

# TRANSFORMATION OF PUBLIC ADMINISTRATION AND THE APPROACH OF GOVERNANCE

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## Abstract

A process of transformation that almost affects the whole world public administrations in the whole world beginning from the first half of the 1980s and makes changeovers in the structures of classical public administrations has revealed new expectations in the field of public administration especially with the inducing of the global dynamics. The reason behind is the inadequacy of bureaucratic mechanism of classical public administrations that become clumsy day by day to meet the demands of the citizens cause new expectations. On the other hand, undoubtedly, this reconstruction attempt that pretend to respond to citizen expectations is no doubt not an easy process. This study analyses the restructuring of the government with the alteration in the systems of public administration and how the role and function of government redefined in this restructuring by centralizing the concept of “governance”. Within this scope it has been analysed; the period of change in the understanding of public administration, the basic dynamics of the change, the development of governance consideration and the reflections of the change to passing to governance and to the implementation.

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**Keywords:** Government, Public Administration, Globalization, Reform

## Introduction

Citizen’s perspective towards public authority and the state has changed beginning from the last quarter of the last century because; the worldwide double-sided political power competition and ideological blocking has ended up, the ultranationalist structures have been elasticated, a fast internationalization in the economic area has been experienced with the development of communication and knowledge technologies, a strong competition exceeding the borders of nation states has dominated the worldwide.

On the other hand, this process caused public's demands for codetermination to become a current issue through the increase in the expectations and wants aimed at public services to be fulfilled in a high quality and transparent manner and through the gaining functionality of democratic mechanisms. By this way the mentality world belonging to previous period and administration paradigm pertaining to this world has changed. With this alteration, components that are basics of liberal, economical and political thinking such as individualism, flexibility, entrepreneurship, effectiveness, profit-making, risk-taking and competitiveness have become core values of the new economical, social and political structuring that showed up.

There are new expectations in the field of public administration. These expectations are revealed by global dynamics that effected the administrations of the whole world and shaken the foundations of traditional administration. There is also a need of change that is inevitable because of the inability of bureaucratic mechanism that is insufficient to meet the needs of public. This reconstruction attempt that professes to respond to new expectations and to the need of change is not a short-term project. The reconstruction attempt in public administration is a process that is needed to be conducted closely interrelating and interacting state's political, economical and cultural systems as a whole. The success of this attempt will require a long-running, complicated and versatile struggle targeting to get support of all the fractions of public and to overcome the strong and inevitable resistance to be faced.

This study analyses the restructuring of the state with the change of public administration paradigm and how the role and the function of the state redefined, centering the good governance reform approach. In this context, firstly the period of change in the understanding of public administration and then the basic components of these reforms and reflections of them in application is analyzed based on governance approach.

### **Public Administration And Change in Understanding of State**

The world is in an important process of change. There are lots of things that have been changing from economics to politics; from state administration to company management and from values to beliefs. There have been stunning developments in the areas of science and technology. New principles have been adopted in the direction of passing through post-modern community from modern community and the new rising values have been forcing the communities to break away from traditional values and to change in the whole world (Aktan, 2003: 91). There have been grate changings in almost all areas beginning from the last quarter of the past century. The richness that humanity brought today from centuries has been

changed dramatically and new structures and processes have been articulated into this richness.

The globalisation phenomenon have been characterized by versatile global changings that left its mark on the age in the later of 20th century and in the new century. This phenomenon have been specifying the direction, the perspective and the effects of the changings. The effect of the globalisation phenomenon has been spreading to national and international theories and applications and has been surrounding all around the concepts, rules and societies. One of these concepts or may be the most important one is the concept of state and public management. Especially the concept of nation state in one of the most debated and discussed issue in the globalising world. The starting point of the discussions is the claim that globalisation has finished the period of nation state and national administrations have been underwhelmed in the presence of globalised economical and socail processes. With modernity's losing its effect on social, political and culturel areas and with a post- modern new process begining in almost all areas, it has became a current issue that the phenomenon of state to gain a new content and to be reinterpreted.

This reinterpretation process has changed the public administration structures and organisations as well as the structures of developed economies. In addition to the alteration that the developed economies has faced; privatization, deregulation, liberalization and marketization processes have been speeded up. The general name of these practices in the area of public administration has been presented as “reform”. However, begining from 1980s the area of public administration has been witnessing radical reform practices in developed and underdeveloped countries. These years have been refered as “golden age” of reform practices (Hughes, 2003: 48) as well as they have been refered as the years of “administration revolution” (Kernaghan, 1996: 636-644). On the other hand the radical attempts to restructure the state beginning from developed economies, directed the arguments in the area of public administration to talk about paradigm transformations (Gray and Jenkins, 1995: 75-99) frequently. It is possible to collect the transformations mentioned under two sub-titles. The first one is, from the administrative aspect; the changeover from traditional public administration approach to new public management approach and from the political aspect; the changeover from bureaucratic organization to entrepreneur state organization. The second title is the changeover from public management paradigm to the paradigm of governance. Shortly, redefinition of the role of state in process of reconstruction caused fundamental transformations to start and paradigm discussions to rise in the discipline of public administration. These transformations are not only hypothetical but also tangible in practice. In this period the concepts that took

place on the top of public administration studies; “new public management” and “governance” have gained popularity as two important paradigms of the discipline of public management. In this historical process, the modern nation state went through the transformation on the face of the all over differentiating structure of the world. In the globalized world the nation state entered into the process of change shell in the direction of new functions that showed up with changing conditions and needs. This period of change that the state experiencing has effected mostly the paradigm of public administration which is the main function mechanism and executive power of the state. And the public administrations of the countries got their share from this stunning and surrounding change (Parlak, 2003: 347-383).

This new paradigm has developed naturally on the criticism of the old public administration. The old administrative understanding has been seen as the responsible of the dissatisfaction from the state especially in 1960s and 70s. The old public administration that is based on the Weberian ideal bureaucracy fundamentally has been criticizing the hierarchic and virtue based bureaucratic system. The complaints are; the hierarchic and virtue based bureaucratic system is not suitable for democratic values, it doesn't have an effective organizational form so that it could not meet the social requests. Moreover it's unsuccessful procedurally to suggest the ideal and the best way (Olsen, 2003: 70-82). The Weberian ideal public administration type and traditional democracy theory have been focusing on the interaction between administrative area and political area and on the interaction between the electeds by voters and the directors that the electeds delegated. The interaction between hierarchical layers is quite a little. Here the directors determine the basic principles and methods that the societies are attached and expect the other actors to obey these rules. In this process legal regulations constitute the most important assurance of administrative dynamics (Olsen, 2003: 70-82). It has been suggested that when these legal regulations can not meet demands and interaction between layers decrease the efficiency in direction and accordingly in public administration will fade away.

### **Reforms of Public Administration**

Since the end of the last century, public administrations have been changing all over the world, especially in developed western countries. On one hand the fragmentation and going far from center of the expressions and analysis have been becoming prominent, on the other hand the boundaries between private sector and politics have been becoming indistinct (Ates, 2003: 3003-331). Public administration that has been changing with the effect of globalization process have been seen in the efforts of adapting to today's changing conditions and new requirements. Today initiatives of inclusion the new phenomena and administration techniques that basically

settle down the area of business management to the structural and operational processes of public administration take place near the top of the political and administrative agenda of most of the states. These new phenomena can be stated as; codetermination, democratic governance, professional governance, autonomy and localisation, governance, optimal service delivery, performance management and professional administration. The hierarchical, solid and bureaucratic public administration that was dominant during the 20th century has been giving its place to the public administration that is more elastical and based on market economy. This change is not an ordinary reform or a change in the manner of management. It has been expressing an important understanding change in the role of state in society and state-citizen relations. The traditional public administration understanding is the most surviving theory in public sector. But the theory lost favor more and more with the rapid changing of society and the New Public Management concept came up as a new paradigm (Hughes, 2003: 17). This new understanding has affected basic and essential characteristics of bureaucracy such as it is a basic service delivery device and it is permanent.

Firstly the production of goods and services to be provided by bureaucracy has not been seen as the only way any more. The elastical management systems implemented by private sector have been adopted also by the public sector from now on. Besides an understanding has been dominating such as the governments can have a indirect role in the area of service delivery instead of directly service delivering. Actually political and administrative problems related to these subjects have been existing since before now but reflexions of them on the business structures have been discussed mostly in recent years. The existence of public demand is the most effective mecanism to ensure accountability awareness in bureaucracy which functioned disjointedly from society at one time (Bilgic, 2003: 25-38). From this point of view the understanding of public management is the determined efforts exerted to procure saving, effectiveness and efficiency in public. This understanding concentrates on the facts such as; management, efficiency, productivity, performance, competition enhancing tender, cost decreasing and focusing on outputs (Rhodes, 1996: 652-667).

These versatile alteration dynamics that showed up especially with globalization have been affecting the countries all over the world. The revolutions that these developments caused in thinkings, beliefs, traditions, values and in corporate formations have been producing changeovers and transformations in socio-economic and cultural structures of societies. The versatile developments within this scope can be listed as follows; composition of new markets and international fierce competition, international and regional consolidations, developments in information and communication technologies, new technological inventions, development

and proliferation of computer systems, developments in the area of material technology that reduce production costs, advances in the area of human rights and democracy, to be understood of the importance of human factor in organizations, to be understood of human resources to be driving force of economic development, the change in customer expectations about quality and qualifications of product, increase in democratic management expectations and codetermination wants of employees, fading of socialist collectivist production system and significance of state in economy and change of demographic structure and labor force composition (Saran, 2004: 13). In the understanding which depends on the values of economy, efficiency and effectiveness; private sector is thought as an efficient and effective device in service providing and techniques of this area are to be used in public sector (Tan, 1995: 175-193).

Since the concepts and facts related to state or public administration are closely connected to the developments that affect community life, the change in public administration goes parallel or closely connected to the line of change in social, economical, political and cultural areas. In this context; the concepts, institutions, structures and processes that lived on the basic dynamics of the knowledge period transition process in the areas of thinking and culture, science and technology, economics, politics, business organization and working relations have structured the formation of new public administration paradigm (Eryilmaz, 2004: 79). When considered in terms of this approach alteration movements, directed by the concept of globalization and aimed at democratization, flexibility, participation, effectiveness of individual and featuring individual talents, have showed their effects mostly on hierarchy and the phenomenon of bureaucracy which is the primary element of traditional organizing (Blau and Meyer, 1995: 115).

This new paradigm in public administration has been brought to agenda of many governments in the worlds as a current and it has become popular. The basic characteristic of this current has been targeting to change first of all the traditional command and control mechanism in bureaucracy with market strategies and private sector behaviours. The leitmotiv of this new reform current is to increase the effectiveness in public with private sector methods and practices transferred (Kettl, 2000: 2).

On the other hand this new administrative mentality has been integrating with the approach of governance which was defined as a function realized by public-private, state-nonstate, national-international actors and which was used to conceptualize the development of new transactional relations. Concept of governance, which was derived from the concept of “administration” and which was used during the last twenty years as the opposite of this concept, has been used as a “new” management process or

the administration of society with a “new” management style (Rhodes, 1996: 652-667). In this new concept, administration is not a process that is carried out only by state; private sector and social society should be included to this process. The governance proposes participation of private sector and nongovernmental organizations to political will as well as the state and it presents the necessity of a new management style to realize this proposal. This tendency rescued public administration, whose importance and function will decrease with weakening of centralist bureaucratic governing structure in post-modern society, to be a relation area directed and controlled only by the state. Moreover it transformed the public administration to a relation area that took shape within a dynamic and mutual interaction process between public and private sector organizations, nongovernmental organizations, international organizations and the structures that use political power.

It is inevitable that this new mentality and technological and socio-economical variables that reveal this mentality will show their effects mostly on bureaucratic structure and institutions that the modern nation state brought to the position of implementation tool of the role and the functions attributed to itself. Bureaucracy has undertaken the duty of management and direction of society and economical activities to the name of the state. In addition, it has taken on new tasks by widening its area of interest and interference. Thus the state needs a wide staff, a centralist pyramid based on solid hierarchical organisation, the command system and a tight control mechanism to fulfil its duties and to meet the new services and prosperity expectations of society. It has been reflecting a natural process that the new public administration paradigm to criticize all the principles and institutions which represent Weberianism and bureaucracy as not to be the primary theme of new public administration understanding anymore. So there has been a drift all over the world; from the understanding of evaluating the public administration mechanism's style of handling and presenting the public services to be “a single-sided service”, to the understanding of “public management” which evaluates public institutions as businesses of private sector and public services getting citizens as customers of these businesses (Saran, 2004: 16).

The principle problem areas of the alteration towards public management have been concentrating on the points that; how the public institutions will perform public services without being under state monopoly or concessions, in market conditions and according to profitability and productivity principles, what kind of rationalism base this kind of administration approach will have and how the public institutions will benefit in their operation and reconstruction in this direction from the knowledge, attitude and techniques of special administration area. On the

other hand the new public administration paradigm defends public administration to be carried out with the motives of profitability and productivity and public institutions to be managed as business like organizations. From this point the new paradigm seems to be able to meet the expectations of quality-oriented management with its attitude that regards citizens as customers and focuses on results instead of inputs and processes (Saygilioğlu and Ari, 2003: 33).

In this context there exists a process turning from bureaucratic organising that reflects basic mentality structure of industry period in the area of management, towards post-bureaucratic organising. It has been thought that in this process, democratic procedures and mechanisms in management will gain importance and efficiency in a business or public organization where hierarchy decreased as far as possible with disappearance of division of labor, authority and controlling structure of Weberian bureaucratic management pattern. Moreover, there has been a trend towards individual and result based structuring instead of a structure that is organization based and content with fulfilment of requirements of formal rules (Romzek, 2000: 21-41). As a result the new public administration understanding which has been taking form on the rising values of global change has been causing fundamental changes on the settled understanding and approaches of the public administration area (Dincer and Yilmaz, 2003: 29).

### **Governance as Public Administration Reform**

In recent years the alteration wave in public sector shows itself in a basic vision. In this vision public administration dependent to rules and central authority has been giving its place inevitably to public management that is elastic, result-oriented, performance-based and attached to private sector experiences (Olsen, 2003: 70-82). Since the responsible of the poor performance in public sector has been seen as the administrative bureaucratic structure that is excessive rule-bound and owner of centralized control, division of labor and procedures (Hood, 1991: 3-19).

The basic reasons of the emergence of this vision named as governance reform can be summarized as follows: (Olsen, 2003: 70-82):

- Centrally organized and rule dependent public administration lost its importance anymore.
- Administration by command left its place to administration for results, agreement, deregulation, indigenisation, commercialization and competition.
- Activity can be defined as; service delivery based on costs, effectiveness and performance rather than convenience to formal rules.
- This vision depends on market economy and private sector experiences and refuses the specific nature of public sector. The vision has been taking as



a model the behaviour of private sector that is working in competitive markets, by constructing itself on the values and experiences of it.

- Directors have a wide discretionary power and has a limited contact with ministries.
- The society is the sum of customers focused on their individual benefits. Their relations with the state are commercial rather than political. And they are mostly clients rather than citizens from this point.
- Hierarchical public administration structures have been demolishing and the importance of collaboration between society and state has been increasing in a world where the collaboration has developed.
- Administrative activity can be defined as; the process of mobilising resources and constructing supports.
- Organizational governance can be defined as volunteer and mutual structuring of public and private sector actors in joint venture. Their coordination occurs without existence of a hierarchical headquarters that is oriented towards a special purpose.
- Dichotomies such as state-society, political area-administration and public-private has been becoming uncertain or insignificant.
- Democratic quality of public administration depends on the extent of the free negotiation and bargain between citizens, voluntary agencies and public enterprises and on the knowledge of attendants

In the alteration vision in question, it has been focused on the interaction between state and society. It has been admitted that the relationship between state and society has changed from a control and hierarchy mechanism into a network governance where the society as a whole share decision making process in some way. The governance reform has been described as set of values such as; accountability, transparency, participation and foreseeability which meet citizens' expectations and requirements and help the state to increase good performance displaying capacity. The reform has been aiming to increase interaction and communication between the state and the other institutions in society and to constitute the decision making process with relationships between state-society, state-market and administrations. This vision has been put forward with reference to the hypothesis that claim the necessity of constitution of an administration compatible to the complex relationships network of global age (Peters, 1998: 223-243).

The concept of governance became a current issue with discussions of change and transformation in public administration. It has been arguing that the central power in administration should not be unidimensional and from top to the bottom dominating. On the contrary the components that constitute the administration system and actors that take part in

administration process should realize joint participation with collaboration and compromise and in a way based on horizontal coordination (Saran, 2004: 22).

The theme of governance has been predicting; a foreseeable and open public policy process, bureaucracy that has professional ethics and business mentality, inspection of transactions and actions in public, a strong social society that will participate in public duties and services and superiority of law. Besides the perspective of governance model, components such as “openness in administration”, “participation to administration”, “social society”, “controlling and accountability” have been standing out (Saygilioğlu and Ari, 2003: 267). When these concepts have been generalized, it can be said that the concept of governance has been including mechanisms, processes and institutions that citizens and groups will convey their interests, will use their legal rights, will meet their liabilities and will reduce differences (Ozer, 2005: 318).

Although the vision of governance has been entered into the literature of public administration more recently, it has been caused the administrative structures of countries to be compared within the frame of governance principles. In this direction comprehensive transformations have been done to specify quality value of governance. Moreover it has been assumed that there have been meaningful relations between economic and social development; value and development level reached in terms of governance. In this general framework, governance has been presenting a system frame for modern management and policy understanding to regain the authority that it lost with mechanisms depending on; horizontal coordination, information flow and sharing, widespread communication infrastructure and open participation of actors that form political-administrative integrity.

## **Conclusion**

While the regulatory function and dependence to detailed rules of 20th Century public administrations, manifesting itself mainly with understanding of social state, central planning, protector social policies and taking active role in economic life have been increasing; comments in the direction of goods and services markets’ functioning affected negatively, fiscal discipline deteriorated and public deficit increased have been standing out. Within the framework of these opinions, fiscal balances which were deteriorated because of the state’s regulation of public administration, public sector and functions and responsibilities of state should be reconstituted. It has been propounded in recent periods that to reconstitute the fiscal balances, to prevent waste of resources, to redound needed flexibility and effectiveness to administrative mechanisms; basically the interfering, restrictive, monopolising and concession providing rules should be lifted.

The key concepts all over the world are economic stabilization and structural reform with regards to the stability of social order redefined in 21st century and determination of roles and responsibilities that the public administrations should undertake in this new order. Today the concepts such as; good governance, e-state, confidence, social capital which reveal the society's direction of self-perpetuation, increment the organizational power and capacity, consolidation the producer and regulatory potential have substituted these key concepts.

State and public administration which take inspiration from the philosophy of governance have been locating on a ground where; political boundaries and national sovereignty understandings lost their earlier solidity, regional and international organisations gained importance, good and services so that technology and flow of information accelerated within the domain where the global capital bounded, individual preferences and sub-identities didn't fit into the standardised templates of national identity structure, cohesiveness and influence power of progressive targets set with the central planning discipline and development understanding weakened.

Public administration located on such a ground has been transformed into a structure which provides balance, rapport and coordination between non-governmental organisations and civil communities; opens the ways of participation into the political and administrative decision and implementation processes; provides, organizes, directs, encourages and mobilises interaction and communication needed between associations or shareholders that constitute outlines of management network.

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