side. The Assignment Directive determines the personnel side of the command preferences as:

- Field service obligation
- Promotion
- Ratings (occupational specialty)
- Vital health conditions of the personnel or their spouses and children
- Educational and occupational situations of the spouses and children
- Service background
- Efficiency on past duties
- Training courses

- Distinctive characteristics
- Annual assessment scores
- Rewards and penalties
- Opinions of superiors

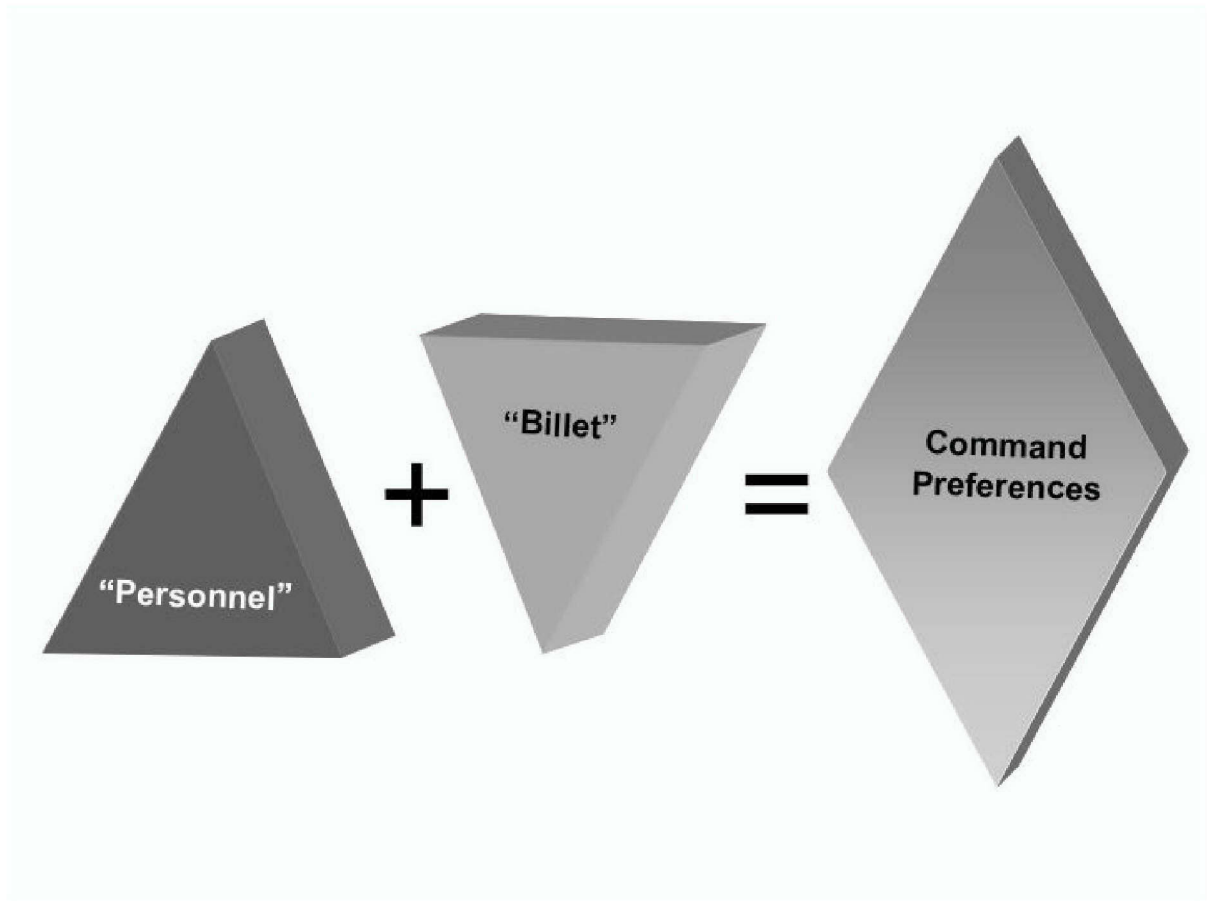


Figure 13. Establishing Command Preferences

*a. Assignment Authorities*

Although the General Command of the Gendarmerie determines the command preferences, which are supposed to match the personnel characteristics and preferences for particular situations, the assignment sub-process cannot be fully performed by one authority.

The General Commander of the Gendarmerie authorizes the officer assignments. In other words, the Bureau of Assignment assigns officers between the rank of third lieutenant and colonel directly to their billets and these assignment orders become effective immediately

after the authorization of the General Commander of the Gendarmerie.<sup>23</sup> However, the situation is different for specialist gendarmerie assignments to some extent. Specialist gendarmeries' assignment orders become effective after the Minister of Interior's authorization. The General Commander of the Gendarmerie proposes the specialist gendarmeries' assignment to the Minister, in practice. The General Command of the Gendarmerie executes the placement and assignment sub-processes but can only assign the specialist gendarmeries to the order of provincial governors instead of their exact billets. Subsequently, the Provincial Gendarmerie Commands determine the specific billets, at the station level, of the specialist gendarmeries by the authorization of provincial governor (Figures 12,13).

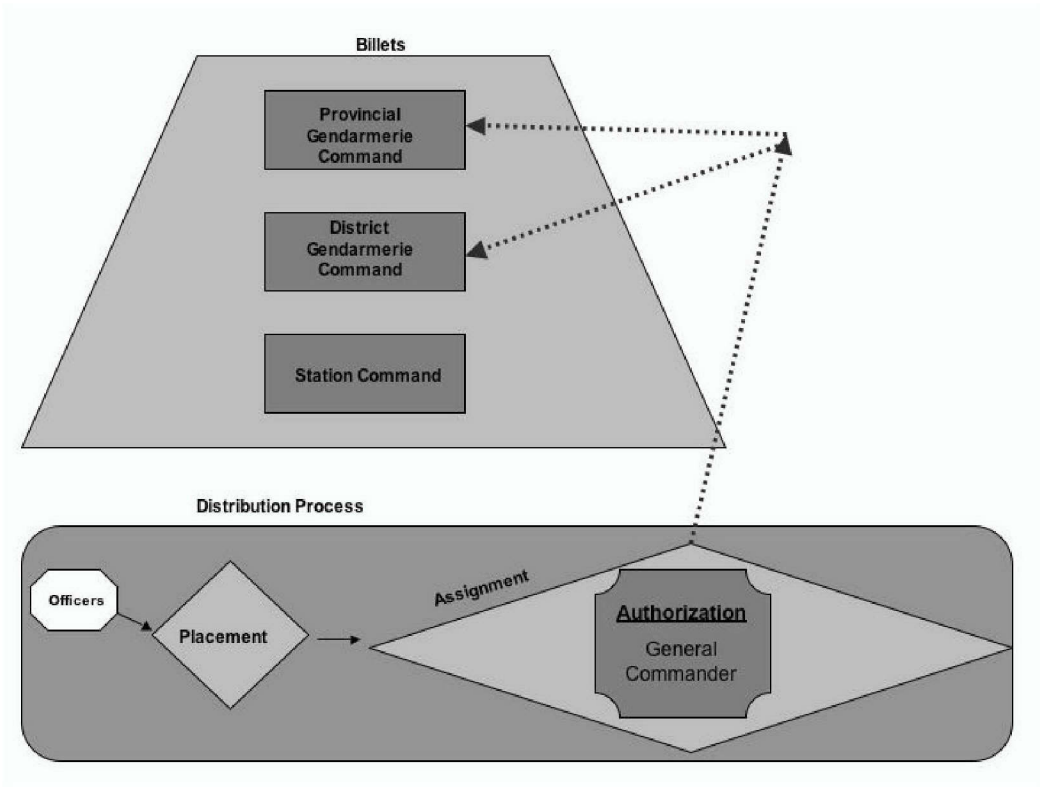


Figure 14. Officer Detailing

23 General Command of the Gendarmerie (2004), assignment and replacement directive of the General Command of the Gendarmerie, section 3. Ankara: General Command of the Gendarmerie.

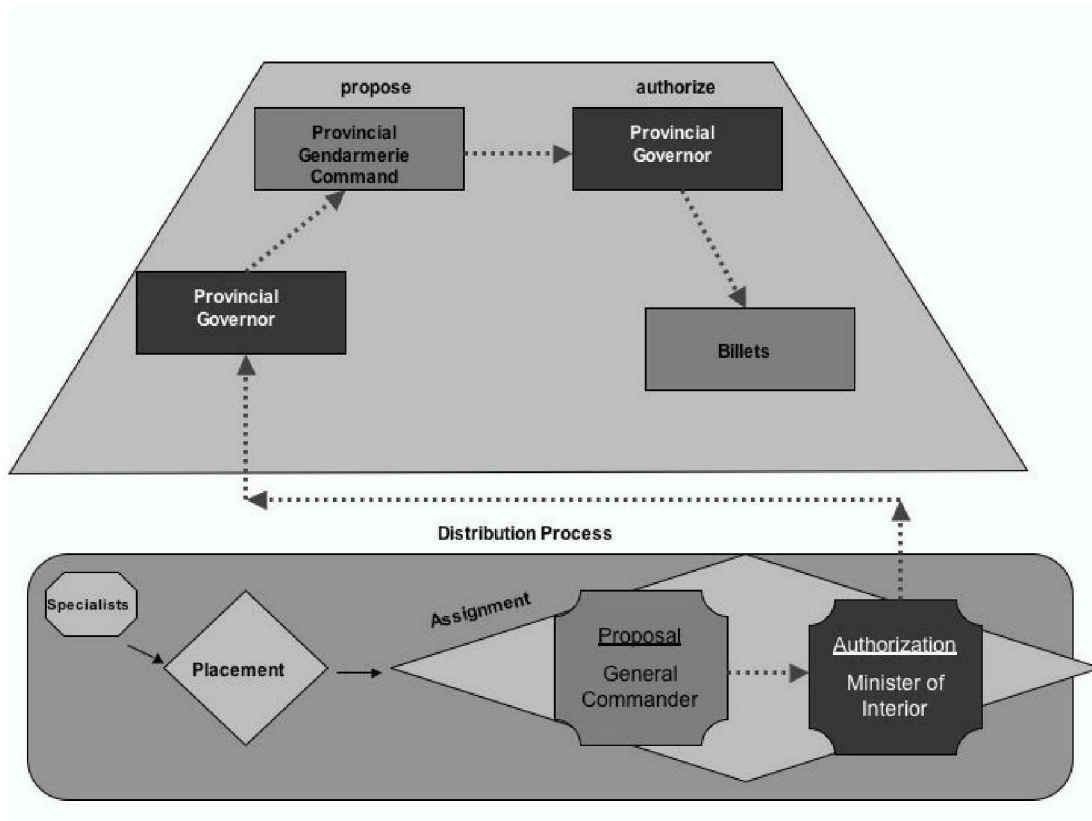


Figure 15. Specialist Gendarmerie Detailing

Although the legal situation for the gendarmerie NCOs is close, but not exactly similar, to the specialist gendarmeries', the processes after placement take different forms. For NCOs, the General Commander of the Gendarmerie authorizes the assignment orders. However, according to The Gendarmerie Organization, Duty and Jurisdiction Law, the gendarmerie NCOs must be assigned to the order of provincial governors. Again, in practice, provincial gendarmerie commands determine the specific billets and propose them to the provincial governors (Figure 14). This situation is only valid for those who are assigned to the internal security stations because they are subordinated to the governors regarding administrative duties. Nevertheless, for other unit types, such as commando, border security, and training, the unit commanders determine their specific billets.

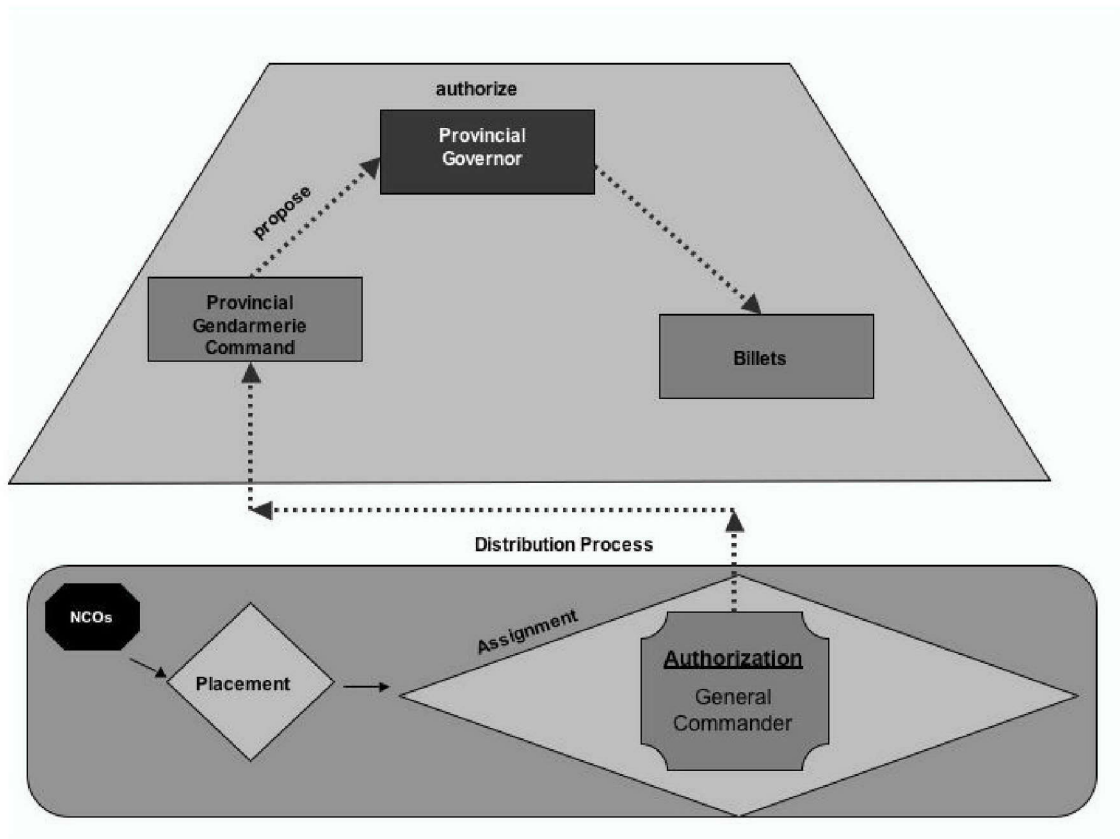


Figure 16. The Gendarmerie NCO Detailing

*b. Assigning Personnel from the First Geographical Region into the Second Geographical Region*

The number of officers, NCOs, and specialist gendarmeries who will be assigned to the second geographical region is determined by considering the following principles:

- Personnel inventory and billet ratio.
- Job requirements and the portion of each rank group that corresponds with those job requirements.
- Number of personnel, regarding their ratings (occupational specialties), who will be discharged from the second geographical region.
- The quantity of abrogated or newly authorized billet or units and the changes in their structure or locations.
- The quantity of graduating personnel who are available to be assigned to the second geographical region.

- Quantity of inventory loss.

The probability of assignment to the second geographical region for each individual commissioned person is calculated by the Bureau of Assignment and is announced by March of each year. In this notification, the situation of personnel is stated as "certain," "probable," or "negative". "Certain" refers to those personnel who will certainly be assigned to the second geographical region that year. "Probable" refers to possible assignment, while "negative" means no assignment in that year to the second geographical region.

For those personnel who will be in their second tour, or more, at the second geographical region, their assignment queue is determined by the following factors (in degree of importance):

- Ratings
- Rank
- Quantity of their assignment in the second geographical region
- The most recent year of their entering the second geographical region
- Year of graduation
- Year of promotion to their current rank
- Second geographical region service score
- The most recent year and month of their entering the second geographical region

*c. Assigning Personnel from the Second Geographical Region into the First Geographical Region*

The regular service period for the second geographical region is a total score of 1095 for each assignment period. This service period score is determined by multiplying the number of days they have been at the second geographical region by the multiplier of their garrison category. The Bureau of Assignment

identifies the personnel who will complete their service period by the 30<sup>th</sup> of September of each year, then announces the list to each unit until the 31<sup>st</sup> of December of each year. However, if an individual commissioned person is in the second geographical region for the third time, the multiplier will be 1.5 for any garrison category. Additionally, the multiplier for the officers, NCOs, and specialist gendarmeries at the border security units will also be counted as 1.5, regardless of garrison category. If an individual collects a 730 service score, in other words, completes 2/3 of the service period, the Bureau of Assignment assumes that the individual has completed the service period for the second geographical region.

*d. Assignment Requests*

In order to maintain equality between the personnel and the command preferences, personnel fill out assignment request forms each year. These forms include five preferred locations and one undesirable location. The reason for the "undesirable location" choice in the assignment request form is that personnel, in some cases, may not want to be assigned to a specific city or district because of personal or family problems. Therefore, the command can avoid the extra reassignment cost.

Commissioned personnel in the first geographical region must submit the assignment request forms to the Bureau of Assignment not later than the 31<sup>st</sup> of January but the due date for those who are in the second geographical region is the 15<sup>th</sup> of February.

The detailers satisfy the assignment requests of personnel as much as possible by considering their job requirements, backgrounds, KSAs (knowledge, skills, and abilities), ranks and promotions, personal or family



problems, and health problems of the personnel. However, it is important that officers, NCOs, and specialist gendarmeries cannot be assigned to billets that are located in the same districts as the residences of their or their spouses' parents if the population is under 500,000. Therefore, those personnel cannot request those districts in their assignment requests.

## 2. Execution

The main execution agent for assignments is the Bureau of Assignment in Ankara. The whole assignment sub-process is carried out by this bureau. The Bureau of Assignment consists of five different divisions that are responsible for executing assignments of the different uniformed communities: officers, reserve officers, NCOs, Technical NCOs, and specialist gendarmeries. Each division performs the assignment of one community regardless the occupational specialty of individuals.

Number of Personnel Working at Divisions Division	Officer	NCO	Civilian	Number of Active Duty Personnel
<b>Officer Assignment</b>	3	5	4	4,200
<b>Reserve Officer</b>	1	1	1	2,700
<b>NCO</b>	3	9	5	16,000
<b>Technical NCO</b>	1	5	3	3600
<b>Specialist Gendarmerie</b>	3	10	5	19,000

Table 4. Personnel Assignment Divisions

Although the detailing of each group has different characteristics, such as staff officers, engineers, or doctors, each assignment division performs the whole detailing process of the officer, NCO, and specialist gendarmerie communities. However, the whole assignment process performed by assignment divisions consists of four phases: vacancy determination, definition, pooling, and detailing.

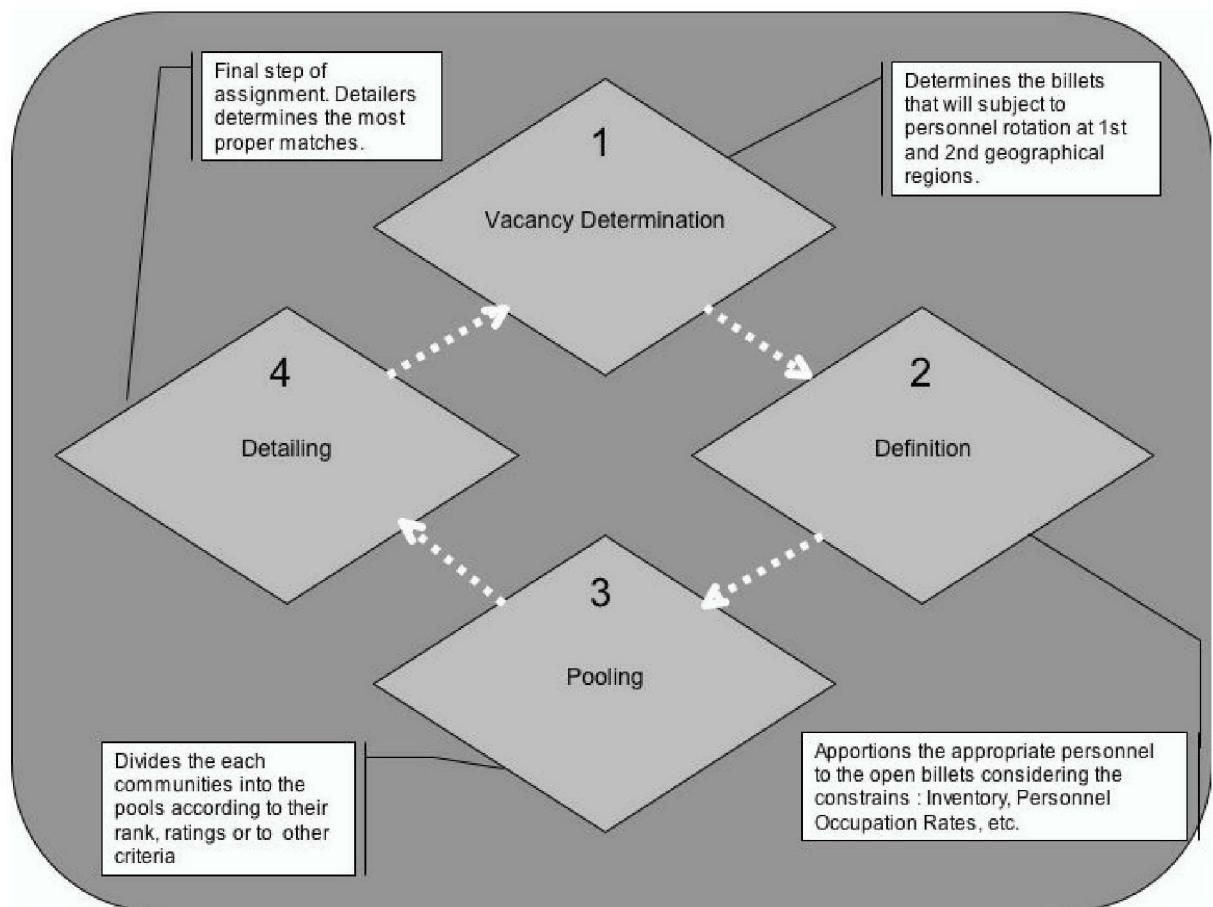


Figure 17. Four Phases of Assignment Execution

a. *Vacancy Determination*

Vacancy Determination is the first phase of the assignment sub-process. It determines the billets that will require personnel rotation in the first and second geographical regions. The phase begins with the determination of the billet vacancies at the first geographical region. All commissioned personnel, officers, NCOs, and specialist gendarmeries, have to

collect a 1095 garrison category score. In other words, individual commissioned personnel have to complete the nominal service period at the first geographical region to become eligible to be assigned to the second geographical region. Garrison category scores are based on the daily periods. Whether an individual is assigned to a billet at some regular assignment season or in an exceptional time, fulfillment of the nominal service period on a daily base is the main criterion for completing the service period at the second geographical region. However, it is important that the minimum service period or nominal service period, is the period between the first assignment date to the current billet and the last day at the billet. Although assignments are declared in May, the general distribution month from the second geographical region into the first geographical region is August. Therefore, the period includes the time between the August when personnel started their assignment at the second geographical region and the August of the year when their new assignments at the first geographical region are determined.

In a given example, a specialist gendarmerie is assigned to Diyarbakir province, whose garrison service period is four years and multiplier is 0.75 of a point. Therefore, this specialist gendarmerie collects 0.75 of a point for each day at the station in the province centre. However, after his 28<sup>th</sup> month the specialist gendarmerie's unit is relocated to the Bismil district of Diyarbakir, whose garrison service period is three years and multiplier is 1.00 point. Six months later, the same specialist gendarmerie is assigned to the Kulp district of Diyarbakir, whose garrison service period is two years and multiplier is 1.50 points. Although that specialist gendarmerie was assigned to the Diyarbakir province

center for four years at first, at the end of the three years he collects a 1096.5 garrison category score and becomes eligible to be assigned to the first geographical region.



Diyarbakir	Garrison Service Period	Multiplier	Actual Service Period (Month)	Total (Day X Multiplier)
Province Centre	4	0,75	28	852x0.75=639
Bismil (District)	3	1	6	183x1=183
Kulp (District)	2	1,5	6	183x1.5=274.5

1,096.5

Figure 18. Vacancy Determination Example

However, some individuals may not want to be assigned to the first geographical region and may request one additional year at the second geographical region. The Bureau of assignment also considers these requests if the supervisor of the person approves the request.

Secondly, after considering the number of open billets at the second geographical region, the Bureau of Assignment determines the personnel at the first geographical region who will fill the open billets. According to the duration of service of the individuals' current assignments at the first geographical region, each assignment division sorts personnel, from the longest service time to the shortest service time, by

grouping the personnel with the same ranks. Then, after considering the number of open billets for each rank, the assignment divisions choose the personnel from these sorted lists.

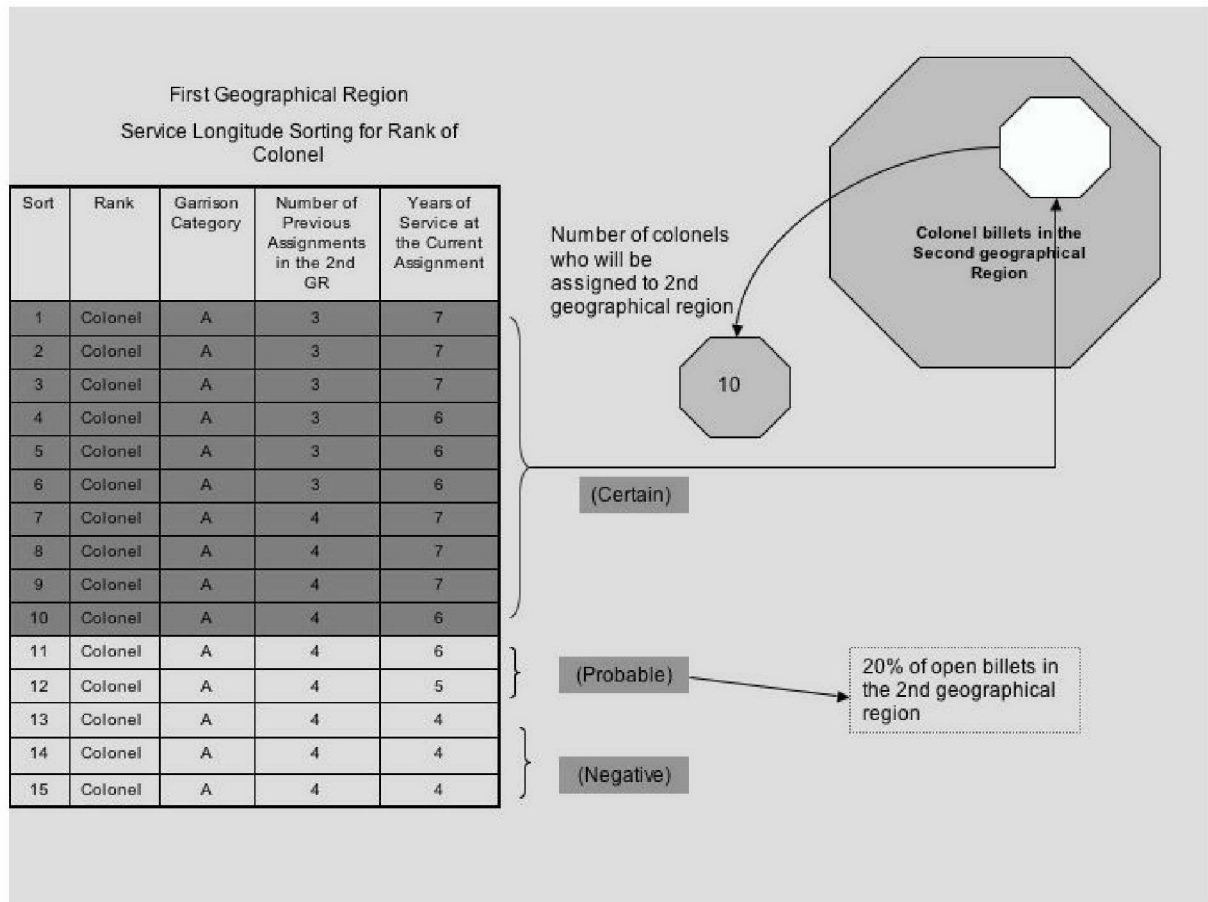


Figure 19. Determining Personnel to fill the open billets at the 2<sup>nd</sup> Geographical Region

However, according to the number of individuals in each rank group who request staying an additional year at the second geographical region, the Bureau of Assignment would reduce the “certain” notifications according to the number of the requests. Next, 20 percent of the list for each rank group receives a “probable” assignment notification to the second geographical region, to account for erroneous vacancy determinations or unpredictable personal problems that the personnel may encounter. Nevertheless, the length of years of service at their current location is not the only major criterion

in determining the personnel who will be assigned to the second geographical region. Another key factor is the number of assignments at the second geographical region. Therefore, besides years of service at their current billet, the commissioned personnel at the first geographical region are also sorted by the number of their previous assignments at the second geographical region. Individuals with fewer assignments at the second geographical region in the same rank and pay grade are more likely to be assigned.

After the determination of billet vacancies, these open billets are declared on JANET (Gendarmerie Intranet). The purpose for issuing the open billets on JANET is to provide decision support to personnel when they make their assignment requests.

*b. Definition*

In the Definition phase, each assignment division proportions the personnel according to the province levels for internal security stations and unit levels for others, such as border security units. The opinion of the General Commander of the Gendarmerie, personnel occupation rates, inventory, and the requests from brigades are the primary considerations during the Definition phase.

After determining the inventory, assignment divisions define the number of personnel ranks and occupational specialties of each province or unit, considering the personnel occupation rates. For example, the current approximate number of specialist gendarmeries is 19,000. The expected number of graduations in 2005 is 1,400, and the total loss will be 250 for the same year. Therefore, the gain is 1,150 specialist gendarmeries. The total number in the specialist gendarmerie community is 20,150 for the year 2005. Each division, the specialist

gendarmerie division in our case, then determines the number of personnel for each unit type and province according to personnel occupation rates and unit priority rates. These rates are outlined by the Department of Operations in percents, by considering the previously discussed criteria in determining the personnel occupation rates. The total number of specialist gendarmerie billets is 33,000, while the total number of active duty specialist gendarmeries is 20,150. Defining the personnel considering these rates is vitally important for reaching the most efficient combination. For instance, unit priority rates for specialist gendarmeries are 90 percent for internal security units, 5 percent for border security units, and 5 percent for commando units. This means that 90 percent of the specialist gendarmerie will be assigned to internal security units, 5 percent of them will be assigned to commando units, and another 5 percent will be assigned to border security units. Also the personnel occupation rates for four cities are 100 percent for Istanbul province, 80 percent for Konya province, 60 percent for Bilecik province, and 45 percent for Yozgat province. The specialist gendarmerie division defines the number of specialist gendarmeries for each province and units according to these personnel occupation rates. However, these numbers are elastic in this period. The exact number is identified after considering the requests from brigades and recommendations from the General Commander of The Gendarmerie.

*c. Pooling*

In the Pooling phase, each assignment division creates pools for each rank and occupational specialty among the personnel who will definitely be assigned to the second geographical region or to the first

geographical region. This phase excludes other personnel who will stay in their current assignments. In the final phase, detailing, each assignment division performs detailing within these pools. These pools are arranged according to the ranks within each community and occupation. The detailing phase will execute assignments starting from the higher ranks through to the lower ranks to identify the billet-personnel gap, it will fill the billets with lower ranks if the required rank is not sufficient.

*d. Detailing*

The Detailing phase is the final step of the Assignment sub-process. The Bureau of Assignment made 14,800 detailings in 2004, which cost the General Command of the Gendarmerie 10 million dollars.

Besides the criteria in the other three phases, the detailing phase considers two more criteria: the provincial substitution map and occupational scores.



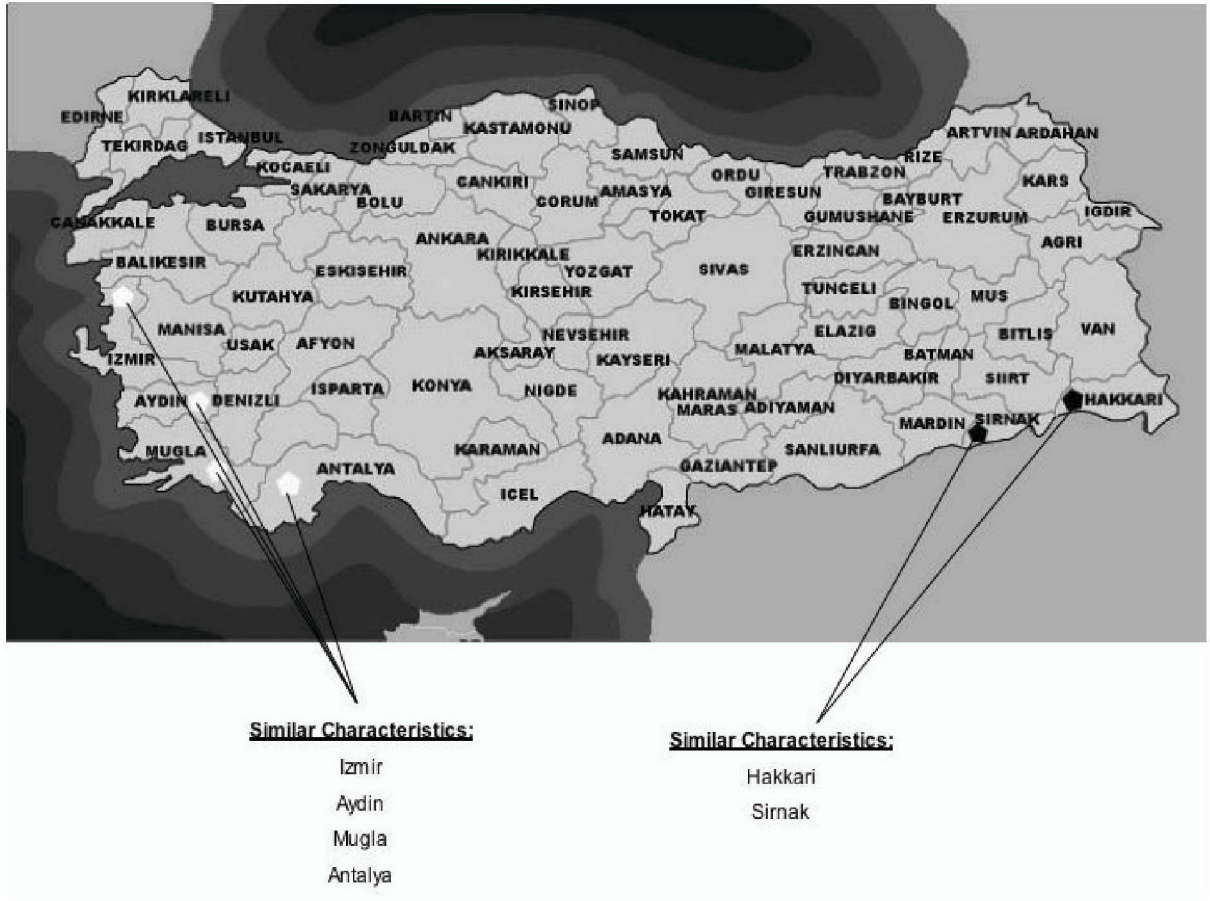


Figure 20. Provincial Substitution

As an example of provincial substitution, one group from the first and one from the second geographical region are shown in Figure 12. Because Izmir, Aydin, Mugla, and Antalya have similar geographical and economical characteristics, these provinces are substitutes for each other in terms of detailing. Therefore, an individual who has been assigned to Izmir, Aydin, Mugla, or Antalya cannot be assigned to one of these provinces again. Although the Bureau of Assignment considers the provincial substitution map as a constraint, an inadequate commissioned personnel population is cause to disregard the provincial substitution map in some cases.

Another important criterion is occupational scores, which are collected during the assignments.

Occupational scores reflect the geographical and economical conditions of each garrison. The Bureau of Assignment, by considering the 14 main and 74 sub-categories of the billet garrisons, determines occupational rates. The main and sub-categories are exhibited in Appendix A.



	Assignment Location	Years of Service	Oc. Score per Year	Total Score
<b><u>Officer A</u></b>	1. Van	4	625	<b>8150</b>
	2. Ankara	5	950	
	3. Hakkari	2	450	
<b><u>Officer B</u></b>	1. Erzincan	4	600	<b>7525</b>
	2. Bursa	5	875	
	3. Cukurca/Hakkari	2	375	

Figure 21. Occupational Scores

An individual with a smaller occupational score is more likely to be assigned to relatively more advantageous locations. In Figure 21, Officer A has been assigned to Van for four years, to Ankara for five years, and finally to Hakkari for two years, respectively. The sum of his/her occupational scores is 8,150, whereas another officer's total occupational score is 7,525. The Bureau of Assignment concludes that officer B has served in relatively less favored locations compared to officer A. Therefore, Officer B is more likely to be assigned to

a billet with a higher occupational score than the next assignment of officer A.

Considering the other criteria, NCO and specialist gendarmerie assignment divisions execute detailing by using the decision support systems: the specialist gendarmerie detailing model and the NCO detailing model. Experiments show that these models, considering the total constraints, can assign almost 80 percent of the specialist gendarmerie and NCO populations separately. For the rest of the populations, each division cancels specific criteria according to their significance level. The first constraint that will be disregarded is the constraint of "not assigning personnel to their province of residence". If there are still undetailed personnel because of the criteria, supervisors disregard the provincial substitution map, and so on.

Although a computer-based assignment model does not execute officer assignments, the officer assignment division performs the same procedures for personnel at the rank between lieutenant and captain. Since the regiment command and battalion command billets are considered critical command billets, the detailing phase of personnel with a rank between major and colonel is executed more carefully. Opinions of the general Commander of the Gendarmerie, the Chief of the Department of Personnel, and the Chief of Bureau of Assignment have an active role in detailing senior officers.

The Chief of the Bureau of Assignment identifies the colonels that are eligible for regiment-level commands, such as provincial gendarmerie commands and training regiment commands. The history of their financial assets and achievement at their previous assignment as battalion commander or district gendarmerie

commander is evaluated for each individual. The Chief of the Bureau of Assignment estimates the number of retirements and promotions of lieutenant colonels and colonels. Then he identifies the open billets at the first and second geographical regions. The Chief of the Bureau of Assignment creates separate pools for those who are eligible to be provincial gendarmerie commanders or regiment commanders, and for those not eligible. Regarding the opinions of the Chief of the Personnel Department and the General Commander of the Gendarmerie, the Chief of the Bureau of Assignment executes the detailing phase of those personnel. The same procedure is followed for the lieutenant colonels and majors; however, the participation of the General Commander of the Gendarmerie is small in their detailings.

### 3. Recent Policy Changes and Future Implementations

As investigated in the previous sections, the current assignment system is based on the rotation of personnel between two geographical regions that are classified into five categories in regard to the geographical, social, and economical characteristics of the garrisons.

However, the current situation does not allow the assignment of gendarmerie commissioned personnel to the different garrison categories in continuing assignments because of the different number of billets in each geographical region and garrison category.<sup>24</sup> Figure 14 shows the personnel distribution in each garrison category and geographical region.

Recently, a series of research on new policy implementation was started by the General Chief of Staff

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<sup>24</sup> Yilmaz, Umit, 2005. Redefining the garrison categories, Briefing Slides.

of the Armed Forces to provide a fairer assignment system. According to the new assignment system, the implementation of two different geographical regions will be cancelled and one geographical region with six garrison categories will be implemented in 2006. These garrison categories will be called the 1<sup>st</sup> Garrison Category, 2<sup>nd</sup> Garrison Category, 3<sup>rd</sup> Garrison Category, 4<sup>th</sup> Garrison Category, 5<sup>th</sup> Garrison Category, and 6<sup>th</sup> Garrison Category.

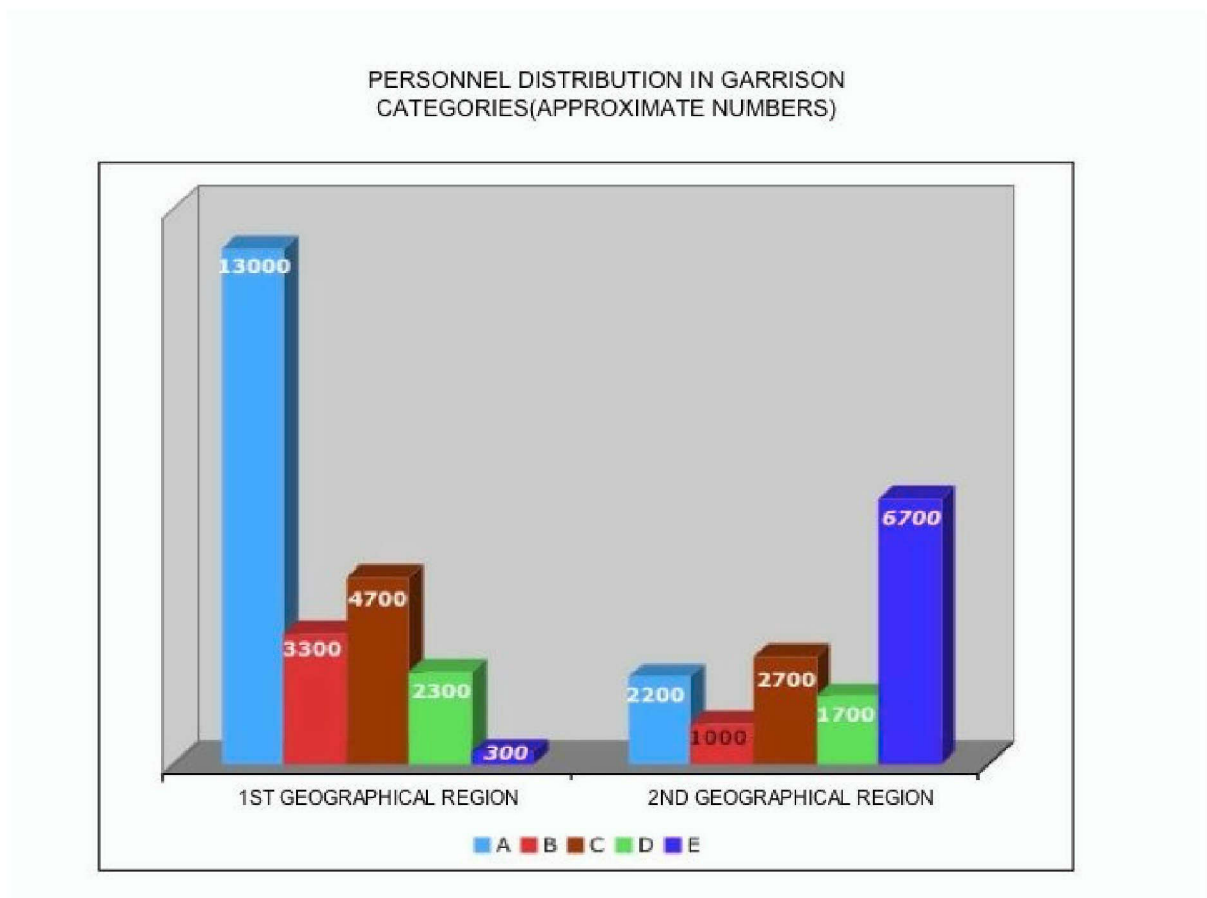


Figure 22. Personnel Number in Garrison Categories.

The content of the first, second, and third categories will include all the garrisons—except the less favorable garrisons—at the first geographical region and favorable garrisons at the second geographical region. The other three categories, the fourth, fifth, and sixth, will include all the garrisons at the second geographical

region and the less favorable garrisons at the first geographical region. Figure 23 exhibits the expected personnel percent rate for each garrison category.

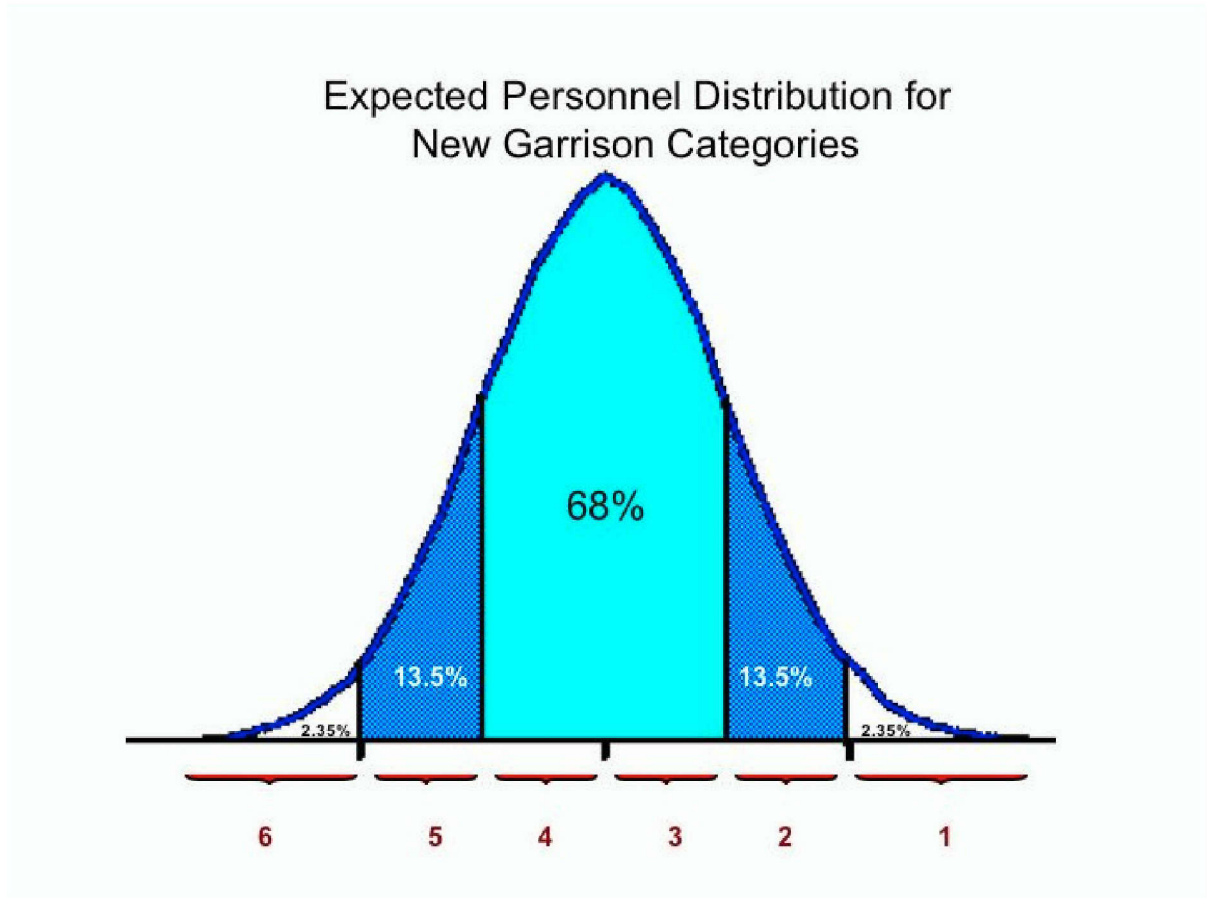


Figure 23. Expected Personnel Distribution for New Garrison Categories

However, the occupational scores that have recently been determined by the Land Forces according to the geographical, social, and economical condition of garrisons where units of the Land Forces exist do not objectively respond to the needs of the General Command of the Gendarmerie. Unlike the Land Forces, the General Command of the Gendarmerie has units in each administrative district of the country. Therefore, the Bureau of Assignment has developed a survey and a questionnaire to determine personnel preferences in

establishing new garrison categories and occupational scores, and in determining the recent social and economical conditions of the districts. The Personnel Preferences Survey includes questions on 10 main categories (See Appendix B). The Survey was sent to 81 provincial gendarmerie commands and 5 tactical gendarmerie border security regiments besides the 1,620 personnel in the Ankara garrison, including officers, NCOs, and specialist gendarmeries.

#### D. CHAPTER SUMMARY

The personnel distribution process consists of two sub-processes: placement and assignment. The Placement sub-process determines the personnel occupation rates, or command preferences, in other words, while the assignment sub-process produces the end result: detailing by evaluating both personnel and command preferences to assign the right person to the right place at the right time with the right skills.

The Bureau of Assignment executes this difficult process in four phases:

- Vacancy Determination identifies the personnel who are completing their nominal service period at the second geographical region and the personnel from the first geographical region that will fill the open billets at the second geographical region.
- Definition defines the appropriate number of personnel for each garrison or unit considering the major command preferences.
- Pooling creates population pools for each community by rank and occupational proficiency. These pools will be used in the final phase of the assignment sub-process as an important input.
- Detailing: Each division details the proper personnel to the open billets by evaluating both personnel and command preferences.

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## V. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

### A. RESEARCH QUESTIONS AND ANSWERS

#### 1. Primary Research Questions

What are the major problem areas of the current personnel assignment process?

Interviews with the major actors in the assignment process, the detailers and the personnel, and the Bureau of Assignment customer support log show that there are six main problem areas in the General Command of the Gendarmerie personnel assignment process: Job Diversity, Family and Housing, Policy Implementations, Organizational Structure, Garrison Classification, and Cost Efficiency.

**Concern Areas of 28 Applicants**

CONCERNS ABOUT FAMILY ISSUES	NUMBER OF APPLICANTS	CONCERN ABOUT BILLET ISSUES	NUMBER OF APPLICANTS
SPOUSES (JOB-RELATED)	6	ASSIGNING FROM 1ST GEOGRAPHICAL REGION	3
SPOUSES (HEALTH-RELATED)	1	ASSIGNING FROM 2ND GEOGRAPHICAL REGION	7
CHILDREN (SCHOOL-RELATED)	1	COMPLAINT ON CURRENT ASSIGNMENT	5
CHILDREN (HEALTH-RELATED)	1	COMMON ISSUES	2
PERSONAL (HEALTH-RELATED)	2		

Table 5. Concern Areas of 28 Applicants to the Bureau of Assignment Customer Service

Twenty-eight applications in the Bureau of Assignment customer support log—the log includes the records of October 27 and 28, and November 3, 4, 5, 9, 10, 2005—show that the major concerns for Gendarmerie personnel is the rotation period between two geographical areas and job the situations of their spouses. Interestingly enough, 21 of the applicants were married, six applicants did not state their marital status, and one applicant stated his marital status as single. Moreover, although 10 individuals requested information on their rotation between the first and second geographical areas, the main reason why they asked the question is not given.

a. *Job Diversity*

The General Command of the Gendarmerie carries out administrative, judicial, military, and other types of duties in 92 percent of Turkey geographically, with various unit types, such as border units, schools and training centers, commando units, aviation units, and station commands. Additionally, the changing environment and different crime characteristics lead to increasingly diverse occupational areas for internal security units. Narcotics teams, organized crime teams, criminalistic laboratories, traffic teams, and search and rescue teams are examples of specialization areas in internal security units. Obviously, these specialization areas are the result of more efficient law-enforcement and public security requirements.

However, since every action of the governing administration can be assumed as one of the administrative, judicial, military, and the "other" duty categories, as they are called in the related law, the Gendarmerie units perform additional duties as well, such as border security and guarding the boundaries and gates

of prisons and detention houses. Considering the training centers and support units necessary for these additional duties, the situation not only increases the billet diversity but also diminishes the personnel inventory.

*b. Family and Housing*

The lack of a robust job market in small districts and housing for some border units are the major problem areas for family members.

Especially for personnel in the junior ranks, a short cycling period is a significant obstacle in the career path of their spouses. In addition to the short cycling period, most of the population lives in the big provinces, so spouses have severe career problems in small districts if they work for a private company.

Additionally, the border security units absorb a significant portion of the personnel inventory of the Gendarmerie. Most of the personnel in the border security units are separated from their family during the two-year service period.

*c. Policy Implementations*

The current undermanning policy of the Turkish Armed Forces directly affects the General Command of the Gendarmerie assignment process. Additionally, the differences in the assignment policies for officers, NCOs, and specialists gendarmerie communities have negative effects on both personnel effectiveness and cost efficiency.

Although the Turkish Armed Forces is still implementing the force reduction and undermanning policies, job definitions of the Gendarmerie and the three other services, the navy, air force, and land forces, are very different from one another. The Gendarmerie has billets in all districts across the whole

country, unlike the other services, and this situation generates the more geographically diverse billets. Therefore, the gendarmerie personnel/billet fulfillment rates are considerably lower than the other three services: 53 percent for the officers, 88 percent for the NCOs, and 58 percent for the specialist gendarmeries. In addition, the main duty of the Gendarmerie is to provide internal public security and order for Turkish citizens as opposed to externally focused security. Therefore, the parameters for determining the manpower requirements of the Gendarmerie and the other three forces have different characteristics.

For example, in addition to its current personnel number of 200,000, including night guards, the Ministry of Interior sent a bill to the Grand National Assembly of Turkey to recruit university graduates as police officers after a six-month training period. This bill will provide 10,480 additional personnel to the National Police.<sup>25</sup> It is important to note that the National Police consists of entirely commissioned professionals, whereas 150,000 of the Gendarmerie are conscripts.

Moreover, differences in the specialist gendarmerie, NCO, and officer communities negatively affect the assignment accuracy of the Bureau of Assignment because the assignment process continues after assigning the NCO and specialist gendarmeries to the provinces.

*d. Organizational Structure*

Each assignment division currently assigns all the members of each community regardless of the

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<sup>25</sup> 10 bin yeni üniversiteli polis, *NTVMSNBC*, (2005, February 15). Retrieved February 16, 2005, from <http://www.ntvmsnbc.com/news/309749.asp>

occupation and rank differences among the personnel. Therefore, the average number of assignments per detailer ranges from 117 to 351 if we assume that 1/3 of the personnel are assigned per year. Table 6 shows the number of assignments per detailer. Nevertheless, the officer and NCO members of the assignment divisions are the major actors in the detailing.

Divisions		Personnel Working at Assignment Divisions			COMMUNITIES	NUMBER OF ASSIGNMENTS	TOTAL AVERAGE PER DETAILER (YEARLY)
		OFFICER	NCO	CIVILIAN			
OFFICER ASSIGNMENT DIVISION	Number of Detailers(12 in total)	3	5	4	Officer	1400	1400/12=117
	Number of Assignments per Detailer(Yearly)	466	280	350			
RESERVE OFFICER ASSIGNMENT DIVISION	Number of Detailers(3 in total)	1	1	1	Reserve Officer	900	900/3=300
	Number of Assignments per Detailer (Yearly)	900	900	900			
NCO ASSIGNMENT DIVISION	Number of Detailers(17 in total)	3	9	5	NCO	5333	5333/17=314
	Number of Assignments per Detailer (Yearly)	1,778	593	1,067			
TECHNICAL NCO ASSIGNMENT DIVISION	Number of Detailers(9 in total)	1	5	3	Technical/NCO	1200	1200/9=133
	Number of Assignments per Detailer (Yearly)	1,200	240	400			
SPECIALIST GENDARMERIE DIVISION	Number of Detailers(18 in total)	3	10	5	Specialist Gendarmerie	6333	6333/18=351
	Number of Assignments per Detailer (Yearly)	2,111	633	1,267			

Table 6. Number of Assignments per Personnel at the Bureau of Assignment

e. *Garrison Classification*

Current garrison classification is based on a broad definition that is also used by the Land Forces. However, it is obvious that the current garrison classification does not fulfill the Gendarmerie's needs, because of the billet diversity and the existence of the gendarmerie in each district. Although all the border-security unit locations are considered as garrison

category "E", there may be differences among locations regarding the distance from airports, or other geographical conditions.

Additionally, varying numbers of garrison categories in both the first and the second geographical region does not allow assigning individuals equally to the different garrison categories.

*f. Cost Efficiency*

Small personnel/billet fulfillment rates and diverse billet types lead to shorter rotation periods, which result in a considerably large transportation cost to the General Command of the Gendarmerie. The total number of personnel rotating was 14,800 in 2004, at a cost of 10 million dollars. This cost included only the transportation cost, which is funded by the government.

The reassignment of the personnel, because of either human error or inappropriate detailing, produces additional costs for the General Command of the Gendarmerie.

What would be the recommendations to make the current assignment process more efficient?

Section C will examine the appropriate recommendations to improve the current problem areas.

2. Secondary Research Questions

What are the organizational characteristics of the General Command of the Gendarmerie?

Chapter II provides a detailed review of the organization. The significant organizational characteristics can be summarized as:

- The General Command of the Gendarmerie is a military police force.

- The Gendarmerie carries out various operations, including law-enforcement, antiterrorism, border security, and peacekeeping.
- As a result of job diversity, the Gendarmerie perform different types of tasks with different units.
- Subordination of the gendarmerie units varies because the laws and regulations determine the duties of the gendarmerie under four titles: administrative duties, judicial duties, military duties, and other duties.

What policies govern the Gendarmerie personnel system and assignment process?

Chapter II and Chapter III examined the personnel and assignment policies. The MPT system, especially the assignment subprocess, is directly related to personnel social life and the constitutional responsibilities of the administration. Therefore, the assignment sub-process is directly outlined by law and regulations.

Influential laws and directives that strictly outline the assignment process are the following:

- Turkish Armed Forces Personnel Law (No: 926),
- Specialist Gendarmerie Law (No: 3466),
- Specialist Corporal Law (No: 4752),
- War Academies Law (No: 1462),
- The Gendarmerie Organization, Duty, and Jurisdiction Law (No: 2803).
- Provincial Administration Law of 1949 (No: 5442)
- The Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs
- The Joint Directive for the Regulation on Assignment and Replacement of the Turkish Armed Forces Officers and NCOs
- General Command of the Gendarmerie Assignment Directive (Draft).

Who are the major stakeholders in the assignment process?

The major stakeholders in the General Command of the Gendarmerie's assignment process are:

- The General Command of the Gendarmerie
- The General Chief of Staff of the Armed Force
- Command of the Land Forces
- The Ministry of Interior
- The Chief of Personnel Department and Its Subunits
- Colleagues
- Citizens
- Contractors
- Family Members

B. CONCLUSION

This thesis concludes that the current the assignment process of the General Command of the Gendarmerie has six main problem areas that require long-term and short-term improvements. Therefore, optimizing both personnel and command preferences is a big dilemma for the General Command of the Gendarmerie. In the current assignment process, the command preferences exceed the personnel preferences because of dispersed billet location, diverse regions of operations, and insufficient personnel. Consequently, the excessive billet numbers and insufficient personnel inventory result in short rotation periods.

As a part of both military and administrative organizations, the manpower requirements of the Gendarmerie differ from other governmental and military organizations. Instability and a changing environment require a more elastic and easily applicable manpower, personnel and training system to rapidly determine alternative manpower and personnel requirements. However,



this elastic MPT system is not supported by an integrated and effective HRIS (Human Resource Information System). Therefore, it causes a human intensive assignment process.

### C. RECOMMENDATIONS

The General Command of the Gendarmerie must develop a more accurate assignment process by remedying the current problem areas to ensure operational readiness. Further areas for improvement can be categorized as long-term and short-term solutions.

#### 1. Long-term Solutions

Long-term solutions include some major policy changes and actions that may take more than 10 years:

- To minimize the job diversity, current additional units, such as units guarding the boundaries and gates of prisons and detention houses, must be abolished.
- Security of the borders in the two provinces must be given to the Land Forces, as stated in the Law no: 3497, or the structure of the border security units must be changed into smaller and mobile units by focusing on unmanned aerial vehicles or other security and detection systems instead of human intensive units.

#### 2. Short-term Solutions

Short-term solutions consist of new policy implementations and improvements:

- To provide a more accurate and satisfactory assignment process, the differences in the specialist gendarmerie, NCO, and officer assignment policies must be changed.
- To fill the gap between the personnel inventory and the billet number, the General Command of the Gendarmerie must recruit more personnel by contracting, since recruiting resources are limited.
- The current MPT system must be improved by implementing HRIS (Human Resources Information Systems) that will provide instant and more

accurate data, for all components of the MPT system, especially the distribution process. This system must be able to connect all of the stations and posts of the General Command of the Gendarmerie.

- The Department of Personnel must be restructured in accordance with the new improvements. The Department of Personnel must include a research and development bureau on manpower and personnel issues to update the components of the Gendarmerie MPT system. This bureau must carry out research and studies with other institutions and universities on the Gendarmerie manpower and personnel issues. In addition, the Bureau of Assignment must be divided into sub-divisions to execute detailing of each rank and occupational specialty separately.
- The General Command of the Gendarmerie must implement incentive pay for the personnel who are in less favorable billets to improve the operational readiness by providing incentives to personnel.
- To improve the personnel preferences and to perform more accurate detailing, the Department of Personnel must implement an Internet-based job assignment system that enables the detailers to propose certain billets with their pros and cons to the personnel.

APPENDIX A. OCCUPATIONAL SCORE FACTORS

Province Information Form		
Name of the Province/District :		
Required Information		Reponses
Population Data	1. District's	
	Subdistrict	Quantity
		Population
	Village	Quantity
		Population
	Hamlet	Quantity
		Population
	2. Population of the district according to census of population by 2000	
	a. Population in summers	
	b. Population in winters	
3. Population density		
4. Increase and decrease in population considering the previous census (%)		
Topographical Characteristics	1. District's	
	a. Size (Km <sup>2</sup> )	
	b. Highlands (Km <sup>2</sup> )	
	c. Flat Areas (Km <sup>2</sup> )	
	c. Forest (Km <sup>2</sup> )	
	d. Cultivative Areas (Km <sup>2</sup> )	
	2. Elevation (Meter)	
	3. Grade of the Earthquake Area Classification (1st, 2nd, 3rd)	
	4. District's	
	a. Number of rivers	
	b. Number of floodable rivers	
	c. Number of Lakes and Reservoirs	
	5. Climate	
	a. Average Temperature in July	
	b. Average temperature in January	
	c. Minimum Temperature in January	
	c. Maximum Temperature in July	
	d. Average annual humidity	
	e. Annual rainfall	
	f. Total number of rainy days	
7. Distance from sea of the districts;		
a. By the sea		
b. 3-30 km		
c. 31-60km		
d. more than 60km		

Transportation and Communication	1. <i>Transportation Condition;</i> a. <i>Accessible to all directions</i> b. <i>Accessible to some directions</i> c. <i>Accessible to only province</i>	
	2. <i>Distance from the nearest big province</i>	
	3. <i>Communication;</i> a. <i>Telecommunication is very satisfactory</i> b. <i>Telecommunication is satisfactory except sever weather conditions</i> c. <i>Telecommunication is not satisfactory</i>	
	4. <i>Nubmer of villages without phone lines</i>	
	5. <i>Number of active GSM network in the district</i>	
	7. <i>Number of avalanche areas</i>	
	8. <i>Avarage number of unaccessible villages in severe winters</i>	
	9. <i>District's</i> a. <i>Number of train stations</i>	
	b. <i>Number of civilian airports</i>	
	c. <i>Number of military airports</i>	
Education	1. <i>Literacy Rate</i> a. <i>Less than 80%</i> b. <i>81% - 90%</i> c. <i>91% - 95</i> d. <i>% 96-100</i>	
	2. <i>According to the census of year 2000</i> a. <i>Number of kindergarten</i>	
	b. <i>Number of elementary schools</i>	
	c. <i>Number of high schools</i>	
	c. <i>Numberof technical high schools</i>	
	d. <i>Number of governmental high school of science</i>	
	e. <i>Number of high school of science</i>	
	f. <i>Numero distinctive high schools</i>	
	g. <i>Number of colleges</i>	
	g. <i>Capacity of colleges</i>	
	h. <i>Number of faculties</i>	
	i. <i>Capacity of faculties</i>	
	i. <i>Number of universities</i>	
	j. <i>Number of professors</i>	
	k. <i>Number of associate-professors</i>	
	l. <i>Number of Ph.D.</i>	
	m. <i>Number of instructors</i>	
		n/a
	n/a	
	n/a	
	n/a	
	n/a	

	N/A	
	N/A	
Tourism	2. Number of five-star hotels	
	3. Number of other hotels	
	(a) Four-star hotels	
	(b) Three-star hotels	
	4. Number of holiday camps	
	1. <i>Development score of the province according to DIE(Statistical Institute of the State)</i>	
Economic Conditions	2. <i>Power supply conditions (including villages)</i>	
	a. <i>Very Satisfactory</i>	
	b. <i>Satisfactory</i>	
	c. <i>Not satisfactory</i>	
	3. <i>District's</i>	
	a. <i>Number of factories with 1-50 employees</i>	
	b. <i>Number of factories with 51-200 employees</i>	
	c. <i>Number of factories with more than 201 employees</i>	
	ç. <i>Number of hospitals</i>	
	d. <i>Number of military hospitals</i>	
	e. <i>Total capacity of the military hospitals</i>	
	f. <i>Number of military infirmaries and dispensaries</i>	
	g. <i>Total capacity of the military infirmaries and dispensaries</i>	
	ğ. <i>Number of public hospitals</i>	
	h. <i>Total capacity of the public hospitals</i>	
	i. <i>Number of private hospitals</i>	
i. <i>Number of profession areas of the civilian doctors</i>		
k. <i>Number of civilian doctors</i>		
l. <i>Number of military doctors</i>		
m. <i>Number of public dispensaries</i>		

Illegal Occurrences	N/A	
	n/a	
	n/a	
	n/a	
		2004
Military Issues	1. Total number of crimes	
	2. Total number of documented records	
	3. Military establishments in he district;	
	a. The rank of the most senior commander	
	b. Level of command	
	c. Number of military housings	
	c. Number of military lodges	
	d. Number of military accommodations	
	e. Number of military guest rooms	
	f. Capacity of the military camp	
g. Visitor capacity of the military camp]		
g. Number of military gyms		
h. Capacity of military gyms		
Public Security	1. Crimes	2004
	a. Homicide	
	b. Injure	
	c. Robbery	
	ç. Sexual harrasment	
	d. Breaking to property	
	e. Terror	
	f. Number of security personnel	
	g. Number of the Gendarmerie personnel	
	g. Number of citizen guards	
Organized Crime and Border Security		2004
	1. Border Security	
	a. Violation of law no: 5682	
	b. 5683 Violation of law no: 5683	
	2. Smuggling	
	b. Custom	
	c. Archaeological artifacts	
	ç. Drug	
d. Illegal planting(hashish)		
e. Tax fraud		
Traffic Accidents	1. Traffic	2004
	a. Accident with fatality	
	b. Accidents with injuries	
	c. Accident with damage	
	ç. Number of casualties	
d. Injuries		

## APPENDIX B PREFERENCE DETERMINATION QUESTIONNAIRE

### SECTION I

In the following part, components of each main criterium are listed. Please circle the degree of importance for each component that you consider when you fill out your assignment request form.

EVALUATION OF PERSONNEL PREFERENCES		DEGREE OF IMPORTANCE				
		Very Important	Important	Average Importance	Not Important	Very Insignificant
<b>POPULATION DATA</b> <i>Please identify the degree of importance of the following components.</i>						
1	Number of subdistricts, villages, and hamlets	A	B	C	D	E
2	Population of the province center or district	A	B	C	D	E
3	Population density of the province center or district (number of persons per km <sup>2</sup> )	A	B	C	D	E
<b>TOPOGRAPHICAL CHARACTERISTIC</b> <i>Please identify the degree of importance of the following components.</i>						
4	Area of the district or province center	A	B	C	D	E
5	Cultivable area of the district or province center	A	B	C	D	E
6	Elevation of the province center or district	A	B	C	D	E
7	Earthquake risk in the the district or province center	A	B	C	D	E
8	Risk of natural disasters	A	B	C	D	E
9	The distance of the province center or district from the sea	A	B	C	D	E
<b>CLIMATE</b> <i>Please identify the degree of importance of the following components.</i>						
10	Climate of the province center or district	A	B	C	D	E
<b>TRANSPORTATION</b> <i>Please identify the degree of importance of the following components.</i>						
11	The district's distance from the province	A	B	C	D	E
12	The district's distance from the nearest province	A	B	C	D	E
13	The distance from the nearest metropolis	A	B	C	D	E
14	Telecommunication (GSM, Cable, etc.)	A	B	C	D	E
15	Transportation capacities among villages	A	B	C	D	E
16	Transportation capacities among district	A	B	C	D	E
17	Interprovincial transportation	A	B	C	D	E
<b>EDUCATION</b> <i>Please identify the degree of importance of the following components.</i>						
18	Literacy rate	A	B	C	D	E
19	Pre-school facilities	A	B	C	D	E

EVALUATION OF PERSONNEL PREFERENCES		DEGREE OF IMPORTANCE				
		Very Important	Important	Average Importance	Not Important	Very Insignificant
22	Colleges and universities	A	B	C	D	E
23	Community Schools	A	B	C	D	E
24	Private institutions	A	B	C	D	E
<b>TOURISM</b> Please identify the degree of importance of the following components...						
25	Touristic facilities	A	B	C	D	E
26	Hotels and camps	A	B	C	D	E
27	Historical places	A	B	C	D	E
<b>ECONOMIC CONDITIONS</b> Please identify the degree of importance of the following components...						
28	Number of factories	A	B	C	D	E
29	Number of shopping malls	A	B	C	D	E
30	Cultural activities	A	B	C	D	E
31	Banks	A	B	C	D	E
<b>HEALTH</b> Please identify the degree of importance of the following components...						
32	Military hospitals	A	B	C	D	E
33	Public hospitals	A	B	C	D	E
34	Private hospitals	A	B	C	D	E
35	Doctors and their specialities	A	B	C	D	E
<b>SECURITY</b> Please identify the degree of importance of the following components...						
36	Common security issues	A	B	C	D	E
37	Number of security forces (police and gendarmerie)	A	B	C	D	E
<b>HOUSING</b> Please identify the degree of importance of the following components...						
38	Level of commands in the garrison	A	B	C	D	E
39	Military housing	A	B	C	D	E
40	Available civilian housing	A	B	C	D	E
41	Rates	A	B	C	D	E
42	Military Accommodations	A	B	C	D	E
43	Gyms and libraries	A	B	C	D	E
44	Theatres	A	B	C	D	E



**SERVICE INFORMATION**

<p>➤ ➤ <b>Rank:</b></p> <p>A. Specialist Gendarmerie          B. Sergeant-Staff Sergeant          C. Senior Staff Sergeant-Senior Sergeant Major          D. Lieutenant-Captain          E. Major-Colonel</p>	<p>➤ 4 ➤ <b>Number of Assignments</b>          8 ➤</p> <p>A. 1-2          B. 3-4          C. 5-6          D. 7-8          E. 9 or more</p>
<p>➤ ➤ <b>Marital Status</b></p> <p>A. Single          B. Married          C. Divorced          D. Widow          E. Separate</p>	<p>➤ 4 ➤ <b>Number of Children:</b>          8</p> <p>A. N/A          B. 1          C. 2          D. 3          E. 4 or more</p>
<p>➤ ➤ <b>Age of Your the Oldest Child</b></p> <p>A. N/A          B. Age of 0-6          C. Age of 7-12          D. Age of 13-18          E. Age of 19</p>	<p>➤ 5 ➤ <b>Current employment status of your</b>          0 <b>spouse</b></p> <p>A. N/A          B. Not employed          C. Employed in public sector          D. Employed in private sector          E. Retired</p>

**Thanks for Your Cooperation**

## SECTION II

Please read the following criteria and sort the criteria according to their degree of importance that you consider when you fill out your assignment request form. Please consider that your evaluation will affect the future assignments.

<b>MAIN CRITERIA</b>		<b>Degree of Importance (from 1 to 10)</b>
<b>1</b>	<b>POPULATION DATA</b> Population, number of subdistricts, villages, and hamlets	
<b>2</b>	<b>TOPOGRAPHICAL CHARACTERISTICS</b> Size, elevation, risk of earthquake, distance from sea	
<b>3</b>	<b>CLIMATE</b> Climate characteristics	
<b>4</b>	<b>TRANSPORTATION</b> Transportation	
<b>5</b>	<b>EDUCATION</b> Literacy rate, education facilities	
<b>6</b>	<b>TOURISM</b> Tourism	
<b>7</b>	<b>ECONOMIC CONDITIONS</b> Number of factories, number of malls, number of banks	
<b>8</b>	<b>HEALTH</b> Number of civilian and military medical facilities	
<b>9</b>	<b>PUBLIC SECURITY</b> Crime rates	
<b>10</b>	<b>MILITARY HOUSING AND FACILITIES</b> Military housing, civilian rental homes, price, military lodges	

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