Serving Citizens Better: Citizen's Perceptions of Structural and Behavioral Responsiveness through Turkish Public Administration System

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Abstract

This study basically investigates citizens' perceptions on structural and behavioral responsiveness in Turkey. A survey instrument was used to derive relevant data for the study. In addition, the study utilized from Life Satisfaction Survey (LSS) conducted by Turkish Statistical Institution (TSI) and Turkish Social-Political Trends Survey-2015 conducted by Kadir Has University in Turkey. The study first develops a model to examine structural and behavioral efforts through serving citizens in Turkey. The study then discusses the structure of the public organizations and the roles and the responsibilities of the public administrators throughout the years. The study finally discusses how the Turkish citizens perceive government's responsiveness from structural and behavioral perspectives. The study concludes that citizens' perception on the level of responsiveness of public administration system is below the average but it is acceptable. The responsiveness of public administration increases trough the bottom while it decreases through upper levels.

1. Introduction

The field of public administration has paid considerable efforts to serve citizens better by improving structural and behavioral functions of the government, raising various questions in the field. The "Big Questions" in the field of Public Administrations has questioned by the scholars for years. The content of the questions has been shaped based on the characteristics of the paradigms existed in the field. Throughout the years, the shape and wording of questions have been changed but it seems that the contents of them have remained interrelated: Serving citizens better.

The early questions were about what should be the most appropriate structure of the public management? (Goodnow, 1990; Weber, 1946; Taylor, 1914). Then, how should public organizations be designed? (Fayol, 1954; Guilick and Urwick, 2004) What are the ways of increasing the employees' performance? (Mayo, 2004; Follet, 1926; Barnard). How can public administrators make proper decisions? (Simon, 1959; Linbdom, 1959). What are the diverse values between private and public organizations (Allison, 1986; Bozeman, 2004; Moe, 1987; Boyne, 2002; Rainey, 1982; Strivers, 1991). What are the best ways to reflect citizen's preferences through the public policy making process (Limbdom, 1959; Dror, 1967; Wildawsky, 1969; Kaufman, 1969; Lowi, 1969; Pressman &Wildawsky, 1973; Kingdon, 1984; Stone, 2002; Dye, 2007). How should public administrators make their decisions in a way that citizens' preferences are reflected properly? (Simon, 1959; Linbdom, 1959; Janis, 1971; Gortner, Nichols, & Ball, 2007). What are the roles of public administrators? What values should they have? What are their responsibilities? To whom are they responsible? (Gortner, Nichols, & Ball, 2007; Yukl, 2002; Behn, 1998; Borins, 2000; Terry, 1998; Lipsky, 1980; Dicke, 2002; Brown & Moore, 2001; Frederickson, 1980; Rohr, 2004; Kirlin, 1996). What is public value and how can we evaluate? (Bozeman & Sarewitz, 2011).

The big questions exist throughout the years are turning around a central point; the issue of providing better service to the citizens. Basically, there are two parties in the cycle: Citizens and others serving citizens. The government exists as a major authoritarian organization to provide public service. The point is what is the best for serving citizens? The structure, the content, the value, the motivation etc… The rationale for all individual and organizational actions stems from the same purpose: serving the citizens.

Even though different values and the directions lead the questions in the field, the focus while designing services was on the responsiveness to the citizens. To be more responsive to citizens, the "Big Questions" basically focused on the appropriate structure of the public organizations, the roles and the responsibilities of the public administrators, and their compatibility with democratic values. These issues are related to the organizational culture, accountability, power, leadership, motivation, communication and decision making in which the field has much attention to move forward.

This study basically investigates citizens' perceptions on structural and behavioral responsiveness in Turkey. The study first develops a model to examine structural and behavioral efforts through serving citizens in Turkey. The study then discusses the structure of the public organizations and the roles and the responsibilities of the public administrators

throughout the years. The study finally discusses how the Turkish citizens perceive government's responsiveness from structural and behavioral perspectives.

2. Methodology

This study constructs a quantitative design for the analysis. The study derives the relevant data from three different sources. The primary data for this study was derived from a national survey. The study designed a survey instrument for the citizens of the Turkey in order to measure the perceptions of citizens about the responsiveness of the government institutions and public administrators (N=351). The sample of the study saw specified by snowball method. Both, face to face and online survey was used to conduct the survey. In addition, the study uses a part of secondary data from the Life Satisfaction Survey (LSS) conducted by Turkish Statistical Institution (TSI), which is an official institution that provides statistics at national level. LSS is conducted annually in Turkey (TUIK, 2016). This study utilizes 2003-2015 dataset for the analysis. Also, the study uses a part of the Turkish Social-Political Trends Survey-2015 conducted by Kadir Has University in Turkey. The survey is conducted in 26 cities with 1000 Turkish Citizens with a 95 % confidence level (KHU, 2016). The study utilizes 2011-2015 data on citizens' confidence on institutions in Turkey.

3. The Model for Structural and Behavioral Responsiveness

This study basically examines the structural and behavioral responsiveness to the citizens. Structural responsiveness was conceptualized with the citizen's satisfaction of bureaucratic structures of the public administration. The field of public administration has been trying to improve the structure of the administration in order to serve citizens better. The system, the culture, and the climate of the structures directly affect the quality of the service which leads citizens' satisfaction. So, each governmental body is supposed to be responsive while serving citizens. The citizens' perception about the responsiveness of the government and its subordinate elements measures the level of responsiveness of the public administration structures.

In addition, behavioral responsiveness was conceptualized with the citizens' satisfaction from public administrators. Public officials are responsible to carry out public services for the citizens. They play crucial role to satisfy citizens with their behavioral capabilities. The friendlier they serve citizens; the better satisfaction will take place. Their power, accountability, leadership styles and skills, their motivation, and expertise shapes the quality of the service they provide for the citizens. The public administrators can be responsiveness to citizens provided that they accountable for citizens and they have sufficient leadership skills and power to serve. So, the accountability and the leadership level of the administrators directly shape the behavioral responsiveness of the public administrator.

4. Structural Efforts for Responsiveness

Different structures exist in the field of public administration. Gortner (2007) categorizes the most important known structures as Weber's Bureaucratic Model, TQM, and formal and informal organizations. Kahn and Katz (1978) also present the open system and close system

models in the organizations. Schein (1985) also defines the organizational culture as an increasing emphasis in the organizations theory. Further, Schein presents the organization culture change model to the literature.

Weber (1924), in his Ideal Type Bureaucracy, presented a bureaucratic model. The ideal type bureaucracy, from Weber's view, is objective, unbiased, neutral, and rational. There are several principles of the ideal types bureaucracy. The system should be based on standardization. Then, specializations should be the basis for the system. There should be a hierarchy structure in the organization. All things should be based on written documents and there should be rules and regulations to manage the organization. Moreover, the office should be free from the ownership.

Besides, Weber (1946) presents the criteria for the selection of the officials. Officials should be appointed not elected. They should be selected based on merit system and employed according to their specialization. There should be wage system for their work. Also, there is a career system that will allow promoting the officials to a higher position based on some requirements. Finally, Weber states that office should be the officials' primary position. Later, Guilick and Urwick (2004) presented PORDSCORB model that suggest planning, organizing, reporting, directing, coordinating, and budgeting.

However, Barnard (1938) offered the theory of organization process focusing formal and informal organizations. Barnard treated organizations as "*a system of coordinated personnel activities.*" Organizations function "*through the equilibrium between contributions and inducements.*" Bernard states the most important functions of the executives is to maintain dynamic equilibrium between organizations and the employees. The executives should be aware of the independent nature of the formal and informal organizations. They should create social and psychological environment in the organization with some incentives. The incentives should be specific or general. The specific incentive is money while general incentive should be employees other social and psychological needs. Bernard also focused on to the leadership and authority in the organization. There are leaders and followers. The authority is based on the acceptance of the orders in the zone of indifference.

In this sense, Follet (1926) presents the law of the situation and emphasizes that executives should not give the orders directly. They should explain and convince the orders. Finally, Barnard, states that the individuals in the informal organizations may function as a communicator and the reinforce of the organizational goals.

Later, Simon developed Barnard's inducement model and focused on the individual's behavior at individual levels and organizational level. The purposes of these models were to make public structures of the public organizations more effective in order to be more responsive to the citizens.

Kahn and Katz (1978), later, presented the open and close systems. Close system does not consider external environment and behavioral issues while open system takes into account all external issues. They indicate that close system is the structural system that focused only internal factors and existed during the structural era. Open system model can understand its

environment and functions effectively. There are inputs, outputs, negative entropy, and issues related internal and external world of the organization. The open system provides a clear analysis of the organizations in terms of the functionality of the system. In order to be more responsive to the citizens, public organizations should have open system characteristics.

Also, Ott (1989) introduces the organizational culture. Organizational culture is based on beliefs, assumptions, characters, values and everything about organization. He indicates that it is essential to analyze today's organization from the organization culture perspective. organizational culture perspective is only a way to look at organization. He contrasts the organizational culture perspective with the structural perspective. "*Their tools are as ineffective as a hummer is for a leaking pipe,*" says Ott. He also states that looking at organizations without organizational culture perspective is like *"watching a three dimensional film without 3-D glasses."* That is, in order to be more responsive to the citizens, public organizations should use the organizational lenses.

Moreover, Schein (1985) presents the organizational change model. There are there levels: *(1) Artifacts and fact, (2) Espoused values, (3) Basic assumptions*. The culture change in organizations is difficult. Revolutionary change and specific change are some of the change methods in the organizations. A newcomer in an organization has surprises and deals to adapt to the organizations. The public managers should be aware of the organizational culture change issues in order to manage organizations more effectively. Moreover, if there is a need to change the culture of the organization for being more responsive to the citizens, the public managers should adopt the culture change techniques.

TQM is also another structure that that existed in the literature. It's a system tat focus on the quality of the service. The system is applicable for both private and public organizations. The system ensures quality before producing a service or product. For increasing the quality, the employees should not be directed. They should have free environment that will cause productivity. Max Weber's ideal type bureaucracy focused on only individuals. However, TQM focus on both group and individuals work for the productivity (Gortner et all, 2007).

From structural perspective, the field paid much attention on design of the PA activities to serve citizens better. The efforts of the field centered on creation of effective structures to be responsive for citizens. Weber's bureaucracy offered a rational structure to create an effective government design to be responsive. Even though it has been criticized by being ineffective and dysfunctional, Weber's bureaucracy has been remedy for PA activities for years. The roots of bureaucratic model are based on rational assumptions to serve citizens.

However, the integration of the bureaucratic model through contemporary needs has been problematic over years and different problems existed. Today, an alternative model to bureaucracy has not been discovered which would keep structure of PA efficient. Therefore, today the model still serves to be responsive for citizens with its limitations. Gullick and Urwick's, Follet's, Barnard's, Simon's, and the rest of the contributors' efforts and motivation have turned around the same purpose with Weber. So, the type of the questions has evolved over time, but the nature of the problems and their solutions have been responsiveness to citizens.

5. Behavioral Efforts for Responsiveness

The roles and responsibilities of public administrators arises the accountability, power and leadership issues. The accountability issue is related to the control system and power. Bureaucratic control mechanism is an important tool for the bureaucracy. These systems ensure the responsibility and responsiveness of the actors. Gortneret all (2007) states that there are two types of control; internal and external control. Internal and external control issue has been questioned by scholars in the field of PA. Internal control is the control mechanism inside the organizations such as performance measurement. External control, on the other hand, is the control mechanism that is done with the external factors and actors such as monitoring, oversight, spy, etc.

Frederic-Finer debate on control summarizes the literature (Streward, 1985). Frederick asserts that internal control is enough for the control while Finer advocates that we need more control elements from the outside the organizations in order to control the actors. The control system ensures the accountability of the actors to the relevant authorities. There are two types of accountability; internal accountability and external accountability.

Internal accountability is being responsible for the internal control system. The external accountability, on the other hand, is being responsible to the external environment such as politics, citizens, and media. According to the Gortneret all (2007), in order to ensure the accountability, public administrators should satisfy the following issues. They should be accountable to the politics. The politics are the actors who are responsible to reflect the desired goals of the citizens into the policy making process. Public administrators should act as a supporter of the politics through this process (Frederickson, 1980). Then, public administrators should be accountable for the budgeting issues. They should publish the explanation of the budgetary actions to the public. Also, public administrators should be accountable to citizens. They should help citizens to state their needs with the collaboration of the politics.

Public administrators are considered as "street level bureaucrats" and their actions are very important in terms of the accountability (Lipsky, 1980). He states that public bureaucrats interact with the citizens directly and they influence them. The way and style of their actions are important. They have discretion to interpret the policies which were produced by legislatives. That is, public administrators should arrange their actions towards the citizens in terms of accountability.

The public administrators are also accountable for the services that are contracted out. Kennedy and Biefilled (2006) conducted a research about the contracting out some of community services to the Faith-based organizations (FBO). He presents some concerns about the responsiveness of the FBO to the citizens, by exploiting some values of the society. He underlined that government is responsible to control their activities and ensure that their activities are responsiveness to the need of citizens.

Moreover, the accountability issue is related to the Principle-Agent Theory. In her study, Dicke (2002) conducted a research in order to test the private sector accountability issue in a

program. She concludes that the stewardship theories can fill the gaps that exist because of being unresponsive and unaccountable if the private sectors' values are the same as public sectors.

Brown and Moore (2001) conduct a research on the accountability of the international non-government organizations (INGO). These organizations do not have a specific citizen group which is principle. They have some responsibilities in their action area. The authors conclude that it is difficult to state a clear notion about the accountability of the INGOs.

The role of the public administrators is also very important in terms of the responsiveness to the elected officials, citizen, and other entities. How should they act? What kind of values should they have? What kinds of shills should they have? These questions recall the issue of the leadership in public organizations.

Leadership has various dimensions. Different scholars perceive the issues of leadership from different perspectives. Lundstadt's (1965) definition on leadership is outstanding: "Influencing the behaviors of others in any group of organizations, setting goals, formulating paths to those goals, and creating social norms in the group" (p.156). The public administrators' leadership skills directly shape the quality of the services that they provide for the citizens.

The leadership issue is directly related to the power. Raven and French (1958) indicates that there are five types of power; *reward, coercive, legitimate, referent, and expert*. Reward power is the ability to compensate others. Coercive power relates to the ability to influence others psychologically and physically. Legitimate power comes from the laws and legitimate sources. Referent power relates to the definitions of others. Finally, the expert power comes from the technical skills and information.

There are two types of leadership styles; transactional and transformational. Transactional leadership uses the structural methods such as monitoring, directing employees. On the other hand, transformational leaders are open to change and they have various techniques which are based on understanding the employees and sharing responsibilities. For the responsiveness of the public administrators, it is essential that they be transformational leaders (Gortneret all, 2007).

In public organizations, there are several executive leadership levels. The first one is executive leadership. These leaders are public administrators who are at the top. The second is managerial and these leaders consist of mid-level managers in public organizations. The third is supervisory leadership. These leaders are the first line managers who interact with the employees. Similar to this categorization, Mintzberg (1987) presented organization structure as follows; strategic apex, operation core, middle line, techno structure, and supporters. Mintzberg, in "The Power Game and Players" indicates that each actor is trying to get power in the management system. He states that people who have access to resources, people who have technical skill, people who have information, and people who have access to people who have these all, are more likely to be powerful in the organization.

Yukl (2002) present several ways to influence others. These techniques should be used by

public administrators in order to ensure accountability in their relationship with the citizens and politicians. First they should act rationally. Second, they should have inspiration. Third, they should create ingratiation to influence others. Moreover, personal appeals are important to influence others. Finally, they should consult and cooperate with others.

Also, Terry (1998) presents the leadership models in the public sector. Qualitative and analytical leadership models focus on statistical and quantitative techniques. Political Management model focuses on the political part of the public bureaucrats. Liberation Management model assumes that public administrators are good people trapped in the bad systems. If the system was good, they would act properly. The market driven management model assumes that public managers should use the market values in their management implementation. Finally, neo-managerial management is a combination of market driven management and liberal management model. The market driven, managerial and neo-managerial management models are the most common models that are used in the today's public sector.

The leadership practice of the public administrators has some limitations. In his study, Behn (1998) indicates that there are several failures that limit the practice of leadership for the public administrators. These failures are civic, organizational, legislative, analytical, judicial, executive, and political failures. The system in these entities affects the practice of the public leaders.

Overall, the field of public administration has basically focused on the behavioral and structural notions in order to serve citizens better. From behavioral perspective, public officials should have behavioral capabilities to serve citizens effective. From structural perspective, the system of public administration should be designed and updated based on the real needs of the citizens in order to provide better services for the citizens.

6. Findings and Analysis

The study conducted a survey in order to examine the citizens' perceptions on responsiveness of the member of parliament, mayor, president, and local headman (N=350). Among the respondents, 52,3 % participants were male while 47,7 % of them were female. In addition, almost 85 % of the participants received at least higher education while 15 % of them received lower education. Table 1 shows the citizens' perception on the responsiveness of the public administration system in general.

Table 1. Citizens' perception on the responsiveness of the public administration system in general

Level		Frequency	Percent	Valid Percent	Cum.Percent
	1 Low	58	16,6	16,6	16,6
	2	101	28,9	28,9	45,4
	3 Mid.	57	16,3	16,3	61,7
	4	89	25,4	25,4	87,1
	5 High	45	12,9	12,9	100,0
	Total	350	100,0	100,0	

The findings indicate that citizens' perception on responsiveness of the public administration is middle (Mean: 2.89). Around 45 % of the participants find the level of responsiveness below the average while only around 38 % of the respondents find the level of responsiveness higher than the average. This means that government's responsiveness to citizens is moderate in Turkey.

The respondents were also asked to rank their perceptions on the level of responsiveness of the Member of Parliament, mayor, president, and local headman from 1 (low) to 5 (high) with a likert scale. Table 2 presents the findings of the analysis.

Table 2: Descriptive statistics of behavioral responsiveness

	N	Mean		S.D.	Skewness		Kurtosis	
	Stat	Stat	Std. Error	Stat	Stat	Std. Error	Stat	Std. Error
Member of Parlement	350	2,01	,053	,996	,713	,130	-,111	,260
Mayor	350	2,46	,057	1,058	,142	,130	-,752	,260
President	350	1,99	,070	1,310	1,039	,130	-,209	,260
Local Headman	350	2,76	,062	1,163	-,033	,130	-,761	,260
Valid N (listwise)	350							

The findings of the analysis indicate that citizens' perception on the responsiveness of member of the parliament is lower than the average (Mean: 2,01). This means that citizens are not satisfied with the behaviors and the actions of the member of the parliaments in terms of their responsiveness towards citizens. Their satisfaction level is almost low according to likert scale. Almost 68 % of the participants find the level of responsiveness of the member of the parliaments low and very low while only around 8 % of the participant find high and higher.

In addition, citizens' perception on the responsiveness is moderate. The level of the responsiveness is around mid-level (Mean: 2,46). This means that citizens find mayors more responsive than the members of the parliament. Citizens find the President's responsiveness lower than the members of the parliament, mayor, and local headman (Mean: 1,99). Around 68 % of the participants indicate that the level of responsiveness of the President is lower than the average. Only around 16 % of participants indicate that the level of the responsiveness of the President is higher than the average.

Interestingly, local headman receives the highest level of responsiveness among others (Mean: 2,76). Local headman functions as the street level bureaucrat at the local level. 36 % of participants find the level of responsiveness of the local headman lower than the average while around 25 % of them find it higher than average. However, around 40 of the respondents view the level of responsiveness of the local headman is middle.

The analysis of the study indicates that citizens' perception on the level of responsiveness decreases from bottom to up, while it increases from top to bottom. Citizens are more likely to find responsive the officials who are closer to citizens. The level of responsiveness decreases through the higher level of public administration positions. Citizens can easily reach to public administrators at bottom level while it is difficult at higher levels. On the one hand, citizens can easily interact and negotiate with the street level public administrators. This leads to higher responsiveness public administrators at street level. On the other hand, they face with some barriers to reach and interact with the high level public administrators. This affects citizens' perception about the responsiveness of the top level public administrators negatively.

The analysis of LSS data regarding citizens' satisfaction on public services presents significant findings for the study. Figure 1 presents citizens' satisfaction with the services of Social Security Institution in Turkey from 2003 to 2015. Until 2009, only individuals benefited from Social Security Services were included for the study. Starting from 2009, all individuals were included whether they benefit or not (TSI, 2016). The results indicate that citizens' satisfaction has sharply increased from 2003 to 2007. The satisfaction level has increased from 40 % in 2003 to 75 % in 2007. However, it decreased to 55 % in 2010 with a sharp increase to 70 % in 2013. Citizens satisfaction level decreased to around 60 % and continues this range through 2015.
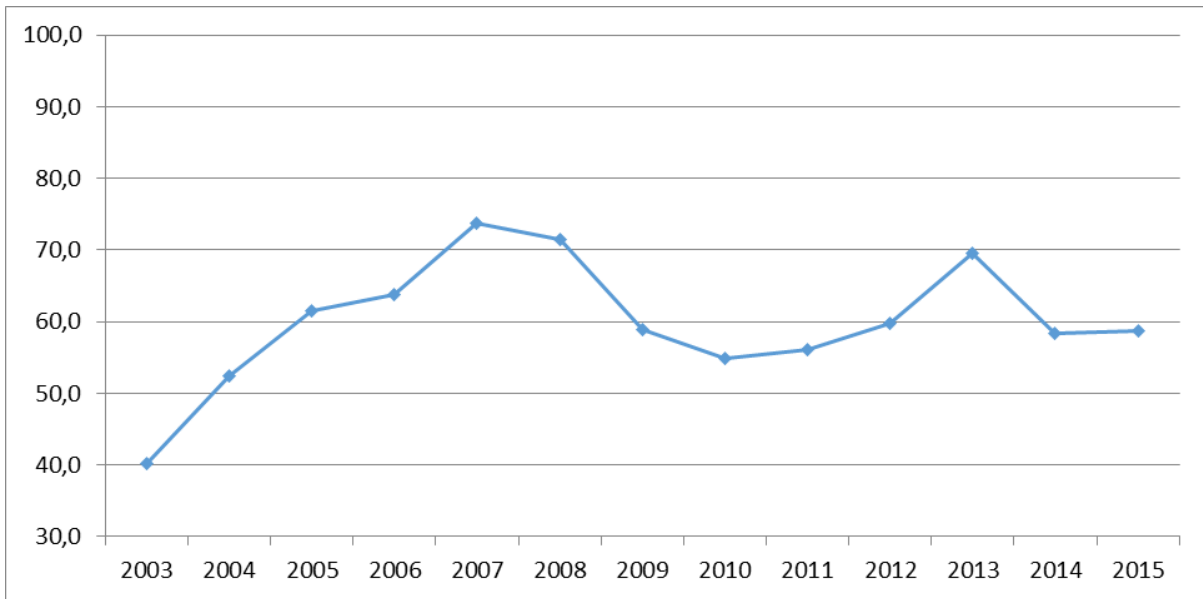
Figure 1. Citizens' Satisfaction with Services of Social Security Institution (%)

Citizens' satisfaction on health services presents a sharp increase from 2003 to 2010. Figure 2 shows citizens' satisfaction of health services in Turkey. 40 % of participants were satisfied with the services in 2003 while it is almost 75 % in 2010. However, the satisfaction rate has remained stable through 2015 in the ranges of 70 %. Comparing to the services of Social Security Institution, health services receive more appreciation by citizens in Turkey.
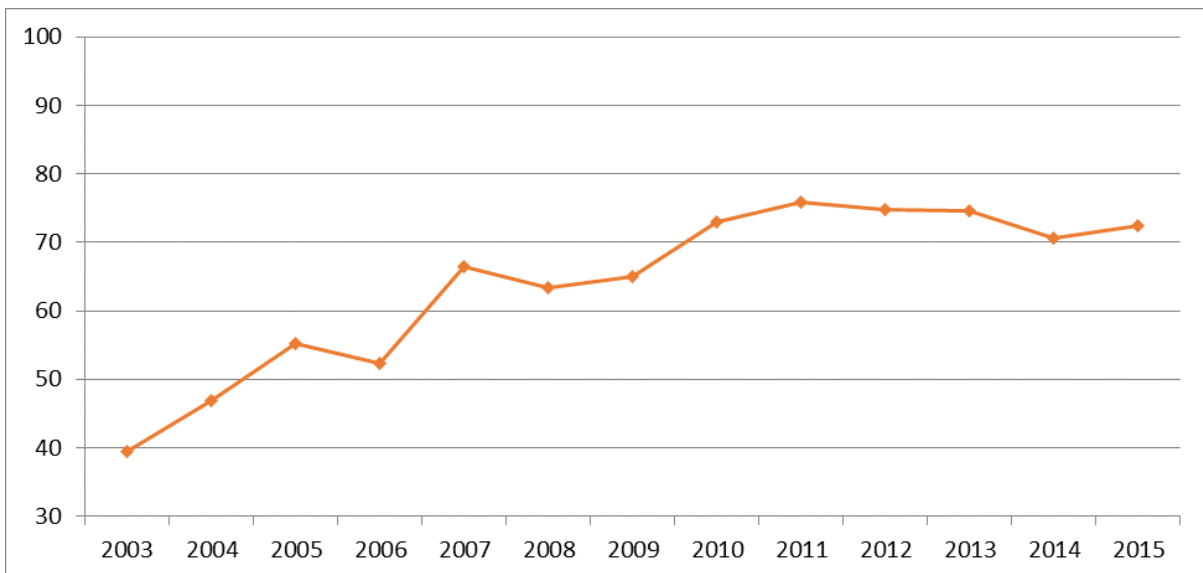
Figure 2. Citizens' Satisfaction of Health Services (%)

Turkish citizens have a moderate level of satisfaction with the educational services. Figure 3 presents the findings of the educational services. There is a slight increase with the satisfaction of educational services from 2004 through 2013. The satisfaction rate was around 50 % in 2004 while it is 70 % in 2013. However, it decreased to below 60 % in 2014 and 2015. Comparing to educational services, Turkish citizens are more likely to be satisfied with
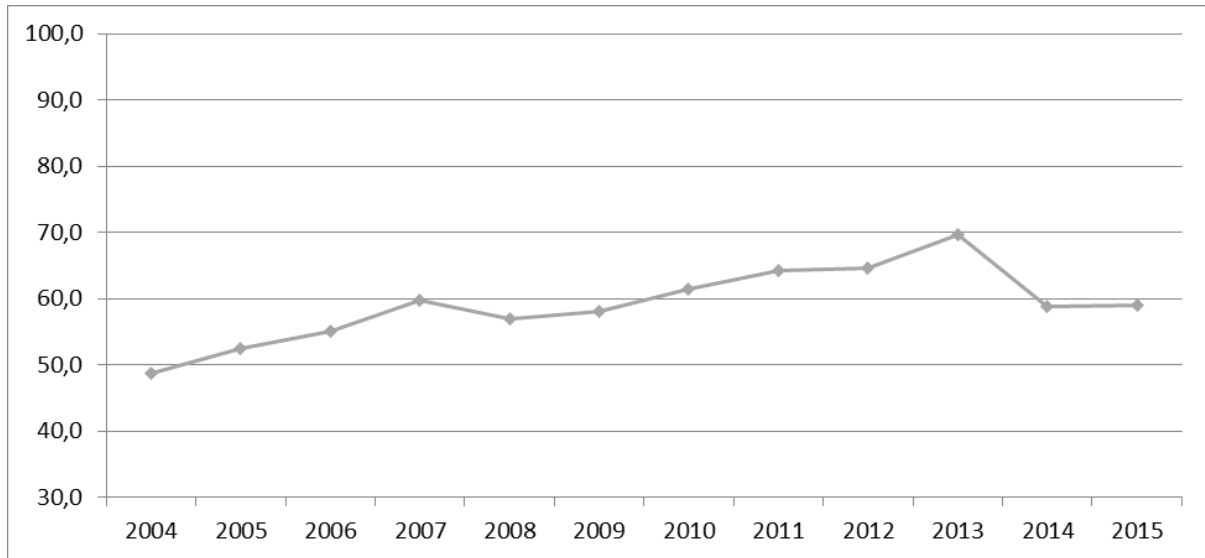
the health services.

Figure 3. Citizens' Satisfaction of Educational Services (%)

When it comes to judicial services, the findings indicate that citizens' satisfaction level in Turkey is inconsistent over years. Figure 4 presents the findings regarding judicial services. The satisfaction level decreased from 45 % in 2003 to 40 % in 2005, increased to 50 % in 2017, decreased to 38 % in 2013 and increases to 53 % in 2013. After 2013, the level of satisfaction goes around 50 % through 2015.
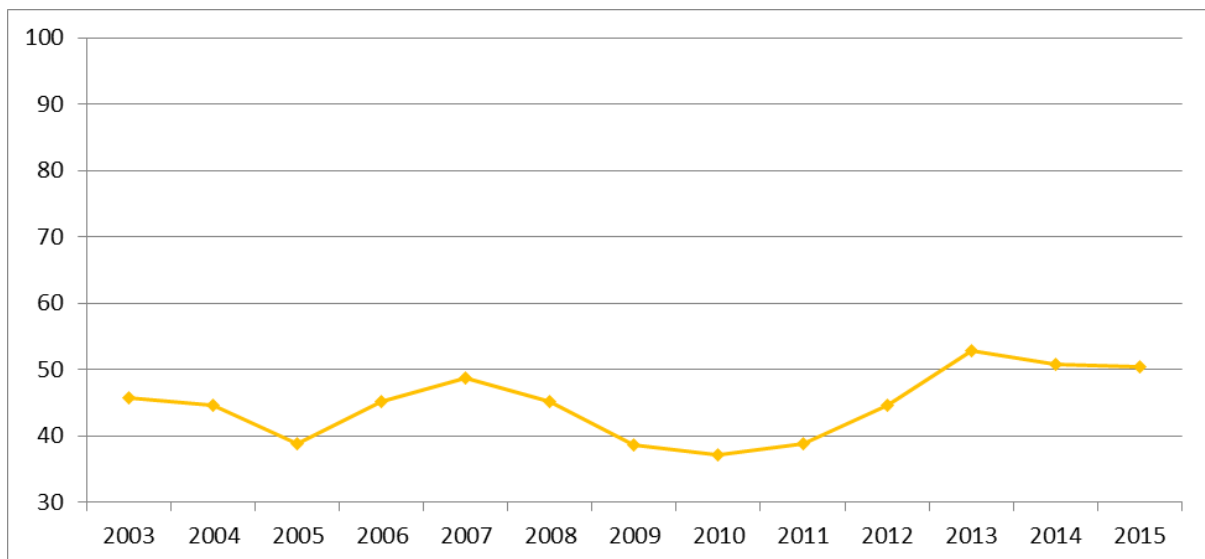

Figure 4. Citizens' Satisfaction of Judicial Services (%)

Public security services have also high level of satisfaction in Turkey. Figure 5 presents the findings regarding citizens' satisfaction of public security services. The results indicate that citizens' satisfaction has increased from 58 % in 2003 to 80 % in 2013 slightly. However, it decreased to 70 % level in 2014 and 2015. Comparing to judicial services, Turkish citizens

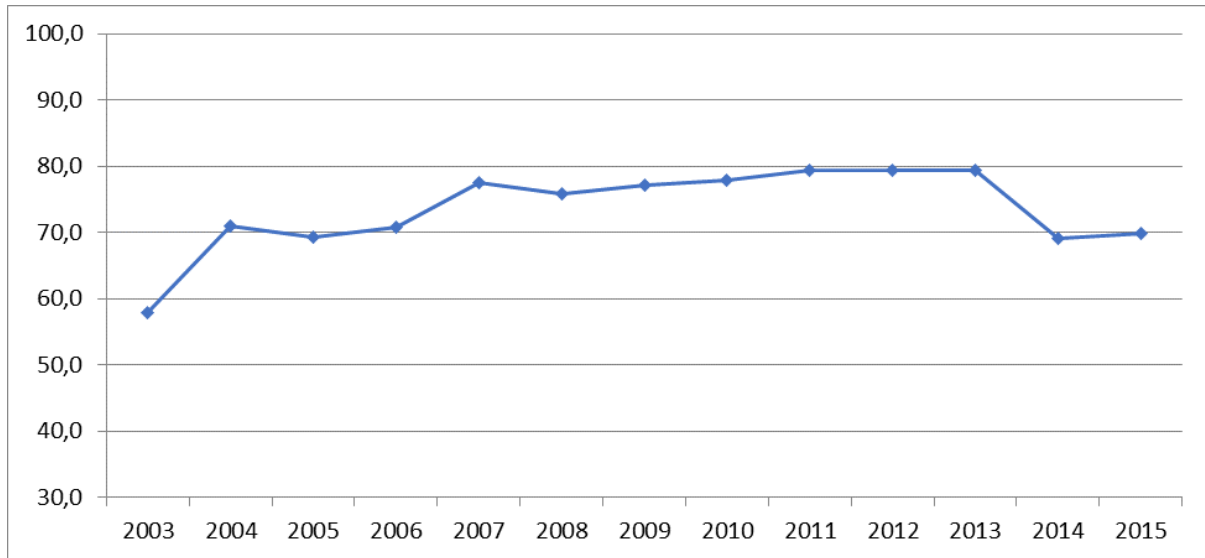are more likely to be satisfied with the public security services.

Figure 5. Citizens' Satisfaction of Public Security Services (%)

Turkish citizens have the highest level of satisfaction with the transportation services in Turkey. The data is available from 2011 to 2015. Figure 6 presents the citizens' satisfaction of transportation services in Turkey. The results indicate that around 70 % of the citizens are with the transportation services in 2011. The satisfaction rate increases to 77 % in 2013 and decreases to 72 % in 2014. This rate increases to 74 % in 2015. Comparing to other public services, the level of satisfaction is significantly higher with transportation services.
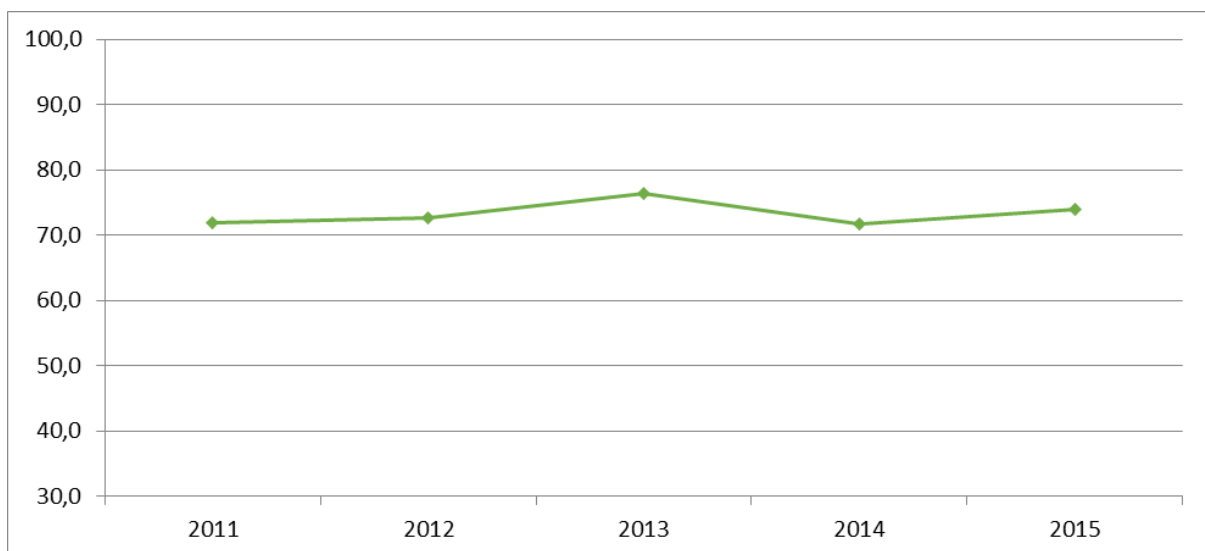

Table 8: Citizens' Satisfaction of Transportation Services (%)

Public services are carried out by public officials. Public officials' behaviors and proficiencies shape their responsiveness. Public institutions also have some characteristics

that influence the quality of services. The officials act based on the system and the structure of the institutions with specific rules and regulations. Therefore, the structures of the public institutions influence the quality of services. Turkish Social-Political Trend Survey-2015 provides relevant data regarding citizens' confidence on institutions in Turkey. The data is available from 2011 to 2015. Citizens' confidence is directly related to the responsiveness of the institutions which draws structural implications for this study. Table 3 presents the findings regarding citizens' confidence on institutions in Turkey.

Table 3. Citizens' Confidence on Institutions in Turkey 2011-2015 (%)

	2011	**2012**	**2013**	**2014**	**2015**
Military	59,9	56,3	51,7	57,7	62,4
Police	52,7	47,3	35,3	39,5	51,9
Universities	NA	NA	NA	37,4	49,8
Presidency	48,3	53,7	40,7	40,5	46,9
Government	NA	NA	33,5	38,2	46,1
National Parliament	36,5	30,5	28,3	31,8	43
Higher Education Council	28,3	25	23,3	26,5	40,1
Judicial	38,8	32,7	26,5	28,3	38,8
Political Parties	25	24,8	21,7	22,9	33,9

The results of the study indicate that the level of confidence is lower that 50 % in 7 out of 9 institutions in 2015. Military and police institutions' confidence levels are higher than 50 % in 2015. Among all, there is a significant decrease with the citizens' confidence in 2013 and 2014 in all institutions. Military has the highest confidence level among all institutions. Confidence level on police institutions was around 53 % in 2011 while it decreases to around 35 % in 2013. Around 40 % in 2014 and 50 % in 2015 of citizens feel confident on universities. The confidence level on government has increased from around 34 % in 2013 to around 46 % in 2015. The confidence level on national parliament ranges around 30s % from 2011 to 2014 and it increases to 43 % in 2015. Military is the first institution on which citizens have the highest confidence with around 63 %, while political parties have the lowest confidence with 34 % in 2015.

7. Conclusion

Serving citizens is an art and science. It is an art since it has a wide range of behavioral

aspects. It is a science since it is based on structural constructions. The field of public administration directly or indirectly arranges its activities to serve citizens better with the instruments rely on both art and science. However, the efficiency and effectiveness of instruments used are subject to evolve through years. The practice of art and science differ but the purposes of both art and science have remained the same: serving citizens better.

The study basically examines the responsiveness of public administrators and institutions in Turkey. In general, citizens' perception on the level of responsiveness of public administration system is below the average but it is acceptable. The responsiveness of public administration increases trough the bottom while it decreases through upper levels. This reminds discussions on the top-down and bottom-up structures.

The top-down school asserts that the magnitude of influence is higher through the higher level of positions since high level administrators have more impact on policy process than their subordinates. On the other hand, bottom-up school advocates that bottom level actors play crucial role while transforming policy goals into practice and they have more impact on policy process than their superiors. Both views focus on to the magnitude of influence to the policy process and this discussion sheds lights on to the findings of the study. The underlying reason why public administrators who are closer to citizens are more responsive than those of who are at upper levels can be explained with this notion. Being closer to citizens increases the interaction and communication with the public administrators which leads to responsiveness. Therefore, it is important to structure and design public administration activities at local level in which citizens would easily interact and communicate with public officials in order to maintain responsiveness. It is clear that responsiveness to citizens decreases through the structures where public officials create barriers between them and citizens. To be responsive, public behavior and structures should consider the notion that "no citizens behind left".

The results of the study indicate that the responsiveness of Turkish public administration is viewed as "acceptable" by the citizens, indicating several ways to improve. The citizens express high satisfaction with the services of social security institutions, health services, educational services, public security services, and transportation while citizens express dissatisfaction with the judicial services. Considering that judicial services are crucial to maintain stability and consistency of the whole public services, the authorities should pay much attention to treat the problems exist with the judicial services in Turkey.

Another significant finding of the study is that citizens of Turkey find the public services more responsiveness than the public institutions. Interestingly, public services are provided by public institutions. In theory, citizens should view both entity same. However, there is a significant difference with these two entities. Citizens experience public services face to face and have much information about the services. Therefore, their perception about the responsiveness of the public services tend to be higher. However, citizens cannot experience public institutions since they are not transparent. Bureaucratic rules and regulations create barriers between citizens and the public institutions. Citizens do not have much information about the public institutions. Their perception about the responsiveness tend to be lower.

Therefore, new instruments should be initiate through public institutions in order to make citizens closer to the institutions. The institutions should be transparent and irrelevant bureaucratic barriers should be demolished.

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