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**ATINER's Conference Paper Series**

**BUS2012-0170**

**A Study of the Problems in the  
Operation of Bureaucratic  
Structure in Turkish Public  
Administration and how to  
Overcome these**

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URL Conference Papers Series: [www.atiner.gr/papers.htm](http://www.atiner.gr/papers.htm)

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**ISSN 2241-2891**

12/09/2012

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This paper should be cited as follows:

**Akcagunduz, E.** (2012) "**A Study of the Problems in the Operation of Bureaucratic Structure in Turkish Public Administration and how to Overcome these**" Athens: ATINER'S Conference Paper Series, No: BUS2012-0170.

## **A Study of the Problems in the Operation of Bureaucratic Structure in Turkish Public Administration and how to Overcome these**

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### **Abstract**

The need of reform in public administration is a continuous matter both in Turkey and around the world. Many reforms must be in the field of public administration are mentioned in the progress reports prepared in the accession process of Turkey in European Union. It is mentioned that, the most important problem according to the datas obtained by reform studies in Turkish Public Administration is the problems in the operation of breaucratic structure. This problems cause various tensions in the citizen-state relations. The elimination of negatives as nepotism, slow processing of jobs, avoidance of responsibility, etc. becomes the first problem must be solved by authorizations in Turkish breaucracy. The definition and characteristics of breaucracy concept will be specified in the firts section of this study. The criticism on breaucracy concept and the problems of the operation of breaucratic structure in Turkish Public Administration will be introduced in the second section. How to resolve the problems of breaucratic structure will be disscussed by describing of the reform studies to resolve the problem related breaucratic structure, in the last section of this study.

**Keywords:** Breaucracy, Reform in Public Administration, Governance, Favoritism.

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## **INTRODUCTION**

The need for reform in Turkish public administration is felt vigorously day by day. This situation manifests itself in reports prepared in the accession process of Turkey in European Union. The vast majority of people were found to be a victim because of problems due to the bureaucratic mechanisms in "citizen satisfaction" surveys made by various research institutions in Turkey. Citizens are complaining of works carried out slowly in bureaucratic mechanisms. In addition, most of the citizens complain about persons in bureaucratic mechanisms for the failure to comply with their duties properly. There are also many disadvantages of bureaucratic mechanisms except these listed problems. For example, staff are taken according to nepotism not to rational principles in staff selection in bureaucratic mechanisms. There are many problems as this and similar in bureaucratic system of Turkey. Many answers are found for "What should be done?" question in searching of methods to overcome these problems. By which roads countries followed for same problems they lived in the past is carefully investigated. It is determined that, organizations such as ombudsmanship institution plays an important role for solving these problems as a result of studies. There are many writers and thinkers defending that ombudsmanship will provide great benefits implemented in Turkey, because of its understanding of independent and impartial audit. Furthermore, it is determined that the transition to e-government applications would be beneficial, to eliminating the problems of the bureaucratic system. Because, citizens will manage their works related with government offices, at their homes via the internet comfortably with the transition to e-government application. It was determined that workload of bureaucratic mechanisms would be lighter with the ombudsmanship and the e-government applications. Qualified persons were got to work shows that bureaucratic mechanisms in Turkey would be handled effectively as the typology of Weber's ideal bureaucracy. It was determined that Turkish public bureaucracy should be reorganized within the framework of the idea "Governance" which took the principles of transparency, accountability, participation, independence, impartiality and the rule of law to front. Citizens can be informed of all of the bureaucratic processes with the new regulations within the framework of the idea governance. Thus the problems occurred in bureaucratic mechanisms would be avoided.

## **CONCEPT OF BUREAUCRACY**

Concept of bureaucracy has a long term in historical development. Most of the philosophers performed various studies in different terms. Most of them brought various definition to this concept. Hegel, Marx and Weber were some of them. But Weber was the first, who explained bureaucracy theory systematically. It would be better to refer vision of Marx before ideas of Weber.

Bureaucracy theory generally is remembered with Max Weber, but it was also occurred in Karl Marx's theoretical studies in a different point of view in previous periods. Karl Heinrich Marx was the first man addressed bureaucracy in theoretical manner. Marx observed bureaucracy as a pressure device of dominant grades for continuing of their hegemony, not as a neutral management device of government. Bureaucracy does not create wealth according to Marx. It controls and manages the producing and sharing of wealth. Bureaucracy gain its basic income from

the positive value of human labor during creating of wealth. Bureaucracy is a cost or burden for communities. Marx, asserts that bureaucracy would be unnecessary in historical period with the emergence of different production relations. Visions of Marx about bureaucracy isn't resting on a managerial infrastructure beyond the sociological assays. In other words Marx doesn't make an objective definition of bureaucracy. According to him bureaucracy is a need for continue of dominant production relations and this need would disappear when the dominant production relations change. Thus a managerial analysis of bureaucratic mechanisms doesn't fall in Marx interest. Although the own analysis of Marx not as this, following Marxist theorists would be able to look the bureaucracy and organization theory more pragmatic. It seems that they thought bureaucracy or organizations were more permanent in social life by installing bureaucratic structures new roles and goals, reverse of the vision of Marx in his final analysis as the need for bureaucratic structures would be disappear (LEBLEBİCİ,2008). It seems that Marx looked at this concept on critical point of view, when his sights about bureaucracy is examined. Marx defined bureaucracy as a system used by dominant grades to build up press on other grades. Marx, specified that dominant grades operates some activities to keep the positive value produced by community. To create a mechanism for controlling the system is one of this activities. Bureaucracy is a management mechanism to consolidate the domination of dominant grade. Marx sees bureaucratic structure as this.

Max Weber is the first who define bureaucracy meaningfully on scientific basis. Weber use authority relations prevailing in society when specifying bureaucracy. According to Weber there are three main types of authority can be legitimate on utilizing social dominance. These are traditional, charismatic and bureaucratic (legal-rational) authorities. The source of power is showed as laws on the community that bureaucratic authority was dominant. Authority is legitimate, because it comes from laws, because it is known as the process of imposing laws was accurate. Thus authority such as this is rational. Weber thinks that a community model that legal-rational authority was dominant is essential for development of bureaucracy. Social functions were dissociated and gained their own structures in such a community model. Only this society model could be developed in bureaucracy as a Legal rational and large scale organization form (ERGÜN,2004). Weber follow a sociological approach to defining bureaucracy. Weber offers a variety of information when he referred three valid authority. Weber refers first of all traditional authority in social process. There is no legal and rational system determined before in traditional authority. This authority is generally occurred in primitive societies. Traditionally defined rules are occurred in traditional authority mean a patriarchal system. This refers to a system based on rules, customs and traditions. Generally, decisions are taken by the most elderly people in the community. The rules are consist of live experiences. There is no formality and rational rules. Weber defines traditional authority by this mean. The second authority of Weber is charismatic authority. Weber informs here that the people with higher power of oratory and social popularity could be led the community and captured the authority as a result of their characteristics in distressed situations and emergency in communities. This people are captured the authority and led the community by their charismatic characteristics.

Weber is specified some necessary rules in bureaucratic authority as a strong organization structure to reach the goals for management, specialization in this

structure, objective and rational management system free from personal desire, ambition and needs, democratic recruitment process of the management. This model has scientific and ideal character (EREN,2010). Weber specifies a system that have to be implemented in advanced societies in his bureaucratic authority.

Bureaucracy can be specified by the analysis of the meaning of the word. Bureaucracy, is derived as the word, from the Latin "bura" and Greek "kratos". "Burra", is dark-colored cloth used in covering the tables, "kratos," means the sovereignty, the management. Thus bureaucracy means sovereignty of tables or bureaus. The tables of the officers were covered with dark-colored cloth in the period of this concept. The main theme was the sovereignty of officers above the society. The sovereignty of the officers carried out with a tool (writing table) or a space (office) (ERYILMAZ,2010). Bureaucratic opinion gets into explanatory models group as classical thinkers in organization theory literature because of its strict and specific rules. The effective and efficient use of organization resources and the gain of output with the most economic cost would be possible, if the rules are obeyed specified in the model. So, organizational structure and functional properties of the model is of a mechanical nature in the bureaucratic model. Planning of managerial and technical tasks, providing coordination between units during execution and conduction, can be realized by a rigid system of authority. For this reason, planning, coordination, communication, daily activities were identified and applied minutely optimized structures along with tasks. Every rule that given and every order that placed are tended to access the organizations economic purposes rationally (EREN,2003). To define the characteristics of the concept, it would be useful to indicate the characteristics of the concept.

## **FEATURES OF BUREAUCRACY**

There are distinctive features of bureaucratic organization structure and management. These features are listed as follows:

1. Clearly defined hierarchical structure.
2. Division of labor based on functional specialization.
3. Adherence to formality, and format.
4. The presence of a series of abstract rules (principles and methods).
5. Implementation of legal authority.
6. Legality.
7. Personnel selection and promotion of personnel based on rational principles.
8. Separation of staff duties.
9. Prevent outside intervention to the organization.
10. Employee salaries and wages.
11. Job security of employees (PARLAK, 2011).

These features has a vital importance on stating bureaucracy concept as a rational management type by Weber. Hierarchical structure has an importance in bureaucratic management. Because tasks change from lower levels to higher ones. This tasks should be specified clearly. Because chaos may occurred if the tasks and responsibilities of each unit is not specified before. The tasks done in this chaos atmosphere would not be through the goals. In this situation organization would be preserved. Tasks of each unit must be specified clearly before in bureaucratic



structure. Each unit must know how to do their tasks. This situation shows the importance of specialization in bureaucratic structure. Merit based experts work in each unit of bureaucratic structure. The aim of this is to do the tasks by experts. Because the rate of failure is lower in specialization. Expert staff selection of related tasks is important in bureaucratic structure. Each task must be done with the laws and rules stated before in bureaucratic structure. The aim of this is to prevent arbitrary. Bureaucratic structure, personnel, should be given a stated salary for their work. Bribe, etc. application can be prevented with personnel salaries. There must not be outside interventions to bureaucratic structure. An outside intervention may leave the legal applications. Safety of staff is very important in bureaucratic structure. It is the most important function for a comfortable work of staff.

## **THE CRITICS OF BUREAUCRACY CONCEPT**

Some thinkers have been various criticisms of bureaucratic management approach. These thinkers: Robert Merton, Robert Michels, Victor Thompson, Laurence Peter and Cyril Northcote Parkinson.

Oligarchy, Michels argued as a society or organization that is kept under control by top managers, bureaucracies, or a large scale is a feature arising from the inner workings of organizations. According to Michels, modern humans are faced with unresolved vicious circle, namely, man can not be lived without delegation of authority to the small number of managements on top of the nation-states, trade unions, political parties or large institutions such as the church. Michels examined the behaviour of the socialist parties in Germany and other countries to show the conflict of democracy and the large-scale social organizations. At that time these parties represented the most dependent institution to the idea of spreading democracy. For a long time the event has shown himself as one of the German socialist movement, Michels, then presented a detailed analysis of the oligarchic structure of the world's largest socialist party, the German Social Democratic Party. A claim to demonstrate them not to be democratic in the internal structures of holder right-wing parties was not suitable for Michels to prove his thesis, because most of the holders in Germany and other European countries didn't believe democracy already. On the other hand the socialists gave fight for adults right to vote, freedom of expression and public participation to the functioning of economic institutions at all levels. If these parties are not to be democratic in its internal structures all attempts to democratize the society failed to remain will be unavoidable (DERELİ,2008). Michels stated that system would be complex when organizations grow as a result of his work. He said that communication within the organization would break down and members within the organization would fall to the dispute in time with this complexity. He mentioned that in this case, some oligarchic groups in the bureaucratic organization would be found in activities to take over the management. Michels stated that control mechanisms would not be work effectively due to complex organizational structure and corrupted communication structure, and this situation would be beneficial for oligarchic management. Thus, Michels argued that organizations go to oligarchic management when it grows up. There are a lot of examples which is evidence for the results of researches of Michels. There are various oligarchic structures in labor unions and political parties in Turkey. Management in the labor unions do their best to

avoid deprived of the benefits provided by this location. This situation is also valid for political parties. The directors of labor union or political parties transfer their positions to their relatives or person they felt close, when they have to leave their positions because of various reasons.

Victor Thompson, made some researches on bureaucratic organization structures and modern organizations. He observed that every member saw himself as indispensable and had glory because of specialism, one of characteristics of bureaucratic organizations, as a result of his researches. The insecurity and the need to control, bureaucratic responses and advanced level of formality are observed as well as "bureaupathological" diseases in bureaucratic organization structures caught this kind of organizational disease that described as "bureaupathology" by Thompson. Thompson who observes modern bureaucratic organization structures as strengthened organization structures, stated that these structures are must identified as "monokratie" organization rather than "ideal bureaucracy" concept of Max Weber (ŞİMŞEK,2008). The datas obtained from the researches of Thompson are interesting. The sight of the increase of the importance of somebodies rather than others with extreme specialization in bureaucratic structures is occurred. Somebodies exaggerate the importance of their works in bureaucratic mechanisms. Therefore the one who exaggerate his job, is the one who saw himself as indispensable. This situation causes that these ones felt all of their works were excellent. These ones refuse the control of their actions. Thus, control process of organization becomes ineffective. So the problems in organization can't be determined effectively.

N.Parkinson, suggested a variety of opinions about growth of organizations and increase the number of staff. His opinions mentioned as "Parkinson Law" by himself. The tend to make longer of the tasks of sub-officers for gaining overtime payment and to inflate the officer staff regardless of the need of task in the management is pointed according to Parkinson law (ŞAHİN,1998). The determination of Parkinson is quite important. This is occurred in bureaucratic mechanisms in Turkey. I can give an example of the determination of Parkinson in Trakya University I already worked with. The number of officers increased about 50% within two years without an extra workload in Trakya University Faculty of Economic and Administrative Sciences student affairs unit. A student have to met with one officer to take any document two years ago. Today a student have to met with less than two officers to take any document. This situation causes loss of both time and power. This example are similar with the determinations of Parkinson. Because the head officer of student affairs has more power on the management of university when he manage more officer.

Peter principle was grown to be a response to bureaucracy and simply asserted that every employee rises to inability situation with promotion. Peter states that every person who promoted in bureaucratic organization structures were tend to reach the personal inability level. Furthermore he mentioned that this inability level was universal. Peter stated that some problems were occurred in bureaucratic structures because of various reasons. Examples of these problems are; patchy promote, hierarchical defoliation, horizontal spread (fake promotion) (ÇELİK,1993). Datas obtain from the results of researches of Peter is valid today, too. It observed that some successful persons became unsuccessful with promoted to higher levels when we look to Turkish bureaucratic structure. For example Ismet Inonu who had many successful jobs during the war of Turkish establishment, had many unsuccessful jobs in the term

of his presidency and became of the object of critics after his unsuccessfully actions and lost the election in 1950. Many minister became unsuccessful after ministry although they were successful in their previous positions.

Merton, mentions that every bureaucratic mechanism had one person component and specifies that this bureaucratic structure made pressure and coercion to the member to be "systematic", "caution" and "disciplined" according to related principles, rules and values. This pressure and coercion sometimes cause the blindly loyalty, negation of aim and function of organization. This rules and principles may cause negative results due to firm of overcomformity in time, although they are vital for functionality of organizational structure. Merton, points to mutual commitment between bureaucratic organization and the formation of personality. He asserts that the results would be real when the employees perceived the positions as real, thus this would be a basic to bureaucratic personality problematic. Merton specifies that the member realised himself in a bureaucratic institution when the institutional control disappeared. It is inevitable that bureaucratic institutions made themselves dominant on the member and established a bureaucratic personality, because of the realize of above was too hard. Indeed, it observed that behavioral and personel transformations, loneliness and alienation were occured in people working in bureaucratic organizations for many years, so this utilized significant psychiatric problems in researches (AYTAÇ,2005). Findings derived from the results of the researches of Merton are so important. There are so many cases to demonstrate the findings of Merton in the military bureaucracy in Turkey. Turkish military bureaucracy begins to grow up employees in young ages its own. It selects young people to military schools within various tests in 14 years old. The students who was educated in military schools from 14 to 25, start to work as an officer in 25 years old. Officers who worked about 30 years in military bureaucracy, can not leave effects of this institute after retirement. Officers continue to wake up early morning, and morning sports afetr retirement. There are also courses named as "adaptation to civilian life" for this retired officers. Merton's findings is valid not only for Turkish military bureaucracy. Civilian officers also wake up early morning and wear suit in their retirement as they continued to work.

It is time to examine the problems in Turkish bureaucratic structure after specified some critics of various thinkers to bureaucracy concept. Mainly the problems of Turkish bureaucratic structure are: Centralism, organizational growth, red tape, administration privacy and enclosure to outside, management retention, escape from rules and responsibility, politicization in governance, cronyism, corruption and bribery, execute transactions through intermediaries (AYKAÇ &, DURGUN & YAYMAN & 2003).

Centralism is one of the problems of Turkish bureaucracy. Centralism shows it self in two different ways. These are; Geographical centralism and organizational centralism. Geographical centralism is that central management gave less authority to provincial establishments and local governments for decision making and implementation of it. Organizational centralism is to collect the authority for decision making and implementation of it to the top management only (TORTOP, İSBİR, AYKAÇ, YAYMAN, ÖZER, 2010). Public services is not implemented effectively because of centralism mentality in Turkey. Because most of the managerial decisions are taken only by the central because of the geographical centralism. This situation bring various problems with itself. For example a problem occured in Hakkari is

transmitted to the center. Central management produce a solution on paper without go to Hakkari. The solution without to find the source of problem generally would be useless. Thus geographical centralism is very harmful for Turkish bureaucracy. To produce a solution of provincial units by the nearest management would be better. Thus the influence of central units on the solution should be broken by the extension of task and authority of local governments and provincial managements. Organizational centralism is also a big problem for public bureaucracy. The decisions must be taken and implemented only by top management in any bureaucratic organization. This cause loss of time. Further the head of the work are also specialists. The implementation of actions of this people made by top management causes various problems. Because top management is not specialist in all areas. They can not understand the actions of specialists and reject them. Thus some problems occurred in the implementation of services.

Unnecessarily organizational growth is another problem of Turkish bureaucracy. Organizational growth means unnecessarily increase of staff, equipment, units, budget, etc. There is a common belief in Turkish bureaucratic structure as the larger organization was the greater service quality. Thus extreme growth is occurred in bureaucratic organizations. This situation causes the loss of time and sources. The other problem of Turkish bureaucracy is Red Tape. Red Tape concept is used to express the unnecessarily use of paper, letter, etc. The task of one unit is made by more than one unit because of unnecessarily growth in Turkey. This situation causes the loss of time and sources, too. Conservative and closure to outside features of bureaucratic organization is the other problem of Turkish bureaucracy. The illegal works can be hidden from authorities because of this problem. Some problems occurred in achieving some documents because of the term "official secret". What official secret is and which legal limits it has must be stated clearly. Otherwise bureaucrats can hide their illegal works by refuting behind this concept. Many citizens suffered loss of benefits because of conservative in bureaucratic mechanisms. There would be some informal relations between the officers working in bureaucratic mechanisms because of their long term working. An illegal work of one bureaucrat or oficer can be hidden by another one. Informal relations between them causes conservative status of public bureaucracy.

Another problem in public bureaucracy is politicization and cronyism. Politicization of bureaucracy means the influence and guidance of politicians on bureaucratic institution through their sights and opinions. The influence of politicians in the selection of officer or bureaucrat in bureaucratic mechanisms shows itself strongly in Turkey. Holder of political power performs every activity to bring their cronies to bureaucratic mechanisms. They give the names to the commission of interview in the selection of bureaucratic institutions for let them pass the interview. Thus, impartial and independent mentality can not be growth in bureaucratic mechanisms. Political sight of the officers in bureaucratic mechanisms causes cronyism. Cronyism means that the privilege was given to a bureaucrat or officer by another with the same political sight. Other citizens become a victim in this situation. For example, when A institution gives a bid of less cost and more quality for a bid and B institution gives a bid of more cost and less quality, and if B institution has same sight with the political power, B institution would win the bid. In this case public bureaucracy is not handled effectively. The citizens who could not be done their works in public bureaucracy, have to choose the illegal ways. Bribery is one of these

illegal ways. Bribery is the execution of citizens affairs which was already a task of officers, with extra payment by public officers. Citizens make more payment for bribery. Citizens make their tasks with some mediators. For example citizen may make payment for his task to a person worked in public institution formerly.

Turkish public bureaucracy has the problems stated above. There are various precautions for most of them. Some of the problems are eliminated as a result of this precautions. Search for reform began for radical solutions in public administration.

## **REFORM STUDIES IN TURKISH PUBLIC ADMINISTRATION**

Process of transformation which was crystallized increasingly and which happens in the last quarter of 20<sup>th</sup> century, also transformed management in general and especially public administration, interacted with economical, social, political and cultural sub-systems. Welfare State Governments depression and related crisis which began in economical-technological fields and then spread to political-ideological and other fields in 1970's, affected approaches related management and public administration deeply. It isn't denied that effects of globalization phenomenon is valid in Turkey together with the whole world, in the process through the information society. Globalization phenomenon is a reality, also for Turkey too, as a process began with liberalization politics in 1980's and feed with interior and exterior dynamics through globalization in 1990's with its positive or negative effects and results. Turkish management system faced with some problems and the need of reform rised with the framework of new values and mentalities in the same period (ÖKMEN & CANAN,2009). The history of reform efforts of Turkish public administration can be traced to 1949. The report of Prof. F. Neumark named as "The Report of Rational Work Principles in State Office and Establishments" can be accepted as a milestone for administrative reform in Turkey. The greatest venture as reform in Turkish bureaucracy is the study of Central Government Organization Research Project (MEHTAP) prepared by Institute of Public Administration in Turkey and Middle East (TODAİE) in 1963. MEHTAP report was made for transformation of organization type of central government to permit effective public service. Public Administration Researc Project (KAYA) made as similiar by TODAİE in later years. There are some reforms for decreasing bureaucratic process and reorganization of legislation and some individual reforms of some public institutions in 1980's. In general reform efforts in Turkish public administration is parallel with the world. But, when the results were considered, advanced countries achieved success although Turkey failed. For example, it could not get a long way on privatization applications that was one of the liberal politics stated role of the state until 1980's (LEBLEBİCİ, 2005).

The effects forced the public administration to change consist of three main axis. First one is the load of public expenses on budget and the problems of budget gaps in financial system. Second one is the fast change in information and communication technologies. Third is inefficiency of performance of public sector against social demands. Inefficiencies of delayed reforms on public administration, unable the fulfillment of functions and uncoordinated as in Turkey can also be added to this group. In parallel to these reasons, the reform of public administration is built on two principles. First, is the task field of public administration named as the role of

government. Second, how these tasks will be done (YILMAZ,2001). The load of public expenses on the budget and the gaps of budget are more important for public administration. Because state goes to loan for closing the gap of budget. Loans are occurred as internal and external. To much interests pay for exterior loans especially taken from IMF and the World Bank. Thus most of the budget is for interests of loans. Thus the expenses of reform of public administration are gone to interests payment. Expense of interest payments brings some problems. For example no raise can be done to officers salary. State can not find a sufficient resource to realize a usefull activity. Various insurrection and protests are occurred because of this negative conditions. Information and communication technologies are the other cause that force the public administration for change. The reduce of workload in Turkish bureaucracy is also more important. Workload will be reduced in Turkey when e-state application would be done. Citizens will do their tasks with public institutions in their homes with the net. Public demands are also another cause that force the public administration for change. Citizens would like that Turkish public administration worked more effective. Citizens press the holder of power not to encounter with slow works, bribery, etc. negative activities in public administration because of the problems of bureaucratic mechanisms. Managers take decision through the request and demands of citizens as a result of this pressure. “Law of Public Administration Basic Principles and its Restructuring” was the most important reform on public administration recent years, was made as a result of the common problems of citizens.

Law of Public Administration Basic Principles and its Restructuring deal with; the role of government, tasks of public institutions, authorities and responsibilities of public institutions, and ethics and basic principles to be followed in the public sector. The law has also a structure deal with many elements such as basic principles of administrative partitions, public staff regime, management of asset and resources used in public administration, task processes and methods, control approach and te system applied these. A public administration that more participatory, more transparent, more accountable, respectful of human rights and freedoms and fair, effective and efficient, fast, high quality presentation of public services are aimed in this law. The basic principles to be observed by all public institutions have been revealed by this law at the first time in public. Reforms on public administration field below are aimed with this law:

- Activation of the principles as participation, transparency, accountability, activity, consequences of the services-oriented, respect for human rights, simplicity of bureaucratic procedures and regulations, use of information technologies etc. in public.
- New and effective framework according to organization structures, horizontal organization and delegation of authority.
- Statement of task distribution between ministeries and institutions and avoid of authority complexity.
- Purification or delegation to appropriate units of useless institutions or functions.
- Clarification of sharing of authority and task between central administration and local governments, increase effectiveness of central administration on strategical level, extend of flexibility and resources of local government.

- Elimination of provincial organization of ministries except main services of government, strengthen of local and displaced management units.
- Promote of strategical management mentality in public and contact it with resource allocation mechanisms.
- Make the control system as performance based and strengthen its internal control.
- Strengthen of public control include public controller (ombudsmanship) mechanism (DİNÇER&YILMAZ,2003).

Law of Public Administration Basic Principles and its Restructuring has an important place between reforms in the field of public bureaucracy in Turkey. This law was accepted and passed in 2004. There have been taken many steps on the improvement of public bureaucracy until 2004. E-state application began. [www.turkiye.gov.tr](http://www.turkiye.gov.tr) address was established including of e-state applications in Turkey. Citizens pay taxes, processes of announcements, information related to the work of ministries, access to the various complaint units, etc. with this address without go to any government offices. Establishment of Ombudsmanship institution is accelerated by this law. The dominance of governance principles in public administration is aimed in this law. The participation of not only managers but also citizens to public administration is aimed.

## CONCLUSION

The problems of bureaucratic mechanisms in Turkey are stated above. Various regulations to resolve this problems are vital. First of all to attach the sight of “governance” to all of the system in Turkish public administration. Sight of governance includes transparency, accountability, participation, power of law, impartiality principles inside itself. This principles are more important. Because many problems of citizens can be avoided with transparent and accountable public bureaucracy. Power of law principle avoid arbitrary behaviours in public bureaucracy. Centralist management approach will leave his position to a union management approach with participation principles. The avoid of centralism and realizing some of the actions more rational need to organize of local government on the basis of governance mentality. For example some of the tasks must be lived to local government by delegation of authority. Corruption, favoritism and arbitrary will be avoided in the public bureaucracy that governance mentality was dominant.

E-state and ombudsmanship institution should be also strengthen to solve the problems of Turkish bureaucracy. Many applications were in e-state system. But these applications are insufficient. The concept of e-state applications should be extended. Many applications from tax payment to various registrations must be included to e-state. Furthermore after e-state is completed with all its infrastructure, mobile state application is passed. Mobile state is that some of the public affairs could be made by mobile phones. A reduce of workload of public administration will be occurred with e-state and e-mobile state. Political press is one of the biggest problem of Turkish breacrucy. It is observed that control mechanisms were in political pressure, when control types of public bureaucracy was examined. Impartial and independent control is impossible because of this pressure. Thus, the need of impartial and independent

institution to control Turkish public bureaucracy is increased day by day. Ombudsmanship institution can play an important role in the control of Turkish public administration. Its impartial and independent structure is the most important features of ombudsmanship. Many countries ombudsmanship institution has the right of reaching any document and researching deeply and it has to be realized as soon as possible in Turkey. The studies of ombudsmanship continue in Turkey. The draft law being discussed in the General Assembly of TBMM regarding the formation of the Institution. The workload of the Turkish bureaucracy will be settled when ombudsmanship take action in Turkey. In addition, its independent and impartial activity will increase citizen confidence in state institutions.

It is very important to avoid the problems of officers and bureaucrats in public bureaucracy. One officer or bureaucrat makes more than one task in public bureaucracy. Thus some of the tasks are hitched. The cause of this is that there was no task plan and task analyses in public bureaucracy. Officers and bureaucrats can not know which job, how, when and by which tools they will do because of there were no task plan and task analyses. Many problems occurred in implementation of tasks because of this. Citizens becomes a victim because of this. Selection of staff in bureaucratic mechanisms must be according to rational principles stated before. Inside and outside service educations must be given to the staff after appropriate selection. The scope of these trainings, should be concepts such as professional ethics and ethical values. An officer or bureaucrat should have a work environment to continually develop themselves after start to work. Every bureaucratic institution must be managed in strategical management philosophy. Thus every unit in public bureaucracy must prepare a strategical plan. Management process is continue according to the framework of strategical plan. Promotion system that encourage officers and bureaucrats for working should be implemented. Promotion system increases the performance of public bureaucracy. Salaries of the employees in public bureaucracy is very important, too. Salaries should be a level that employees could live comfortably. Otherwise negative behaviours as bribery could not be avoided.

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