

University of Twente
School of Management and Governance
MSc degree program in Public Administration



Title:

“Sigma Programme and the EU Enlargement. Case-Study of Turkey”

Student:

A. Alara Apaydin

Supervisors:

Dr. Duco Bannink

Dr. Veronica Junjan

Enschede, 2008

Abstract

The main topic of this master thesis is the analysis of the Sigma Programme's role in Turkey's accession process towards the European Union (EU). Since the enlargement of the EU increases diversity, new modes of governance have been adopted by the European governance in order to cope with augmenting diversity and interdependency. The most important shift from the hierarchical structure towards the governance concept in the EU has been realized with the Open Method of Coordination (OMC) process. For the purpose of explaining this shift in the European governance, the realistic approach, network governance and new modes of governance perspectives are adopted in the theoretical framework. Based on the OMC model, four important governance values are chosen as the method of the research. Also, the Sigma Programme is chosen as an instrument of the EU within the OMC process because it is specifically designed to improve the administrative capacities of each candidate countries' public administrations. In the empirical part, the reflection of the EU principles in the objectives of the Sigma Programme for Turkey is analyzed through the light of the governance values which were chosen before. Thus, primary sources – *The Administrative Law Principles of the EU* and the assessments reports of the Sigma Programme for Turkey – are used in order to explain the administrative capacity principles of the EU and their promotion in the objectives of the Sigma Programme. The main conclusion of the research is that the Sigma Programme has a positive impact on improving Turkey's administrative capacity, since the administrative principles of the EU are promoted in the Sigma Programme's recommendations for this country. Despite its problems, Turkey's public administration is going through a development process, which is accelerated by the assistance of the Sigma Programme.

TABLE OF CONTENTS

ABSTRACT.....	2
CHAPTER 1: INTRODUCTION.....	4
CHAPTER 2: THEORETICAL FRAMEWORK	10
2.1 THE REALIST APPROACH.....	11
2.1.1 EUROPEAN INTEGRATION AND THE CURRENT AFFAIRS IN THE EU	13
2.1.2 GOVERNANCE TERM.....	16
2.2 NETWORK GOVERNANCE	19
2.2.1 SOCIAL MECHANISMS AND EXCHANGE IN NETWORK GOVERNANCE	20
2.2.2 CHARACTERISTICS OF THE NETWORKS AND COORDINATION	23
2.2.3 THE NETWORK GOVERNANCE IN THE EU	25
2.3 NEW MODES OF GOVERNANCE	28
2.3.1 HOW ARE THE NEW MODES OF GOVERNANCE INTERNALIZED IN THE EU LEVEL?	30
2.3.2 THE CONTRIBUTIONS OF THE OMC MODEL.....	34
2.4 THE MAIN ASPECTS OF THE THEORETICAL FRAMEWORK.....	37
CHAPTER 3: METHODOLOGY.....	42
3.1 THE ROLE OF THE THEORY.....	43
3.2 CHOOSING DATA	44
3.3 SAMPLE.....	46
3.3.1 VARIABLES	47
3.4 DATA COLLECTION	49
3.5 SELECTION AND LIMITATIONS	51
CHAPTER 4: EMPIRICAL ANALYSIS	52
4.1 EUROPEAN GOVERNANCE AND THE EU CONDITIONALITY.....	53
4.1.1 THE ADMINISTRATIVE CAPACITY REQUIREMENT	54
4.2 CANDIDATE COUNTRIES TAKE ON THE ACQUIS COMMUNAUTAIRE	55
4.2.1 EU PRINCIPLES AND NEW MODES OF GOVERNANCE PERSPECTIVE.....	57
4.3 SIGMA PROGRAMME	62
4.3.1 SIGMA ACTIVITIES AND OBJECTIVES: TURKEY	68
4.2.2 FINDINGS OF THE SIGMA OBJECTIVES IN TURKEY	75
4.4 THE MAIN POINTS OF THE DATA ANALYSIS.....	77
CHAPTER 5: CONCLUSION.....	80
REFERENCE LIST:	86

Chapter 1: Introduction

Forms of governance are passing through a period of transition in the international arena. Neither the state regulation nor the public-private actors in governing society match well with the 'multiple faces' of modes of governance. Within that respect, the classical regulatory state is changing its top-down authoritative control of market and society by joining with other steering mechanisms. The regulation process is being decentralized and the responsibilities are spread across economic and societal actors (Knill and Lenschow, 2003, p.1). Also, the forms of regulations are changing; the chains of control are blurring and the control mechanisms softening with the new forms of governance which emphasize the shift towards more 'responsiveness' and 'self-responsibility'.

Changes in the forms of governance are leading to the emergence of 'new' modes of governance. On one hand, the concept of new governance is highly diverse and open-ended in explanation, but on the other hand it displays a common limitation (Walker, 2006, p.21). It is important to specify what is 'new' in the new governance and actually, as it is discussed by Walker, it is a categorical distinction from the 'old' system.

As this trend of new modes of governance gains importance, it will be a good example to investigate and evaluate the concept of European Union (EU) governance within that perspective. After the completion of the Single European Act (SEA) and transition to the full economic monetary union (EMU) by the end of 2002, the EU had reached two of its most significant goals: *'the completion of the internal market for goods, services and factors of production'* and *'the establishment of a common monetary union'*. After that, the enlargement process was still on the agenda with the question of 'where to push the integration agenda next'.

Due to the increasing divergent interests in the EU, it was not easy to go further within the traditional Community method, where the veto would be encountered. So it can be argued that these obstacles in the EU level were not easy to overcome, since different countries have different implementation styles within the country. As it is mentioned by Caporaso and Wittenbrinck (2006), the social dimension of the EU would clash with the national welfare arrangements of the member states. This is due to the fact that all member states have their own welfare systems, which were built on historically different and specific sets of conditions, social bargains and protections. In respect to this point, it can be argued that the move towards 'soft law' which is more strictly based on intergovernmental procedures was the best available

option for the EU governance (Caporaso and Wittenbrinck, 2006, p. 475). Furthermore, with the introduction of the new modes of governance, the understanding of the administrative capacity concept started to change and is being reformulated as well. According to this change, it will be referred to as the new modes of governance theory and will be subjected to internalization by the EU for defining the union's internal capacity, which is named as the 'New Governance in the EU'.

As the enlargement and European integration are still on the agenda of the EU, the conditions for becoming a member state of the EU are also changing according to the global change in the concept of government. Specifically, the EU can be regarded as one of the most important examples of the institutions which have significant effects on its members and candidate countries regarding the institutional and administrative capacity reforms. Accordingly, the preliminary research question of this paper is about the new modes of governance in the EU and its role in the accession process of the candidate countries.

In that context, the Sigma Programme – Support for Improvement in Governance and Management in Central and Eastern European Countries – which is financially supported by the EU will be taken into consideration as the main example of this research. The Sigma Programme is important for analyzing the new governance concept in the EU, and for this reason, the programme will be taken into account as a tool of the EU in the new modes of governance concept; while its role in dealing with the accession process of Turkey will be analyzed particularly in the area of public administration. Furthermore, it is important to mention that the Sigma Programme has six main priority activity areas in which it assists Turkey during the country's accession process. These activity areas include the design of reform, financial control and external audit, legal framework, civil service and justice, policy-making and coordination, public integrity system and public procurement. Accordingly, the focus research question will be how the learning process of the new governance elements is enhanced by the Sigma Programme in Turkey. One of the important reasons for choosing the Sigma Programme in this master thesis is the fact that it was specifically established for the candidate countries. It is important because of the fact that there are three official candidate countries for the EU and the Sigma Programme presents different objectives for these three different countries. In that respect, the formation and the objectives of the Sigma Programme can be explained through the logic of the Open Method of Coordination (OMC) model.

The OMC model is the result of the change in the governance concept in accordance with the modes of European Governance. Thus, another important reason for choosing the Sigma Programme was its relation with the logic of the OMC model and the new modes of governance. As it is stated in the purpose of the research, the Sigma Programme is a significant instrument for the EU and the candidate countries, since its objectives are specifically designed for the area of public administration and changes due to the different circumstances of the different candidate countries. Thus, the connection between the Sigma Programme and the logic of the OMC model can be seen in their ways of dealing with the divergent conditions of the different countries and providing the communication between them with practice sharing.

Accordingly, the role of the Sigma Programme in answering the needs of the EU on the administrative and institutional capacity requirements during Turkey's accession process will be explained and analyzed in this research. Also, the first sub research question will be to analyze the reflection of the EU's principles in the objectives of the Sigma Programme and the second one will be to specifically analyze how the governance values will be chosen according to the theoretical framework and will be reflected in both the administrative capacity principles of the EU and the Sigma Programme's objectives for Turkey. Thus, the important role of the Sigma Programme, in the accession process of Turkey, will be analyzed through the light of the governance values which are chosen based on the OMC model. Furthermore, in the first section, the internalization of the new modes of governance at the EU level will be observed. Secondly, while answering the preliminary research question, we will see the change in the European Governance and the importance of the OMC process in the new modes of governance concept. Thirdly, the Sigma Programme will be emphasized as an example and instrument of the EU through the new modes of governance concept. Related to that point, the reflection of the EU principles which are stated in the *acquis communautaire*, particularly in the Administrative Law Principles of the EU, on the objectives of Sigma for Turkey will be observed and analyzed.

The second chapter of the research is the theoretical framework which is composed of three theories which will be emphasized on three sub-chapters: realistic approach, network governance and the new modes of governance. The starting point of the theoretical framework is the realistic approach which is important in understanding the European integration within the increasing level of interdependencies and diversities in the Union. As the enlargement process gained importance, the diversity of the Union increased and brought the need to establish a network system in the Union. Thus, another important explanation for the

European integration and the divergent structure of the Union can be provided through the network governance perspective. In the second part of the theoretical framework network governance will be presented which is regarded as a predominant type of governance in the EU level in the literature. As a new form of governance, the network governance operates with high interdependency and non-bureaucratic rules. Thus, the network governance has no legally binding but socially binding rules in itself. Furthermore, as it is in the research question, the network governance is important to understand the role of the Sigma Programme in the accession processes of the candidate countries. Moreover, the characteristics of the networks will be given and the network governance will be further described and explained within the context of the EU. Also, another important point about the network governance approach, which is based on the boundary concept and the extended boundaries of the EU, will be analyzed through the network governance approach.

The last part in the theoretical framework will cover the meaning and the content of the term of governance and the new modes of governance in the EU. The need for adoption of the new modes of governance in the network governance system of the EU emerged with the necessity to establish better cooperation in Europe. In order to understand the network governance concept, the shift from the hierarchical structure of the government towards the new governance concept will be emphasized. In this part, the need of the shift from the bureaucratic government to the governance concept will be described through several reasons. In the next part, the new modes of governance and the internalization process of the new modes of governance in the EU level will be focused on. This part will be described more in detail in order to understand how the EU faces with the change in the governance concept and to see differences in the modes of regulations and steering mechanisms of the EU governance. Accordingly, the OMC process will be focused on, in order to understand the change with the introduction of the soft law in the European governance. We will see the principles of the OMC process in the European governance. They are important to see the shift and they cover both the consequences and contributions of the OMC model which is the most important example for the new modes of governance in the EU. Due to these principles and the contributions of the OMC process, the most important governance values which are introduced by the OMC process will be defined and focused on in the empirical part of the research.

In the third chapter, the methodology of the paper will be explained. This research is focused on a study of situation in detail, also on interpretations and the process. According to that, the type of data will be qualitative data in the research. Furthermore, the role of theory is important since there are both descriptive and explanatory analyses in the theoretical framework. The next part of the methodology chapter covers the values, which will be found based on the principles and contributions of the OMC model and will be identified as the variables of the research. These variables are important in the empirical part of the paper, in which the data analysis will be conducted. Primary data sources will be used in the data collection of this research. The first primary source will be chosen as the *acquis communautaire* which is the main accession criteria of the EU. Since it covers all requirements for the candidate countries, the Administrative Law Principles of the EU which is also one part of the *acquis communautaire* will be taken as the primary source. The second primary source will be the assessment reports of the Sigma Programme for Turkey. As the last important point of the methodology, this research is limited to the Sigma's objectives for Turkey on the Public Administration area. So, it can be said that the research is specified as a single-country case. Thus, in the methodology chapter, we will first see the reflection of the governance values which are chosen according to the OMC model in the Administrative Law Principles of the EU and the definitions of these values will be described through the EU perspective. As the next steps in the empirical part, the governance values will be searched in the objectives of the Sigma Programme and the promotion of them will be analyzed through the assessments reports on Turkey.

In the fourth chapter, the empirical analysis will be conducted. The data analysis regards the content of the Administrative Law Principles of the EU and assessment reports of the Sigma Programme on Turkey. The general purpose of the empirical data analysis is to understand which modes of governance exist in the EU level and how they are reflected in the objectives of the Sigma Programme. The primary sources of the research will be analyzed in respect to the OMC model. So, in the first part of the empirical research, we will see the change in the European governance within the introduction of the new modes of governance and accordingly its reflection on the EU conditionality, particularly on the administrative capacity requirement will be analyzed.

In the second part of the data analysis, the governance values which are chosen based on the OMC process will be searched and described in the context of the Administrative Law Principles of the EU. Thus, the principles of the EU on administrative capacity will be described through the EU perspective. The last part of the empirical work will be based on the discussion on the content and priority activity areas of the Sigma Programme in Turkey. The objectives of the Sigma on public administration area for Turkey will be further discussed and as a primary data source analysis, the assessments documents of Turkey which are available on the official website of the Sigma will be considered. Accordingly, the reflection of the governance values will be the criteria to be searched in the principles of the EU and in the objectives of the Sigma Programme for Turkey.

While analyzing the objectives of Sigma for Turkey, the criterion to be focused on is the promotion of the EU administrative capacity principles in the objectives of Sigma. We will see the reflection of these EU principles in both Sigma's objectives for Turkey and the variables which are identified through the OMC process. Thus it can be argued that, in this research, it is expected to understand the relationship between the objective of the Sigma Programme and the EU; also, as it is in the research question, it is expected to see the Sigma Programme has a crucial role in answering the needs of EU in the accession process of Turkey. To sum up, the preliminary research question is how the European governance system changed within the introduction of the OMC model. Accordingly, the focus research question is the role of the Sigma Programme in Turkey's accession process through the promotion of the governance values which are chosen based on the OMC model. In order to answer them, the first sub research question is how these governance values are reflected in the EU Principles and second sub research question is how they are reflected in the objectives of the Sigma Programme. To sum up, the preliminary research question is how the European governance system changed within the introduction of the OMC model. Therefore, the focus research question is the role of the Sigma Programme in Turkey's accession process through the promotion of the governance values which are chosen based on the OMC model. In order to answer them, the first sub research question is how these governance values are reflected in the EU Principles and second sub research question is how they are reflected in the objectives of the Sigma Programme.

Chapter 2: Theoretical Framework

There will be three approaches presented in the theoretical framework. Namely the realistic approach, network governance and the new modes of governance will be analyzed.

The starting point of this paper will be to analyze the European integration and enlargement concepts which results in growing diversity and the interdependency between the member states of the EU and the candidate states as well. At this point, the realist approach in the International Relations (IR) theory will specifically form the basis to explain the European integration. Since there are variants of the theories in the IR theory, the general assumptions of the realist point view will be used in explaining the current affairs of the EU.

The second approach of this paper is the network governance. One of the important consequences of the growing interdependency between the states is the establishment of the networks. Because the governance concept has connection with the network system and as the establishment of the network governance is needed in the EU, network governance approach will be explained in detailed. Furthermore, the reasons to shift from the government structure to governance concept will be explained in order to understand the network governance concept better. Thus the network governance and the exchange mechanism in the European governance will be further described. Accordingly, we will see how the network governance becomes an important coordination system for the EU.

The new modes of governance concept will be discussed in the last part of the theoretical framework. New modes of governance concept are important to be analyzed because of its importance in the network governance. As the network governance is established by the EU, the new modes of governance are adopted in that context. Particularly, the most important one is the OMC model in which we see the socially binding rules rather than the hierarchical structure. Also the different characteristics and contributions of the OMC model will be discussed in that context. In the end of this chapter the most important governance values will be selected based on the OMC model and its contributions to European governance. These values will be further described and identified in the next chapters in order to use them in conducting the data analysis.

2.1 The Realist Approach

The realist approach, which is also known as political realism in the IR theory, has a variety of theories and approaches such as classical realism, liberal realism, neoclassical and neorealist approaches. Generally, the common idea of all is that the states, as the main actors, primarily define their interests by power and security rather than ideals or ethics. Thus, it can be said that the states are treated as the principal actors in world politics. Accordingly, realists focus mainly on the great powers, which dominate and shape international politics. The second important point of the realist view is that the behavior of the great powers in the international arena is mainly influenced by the external environment. This means that the structure of the international system, which comprises all states, is largely shaped by their foreign policies. Actually, from a realist perspective, there is no sharp distinction between the 'good' and 'bad' states. It is because all great powers act in the same logic of collectivity regardless of their different cultures or political systems. Thirdly, the competition between the states causes the calculations about holding the power. But finally, although states might have conflicting interests, they also cooperate with each other in the international area (Mearshimer, 2002).

Furthermore, there are three basic assumptions of the realism approach which are explained in the perspective of IR theory. The first assumption states that "politics is governed by 'objective laws which have their roots in human nature'" (Morgenthau, 1973: p.4). The second important assumption is that the pursuit of power by individuals and the states is unavoidable; thus the competition and conflict are endemic in the international area. The last assumption is the principal assumption of realism, according to which the state is sovereign and is the natural unit of analysis in international relations. Thus, the study of international relations is actually the study of the interaction between the sovereign states. Accordingly, the key concepts are composed of the national interest of the states, balance of power in the international area, sovereignty and security. Thus in this framework, it is generally assumed that the states are the central actors in international politics and the self-interested behavior of the states produces a condition of anarchy in the absence of any overarching authority on a global scale (Grix, J., 2004, p.94). Furthermore, the decision-making and policy-making processes in international politics usually take place in intergovernmental negotiations and the consent of all state participants is required in order to achieve an agreement between them. Accordingly, the explanation of the actors' preferences is required and states calculate the

utility of alternatives of action and they choose the one which maximizes their utility under the circumstances.

The European integration and the current affairs of the EU can be analyzed through two important concepts under the IR theory: Intergovernmentalism and Supranationalism. The key assumptions of the traditional, realist intergovernmentalism can also be used to analyze the European integration and explain the current affairs of the EU. The main assumptions stated by Hoffman and Milward (Schimmelfenning and Rittberger, 2001) in order to analyze the European integration start with the preferences of states. The first point says that member states are and will remain as the dominant actors in the process of European integration. It can be concluded from this point of view that the integration process and the design of the requirements for the candidate countries are also shaped according to the member states' national goals and interests. Furthermore, beside the determination of the preferences of the member states or governments, the interdependencies, negotiations among governments and between governments and external organizations are also significant from the realist intergovernmental point of view. Thus, it can be argued that the states – governments – are expected to behave, initiate, steer and control the process of integration rationally and it is also expected to be on the basis of predominantly material preferences (Schimmelfenning and Rittberger, 2001, p.81-83).

The European integration can also be explained through the perspective of rationalist institutionalism. This perspective is important to understand the establishment of the international institutions. Accordingly, rationalist institutionalism explains the establishment and design of the international institutions as 'a collective outcome of interdependent rational state choices and intergovernmental negotiations in an anarchical context'. But from the realistic point of view, the intergovernmental approach assumes that the state preferences are exogenous. According to that approach, the state preferences are not formed or do not change in the course of international negotiations or by international institutions. Different from the rational choice approach, intergovernmentalists assume that the governments enter the negotiations with predetermined – national – interests. And after that, the international institutions or the interaction between the states have an impact on the costs of pursuing state interests and achieving the state goals; but generally they do not have an influence on the substance of these goals and interests of the states (Schimmelfenning and Rittberger, 2001, p.78-79).

Like the realist intergovernmentalist approach, supranationalism has its origins in the IR theory. Accordingly, there are two assumptions in that context. First of all, different than the intergovernmentalist approach, supranationalism emphasizes the process of European integration as a self-reinforcing dynamic which leads to further integration (a process which often times takes place outside the control or reversing power of the governments). Secondly, the supranationalist approach assumes that the content, the scope and the form of the integration develops as a result of complex transnational, social and institutional processes. Furthermore, it also means that these processes are more important than the preferences and power-constellations of national governments (Schimmelfenning and Rittberger, 2001, p.84-91).

In the next step, the European integration within the enlargement context will be further discussed from a general realist point of view. Furthermore, we will see the reasons to cooperate and collective problem solving in the Union, particularly with the sub-theories of the realist approach which are the intergovernmentalism and supranationalism approaches. Within that context, the current affairs of the EU will be described and the consequences of the further enlargement concept will be discussed. Thus, the reasons why the European integration has been as a 'multi-faceted, multi-actor and multi-speed' process will be analyzed in the next part.

2.1.1 European Integration and the Current Affairs in the EU

As it was advocated by Jean Monnet, the Community method in the EU forms the basic device for the European integration to prevent the politically unavoidable barriers of national sovereignty. Then, as now, there was no consensus formed in order to achieve the precise form that European cooperation should take. It is also because of the fact that the founding Treaties of the Union and also its institutional arrangement reflected the ambiguity of supranational authority of the EU institutions and the intergovernmental relations between the national governments. Thus, in the absence of a clear form and consensus among the member states, the European integration process has been difficult to implement. Significantly, the Treaty reforms during the 1980s and 1990s had a positive impact on the support for the EU and reducing the Euro-skepticism among European voters. As a result, the public support for European integration had also increased (Laffan and Mazey, 2001, p.32-33). This brief historical introduction to the European integration concept is important to understand the increasing support for further integration.

Throughout this enlargement and integration process, there are several important key drivers. Firstly, because the policy competence of the Union expanded in the integration process, the national governments and regional authorities have become more dependent to set clearer limits to the policy reach of the Union. Secondly, there occurs an impact of the EU on the member states to internationalise and liberalise their economies, which lead the member states to become economically more dependent to each other. Thirdly, we also see the important impact of the EU's external environment upon its development. Thus it can be argued that the three important drivers are dominated in the Union's agenda and they are still important in the Union's constitutional, institutional and policy profiles. Accordingly, with the increase in the support for further integration, greater diversity among the member states and candidate countries ushered in a new area of 'flexible integration' which is consolidated in treaties and agreements on closer cooperation.

When it is analyzed through the realist intergovernmentalism approach, the national interests and national governments have a crucial role in determining the degree, nature and the pace of the European integration. This dynamic is particularly apparent for instance in the creation of the European Monetary Union, the initial establishment of the European Communities and renegotiation of the Treaties. According to the assumption in the realist thinking of the IR theory, the states, as actors, have a significant role in dominating and shaping the international politics. With the growing diversity of the EU in the enlargement process, also the range of interests of the states will increase. From a realistic point of view, it can be argued that many of whom have become powerful, will have more influential role in shaping the integration process (Laffan and Mazey, 2001, p.32-35). Therefore, since the member states are and will be the domains of the EU, the integration process will be shaped according to national goals and interests. Thus, European integration starts with the preferences of the states and as the interdependencies between them are increasing, they are focusing on negotiations among governments and between the governments and the community organizations. Moreover, it is important to mention that the extent of the integration is limited by the state interest in autonomy, different national situations and traditions, the dominant national identities and by the influence of the external environment of the EU (Schimmelfenning and Rittberger, 2001, p.81).

Also, the integration process can be analyzed through the supranationalist approach. As it is mentioned in the first part, the process of integration has transformative and self-reinforcing effects on both the member states and the candidate states. Even though it can be argued that the beginning of the integration process may reflect the interests of the most powerful states, further integration and the enlargement process in the EU has been largely the result of self-reinforcing dynamics, which are beyond the control of the member states. Furthermore, the increasing diversity and interdependency due to the enlargement and integration process in the EU can be explained through the spill-over effects. For instance, the connectedness of different policy sectors will cause the functional spill-over. Thus, when positive results are achieved from integration in one policy sector with others, there will be a demand for further integration. As another example, the countries which are reluctant to join the EU can feel pressure to join in order not to get affected by the negative externalities of staying outside the Community. Furthermore, diversity is also increased by the political spill-over since the states realize that their political aims are at the supranational level rather than the national level. Thus, it is more likely to observe the formation of transnational coalitions and the development of common problem solving perspectives. Moreover, as an example for the institutional spill-over and supranational actors, the Commission helps the governments of the EU member states to discover their common interests and possibilities to cooperate more efficiently (Schimmelfenning and Rittberger, 2001, p.84-92).

The increasing diversity and interdependency which have resulted from further integration and the enlargement process has led the member states to cooperate and solve collective action problems together with a different method, rather than the community model. Since there is a growing interest in exploring relationship between international institutions and domestic politics, the significance of the new forms of governance increases. As a result of the growing interest, the need for the EU and the cooperation between the member states has emerged. Thus, the increasing diversity and interdependency in the EU became the two important reasons for establishing a more flexible integration process such as the establishment of the network governance. More flexible coordination and integration process is needed because the policy making process in the traditional model is not effective due to the hierarchical structure. Therefore, it is also difficult to be implemented in a growing diversity area.

In the next part, the transition from the traditional structure towards the governance concept will be analyzed in order to understand and see the change in the community model and the need to establish the coordination between the member states and candidate states as

well as with the network governance. In respect to that, the need for the establishment of the networks and the transition towards new modes of governance will be first explained through the content of the governance term. Because the network governance is a socially binding system rather than a traditional system, we must first define what the governance term is and then it will help us to understand why the network governance is important for the EU to coordinate, which will be the second theory of this paper.

2.1.2 Governance Term

To analyze the network governance and the transition from the hierarchical structure to the new modes of governance in the EU, first it is important to mention what the term of 'governance' includes. Actually it is not possible to give one specific definition for governance term since it has more than one meaning and ambiguity in itself. In general, the governance term is widely used in both comparative and international studies and it covers extremely informal notions like the networking and informal rule-making. It also has more familiar ideas of politics such as legislation, interpretation of rules and administration. The need for the shift from the bureaucratic government to the governance concept can be explained through several reasons which are based on the reflection of the changing conditions of contemporary states and societies. First of all, it is important to mention that the governance term has become popular in political sense during the 1990s. The concept of governance is perceived as a 'new way of thinking about the state capabilities and the relationship between state and society' (Pierre and Peters, 2000, p.50).

As it is discussed by Pierre and Peters (2000), the financial crisis of the state can be one of the reasons for the shift from government to the governance concept. The difference in the economic conditions of Western states in the 1960s and 1990s is quite obvious to see that there is a decline in the capabilities of the state, specifically in the state's financial resources. Accordingly, the first major source of the financial crisis is the increase in the public expenditures and the public expenditures are not manageable in the short term.

The second explanation of the financial crisis is the failure of the state revenues. Because of the high level of taxes in many countries, there was a growing political protest against the increase in the taxes. Within that respect, the citizen incentives to avoid and evade taxation are increased. In this perspective, the economic crisis that occurred has encouraged the development of the new modes of governance. The new modes of governance can be explained here by the blurring distinction of the public-private sectors. Due to that point, the involvement of private actors in public service delivery activities increased the participation

and the state's problems have become a matter of tasks and challenges the state is facing, rather than a consequence of poor public management (Pierre and Peters, 2000, p.54). Furthermore, the economic crisis showed that the government has increasingly become operated with slow bureaucracy and economic crisis also encouraged the state to become more inclined to operate through networks and other new forms of public-private joint action. Moreover, the crisis has an effect on the new design of the public service and the consumer choice and diversification gain importance in the governance concept.

The second reason for the shift to the governance concept can be explained with another shift which is ideological from politics towards the market. In other words, there is a shift from collectivist approach to an individualist political culture. This shift is noticeable throughout the Western countries and it is predominant in the Anglo-Saxon countries. Before the ideological shift, the role of the state was an example of collective interest and also it was built on the normative image of collective action which is the superior model of defining the goals of social transformation. The effect of the ideological shift is the rejection of this role of the state (Pierre and Peters, 2000, p.55-56). Thus it can be argued as the state has redefined its role in the society. In addition, it can be argued that the economic crisis that the state is faced with and the ideological shift have a strong correlation with the state failure. As the state is seen as incapable of delivering appropriate services, the new concept of governance becomes a logical response to the critique of the state (Pierre and Peters, 2000, p.62-63).

Globalization is the third significant reason for Pierre and Peters, (2000), to explain the shift from government to governance. Accordingly, globalization has two dimensions: economic and political dimensions. They are closely related to each other. For example, economic globalization is encouraged by a series of political decisions which aim the deregulation of the economy in order to remove political obstacles to growth. The deregulation regime is predominantly promoted by the United States and Great Britain; also it gained importance in institutions such as the EU which is an integral element of the political and economic harmonization of the community (Pierre and Peters, 2000, p.58). It can be concluded that not only the economic but also the political sphere is increasingly shaped at the transnational level. Moreover, the development of transnational institutions for new forms of governance is encouraged by the globalization effect. The increasing mobility of major corporate players, the need to develop informal links with private industry and the increase in the international competitiveness of the domestic industry are some of the important consequences of globalization. According to that point, the traditional modes of governance such as law and formal political authority are downplayed (Pierre and Peters, 2000, p.60).

As a conclusion, it can be argued that the dividing lines between public and private actors are blurring and in that respect the interests generally do not only include private or public but they are frequently shared. It can be said that the roles of the government are shifting instead of shrinking as part of such changing relationships (Kooiman, J., 2000, p.139). Thus, the new governance concept represents something different than the traditional systems of government and at the same time it promotes and pursues the collective interest. It is important to highlight that the new concept of governance does not mean the end or the decline of the state but it means the 'transformation and adaptation of the state to the society'.

With the introduction of the new governance concept, it is also clearly visible that the different forms of governance are increasingly becoming significant and predominant on different institutional levels, such as the network governance (Pierre and Peters, 2000, p.68-69). The hierarchic structure of the state government shifts towards the combination of hierarchic and non-hierarchic forms of public and private actors. Within that respect, the role and function of the state are criticized. The failure of the state, economic crisis, ideological shift to the market and the globalization effect are the explanatory variables of the shift towards the new governance concept.

Accordingly, it's worth to mention the governance definition of Beate Kohler-Koch, which certainly fits into the new governance modes in the EU: "In essence, 'governance' is about the ways and means in which the divergent preferences of citizens are translated into effective policy choices, about how the plurality of societal interests are transformed into unitary action and the compliance of social actors is achieved" (Treib, Bahr and Falkner, 2005, p.5). Thus, as the interdependency between the member states in the EU and also between the candidate states and the EU increases within the enlargement process, the EU needs to produce more effective ways of policy making. In that sense, the divergent interests of the states will be transformed into collective action for problem solving by establishing the network governance system both within the EU members and between the candidate countries and the EU. In the following part, network governance which is assumed as the predominant type of governance in the EU level and distinguished from 'statism', 'pluralism' and 'corporatism' will be described, explained and analyzed through the EU level.

2.2 Network Governance

To deal with the problem of understanding through governance networks has gained ground through the research of many scholars, policy-makers and public managers across Europe. The network governance theory will be used in order to understand the important role of the Sigma Programme and the importance of the EU as an institution as well. The reshuffling of government tasks which are mentioned in the previous part shows the growing awareness of the need to cooperate. The reshuffling in the government is implied not only by the limitations of traditional public command and control as a governing mechanism but also it can be seen as a response to societal problems in which more broader sets of approaches and instruments are needed (Kooiman, J., 2000, p.139).

There are various terms that are being used for referring to the coordination, which is characterized by informal social systems, instead of bureaucratic structures and the formal contractual relationships between the firms. This coordination can be defined as 'network governance' that constitutes a 'distinct form of coordinating economic activity' which can be compared to markets and hierarchies. Generally, it can be argued that the network governance is based on 'implicit' and 'open-ended' contracts which are important for adopting environmental contingencies and coordinating and safeguarding the exchanges. It is also important to mention that these contracts are not legally binding, but socially binding. The socially binding network governance is composed of autonomous firms which operate like a single entity and the relationship between the actors of the network governance depends on mutual adjustment and communication. To provide the cooperation which will be based on shared tasks, the network governance is relied more heavily on social coordination and control; for example, occupational socialization, collective and reputations, rather than relying on authority or legal recourses (Jones, Hesterly and Borgatti, 1997, p.913-916).

The use of the 'governance network' term is important here because 'it describes the public policy-making and implementation through a web of relationships between government, business and civil society'. Generally, governance networks are associated with the new systems of public policy deliberation, decision and implementation. Interdependency is predominant in the governance networks but there is no necessity of equity between public, private and civil society actors. The institutionalized peak bargaining of corporatism is changed into more 'dispersed', 'flexible' and 'transparent' modes of agenda setting, policy-making and implementation (Klijn and Skelcher, 2007, p.587).

2.2.1 Social Mechanisms and Exchange in Network Governance

As a new form of governance, the network governance has some problems of adapting, coordinating and safeguarding exchanges and it operates with high interdependency, owing to customized and complex tasks. In order to overcome these problems, network governance uses the social mechanisms, instead of imposing an authority, bureaucratic rules, standardization or legal recourses (Jones, Hesterly and Borgatti, 1997, p.925).

The theoretical perspective of Jones, Hesterly and Borgatti shows that the social mechanism in network governance consists of ‘restricting access to exchange’, ‘imposing collective sanctions’, ‘making use of social memory’ and ‘cultural process’. According to the authors, the social mechanisms of network governance enhance a comparative advantage over the other new forms of governance for these exchange conditions. Network governance is more likely to emerge with these exchange conditions and it becomes a viable alternative governance form when these social mechanisms are present (Jones, Hesterly and Borgatti, 1997, p.927).

The restriction in the access to exchanges generally affects the exchange relations in reducing the costs. To reduce the costs has become a high priority in government. As it is shown in Table 1, the reduction in the costs is enhanced by developing communication protocols between the parties, minimizing the amount of monitoring costs and the increase in the interaction of the parties to provide commitment and identification. Actually, this social mechanism can be found in the logic of the OMC process. For example, the OMC process reduces the cost of monitoring the results by creating the best practice sharing among the members of the EU. As it is shown in Table 1, the process of safeguarding the exchange is enhanced through the monitoring of others that are being done. This is also found in the OMC process which distinguishes it from the hierarchical coordination.

Table 1: How Social Mechanisms Influence Exchange Behavior

Social Mechanism	Effect on Adapting, Coordinating, and Safeguarding Exchanges	Boundary Conditions
Restrict access to exchanges	<p>Reduces coordination costs by</p> <ul style="list-style-type: none"> • minimizing variance in parties' expectations, skills, and goals • developing communication protocols and establishing routines from continued interactions <p><i>Safeguards</i> exchanges by</p> <ul style="list-style-type: none"> • decreasing the amount of monitoring required and enhancing the monitoring of others that is done • increasing parties' interaction to enhance commitment and identification 	<p>Need some permeability of boundaries for innovation and new knowledge; otherwise, participants "wallow in their collective ignorance"</p>
Macroculture	<p>Reduces coordination costs by</p> <ul style="list-style-type: none"> • creating convergence of expectations through socialization • establishing common language to convey complex information • specifying broadly shared, tacit rules for behavior 	<ul style="list-style-type: none"> • Takes decades to establish shared understandings and routines • Requires third parties (e.g., guilds and professional schools) to institutionalize across firms • Content should value cooperation and commercial exchange • Difficult to distinguish misunderstandings from opportunism • Need to discern best from minimal effort
Collective sanctions	<p><i>Safeguards</i> exchanges by</p> <ul style="list-style-type: none"> • increasing costs of misfeasance • decreasing costs of monitoring to any one party • providing incentives to sort and monitor partners 	<ul style="list-style-type: none"> • Difficult to distinguish misunderstandings from opportunism • Need to discern best from minimal effort
Reputation	<p><i>Safeguards</i> exchanges by spreading information about behavior among parties</p>	<ul style="list-style-type: none"> • Information may be inaccurate or misused • May induce greater homophily in system and exclude women and minorities from network

Source: Jones, Hesterly and Borgatti, 1997

The presence of the macroculture system includes widely shared assumptions and values, comprising specific, occupational or professional knowledge which guide the actions of the partners and create typical behavior patterns between the independent entities. Thus, we can say that the macroculture coordinates interdependent activities among independent entities (Jones, Hesterly and Borgatti, 1997, p.929). This social mechanism can be applied to the OMC process, as it can be seen in Table 1, above, in terms of reducing the costs of creating convergence of the expectations through socialization. The importance of the OMC process is the enhancement of a common ground between the partners, which enables them to establish a common language to deal with the complex problems. The content of the OMC process values the coordination and it also shows the importance of the commercial exchange between the actors. But as the divergences are high among the member states of the EU, creating a macroculture can also be critical in understanding the network governance because of the existence of complexities and different social processes which the partners have in their domestic structure.

The collective sanctions are applied for the purpose of punishing the members who violate the norms, values or goals of the group (Jones, Hesterly and Borgatti, 1997, p.931). When it is applied to the OMC process in the EU, on one hand it is different from the collective sanctions as in the social mechanism. It is different, because there are no legally binding collective sanctions applied in the OMC process, when one or more members can not achieve the specific goals. On the other hand, the peer pressure between the actors informally forces the member states to change and achieve better results among the others. That shows the importance of the best practice again.

The last social mechanism that enhances the network governance is the reputation. The reputation among the members is important because the reputation involves an estimation of one party's skills, reliability and other attributes which are significant under the exchange conditions (Jones, Hesterly and Borgatti, 1997, p.932). The reputation concept can also be applied in the OMC process, as another example to show the importance of the best practice sharing. The reputation between the members safeguards the exchanges by spreading information about the behavior among the parties.

As mentioned in the theoretical study of Jones, Hesterly and Borgatti (1997), the multiple social mechanisms which include restricted access, macroculture, collective sanctions and reputation are important in the reduction of the costs of coordination; and they also enhance the safeguarding of customized exchanges. In that respect, it can be argued that the influence of the social mechanisms in exchange behavior affects the network governance.

2.2.2 Characteristics of the Networks and Coordination

When the characteristics of networks are analyzed through a coordination perspective, it is important to remember that the presence of the hierarchical structure is often seen as ineffective in producing coordination. Secondly, the coordination perspective on networks shows the importance of the conflict between individual rationality and collective rationality. This is because of the fact that each part of the network will serve its network, but when it comes to create coordination, the individual rationality can damage the establishment of coordination between the partners. Also, as it is mentioned in the characteristics of the new forms of governance, the formation of the networks has the advantage of being more open to the role of non-governmental organizations than it was in the traditional conceptions of the process.

The corporation approach which is provided through hierarchy and command assumes that the non-governmental sectors have little to say about the policy. As it is changed within the new modes of governance perspective, more 'open' types of governance started to become the norm thus the participation and involvement of the interests group are increased in the networked versions of coordination. These characteristics bring in the more open type of negotiations and mediations than it can be seen in the traditional concept. Shortly, it can be said that the interaction of the interest groups within the government shifted from the hierarchical model to more diffused and loosely related network patterns of interaction, since the involvement of public and private action (Peters, 1998, p.299).

Moreover, it is again important to mention that the networks can contribute to 'positive coordination' in terms of the distribution of the problems and the creation of common values. As it is discussed by Scharpf and mentioned by Peters (1998), the distribution of the problems and the creation of common values can be solved simultaneously in terms of the 'positive coordination'. The capacity of the networks in producing desirable outcomes may be considered from an optimistic perspective by Scharpf (1997) but networks are certainly more effective in problem solving and positive-sum solutions to potential conflicts than in market or in hierarchical processes of coordination (Peters, 1998, p.300).

According to Peters, (1998), there are several important dimensions of the networks which are enhancing the effective coordination in the network. The most significant characteristics can be summarized as the following:

a) *Pluriformity*

It can be said that some networks are more integrated than the other networks and because of this reason it is possible to treat these networks as more than collections of autonomous organizations.

b) *Interdependency*

Networks are also important according to the interdependency level among the members. The structures of networks can also differ due to the different levels of interdependency in itself. In some networks it may be seen that the styles of interaction and the relationship with the external actors will be different from a more closely interconnected network. That is why the members try to protect their capacities in order not to be influenced by the network (Peters, 1998, p.301).

c) *Formality*

Networks can also differ in terms of formality. Some poor networks may be formal while others may be based on more informal relationships between the actors.

d) *Instruments*

The instruments in the networks are significant to analyze the character of the interaction in a network and also important to understand how the coordination is achieved in the network. As it is mentioned in the study of Peters, (1998), some instruments such as the use of planning, formal regulations and contracts can be given as examples.

In addition to the advantages of the network coordination, there are also several problems within the networks which are important to mention here. Accordingly, there are some situations in which the coordination between the parties can not be provided and these coordinations are possible to fail. For instance, the coordination between the parties can fail if organizations perform the same task, which is called the situation of redundancy. Also, it can again be a problem when no parties perform a necessary task, which is named as the problem of lacunae.

Lastly, the incoherence can be the most important problem which prevents the parties from establishing coordination. When there is incoherence between the parties, it is not possible to have the same goals and requirements in the network. Thus, under these circumstances, it is difficult to be coordinated effectively. In particular, the incoherence problem can not be solved easily, as each party has its own rationality for action, and there may be no easy bargaining solution for this problem (Peters, 1998, p.303-304). In that respect, the divergences between the parties are a significant reason to have different rational choices for action.

2.2.3 The Network Governance in the EU

The network governance concept can be applied to the EU level which can be constructed within the central aspects of the multi-level governance concept. The multi-level governance concept is important here to understand the governance in the EU because it emphasizes ‘informal loose structures that extend across and beyond hierarchies’. First of all, the governance school recognizes that the political steering of society is changing into more complex, diversified and more dynamic realities. In respect to that transformation, the EU invests on new mechanisms in order to prevent the unintended consequences of central policies and in particular, to control deficits in policy implementation. Secondly, it can be argued that the authoritative power is dispersed between various levels of governance and different sets of political actors within the EU.

According to that point, the EU can be conceived as a political arena which is linked by the multifaceted interdependencies that coordinate the political actors and scarce resources in reaching collective solutions. The structure of the EU, which is composed of formally autonomous sub national, national and supranational actors, enables the EU to be linked by multifaceted interdependencies. As it is discussed by Kohler-Koch, (1996), “in both ‘domestic’ and international affairs, the EU has become dependent on joint resource mobilization with political players beyond its hierarchical control.” As a conclusion, it can be

argued that, due to the increase in the invention of new mechanisms for European governance, the state-centric explanations of European policies and policies of integration (which are based on the hierarchical distribution of power among different levels of the government) can only carry limited explanatory value (Filtenborg, Ganzle and Johansson, 2002, p.394).

As the exchange behavior is explained through Table 3 (Jones, Hesterly and Borgatti, p.1997), it is important to mention that we can apply the multi-level governance interpretation to the EU governance and integration by the resource-exchanges which take place between the EU and its external environment. This is important because the countries which are not the members of the EU, international organizations or sub-state actors are willing to coordinate their policies and scarce resources with the EU in order to be a part of (and to realize) the shared political and economic projects. Furthermore, to emphasize the network governance concept in more detail, the modification of the boundaries can be used as the next step (Filtenborg, Ganzle and Johansson, 2002, p.393-394).

2.2.4 Boundaries and Network Governance

The concept of 'boundary' is significantly different from the concept of 'border'. The concept of border is an unambiguous concept which refers to the territorial, geographical and the recognizable borders of the EU that are defined by the membership condition. In other words we can say that the boundary concept is different from the borders, because the extension of boundaries does not require the enlargement of the EU. Instead of accepting a country as a new member, the EU also accepts the application of governance patterns which are below the membership line. Therefore, it can be said that the network governance does not have to be directly linked with membership, territory and governance. Accordingly, as the EU invents the new mechanisms, the logic of the new modes of governance in the European governance is connected with the boundaries which are linked by the right of access to and participation in the policymaking of the EU (Filtenborg, Ganzle and Johansson, 2002, p.394).

In respect to that point, it can be argued that the importance of the network governance in the EU is directly related with the upgrade of its problem-solving capacity which can be seen as one of the most significant purposes of the European governance in itself. In order to upgrade the problem-solving capacity, the EU gives importance to the establishments of network governance which extends its external boundaries, becomes capable of guaranteeing its loosely constructed policy space which is composed of international organizations and the candidate and non-candidate countries.

Furthermore, the network governance can increase the level of governance in the EU by increasing its 'actorness' and 'presence' in external affairs. It is increased by the communication and sharing of the ideas and visions that can be provided through the structure of the network governance. Within the network governance structure, the participation of the external entities such as the private and public actors can externalize the internal governance in the EU by including them to the EU policy-making process and conferring more extensive responsibilities to them for decision making.

The creation of the network governance can have both advantages and disadvantages. On one hand, it can be difficult for a networking partner who can't supply resources, while some of the partners can have geographical advantages in exchanging the resources. Furthermore, it can be argued that the blurring of the distinction between insiders and outsiders, which gives non-members the ability of influencing EU policy-making, can be an additional disadvantage due to the fact that it creates the necessity for sharing the policy-making power with the external actors. It can cause the rise of tensions among the member states in the decision-making procedures, membership rights and burden sharing. On the other hand, the network governance in the EU can have clear advantages. For example, the presence of the interdependencies within the Union can be seen as the most efficient way to avoid the risk of armed conflicts on the European continent. It is a way to stabilize the policies and enhance the security within the enlargement process of the EU (Filtenborg, Ganzle and Johansson, 2002, p.396-397).

Actually, the extension of the boundaries does not cause ambiguity or make the borders of the EU meaningless. It is because the borders of the EU are still defined by the member states in the policy networks in which the divergent partners and interests exist. In addition, these divergent partners can face with the challenges by defining the collective solutions. But when we consider the network governance and the extension of boundaries, it is important to add that the concept of the network governance has a considerable impact on the new modes of governance within the EU.

As it is discussed in the study of Filtenborg, Ganzle and Johansson, the 'subsidiarity' principle of the EU is an example for that point. Within the subsidiarity principle, the responsibility for the tasks is shared by the member states and the external parties which are in close cooperation with the European Commission. This principle also enables the EU to establish a governance structure an authority over its territory. Furthermore, the extension of the boundaries and the burden-sharing with non-member countries and external partners, frees scarce resources within the EU. Therefore, it can be argued that the creation of the policy

networks which integrate external actors can be considered as an important alternative to the EU's capabilities (Filtenborg, Ganzle and Johansson, 2002, p.395).

To sum up, it can be argued that the growing interdependency and divergent interests of the member states lead the EU to make coordination in a more flexible way, which is not a legally but rather a socially binding structure. Thus, the new governance system in the EU can be analyzed through the network perspective since there is a growing attention to horizontal government which brings the importance of a socially binding structure. This is important to mention here because, as the forms of governance in the EU are changing from hierarchical and vertical structures to more open horizontal relationships between the members of the EU, the reliance of governments on achieving policy goals in terms of the traditional approach is becoming uncertain (Peters, 1998, p.308). In addition to that point, the growing awareness of the importance of international connections of countries with issues and problems which are of concern for more than one country, puts additional demand on coordination between these countries. This situation can be both explained through the globalization fact and the interconnectedness of the problems. This also explains why the EU needs to establish coordination through the networks within the increase in the interdependency between the states. Thus, as a next step, the new modes of governance approach will be elaborated as the third theory of this paper, since the adoption of the new modes of governance is needed in the concept of the network governance of the EU.

2.3 New Modes of Governance

To understand and analyze the role of the Sigma Programme, it is crucial to explain the change in the EU from the hierarchical structure of the government towards the new modes of governance. The new modes of governance concept started to rise within the EU during the 1990s. Benchmarking, best practice sharing, mainstreaming and OMC, which are the most important examples of the new modes of governance, are applied to specific issue areas. The traditional model in the EU is referred to as the Community method, which is a system of laws and authority for the member states of the EU. The authority is important for the political process. Because the authority implies imposition to the member states to enhance the rules that are being applied, it can be argued that there is a vertical control between the authority of the EU governance and the member states in the traditional model. In contrast to the traditional model, the EU is now faced with more open, voluntary, consensual, deliberative and informative procedures of the new modes of governance. These new modes

of governance in the EU are different than the traditional model in terms of the processes by which the rules are being implemented and the sanctions that will be used (Caporaso and Wittenbrinck, 2006, p. 471-473).

The presence of the new modes of governance in the EU level can also be explained through the concept of horizontal process which is composed of the state → state process. Because of the growing interest on the horizontal transfer of concepts and policies between member states of the EU, the top-down impact of the EU on its member states become a loose process. It is specified by several authors that the horizontal process explains the facilitating role of the EU for inter-state transfer. Also, it has to be mentioned that the new forms of regulation mechanisms in the EU even specifically aim at such horizontal processes.

The horizontal, state-to-state transferring process may both take place independently of the existence of the EU and also the EU may facilitate such horizontal processes by providing the arena for inter-state communication or competition. For example, the existence of internal markets sets the dynamics for competition and adaptation across the member states. On the other hand, the EU has a role of facilitating the horizontal transferring process by bringing national policy makers and opinion leaders into contact with each other and facilitates the exchange of ideas which can be adapted into national practices of different states. Such horizontal transferring and learning processes are increasing in the development of formal policies of the EU. In respect to that, the OMC model can be given as an important example that explains the horizontal transferring of the concepts and policies between the member states. OMC process operates as a device for the transfer of so-called 'best practice models' particularly in the areas where the EU lacks competency to exert top-down pressures (Lenschow, 2001, p.56-59). In the next step, the OMC process will be further explained through the different modes of regulations in the EU level.

2.3.1 How are the New Modes of Governance internalized in the EU Level?

As it is mentioned above, the new modes of governance are divergent from the traditional forms of making rules and binding legislation. As it is discussed by Caporaso and Wittenbrinck, (2006), the new modes of governance have two differences from the traditional model. First, there is a shift towards the ‘soft law’ at the policy instrument level and secondly, the new modes are a more ‘abstract’ move from the government concept to ‘governance’. The model of Knill and Lenschow (2003) will be mentioned here in order to understand the different regulations in the EU and also the divergent regulations in the EU governance will be emphasized. Furthermore, this model is important to see the different characteristics and different levels of modes of regulations in the EU.

Table 2: Modes of Regulation in the EU

	High level of obligation	Low level of obligation
High level of discretion	New Instruments economic, communicative, framework regulation	OMC Open method of coordination
Low level of discretion	Regulatory Standards substantive, procedural	Self-regulation in the shadow of the state

Source: Knill and Lenschow, 2003

The regulatory standards in the model which are *substantive and procedural* fit the image of the EU regulation state and these regulatory instruments are two of the most important dominant forms of intervention in the European single market and in the other fields. These regulatory standards have obligations and detailed rules. In respect to that it can be argued that the European Commission can control the ‘level of compliance’ on national and regional levels (Knill and Lenschow, 2003, p.3). Furthermore, it can be argued that the regulatory standards in the European governance show the vertical control which is imposed on the regional and national levels by the EU. As it is discussed by Knill and Lenschow (2003), “concentrating on both standard setting and legal control at the supranational level, this is the most hierarchical (top-down) mode of regulation.”

The *new instruments* are a mix of regulatory tools. For example, in the framework regulations, decentralized levels of governance add regulatory substance for fitting the local conditions into the European framework, which defines obligatory general guidelines and goals. Also, the economic and communicative instruments are designed to target the problem perception. These regulations emphasize on increasing the participation, self-initiative and voluntarism instead of hierarchy (Knill and Lenschow, 2003, p.2).

The regulations which are in the second row of the model show the shift in regulatory responsibility away from the EU level towards private actors or national authorities. The *self-regulation* in the model is generally based on private actors that design concrete regulatory standards – in the shadow of the state (Knill and Lenschow, 2003, p.3). Accordingly, the level of control is shifted to the industry level from the EU.

The OMC process is the most important part of the model that explains the change to the new modes of governance. Here, there are certain policy benchmarks that are set for the Union; but as the Union has divergences, the national responses to those certain policy benchmarks are independently formulated and there is no threat of imposing formal sanctions. In the OMC process, the role of the EU is to provide the context and the structures for ‘cooperation’ and ‘learning’ among the national policy makers. The regulatory impact of the OMC process is based on the dissemination of the best practice and the provision of peer pressure instead of having high levels of obligation and control. The level of obligation in the OMC is low and the policy strategies to achieve the EU targets can be selected (Knill and Lenschow, 2003, p.3).

Since the European governance has different modes of regulations, each regulation has a different mechanism for policy adaptation on the national level, with a different mode of governance in the multi-level system of the EU. These mechanisms can be distinguished in order to analyze the change in the EU level from the hierarchical model to the new modes of governance.

For example, the early regulations in the EU are primary formed by the hierarchical model and legally binding standards. The new modes of governance in the EU started to depart from the hierarchical model to different levels. As it is in the model of Knill and Lenschow (2003), the least radical departure from the hierarchical model is to the application of new instruments. The application of new instruments relies on authoritative framework but also gives importance to the incentive structures at the EU level.

Table 3: Steering Mechanisms and Types of Regulation

	Regulatory Standards	New Instruments	Self-regulation	OMC
Coercion	++ legally binding standards	+ framework and procedural rules	+ shadow of hierarchy	+ reporting and monitoring
Incentive structures	0	++ changes of procedural and/or material opportunities	++ private actors influence regulatory standards	+ peer pressure
Learning	0	0	+ communication in private networks	++ best practice models
	Hierarchy model: power of coercion	Public delegation model: traditional subsidiarity	Private delegation model	Radical subsidiarity model: public learning approach

Source: Knill and Lenschow, 2003

Another departure from the hierarchical model is to the private delegation model. In this case, the EU pays attention to economic actors to form a private network in purpose of solving particular problems collectively. Accordingly, private networks will become responsible for setting regulatory standards and ensuring the level of compliance. That also shows that the private actors start to influence regulatory standards. Furthermore, it is important to mention that the effect of learning among the members of the private network constitutes a supplementary steering mechanism.

In the OMC model, the coercion is the reporting and monitoring instead of legally binding standards. The notion of radical subsidiarity leads the regulatory responsibility to be located at the national level. The EU adopts new elements of governance to facilitate coordination and mutual learning among the national policies. The learning process is enhanced with the best practice models, according to which, there is no formal control of the outcomes and the peer pressure is the important complementary steering mechanism that facilitates the learning process (Knill and Lenschow, 2003, p.3-4). It can be concluded that the OMC model is the most radical departure from the hierarchical model.

The OMC model is very significant for understanding the purpose and the content of the new governance modes in the EU. As it is stated above, a shift from the bureaucratic structure of the government to the governance concept in the EU is observed. Accordingly, the OMC model provides a non-binding cooperation system which regards peer pressure and learning from each other. This also explains the importance of socially binding rules instead

of legally binding rules. The introduction of the OMC model in the European governance is crucial to understand both the change in the perception of the European governance and the importance of the best practice. Thus, it is observed that the different backgrounds of the states are highlighted and it is understood that the standard rules that are applied to all members might have different consequences due to the fact that they have different historical, cultural and economical backgrounds.

Moreover, it can be argued that within the enlargement process, the new mode of governance in the EU is generally characterized by the asymmetrical relationships between the actors and conditionality style of governance. The governance by the enlargement highlights the importance of the conditionality for the Union as a governance style, as well as for the candidate countries. Furthermore, it can be argued that the enlargement governance is related to the development on the administrative capacity of the candidate countries, since the steering mechanism is institution-building. Thus, the difference between the new governance in the EU and the governance style by the enlargement factor can be shortly summarized in Table 4.

Table 4: Modes of Governance

Characteristics	<i>'New Governance'</i> in the EU	<i>'Governance by Enlargement'</i>
Steering	The allocation of values in everyday politics	Institution-building
Relationships between actors	Non-hierarchical	Asymmetrical, hierarchical
Governance Style	Problem-solving, bargaining	Conditionality

Source: Dimitrova, A., (2002), p.176, figure 1

Accordingly, the point that will be stressed on is in the characteristics of the new governance in the EU, the impact and the influence of the OMC process can be observed regarding the style of governance as bargaining and problem solving. As we can see in the figure, the relationships between the actors are non-hierarchical. This also shows the horizontal relationships between the actors in the Union. On the other hand, the European Council specifies that in order to gain membership, a candidate country must have the ability to fulfill the conditionality of the EU. When we consider the general perspective of the EU

criteria for the candidate countries, they are about the creation of stable and effectively functioning institutions on one hand, and to make sure that these institutions will not be contested or ignored by the actors on the other hand. After the introduction of the formal criteria for the accession process of the EU in the 1990s, the EU started to develop a more complex and extensive set of conditions for the third countries. Here, it can be argued that there occurs a conflict between the 'new governance' in the EU and the 'governance by enlargement' in the EU. The basic difference between these two important concepts is that, on one hand, the OMC process brings the non-hierarchical relationship between the actors; while on the other hand, the imposition of the conditionality to the candidate states brings a horizontal way of governing in a hierarchical way. Thus, it can be argued that there are conflicting demands for the EU conditionality and the EU governance, particularly the OMC process.

2.3.2 The Contributions of the OMC Model

The OMC model is the most important new form of governance in the EU as it is shown in Table 1 and Table 2. The OMC model explains the results of the need to shift from the hierarchical structure towards new modes of governance. According to that point, there are several reasons from the rationalist (which is the economic) point of view, mentioned here to explain why the OMC process is a 'soft law' application and a new form of governance is employed for fiscal cooperation in the EU.

a) Negotiation costs are decreased.

As the divergence of interests of different countries are present in the EU governance, the creation of any agreement between them requires negotiation or contracting the costs. These costs are usually high due to the complex and contentious structure of issues. In that respect, as a new form of governance, the soft law is more appropriate than the hard law application and one of the most important soft law applications in the EU governance is the OMC process. The OMC process brings non-binding norms which lower the stakes for parties that are involved in the negotiations. These non-binding rules reduce the level of obligation, delegation and precision, thus they make cooperative agreements possible for the parties.

When it is considered from the economic point of view, it would be hard to make changes for the member states after signing the Treaty, as making changes require unanimity (Trubek, Cottrell and Nance, 2006, p. 73-74, 88). Within the soft-law application and the OMC process, member states are able to reach an agreement according to their different priorities and structures. Furthermore, it can be argued that with the OMC process and the other new forms of governance in the EU system, the divergent interests and different structures of the member and non-member countries are started to be recognized and this can also be observed when the actual requirements of the EU is determined.

b) Sovereignty costs are lowered.

The traditional method in the EU governance and the legally binding agreements also involve costs to member states such as differences in outcomes on particular issues, loss of authority of decision making and diminution of sovereignty. According to the study of Trubek, Cottrell and Nance, 2006, the promotion of cooperation with preserving sovereignty is better provided by the soft law in the EU governance. In respect to that point, states can lower and limit their sovereignty costs through non-binding or imprecise arrangements since they do not require delegate extensive powers (Trubek, Cottrell and Nance, 2006, p. 74 and 88).

c) Coping with diversity and uncertainty.

One of the most important factors that affect the relationship among the member states is the interdependency. Thus, instead of trying to accommodate divergent national circumstances within a single text, soft law allows states to adapt their commitments to their specific situations. When disparities make the binding agreements impossible, soft law applications can be useful to break the deadlocks in the negotiations. The application of the concepts such as the best practice sharing, best efforts or appropriate measures make it more easier and proper to accommodate different cultural and economic structures and interests of the member and non-member states. The OMC model also copes with the uncertainty by providing the flexibility which can be necessary to allow for the possibility or 'renegotiation' and 'reform' for the countries that can require as circumstances change overtime (Trubek, Cottrell and Nance, 2006, p. 74 and 88). The actual requirements of the EU are determined due to the diversity and uncertainty in the Union. The conditions for the candidate countries are also made due to their different economical and cultural structures. It can be argued that after the introduction of the OMC model in the EU, the standardization of the requirements began to be more flexible and changed due to the different situations of the countries.

d) Flexibility

One of the important changes that new forms of governance bring is the greater flexibility of the non-binding instruments. As the characteristics of globalization include a rapidly changing and technology driven environment, flexibility in the new forms of governance provide renegotiation or modification of the agreements due to the change in the circumstances. Thus, it can be said that the soft law application can take divergent national circumstances into account through the flexible implementation and it helps the states to deal with the domestic political and economic consequences of an agreement (Trubek, Cottrell and Nance, 2006, p.88).

e) Increase in the participation and openness

The application of the soft law provides the integration of all interested parties in the process of decision making. Furthermore, as the openness is increased within the new modes of the governance concept, it allows for more active participation of non-state actors with the promotion of transparency, agenda setting and diffusion of knowledge. Also, despite the fact that the OMC model brings the socially binding structure, the control of the states is enhanced by socially binding rules as well as the monitoring and reporting mechanisms. Thus, within that concept, the openness of the states to each other gained importance.

f) Information flow is improved

The information flow between the states is improved with the shift towards the new modes of governance. The information flow is also provided by the soft legal instruments such as benchmarking and monitoring which develop common discourse that helps the states to learn from one another. For instance, the reporting mechanisms enhance and improve the transparency and reduce information asymmetry between different nations and economies (Trubek, Cottrell and Nance, 2006, p 89). Furthermore, the OMC process operates by creating competition among the member states which increases the reputation costs, as it is related to the poor performances. This application of the soft law can make and increase peer pressure on member states to perform better than the others.

To sum up, it can be argued that, as the EU started to internalize the changes in the governance concept and the new forms of governance, the learning process and peer pressure gained importance within the OMC process. It can be argued that the creation of supranational and inter-state platforms for learning is the direct consequence of the application of soft forms of governance in the EU. This means that the learning process and peer pressure have gained importance also in the accession process of the candidate countries. Also, one of the indirect consequences of the interaction, competitive and impositional dynamics is the horizontal inter-state discourse (Lenschow, 2001, p.67). Within that respect, the involvement of the private actors in the policy making process is increased and the responsibility shifted from the EU level towards the actors that are involved in the process.

2.4 The Main Aspects of the Theoretical Framework

This theoretical chapter has covered the main theories of the paper, namely the realistic approach, network governance and the new modes of governance perspectives. Firstly, the theoretical framework is started at the European level. These three theories are connected to each other and each of them is presented as the reason for the other. Secondly, the enlargement process and its consequences as the increasing interdependency and diversity in the EU are discussed from a realistic point of view. Accordingly, we saw that the need to establish a more flexible coordination style is emerged within the context of the governance term. The definition and the context of the governance term is important here, in order to see the difference between hierarchical structure of the government and its shift to the non-hierarchical governance concept. Thus, as a result of the growing diversity and interdependency in the EU, it was difficult to implement the traditional Community method and to increase the coordination level; hence a new coordination system should be established. In that respect, the third important point will lead to the establishment of the network governance which will have more informal coordination roots and increased capacity in solving collective problems. Thus, with the growing interest in searching for new modes of governance, instead of continuing with the hard law, we see the shift from the government concept to the governance. As the fourth important point, the network governance leads to the adaptation of the modes of governance in the European governance. With the introduction of the OMC model, coordination, learning and exchanging the best practice models between the member states are facilitated.

The governance values which are particularly important and introduced in the OMC process in the European governance will be discussed in the last part of the theoretical framework. These governance values are chosen after the introduction of the new modes of governance in the EU, particularly the OMC process and according to the literature review about it. They are specifically chosen for conducting the data analysis in the empirical part. The main criterion for choosing these specific governance values is the OMC model and its contributions which are presented in the 2.3.2 part of the theoretical framework. In the methodology part, we will see the importance of these values for conducting the data analysis in the research as well. The four values which are selected according to OMC model and its contributions can be shortly summarized in the following.

Firstly, one of the most important values that are introduced with the OMC model is the *transparency* which is significant to be enhanced in monitoring and information exchange in the Union. As the number of the EU members is increasing with their divergent characteristics, the exchange of information between them is needed to be transparent and clear to each other. In other words, the need for a transparent exchange of information emerged with the enlargement and integration process of the EU since the OMC brings the socially binding rules such as the peer pressure. Furthermore, transparency is also an important value in order to facilitate monitoring and dispute settlements. Here, it is being observed that the OMC process has a regulatory impact in the European governance as well. It is because, instead of imposing legally binding standards, reporting and monitoring can enhance the transparency between the member states.

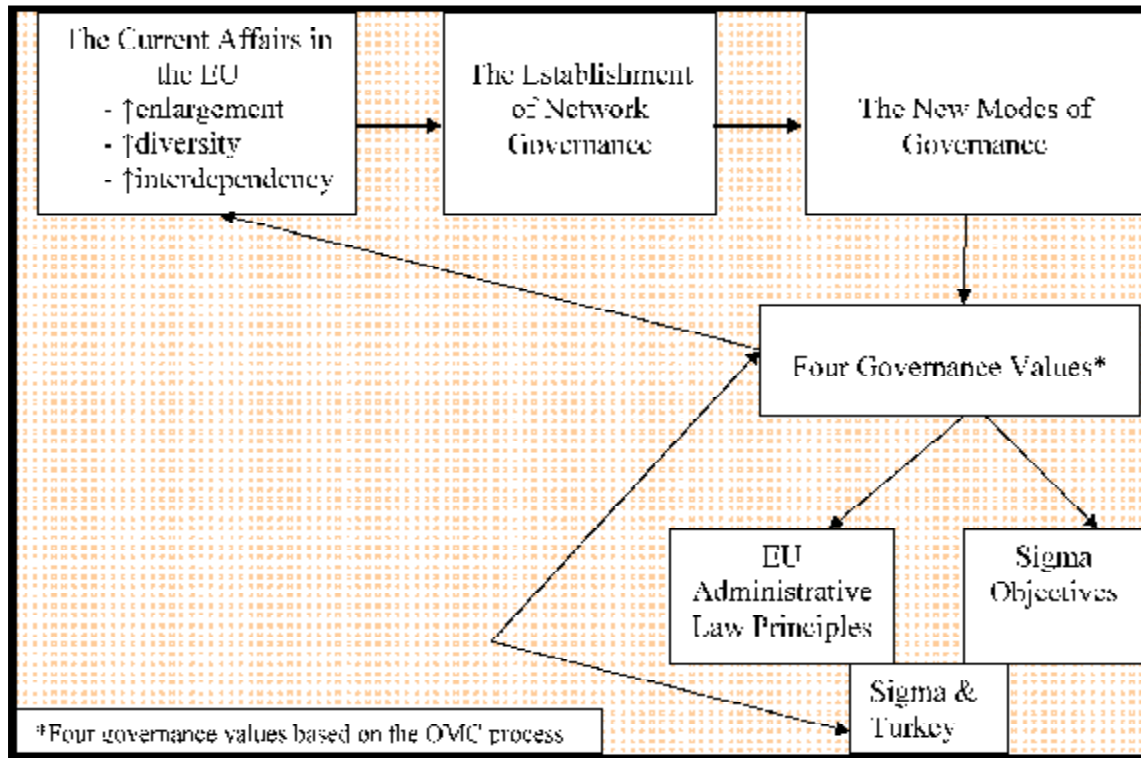
The second significant value is the *openness*. The 'more open' types of governance gain importance in the network coordination systems. The promotion of the practice sharing facilitates the increase in the participation of the member states and the openness of the Union in decision making process. The openness is also connected to the transparency value and here the impact of the OMC model can be observed in the sense that the application of the soft law emerges the peer pressure between the member states to provide the sharing of the best practice models. Openness is also an important value in order to cope with the diversity and uncertainty in the EU. To enhance the openness value also helps to coordinate more effectively in sharing the best practice models between the states.

The third important value is the *accountability*. In respect to the principles and contributions of the OMC model, it can be argued that since there are no formal sanctions implemented, the states should enhance both domestic accountability and the accountability in the Union as well. The provision of the accountability value will also have a positive impact on both transparency and openness values because of the information exchange in the Union. Because the OMC method requires the reporting and monitoring as the coercion elements, states should enhance the accountability in order to further provide transparency and openness in the country. In other words, each country has to be accountable in itself and then positive consequences will be reflected in the EU.

The fourth and the final value is the *effectiveness*. Effectiveness gained further importance in making policy choices, problem solving and also in providing the coordination in the network. The negotiation costs are decreased with the OMC process and it leads the cooperative agreements possible for the parties. Since there is no need to struggle with the negotiation costs, the cooperative agreements will be easier to establish. It will also have a positive impact on the problem-solving capacity in the Union. In other words, it can be argued that the OMC model increases the problem-solving capacity by the provision of the effective decision making process.

Thus, it can be argued that the introduction of these values shows a new way of thinking of the OMC model. It also underlines the increase in the state capabilities and the relation between state and the society. In addition to that point, *transparency*, *openness*, *accountability* and the *effectiveness* values enhance the cooperation in the Union, in the sense of learning among the national policy makers. The provision of these values can also be positively reflected in the coordination of the Union as an improvement. These four important governance values will be the methods of the paper. The summary of the theoretical framework, connection between the theories and the place of the four governance values will be presented in the following table.

Table 5: The Theoretical Framework



The connection between the theories is explained in the table 5. As it is mentioned before, the current affairs of the EU is presented from a realistic point of view with the explanatory variables which are the diversity and interdependency in the enlargement process. The next step is to make the connection between growing diversity and interdependency and the need for the establishment of the network governance in the EU. In order to cope with the diversity and to enhance more effective coordination system, we see the introduction of the new modes of governance, particularly the adoption of the OMC model. The four important governance values are selected in the end of the theoretical chapter regarding the contributions and the principles of the OMC model. In the data analysis chapter, the definitions of these four governance values will be both searched in the EU Administrative Law Principles and the objectives of Sigma Programme for Turkey. It is also important to mention that these values are related to the first box since they form the contributions of the OMC model. In the end of the data conduction, we will see the important role and impact of the Sigma Programme in Turkey's accession process towards the EU. In other words, the four governance values will be the criteria to observe the impact of the Sigma Programme in Turkey. This part will be analyzed in detail both in methodology and the empirical chapters.

In respect to the connection between the theories, the research question and the sub research question can be restated as follows.

- *Preliminary research question:* How the European governance changed within the introduction of the new modes of governance, particularly with the OMC model?
- *Focus research question:* How the Sigma Programme assists Turkey in learning and promotion of the governance values in administrative capacity in the integration process?
- *Sub-research question 1:* How are the new governance values defined and promoted in the administrative principles of the EU?
- *Sub-research question 2:* How are these new governance values reflected in the Sigma Programme's objectives for Turkey?

Chapter 3: Methodology

To analyze what is the role of the Sigma Programme in Turkey's accession process towards the EU is the preliminary question of this paper. In that sense, as a more specific question of the research, the promotion of the four governance values by the Sigma Programme in Turkey will be focused on. Thus, the focus research question of this paper is to analyze how the learning process of the four governance values are helped and promoted by the Sigma Programme in Turkey. As it is mentioned in the theoretical framework, these four variables are chosen based on the OMC model in the European governance. Since the implementation of the OMC model is significant in the new modes of governance concept, we can say that the four variables reflect the important principles and contributions of the OMC model. Thus, in order to analyze what is the role of the Sigma Programme for Turkey, the definitions of the four governance values will be searched and explained through the perspectives of the EU and the objectives of the Sigma Programme. The definitions of these concepts will be first presented through the descriptions in the Administrative Law Principles of the EU which are one part of the *acquis communautaire*. According to the EU descriptions, we will search the reflection of the four variables. Secondly, the definitions of the four governance values will be searched in the objectives of the Sigma Programme which are designed for Turkey. According to the results, we will be able to decide if there is a positive correlation between the principles of the EU and the Sigma Programme's objectives for Turkey. In other words, we will see how important the four variables are for the EU and how they are promoted by the Sigma Programme in Turkey.

The methodology chapter will also cover the important role of the theory. Followed by that, how the data of this research is chosen, how the four variables are identified, what the data collection process will include, which of the documents will be used and the limitations of the research will be explained in Chapter 3.

3.1 The Role of the Theory

For the qualitative study, the role of the theoretical part is very important in addressing the research question. The theoretical part in this research includes both descriptions and explanations. The situation in the bureaucratic structure and the shift towards the new governance concept are firstly described in the theoretical part. It is important to see how things are related to each other and what happened during the change. Seen from that aspect, descriptive study in the theoretical framework is useful and significant to understand the situation. It is because the descriptive study is useful for collecting, organizing and summarizing the information about the subject being studied. On the other hand, it is also necessary to explain 'why the case or situation is here' and 'how does or did the situation come about?'. Here, there is the importance of explanatory study which provides explanations and account for the descriptive information. For example, the governance concept is introduced by a descriptive way in order to understand what the term of governance is about. In a broader way, the reasons for the change from the government towards the governance concept are introduced through an explanatory way. Also, the European governance concept is analyzed both from the descriptive and explanatory ways. To sum up, it can be said that to use only the descriptive study is more restricted than the explanatory studies, but in this research both of them are related to the research question and they are both necessary for collecting data.

3.2 Choosing Data

Since the aim of this paper is to analyze the role of the Sigma Programme in Turkey, the new modes of governance concept, particularly the OMC model will be focused on in the research. As the focused research question is the promotion process of the four governance values by the Sigma Programme in Turkey, the public administration will be the specific area in which these values will be searched. By analyzing the role and the impact of the Sigma Programme in Turkey, the promotion of the governance values and the reflection of the EU principles in the objectives of the Sigma Programme will be analyzed as well. Thus, we will see how the Sigma Programme assists Turkey in the integration process and the reflection of the administrative principles of the EU in the objectives of the Sigma Programme will be searched.

In order to design the answer of the research question, a detailed data collection is necessary as one of the important strategies of this research. So, this research is more related to study a situation in detail and focus on interpretations and the process. The main data that is used in this research is qualitative and qualitative data analysis will be the main strategy for conducting the research. Shortly, the research question will be addressed using qualitative analysis methods, such as descriptions and explanations of the theoretical framework, identification of the values, variables and their interpretation in the analyses of the units which are composed of the primary sources of this research, such as the *acquis communautaire* and the policy documents of the Sigma Programme that are designed for Turkey.

Accordingly, the objectives of the Sigma for Turkey on specific priority activity areas will be analyzed through the variables which will be identified in the next part. The basic concepts that will be searched in conducting the data analysis are the four governance values which are chosen based on the OMC model in the theoretical framework. Namely, the definitions of the *transparency*, *openness*, *accountability* and *effectiveness* values will be analyzed through the perspectives of the EU and the Sigma Programme. In other words, it can be said that these four governance values will be the criteria for the data analysis in the empirical part and they will be searched in the primary sources of the research.

The four governance values, *transparency, openness, accountability and effectiveness* are specifically chosen as the four governance values which are brought by the OMC model in the European governance. They are chosen according to the literature review on the OMC model and the analysis in the theoretical framework. To be more precise, my criterion for choosing these specific four governance values is the contributions of the OMC model as a new mode of the governance concept. Within the enlargement process, we observed the increasing level of diversities and interdependencies between the EU members as well as the candidate states. This increasing diversity causes problems in the provision of coalitions, reporting, monitoring, obligations, communication and information flow. For example, the increase in the divergences and the number of the member states influence the information flow between the countries and there might be clarity problems in obeying the legally binding standards. For the purpose of avoiding these problems, the OMC model introduces a new form of governance which is in a more flexible and non-hierarchical way.

In that context, the OMC model highlights the importance of transparency, openness, accountability and effectiveness. These are the four important governance values in an area of non-hierarchical system, and a more effective way of decision making and achieving goals and solving problems. Within the OMC process, as the 'learning' gains importance, the peer pressure between the countries lead them to choose the most effective way of decision making. Thus, it can be argued that the best practice models can help the countries in order to make effective decision making and have effective ways to achieve their goals. To sum up, the criteria for choosing these four important governance values is the analysis of the new modes of governance concept in the EU, particularly the introduction of OMC model and its contributions to the European governance. These four governance values will be taken as the method in analyzing the primary sources of this research.

3.3 Sample

The sample of this qualitative inquiry is composed of the documents of the data analysis which are based on the primary sources. As it is mentioned before, *acquis communautaire* and the policy documents of the Sigma Programme for Turkey will be the primary sources of the research. They are chosen according to the administrative capacity requirement of the EU in the public administration area. The source from the EU is the *acquis communautaire* which is composed of the general requirements of the EU for the candidate countries to adopt for becoming a member of the EU. Since the *acquis communautaire* includes all legality requirements to become a member of the EU and the internal rules of the EU, the Administrative Law Principles of the EU will be specifically chosen for analyzing the public administration and administrative capacity requirements of the EU.

The second unit of the research will be the policy documents of the Sigma Programme. First, the policy documents of the Sigma Programme for all its activity areas will be analyzed in order to see the objectives and role of the Sigma Programme for the candidate countries. These priority activity areas of the Sigma Programme are composed of nine documents and they will be presented in the data collection part. Secondly, the policy documents of the Sigma Programme which are specifically designed for Turkey will be used to analyze the role of the Sigma Programme in Turkey. Due to the availability of the data on the official web site of the Sigma Programme, four activity areas will be analyzed in the case of Turkey. Namely, the *public procurement system*, *public service and legal framework*, *public expenditure management* and the *public integrity system* in Turkey will be focused and presented in detail in the data collection part as well.

In the data analysis, the four governance values which are chosen based on the OMC model and its contributions to the EU governance will be searched in the objectives of the Sigma Programme for Turkey. In that respect, it is expected to see the important role of the Sigma Programme in the improvement of the administrative capacity in Turkey. The identification of the values is also gathered from the theoretically constructed literature view and policy documents of both of the EU and the Sigma Programme. Thus, the grounded theory is important for analyzing the data. Also, the theoretical sampling strategy is a successive sampling of data which is guided by the theoretical trends that emerged from the analysis, so it guides the research in analyzing the data. Shortly, in the theory based qualitative research, theoretically constructed governance values will be used; thus they will be both elaborated and examined during the analysis in the research.

3.3.1 Variables

The identification of the values which are mentioned in the last part of the theoretical chapter is one of the most important sections in the methodology part. It is because of the fact that these values are actually formed within the theoretical framework and the identifications show the variables which will be searched in the Administrative Law Principles of the EU and objectives of the Sigma Programme for Turkey. The concepts which are formed within the OMC model are the *transparency*, *openness*, *accountability* and *effectiveness*. As it was mentioned in the end of the theoretical chapter, these governance values are identified through the OMC model and its contributions in the context of new modes of governance. Specifically, what we see in the theoretical framework is the existence of the horizontal relationship in the European governance. Within the impact of the introduction of the new modes of governance in the EU, this horizontal and non-hierarchical relationship between the actors brought a new perspective to the problem solving with the bargaining factor. Thus, the new modes of governance in the EU brought the OMC process which is generally based on the peer pressure and the application of the soft law between the actors. Regarding the OMC model and the literature view in the theoretical framework we see the growing interest and importance of the concepts of *transparency*, *openness*, *accountability* and *effectiveness*. Furthermore, the transparency, openness, accountability and effectiveness of every actor should be provided in order to increase the communication level and information flow in the EU.

As the new elements of governance are introduced by the OMC model, the facilitation of coordination and the mutual learning among the member states gained importance as well. As there is a growing interest for the best practice sharing and peer pressure in the OMC model, the actors will be able to see the others in practice, while having the opportunity to see and compare in what level they are. Accordingly, the OMC process also provides the awareness regarding the levels of these four concepts. As the EU requires, the peer pressure has an advantage to enhance transparency, openness, accountability and the effectiveness in policy making. In that respect, there is a growing interest in the transparency principle which is generally provided by enhancing the monitoring between the member states. In order to provide information flow and monitoring, enhancing the transparency became one of the important concepts within the OMC process. The second principle is the provision of openness in the Union. According to the literature view and the OMC model, it can be argued that the openness can be provided through mutual learning and practice sharing between the member states. This is also related to the accountability variable as the third principle. The

provision of the accountability in and between the member states in the decision making process will also be searched in the data analysis. The last variable is the effectiveness principle in policy choices, problem solving and coordination in the network. In short, it can be summarized as the four important variables, *transparency, openness, accountability and effectiveness* which are going to be searched in both the Administrative Law Principles of the EU and the objectives of the Sigma Programme.

Table 6: Methodology

Four Governance Values <i>(transparency, openness, accountability, effectiveness)</i>	Administrative Law Principles of the EU	Objectives of the Sigma Programme
The definitions of the concepts →	(1) will be searched and described through the EU perspective	(3) will be searched in the content of the priority activity areas of the Sigma Programme
The promotion of the concepts →	(2) will be highlighted and explained through the EU perspective	(4) will be searched and analyzed in the objectives of Sigma Programme for the case of Turkey

As it is shown on Table 6, the first step of the methodology will be to analyze how the definitions of the four governance values are described through the EU perspective. As a second step, the promotion of these governance values will be explained according to the Administrative Law Principles of the EU. The third step will be to search the definitions of the concepts in the contents of the priority activity areas of the Sigma Programme. And the last step will be to analyze the promotion of these values in the objectives of Sigma Programme for Turkey. On one hand, we will see the importance of these concepts in the accession process of the candidate countries, as they are in the administrative capacity requirements of the EU. On the other hand, we will also observe the reflection of these principles in the objectives of the Sigma Programme in order to analyze the role of the Sigma Programme in Turkey's accession process.

In the operationalization level, the words of transparency, openness, accountability and effectiveness will be specifically searched in the Administrative Law Principles of the EU. The definitions of these words will be presented from the European perspective. Therefore, how these words and their meanings are defined by the European perspective and administrative law will be analyzed. According to that we will see how the importance of these governance values is reflected in the objectives of the Sigma Programme, specifically in the nine priority activities of the Programme. After that in order to analyze the role and impact of the Sigma Programme in Turkey, the promotion of these words will be searched and described in the four specific activity areas in Turkey.

3.4 Data Collection

For the qualitative analysis of the paper, the primary sources will be used for the data collection. As it is mentioned in the purpose of the paper, the important role of the Sigma Programme in Turkey's accession process will be analyzed through the four governance values which are chosen in the theoretical framework. Here, the important questions are how the data will be collected and which documents will be chosen in order to be analyzed in the empirical part of the paper.

First of all, the data collection in this research will start in the European level. The *acquis communautaire* and the Sigma Programme's policy documents which are designed for the objectives for Turkey will be used as the primary sources of the research. Because the content of the *acquis communautaire* is on a large scale and reflects the general conditions of the EU for the candidate countries, it is difficult to focus on only the public administration area. Due to this reason, the part of Administrative Law Principles of the EU which belongs to the content of the *acquis communautaire* will be the primary source. This part of the *acquis communautaire* includes the administrative capacity principles and the requirements of the EU for the candidate states. In the Administrative Law Principles of the EU, the definitions of the four governance values will be searched and they will be described through the EU perspective. Furthermore, the promotion of these four government values will be highlighted and explained in the first primary source of the paper.

The second primary source of the research will be the policy description documents of the Sigma Programme and their assessment reports which are specifically designed for the Sigma Programme in Turkey. In the policy description document, the nine priority activity areas of the Sigma Programme will be presented and the four governance values will be searched and described in the general objectives of the Sigma Programme. The promotion of these governance values will be searched for the assessment reports of Turkey and accordingly the role of the Sigma Programme in Turkey will be analyzed through these reports. These official documents and reports of the Sigma are accessed through the official web site of the Sigma Programme and they will be provided in English. We will see the list of analyzed documents and their references in the following table.

Table 7: The List of Analyzed Documents

Primary Sources:	Analyzed Documents:	
EU Principles	Acquis Communautaire →	<i>Administrative Law Principles of the EUⁱ</i>
Priority Activity Areas of the Sigma Programmeⁱⁱ	<i>Regulatory Policy Design and Implementation of Reform Programmes Policy-making and Co-ordination Capacities Public Procurement Legal Framework, Civil Service and Justice Public Expenditure Management Public Integrity System External Audit Financial Control</i>	
Assessment Reports : Turkey	<i>Public Procurement System Assessment June 2007ⁱⁱⁱ Public Service – Legal Framework Assessment August 2006^{iv} Public Expenditure Management System Assessment June 2006^v Elements of Public Integrity System Assessment August 2006^{vi}</i>	

ⁱ Retrieved on: <http://www.oecd.org/dataoecd/26/30/36972467.pdf>

ⁱⁱ Retrieved on: http://www.oecd.org/pages/0,3417,en_33638100_33693506_1_1_1_1_1,00.html

ⁱⁱⁱ Retrieved on: <http://www.oecd.org/dataoecd/40/21/39672638.pdf>

^{iv} Retrieved on: <http://www.oecd.org/dataoecd/5/25/38151114.pdf>

^v Retrieved on: <http://www.oecd.org/dataoecd/6/7/38151305.pdf>

^{vi} Retrieved on: <http://www.oecd.org/dataoecd/5/50/38151355.pdf>

3.5 Selection and Limitations

In this research, to conduct the data analysis, the Sigma Programme is selected as an example in order to analyze the important role of the program on public administration in the accession processes of the candidate countries. One of the limits of the research will be the selection of the case of Turkey, as a candidate country of the EU. Although there are two other candidate countries, the objectives of the Sigma Programme which are particularly designed for Turkey will be discussed in the research. Instead of designing a comparative analysis between the accession processes of the candidate countries, this research will be a single-country case. Also, since the priority activity areas of the Sigma Programme consider the improvement in the public administration area, the Administration Law Principles of the EU will be focused on to analyze the requirements on the administrative capacities of the candidate countries. Furthermore, the research is limited to analyze the process in Turkey's accession to the EU. It is important to mention that limitation of the research because the data analysis will not be a comparison between the Turkey's current situation and its previous situations. This is one of the fundamental limitations of the research. That way of analyzing data would analyze the change that happened in Turkey during the accession to the EU instead of analyzing the process. In this case, the process is selected to address the research question. As the purpose of the research is theoretically constructed, the significant role of the Sigma Programme will be explained through an empirical search in the literature and accordingly the effect of the EU's requirements will be observed in the objectives of Sigma Programme for the case of Turkey.

Chapter 4: Empirical Analysis

After the detailed analysis of the theoretical framework and the methodology part, the next step in this research will be the empirical part as Chapter 4. The main purpose of the empirical part is to conduct the data analysis which is provided through the primary sources in this research. Here, there will be two primary sources which will be used to conduct the data analysis. The first one will be the Administrative Law Principles of the EU, which is presented as a part of the *acquis communautaire*. The second primary source will be the Sigma Programme. The Sigma Programme's general content regarding its primary activity areas and objectives will be analyzed. Furthermore, to analyze the role of the Sigma Programme in Turkey, the Assessment reports which are prepared by the Sigma Programme for Turkey will be used. Generally, all documents will be provided in English and according to the availability of data in the official website of the Sigma Programme.

There will be three major parts in the empirical chapter. In the first part, the change in the European governance with the new modes of governance will be focused on. Together with that, the reflection of this change on the EU conditionality and its enlargement process will be discussed. Accordingly, with the impact of the change, the emergence of the administrative capacity requirement will be further discussed and analyzed through the basic principles of the EU. In the second part, the four variables of the research will be searched and identified through the Administrative Law Principles of the EU based on the OMC model. Accordingly, we will see which criteria are required for the candidate countries in order to enhance improvement in administrative capacities in their public administrations. Furthermore, we will see that *reliability*, *predictability* and *efficiency* values are also mentioned as the crucial principles of the Administrative Law of the EU.

The Sigma Programme and its objectives for Turkey will be discussed in the last part of the empirical analysis. Particularly, the content of the priority activity areas of the Sigma Programme will be described and the variables of the research will be searched in the objectives of the Sigma Programme for Turkey. In that respect, the assistance of the Sigma Programme during the integration process of the EU will be analyzed through the promotion of the four governance values of the research and the additional Administrative Law Principles of the EU. Together with that, we will see how these principles are reflected and promoted in the objectives of the Sigma Programme for Turkey. Thus, the role and impact of the Sigma Programme will be analyzed in the learning and promotion process of the governance values of the research.

4.1 European Governance and the EU Conditionality

With the introduction of the OMC process in the European governance and together with the enlargement process, more complex and extensive conditions for the candidate countries began to be developed. Because of the growing interest on the enlargement, the EU conditionality goes far beyond ensuring that the EU's institutional norms and rules are established. For this purpose, the sufficient transposition of the *acquis*, which is the most general requirement to become a member, gained importance in the accession processes of the candidate countries. But, instead of the sufficient transposition of the *acquis*, the design of the conditions of the EU partially focused on the weaknesses of the candidate countries which also cause the transformation problems of the *acquis*. In order to cope with these problems, the European Council specifies the criteria for the candidate countries in the so-called Copenhagen Criteria. According to the Copenhagen Criteria, a candidate country would have achieved the stability of institutions which guarantees democracy, the rule of law, human rights and respect for, protection of minorities, the existing of a functioning market economy and the ability to take on the obligations of membership which also include the importance of political, economic and monetary union. Beside the political and economical criteria which are designed according to the Copenhagen Criteria, one of the major conditions for becoming and being an EU member is expected to have stable and well-designed institutions. To be more precise, the 'clear', 'identifiable', 'specific' and 'durable set of norms' regarding the administration capacities should be transferred through the enlargement governance and integration in the EU (Dimitrova, 2008, p.172-177).

In other words, the stability of the institutions, which has gained further importance in the enlargement process, depends on the reform that fits with the state of reform and the consensus among the domestic actors. For a successful institution-building in the candidate countries, the EU conditions have to fit with the reforms consensus in the domestic countries. According to that point, it is important to mention that the adaptation of the EU norms and rules can not be at the same level in every candidate or potential candidate countries. That also explains the importance and contributions of the OMC process in the enlargement process regarding the fact that each candidate country has different political and economic structures. In that sense, the OMC process leads the integration process to be more flexible and diversity of the Union gained importance. These propositions are important in analyzing

the Administrative Law Principles of the EU which are the basic criteria in improving the administrative capacities of the candidate countries in their public administrations. Accordingly, these principles will be further discussed regarding the horizontal relations between the actors and the new modes of governance in the EU.

4.1.1 The Administrative Capacity Requirement

When the EU conditionality is taken into account, one of the major areas is to provide improvement in their administrative capacities of the candidate countries. The emergence of the administrative capacity requirement or as it is stated by Dimitrova (2008); 'the bureaucracy criterion' can be observed in the initial efforts to specify the Copenhagen criteria. By the Madrid European Council in 1995, the adjustment of administrative structures requirements are stated. In the context of the pre-accession strategy which is designed for the Central and Eastern Europe candidate countries, it is stated that in order to create conditions for the integration, the development of the market economy, the adjustment of the candidate countries' administrative structures and the creation of a stable economic and monetary environment are the major requirements.

With the Madrid Council, the administrative capacity requirement is firstly introduced in comparison to the previous enlargement processes. As the European Commission follows the Madrid Council conclusions, the requirement for the administrative capacity improvement becomes one of the key issues in the preparation for membership in Agenda 2000. In Agenda 2000, the Commission set forth the administrative capacity not as a supplementary task but as a 'necessary condition' for the accession process and it is also directly related to the first three Copenhagen Criteria. Accordingly, the criteria were dedicated to the 'Administrative Capacity to Apply the *Acquis*'. As it is stated in the 'Summary and Conclusions' part: '*the capacity of a country's administrative and legal systems to put into effect the principles of democracy and the market economy and to apply and enforce the *acquis* in practice*' is formed as the condition for the administrative capacity (Dimitrova, 2008, p.178).

4.2 Candidate Countries take on the Acquis Communautaire

The requirements and the adaptation of the *acquis communautaire* take the center stage during the accession negotiations between the EU and the candidate countries. The *acquis communautaire* is composed of the entire body of the EU law as it is expressed in the Treaties, the secondary legislation and policies of the Union with the jurisprudence of the European Court of Justice (CCNM/SIGMA/PUMA(98)57). As the studies in this area show, the key condition for the successful transfer of the EU rule is to enhance the credibility of the *acquis* conditionality (Schimmelfenning, 2001, p.220). Thus, it can be argued that the fulfillment of the EU *acquis* conditionality has the highest priority in the decision making of the European governance. Although the main condition to become a member the EU is the transformation of the *acquis communautaire*, the succession of the candidate countries is not only dependent on the adoption of the *acquis communautaire*, but also on the implementation of it.

As it is mentioned above, the conditionality of the EU is one of the pillars of the Commission's enlargement strategy. The good preparation by the candidate countries facilitates their integration process into the EU. Furthermore, the improvement in the quality of the candidate countries' preparations has become crucial, as there is a development in the scope of the EU activities. In that context, the strict application of the conditionality during the pre-accession periods of the candidate countries and the fulfillment of the requirements of each stage of the accession process gain importance. As it is stated in the enlargement strategy report of the EU in 2006-2007, the close monitoring of the progress that is made by each enlargement country is a part of the pre-accession strategy of the European Commission. This monitoring of each enlargement country's progress is formed by political, economic and *acquis* criteria for EU membership. Accordingly, what is expected from a candidate country during the progress in accession negotiations is the fulfillment of the accession requirements, which are set out on the negotiating frameworks and assessed on each country's own backgrounds and efforts.

The most important requirement in order to adopt and implement the *acquis communautaire* is to invest heavily on professional administration. Since the *acquis communautaire* is composed of all general requirements to become an EU member, the administrative capacity requirements are specified in several parts of the *acquis*. As it is declared by the European Commission in the enlargement strategy reports of 2006-2007, the administrative performance of each EU member state has an impact on each other. Therefore, a shared interest in improving the public administration standards is formed, which generally

functions by relying on the quality of the national administrative institutions. The accession process of the new candidate countries is a difficult problem for the EU, as their administrations have the burden of their own histories and economical backgrounds. Because of that, and also the indication of the subsidiarity principle of the EU, the implementation is not prescribed by the *acquis communautaire* and accordingly it is assumed that the *acquis* can be executed in all jurisdictions due to the Union's norms. Within that respect, it can be argued that the differences between countries and the implementation of the subsidiarity principle in the European governance make the national administrations as the domain of the member states.

The general difference between the Copenhagen Criteria, which include the improvement of the human rights, and the system of justice and the *acquis*, is that the presence of the basic administrative values in the *acquis* such as reliability and efficiency are assumed by the *acquis*. Furthermore, the most important condition of the EU for the candidate countries is to ensure that the 'Institution Building recognizes the need to improve general governance systems' (CCNM/SIGMA/PUMA (98)57). To improve the general governance systems, what the *acquis* offers to the candidate countries is on strengthening the capacities for action and the change in the mentalities. In short, it can be said that the management of the Institutional Building, sustainable financing, stabilization and professionalisation of the staff and the necessary horizontal systems have to be strengthened.

The Institutional Building is important for the EU in order to bring both qualitative and quantitative change in the public administrations of the candidate countries. The quality of the public administration is largely about the skills and qualifications of the people. Although some of the candidate countries introduced laws on public service, as it is stated by the EU, the implementation of these are weak. Therefore, one of the most important improvements should be made in the skills and qualifications of the public-servants; as the EU heavily emphasizes on investment in the training of public officials.

One of the most important concepts that are brought by the EU is the European Administrative Space. As the old public administration structures of the member states respond to the new system, the requirement of the *acquis communautaire* implemented the standards of reliability across the EU and also the emergence of the European Administrative Space led to convergence among the member states' national administrations. But it is important to mention that the completion of the European Administrative Space is seemed far because of the significant quality differences between the member states. This explains the reason for giving the priority to the Institutional Building in the enlargement process of the

EU. In short, it can be argued that what is expected from the candidate countries is to modernize their administrations which can meet the reliability level of the European Administrative Space and accordingly, the negotiations and assistance management gained importance in this process.

4.2.1 EU Principles and New Modes of Governance Perspective

Since the Sigma Programme assists the candidate countries in improving their basic administrative and institutional capacities in the public administration to enhance the good governance and efficiency condition, the main sector which is focused on in this research is the public administration. In that respect, the *acquis communautaire* is the main condition to be implemented and enforced by the national public administration institutions of the EU member states. To fulfill the criteria, the candidate country has to be able to be effective in enhancing the good governance and providing the administrative standards that are defined by the EU. It is important to mention that the implementation is heavily related to the capacity and the resources of the countries; and since there is no general applicability of the European Commission legislation, it creates a problem for the candidate countries. This also explains the importance of the differences from one national system to another.

As it is mentioned before, due to the large scope of the *acquis communautaire*, it is difficult to analyze it in order to understand the administrative capacity principles of the EU in the public administration area. Even though it can be argued that several common principles are expected to be enhanced in the accession process of a candidate, the expressions and concepts of the administrative conditionality might differ from one national system to another. Thus, according to the Administrative Law Principles of the EU, it is possible to agree upon common definitions of the principles and rules on the organization and management of the countries' public administrations. These principles are both determined through the administrative principles in the European Administrative Space and generally stated in the context of the *acquis communautaire*.

The main administrative law principles which are common to Western European countries can be grouped into four categories which are composed of reliability and predictability (legal certainty), openness and transparency, accountability and efficiency and effectiveness (CCNM/SIGMA/PUMA(99)44/REVI). These principles will be emphasized through the new modes of governance perspective and the reflection of the variables which are pre-determined in the research will be observed in the following part.

a) Reliability and Predictability

The principles of reliability and predictability are generally enhanced by the certainty of the legality. That is connected to the legal certainty or juridical security of public administration's actions and their decisions. Both the reliability and predictability principles are important to eradicate arbitrariness in the conduct of the public affairs. The provision of the rule of law is the basic mechanism for these two principles. 'The rule of law means that public administration ought to discharge its responsibilities according to law' (CCNM/SIGMA/PUMA (99)44). Thus, it is expected from a candidate country to have the public authorities which make their decisions by following the general rules of the principles.

Reliability and predictability of public administration are also related to the application of the rule of law as the legal competence. The competency in this context means legal power to decide on a given matter or issue of a public interest. Thus, a competent public authority can not abuse this responsibility. Another concept acting in favor of these principles is the legal principle of proportionality (CCNM/SIGMA/PUMA (99)44). Here, the proportionality principle means the reasonableness which requires an administrative action should be based on a proportionate end that is pursued by the law. Another important concept that acts in favor of the reliability and predictability principles is the professionalism and professional integrity. It depends on the notions of impartiality and professional independency. Here the importance of impartiality relies on the absence of bias in the public administrations which can be linked to the logic of the rule of law and the concept of legal certainty. Thus, the balance between the value of independency and the loyalty to the rule of law is expected to be fulfilled.

b) Openness and Transparency

Within the new enlargement strategy and the new modes of governance perspective, the openness and transparency principles gain importance and also one of the most important reasons for that is the increase in the number of the member states in the EU. As it is determined by the European Commission, the conduct of public administration should be transparent and open as a general rule. Here, the principle of openness suggests that the administration is available for outside scrutiny while the transparency suggest that the administration can be seen through for the purpose of scrutiny and supervision (CCNM/SIGMA/PUMA (99)44). Both of these principles are also necessary instruments to implement the rule of law, equality and accountability. Openness and transparency principles

are significant to protect public interest in the public administrations as they reduce the corruption and on the other hand they are also crucial to protect individual rights as they provide the reasons for the administrative decisions.

c) Accountability

Generally, accountability means that the requirement for the explanation and justification of the actions of one person or authority to another. In the administrative capacity requirement of the EU, the accountability means that any administrative body should be able to answer for its actions to other authorities of administrations, legislations and judicial bodies. Accordingly, it can be argued that the importance of the accountability can be seen in both principles such as the enhancement of the rule of law, openness, transparency, impartiality and the equality before the laws are respected. Furthermore, accountability is essential to ensure the values such as efficiency, effectiveness, reliability and predictability of the administrative capacities in the public administration sector.

The most important requirement for enhancing the accountability in the public sector for the EU is the supervision which is needed to make public administration accountable and to ensure that the administrative bodies use their authorities properly according to law and established procedures. The purposes of the supervision are firstly to assess the whether the performances of public bodies are effective, efficient and on time. Secondly, supervision is important to protect both individual rights and the public interest as well. In short, it can be argued that the accountability principle and the supervision mechanisms are aimed to enhance the rule of law, effectiveness, transparency and efficiency as the key principles.

d) Efficiency and Effectiveness

As it is mentioned in the accountability principle, one dimension of the accountability is linked with the efficiency in the performance of the administrations, particularly in the public administrations. The recognition of the efficiency principle has gained importance in the administrative capacity requirement of the EU within the new modes of governance perspective. Efficiency generally means the managerial value, which consists in essence of maintaining a good ratio between the resources employed and results achieved (CCNM/SIGMA/PUMA (99)44). Another related value to this principle is the enhancement of the effectiveness in the decision making process. Effectiveness is generally defined as the

ensuring of a successful performance of the public administration in achieving the goals and solving the problems.

As a summary, it can be argued that the horizontal governance system of a candidate country is expected to fulfill some requirements which are not explicit in the EU Treaties but crucial for the reliable functioning of the entire administration, including all contents of the *acquis communautaire*. As it is mentioned in the beginning of the empirical part, because there is not a common applicability of law in the EU, it causes problems for the candidate countries in fulfilling the capacity requirements. Thus, it is a necessity to identify what these requirements are specifically consisted of for the candidate countries. With the introduction of the OMC process, a relatively wide consensus on the key components of good governance among democratic states has emerged. These components include examples such as the rule of law, technical and managerial competence, citizens' participation and the organizational capacity. Although each member of the EU has different legal traditions and different systems of governance, EU establishes a common set of principles for the administrative capacity and public administrations of the candidate countries which are shared in the Union. These principles are defined as the Administrative Law Principles of the EU and redefined through the European Court of Justice and they are included in the *acquis communautaire* as a separate part.

As it is mentioned above, these key administrative principles which are defined and promoted by the Administrative Law Principles of the EU are grouped into four categories: rule of law, openness and transparency, accountability and efficiency and effectiveness. These principles are required if Central and Eastern European candidate countries' public administrations are to meet EU accession requirements, particularly it can be argued that these are demanded by the full application of the *acquis communautaire*. The formation of these principles in the administrative capacities can be regarded as one of fundamental results of the implication of the OMC model in the EU. As it is stated before, due to the increasing number of member states within the Union, the divergences between the member states have also increased. In order to cope with the increasing diversity and differences, the best practice sharing gained importance and it became one of the important ways of promoting the Administrative Law Principles of the EU.

As it is in the first step of the methodology, the four governance values of the research are defined and described through the analysis of the Administrative Law Principles of the EU. It is important to mention here that these four variables, *transparency*, *openness*, *accountability* and *effectiveness* are reflected in the EU principles on improving the administrative capacities of the candidate countries in their public administrations. Another important point here is that, in addition to these four variables, we saw that the Administrative Law Principles of the EU also heavily insists on establishing a good system on the law of the public administrations, which is explained through the reliability and predictability principles in the first category. Furthermore, it is also observed that the EU emphasizes the effectiveness principle together with the efficiency principle. Thus, we can say that the variables of the research are reflected in the administrative principles of the EU with the addition of the reliability and predictability principles and efficiency principle as well. It can also be said that these principles are the reflection of the new modes of governance aspects in the European governance.

In that respect, as the second step of the methodology, the promotion of these principles is also explained through the EU perspective. For instance, the provision of the rule of law in the first category is a condition for the public authorities in order to make decisions and follow the general rules of the principles. It is important to enhance the principles of openness and transparency for the availability of the administrations, in order to facilitate scrutiny and supervision. Furthermore, supervision is needed to make public administrations accountable. Also, there should be a good ratio between the resources employed and the results achieved in order to be efficient and effectiveness is promoted to ensure successful performance in achieving the goals. Thus it can be argued that these principles have to be embodied entirely in the daily behavior of the public administrations by means of substantive legislation, appropriate administrative institutions and a set of legal values which are embedded in the civil service. In other words, they are not simple ideas which are sold by the governments to public servants. It is important to embed these values in the institutional and administrative processes at all levels and as it is stated by the EU, these principles must be defended by independent control bodies such as audits, by a system of justice and judicial enforcement, by Parliamentary scrutiny and opportunities for voice, while redress should be ensured to the 'clients' of the public administration which includes the citizens and the firms (CCNM/SIGMA/PUMA (98)57). In addition to that, for the purpose of meeting these

requirements, professional and stable civil service has to be provided (CCNM/SIGMA/PUMA (99)44).

In the next part, the content of the Sigma Programme will be described. According to the Sigma Programme's priority activity areas and their objectives, the four variables of the research and the additional values of the Administrative Law Principles of the EU will be searched as well; and they are described through the perspective of the Sigma Programme. As the next step, the promotion of these variables will be searched in the objectives of the Sigma Programme for Turkey. Accordingly, we will analyze the general impact of the Sigma Programme on the learning process of these variables in the specific public administration areas in Turkey.

4.3 Sigma Programme

Sigma Programme – Support for Improvement in Governance and Management in Central and Eastern European Countries – is one of the crucial examples that can be useful to describe and explain the needs of the EU. It is first launched by the European Commission (EC) and OECD in 1992, for the purpose of helping countries in Central and Eastern Europe, regarding the modernization in their public governance systems. Principally, the Sigma Programme is financed by the EU and it has supported and continues to support the candidate countries' public administrations in their accession process towards the EU.

With the new enlargement of the EU in 2007, the Union started to have a closer collaboration with the Sigma Programme for supporting the two new member states (Bulgaria and Romania) and the three EU candidate countries (Croatia, the former Yugoslav Republic of Macedonia, and Turkey), as well as the potential candidate countries in the Western Balkans (EU-SIGMA/OECD Framework). As it is stated in the content of the program, the improvement of governance and management is enhanced by three basic objectives (European Principles for Public Administration, Sigma Paper, No: 27):

- assisting beneficiary countries in their search for good governance to improve administrative efficiency and promote adherence of public sector staff to democratic values, ethics and respect for the rule of law;
- helping build up indigenous capacities at the central governmental level to face the challenges of internationalization and of European Union integration plans; and
- Supporting initiatives of the European Union and other donors to assist beneficiary countries in public administration reform and contribute to co-ordination of donor activities.

There are several important priority activity areas of the Sigma Programme. As it is in the content of the Sigma Programme, Sigma supports the reform efforts of the partner countries in nine priority areas. The nine activities below are undertaken in individual countries in response to specific needs and priorities.

Table 8: Priority Activity Areas of Sigma

Design and Implementation of Reform Programmes	Public Expenditure Management
Policy-making and Co-ordination Capacities	Public Integrity System
Public Procurement	External Audit
Legal Framework, Civil Service and Justice	Financial Control
Regulatory Policy – Better Regulation	

Retrieved on: http://www.oecd.org/pages/0,3417,en_33638100_33693506_1_1_1_1_1,00.html

In addition to individual countries, there are also multi-country activities organized in these areas in accordance with the countries' demands and requirements. Here, it can be argued that the Sigma Programme gained importance with the enlargement process in assisting and supporting the candidate countries for improving their institutional and administrative capacities. In that respect, the Sigma Programme has an important role during the accession process of the candidate countries. The concept of the nine priority activity areas of the Sigma Programme will be described in the following section, along with the importance of the variables of the research.

1) Design and Implementation of the Reform Programmes:

One of the important objectives and priority activities of Sigma is to support governments in designing public administration reform strategies and programme of the EU candidate and potential candidate countries. The reform program on the public administration is a process which is closely related to the EU accession process and in that respect Sigma assists its partner countries to establish the institutions and strengthen the capacities that are important and required to implement and monitor the reform progress. Accordingly, the importance of the openness and transparency values are highlighted here. Furthermore Sigma Programme supports evaluation and monitoring assistance projects specifically in the Western Balkans. In helping the design and implementation of reform programmes, the support of the Sigma Programme includes the analysis of the public institutions, assessments of development need, giving advice on how to develop more and strengthening the policy formulation capacities and assisting in applying principles and meeting the standards of the European Administrative Space.

2) Policy Making and Co-ordination Capacities

The activities of Sigma to support the policy making and co-ordination capacities of the partner countries focus on four sub-areas which are the policy and strategic capacities, co-ordination structures, regulatory reform with the impact assessment and the management of the EU integration. Thus, the major role of the Sigma in policy making and co-ordination capacities of the parent countries is to assist them in strengthening policy making capacities and in forming up the coordination mechanisms at the centre of the government, to ensure coherence among the sectoral policies of ministries and enhance the consistency of government policy making and implementation. In order to provide and improve the effectiveness in the decision making process, Sigma Programme launched a project to examine the roles and tasks of ministries in policy development. According to Sigma Programme, there should be an understanding of the crucial role of ministries in the policy making process.

3) Public Procurement

Support in the area of public procurement is one of the important components of Sigma's operations. It involves the analysis of national public procurement systems and the

maintenance of an open dialogue with the partner countries on the reforms of their public procurement systems. Institution building and implementation support for the public procurement and operation of the public procurement offices (PPOs) and to enhance capacity building through conferences, seminars, workshops and training courses are the two important components in this area. Furthermore, Sigma helps in advising the parent countries' government on designing and implementing public procurement reforms and legal support in public procurement legislation which is significant for enhancing reliability and predictability. Also for helping in accountability, Sigma advises on appropriate systems for control and complaints review which includes external and internal audits.

4) Legal Framework, Civil Service and Justice

Another important support of the Sigma is in the establishment of professional civil service in focusing on structural elements such as the civil service legislation, salary systems and human resources management. In addition to that, Sigma helps the partner countries in developing their civil service management systems and instruments. The development of the administrative legal framework is provided by an exchange of professional expertise and advice on the functioning of the public administration organizations. The design of an effective separation between politics and administration in respect to accountability, drafting adequate legislation on the public administration organizations and administrative procedures and carrying the judicial review of administrative actions can be given as important examples of the Sigma operations in this area.

5) Regulatory Policy – Better Regulation

As one of the key objectives of the EU Enterprise policy is to ensure that the regulatory environment is simple and with high quality, Sigma assists the partner countries in their regulatory frameworks in which the business operation is a key determinant of their competitiveness, growth and employment performance. The key elements of this policy area should be enhanced and made in accordance with the set of principles which are defined in the policy documents of the Sigma as necessity, proportionality, subsidiarity, transparency, accountability, accessibility and simplicity. Thus, the policies in improving the quality of policy-making and regulation are significant for the public administration reforms. For this purpose, Sigma acts as an advisor to countries on better regulation and it organizes seminars in those countries to raise awareness of better regulation issues.

6) Public Expenditure Management

The activities in the area of the public expenditure management consist of the assistance in the development of the legislative framework. The recent activities of the Sigma focus on two sub-areas which are the budget and resource collection and treasury. These two areas are important for assisting the countries in developing financial procedures aligned with European good practice. Sigma also focuses on several specific areas such as the budgetary development, treasury, government accounting systems, cash and debt management and IT support for budget execution. As an example of this area, Sigma launched multi-country activity in the Western Balkans in 2003, for the purpose of ensuring an increased understanding of public finance issues and to provide training in public expenditure management.

7) Public Integrity System

As there is an increasing level of need for public administration reforms, one of the important activities of the Sigma is to build integrity systems that support good governance and resist corruption and maintain the accountability. Recently, Sigma identified a fundamental need for strengthening the ethical conduct in the public service and in government by addressing the issue of capacity. In that respect, there are two important focusing areas of the Sigma that are the issues of conflict of interests and professional ethics of public servants. For example, Sigma carried out some projects on the development of a Public Sector Ethics Resource in Bulgaria and accordingly a comprehensive set of resource materials has been developed for building public service capacity to strengthen the ethics and prevent corruption. Furthermore, the Sigma experts work in partnership with relevant civil service agencies and anti-corruption organizations.

8) External Audit

The activities of Sigma in external audit area are focusing on external audit and parliamentary accountability. Sigma Programme supports the partner countries, in building and strengthening supreme audit institutions (SAI) thus they enhance to meet with the international standards for the public external audit and with the good European audit practice as it is stated in the policy documents of the Sigma. Furthermore, Sigma also supports the Strategic Development Plan (SDP) in which the prerequisites for the establishment of a well-functioning external audit body are included. Sigma also provides technical assistance, direction and advice in the implementation of its development strategy for the SAIs. In that

context, the support and provision of Sigma is important in enhancing the context of the EU accession such as achieving institutional reform, adopting internationally recognized audit standards and implementing practices in accordance with the EU's good practice.

9) Financial Control

The last important area of the priority activities of Sigma is the financial control which is now focused on two main activity areas: public internal financial control (PIFC) and the development of anti-fraud structures to protect the financial interests of the EU. The main strategy of the Sigma Programme is to strengthen the audit institutions and the Sigma Programme also applies peer reviews and peer assistance. They are both focused on internal audit, risk management, drafting PIFC legislations and regulations, budget controls and accounting. For this purpose, Sigma launched a multi-country project in 2003, in order to provide critical analysis and drafted recommendations for the improvement of the administrative capacities of anti-fraud systems. For further strengthening the capacity in this area, the Sigma Programme prepares a paper that focuses on the recovery of debts in cases of frauds which concerns the state budget and the EU funds (Sigma Programme, OECD, and Financial Control).

As we see in the nine priority activities, the Sigma Programme assists the candidate countries in improving their administrative and institutional capacities in their public administrations. In the objectives of the Sigma Programme, we see that Sigma helps the candidate countries in their integration process and learning process of the new governance values in order to face with the challenges of internationalization and integration plans of the EU. Specifically, the importance of transparency, accountability, openness, reliability and predictability and effectiveness principles is shown in the nine priority activities of the Sigma Programme. The governance values are not specifically defined by the Sigma Programme as we saw in the European principles however; their importance are described and explained through the content of its activities and objectives. In the next part, the role of the Sigma Programme in Turkey will be analyzed through the promotion of the four governance values of the research and additional European Principles (reliability, predictability and efficiency).

4.3.1 Sigma Activities and Objectives: Turkey

Turkey, as one of the crucial candidate countries for the EU, has shown progress in improving the administrative and institutional capacities during the accession process. It is observed that the Sigma Programme contributes to the accession process and supports the reform effects of Turkey in answering the needs of the EU. The priority activity areas of the Sigma in Turkey includes the design of reform, policy making and coordination, financial control and external audit, public expenditure, legal framework, civil service and justice, public integrity system and the public procurement¹. In respect to that, in this part, four of the priority activities of the Sigma Programme in Turkey will be analyzed and data analysis will be conducted according to the principles of the EU and the promotion of these principles by the Sigma Programme in Turkey. It is also important to mention that, these four priority activity areas of the Sigma Programme are chosen on a criterion due to the availability of the published documents in the official website of the Sigma Programme.

Public Procurement System in Turkey

Public procurement system is one of the important activity areas of the Sigma Programme. The existing public procurement legislation provides a modern base for the public procurement system in Turkey. According to Sigma's reflection about the public procurement in Turkey, the Turkish system is stable and the development by the Public Procurement Authority (PPA) of secondary legislation is well understood. Furthermore, as another positive side, the usage of electronic methods in procurement systems has also improved. However, beside these positive reflections, according to the Sigma report, the progress with the legal framework has been disappointing.

Since the previous Sigma assessment in June 2006, no legal improvements have been undertaken in the public procurement system in Turkey. In respect to the EU requirements, Sigma emphasizes on the convergence between the Public Procurement Law (PPL) and the *acquis* on mitigating the negative effects on value and operational efficiency of 'control'-based public procurement systems. It is also highlighted by the Sigma that the PPL in Turkey remains over-complex and still includes inappropriate policies and rules. The need to improve the congruence with the new European Commission Procurement Directives and for comprehensive legal reforms including the reconsideration for the allowance of domestic preferences is being encouraged.

¹ Retrieved on : http://www.oecd.org/pages/0,3417,en_33638100_33693506_1_1_1_1_1,00.html

As it is mentioned above, the development in the PPA has already largely contributed to the establishment of a modern public procurement system. It is significant since it has the capacity to implement the procurement legislation effectively. One important recommendation of the Sigma to Turkey is for the reduction of the complexity of the primary legislation. Another recommendation addresses the need for simplification and suggests that greater consistency with the PPL should be taken into account in the future design of the legislation. In other words, the move towards a modern system of accountability will require the adaptation of public procurement systems which are criticized in Turkey because of their excessive formalism and strong control orientation.

It is also important to mention that the provision of the accountability principle is enhanced by the adoption of the Law 5018 which is on Public Financial Management and Control, since it has the potential to make public procurement operations more effective, for instance with fewer time delays, and in that respect it increases the possibility to claim accountability. It can be argued that there is an important relation between the legislation which brings the predictability and reliability, and the provision of the accountability and effectiveness in that area. As it is stated by the Sigma, by adopting the Law 5018, Turkey takes a further step toward establishing a modern public procurement system. Thus it can be argued that although an important weakness remains at the operational level, the adoption of Law 5018 has the potential positive effects in establishing a modern public procurement system in respect to the EU requirements and *acquis*.

According to the reflections and the objectives of the Sigma in public procurement area in Turkey, it can be argued that the implementation of the new public procurement system has developed and proved success since 2004, although there are still a number of key challenges which remain to be tackled. The main strengths that are observed by the Sigma include a legal and regulatory framework which has a strong complaint mechanism, established and strong operational institutions with the capacity to manage. Also it is observed that there is a progress in the introduction of electronic methods to assist procurement. But on the negative side, there is a slow progress in amending the legislation to reflect the new European Commission Directives, difficulties of contracting authorities and lack of clarity under the PPL.

As the next steps, which are designed by the Sigma Programme and should be applied in the accession process of Turkey, there are several significant points. First of all, in the short term there is a need to amend the existing PPL by transposing the European Commission Directives with the introduction of the new instruments and methods; in particular, there

should be framework agreements, central purchasing bodies, competitive dialogue and the e-procurement. Secondly, a coordinated approach which would be compatible with the *acquis communautaire* should be considered particularly in the legal requirements for the management and control, Thirdly, further professionalization in the procurement function should be enhanced in order to strengthen operational capacity through training and information. Fourthly, the need for reorganization of the PPA and for specialized training is needed. In the long run, the basic suggestions of the Sigma for Turkey is to continue to work for achieving full harmonization of public procurement legislation with the *acquis communautaire* in this area. Lastly, there should be a support for the modern procurement techniques and organizational arrangements.

As a conclusion to this part, it has to be mentioned that there is an important role of the Sigma Programme in answering the needs of Turkey during the integration process with the EU. In the public procurement area, Sigma promotes the importance of legislation which is reflected in the EU conditionality in the category of reliability and predictability. In that sense, there is a need for increasing the quality of the legislation in order to enhance and increase the level of reliability and predictability in the public management. This principle is also directly linked to the increase in the accountability level and the effectiveness in the public management. In addition to that, Sigma also highlights the importance of the simplicity and well understanding in the legislative framework of the public procurement (Sigma Assessment June 2007, Turkey-Public Procurement).

Public Service and Legal Framework in Turkey

Since the improvement of the legal framework is one of the important activity areas of the Sigma, the development in the area of public service has a crucial role to adopt a more managerial legal instrument. According to the Sigma, one of the key challenges for Turkey is in the legal status of the public service. Actually, it is a general problem in the current Turkish Constitution in which the scope of the civil service is not defined. On the basis of that fact, the Sigma Programme concludes that it is difficult to draw a conclusion on which positions are civil service positions, as it is mentioned indiscriminately the titles of functionary such as public servant, civil servant, public or state employee and public agent. This challenge is considerably important in the accession process of Turkey and it also brings the reliability and predictability principles on the agenda again. There is no consistency between the laws and rules and accordingly there might be a conflict in this area. For instance, general labor law

also applies to the workers who are in public administration and in other public bodies. According to the Constitution, these workers are not considered as public servants. There are some formalistic distinguishing criteria applied but they are not often clearly defined in law which makes the judicial review difficult or even impossible. Thus, it can be argued that the scope of the civil service is not clearly determined. So, as one of the important objectives of the Sigma, Turkey has to provide explanations for these differences in both legislation and practice.

Another important challenge is about the professionalism of the civil service. Here, the question is about the definition, regulation and the enforcement of the recruitment, rights and obligations of the civil servants in such a way to ensure the values such as legality, political impartiality and integrity. Although the legal conditions regarding the integrity and political impartiality of the civil service are in place it is still required and suggested by Sigma that the obligations of civil servants and the incompatibility regime should be made clearer in legislation and accordingly certain practices should be reviewed and discontinued. In general, the civil service legislation protects the civil servants and it is against the arbitrariness. This challenge about the deficiencies in civil service legislation is further important to avoid corruption cases and here there can be observed the promotion of both predictability and reliability with the openness and transparency which are against the corruption cases.

In addition to that, Sigma also highlights the importance of the right to strike and the penal accountability of the civil servants. Accordingly, the right to strike should be in harmony with international and European practices and regulations, particularly the guidelines which are issued by the Council of Europe and International Labor Office are important. Furthermore, the penal accountability of civil servants should be based on an independent judicial system instead of subjection to the permission of any administrative or political authority (Sigma Assessment August 2006, Turkey-Public Service)

Consequently, the legal framework in the public service is one of the basic priorities for the Sigma Programme in Turkey. Thus it can be concluded that an appropriate legal basis in which the status of civil servants is defined and it should be compatible with the standards of the EU member states. As the second main objective of the Sigma in the legal framework, the definition, regulation and the enforcement about the recruitment, rights and obligations of the civil servants should be enhanced. Accordingly, Sigma again promotes the important principles of the EU such as the reliability and predictability condition of the legality, openness and transparency in the cases of corruption.

Public Expenditure Management in Turkey

The centralist tradition and the system in Turkey emphasizes on strong control over inputs by central agencies. In that system, it is generally argued that the budget system in Turkey is modernizing. One of the important reasons for that is the reform which includes a transfer of the responsibility for centralized control with the development of a decentralized internal control system, the establishment of internal audits and the development of performance-budgeting approaches. This reform in Turkey corresponded to the development of good governance procedures and the implementation of accountability approaches. However, despite this reform process, there should be a special attention given to the change management.

One of the basic components of the public expenditure management requirements is related to the budget legislation in which the importance of the legislative framework was highlighted again. The legal framework in the Turkish budget system is mainly consisted of the Constitution and the Public Financial Management and Control Law (PFMC) no.5018. This is a public finance framework Law and it was adopted in 2003, and later it was amended in 2005. The purpose of the PFMC Laws is to introduce the modern budgeting processes. In general, the Constitution and the PFMC Law specify the deadlines for the draft budget bill and financial accounts to the parliament, as well as regulating parliamentary debates on the budget. The PFMC Law is important because the responsibilities and accountability requirements of ministers and heads of public administration are specified within that Law. Furthermore, it includes the fundamental principles of public management with the unity of the budget, fiscal transparency and accountability requirements. According to the Sigma's reflection, although the PFMC Law constitutes a basis for budget management, it is necessary to complete the law with clear and coherent guidelines for internal control and internal audit instead of having the definitions of general principles for accounting. In that sense, the Sigma highlights the importance of internal audit and internal control which are significant for providing the accountability, transparency and openness principles as they are states in the aquis.

As it is mentioned above, special attention should be given to the change management. For instance, the staff in the Ministry of Finance (MoF) and the State Planning Organization (SPO) which is responsible for preparing the public investment program and the macroeconomic framework, as well as the ministries involved in budget management, should change their working methods in order to achieve the objectives of the PFMC Law.

According to the Sigma's objectives for Turkey, there should be special attention given to the following areas. First of all, to increase the effectiveness, the reform measures should be strongly coordinated. It will be important to set up stable and permanent arrangements for the coordination of the reform process and the implementation of the reforms. Secondly, for increasing the accountability level, a modern internal control system and internal audit should be fully established. In the change of the management, the targets should be clearly defined and a proper monitoring and follow-up system must be established in order to increase the transparency and the openness of the system. Another objective regards responsibilities which tell that a commission includes the MoF and the SPO, the Treasury and key line ministries should be established and it should be the responsible institution from the coordination of the implementation of all components of the budgetary reform. Thus, it can be concluded that the increase in accountability, transparency and openness, the effective working methods and the full establishment of the legislation system in the public expenditure management are the basic components of the Sigma Programme for Turkey, in which we can observe the reflection of the EU requirements and the *acquis* (Sigma Assessment June 2006, Turkey, Public Expenditure Management System).

Public Integrity System in Turkey

Public integrity system and its elements are the last area that will be analyzed in the empirical part. As it is mentioned in the report of Sigma, the most important problem that has to be fixed in Turkey's public integrity system is the absence of effective legal basis and practices for fighting against corruption. Although there is some public support developed in the fight against corruption, the legal basis and practices for fighting against corruption which has existed in 2005 have not changed. As the Turkish government has been under pressure from its public, as well as the EU, the necessity to increase the transparency, openness and to reduce corruption has become one of the major priorities in political life and public administration. Thus, it can be argued that the two important components to improve the public integrity system in Turkey are to provide transparency and openness.

As it is indicated in the 2005 Sigma assessment and at the present time, corruption continues to be one of the major problems in some areas such as public procurement, customs, traffic police and energy. According to the Sigma's conclusion in the public procurement area, although there is a sufficient legal basis for fighting against corruption, the legal basis in some areas such as asset declaration and the financing of the political parties is not well-developed and needed to be considered again. Fighting against corruption is also directly linked to the

accountability principle, as well as the openness and transparency. In order to increase these levels, there should be major efforts at the local level. One example can be given as the draft of the Fundamental Law of Public Administration which first appeared on the agenda of the Turkish government in 2003. As mentioned in the Sigma report, it is one of the important attempts of the government to disband some inspectorates, but this decision is vetoed by the President. By taking into account, it can be argued that the government decided to implement a coherent anti-corruption strategy and to better co-ordinate in all of the administrative institutions which are holding responsibilities in this area as well.

One of the important examples of developments on this area is the impact of the 9th Reform Package on anti-corruption in Turkey. Shortly, the 9th Reform Package which was issued on 12 April 2006 includes the short-term priorities of the government and proposals for reforming the rules and procedures on public procurement at the central and local levels in Turkey. Furthermore, this reform package includes making changes in asset declaration and in financing of political parties and elections which are widely considered as the key elements for improving and increasing the level of transparency and as a major condition for the EU regarding the reduction of corruption in the political system.

Sigma states that the situation of corruption and favoritism makes the reform effects towards a well-organized system of public procurement at the central and local levels of government. Together with the asset declaration for political personalities and with the closely monitored system of financing political parties and election, the Turkish government mainly increases the level of transparency and openness in both the political life and public procurement area. Also, the impact of the 9th Reform Package is important in creating awareness and sensibility of the civil society to political corruption, which is a problem to be solved; and as a response to that problem, the Turkish government reacted with the elaboration of a relatively structured anti-corruption strategy in the 9th Reform Package (Sigma Assessment August 2006, Turkey-Elements of the Public Integrity System).

As the two important principles of the EU are the transparency and openness, it is observed that the impact of the EU on Turkey has been noticeable in terms of seeking more transparency and openness with the start of the negotiations at the end of 2005. Also, it is a necessary condition during the accession process that the management of the EU funds requires a higher degree of transparency and accountability, together with the implementation of a good practice in fighting against corruption. It is observed that the EU provides Turkey a case for developing better governance and long-term anti-corruption policy which has clear support. Within that respect, it can be argued that the crucial role of the Sigma Programme

assists Turkey in her accession process towards the EU in increasing the transparency, openness and accountability in the area of public integrity.

4.2.2 Findings of the Sigma Objectives in Turkey

When the objectives of the Sigma Programme in Turkey are analyzed, the general picture shows us that the Sigma Programme has a crucial role in Turkey's accession process towards the EU. Public Administration area is one of the most important areas to be developed and improved in Turkey. The Sigma Programme has nine basic activity areas as it is mentioned before, however, due to the availability of the data, four of the activity areas are focused on in the empirical part. The basic points of the Sigma objectives in Turkey are presented in the following Table 9.

As they are presented by the recommendations of the Sigma Programme, the four governance values of the research and the additional Administrative Law Principles of the EU are reflected and promoted in the objectives of the Sigma Programme in Turkey. For instance, we see the promotion of reliability and predictability principles in the simplification and amending recommendations of the Sigma in the legislative framework. Furthermore, openness and transparency principles are specifically promoted in the prevention of the corruption in public expenditure management and the public integrity system in Turkey. In respect to that point, the accountability principle is further highlighted in the need for internal control and internal audit in public expenditure management. Efficiency and effectiveness principles are promoted in recommendations regarding the professionalization in the management systems and stable and permanent arrangements for coordination. That will have a positive effect on the decision making process and policies.

Table 9: Findings -1-

Sigma Activities in Turkey	Developments in Turkey	Sigma Recommendations
1) Public Procurement →	<ul style="list-style-type: none"> *Public Procurement Legislation *Public Procurement Authority *e-Procurement *Public Financial Management (Law5018) 	<ul style="list-style-type: none"> *Simplification of the legislation *Amending the PPL *Professionalization
2) Legal Framework →	<ul style="list-style-type: none"> *Legal Status of Public Service *Civil Service Legislation 	<ul style="list-style-type: none"> *Definition of the scope of civil servants *Protection of the civil servants through legislation *Avoidance of corruption cases
3) Public Expenditure Management →	<ul style="list-style-type: none"> *Reform process on budget system *Amending of Public Financial Management and Control Law (PFMC) no.5018 in 2005. 	<ul style="list-style-type: none"> *Internal control audit is needed. *Stable and permanent arrangements for coordination. *Proper Monitoring System
4) Public Integrity System →	<ul style="list-style-type: none"> *Legal basis and practices for fighting against corruption – 2005 * Draft of Fundamental Law of P.A – 2003 (vetoed by the President) *9th Reform Package – 2006 	<ul style="list-style-type: none"> *Sufficient legal basis for fighting against corruption *Long-term anti-corruption strategy and better coordination in all adm. institutions.

It can be argued that all principles that are searched and described are related to each other and in order to establish a good structure, these principles should be implemented. One of the important examples for that is fighting against corruption in the public integrity system. According to Sigma's recommendations, Turkey should enhance the sufficient legal basis for fighting against corruption which is both related to the promotion of reliability and predictability principles with transparency, openness and accountability. Furthermore, as the Sigma Programme suggests, the establishment of anti-corruption strategies will lead to better coordination, which will bring effective and efficient solutions to those problems. According to the developments, the Sigma Programme shows in Turkey that the existing structure of the legal framework is important in all activity areas. However, there are still some important points that are needed to be improved; such as the amendment of laws, providing transparency by a proper monitoring system and preventing the corruption cases.

4.4 The Main Points of the Data Analysis

The data analysis of the paper is consisted of four basic steps as it is shown in the Table 6 of the methodology chapter. First of all, we observed that the introduction of the new modes of governance, particularly the OMC model, has an impact on the administrative capacity principles of the EU. The main condition to enhance the administrative capacity requirement is to fully adopt the *acquis communautaire*. Because of the fact that each candidate country has different backgrounds, the EU develops its major principles by taking this into consideration. Thus we observe the impact of the OMC model reflected in the Administrative Law Principles of the EU which takes place as a part of the *acquis communautaire*. Since the major purpose of these principles of the EU is to increase the administrative capacities of the candidate countries, we specifically focused on the Sigma Programme which assists the candidates in their public administrations. Thus, after the determination of the four important governance values based on the contributions and basic principles of the OMC model, as the first step of the methodology, the definitions of these values are described and defined through the perspective of the Administrative Law Principles of the EU.

Accordingly, *openness*, *transparency*, *accountability* and *effectiveness* principles are described. Additionally, we observed that 3 more important governance values are defined in the Administrative Law Principles of the EU which are the *reliability* and *predictability*, and *efficiency* principles. As the second step of the methodology, the importance of the promotion of these principles is explained in relation to the Administrative Law Principles perspective of the EU. Here we can say that the four governance values which are determined through the OMC process are reflected on the administrative capacity conditions of the EU. Together with that, because of the importance of adoptions and implementations of law in public administrations, the EU conditionality further emphasizes on the *reliability* and *predictability* principles and the *effectiveness* of the public administrative mechanisms in the candidate countries.

As the third and the fourth steps of the methodology, the governance values of the research are searched and described according to the priority activity areas and objectives of the Sigma Programme. We later observed how the Sigma Programme assists Turkey in the learning and promotion process of the governance values. Four major areas, which are the public procurement system, public service and legal framework, public expenditure management and public integrity system, are analyzed in Turkey. As it is mentioned in the beginning, these major areas to be analyzed in Turkey are chosen according to the availability of data from the official website of the Sigma. Due to the first findings after the data analysis, the developments in Turkey are presented as well as the shortcomings and the recommendations of the Sigma Programme in order to improve the administrative capacity. In the following table, we will analyze the reflection of the four governance values both in the Administrative Law Principles of the EU and in the objectives of the Sigma Programme. In respect to that, we will also see how the European principles are reflected in the objectives of the Sigma Programme for Turkey.

Table 10: Findings -2-

Four Governance Values	Administrative Law Principles of the EU – In 4 Categories	Sigma Objectives	Sigma Objectives for Turkey
<i>Transparency</i> →	1 st Category	Reflected +	Promoted +
<i>Openness</i> →			
<i>Accountability</i> →	2 nd Category	Reflected +	Promoted +
<i>Effectiveness</i> →	3 rd Category+Efficiency	Reflected +	Promoted +
<i>Reliability & Predictability</i> →	4 th Category	Reflected +	Promoted +

As we see in Table 10: Findings -2-, the four governance values are reflected both in the Administrative Law Principles of the EU and in the objectives of the Sigma Programme. As it is mentioned in the general aims and content of the Sigma Programme, it assists the candidate countries in their search for good governance in order to improve their

administrative efficiency and promotion of the general EU principles in the public administration area. It is important to mention that, in addition to the four governance values of the research, it is also found in the Administrative Law Principles of the EU that there are three more significant governance values which are as in the 4th category, the *reliability* and *predictability*, and as it is included in the 3rd category, the *efficiency* principle. Thus, we both observed the reflection of these principles in the objectives of the Sigma Programme in assisting the candidate countries. Specifically, when it is observed in the activity areas of the Sigma Programme in Turkey, it can be argued that the Sigma Programme helps Turkey in the learning and promoting process of these governance values during the integration process of the EU. As we concluded after the Findings -1-, Turkey had mainly developed in the activity areas of public administration. However, according to the Sigma Programme's recommendations and objectives for Turkey, Turkey should continue to improve the legislative framework and develop a stable and permanent strategy to fight against corruption. In these recommendations and objectives of Sigma Programme, we generally observed the promotion of the Administrative Law Principles of the EU, specifically the four governance values of the research and the additional values which are found in the categories of the Administrative Law Principles.

The general argument can be here that, even though Turkey still has to develop the areas of the public administration sector, the importance of the EU principles are reflected in the policy design and implementation area. Without a doubt, it can be argued that the role of the Sigma Programme is effective during the integration process of Turkey. It is effective since the Sigma Programme helps Turkey in increasing the awareness of the importance of the new governance elements in the public administration area. As it is shown in the Findings -1-, there is a positive correlation between the recommendations of the Sigma Programme and the Administrative Law Principles of the EU. This also explains the crucial role of the Sigma in Turkey's accession process towards the EU, since the institutional and administrative capacity improvements are the basics of the public administration capacities. Shortly, we can say that the four governance values of the research which are chosen and defined according to the general principles and contributions of the OMC model are found and reflected in the Administrative Law Principles of the EU as well. Accordingly, it is also observed that the reliability and predictability category and the efficiency with the effectiveness principles are the most important values in the EU principles. And we see the promotion of these principles in the objectives of the Sigma Programme for Turkey.

Chapter 5: Conclusion

The main purpose of this paper was to analyze the important role and the impact of the Sigma Programme in Turkey's accession process towards the EU. In order to observe the role of the Sigma in Turkey's accession process, first it was necessary to structure the theoretical framework to explain the change in the concept of government towards the governance and the governance in the EU. In the theoretical part, firstly, we saw the results of the enlargement process of the EU in the growing interdependency between the member states and the diversity from a realistic point of view. It can be argued that the need to cooperate and solve problems in a collective action is caused by the growing diversity and interdependency in the EU. Thus, a more flexible integration process is needed to be established in order to cope with the diversity and the interdependency between the member states; and in that respect, the governance concept and the network governance gained importance for the EU.

Furthermore, it is argued that together with the growing interest in exploring the relationship between international institutions and domestic politics, the new forms of governance gained importance. It is also argued that this growing interest is one of the consequences of the rational behaviors of the states. In other words, it is observed that as a result of the growing interest towards the relationship between international institutions and domestic politics, there occurred the need for the EU and the cooperation between the member states. As the integration process of the EU gained more importance, we noticed that the EU developed new strategies for further enlargement of the Union and within that respect; the new logic of conditionality and the EU principles are developed. From the new modes of governance and network governance perspectives, we saw that the development of the new enlargement strategies of the Union depend on the collective rationality in the Union. Thus, it can also be observed that the distribution of the problems and the collective problem solving in the networks enhanced the emergence of the common principles which are shared by the member states of the EU.

Beside the structure of the networks, the impact of the new modes of governance in the European governance is observed. We saw that the OMC was the most important model that explains the change to the new modes of governance in the EU. In other words, the OMC model was the most important example in explaining the departures from the hierarchical model to different levels. Within the OMC model, the divergent interests and the different backgrounds of the countries have gained more importance. Furthermore, we saw the general principles and contributions of the OMC model in the European governance.

Accordingly, the importance of the decrease in the negotiation costs and sovereignty costs, increase in the participation and the openness, flexibility and information flow are mentioned as the basic contributions of the OMC model. Moreover, again within the OMC process, we saw that, as the new elements of governance are adopted by the EU, they facilitated the coordination, learning and exchanging the best practice models between the member states which also facilitated the peer pressure between the member states. Thus, four important governance values are chosen based on the OMC process and its contribution to the European governance. These values were the *transparency, openness, accountability* and the *effectiveness*, which were chosen for their increasing importance within the OMC model.

In the methodology chapter, it was mentioned that the type of data is the qualitative data analysis in this research. Furthermore, the Administrative Law Principles of the EU, policy reports of the priority activity areas and the assessment reports on Turkey's public administration capacity were taken into account as the primary sources of the research. Furthermore, the identification of the four governance values of the research showed that to provide and show improvement in the levels of transparency, openness, accountability and effectiveness gained importance particularly after the introduction of the OMC process in the European governance. As it is presented in Table 6, there were four basic steps of the methodology. First of all, the four governance values are described and secondly, the promotion of these values is explained through the Administrative Law Principles. In the third step, we searched for these values in the objectives of the Sigma Programme and fourthly, the promotion of these values is specifically analyzed in the objectives of the Sigma Programme in Turkey.

As it is shown in the empirical analysis, there was a general consistency between the four variables which are determined through the OMC model and the administrative capacity principles of the EU. What we saw in the Administrative Law Principles of the EU was that there were four sub-groups of principles of the EU for the administrative capacity. When we searched for the variables of the research, we saw the reflection of the transparency, openness, accountability and effectiveness. In addition to these variables, importance of reliability and predictability and also the efficiency within the context of the effectiveness are observed. Since this paper aims to search for the conditions on the public administration area, actually, it was not an unexpected consequence to see the reliability and predictability and efficiency principles in the EU conditionality. Reliability and predictability of public administration are both related to the certainty of the legality and application of the rule of law as the legal

competence. Furthermore, we saw the importance efficiency principle in the decision making process, in the same context within the effective problem solving capacity.

When the Sigma Programme is considered, we saw the main content of the Sigma Programme was to assist the candidate countries in their search for good governance to improve the administrative capacity efficiency and to help the candidate countries in facing the integration process of the EU. In that sense, the establishment of the Sigma Programme is also important from the network governance perspective. As the interdependencies are increased within the enlargement process, we saw that there is a growing interest for the horizontal government process. Thus it can be concluded that the Sigma Programme is one of the important instruments for the European governance which is important to provide the communication and increase the visions between the countries in the EU. Furthermore, as it was stated in the network governance part of the theoretical work, the creation of the Sigma Programme helps the candidate countries in providing an easier way to accommodate different cultural and economic structures and the interests of the candidate countries as well. It is because we saw both within the network governance and the new modes of governance perspectives that the standardization of the requirements for the EU started to be more flexible and we saw that it can be different due to the different backgrounds of the countries. Thus, it can be argued that the Sigma Programme has a significant impact in coping with the diversity in the candidate countries' accession processes.

As it is mentioned in the content of the Sigma Programme, the main activity area of the program is the public administration in order to improve the administrative capacities of the candidate countries. Accordingly, the design and implementation of the reforms, policy making capacities, public procurement, legal framework, better regulation, public expenditure management, external audit, financial control and public integrity system are the nine priority activity areas of the Sigma. In respect to that, the objectives of the Sigma Programme were specifically analyzed in order to see how the promotion and learning process of the four governance values with the additional Administrative Law Principles through the assistance of the Sigma Programme in Turkey is operated. Due to the availability of the assessment reports which are prepared for Turkey, we mainly focused on public procurement, public service and legal framework, public expenditure management and the public integrity system in Turkey. As it was presented in Findings -1-, Turkey has significant efforts to improve the administrative capacity in these areas. Accordingly, we see the positive results in adopting the necessary laws such as the article 5018 and the 9th reform package. These are important developments that are shown in the public administration capacity in Turkey.

On the other hand, we saw that two important points are highlighted by the Sigma Programme, which are considered as the two important problems that Turkey needs to fix. The reforming process of the legal framework and to fight against corruption by establishing a stable and permanent strategy are generally needed to improve the administrative capacity. Here, it can be argued that the Sigma Programme helps Turkey in the learning and promoting process of the reliability and predictability principles as a priority. This is due to the fact that establishing a properly functioning legal framework in the sectors of public administration will lead to have concrete and simple ways to solve problems and make decisions. Regarding the Sigma Programme's assisting process in Turkey; we can say that to establish a legal framework that's easily understandable and simple will lead to capacity improvement in public administration. Adopting the necessary laws are already important developments for Turkey. However, at the same time, the Sigma Programme tries to increase the awareness in the importance of the content of the legal framework in order to make it simple, since the public authorities make their decisions by following the general legal rules and principles.

Within the promotion of the reliability and predictability principles, the Sigma Programme also highlights the importance of fighting against corruption. In that respect we saw the corruption problem related to the lack of transparency, openness and the accountability principles in the system. As it is mentioned by the Sigma, there should be major efforts at the local level in order to increase the levels of transparency, openness and accountability. As to what we can recommend to Turkey in order to increase the levels of these principles, first of all the public authorities and civil servants should increase their knowledge and awareness on the importance of these principles. In order to implement and provide effective solutions to the problems and also in order to develop stable and permanent strategies in the public administration reform process, Turkey should firstly focus on the legality and simplification of the laws. Since the Sigma Programme shows that there are still some definition problems in the law, simplification of the legislation is necessary, specifically in the Public Service and Legal Framework area. Secondly, as it is stated in the Sigma Programme's objectives, Turkey should also focus on developing a sufficient legal basis for fighting against corruption cases. Here we see the correlation between establishing a sufficient legal framework and the provision of openness and transparency. Specifically, in the public expenditure management area, Turkey should develop new strategies in order to cope with the corruption problem; and for this purpose, internal control and general audit are needed. Thus, the promotion of the reliability and predictability principles are also reflected in the provision of the accountability of the system. Thirdly, in respect to the Sigma Programme's

recommendations, Turkey should also develop a proper monitoring system which will lead to increase in the transparency of the budget system and at the same time the control of the budget system should be emphasized. Accordingly, a proper monitoring system in every sector of the public administration area will increase the level of transparency and openness of the administrations. It is also important to increase auditory control and provide accountability in the administrations. As a fourth important recommendation, Turkey should also develop the effectiveness in decision making process. According to the Sigma objectives, we can say that Turkey should increase the awareness in professionalization. Accordingly, Turkey can provide a more effective and efficient decision making process with the increase in the usage of electronic systems in the public institutions, as we saw in the public procurement system in Turkey.

Actually, what we saw in the objectives of the Sigma Programme for Turkey was not different than what we expected in the definition and explanations of the four variables of the research. In addition to these variables, the conditionality of the EU highlighted the importance of legality which was the predictability and reliability conditions. Accordingly, we saw the reflection of these principles in the objectives for Turkey which also meant that the role of the Sigma Programme in Turkey's accession process was important in increasing the awareness of the EU principles in Turkey's public administration area. In every priority activity area, Sigma has highlighted and promoted the importance of the presence of the legality and the full implementation of the legal framework. Beside that, what Sigma contributed as a new element was the simplicity in the legal framework. Since the public administration has to be based on legality, the laws have to be identified simply and it should be understandable and should not cause ambiguity.

The important role of the Sigma Programme in the EU accession process has been observed in this research paper. In the public administration area, Turkey has to pay more attention to the objectives of the Sigma, since the main principles of the EU conditionality are reflected in the objectives of Sigma for Turkey. On the other hand, we saw that there were some developments and progress in the public administrative capacity of Turkey. However, we also saw that major problems like corruption and the lack of a fully implemented legal framework were still on the agenda of Turkey, as well as in the objectives of the Sigma. Thus, in order to deal with the integration process, Turkey has to come over these problems and the objectives of the Sigma Programme have to be used for the advantage of Turkey.

In this paper, the importance of the European integration and enlargement processes is analyzed and specifically the Sigma Programme is focused on in the public administration area. Generally, we saw that the EU needs to ensure the candidate countries' institutions to act effectively and their policies meet their goals. The functioning of the institutions and decision-making processes should be effective and accountable for the sake of current member states as well as in the further enlargement process. Therefore, the conditions and the principles of the EU are one of the important pillars of the Union's enlargement strategy. Accordingly, good preparation by the candidate countries facilitates their smooth integration into the EU. As the scope of the EU activities has developed, the further improvement in the quality of preparations has become crucial for the EU (European Enlargement Strategy and Main Challenges, 2006-2007). As we see in the objectives of the Sigma Programme, the governance values gained importance in the current enlargement strategy of the Union. As it is reflected in the European Enlargement Strategy of 2006-2007, the institutional reform is needed to improve the effectiveness of the decision-making process and also screening reports are important for the improvement of transparency and openness. Accordingly we see that to enhance an effective enlargement and integration process, the candidate countries should have institutional reforms due to the administration principles of the EU. The pace of the integration process will be more effective if the pace of reforms in the candidate countries can be provided effectively. Accordingly, we can say that the Sigma Programme is an instrument for Turkey in the reform process. Sigma Programme's crucial role is to accelerate the reform process in the public administration area when Turkey is facing with the EU integration.

Reference List:

Bevir, M. and Rhodes, R.A.W, (2001), *A Decentered Theory of Governance: Rational Choice, Institutionalism, and Interpretation*, Working Paper 2001-10.

Caiden, G.E., (1991), *Administrative Reform Comes of Age*, Walter de Gruyter.

Caporaso, J.A. and Wittenbrinck, J., (2006), *The New Modes of Governance and Political Authority in Europe*, *Journal of European Public Policy* 13, pp: 471-480.

Central Public Procurement Structures and Capacity in Member States of the European Union, (2007), *Sigma Paper*, No: 40.

Deleon, L. and Denhardt, R.B., (2000), *Political Theory of Reinvention*, *Public Administration Review*, Vol. 60, No.2.

Dimitrova, A., (2002), *Enlargement, Institution-Building and the EU's Administrative Capacity Requirement*, *West European Politics*, Vol.25, No.4 pp.171-190, Published by Frank Cass, London.

Dimitrova, A. and Steunenberg, B., (2005), *Compliance in the EU enlargement process: Institutional reform and the limits of conditionality*, Leiden University, Department of Public Administration.

Eberlein, B., and Kerwer, D., (2004), *New Governance in the EU: A Theoretical Perspective*, *JCMS*, Vol.42, No: 1, pp. 121-42.

Enlargement Strategy Paper, (2005), Commission of the European Communities, COM (2005) 561 final.

Enlargement Strategy and Main Challenges 2006 – 2007, including annexed special report on the EU's capacity to integrate new members, COM(2006) 649.

European Principles for Public Administration, (1999), Sigma Paper, No: 27, from: <http://www.sigmaweb.org/dataoecd/23/1/39560850.pdf>

Evaluating Socio Economic Development, Sourcebook 1: *Themes and Policy Areas: Increasing Institutional and Administrative Capacity*, from: ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/downloads/sb1_institutional_capacity.doc

Farazmand, A., (2002), *Administrative Reform in Developing Countries*, Greenwood Publishing Group.

Filtenborg, M.S, Ganzle, S. and Johansson, E., (2002), *An Alternative Theoretical Approach to EU Foreign Policy 'Network Governance' and the Case of the Northern Dimension Initiative*, Cooperation and Conflict: Journal of the Nordic International Studies Association Vol. 37(4): 387–407.

General Legal Administrative Framework Assessment Turkey, September 2006, Sigma Paper from: <http://www.sigmaweb.org/dataoecd/5/23/38151020.pdf>

Grix, J., (2004), *the foundations of Research*, Palgrave, Macmillan.

Heredia, B. and Schneider, B.R., (1998), *the Political Economy of Administrative Reform: Building State Capacity in Developing Countries*.

Jachtenfuchs, M., (2001), *The Governance Approach to European Integration*, Journal of Common Market Studies, Vol.39, No.2, pp.245-64.

Jaffee, D. (2001), *Organization Theory: Tension and Change*, McGraw-Hill Book Co.

Jones, C., Hesterly, W. and Borgatti, S.P, (1997), *A General Theory of Network Governance: Exchange Conditions and Social Mechanisms*, The Academy of Management Review, Vol. 22, No. 4. pp. 911-945.

Kersbergen, K.V and Waarden, F.V, (2004), *Governance as a bridge between disciplines: Cross-disciplinary inspiration regarding shifts in governance and problems of governability, accountability and legitimacy*, European Journal of Political Research, No: 43, pp: 143-171.

Klijn, E.H and Skelcher, C., (2007), *Democracy and Governance Networks: Compatible or Not?*, Public Administration Vol: 85, No: 3.

Knill, C. and Lenschow, A., (2003), *Modes of Regulation in the Governance of the European Union: Towards a Comprehensive Evaluation*, European Integration Online Papers, Vol.7, No.1.

Kohler-Koch, B., (2005), *European Governance and Integration System*, European Governance Papers, No. C-05-01.

Kooiman, J., (2000), societal governance: levels, modes and orders of social-political interaction, in J.Pierre, *Debating governance: authority, steering and democracy*, Oxford: University Press.

Laffan B. and Mazey, S., (2001), European Integration – The EU – reaching an equilibrium? , in Richardson, J.(eds), *European Union Power and Policy Making*, Nuffield College, University of Oxford.

Lebessis, N. and Paterson, J., (2000), *Developing New Modes of Governance*, European Commission – Working Paper.

Lenschow, A., (2001), Europeanization of Public Policy, in Richardson, J.(eds), *European Union Power and Policy Making*, Nuffield College, University of Oxford.

Mearshimer, J.J., (2002), *Liberal Talk, Realist Thinking*, University of Chicago Magazine

Nelissen, N., (2002), *the Administrative Capacity of New Types of Governance*, Public Organization Review: A Global Journal 2: 5–22 Academic Publishers.

Olsen, J.P., (2003), *Towards a European Administrative Space?*, Journal of European Public Policy 10, pp.506-531.

Osborne, D. and Gaebler, T. (1992), *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, Penguin Books Ltd.

Pereto, F.C., (2004), *The European Administrative Space: Assessing Approximation of Administrative Principles and Practices among EU Member States*, Sigma paper.

Peters, B.G., and Pierre, J., (1998), *Governance without Government? Rethinking about Public Administration*.

Peters, G., (1998), *Managing Horizontal Government: The Politics of Co-Ordination*, Public Administration Vol.76, Blackwell Publishers Ltd.

Peters, G., (2005), *Institutional Theory in Political Science: The 'New Institutionalism'*, Continuum International Publishing Group.

Pierre, J. and Peters, B.G., (2000), *Why the concern with governance now?* In: J. Pierre and B.G Peters, *Governance, Politics and the State*. Houndmills, Macmillan Press, chp 3.

Pollitt, C. and Bouckaert, G., (2004), *Public Management Reform: A Comparative Analysis*, Oxford University Press.

Punch, K.F., (2006), *Developing Effective Research Proposals*, SAGE Publications, second edition, London.

Riccucci, N.M., (2001), *the 'Old' Public Management versus the 'New' Public Management: Where Does Public Administration Fit In?*, Public Administration Review, Vol.61, No.2.

Schimmelfenning, F, (2001), *The Process of Enlargement*, , in Richardson, J.(eds), *European Union Power and Policy Making*, Nuffield College, University of Oxford.

Schimmelfenning, F. and Rittberger, B., (2001), *Theories of European Integration*, , in Richardson, J.(eds), *European Union Power and Policy Making*, Nuffield College, University of Oxford.

Scott, I, *Assessing Government Capacity: Problems of Administrative Culture and Co-ordination*, Emeritus Professor, Politics and International Studies, Murdoch University, Perth, Australia, from:

http://www.umac.mo/fsh/pa/2nd_IntPAConference/IanScott.doc

Sigma Papers, Elements of the Public Integrity System, Turkey, Assessment August 2006.

Sigma Papers, Public Expenditure Management System, Turkey, Assessment June 2006.

Sigma Papers, Public Procurement System, Turkey, Assessment June 2007.

Sigma Papers, Public Service, Turkey, Assessment August 2006.

Stoker, G., (1998), *Governance as Theory: Five Propositions*, ISSJ/1998 and UNESCO.

Sustainable Institutions for EU Membership, (1998), Sigma Paper No: 26, from:

<http://www.sigmaxweb.org/dataoecd/14/46/39548909.pdf>

Treib, O., Bahr, H. and Falkner, G., (2005), *Modes of Governance: A Note towards Conceptual Clarification*, European Governance Papers, ISSN 1813-6826.

Third EUROSAI Training Event (Report): *Seminar on "Evaluation of Internal Control Systems"*, Prague, 26-28 May 2003, from:

www.nku.cz/seminars/Prague_2003/t6.doc

Trubek, D.M., P. Cottrell and M. Nance, (2006), 'Soft Law', 'Hard Law' and EU integration, in: G.De Burca and J.Scott, *Law and new governance in the EU and the US*, Oxford, Hart Publishing, pp: 65-94.

Tolbert, P.S. and Zucker, L.G., (1999), *Studying Organization: Theory & Method*, Chp.6 *The Institutionalization of Institutional Theory*, SAGE

Top Management Service in Central Government: *Introducing a System for the Higher Civil Service in Central and Eastern European Countries*, Sigma Papers, No: 1, from:
unpan1.un.org/intradoc/groups/public/documents/NISPAcee/UNPAN006702.pdf

Walker, N. (2006), *EU Constitutionalism and new governance*, in: G.De Burca and J.Scott, *Law and new governance in the EU and the US*, Oxford, Hart Publishing, pp: 15-36.