

Evaluation of Roadmap of Turkey for Public Management in the Postmodern Era: Challenges and Prospects

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Abstract

In reality, government is virtually the only sector in society today that has yet to embrace the total philosophy of reinventing and reengineering in this Information Age. Public sector world that previously contained a dearth of relevant theory. Moving beyond we have the orthodoxies of policy and management.

In this study, the current situation of public management system in Turkey was analyzed; the positive and negative aspects were stated through, Political, Economic, Socio-cultural and Technological Factors. Method and SWOT Analysis, postmodern public management indicators of different countries were compared and finally a roadmap of Post-modern public management cases was suggested for a successful post-modern public management implementation.

Keywords: New Public Management, Public Management, SWOT, Public Management System

Introduction

During the 1980s and 1990s, through to the now, public management system have been experiencing significant reform and portrayed as a global paradigm emerging in response to economic, institutional, political, and ideological changes with both a rhetoric and reality focused on change in regimes. A growing literature has discussed these reforms around concepts of “New Public Management” (Hood, 1995) and more recently a literature has been building around “New Public Financial Management” (Guthrie et al., 1999; Olson et al., 1998). Hood’s (1995) depiction of NPM was presented as an aid to comparative research in public sector management yet it is ironic that with the exception of the landmark study by Olson, et al. (1998a), little work has been devoted to comparative studies of reforms such as performance measurement change”. “By arguing for a “new global paradigm” in public sector management, Osborne and Gaebler (1992) sowed the seeds for a growing body of literature which examined the phenomenon known as “New Public Management” (NPM). The literature on NPM is now quite wide and includes official exhortations to adopt various elements of NPM, academic considerations of the advantages and disadvantages of NPM and various texts dealing with specific elements of NPM techniques” (Mark and Yoshimi, 2003:2). Studies of change in organizations may take different approaches; our interest is the current situation of public management system in Turkey was analyzed, the positive and negative aspects were stated through, Political, Economical, Socio-cultural, Technological Factors.

Turkey has been going through a dynamic transformation process in public life in the last decade due to heavy internal and external pressures. The elements of the internal pressures can be listed as the two big economic crises of 1994 and 2001, the earthquake in 1999 and the increasing demand by citizens for more democracy and freedom. In terms of external pressure, Turkey faces pressures stemming from being part of the international community. Fulfillment of the requirements of the IMF and the WB and the ongoing harmonization. Process for EU membership result in dynamic changes in Turkey. The Constitution of Turkey has been amended seventeenth times. In many fields related to public administration and human right issues, major changes have been realized. Within this transformation process, even for the experts, following and learning the changes has become difficult (UNDP, 1994).

A relatively new concept in organizational management, SWOT is a tool that assists organizations assess them by evaluating their internal and external competencies, challenges, opportunities and threats, with a view to enhancing their performances. Economic and budgetary restraints are common elements in studies of both external and endogenous determinants of organizational change. In addition to budgetary restraints and other resource problems. The challenge for all societies is to create a system of governance that promotes, supports and sustains human development - especially for the poorest and most marginal. But the search for a clearly articulated concept of governance has just begun.

New Public Management (NPM) can be seen as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. New Public Management (NPM) is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. New Public Management (NPM) ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. New Public Management (NPM) has three legs: economic, political and administrative. Economic governance includes decision-making processes that affect a country's economic activities and its relationships with other economies. It clearly has major implications for equity, poverty and quality of life. Political governance is the process of decision-making to formulate policy. Administrative governance is the system of policy implementation. Encompassing all three, New Public Management (NPM) defines the processes and structures that guide political and socio-economic relationships (UNDP, 1994). The institutions of governance in the three domains (state, civil society and the private sector) must be designed to contribute to sustainable human development by establishing the political, legal, economic and social circumstances for poverty reduction, job creation, environmental protection and the advancement of women. Much has been written about the characteristics of efficient government, successful businesses and effective civil society organizations, but the characteristics of New Public Management defined in societal terms remain elusive.

Participation - All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad

participation is built on freedom of association and speech, as well as capacities to participate constructively.

Rule of law - Legal frameworks should be fair and enforced impartially, particularly the laws on human rights.

Transparency - Transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.

Responsiveness - Institutions and processes try to serve all stakeholders.

Consensus orientation - Good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures.

Equity - All men and women have opportunities to improve or maintain their well-being.

Effectiveness and efficiency - Processes and institutions produce results that meet needs while making the best use of resources.

Accountability - Decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organization and whether the decision is internal or external to an organization.

Strategic vision - Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.

Conceptual Analysis: Public Management System in Turkey*

Turkey has a prominent place among today's developing countries due to the length of its experiences on the fields of economy, culture, law and public administration. Since the beginning of 19th century, during the Ottoman as well as the Republican period, Turkey has always strived to develop her public administration in line with the needs of society and internal and external developments. Within this period, six constitutions, two of which were in the Ottoman Empire period, have been enacted. In line with the Constitutions there are more than 10,000 laws in force.

The Turkish administrative system is based upon certain fundamental political and legal principles stated in the Constitution of 1982. However, this Constitution was subject to many amendments in the last 20 years. In addition to the six amendments made in the last five years, the seventh one is underway. After these amendments it is going to be necessary to examine the administrative structure again. It is worth giving an example to understand the nature of the forthcoming amendments to the constitution. With these amendments, in

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addition to securing democracy, equality between men and women will become a constitutional principle. The Constitution starts with announcing that the political system is a republican democracy and outlines fundamental characteristics of the Republic such as separation of powers, secularism, supremacy of law, and constitutional government. These political and legal principles also apply to the organization and the functioning of the Administration as well. Some of these principles may be enumerated as follows:

- Legality of the Administration, • Rule of Law, • Concept of the Social State, • State Intervention in the Economic Field, • Secularism, • Integrity of Administration, • Judicial Review through Administrative Courts.

All of the above-mentioned principles are the cornerstones and inseparable characteristics of the contemporary Turkish Administration. According to the structure of the Constitution and the principles of the Turkish Administrative System, the “Administration” is not a satellite of the Executive; it is within the Executive branch, but a separate entity. It operates, however, in close relation with the Executive and under the supervision of the legislative, executive and judicial branches. Public administration in Turkey is divided between the central and local administrations. Article 126 of the Constitution states that the formation of the central administration is organized so that the land mass of the country is divided into provinces and the provinces into further smaller divisions according to geographic and economic conditions, and the need for public services. In relation to this, Article 127 of the Constitution states that, for the purpose of meeting collective local needs, the populations of provinces, municipalities, and villages are to be administered by units of local government established by law as legal public entities and governed in accordance with the principle of self-government.

Article 123 of the Constitution, however, states that in order to maintain integrity in public administration in terms of organizations and duties, national, provincial, urban, and rural administrations should function in unity and coherence. As a unitary state, Turkey has 81 provinces, and within those provinces there are 850 districts, and about 35,000 villages. However, even though there has been a greater support for self-government and the delegation of the powers from the institutions of the central government to the provincial level

Over the past decade, the structure and tradition of a highly centralized public administration still persists today.

Central Administration

Central Administration is the core of the administrative structure, both from structural and functional aspects. The central administration includes The Office of the Prime Minister, the Council Of Ministers and Consultative Agencies. Provincial Organizations are the provincial units of the Ministries. Each Ministry is headquartering in Ankara, with units at the provinces serving as their field organizations.

The Council Of Ministers is appointed by The President of the Republic, who is part of the executive, exercises various administrative powers with limited liability. The Council of Ministers acts with the confidence of Parliament and is at the head of the Central Administration. The Prime Minister, according to the 1982 Constitution (articles 112, 109) is the head of both the Council Of Ministers and the Administration in general. The Prime Minister, as Chairman of the Council of Ministers, ensures co-operation among the Ministers and supervises the implementation of the government’s general policy. Each

Minister is responsible to the Prime Minister, for the conduct of affairs under his jurisdiction and for the acts and activities of his subordinates. The Prime Minister ensures that the ministers exercise their functions in accordance with the constitution and the law. If necessary, the Prime Minister may take corrective measures such as the dismissal of a minister through a proposal to the President of the Republic. Within the Central Administrations, the head of each agency –Ministers, Under-secretariats Governors, Sub-governors-enjoys hierarchical supervision, includes disciplinary authority over the decisions and actions of subordinates, towards of expediency and legality.

Autonomous bodies

Regulatory bodies

Turkey has made tremendous progress on the way to integrating with the world economy since the establishment of the Republic in 1923. Looking at where we stand, we see that Turkey now has a more market oriented and competitive economy, resilient both to domestic and external shocks. High public deficits and concomitant chronic inflation, together with the relatively slow pace in taking regulatory measures under an open capital account made the economy vulnerable to external and internal shocks in the 1990s. Most significantly ongoing crises including 1994 foreign exchange crisis; 1997 Asian and 1998 Russian crises, the earthquake in 1999 and the 2001 financial crisis had a serious impact on the economy. By the end of the 1990s, it was obvious that the macroeconomic imbalances had to be dealt with permanent measures. Therefore in late 1999 the government embarked upon a comprehensive economic reform program to address the long-standing structural problems of the economy, to cut inflation to single digits and to achieve sustainable growth. As the economy was moving towards a private sector driven structure, regulatory policy has become more important. With a view to separating the ownership, policymaking and routine supervisory functions in the liberalized sectors such as infrastructure (telecommunications, electricity and natural gas), agriculture, and finance, the authorities established: Telecommunication Authority, Energy Market Regulatory Authority, Board to regulate tobacco and alcoholic beverages, Board to regulate sugar markets, • Banking Regulation and Supervision Agency (BRSA), Capital Markets Board of Turkey, Competition Authority, • Public Tender Authority, Radio Television Supreme Council.

State Economic Enterprises

In Turkey the intervention of the state in the economy increased from the 1930s to the 1980s. State Economic Enterprises, functionally decentralized organizations, had constituted 2/3 of the Turkish economy. However, within the liberalization policy pursued since the 1980s, the privatization process also started. Despite all these efforts, 40% of the Turkish economy still is composed of SEE. However, recently the petro-chemical and tobacco industries have come close to being fully privatized.

Higher Education Board

The Higher Education Board, which was established in 1981, is an autonomous body according to the Constitution. All the public and private universities are supervised by the academic and administrative decisions of the Board. The Board is governed by a Council and

The president of the Board is appointed by the President of the Turkish Republic.

Local administration

Local Administration, which functions under the administrative tutelage of the central administration, is divided into three main administrative tiers. These are the special provincial administrations, municipalities, and village administrations. The functionaries of the special provincial administrations, established in all of the 81 provinces, are the provincial general assembly, whose members are elected to office, and the governor who is appointed directly by

The central government - The duty of the special provincial administrations is to provide public services deemed necessary on the outlying lands not under the jurisdiction of municipalities. There are 3,215 municipalities in Turkey; currently 16 are “metropolitan municipalities” established but 14 metropolitan municipalities will be establishing in 2014 according to a law enacted in 1984. In addition to the Constitution, the status of municipalities is explicated by the Law on Municipalities dated 1930, and by various other codes, statutes, and regulations enacted since then. According to the Law on Municipalities, the municipalities are vested with powers in two large domains - service provision and administrative tutelage. Administrative tutelage pertains to, among others, construction, environment, local transportation, and workplace permits.

SWOT Analysis Framework

As already noted above, SWOT is an acronym for Strength, Weaknesses, Opportunities and Threats. It is sometimes called situational analysis. According to Carysforth and Neeld (2004), SWOT is a technique for comparing or matching an organization’s internal strengths and weaknesses with opportunities and threats found in the external environment. It is a useful strategic planning tool for evaluating the strengths, weakness, opportunities and threats involved in a project or in a business. SWOT analysis is based on the assumption that if managers carefully review internal strengths and weaknesses and external threats and opportunities, they can formulate and select a useful strategy for ensuring organizational success. Lewis and Trevitt (2000) provide a useful insight into what constitute the strength, weakness, opportunities and threats of an enterprise as follows:

Strength

These are resources and capabilities of an organization that can be used as a basis for developing a competitive advantage. It is an important organizational resource which enhances an organization’s competitive position. Some of the internal strengths of an enterprise are:

- Distinctive competence in key areas.
- Manufacturing efficiency like exclusive access to high grade natural resources.
- Skilled workforce.
- Adequate financial resources.
- Superior image and reputation such as strong brand names.
- Insulation from strong competitive pressures.
- Product or service differentiation.
- Proprietary technology such as patents and resultant cost advantages from proprietary know-how.

Weakness

A “weakness” is a condition or a characteristic which puts the organization at disadvantage. The absence of certain strengths may be viewed as weakness. Weakness makes the organization vulnerable to competitive pressures. Weaknesses require a close scrutiny because some of them can prove to be fatal. Some of the weaknesses inherent in public service organizations include:

- No clear strategic direction.
- Outdated facilities.
- Lack of management vision; depth and skills.
- Inability to raise capital.
- Weak distribution network.
- Obsolete technology.
- Low employee morale.
- Poor track record in implementing strategy.
- Poor market image.
- Higher overall unit costs relative to competition reflected in:
 - a weak brand name
 - poor reputation among customers
 - high cost structure
 - lack of access to the best natural resources
 - Lack of access to key distribution channels, etc.

Opportunities

An “opportunity” is considered as a favorable circumstance which can be utilized for beneficial purposes. It is offered by outside environment and the management can decide as to how to make the best use of it. Such an opportunity may be the result of a favorable change in the external environment. It may also be created by a productive approach by the management in modeling the environment to its own benefit. Some of the opportunities may include the following:

- Strong economy.
- Possible new markets and an unfulfilled customer need.
- Emerging new technologies.
- Complacency among competing organizations.
- Vertical or horizontal integration.
- Expansion of product or service line to meet broader range of customer needs.
- Removal of international trade barriers.
- Loosening of regulations, etc.

It must however be mentioned that an organization needs not necessarily pursue more lucrative opportunities. Rather it may have a better chance at developing a competitive advantage by identifying a fit between its strength and upcoming opportunities.

Threats

Change in the external environment also may present threats to an organization. Management should anticipate such possible threats and prepare its strategies in such a manner that any such threat is neutralized. Some examples of threats include:

- Shifts in customer tastes away from the organization’s products or service.

- Emergence of substitute products.
- New regulations.
- Increased trade barriers.
- Entry of lower cost foreign competitors.
- Cheaper technology adopted by rivals.
- Raising sales of substitute products.
- Shortages of resources
- Recession in economy.
- Adverse shifts in trade policies of foreign governments.
- Adverse demographic changes.

SWOT analysis can help an organization to formulate strategies that will take advantage of all these factors.

SWOT Analysis in the Turkish Public Management System

SWOT analysis emerged in the 1960s from research at Stanford Research Institute into the failure of current corporate planning methods (Lomax and Roman, 2005). It provides a framework for analyzing the market position of an organization and can be applied in a range of planning and strategic contexts including strategy development, market planning, and the evaluation of strategic options for a whole business or an individual department. In the Turkish public management system SWOT analysis can be an effective way of identifying the strengths and weaknesses of public enterprises, and of examining the opportunities and threats they face. Carrying out a self-awareness exercise using the SWOT framework would help equality among social groups, humanization of the workplace, empowerment, and expanded political participation so a public organizations to focus its activities into areas where it is strong and where the greatest opportunity lie. The use of SWOT analysis becomes necessary for an organization while developing a strategic plan or planning a solution to a problem, after it has analyzed the internal and external environment, such culture, economy, health, sources of funding, demographics, staffing, etc. A SWOT analysis, usually performed early in the project development process, helps organizations to evaluate the environmental factors and internal situation facing the project. Because it concentrates on issues that potentially have the most impact, the SWOT analysis is useful when a very limited amount of time is available to address a complex strategic situation. The internal and external situation analysis can produce a large amount of information, much of which may not be highly relevant. The SWOT analysis can serve as an interpretative filter to reduce the information to a manageable quantity of key issues. The SWOT analysis classifies the internal aspects of the organization as strengths or weaknesses and the external situational factors as opportunities or threats. Strength can serve as a foundation for building a competitive advantage, and weaknesses may hinder it. By understanding these four aspects of its situation, an organization can better leverage its strengths, correct its weaknesses, capitalize on golden opportunities, and deter potentially devastating threats. When the analysis has been completed, a SWOT profile can be generated and used as the basis of goal setting, strategy formulation and implementation.

Strength

We look at the concept of **transparency**, Public authorities in Turkey started to appoint public spokesman for the illumination of public. In addition some steps have been taken in the last years. These are:

- The Law on the Organization of the Prime Ministry that requires the ministries to consult with relevant institutions and organizations during the preparation of new legislation before the draft legislation is submitted to the Prime Ministry.
- The Civil Code was amended through a participatory drafting process, consisting of consultative methods such as meetings, workshops, and correspondence among relevant parties, including women's NGOs. The amended Civil Code guarantees equality between men and women.
- Legislation guaranteeing the right of information (Right of Information Act), which is in the possession of the administration, will enter into force on 10 April 2004. With the new act, information about all administrative acts and actions with the exception of national security issues will be disseminated to citizens upon request.
- The plenary sessions of the Turkish Grand National Assembly is now broadcast live by the Turkish Radio and Television.

We look at the concept of **accountability** some of the mechanisms for enacting accountability in Turkey are as follows:

- Political accountability is exercised through democratic institutions and practices. The most evident practice is Turkey's general elections. Votes are given to any number of approximately 11 political parties with different political ideologies participating in elections that constitute the final link in the accountability process.
- In their attempts to influence political decisions as well as by channeling reactions, criticisms, evaluations, and affirmations of the voters, NGOs, and the media also constitute a form of accountability. There are 1500 NGOs with 3 million members and the strengthened role of NGOs also contributes to political accountability in Turkey.
- In terms of administrative and financial accountability, the State Supervisory Council attached to the Office of the President was established with the purpose of performing and furthering the regular and efficient functioning of the administration and its observance of the law.
- Several public institutions and organizations are pursuing a "total quality" approach in for the improvement of quality of services. Currently, some hospitals managed by the Ministry of Health, the Social Security Institution, and universities have received "ISO 9001 and "ISO 9002" Quality Certificates.
- Legal accountability is embodied in a constitutionally and legislatively defined system of judicial review. At the apex of this system are the higher courts such as the Constitutional Court, the High Court of Appeals, and the Council of State. Every citizen has the right to appeal to administrative courts against the actions of the public administration that damage his/her interests with the argument that such actions are against the law. In addition to these tools, draft laws on public administration and local governments provide the framework and the instruments for the achievement accountability as a principle of good governance.

We look at the concept of **participation**, it is observed that political participation in Turkey usually takes the form of participation in elections and election campaigns; and, individual or collective petitioning to political organizations in order to convey demands, complaints, or requests.

The Ninth Five-Year Development Plan (2007-2013) foresees a change in the outlook of the public administration. They call for the restructuring of the central government and a

decentralized implementation of “a participatory and people-based administrative system. Civic public administration is seen as being more effective in local administrations with the example of Local Agenda 21. However, progress in general has thus far been limited. Public participation in environmental issues takes place under the leadership of political parties, professional organizations, associations, foundations, and voluntary organizations. The Regulation on Environmental Impact Assessment (EIA), prepared by the Ministry of Environment is the most notable effort in this respect. The EIA is compulsory for all large-scale economic projects. In order to prepare the EIA, the administration is required to follow a participatory process, which includes method such as “submitting written views” and “holding public meetings”.

We look at the concept of *responsiveness* in Turkey, in line with country needs, and adoption of effective methods for the provision of quality goods and services is necessary. The bureaucracy in general has a tendency of concealing regulations and procedures from citizens, instead of trying cooperate with them and understand the nature of their needs. In order to overcome this bureaucratic attitude two major steps have been taken.

- The Right to Information Act (mentioned above under the heading transparency) will contribute to the responsiveness of the administration. With the Act the administration will be obliged to respond to the citizens ‘demands for getting information.
- With the Administrative Procedural Act is still in the phase of debate before the Cabinet; taking into consideration the views and demands of related parties before taking any administrative act or decision will become compulsory.

Weakness

We look at the *concept of transparency*, there is not an accurate system to provide accountability in Turkey since the supervision is based on bureaucratic and administrative supervision within central administrative structure. Central government uses two tools: supervision by the superintendents and administrative tutelage over local administration. Administrative tutelage is used by the central government to control and supervise the local governments. Within this context, decisions of the local governor related to budget are subject to the approval of the representative of the central government.

We look at the concept of *accountability*, Public administrations in Turkey traditionally had the tendency to keep information regarding the whole public administration issues as state secret. The issues not related to national security such as public debt are also considered to be secret. There was no obligation by the laws or regulations for the dissemination of information. Therefore, the public authorities did not feel any obligation to disseminate information and illuminate the citizens even on the issues that would affect people deeply, such as in the case of emergence of a disease. This attitude prevailed from top administrator to the desk clerk.

We look at the concept of *participation*, a “mandatory legal procedure”, which facilitates the participation in the decision-making processes of those who” may be affected by administrative decisions, and the sharing of information and documents, continues to be a problem in Turkey. An explicit procedure requiring consultations with all the relevant and affected parties or for incorporating their comments and views into the regulations during the preparation of laws, statutes and by-laws does not yet exist in Turkey. The Economic and Social Council, originally established to enable affected parties to take part in the economic decision-making process of the government, is not functioning; thus, preventing the initiation of the aforementioned consultation process.

We look at the concept of **woman participation**, In addition to the challenges in term of participation in general, there is a problem concerning women's participation in Turkey. Although women's suffrage rights were established in 1930 and 1934, female participation in elections as candidates is low.

We look at the concept of **responsiveness** in Turkey, existing structures make it difficult for public institutions to adapt to changing conditions. Public services cannot sufficiently meet the requirements and expectations of the people; inefficiency and extravagancy in the public institutions lead to distrust towards these institutions. Complexity and excessive red-tape in administrative procedures cripple the effective functioning of public institutions and make it difficult for the private sector and the people to benefit from public services.

The role of **public sector in economy** The Turkish economy has developed under the leadership of the public sector since 1930s. This tradition still prevails although the size of public sector in the economy has already decreased (from approx. 80% to 40%). The problems and developments regarding the public sector will be mentioned again under the heading of privatization.

We look at the concept of **Auditing**, despite the fact that professional standards conform to international auditing standards and auditing organs are adequately diversified and sufficient in number, auditing services are not as effective as desired. The main reason for this ineffectiveness is that the system of auditing is largely based on compliance audits. In other words, statutory verification is the prevalent. The current auditing practice puts the emphasis on the formal elements of auditing, and therefore, is ritualistic. Since the results of auditing functions are not disclosed to the public, it does not allow for true transparency of information. We look at the concept of **Centralist tradition and highly bureaucratic culture**, the centralist nature of public administration is not only a tradition which has been inherited from the Ottoman period, it has also been developed and enhanced by Republican administrations during the consolidation of the nation state. This centralist structure is also furthered by the democratic representative system within the multi-party system since 1946. Members of Parliament are elected on a provincial base according to population of the province. Members of Parliament set up their ties through their parties' local leaders in their constituency. Therefore, they play an intermediary role between local demands and central decisions, resources that can be aligned to meet local needs. Consequently the deputies prefer to solve local problems through the resources of central government instead of adopting local solutions.

We look at the concept of **E-government process** in Turkey;

- Lack of sound infrastructure for e-government: In the World Economic Forum's recent study "Global Information Technology Report (2012)", different countries were ranked according to their readiness to information society. Among 142 countries, Sweden (5.94), Singapore (5.86), Finland (5.81) takes the top three, Bosnia and Herzegovina 84th (3.65) the US (ranked as 8), the Haiti (2.27) and Turkey is ranked as 52th (Score:4.1), demonstrating the limited usage and access to internet.
- Lack of well-defined vision and mission statement: Instead of national priorities, the needs and priorities of each organization affected the development of e-government implementation and this did not result in great success. Therefore, all information society activities need to be coordinated in such a way as to ensure increased economic value added and social welfare, as well as be carried out in a participatory manner.

- Lack of cooperation among governmental agencies: Although every ministry has its own web page, the linkage between them and a standard system is missing. The system, therefore, is not interactive.
- Lack of information in the Internet environment: Not all the information for which the public access should exist can be found on the web pages of the public administration authorities. On the positive side, all ministries have also an English version of their web pages, but not all the documents are available in English.
- Lack of cooperation between governmental agencies and private sector agencies: In the private sector, there exists the capacity, technology and qualified personnel regarding IT. However this knowledge has not been used efficiently towards the need of e-government implementation in public administration.
- Lack of willingness in the usage of e-government tools within bureaucracy: Bureaucracy in general tends to resist change. Due to the perception that wide usage of the internet would decrease its dominance, the bureaucracy sees e-government implementation as a threat.
- The lack of formal education regarding the usage of computers and the internet: School curriculums have not been designed according to the needs of this technology century. Therefore, there is insufficient education in the schools regarding the usage of computer and internet.
- The lack of legal framework in the field of e-government: The needs which stem from the developments in telecommunication technologies are not fully met by regulations, such as legislation on the preservation of privacy and personal information, provisions regarding information technology crimes in Penal Code, and legislation on intellectual property rights.

Opportunities

- 1) Turkey must be dealt with an extraordinary explosion of new knowledge and technological innovations, especially in the areas of information sciences, genetics, materials, instrumentation, automation, and space.
- 2) Changing institutional patterns resulting from the emergence of postindustrial economies and structures of governance based on information, knowledge, and services. In the future, Turkey even more than today, knowledge and information will prevail. And if knowledge is power, then those Turkey have knowledge will indeed have power in the political system.
- 3) Turkey must focus on, the increasing integration and globalization of business, politics, culture, and environmental concerns. The globalization of society is obvious today, though in twenty five years or so, we may experience trans-globalization or beyond, as the frontiers of the oceans and space are extended even further.
- 4) Turkey should know demographic and socio-cultural shifts toward more and more diversity and potential conflicts. We have already introduced this issue by referring to the concern for maintaining diversity within the wholeness we desire from the idea of community. We point suggesting that “the ‘common good’ is first of all preservation of a system in which all kinds of people can - within the law - pursue their various visions of the common good, and at the same time accomplish the kinds of mutual accommodation that make a social system livable and workable. The play of conflicting interests in a framework of shared purposes is the drama of a free society.”
- 5) An erosion of confidence in traditionally structured institutions to cope with the consequences of these challenges. Already this phenomenon is reaching crisis proportions around the world. In the Turkey, where 2001 some twenty-nine per cent of the people trusted the government to do the right thing, today that number is sixty-two per cent. In the

Turkey, where 1990 some fifty-eight per cent of the people trusted the parliament to do the right thing, today that number is same. In the Turkey, where 2008 decreasing the people trusted the army, now seventy-six. In the Turkey, where 1990 some thirty-six per cent of the people trusted the European Union to do the right thing; today that number is thirty-nine. What's more there is a similar erosion of confidence in other social institutions - business, labor, the media, and even religion.

Threats

We look at the concept of *transparency*; debates in the Parliament in Turkey were also affected by this attitude. Opposition parties could obtain information not through official channels but through unofficial ones. Thus, leakage of information had become a source of media. Dissemination of information even about very simple matters through unofficial channels to the public through media, conceived as a big crime. When the public authorities were subject to criticism about the lack of information disseminated they tended to use an excuse that related laws had not stipulated the dissemination of information as compulsory. This is a real threat about it however; recently there has been a change in this attitude.

We look at the concept of *accountability*, this system does not provide real accountability; therefore, Turkey has been witnessing a huge amount of corruption, bribery, favoritism and nepotism. Public opinion researches conducted in the last year's show that lack of accountability is one of the reasons for decreasing confidence towards public authorities, as well as towards politicians. Within the existing system, there are some tools for providing accountability. However, accountability has been perceived as only a legal issue rather than a principle of good governance. Therefore, the tools have been directed to provide accountability in legal context. We look at the concept of *participation*; in general, the public tends to exercise their participation and scrutiny functions through the NGOs, local governments, and the media. Thus, the mode of political participation is influenced by the political elite. However, elite-driven political participation is not as prevalent, though there are various examples of the impact of civic initiatives. The "One Minute of Darkness for Enlightenment" campaign was effective in pressuring the TBMM to commence an investigation into a matter which was brought to public attention by a traffic accident that surfaced the obscure relationship between state forces and the mafia. We look at the concept of *woman participation*, it is also observed that particularly in rural regions women's votes are often mobilized by male figures such as husbands, fathers, or brothers. We look at the concept of *Centralist tradition and highly bureaucratic culture*, one of the results of this centralist tendency is the unfairness in revenue sharing between central and local administrations. The bureaucratic structure also supports this "taking and giving" with politicians to preserve its powerful position. This is as a major obstacle towards decentralization. This centralist nature of the government eventually results in the weakness of local administrations. Since local needs cannot be satisfied by the local authorities all attention turns to the central government.

Conclusions

There is no room for dogmatism, either for or against the new public management. We have seen how different situations can call forth responses that are diametrically opposed to one another. Reformers in the new public management mould make much of the 'three Es' (economy, efficiency and effectiveness). Two more are needed: experimentation and eclecticism. The search for solutions to the problems of government in Turkey and

developing countries requires open-mindedness and addictiveness above all else. Turkey's performance reporting has changed because NPM changes have been observed in the world. However, there are sufficient differences in the observations to conclude that NPM alone cannot fully explain the path taken in the performance developments of Turkish public management system. There is apparent worth in adding post-modern public administration theory, the role of epistemic communities and governance to our toolbox but additional work is required before we can be confident of the strength of these tools in explaining complex matters such as the role of performance reporting in Turkish public management system with social and economic change. In applying additional explanatory factors it is important to recognize that NPM paths are varied across the many countries experiencing change in their public management system.

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