

GOVERNANCE REFORMS IN PUBLIC ADMINISTRATION AND GOOD GOVERNANCE APPLICATIONS IN SPORTS ADMINISTRATION

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Abstract

From the beginning of 1980s on, a transformation period that has affected almost all of the public administrations in the world and made a radical innovation on the basis of traditional public administrations, new expectations in the public transportations have come up especially with triggering of global dynamics. Because deficiency of constant slowing down bureaucratic structure of traditional public administrations for meeting demands of people inevitably cause new expectations. "Governance" concept constitutes one of the most important reform fields to meet citizens' expectations. This study surveys reconstruction of sports management as well as change in public management systems and government's role and function in this reconstruction is redefined by taking "governance" concept into the centre. In this respect, the process of change in public management perception, basic dynamics of change, improvement of governance concept and reflections in implementation and transition to governance in sports management are analysed.

Key Words: Public Management, Governance, Sports Management, Attendance, Transparency

Jel Code: Z200

KAMU YÖNETİMİNDE YÖNETİŞİM REFORMLARI VE SPOR YÖNETİMİNDE İYİ YÖNETİŞİM UYGULAMALARI

Özet

1980'lerin başlarından itibaren neredeyse bütün dünya kamu yönetimlerini etkileyen ve geleneksel kamu yönetimlerinin temel yapısında köklü değişiklikler yapan bir dönüşüm süreci, özellikle küresel dinamiklerin tetiklemesiyle kamu yönetimi alanında yeni beklentiler ortaya çıkarmıştır. Çünkü geleneksel kamu yönetimlerinin her geçen gün hantallaşan bürokratik mekanizmasının vatandaşların taleplerini karşılamadaki yetersizliği kaçınılmaz olarak yeni beklentilere yol açmıştır. Vatandaş beklentilerine karşılık verme iddiasını taşıyan bu yeniden yapılanma girişiminin en önemli reform alanlarından birisinin "yönetişim" kavramı oluşturmaktadır.

Bu çalışma, kamu yönetimi sistemlerindeki değişimle birlikte spor yönetiminin yeniden yapılandırılmasını ve bu yeniden yapılandırmada devletin rolünün ve işlevinin nasıl yeniden tanımlandığını "yönetişim" kavramını merkeze alarak incelemektedir. Bu çerçevede, kamu yönetimi anlayışındaki değişim süreci, değişimin temel dinamikleri, yönetişim

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düşüncesinin gelişimi ve spor yönetiminde yönetişime geçiş ve uygulamadaki yansımaları analiz edilmektedir.

Anahtar Kelimeler: Kamu Yönetimi, Yönetişim, Spor Yönetimi, Katılım, Şeffaflık

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1. INTRODUCTION

Since the last quarter of previous century, ending of ideological bloc and political power competition of both sides all over the world, elastic recovery of radical centralist structures, experiencing a rapid internationalisation in financial area with improvement of communication and information technologies and in addition to this, dominating of a fierce competition that exceeds the borders of nation states all over the world, emerging of the individual's basic importance of rights and freedom have changed citizen's public authority and point of view against government.

On the other hand, it caused increasing demands and expectations for public service to be performed in a quality and transparent way and coming into question of people's demands on participation in management extensively through making democratic mechanisms more active and effective. Thus along with the change of the previous term mentality and management paradigm that belongs to this previous term, facts like individualism, flexibility, entrepreneurship, effectiveness, gaining profit, taking risk and competitiveness have become the fundamental basics of new economic, social and political structure.

Undoubtedly, this restructuring attempt that affects all of world managements and global dynamics that shake traditional management grounds substantially reveal new expectations in public management, in addition to this suggests meeting change necessity which is imminent insufficiency of meeting people's demand is not an instantaneous project.

All in all, reconstruction attempt accomplishment in public management that must be closely performed with government's political, social, economic and cultural systems need to receive all social groups' common and clear support and besides a multi-dimensional, sophisticated and long running struggle that targets to overcome tough and inevitable resistances that can be encountered.

This study surveys reconstruction of sports organizations and how the function of sports management is redefined as well as change in public management paradigms by putting good governance into the centre. In this context at first sight, change process in public management concept, and then the fundamental components of these reforms and its reflections on sports management applications are analysed by basing governance approach.

2. CHANGE IN GONVERNMENT CONCEPT

World is in the process of many important changes. Everything has been changing from the economy to politics, from the state management to company management, from the values to beliefs. There have been stunning developments in the area of science and technology. New principles are accepted in the direction of transition from modern society to post-modern society all over the world and these new values force societies to break off the traditional values and change. (Aktan, 2003: 89) Especially in the last quarter of previous century and nowadays, there are important changes in almost every area, everything that humanity has brought to today has notably changed and new structures and progresses have been added on these.

Especially at the end of the 20th century, globalization fact that has been shaped with new century's multidirectional influential global changes determines direction of change that has different sizes, depth and effects and this effect surrounds concepts, rules, and institutions by spreading in national and international theories and applications in waves. One of these, maybe the most important one is "state" and "public management". Especially nation-state concept has been one of the most discussed and spoken concepts in globalized world. It's accepted as a source of these discussions that globalization claims nation-state period has ended and national techniques are inefficient against economic and social processes. That government fact has had new contents and has been reinterpreted has come up into question with the fact that modernity has lost its effect on social, political and cultural areas and a new postmodern process has started in almost every area.

This reinterpretation process has changed not only the structure of developed economies but also public management structures and organizations. In addition to changes that developed economies have, privatization, deregulation, liberalization and marketing processes have been accelerated. The common name of these

applications that have been realized in public management is presented as "reform". Indeed, since 1980s, in both developed and underdeveloped capitalistic countries, public management area has had radical reform applications. These years are both known as "golden age" of reform applications and time of "management revolutions" that have been experienced in public management. On the other hand, radical steps in the direction of structuring of government starting with developed economies have often referred discussions in public management to talk about paradigm transitions. Aforesaid transitions can be gathered under two main titles. First, in administrative respect, it is a transition from traditional public management approach to new public business management approach, in political respect, it is a transition from bureaucratic state organization to entrepreneurial state organization; second, it is a transition from new public business management to governance paradigm (Saygılıoğlu and Arı, 2003: 33). In brief, redefining of the role of the state in the process of reconstruction has caused influential transitions to start in public management, too and paradigm discussions to occur public management discipline. These transitions are not only theoretical but also it has become concrete in application level. In this process, governance that has settled in the first step in public management works has become popular as the most important paradigm of public management discipline. In this historical process, modern nation-state has transformed with different functions against differentiating world structure in all aspects. In globalizing world, nation-state has entered the process of changing its shell in accordance with new functions that have come up with changing conditions and needs. This change process which state is in has naturally affected "public management" paradigm which is the basic function mechanism and execution power most and public managements of countries has been affected by this stunning and surrounding change. (Parlak, 2003: 347-383)

This new paradigm has simply improved because of old public management criticism. Old management concept has been thought as responsible of dissatisfaction from state especially in 1960-70s. Old public management that is based on Weber ideal bureaucracy has been criticized for both it is not suitable for democratic values and it is not an effective organization type and because of this, it can't meet contemporary social demands. On the other hand it is claimed that it is problematic on account of methodical perspective because it suggests ideal and only one best way. (Olsen, 2003: 70-82) Weberist public administration type and traditional democracy theory are focused on interaction between administration and political area and interaction between the chosen by voters and managers whom are authorised by them and interaction between hierarchical layers is quite low. Here, managers determine the basic principles and methods which belong to institutions and they expect other actors obey these rules they have determined. (Olsen, 2003: 70-82) In this process, when these legal legislatives can't meet social demands and interactions between layers decrease, effectiveness in administration, accordingly in public management is claimed to get lost.

3. PUBLIC MANAGEMENT REFORMS

Since the end of the previous century, especially developed west countries, public managements all over the worlds have undergone a big change. On one hand, decaying of expressions and analysis and their moving away from centre come forward, on the other hand, borders between public, private sector and politics have disappeared. (Ateş, 2003: 303-331) With the effect of globalization process, public management that has had important changes is seen as if it tries to adapt to today's different conditions and new needs. Attempts to include phenomena that can be expressed such concepts as involvement in management, democratic management, becoming autonomy and localized, governance, best service provider, performance management, professional management etc. and new management techniques which are established on business management into structural and functional process of public management today appear in the first steps of political and managerial agenda. Hierarchical, tough and bureaucratic public management that dominated during 20th century has started to give its place to public management that is more flexible and based on market economy. This is not a simple reform or change in working method; it shows an important concept change in the role of state on society and state-citizen interaction. (Hughes, 2003: 17) New concept has shaken indispensable features like bureaucracy's being a means of direct service support, its being permanent.

In this new public management paradigm, it is not seen as the only way for bureaucracy provides good and service production. From now on, flexible business systems which are led by private sector are accepted by public sector, too. What's more, that governments can take indirect role in this matter instead of directly producing service has been accepted. In fact, political and managerial problems related to this matter have continued for a long time. Nevertheless, reflections of this on business organisations have been focused in recent years. Presence of public demands was once the most efficient mechanism on account of providing sense of accountability in bureaucracy which worked disconnected from society. (Bilgiç, 2003: 25-38) In this respect, new public business administration concepts are decisive efforts so as to provide saving, effectiveness and efficiency in public. This concept is focused on some facts like management efficiency, productivity, performance, auction that promotes rivalry, reducing the cost, focusing on outcomes.

These multi-directional change dynamics which have especially come up with globalization have affected all the countries in the world, these developments cause influential change and transitions in beliefs, thoughts, traditions, value judgement, the revolutions that they caused in institutional formations, socio-economic and cultural structures of societies. The multifaceted developments in this context can be enumerated as the occurrence of new markets and tough international rivalry, international and regional unions, the progress in information and communication technologies, new technological inventions, the development and proliferation of computer systems, the developments that change the composition of production inputs and decrease production costs, the improvements in the field of human rights and democracy, the understanding that human factor are essential and human resources is propulsive power of economic development, the change in customers' expectation of product quality, the workers' desire of codetermination and their expectation of democratic management, the weakening of socialist-collectivist production system and governmental power in economy, the change in population and labour force composition (Saran, 2004: 13). The understanding that is based upon being economical, efficient and effective, private sector is regarded as an efficient and effective tool, and it is suggested that the techniques used in private sector should be used in public sector (Tan, 1995: 175-193).

Since the concepts and notions related to state or public administration is closely connected to all developments that affect the life of society, any changes in public administration follow a parallel process in line with the changes in societal, economic, political and cultural fields as a whole. In this sense, the concepts, institutions, structures and processes that feed with fundamental dynamics of transition to post industrialization period in thought and culture, science and technology, economy, politics and business organisation constitute the paradigm of new public administration (Eryilmaz, 2004: 79). With globalisation, the criticism towards traditional administration and organisation approaches with this new point of view affected bureaucracy notion, which is the essential factor of traditional organisation, and hierarchy. Similarly, the change movement with the aim of reaching democratisation, flexibility, and codetermination, efficacy of individual and highlight of his /her abilities influenced bureaucracy and hierarchy (Blau and Meyer, 1995: 115).

This new paradigm in public administration has found its place in the agenda of many governments as a trend. The main characteristic of this trend aims to change command and control mechanisms with market strategies and private sector behaviours. The main pattern of this new reform movement increases the efficacy in public by transferring the methods and applications of private sector (Kettl, 2000: 2).

On the other hand, this new understanding of administration gets unified with the approach, which is expressed as 'governance', that is defined as a function carried out by public-private, state-nonstate, national-international actors, and used to conceptualize the progress of the new interactional development among these actors. The term governance that was derived from 'government' and has been used in the last 20 years as opposed to this term is defined as a new governing process or governing the society with a new administration style. That means governing is not a process run only by the government, and it is necessary to include private sector and civil society into this process. Governance which suggests private sector and civil society institutions to join political will necessitates a new governing for this. This movement has transformed public administration the importance and significance of which will diminish since centralist bureaucratic administration system got weakened in post-modern society. It transformed public administration into a connection area that was formed in dynamic and interactive process between public and private sector organisations, civil society institutions and the institutions using political power (Rhodes, 1996: 652-667).

Consequently, new understanding of public administration that is shaped based on the rising values of the global change process causes critical changes in settled understanding and approaches in the field of public administration (Dinçer and Yılmaz, 2003: 29).

4. GOVERNANCE AS THE REFORM OF PUBLIC ADMINISTRATION

The change wave seen in the public sector recently shows itself in a basic vision. The public administration depending on rules and central authority gives its place to the public administration which is flexible, product-oriented, performance-based, and which based on private sector experiences in this vision. It is because the administrative-bureaucratic structure which is excessive normative, has too centralized control, cooperation and procedures is blamed for the poor performance in public sector (Hood, 1991: 3-19).

The main reasons why this vision that is named as 'governance reform' can be enumerated as follows (Olsen, 2003: 70-82):

- Central-organized and rule-dependent public administration has lost its importance.
- Agreement, deregulation, localisation, commercialization and competition have taken place of commanded administration.

- Public administration activities are based on cost-efficiency and performance
- This vision is based upon market economy and private sector experience. The nature of public administration specific to itself is rejected. Private sector behaviour that is seen in competitive markets is taken as the model.
- Administrators have a broad/an extended discretionary power, and they have little contact with ministries.
- Society is the accumulation of customers focused on their individual benefits. Their relations with the government are commercial rather than political. In this respect, they are customers more than they are citizens.
- Hierarchical public administration structures have been collapsed, and the importance of the cooperation between government and society has been increasing in a world where cooperation has been gaining importance.
- Administrative act is defined as the process of mobilising resources and building supplies.
- Organizational governance is defined as voluntary and interdependent construct of public and private sector actors in mutual enterprise
- Dichotomies such as government-society, political area-administration, and public-private become indefinite or inessential.
- Democratic quality of public administration depends on the knowledge of the stakeholders, and the scope of the free negotiation and deal between the ones who have the power in administration or citizens, voluntary institutions and public institutions

The relation between these two has been accepted to have transformed from a control and hierarchy mechanism into a network governance in which the whole society is included in making decision. The governance reform is defined as far-reaching set of values which contributes to increase the government's capacity of performing better in order to reply to society's expectations and needs such as accountability, transparency, involvement and foreseeability. It aims to increase the interaction and communication between government and the other institutions in the society, and form the decision-making process with the relations between government-society, government-market and administrations. This vision is put forward with the assumption that it is necessary to form an administration that is compatible with complex relation network of the globalising world (Peters, 1998: 223-243).

Administration theme foresee an predictable and open public policy process, a bureaucracy having and understanding of a professional moral and functioning, inspecting the public functions and acts, a powerful civil society that will join public functions and acts and supremacy of law. Functions such as 'openness in administration', 'codetermination', 'civil society', 'responsibility of inspection and accountability are highlighted (Saygılıoğlu ve Arı, 2003: 267).

5. GOVERNANCE PRACTICES IN SPORT ADMINISTRATION

The governance practice in public sector is related to the political and institutional processes of the government to reach their goals about development. Thus the factor of reconciliation is very important to fulfil this vision. Providing civil, cultural, economic, political and social rights in a country is closely related to the governance practices (Turan, 2015: 175). In this context good governance is parallel to the basic human rights. For this reason the effects of good governance practices in the sport field should not be ignored. In fact sports are very important in all communities. From this point of view, good governance in sports is a perquisite for sport organizations to construct, because it will have positive effects on personal development, social adaptation and basic rights of each individual (Bayansalduz, 2003: 48).

Today, sport has become a field of utility for people from every section of life, as long as it is handled with the universal values that are established by the international organizations. Social changes and transformations can be seen in many fields as well as sport administration. In order to afford the newly emerged needs, sport organizations should adopt an approach of sport administration which considers the needs and requests of the people providing the inputs and outputs of sports, which is democratic and open to improvement, cares for productivity and quality in its services and administration. (Ener and Demircan, 2008: 57-82)

Within this framework, basic problems that necessitate governance practices in sport administration can be listed as following (GSGM, 2008: 333-356);

- Over-centralized administrative structure and management gets slower in time and this kind of organizations become insufficient to afford the needs of the developing societies.
- Traditional central organizing in sports field requires a new structure within the framework of liberalization and becoming a market place.
- Traditional central organization gets slower in the financial bureaucracy of the government and cannot use the financial resources of sport did and can create.
- In over-centralized organizations the plans that are made from centre to local areas are not sufficient. The political authority has a negative effect on sport administration as many other fields.
- The over-centralized administrative structure is not sufficient to support the fundamental needs.
- In some cases, the instructions from the central administration contradict with the choices of local administration causing to an administrative complexity.
- Since the duty, authorization and responsibilities of the local management have not been specified clearly in the administrative structure, the positions are used for personal advantages.
- Although provincial sports directorates of the cities encouraged many different kinds of sports, they could not make the sports popular and transfer it to the clubs. Some public sources use the clubs for its own good and cause unduly competition.
- Local organizations of sport cannot work effectively most of the times because of the political factors.

In this context, for basic governance practices, there is a need for democratic and autonomous management structure from administrative, financial and judicial aspects. This structure should be established cooperatively with public administration, sports federations and nongovernmental organizations. This will accelerate the democratic developments and help reaching to the aimed goals. In the meantime, the necessary precautions can be taken for the government structure and the productivity of resources. In open and democratic administrative structure, sports will be recognized as a means of education just like art and as a result, the governmental administration of sports will improve and save more of its resources. Process of globalization, which affects socio-political and administrative paradigms, has necessitated a change and transformation in administrative structures of governments. Because there have been some reforms of reconstruction in government structure and a citizen based public administration has been embraced (Ener and Demircan, 2008: 57-82).

As mentioned before, public expectation of the management has shifted from quantitative to quality criteria and participation request to the decision process of the services has been increased. These are among the conditions that force the public administration to change. The critical approach has increased towards the public sector who cannot make sufficient services to these demands, constantly grows, runs a budget deficit and creates inflation. Under this pressure, public bureaucracies and politics has head towards reconstruction. From now on there is a demand for a kind of public administration which is more responsive to the demands of society, pays importance to participation, determined its goals and priorities, able to give explanations, straightforward and pays attention to its citizens contentment. The withdrawal from production, fortifying its regulation function, having a joint ownership with private sector and society has been set forth for the public. Public service can be done in many ways and it varies depending on the central administration or decentralization. Because of the insufficiency of the central administration, the model of decentralization is applied, which is one of the basic of the governance paradigm. Decentralization weakens the power of central administration while raising the responsibilities of the local administrations. Model of decentralization which aims to reduce the responsibilities of central administration is a form of public administration which gets the free participation of private sectors and nongovernmental organizations in order to carry out the governance. Decentralization, which is used in some of the public services, is a necessity for today's idea of democracy. Because, individuals participation in the process of taking decisions about life conditions and mobilization of information and skills to accelerate the social improvement constitute the core of democracy (Turan, 2015: 165).

European Commission enumerated the causes of good governance practice in sports as follows (Australian Sports Commission, 2009: 4):

- Good governance is essential for strategic thinking and success of rotation
- Sports organization is a complex process, and demands of leaders are important in this point.
- Time-management can only be achieved by a powerful administration.
- Sports organizations should have the feature of accountability
- Sports organizations should be perceived as 'reliable' by society
- The financial providers and donators of sports organizations expect answers for the results
- There are great expectations of societal sectors interesting in sports from sports organizations and the leaders.

Governance in sports in general terms gets meaningful with localisation in sports. Sports governance is delegation to local government from central government in sports organization (Bayansalduz 2003: 51). In this

respect, governance is a product of local administration. Recently, the term governance which has got clear with the principle of European Union called 'subsidiarity' which means 'closeness in administration and service' gets meaningful with the term decentralization. Decentralization and governance, which seems as the regime of European Union countries, they have become regime for all over the world with the changing and developing conditions.

Because of both that the functions of public services that central authority runs get complex and the difficulties faced in public services, there occur the necessity that information channels and responsibility of decision-making be transferred to sub-units. Top administrators who want to carry out these kinds of responsibilities in the fastest and the healthiest manner have been caring governance and decentralization by considering individual demands that increase to develop local governments. European Union aims efficacy, transparency, accountability and more democracy in public services, and it emphasizes that there is parallelism between governance and decentralization in public services with these values (Turan: 2015: 161).

6. CONCLUSION

Governance in public management will make democratization, transparency, efficiency and rendering account more active. The biggest step in this area is accepting Europe Local Autonomy Treatment which has an important role in improving and forming local administration politics of EU. With this treatment, EU members and candidate members which are members of European Council have to make some regulations to achieve determined targets. EU countries follow policies which make this process easy and guiding. In this process, localization and governance principles play an important role in sharing authorization and responsibilities of central administration in EU applications.

Sports organizations have to adjust themselves to the changes in accordance with constantly changing and improving conditions. The most important way of providing this adjustment is seen that organizations should renew themselves, they should analyse the change opportunities and evaluate the potential that has come up, they should determine the most suitable strategy and reorganizing and restructuring to apply this. It is everyone's right to wish to live in modern, elite, healthy and social community; at the same time, it is very important for the governments to perform their social government role. In this respect, that sports organizations and functions are operated according to contemporary management principles, efficiently and meeting everyone's needs, meeting sporty inclinations and expectations at the highest level helps individuals' welfare level increase which is the main aim of social government principle. Hence, government has undertaken the duty of performing, developing and spreading sports facilities nationwide by means of institutions which belong to central administration. However, government can't perform this task which was obtained with Constitution Rules because of some reasons whose first one is financial source problems. It is possible for sports management to perform its national and international function healthily and harmoniously with criteria determined by EU by serving efficiently and rationally towards societies' historical and socio-cultural past about sports and individual needs. Because sports services are gaining importance, institutions that serve these facilities have to be rescued from radical centralism.

Because the concepts and facts which are related to public management or in general government are closely related to all changes that affect social life, change in public management follow a parallel or closely connected way with social, economic, political and cultural areas change line. In this respect, concepts, institutions, structures and processes that have been fed by basic dynamics of process of transition beyond industry in work relations, sports organizations, politics, economy, technology and science have determined the direction and its structure in public managements.

When approached from this perspective, it is the natural outcome that the criticism towards traditional sport administration and its organizational approaches; and change movements in order for highlighting democratization, flexibility, involvement, active individuals and their capabilities influences bureaucracy which is the essential factor of sport organisation, and hierarchy.

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