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EUROPEAN UNION INFLUENCE IN NEW PUBLIC MANAGEMENT APPROACH

YENİ KAMU YÖNETİMİ YAKLAŞIMINDA AVRUPA BİRLİĞİ ETKİSİ

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ABSTRACT

The emergence of new public administration, which can be brought up to the industrial revolution; With its innovative principles such as transparency, accountability, total quality management, performance management, which are not in the traditional public administration, many countries have pacified themselves and made reforms in public areas. This study aims to reveal the change in public administration and the main sources of this change and to reveal the effects of the European Union (EU) on the change in public administration as an actor. For this purpose, the progress the EU is prepared to Turkey since 1998. Reports were subjected to content analysis. As a result of the analysis, it was revealed that the rhetoric produced in the progress reports resembled the new public administration framework and produced a pressure to adapt to the new public administration logic.

Keywords: European Union, New Public Management, Public Management

ÖZ

Sanayi devrimine kadar getirilebilecek yeni kamu yönetiminin ortaya çıkışı; Şeffaflık, hesap verebilirlik, toplam kalite yönetimi, geleneksel kamu yönetiminde yer almayan performans yönetimi gibi yenilikçi ilkeleri ile birçok ülke kendilerini pasifleştirmiş ve kamu alanlarında reformlar yapmıştır. Bu çalışma, kamu yönetiminde ve bu değişimin ana kaynakları ve Avrupa Birliği'nin (AB) kamu yönetimi içindeki değişime oyuncu olarak etkilerini ortaya koymaktır. Bu amaçla, AB'nin 1998'den bu yana Türkiye'ye hazırladığı ilerleme raporları da göz önünde bulundurularak çalışma hazırlanmıştır. Analizler sonucunda, ilerleme raporlarında üretilen söylemlerin yeni kamu yönetimi çerçevesine benzer olduğu ve yeni kamu yönetimi mantığına uyum sağlaması için bir baskı yaptığı ortaya çıkmıştır.

Anahtar Kelimeler: Avrupa Birliği, Yeni Kamu Yönetimi, Kamu Yönetimi

1. INTRODUCTION

The changes, transformations and developments in the cultural, political and economic conditions in the social sphere began to have an impact in the field of public administration, especially in the late 20th century. The debate on the role and magnitude of the state has increased as a result of the slowdown in economic growth, the collapse of the social welfare state with the collapse of the

Soviet Union, the emergence of new demands and needs in the field of public administration with the impact of globalization, and the impact of global pressures on the political, economic and social system and the re-questioning of the bureaucracy. . Especially, the context created by the developments in management science has connected the classic bureaucratic organization model to adopt a new model of public administration with high performance targets, flexible, participatory, authorizing, emphasizing efficiency and effectiveness, quality oriented and citizen as customer. This development led to the emergence of new practices and concepts in the field of public administration especially after the 1990s, necessitating a paradigm shift in public administration. This transformation in public administration can be classified under two headings. The first is from the traditional public management approach to the new public management approach; political transition from bureaucratic state organization to entrepreneurial state organization; the second is the transition from the new public management paradigm to the governance paradigm (Aktan, C. 2000).

In this process, two concepts, called governance and new public management in the literature, became the first of the public administration studies and became two important paradigms of public administration discipline (Altaban, Ö. Ve Duyguluer, F. 2004).

2. THE PARADIGM SHIFT IN PUBLIC ADMINISTRATION: THE EMERGENCE OF A NEW PUBLIC MANAGEMENT APPROACH

The new public administration (NPM) concept is a hybrid phenomenon that includes different, complex ideas and application structures. According to Hood, it is unlikely that the understanding of NPM would be revealed and a dominant paradigm in public administration literature would be explained by a single reason. Many economic, social and political factors are effective in the emergence of this approach. These factors and their effects, which are briefly mentioned in the introduction, can be explained as follows: Economic Factors: The adoption of the welfare state understanding has widened the way the state functions and expanded its way of organizing and increased public spending. The economic recession in the 70s brought about the downsizing of the state and the effective use of resources. As a result of all these developments, the concept of efficiency has come to the fore and public and private sectors have been compared within the framework of this concept (Arap, İ. & Yılmaz, L. 2006).

Social Factors: The fact that citizens are becoming increasingly educated, seeking their rights and becoming less obedient to political authority has led to the differentiation of expectations from public administration and managers and demanding more qualified service provision. Political and ideological factors: The view that the new right-wing thought defends the fundamental values and principles of free market economy is related to the QOL. It was the first time that conservative governments, which started with Thatcher in England, played an important role in changing the conception of public sector, service and methods of public sector, changing the concept of government and management, and ensured that the idea of limiting the role of the state with privatization and alternative service delivery methods was established.

With the change in the understanding of public administration with the influence of all these factors; (1) Decrease of the state, of public activity and of public employment; (2) Public service delivery to the private sector; (3) Prioritizing competition in the performance of services; (4) Development of automation especially in information technologies; (5) With the methods of deregulation and liberalization, the state has restricted the regulatory, restrictive and supervisory powers over the sectors (Farazmand, A. 2005).

3. THEORETICAL FOUNDATIONS OF NEW PUBLIC MANAGEMENT APPROACH

The theoretical foundations of the change in the understanding of public administration suggest that there are two concepts in the literature. The first of these insights is the new institutional economy which includes the theory of public choice, noble-surrogate theory and the cost of processing. The

second is to understand the necessity of a wide discretion in order to reach the results and to understand the necessity of applying the principles of business administration in bureaucracy. These theories that take part in the first understanding and affect the understanding of YKY: First of all, I think that all the economic and social decisions in the society will be determined according to the individual's choice; public choice theory; (2) Secondly, it is emphasized that the principal is a principal agent, which acts as a proxy, and that the state is a noble or a proxy. In the traditional strong state model, the state is a proxy, while the citizens are noble. In the new understanding, the state may be a proxy on one hand. As a matter of fact, it carries out privatization, projects and programs with the public authority; on the other hand, it undertakes the role of proxy with its accountability and accountability for the society, citizens and newly emerging sources of authority; (3) Finally, it is suggested that the transaction cost is affected by the transaction cost theory, which explains how the transaction cost has fallen to zero and why fewer intermediaries are needed in electronic markets (Kurt M. ve Uğurlu, Ö. Y. 2007).

In the management approach, the management concept, which is based on the results of standards and performance measurements, based on the results, economics, efficiency and effectiveness, reconciliation and customer focus, total quality management, continuous improvement. has taken a management concept which emphasizes that the resources should be used effectively in order to achieve the results. These results are the public personnel who are expected to be business managers.

NPM is defined in the context of internal organizational culture and the use of more individual, less hierarchical organizational control mechanisms. Characteristics of new public administration; privatization, market capitalization, corporate governance; decentralization of hypersensitive and hierarchical structuring; performance standards, regulation, political control and downsizing, the emergence of the concept of governance, civil society as the rediscovery is specified. In this context, YKY refers to a new system where both employees and managers develop their communication and marketing skills and specialize in new complex technological applications such as e-government, where they have high standards in terms of accountability and openness (Guston, D. 1996).

4. OLD-NEW PUBLIC MANAGEMENT APPROACHES AND KEY ELEMENTS OF THE NEW PUBLIC MANAGEMENT APPROACH

The meaning difference between public administration and public management reflects the change in the traditional public administration model. The main difference between the concept of NPM and traditional public administration is related to the capital accumulation regime and the role of the state in social and economic life. The basis of traditional public administration is the Weberian bureaucracy. This is a heavy, boundary and rule-based, central organization and a narrow point of view shows the type of organization (Kapucu, N. 2006).

YKY treats the private sector as an effective and effective tool in service provision by focusing on economy, effectiveness and effectiveness (3E) and advocates the use of the techniques of this field in the public sector. With YKY, public administration is moving towards a technical-rational, entrepreneurial and participatory citizen-oriented direction. The NPM approach is largely derived from the management information market. The seven main elements of the development of the QOL in the Yamatoma study were the openness, practical management skills, and private sector type management practices. With the development of YKY logic, many new management techniques and approaches have been implemented in this field. New management techniques and approaches affecting the service delivery, which lead to a change in the form and function of public organizations with the emergence of YKY concept, can be explained with the following concepts: (1) Governance, (2) Performance Culture, (3) Changing Perspective against Bureaucracy, (4) E-Government, (5) Responsibility (6) Total Quality Management. (Gökçe, O. 2001).

5. CRITICISMS ABOUT THE NEW PUBLIC ADMINISTRATION APPROACH

In the literature, some authors consider YKY as a globally dominant and single paradigm, while some other authors suggest that globalization, consistency, and a single paradigm of the NPM and its reforms are exaggerated, and that the future of public administration can offer a more pluralistic and contradictory quality. therefore, they emphasize the need to pay attention to the different agendas expressed in the same slogans in different countries (Hood, C. 1991).

The criticisms directed towards the new public administration can be listed as follows: (1) The first point criticized in the QOL is the new concept. According to the critical view, everything YKY approach voiced was mentioned before. The new word is only used to gain legitimacy. (2) The NPM approach is also criticized as incompatible with democratic values. (3) According to the QOL cards, it is problematic for the public administrators to participate in the management and supervise the management as they become more specialized. (4) The NPM has a logic that transforms the state into a means of service consumption, ignoring the role of the state in resolving conflicts, setting national goals, controlling the use of force in society and investing in the future of the nation. (5) The understanding of NPM is exposed to the most intense criticism because it is related to the new right thought. It is suggested that the NPM approach is an ideological process that changes the relations of power, responsibility and control in public administration based on the traditional bureaucratic paradigm.

This latest criticism has been criticized in the literature. YKY's connection to the new right is a fact. However, it cannot be accepted as a part of the new right ideology. Because it is adopted not only by conservative governments, but also by social democrats and workers-party governments. YKY has become a symbol of a process of change in public administration and has been accepted worldwide as a solution to the problems of paperwork, fraud, productivity and inefficiency.

6. POLICY TRANSFER AND THE IMPACT OF THE GLOBAL ENVIRONMENT ON PUBLIC ADMINISTRATION

Within the framework of the policy transfer that constitutes part of the comparative public administration approach, the transfer of institutions, policies and programs to other countries, taking into account the time dimension, is discussed. Discussions focus on what to consider when transferring more than transfer point. The comparison between public administrations requires public policies to be evaluated in terms of creating solutions for other public administrations, and after each assessment certain lessons are drawn. Five methods of policy transfer can be specified: Copy; the implementation of a policy in a country without any modification in another country. Adaptation; a policy that is effective in another country is to make some arrangements and copy. Making hybrid; the consolidation of policies from both countries. Synthesis; it is a combination of policy-related elements in many areas. inspiration; it is the case that effective policies lead to the formation of new policies by taking on a motivating function (Bevir, M., Rhodes, R.A.W ve Weller, P. 2003).

The reason for the policy transfer may be voluntary dependency, necessity, and a mixed cause between the obligation expressed as the path, the middle way and the optional commitment. The reasons why the third way should be preferred; performance is lower than expectations, international consensus formation and externalities (Eryilmaz, B. 2007).

The subject of the study will focus on the formation of international consensus from these third forms of ways. A consensus in the international public opinion encourages countries to adopt policies and to make the necessary transfers. At this point, it is possible to talk about the coercive pressure to act together with the international public opinion and not to act contrary. External dynamics are the determinant of the necessity of new policies rather than domestic dynamics. If the countries think that if they adopt a certain policy, they will like the international public opinion,

they resort to the way of reform transfer. Adjustment Act of Turkey's efforts to enter the EU in the framework of the interests can be evaluated in this context.

In the face of these developments in foreign policy policies, it was emphasized that the public administration's Weberian bureaucratic structure would be inadequate, the traditional roles of public administration should be changed and the use of concepts and techniques in economics and management science will be used. These institutions make it possible to implement public administration by making binding decisions that affect the governance systems of nation states. For this reason, the reform agendas of these institutions include elements such as liberalization, deregulation, privatization, avoidance of bureaucracy, budget reform, performance measurements, type of management, transparency in management, competition, effectiveness and effectiveness.

7. THE ROLE OF THE EUROPEAN UNION IN PUBLIC ADMINISTRATION CHANGE

Turkey has been faced with external debt since World War II. The IMF has caused global institutions such as the World Bank to become a binding element in the country's economic and political policies. Turkey's insistent attitude in contemporary western countries have a point, repeated till today is reflected in the application for full membership of the European Union. EU relations with Turkey in 1963 began with the Ankara Treaty and it followed a complicated course until day of talks began last October 3, 2005, and Turkey will require restructuring in many areas adaptation package and criteria has been raised. Implementation of the *acquis* adopted with the start of accession negotiations has revealed a serious restructuring requirement and reform proposals, particularly in the field of public administration (Meşe, O. 2010).

According to Eryılmaz elements that require the restructuring of public administration in Turkey are divided into internal and external factors: external factors; The European Union process is the impact of the IMF and the World Bank, and thirdly, globalization and competition. Internal factors are; Crisis in public financial management, ineffective and inefficient management style, corruption in public administration, corruption, participation in government, accountability, transparency, increase in public expectations such as civilization. These internal and external factors that affect public administration require the change and restructuring of public administration. Turkey's National Program for the Adoption of the *Acquis* and Long-Term Strategy and VIII. The Five-Year Development Plan: 2001-2005 emphasizes the need to implement strategic planning, total quality management, financial control and performance auditing in public administration. 3e-economy highlighted by the NPM model in this context, it is suggested that a solution to the problems in public administration efficiency and effectiveness Turkey (Memişoğlu, D. 2006).

It is claimed that the impact of the European Union on the Turkish public administration structure has continued since 1998 and that the EU has rapidly increased this effect. Altaban and Duyguluer (2004), in their study, linked the understanding of new public administration with the EU harmonization process, while Güler (2004) explained the orientation towards the new public administration based on the Progress Reports. According to Guler, the head of the administrative criteria in the progress reports is intended to establish the political and economic structure of the EU in terms of organizational and legal aspects.

8. THE PROBLEM OF THE EUROPEAN UNION PUBLIC ADMINISTRATION MODEL

The history of European integration is in fact the history of the transformation of the economic integration effort of countries with similar characteristics and closer to political integration over time. At the beginning of European integration, it started as an economic foundation, but later political, social, cultural and technological elements were added. Parallel to this development, the integration process has formed its own system and legislation for all areas in which it comes into contact. In this process, the question of whether a standard or model is envisaged for national public administrations has started to occur in minds. Because, it is considered that the national public administrations of the countries that have to implement the same legislation at the same level of

activity can be organized within the same model. In this context, the European Union public administration model problem; Whether the European Union provides a standard model of public administration, the role of the field of public administration in the Community acquis, the compliance criteria envisaged for candidate countries, and the establishment of administrative capacity to ensure the effective implementation of the *acquis communautaire* are discussed (Kaboolian, L. 1998).

9. NEW PUBLIC ADMINISTRATION IN EUROPE

In the late 1970s, the traditional bureaucratic paradigm of Western countries was attacked. Economic crises, dissatisfaction with the lack of resilience of administrative procedures, and diminishing public confidence in public administration have led to an opening in the public sector: New Public Administration. More effective than management, output and customer-oriented and a better quality for less money began to be expected. Private sector models are exemplary for public sector models. As a result, many reforms took place all over the World (Pollitt, C., Thiel, S. V., Homburg, V. 2007).

Many new public administration reforms are carried out in similar countries in different countries. One of them is the apartment model. The apartments are the executive units that move independently from the local authorities. These units are responsible for the presentation, regulation and control of services, conducting research on the subject, or implementing policies such as training. Since they are not part of the central government, they can also work as a business institution. These units are located in countries such as Norway, Finland, Sweden, Belgium, Italy, England and Tanzania. In fact, although the reforms are similar to each other, they are different from each other (Memişoğlu, D. 2006).

When we compare the unit model in England with the apartment model in the Netherlands, we can see that the origins of these two models are different. In the UK model, these units are seen as a controversial alternative to the administrative model in the Netherlands, while addressing the deficiencies in administrative autonomy. This difference in their origins has caused them to differ in many fields, from the formation of units to the number and design of units. The Dutch have copied this system in the UK, which explains why the units in the Netherlands have a later history. For example, the UK government is able to establish the Next Step departments without having to issue a law, but the Dutch government needs the approval of the parliament to do so. Nevertheless, similarities may be found between the two, such as the way they control the main departments of the units through contract-like agreements and performance evaluation (Lamba, M. 2014).

Similarly, public-private joint work in the United Kingdom and the Netherlands may be similar, but in practice the Netherlands prefers more work-based working methods between governments and private institutions. However, this is mostly in the form of competition between public and private institutions in the UK. The same applies to new public administration reforms. However, the countries of the land of Europe adopted a different understanding from the new public administration approach. This model is named Neo-Weberian State since it was transferred from Pollitt and Bouckaert (Pollitt, C., Thiel, S. V., Homburg, V. 2007).

The new model of public administration is seen as a departure from the old public administration approach. The new model of public administration is mostly decentralization, with the separation of policies and administration, or by using discriminatory structures. Methods such as contract arrangements or establishment of contract-style relations instead of traditional hierarchical controls, creation of new model-style mechanisms such as coupons, and more attention for public administrators and management are also used. The state is still seen as the only solution to threats such as globalization, technological change, threats to the environment and changing demographics. Despite the legal problems, representative democracy has not yet faced a major change. The same applies to the role of civil service.

The applicability of the new understanding of public administration has made policymakers and executives able to create specific reforms and put them into specific forms. Such manipulation may enable the pro-people to serve their own units. However, regulations are needed to implement the reforms and to get the approval of the intended party or institution. In particular, it is expected that political-administrative systems will help or prevent reforms. For example, legal traditions in countries such as France, Spain and Italy have influenced the development of new public administration. In addition, specific reforms may be required according to legal grounds. Centralized systems such as Britain support policies that form and implement the strategy event. However, this does not apply to decentralized and contractual systems. Similarly, there are differences between the Netherlands and Italy in the implementation of administrative reforms. Italy has a much less political system and a lower probability of deterioration, while Italy has major political interventions in public administration and much higher rates of corruption. Certain projects or innovations can get rid of these general influences, but they are on different paths to enhance their impact (Bilgiç, V. 2003).

In addition to national characteristics, it may lead to differences in the implementation of new public administration reforms in sectoral differences. For example, the establishment of performance indicators is more difficult than organizations that offer more complex tasks and offer services within an organization that offers simple services. Some public sectors are supported by strong professional groups who do not prefer to apply new public administration reforms, such as doctors or lawyers, or who think they are already qualified. For example, some countries have stronger public sector trade unions than other countries, and this may affect the pace of implementation of new public administration reforms. Public-private partnerships tend to be more involved in certain sectors, particularly urban development and physical infrastructure development (Lamba, M. 2014).

The private and public sectors to work together in the new public management approach resonates in Turkey and the world is important. The state is not the sole authority in the provision of services, and individuals also have less expectations than the state in global matters. Individuals have increased confidence in the state and have the authority to criticize the services provided to them and to be aware of and contribute to them. First, the new public administration concept which was claimed to have emerged in the United States and later emerged in order to fill the points in which the concept of traditional public administration is incomplete and to achieve the desired results. Furthermore, it has an important effect on the effective and ethical use of resources with the principles such as transparency, reliability and economism in the services provided to the individual. Turkey in this sense the more management and delivery of services to the public sector and the private sector to distribute decentralization, transparency, accountability, principles such economism has been effective (Carmichael, P. 2002).

As a result, this new public management approach that has been fulfilled by the old public administration has been echoing in many countries and continues to awaken. According to this conception, where human rights and customer satisfaction are centered and human rights are prioritized, individuals need to reach the service provided by the state in the easiest and most efficient way (Bryer, A. T. 2006).

10. CONCLUSION

20th century public administration is a century in which public institutions have grown, the effects of public service and public interest prevail, the dominance of the nation state dominates, the public administration is questioned in the 21st century, rather than the traditional management approach in terms of structure and practice. efficiency and efficiency in which management techniques and approaches adopted in the sector are implemented (Balci, A. 2005).

It has been a century in which a new public management approach has been adopted, focusing on dimensions such as performance auditing, accountability, citizen participation. Developments in information technologies emerging with globalization, International Monetary Fund (IMF), World Trade Organization (WTO), World Bank (WB) European Union (EU) international organizations such as regulation and improvement programs, awareness of non-governmental organizations and additional The increase in the expectations of citizens from public service provision has prepared the way for a number of changes and reforms in the understanding of traditional public administration. These changes and reform efforts have been named as the new concept of public administration in the literature (Arslan, N. T. 2010).

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