

## An Evaluation on the Independence of Public Administration

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### Abstract

In this study the identity crisis, which started to be discussed as a result of the problems encountered in determining the boundaries of public administration, is discussed. In the study, the identity crisis is investigated in depth through comparative, historical and descriptive analysis method within the framework of different ideas. Discussions on what public administration is or is not have been analyzed and evaluated.

With the introduction of public administration as a separate academic discipline, there have been many debates and studies on the politics-administration dichotomy. Although Woodrow Wilson's article titled The Study of Administration (1887) is considered as the basis of the dichotomy according to some researchers, the basis of the dichotomy goes back to Cameralism. According to another point of view, the basis of the political-administrative dichotomy is attributed to Montesquieu with the Separation of Powers. When the basis of the distinction made on the basis of the Separation of Powers is analyzed, the basis of the dichotomy can be traced back to Aristotle. However, it would be a forced inference to evaluate these studies within the framework of politics-administration dichotomy and identity crisis. Instead of seeing and showing the studies that can be expressed as the search for the best ways to govern the state as the basis for the politics-administration dichotomy, it is necessary to justify the dichotomy and identity crisis by addressing the relations, boundaries and distinctions between the disciplines. In this context, it can be stated that the studies that can be seen as the cornerstone of the politics-administration dichotomy and identity crisis, contrary to the general acceptance (1887 Wilson), started with Cameralism and should be based on Cameralism.

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In Prussia, where administration began to be treated as a separate discipline and chairs were established in universities, the study of the Cameral System long predates Wilson's article. As Rutgers (1998: 554) puts it, although the first writings on Cameralism date back to the mid-17th century, a specific academic discourse on government emerged in the early 18th century. In this study, Cameralism as the basis of the politics-administration dichotomy and identity crisis is discussed and evaluated in this context. It is noteworthy that some studies on this subject were conducted in France before Wilson's article under the influence of Cameralism. As a result of the studies that started to be carried out in the USA with Wilson's article, the dichotomy between politics and administration became widespread. In this context, Goodnow, Simon and Waldo's studies on dichotomy and identity crisis after Wilson's article are important.

## Introduction

Public administration which is the means by which the state fulfills its duties and operates, has been an important field that has attracted the attention of various thinkers and statesmen since the early ages. Thinkers and rulers have focused on the principles, procedures, boards, behaviors and institutions that will enable the state to function better and have expressed their views on these issues in books on 'ethics', 'politics' and 'philosophy'. Confucius (551-479 BC), Socrates (470-399 BC), Plato (427-347 BC), Aristotle (384-322 BC), Ibn Khaldun (1332-1406), Nizam al-Mulk (1018-1092) and Machiavelli (1469-1527) are some of these thinkers and statesmen (Eryilmaz, 2018:33).

The identity crisis in public administration has become a topic of constant debate with the questions 'is public administration a science or an art' and 'what are the boundaries of public administration?'. The debates on what public administration and its field of study are, on the other hand, intensified on the identity crisis discourse with Dwight Waldo's Scope of the Theory of Public Administration article published in 1968. This crisis addressed the gap between the scope and the theory of public administration and emphasized that the theories used are determined by the problems (Waldo, 1968:2; Rutgers, 2010:1). In this field Simon and Waldo's discussions are particularly noteworthy. However, it can be said that both of them (just like others) could not reach a definite conclusion and could not agree with each other. "Waldo and Simonian thought have one thing in common: their insistence on multidisciplinary" (Fry and Raadschelders, 2017:433). The term multidisciplinary is important here. The term multidisciplinary can be shown as one of the stages of development/transformation of the term

interdisciplinarity. “The term interdisciplinarity has developed over time as follows:

- Multidisciplinary
- Crossdisciplinary
- Transdisciplinary (Turna, Bolat & Keskin, 2012).

It is seen that there are three approaches in the development of the term interdisciplinarity. These approaches are briefly described by Turna, et al. (2012): “Multidisciplinary approach can be defined as focusing on a single subject without integrating more than one discipline. Cross-disciplinary approach is to look at a discipline from the perspective of another discipline. A cross-disciplinary approach involves both breadth and depth of interaction between disciplines. The cross-disciplinary approach requires the superiority of one of the two disciplines over the other. The second discipline is passive in this approach. A transdisciplinary approach is to deal with issues that transcend or cut across several disciplines and go beyond any single discipline. The word ‘beyond’ in the word ‘transdisciplinary’ refers to the removal of the boundaries between all fields and going beyond them. The aim is to provide the integrity of knowledge necessary to comprehend the universe”. The removal of the boundaries between fields in order to comprehend the entire universe can- or even should- be seen as a definition that can answer the identity problem of public administration. In the 21st century, it is known that many disciplines work and/or have to work intertwined, cannot be considered independent of each other and even form a new discipline together. In this context, the aim of this study is to emphasize that public administration should be considered with a transdisciplinary approach and that it should be based on the fact that it creates its own identity with the fields / boundaries of the disciplines it includes. With this idea, it can be claimed that public administration is a “meta-identity” that incorporates many other -related- disciplines such as administration science, political science, business administration, philosophy, economics, sociology, and uses these disciplines within its own universe according to their related fields and ensures that they are carried out as a whole.

It can be said that the politics-administration dichotomy lies at the root of the identity crisis in public administration. In this context, the basis of the politics-administration dichotomy has been analyzed. The process initiated with cameralism continued with the developments in the USA. Some laws that can be seen as the infrastructure of the politics- administration dichotomy in the USA were mentioned. Then, the ideas of researchers who

advocate the dichotomy are mentioned and it is tried to express that the public administration identity crisis is based on the politics-administration dichotomy. Finally, solution proposals and evaluations are presented.

In the first part of the study cameralism and the study of administration as a separate discipline are discussed. The politics-administration dichotomy is justified by giving examples from Prussia and France. In the second part, the process of change of the administrative system in the USA is analyzed and the developments that took place before Wilson's article are included. Then, Goodnow, Simon and Waldo's ideas about the dichotomy are given and the identity crisis of public administration is justified. In the third section, the identity crisis of public administration is discussed on the axis of different ideas. In the conclusion a general evaluation is made and suggestions are made regarding the identity crisis.

## **1. Cameralism: 'Administration' As a Separate Discipline**

Public administration can be said to have a history older than antiquity. However, the systematic study of public administration is quite new. In the 18th century, administration became an important field of study with the emergence of cameralism in Germany, which was concerned with the study of the activities of the state regarding administration (Parlak and Sobacı, 2008:3). According to Eryılmaz (2018:33), the idea and practice of cameralism lies in the background of modern public services and public administration profession.

### **1.1. Contributions of German Thinkers and Statesmen to Administrative Science in the Axis of Cameralism**

Rutgers (1997 and 1998) states in his studies - with examples from Medicus - that Von Seckendorff was called the first public administrationist in 1656 because of his work as follows: "Von Justi, unlike his predecessors like Seckendorff, made the field of administration more academic with his more systematic studies and his sociohistorical and utilitarian-pragmatic approaches" (Rutgers, 1998: 556). With the existence of Sonnefels' efforts to make administration more systematized than Von Justi, it can be said that there are important developments in the name of administration within cameralism. Seckendorff in the 17th century, Von Justi in the 17th and 18th centuries, Sonnefels in the 18th century, Von Stein in the 17th and 18th centuries (with the Prussian Charter of Cities of 1808, which is of particular importance) and Medikus in the 18th century, and the rapid establishment of chairs for administration in German universities in the 18th century -in

almost all of them- can be presented as the basis of the politics-administration dichotomy.

According to Eryılmaz, the word ‘Kameralien’ in German means ‘Administration Science’. ‘Cameral Sciences’ chairs are among the pioneering initiatives that deal with public administration as a special subject (2018:34). According to Fedai (2018:121), cameralism is an effort to reveal state knowledge in general. cameralism aims to determine the functions of the state institution by asking the questions of how a strong state emerges and what it accomplishes. The question of “what does it accomplish and how?” also forms the basis of the identity debates of public administration in the 21st century. When considered in this context, the studies on administration as a separate science are important in grounding the identity crisis of public administration, politics-administration dichotomy and public administration.

It can be stated that cameralists are divided into two groups as academics and bureaucrats in terms of their duties. Academic cameralists are those who write articles on administration and train administrator at universities, while bureaucrat cameralists are those who take part in the administration of the German State (Eryılmaz, 2018:34). It can be stated that bureaucrats see administration as art, while academics see administration as science. In this context, the conflict between the two groups is the conflict arising from the differences in perceiving the social structure on the basis of influencing state policy by entering into a conflict of interest (Gürkan, 2007:220-221).

It can be said that with cameralism, German thinkers and statesmen gave public administration an autonomous field and examined administration as a science. It can be stated that dichotomy emerged with the examination of administration as an autonomous science. While law was prioritized due to the conditions of the period, it can be seen that the dichotomy continued with the developments in France, where administration began to take a back seat over time. In this context, the developments in France are important for the dichotomy.

## **1.2. Contributions of French Thinkers and Statesmen to Administrative Science in the Axis of Cameralism**

While German thinkers and statesmen’s study of public administration as an autonomous field dates back to the 16th century, for the French, this situation dates back to the 18th century. As in the case of the Germans, the scientific characterization of the studies in the French is considered to be the 19th century, which corresponds to a period of time later.

According to Daniel W. Martin, almost every concept that existed in American literature until 1937 (most of them in 1812) was published in France in 1859 (Martin, 1987:297). In the same article, Martin draws attention to the existence of the '68 Principles', which contain elements of POSDCORB and workers' techniques of doing their work. These 68 principles are contained in Charles Jean Bonnin's book 'Principles of Public Administration' (Principes d'Administration Publique) written in 1812. "The main feature of this book, in which 68 general principles of public administration are discussed in detail, is that it was published under the name of 'public administration' and was the first book to include 'principles of public administration' in a systematic and comprehensive manner" (Eryılmaz, 2018:35).

Martin (1987), in his study he calls 'Deja Vu' and characterizes what happened as *déjà vu*, argues that the politics-administration dichotomy is not an American invention by analyzing the French literature on three names. As the first name, Bonnin already initiated the dichotomy in 1812 with his book *Principles of Public Administration*. In the period 1828-1848, Louis Antoine Maracel was the second name, while Françoise Auguste Vivien was analyzed as the third name. According to Martin, Vivien's book was first published in 1845, but it was the third edition, published in 1859 after Vivien's death, that had the most impact (Martin, 1987:297).

The existence of a journal that started to be published in France in 1839 and addressed only the field of public administration is a situation that should be emphasized and can be shown as proof that the French literature is a pioneer. In addition, the fact that the school providing executive education, which is the basis of today's ENA, was established in France as early as 1848 can be presented as another indicator that the French were working on administration before the Americans. "The most direct expression of the dichotomy appears in Vivien. 'Executive power is divided into two: 'the political', which is to give moral direction to the general interests of the nation, and 'the administrative', which is essentially based on the performance of public services' (Vivien, 1859:3-4)" (Martin, 1987:298). It can be argued that Vivien's *Etudes* of 1845 clearly set out the politics-administration dichotomy.

In the light of the above information, it has been explained that German statesmen and thinkers in Prussia and French statesmen and thinkers systematically studied administration as a science about a hundred years before the USA (it can be argued that it existed even before that). It is also seen that the politics-administration dichotomy is clearly expressed. It can

be stated that the foundations of the identity crisis of public administration emerged in this period with the questions of ‘what and how to function’. Towards the end of the 19th century, public administration and the politics-administration dichotomy changed continents and moved from Europe to the United States, with the emphasis on law in Europe (especially in France).

## **2. Public Administration and Politics-Administration Dichotomy in America**

With the American system of government, the development of public administration as a science, and the much talked about politics-administration dichotomy have taken on a different dimension. Henderson (2004) distinguished three periods in the American administrative system regarding the determination of appointed state officials; “...until the 1820s, it was determined on the basis of nobility, between the 1820s and 80s on the basis of patronage, and afterwards on the basis of merit” (cited in Hergüner, 2019:33).

It can be stated that the American public administration system underwent change and/or transformation with the developments in these three periods. The public office -administration-, which was dominated by nobles until the 1820s, was transformed with the presidency of Jackson (1828). The distinct distinction of the first two periods is President Jackson. For this reason, the second period, the patronage system, is also known as ‘Jacksonian Democracy’. The event that ended this period was the Pendleton Act of 1883 after the assassination of President Garfield. The pre-Jacksonian nobility-based system, the Jacksonian Spoils System and the merit system introduced by the Pendleton Act can be considered as three important phases of American public administration.

O’Toole describes these developments as “the 1883 act also, and even more explicitly, represented an attempt to mobilize the dichotomy. The Pendleton Act, through the commission mechanism, established a kind of politics-administration boundary by isolating various aspects of public service and administration from overt political actors in government” (1987:19). With the Pendleton Act, which was enacted four years before Wilson’s article, it can be stated that the politics-administration dichotomy was perceived as a necessity in America. It can be stated that this law was the basis of Wilson’s work titled *The Study of Administration*. It does not seem possible to talk about the existence of dichotomy in pre-Pendleton systems. For this reason, the explanations made here are sufficient for the pre-Pendleton periods.

### **2.1. Woodrow Wilson: The Study of Administration**

According to Hergüner, Wilson argued in his work that the way to achieve the goals envisaged by Pendleton's law in relation to bureaucracy was through a rigorous academic study of administration processes and practices (2019:36).

Wilson emphasized the necessity of drawing the boundaries of administration and the importance of determining the principles of administration with the words: "The goal of administrative analysis is first to find out what the administration can do properly and successfully and second how to do these proper operations in the most efficient way possible and with the lowest possible cost or energy expenditure" (2018:43-44). He criticizes the fact that political writings are only about the constitution of the state and that no studies have been conducted on administration. Emphasizing that government as a science was developed by French and German professors, he adopted the idea of adapting it to America. Wilson (1887) mentions Frederick the Great, Frederick Wilhelm III and Von Stein in the organization of public service as a service to the people.

Wilson clearly mentioned the separation of politics and administration in his work: "The most important fact to be noted is, as our public reformers have correctly insisted that administration is outside the sphere of politics. Administrative matters are not political matters. Although politics sets tasks for the administration, the manipulation of administrative units must not be tolerated" (Wilson, 2018:65). "The more important key according to Wilson, is the creation of an independent civil service composed of civil servants in which the top civil servants are responsive to the elected representatives of the people and their sensitivities, and the lower civil servants are fully obedient to their superiors. Therefore, the separation of politics, which represents the will of the people, from the administration is necessary" (Hergüner, 2019:38). Following the Pendleton Act and Wilson's work, dichotomy gained an important place in America.

### **2.2. Other Defenders of the Politics-Administration Dichotomy in America**

Following Wilson's defense of the dichotomy, Goodnow and White can be mentioned as important defenders of the dichotomy in the United States. They both advanced the view that the actions of the administration should be kept away from political influence (Hergüner, 2019:38). Willoughby, who worked together with Goodnow in the Taft Commission (1911-1913), is another important advocate of the politics-administration dichotomy.



Goodnow stands out as the most important representative of the dichotomy with his book *Politics and Administration*. He argued that administrators should be completely independent from political influences. According to Goodnow; “While it is the duty of politicians to formulate and produce public policies, public administrators are those who implement these policies accepted by politicians, stay away from politics and work with technical and scientific methods (Goodnow, 1900:28)”; (Gültekin, 2012:87).

Reyes (1993): “The basis of the political system is to bring together and harmonize different ideas and ideas from different circles, while the task of the administrative system is to serve as a mechanism for the implementation of policies legitimized through political channels such as political parties, interest groups, mayors, legislative bodies, etc.” (Wilson, 1887; cited in Hergüner, 2019: 32).

### **2.3. Names Opposing the Politics - Administration Dichotomy**

The politics-administration dichotomy is one of the important approaches of classical (traditional) public administration. Contrary to the advocates of dichotomy, the idea that politics and administration work together to create a more efficient public administration emerged. It can be stated that the identity crisis of public administration deepened during this period. Politics and administration work together in policy making and implementation, law is indispensable for public administration, and different disciplines such as business administration and sociology are also involved in the activities of public administration. For this reason, the boundaries of public administration have been called “the blurred boundaries of public administration” (Musolf and Seidman, 1980:123) and it has been difficult to determine the boundaries.

According to Overeem, “Dwight Waldo (1913-2000) is generally recognized as a critic of the dichotomy between politics and administration” (2008:36). The Waldo and Simon debates have an important place in public administration. However, they both agreed on the rejection of the dichotomy. Simon opposed the dichotomy by emphasizing that the experience and expertise of public administrators should also be utilized in determining public policy. Simon is another important figure who rejected the dichotomy. From a similar point of view, Gulick stated that “public administration and politics cannot be separated, that public administration expertise goes through policies, that a administration approach that is completely free from politics will reveal a completely powerless public administration, and that public administrators are the people who understand, coordinate and direct

public policies” (cited in Gültekin, 2012:88). Appleby, on the other hand, was another name who opposed the dichotomy by stating that the advice and practices of public administrators affect public policies.

Waldo is undoubtedly the leading critic of dichotomy. The fact that names such as Simon, Gulick and Appleby have also taken a position against dichotomy has been effective in the general acceptance of the rejection of dichotomy. In this context dichotomy debates have now been replaced by identity crisis debates.

### **3. Crisis of Identity in Public Administration**

The debates on the scope and boundaries of the field of public administration are still very topical today. The fact that the debates have not come to an end can be seen in the fact that social sciences in general are intertwined with each other and cannot be separated with a clear distinction like the sciences; in particular, public administration doctrines, experts and schools define the scope and purpose of public administration in different ways. All these ambiguities and differences have created an ‘identity crisis’ within the discipline of public administration.

With the 18th and 19th century public administration studies, public administration began to search for an identity. Rutgers (1997:286) cited Bonnin and Mohl as the key authors on how these developments affected the identity of the discourse of administration. Regarding the identity of public administration, the questions of whether it is a discipline or not, what the field is and where its boundaries lie are important. According to Waldo and Simon, it has a multidisciplinary identity (Fry & Raadschelders, 2017:433).

The politics-administration dichotomy within public administration can be considered as the basis for the identity crisis of public administration. With the acceptance of administration as a science, its boundaries were wanted to be drawn. In this context, it was tried to distance itself from politics. Later on, it became a generally accepted approach that such a distinction could not be accepted within public administration and the dichotomy was rejected. But this time, what will be the boundaries of public administration as a separate discipline? It is seen as a field that is interconnected with many disciplines. In addition, with the state (with the effect of the welfare state approach) having influence in every field, the field and boundaries of public administration have expanded. In other words, Aykaç (2003:47) stated that “with the emergence of the modern state understanding, we see that there has been a continuous increase in the services that the state has to fulfill”. This situation has caused the work to become more complex.

Haque (1996:510) handled the crisis differently and called it “Intellectual Crisis”. He stated that public administration experiences crisis under three headings. These are stated by the author as credibility crisis, normative crisis and trust crisis.

One of the words used to describe the problems of public administration as a discipline is paradigm. The concept, which means a set of values, a way of thinking, beliefs and values shared by a community (Eren, 2001: 130), was chosen by Nicholas Henry to describe how public administration became a scientific field. According to Henry, the best concept to describe self-identity and its changing dynamics is paradigm. Stating that paradigmatic questions are of special importance in public administration, Henry identified them under five sub-headings (Henry, 1975):

**In Paradigm 1:** The Politics-Administration Dilemma (1900-1926), he referenced Goodnow’s definition of politics and administration as two different functions of government and emphasized that public administration is where it should be. In 1920, he discussed the emergence of the value/fact dichotomy as public administration began to gain academic legitimacy.

**In Paradigm 2:** Principles of Administration (1927-37), he examined the dominance of public administration and the response of political science to it respectively, and defined political science as the process of making public policies.

**In Paradigm 3:** Public Administration as a Political Science (1950-70), he analyzed the field as a sub-branch of political science by giving the example of Plato’s administration.

**In Paradigm 4:** Administrative Sciences as Public Administration (1956-70), he explained that due to the disdain shown by political scientists, public administrators started to look for alternatives and the concept of organization development rapidly emerged as a specialty of administrative sciences.

**In Paradigm 5:** Public Administration as Public Administration (1970-...), he finally interpreted it as public administration finding the right curriculum, becoming institutionalized with it, intellectually creating its own field of expertise, and beginning to reveal its identity.

Henry’s historical approach to his study provides the reader with convincing data on the phases through which public administration defines itself. Henry analyzed public administration as an independent discipline, indicating how public administration separated itself from the boundaries drawn within political science and used education to prove its independence.

Rutgers argued that the first reason for the lack of consensus on the concept of public administration is that administration and business mean the same thing in many languages. He stated that the Swedish, French and English chose the concept of public administration to describe the title of 'minister of state', while the German word 'verwaltung', which means public administration, is used in a more limited sense. Analyzing the origin of the word with a historical method, Rutgers stated that even the Latin word 'administratio' has at least two meanings: to help/serve and to govern/govern. In order to express that the debate is still up to date, he stated that the ideas of Charles Montesquieu and John Locke on the separation of powers in the 19th century, the use of administration to mean executive power, the differentiation between administration and business from the organization and business literature, the differentiation between administration and business as manual labor and mental labor, and cited these two developments as the reason for the difference in the content of the meaning of administration in the 19th century (Rutgers, 1996: 14-16).

The question of 'how to distinguish between private and public administration' has been raised as a separate crisis. Dimock answered this question as "As a rule, only one difference is emphasized: the profitability of most private enterprises and the service reality of most government departments" (1937:37). This discourse can be regarded as a simple and valid distinction. However, there are many more questions that remain unanswered regarding the question of the identity of public administration in order to distinguish it from other disciplines and to define its field and boundaries. It can be said that these boundaries have become even more blurred, especially since public administration has started to operate like private enterprises. In a mixed economy, public administration and private sector interests have become inextricably linked (Luton, 1996:145).

On the same subject, Luton emphasized the distinction between public administration and business administration. Suggesting a redefinition of administration by giving it greater freedom to govern, Luton made this distinction based on the criterion of the service provided by the public and private sectors. He considered the public good as the accessibility of 'free-rider' and the service provided by the private sector as 'restricted by fee access' (Luton, 1996: 138-146).

The fact that the interaction of public administration with the private sector has increased considerably has an effective role in the identity crisis. The failure to define the boundaries of public administration constitutes the main problem in overcoming the identity crisis. The inability to define

the boundaries and distinguish it from others started with the politics-administration dichotomy. Later, the separation points of the business/private sector and the public sector have been and continue to be the subject of debate.

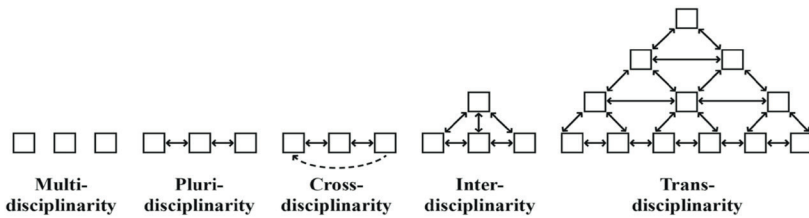
## CONCLUSION AND DISCUSSION

The politics-administration dichotomy is based on the idea that the two disciplines should be independent of each other. However, these two disciplines are essential parts of public administration. For this reason, it will not be possible to completely separate these two disciplines when discussing the identity of public administration. In the most general terms, the politician sets policy, the administrator implements that policy. In some periods, politicians have an impact on administrators and in other periods administrators have an impact on politicians, which has led to debates. It can be said that these debates will continue, especially during state administration.

When the current dimensions of the identity crisis are analyzed, the relationship between public administration and the private sector draws attention. Especially with the new public administration approach, the number of advocates for the public sector to operate like the private sector has increased. This leads to a blurring of boundaries.

The identity crisis that emerged with the failure to define the boundaries of public administration as a separate discipline is still ongoing. The main reason for this situation can be presented as the fact that the field of activity of public administration is quite wide and that there are many disciplines that it uses/interacts with in fulfilling these activities. Today, many disciplines have to work together. In this context, the term interdisciplinary has emerged. The term interdisciplinary is divided into three approaches: multidisciplinary, cross-disciplinary and transdisciplinary. In the 19th and early 20th centuries, public administration progressed in the context of politics - administration dichotomy. In the mid-20th century, scholars such as Waldo and Simon rejected the dichotomy and considered public administration as multidisciplinary. Mainzer (1994), on the other hand, stated that interdisciplinarity is a fallacy and that public administration is not a discipline. It is known that there are those who accept interdisciplinary public administration as well as those who do not. This situation makes it difficult to give public administration an identity. In this context, the search for new paradigms has also emerged; “Golembiewski (1977) calls for new paradigms to study public administration” (cited in Rutgers, 1998:560). “Golembiewski (1977) calls for new paradigms for the study of public

administration” (cited in Rutgers, 1998:560). “According to H. Laswell, public policy should go beyond the legal-institutional description of political institutions. It should exhibit a multidisciplinary approach by utilizing the methods and findings of sociology, economics and political sciences” (Şengül, 2018:8). Jantsch’s (1972) diagram of the concepts seen within the framework of the interdisciplinary approach is shown in Figure 1.



*Figure 1: Jantsch's Hierarchy of Studies Transcending Disciplinarity (Cited by Newell, 2013:27).*

It can be stated that the new paradigm should be shaped within the framework of a transdisciplinary approach. In transdisciplinary cases, it can be stated that many disciplines work on a common subject by removing the borders. The coexistence of disciplines will also require their integration. With integration, no discipline will remain in its old state. Political science or administration science may be an autonomous discipline with its disciplinary boundaries and methodology. However, when they start to be evaluated within public administration, the boundaries will no longer exist. In this context, integration will create a new situation. Not only administration and politics, but also business, law, sociology, psychology, psychology and many other disciplines will be part of the integration. In this context, a new situation will emerge. This transdisciplinary situation constitutes public administration.

Although it is claimed that public administration is debated and suffers from an identity crisis due to dichotomies such as law - administration, politics - administration, and business - public administration, it can be argued that it is actually in a transdisciplinary position that embodies them all. In this context, when talking about public administration, it is necessary to talk about a transdisciplinary situation that operates at the level of macro analysis with public interest as the unit of analysis. Otherwise, we will encounter a gigantic structure whose boundaries cannot be drawn and no methodology will fully fit public administration. The only thing that needs

to be done is for autonomous disciplines to adapt their scientific studies to the public interest in interaction and harmony with other disciplines. “The answer given by KBK (Resource Dependency Theory) to the question ‘how do organizations maintain their legitimacy and sustain their vitality?’, which can be expressed as the basic question that macro organizational theories are directed towards, is naturally and rightly that ‘organizations maintain their legitimacy and sustain their existence only in this way by managing the dependency relations they establish with their environment’ (Pfeffer and Salancik, 1978)” (cited in Koç and Sayılar, 2016:153).

While each discipline does its own work with its own methodology, public administration should be in the position of a higher identity that benefits from these disciplines according to its field of interest. With a public administration identity that can be thought and theorized in this way, it can be claimed that the identity crisis of public administration can be overcome and can be presented to the literature as a subject of discussion.

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