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PUBLIC ADMINISTRATION REFORMS TAKING PLACE IN TURKEY IN THE FRAMEWORK OF THE NEW PUBLIC MANAGEMENT

YENİ KAMU YÖNETİMİ ÇERÇEVESİNDE TÜRKİYE'DE YER ALAN KAMU YÖNETİMİ REFORMLARI

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ABSTRACT

One of the most important achievements of a country's public administration is undoubtedly to offer public services in the best possible way. If the services provided in the country are insufficient in terms of quality and quantity, or if existing resources cannot be presented effectively and efficiently, the implementation of public administration reform in that country is inevitable. Each country different social, cultural, economic and managerial needs. The different needs and priorities of the countries present many different public administration reforms in the world. Here are the main purpose of this study is different in the world and examine in the framework of public administration reform in Turkey and seeking new perspectives and evaluate. In the study, first of all, after the public administration reforms in the world have been taken under a general perspective, the experiences of USA, UK, Canada, respectively, as successful country examples of public administration reform are emphasized.

Key Words: Reform, Public Administration Reform, New Public Administration, Public Administration Reforms in the World

ÖZET

Bir ülkenin kamu yönetiminin en önemli başarılarından biri, hiç şüphesiz kamu hizmetlerini en iyi şekilde sunmaktır. Ülkede verilen hizmetler nitelik ve nicelik açısından yetersizse veya mevcut kaynaklar etkin ve verimli bir şekilde sunulamazsa, o ülkede kamu yönetimi reformunun uygulanması kaçınılmazdır. Her ülkenin farklı sosyal, kültürel, ekonomik ve yönetsel ihtiyaçları. Ülkelerin farklı ihtiyaçları ve öncelikleri dünyada birçok farklı kamu yönetimi reformu sunmaktadır. İşte bu çalışmanın asıl amacı dünyada farklı ve Türkiye'de kamu yönetimi reformu çerçevesinde incelemek ve yeni bakış açıları aramak ve değerlendirmek. Çalışmada, öncelikle, dünyadaki kamu yönetimi reformları genel bir bakış açısı ile ele alındıktan sonra, kamu yönetimi reformunun başarılı ülke örnekleri olarak sırasıyla ABD, İngiltere, Kanada deneyimleri de vurgulanmıştır.

Anahtar Kelimeler: Reform, Kamu İdaresi Reformu, Yeni Kamu İdaresi, Dünyada Kamu İdaresi Reformları

1. INTRODUCTION

The economic, social and political crises experienced by countries affect the formation and implementation of public administration reforms to a large extent. While public administration reforms and deficiencies in the structure and functioning of the state are identified; At the same time, it is determined what are the methods that can offer the best service to the public. There are many measures ranging from the reduction of the duties and powers of the central government to the scope of reforms, to the more rational use of economic goods and services and resources. The success of public administration reform in a

country depends, of course, on the effective methods and tools to be implemented. A public administration reform aiming at providing the best service to the public can be described as to how well the reforms in the current system can diagnose and analyze and how best to solve these problems, if the reform is so perfect. Otherwise, the reform will be inadequate and insufficient to meet the needs of the public. Therefore, each country has to restructure its reforms according to their own problem areas or priorities according to their different objectives, scope and content (Sürgit, 1972, 18).

The aim of this study public administration in Turkey and the world, reform of what constitutes the main, what methods he used against the existing problems of the reforms and the development of reforms taking into account the structure and characteristics of each country is to define the outlines. Therefore, in the study, public administration reforms of each country are handled within the framework of new perspectives and searches in line with their needs and priorities. The adoption of such a method in the study is to draw attention to different aspects of the countries as much as the similarities applied in the public administration reforms. In this context, firstly, the general features of public administration reforms in the world were explained. Then, the experiences of the countries of USA, UK, Canada, New Zealand and South Korea, which are generally successful in implementing the public administration reform in the world, have been examined to a certain extent. The public administration reforms of the countries in the world have been dealt with in the framework of the New Public Management (NPM) concept.

In Turkey part of the study, public administration reforms in Turkey for the period 1923-1960, 1960- 2000 period and the 2000s were analyzed under three periods, namely the period. public in Turkey management reforms, in the pre-2000 period, mostly through the reform reports prepared by foreign and domestic experts; In the 2000s, the issues were explained through legal and institutional arrangements due to the developments in the QOL. At the end of the study, both in the world more notable common features of both public administration reform in Turkey NPM has been demonstrated in terms of strategy and policies.

2. REFORM CONCEPT IN PUBLIC ADMINISTRATION

The reform in public administration is all of the efforts made by the government to provide fast, efficient and high quality services to achieve national goals and to maintain these services (Sürgit, 1972, 10). The reform includes the objectives, tasks, division of duties, organizational structure, personnel system, resources and their use, methods, legislation, communication and public relations system, and short or long term, temporary or permanent. It is defined as the whole of the measures (TODAİE, 1972, 7). Reform or restructuring in management explains the structure of the management system, service choices, personnel regime, business mentality and methods, decision-making process, relations with the political system, and drastic changes to the system drives (Tutum, 1994: 6). In this context, there is a very frequent relationship between reform and change.

Public sector reforms are characterized by conceptual uncertainty in the literature. In response to this concept, many different concepts are used such as administrative reform, public management reform and public governance reform. However, it is more appropriate to use the concept of the public sector as a generic term that defines all the formal changes in the structures of political and managerial processes and governance institutions and covers several types of reforms (Breidahl et al., 2017: 228). In this context, public administration reform implies a lasting improvement in administration (Wallis, 1989, 170). Since the permanent and structural changes are the subject of the reform, it is sometimes difficult to find the appropriate form of reform in the discipline of public administration.

There are many words and phrases used in different geographies and times in response to the concept of reform in public administration. For example, the term "Improvement of Public Administration" in the United Kingdom, "New State Administration" in New Zealand, "Public Administration Reform" in Australia, and "Decentralization Reform" in France. "Maktad and kullanıl New Management maktad" is used in OECD countries. In addition, concepts and terms such as change, modernization, development / progression, evolution, transformation, transition, reconstruction are used in response to reform in different cultures (Turan, 2015, 13). The use of the term in our country has changed according to different periods. For example, in the Ottoman period, the term most used in this term in terms of reincarnation; In the Republican period, words such as rationalization, reorganization, reform, administrative reform, administration development, reorganization and restructuring were preferred (Tutum, 1994, 4). Even this term; most of them have different meanings in developed and developing countries.

The term (administrative) reform in public administration refers to the change of processes and structures in most of the developed countries not meeting the social and political expectations of public services (Chapman and Greenway, 1984: 22); in developing countries, it is a means of social change and modernization (Farazmand, 1999: 6-23). Expression of a field with so many words and idioms may sometimes lead to confusion in the literature, as well as the introduction of reform through concepts, which may cause uncertainty about what is and how the reform is intended, or the ineffectiveness of the reform. Therefore, it is possible to say that the most appropriate and correct term for public administration reform in return for a reform in the field of public administration.

Public administration reform is to redesign and invent the style of culture, function, structure, procedure and management in order to increase the effectiveness of its management as a process of government that adjusts the internal and external environment change under the perspective of systematic change. In order to harmonize the change of the administration with the environment, innovation process is ensured by a consistent change and adjustment movement. Public administration reform is also unavoidable if social, political, economic, environmental change and citizens' expectations cannot be met in a country (Zhang and Zhang, 2001: 4). In most developed countries, public administration reform can sometimes be the case that reforms are far from the expectations of the social and political environment (Chapman and Greenway, 1980). However, the common features of the reform movements; in a plan, regular change, the structure of the administration with the social change, the effective and efficient functioning of the system of administration, and in addition to all of these results in terms of a political change (Gokce, 2010: 63). The success of a country's public administration reform also depends on the change in social and political structure or the adaptation shown.

Undoubtedly, economic, political and social factors have a great role on the success of the reform in public administration. In this context, economic, political and social changes directly affect the reforms. While each amendment to the reforms is not considered a reform; in every reform there must be a change. In order for a change to be considered as a reform, there must be scope, content and moral elements in the change. The scope of the reform is that the reform initiative has reached a certain size both in terms of area and level; The element of content implies that the proposal of change should have the ability to solve problems, and that the morale element has an expectation that reform is necessary (Kutlu, 2004, 31-35). In addition, reforms in the country; economic, political, social and other pressures are shaped.

3. PUBLIC ADMINISTRATION REFORMS AND DEVELOPMENT IN THE WORLD

Public administration reforms in the world can be examined in two aspects, under an overview and within the framework of successful countries.

3.1. Overview of Public Administration Reforms

As the areas of reform in public administration, they generally increase the quality of public service, use of information and communication technologies, improve public financial management and transition to performance-based management, restructuring, improvement in human resources management, emphasis on ethical management, application of private sector techniques and transfer of competencies from central to local (Yilmaz, 2001: 14-17). In fact, in the developing countries, public administration reforms focus particularly on three intellectual foundations (UNDP, 2004: 2-3):

- ✓ New Public Administration (YKY): This management approach, which started in the 1980s in countries such as Anglo-Saxon countries (USA, UK, Canada and New Zealand), is a model for developing countries and it finds application area on a wide scale.
- ✓ Structural Adjustment Reforms: In the mid-1980s, the public administration reform efforts of developing countries have focused on reducing the excessive costs of governments; in this context, it is important to implement privatizations, to reduce overload of wages and to use other resources useful for the economy.
- ✓ From Central Planning to Market Economy and Transformation from Single Party System to Multi-Party Democracy: With the collapse of the Soviet Union, the transformation of the former Socialist Republics into a market economy was linked to the political reforms of the countries. From the 1990s onwards, Central and Central European countries and South East Asian countries have been experiencing these transformations.

It is observed that the authors focus on the four key concepts of the reform of public administration in the world. These; delegation of authority, performance management reform, human resources management and relations between government and citizens (Torres, 2004: 100)

- ✓ Delegation of Authority: Although in some countries some concepts such as delegation of authority evoke different meanings, the transfer of authority is also used as an umbrella term to cover the concepts related to all responsibilities. The transfer of authority is also related to the concepts of decentralization and authority width as a responsibility transformation in this sense (OECD, 1997, 17). Decentralization is the recognition of greater financial competence to a unit or organization, and more administrative powers to increase the competence of the central government by restricting its powers on democratic grounds. The width of authority is the granting of powers to more independent and autonomous organizations from the center and therefore to the units and organizations closer to the citizens.
- ✓ Performance Management Reform: Performance management in the reform programs of many countries is handled as a key element under the management method and within the framework of the New Public Administration management. Performance management aims to continuously identify, measure and improve the success of organizations by linking them with the success and objectives of each individual and all the tasks and objectives of the organization (Aguinis, 2013: 2).
- ✓ Human Resources Management: In order to increase efficiency and effectiveness in public services and to empower employees, human resources management stands out in organizations. Reforms; performance-based payment and human resources

management are collected from the central government to the relevant units, organizations and bodies or the transfer of powers.

- ✓ Relations between Government and Citizens: Relations between government and citizens have recently changed within the framework of ideological and technical debates. Changes in information technologies, such as changes in the scope of the New Public Management approach, determine the level of relations between the two sides.

Governments in the world often face two problems. These are respectively; (1) establishing the balance of payments of the budget in the short term for the medium term; (2) managing the balance of payments in the long term while managing the services against the increasing demands. With such changes, it is not acceptable for governments to solve the problem with a usual approach in fulfilling their service obligations. Therefore, reforms are needed in the public sector (McTaggart and OmaktadFlynn, 2015, 13). In fact, the purpose of public administration reforms in the world; In general, efficiency, efficiency, accountability, delegation, transparency, such as the use of concepts are passed. The scope and process of reform can sometimes change. Sometimes reforms can be generalized to other areas after they have been implemented in a field. In fact, the scope and speed of reform in that country can be explained according to the country's constitution, resources, leadership, the level of discontent with the current situation, and the formation of a feeling of crisis (Yılmaz, 2001, 24).

3.2. Successful Country Examples for Public Administration Reforms

In the field of public administration reforms, it is possible to give examples of countries such as USA, UK, Canada, New Zealand and South Korea.

3.2.1 United States (United States)

It can be said that the first serious reform in the field of public administration in the USA started in the 1970s with the economic crisis of the USA due to the oil shock in the world. In this way, chronic budget deficits led to the reduction of public expenditures. In addition, public administration reform regulations introduced in the country have primarily aimed at strengthening states and the federal system, reducing party discipline, making legislative bodies independent and strong, and reducing corruption in public institutions. In this context, the main reason for the reform studies is the high federal budget deficit, especially in the 1980s, the collapse of federal services and the loss of confidence of citizens in public institutions.

Since the 1980s, the NPM approach, which has an impact on public administration reforms in the world, has changed the structure of the US public administration reform. For the first time, the National Performance Evaluation report was prepared by the President of the period, Bill Clinton and Vice President Al Gore. This report is the longest-running reform effort to date as the tenth reform movement at the level of the Federal Government from the beginning of the twentieth century with the state slogan, which works better at less costs (Yılmaz, 2001: 47). The related report gave six recommendations to address the bureaucratic procedures of the US Federal Government (Gore, 1993, 11-38; Özer, 2012, 238- 240):

- ✓ The Budget Office should limit the federal government's budget; institutions should also avoid unnecessary expenditure by determining their own budgets.
- ✓ Institutions should be authorized in the organization, classification, remuneration, performance and other matters of staff.
- ✓ The procurement process of the Federal Government should be facilitated by renewing the legislation.

- ✓ Inspectors' audits should be made more functional. The audit should be focused on the management control system rather than narrow compliance audit.
- ✓ Regulations which will lead to unnecessary duplication of the legislation should be reviewed and more authority should be given to the institutions to carry out the transactions.
- ✓ The powers of local governments should be increased.

Public administration reform efforts in the United States were initiated politically, but public and private sector support was required for their success (Pfiffner, 1998: 19). The regulation was adopted in 1978 in the Public Services Reform Policy. In addition to the introduction of some innovations to the public administration with this law; Personnel Management Office of the Public Services Commission was established (UN, 2006a: 11). Establishment of high-level executive services in 1983 on public administration reform movements, establishment of business-oriented free enterprise culture, the National Performance Examination Law in 1992 and the Law on Government Performance and Results in 1993, focusing on state structural reform movements, focusing on privatization and contracted working system, it was carried out by the political authority to attract public sector executives (Pfiffner, 1998: 4). With these reforms, while the cumbersome structure of the US public administration was resolved; It is aimed to present the administrative activities effectively and efficiently.

Another development that has increased the interest in reform in the US administration is the Reinventing Government (Osborne and Gaebler, 1992, 122). In this work, which is one of the best-selling books of the period, while the state is given new duties; it has been suggested that there should be the following principles for an entrepreneurial public administration:

- ✓ Keeping the steering rather than paddling,
- ✓ Empowering the community,
- ✓ To encourage competition,
- ✓ Aim at the goal rather than the rule,
- ✓ Staying connected to outputs rather than inputs,
- ✓ Considering customer requirements,
- ✓ Going to win rather than spending,
- ✓ Preventing problems before they occur,
- ✓ Local mandate,
- ✓ To focus on market mechanism.

3.2.2 Britain

The UK is a country that sets an example for other countries in terms of public administration reform. It can be said that the first reform in England began in the 1960s with the Fulton Report, headed by Lord Fulton and under his own name. Even earlier, the foundations of the British personnel system were laid with the reports of Nortcote-Trevelyan and Macaulay, prepared in 1853-54. In these reports, merit and career principles were proposed against the problems faced by the British personnel system and nepotism was opposed in the selection of personnel. In the Fulton Report, it was emphasized that bureaucrats should be selected on the basis of specialization and the bureaucracy should be professionalized.

The economic crisis in the 1970s turned attention to the effectiveness and efficiency of public administration. Thatcher's government; It has tried to find ways to get out of the bad situation that the kingdom has fallen along with a number of regulations such as the reduction of the public sector, the application of private sector practices to the public and the application of market economy (Andrews et al., 2013: 3). The reform movements in England gained weight in the 1980s (Howart, 2001: 2). In this context, the priority of British public administration reform movements; reduction and strengthening of central management system, strengthening

of managers, reduction of party discipline and consistency of the legislative body. It is also aimed to increase the opportunities and capabilities of the executive branch and to save it from political influence.

Within the framework of the reform studies, the interaction of public managers and private sector managers has been increased, the efficiency of performance management and performance indicators have been ensured and the number of executive organs and advisory bodies has been increased. Again in this context, the number of civilian services was reduced in 1979-1983, financial management was improved in the 1980s, market mechanisms were focused in 1987, and in 1992 the number of ministries within the central government was reduced (Manning and Paris, 2003, 59). In the late 1990s, priority was given to service priority, comprehensive review of expenditures, best price implementation in local administrations, and top-down insistent reform practices. With such arrangements, it is aimed to reduce the borrowing needs of the public sector, to limit government spending, to increase the quality of civil service and to control the over-growing and interventionist state structure in the British public administration.

In 1991, it is possible to see the Future Steps Agency Reform as the first serious change in the field of public administration. The Future Steps initiative is a comprehensive reform movement prepared and implemented by the Thatcher government. In order to complete the Future Steps initiative, the Competition for Citizenship and Citizens' Charter has been enacted. The competition for quality with the public administration to competition; With the Citizens' Charter initiative, it is envisaged to establish standards to meet the expectations of citizens in the provision of services.

With the reforms, high taxes and increasing public expenditures were restricted, while the economy was aimed to be more operational. The foundations of the program that Thatcher wants to implement at that time are as follows (Greer, 1994, 144):

- ✓ Reduction of the state, emphasis on the market and emphasis on privatizations,
- ✓ Ensuring balance in labor relations by reducing the power of trade unions,
- ✓ Implementation of monetary policies to reduce the budget deficit in the fight against inflation,
- ✓ Reduction of public expenditures,
- ✓ Revitalizing the market by reducing the income tax.

As a result of these reform movements, there was a decrease of 14% in public services, then 6% between 1979 and 1983, an increase in performance management and customer-oriented management, increased technical efficiency, and increased awareness of the constraints of the New Public Administration and he gave weight (Manning and Parison, 2003: 59). In the recent comparative studies conducted by the United Nations, the OECD, the World Bank and the World Economic Forum, it is accepted that UK public administration is the most effective and efficient management compared to other countries (NAO, 2008: 5).

The key elements of the successful implementation of public administration reform in the UK are the following (Yılmaz, 2001: 45):

- ✓ Political support and ownership in reforms;
- ✓ Clearly identify basic principles,
- ✓ Rapid and stable implementation of the reform,
- ✓ A successful project management system,
- ✓ It is a solid infrastructure from the past.

3.2.3. Canada

The Canadian state is a pluralistic federal system in which powerful states and mostly state and local government services are provided. Although the central government institutions of the federal government are relatively large and competent in the overall system, there is no single centralized institution.

The Canadian government has become synonymous with poor economic performance in the 1980s and a weak fiscal discipline where spending targets have not been met. Public debt increased from \$ 168 billion in 1984 to \$ 508 billion in 1993. The federal government budget deficit in 1994 reached 8% (Manning and Paris, 2003: 49). In the face of this bad economic picture, citizens' trust in public institutions decreased and citizens demanded more openness and accountability than public institutions.

The Canadian government has chosen to undertake calm and competent reforms focusing on the long-term harmonization of expenditures and revenues. In this context, the focus was on reducing the central authority and integrating the private sector approach into the public sector. In 1989, the Private Enterprise Agency Program, which limited the autonomy of public institutions, was launched. It is aimed to strengthen local institutions. In 1994, the reform program and the reduction of public institutions were reviewed. After the reduction of public institutions, services focus on the protection or enhancement of activity. The Law on Public Services Modernization, adopted in 2003, was a comprehensive study on public employees and public services (UN, 2006b: 11). In 2006, the Federal Accountability Law was adopted and it was aimed to increase accountability, reporting and sense of responsibility in public institutions (Mingus, 2007: 11).

The general results of the reforms in Canada were the following (Yılmaz, 2001: 71-72):

- ✓ New methods of service provision have been developed.
- ✓ The terms of reference of public institutions have been changed.
- ✓ The policy-making capacities of public institutions have been strengthened.
- ✓ The task of the federal government has been redefined.
- ✓ Human resources management has been given special importance.
- ✓ Citizen's confidence in the state has increased.
- ✓ Expenditure Management System was established for effective use of public resources.

4. PUBLIC ADMINISTRATION REFORM AND DEVELOPMENT IN TURKEY

In Turkey, public administration reforms can be investigated under three periods according to the general qualifications: (1) 1923-1960 Period Between (which prepared by Foreign Expert Reports), (2) 1960-2000 Period Between (Reports which prepared by national experts) and (3) 2000s Period (Legal and Institutional Arrangements Made within the Framework of NPM)

4.1. Period Between 1923-1960 (Reports by Foreign Experts)

The most important feature of this period's administrative reform work is that these reforms have been prepared by foreign experts and have been carried out especially after the 1930s. The major examples of these reform efforts are the Dorr Report, the Neumark Report, the Barker Report, the Martin-Cush Report and other reports.

The most comprehensive and detailed reform study of the Republican era was the Dorr Report prepared by Goldthwaite H. Dorr in 1933. In this report, it was decided that development can be achieved by focusing on private enterprise in the framework of the statism policies of the period (Dorr Report, 1933: 30) and that one of the biggest obstacles to development should be the elimination of paperwork and the allocation of the powers of the managers arising from

centralization and allocating more time to the important issues (Dorr Report, 1933: 78). It is indicated. However, the report is not limited to these problems and recommendations; he wanted to organize a wide area by hearing the need to touch almost all of the country's affairs. This situation made it difficult to fulfill the recommendations in the report.

In 1949, as the first original reform study in our country, a faculty member of Istanbul University. Dr. It is possible to consider the "Report on Rational Working Principles in State Offices and Institutions" prepared by Fritz Neumark. In this report, it has been proposed to investigate the Turkish personnel system, to strengthen the deficiencies of the personnel system, to ensure the balanced distribution of public personnel, to improve the salary system and to reduce unnecessary personnel costs (T.C. State Personnel Presidency, 2016). In addition to problems related to personnel in the Neumark Report; the shortcomings of the organization, the inadequacy of the laws, the problems caused by the paperwork and formalities and the problems of the inspection and inspection system were also evaluated (Neumark Report, 1949: 5). These problems are important problem areas that still exist today. Although the report approaches the problems in the country sincerely and realistically; it is interesting to note that he did not mention any previous reform studies.

Another important reform study conducted in this period was the study which was prepared in 1951 under the chairmanship of James M. Barker and also known as the Barker Report. In the report, the recommendations were grouped into two main groups, coordinating the economic problems in the first group, establishing a better management mechanism, strengthening the private enterprise, ensuring financial stability, organizing education and health problems; in the second group, agricultural problems and training of technical and administrative personnel were emphasized (Dictionary of Economics, 2016). In the report, the shortcomings of civil servants, as well as organizational shortcomings, the incompetence of the law, excessive paperwork and the problems of the inspection-control system are also listed (Yayman, 2008: 131). The report also included recommendations on SOEs; that the General Assemblies should be abolished in order for the SEEs to work effectively and efficiently (Övgün, 2009: 63). The Barker Report focuses on how to ensure development of the country rather than the administrative shortcomings. In this regard, important tasks have been given to the private enterprise.

The Martin-Cush Report, which was foreseen for the restructuring of the Ministry of Finance and carried out at the same time as the Barker Report, is the reform studies focused on the administrative, economic and social problems of the period. In 1952, with the Gruber Report and the Baade Report prepared in 1959 and the Chailloux-Lace Report, they often referred to the problems of the staff by addressing similar problems. Unlike the Chailloux-Lace Report, the Baade Report also focuses on agriculture and tourism. The Mook Report prepared in 1962 and the Podol Report, prepared in 1963, included recommendations for managers.

4.2. 2000s Year Period (Legal and Institutional Arrangements Made within the Framework of NPM)

The years 2000 were the years in which Turkish public administration was implemented and implemented in the framework of the YKY concept. In this period, in addition to discourses and practices where principles such as reduction of the state defended by YKY, reduction of bureaucracy, increase of competition, emphasis on private sector techniques, increasing localization, information, openness, transparency and participation, such as principles and values are given a special importance.

Considering the history of public administration reforms carried out in Turkey at the beginning of the 2000s, financial management issues, local governments, and central government control is seen that classified the angle (Lambe, 2014: 139). In fact, 2003 was a

milestone for the administrative and financial reforms of the Turkish public administration. From the financial point of view, in the administration of the Turkish Public Administration, when the Law on Accounting and Obligations, which had remained in the Ottoman period until the present time, was in force for many years; In 2003, with the adoption of the Public Financial Management and Control Law No. 5018, a new management approach and implementation was introduced. With this law, for the first time in public administration, a management approach based on strategic management and performance has begun to be monitored. In Article 1 of Law No. 5018, besides the provision of public resources as effective, economic and productive as the purpose of the law, accountability and financial transparency are counted among the basic conditions sought in the law. In the relevant law, accountability (art. 8); responsible for the use of resources and authorized persons who are authorized to use the sources for misuse and unlawful use; Financial transparency (art. 7) is defined as informing the public in order to obtain audit from the acquisition and use of resources.

In 2003, the Law on the Right to Access to Information No. 4982 was enacted in order to ensure openness and participation in public administration. The purpose of this law (art.1) is defined as the regulation of the right of individuals to obtain information with an equal, impartial and clear understanding in the provision of democratic and transparent management. In the Law No. 4982, everyone has the right to obtain information (art. 4) and from the exercise of this right, it is determined that the related institutions and organizations are obliged (md.5) with some exceptions.

In 2003, under the leadership of the Prime Ministry, emphasis was placed on reform efforts in the public administration, and a report called Change in Management for Change Management (Dinçer and Yılmaz, 2003) was published by the Prime Ministry in a manner appropriate to the understanding of YKY. The aim of the study is to put forward the necessity of reform in the context of globalization and the knowledge society with the mentality, strategic design and organizational dimensions of the reform need to be done within the framework of the understanding and vision of the first century management, where the individual and the society are at the forefront (Dinçer and Yılmaz, 2003: 11). In this way, it is emphasized in the report that the change of public administration should be captured through reforms.

On 25.04.2004, the Law No. 5176 on the Establishment of an Ethics Committee for Public Officials and the Amendment of Certain Laws adopted the principles of ethical conduct that public servants had to comply with when performing their services, and the Ethics Committee for Public Service was established. The purpose of Law No. 5176 (Article 1) is to determine and observe the principles of ethical conduct such as transparency, impartiality, honesty, accountability and public interest.

In fact, ethical principles are important in terms of ensuring public trust in management and improving service quality (Öztürk, 1998: 82). 2004, he in the public administration of the central government and duties of local yönetimler düzey, powers and responsibilities of the re-sharing the way you see the "Basic Principles and Draft Law on Restructuring of Public Administration" text (Turkey Presidency of the Republic, 2016) have been published; however, this bill was not enacted by law. Although the draft text included ideas for the reduction of the state and the reduction of the bureaucracy, which is the main foreseen of the QOL, this text was revoked by the Constitutional Court of the time. Nevertheless, the relevant text was a source of inspiration for the next reform studies and could influence them in some ways.

Depending on the developments in Turkey and the world to examine complaints about public administration in order to alleviate or by amending the Constitution before the referendum in the history of our country 12.09.2010 "Ombudsman" has been turned into a constitutional institution; Then, on 29.06.2012 the Law No. 6328 on the Ombudsman Institution was enacted and the institution became operational. With this law, the Ombudsman Institution was established for the first time, and the duty to examine, investigate and make recommendations on the functioning of public administrations in order to conduct all kinds of actions, transactions and behaviors of the administration on the basis of human rights and law and equity (Law No. 6328, art.1) was given. Also with relevant laws Parliament attached to this institution with a public entity (md.4) and ombudsmen to the orders and instructions to give or opinion not specify any organ or authority (md.12) the impartiality of the institution by being concerned and autonomy almost guaranteed.

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