TRANSPARENCY AS A MANAGEMENT LEVER FOR EFFECTIVE DEMOCRACY IN ISRAELI PUBLIC INSTITUTIONS

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Abstract
Transparency is a growing demand of the public from government authorities who responsible of the money of the public. The effectiveness of public agencies depends not only on managing activitie in order to achieve planned results, but also on the level of support, trust and public satisfaction from the stakeholders of public sector. Only by managing the relation between these two components together managing through policy and action will increase the effectiveness of the public sector organisation. This article will discuss public transparency and why it is essential to the mechanisms of democracy in public institutions.

Keywords: Management, effectiveness, transparency, satisfaction, citizen, public administration,

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1. TRANSPARENCY IN PUBLIC ORGANIZATION

Administrative transparency describes the conduct of an organization in such a way that enables access to the organization's databases, such as: financial conduct, protocols, statistics, regulations and laws, memos, open meetings and methods of action. Transparency can be expressed in various strengths, for example only members / employees will have access to all or some databases; and it is possible that also people outside the organization will have access to all or part of the information. Also the duration of time in which information remains published can be changed.

The use of the word transparency generally associates with openness, taking responsibility, communicativeness, self-critique, and the Freedom of Information Law (Erkkila, 2012). Transparency is measured first and foremost by the degree of disclosure, the accessibility, and the availability of information to the public. The meaning of transparency is also in providing importance that the information will be relevant and qualitative, i.e., it provides 2 required updated, understandable, relevant and rich information (Avidar, Sagi & Zoch, 2014).

The main rationales relating to governmental transparency focus on types of information that are connected with supervision of the actions of the government, political processes, and decision-making processes. It is common to mention these rationales mainly in the context of advancing the enactment of freedom of information laws, and their benefits are perceived as public-democratic.

In addition, in the context of open governmental information in the digital world, there is another type of information that has the potential to empower citizens and to enrich their quality of life, even if it does not contribute to governmental transparency in its narrow democratic sense. Accessibility to information in business,

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geographic, legal, social, transport, and meteorological fields can sometimes generate public and economic benefits even if it has no direct democratic benefit (Dekkers, Polman, Velde & Vries, 2006). For example, when the US Transportation Authority decided to make sophisticated information about car safety seats for children and infants as accessible, the information did not teach about the Authority's activities, but it had great value for the public.

Therefore, we will discuss below about the rationales of both types of information: Information, the accessibility of which has democratic benefits and information, the accessibility of which has socio-economic benefits.

2. THE CONNECTION BETWEEN TRANSPARENCY AND DEMOCRACY

We have identified three main aspects that exist in the connection between transparency and democracy: the first is the argument of supervision and control, the second is the argument of ownership - loyalty and the last is the argument of participation.

The first aspect refers to the fact supervision and control is an instrumental argument that considers the confidentiality as a platform for corruption, power, and inefficiency. Therefore, the activity of the public authority will conduct at its best if it will be exposed to the public eye, and the public watchful eye may prevent corruption in the public administration and indicate failures, errors, unnecessary burdens and inefficient conduct of the authority. Each action will be exposed by force (also not in practice) to critique and 3 supervision, and this will deter corruption.

In order for the supervision and control to be efficient, it is necessary to ensure that in addition to the disclosure of information to the public, efficient mechanisms have to be built to correct the errors found in the public authority's work. It is therefore important to ensure that the relevant mechanisms have a real and practical influence. These mechanisms include the internal control measures of the authority, the police, the State Audit, the Civil Service Commission and the courts.

The aspect of supervision and control also relates to the way in which the information is exposed. As more accessible and available the information is presented, so more effective the supervision will be. The authority therefore has to ensure that the information in its possession will be processed in a clear and accessible way, and that as much information as possible will be revealed on its own initiative, without the need for an individual's prior demand.

Transparency and the availability of public information information thus strengthen the legitimacy of the democratic regime and the trust in the democratic institutions, and the openness of the government is perceived as closely connected with the existence of democracy itself (Edes, 2003). The decline in public trust in the government weakens the public's desire to participate in government processes and to contribute valuable source, resources and information for it, to pay taxes and to be integrated into the work of government authorities. Since this is a vicious circle, Joseph Nye argues that "such cumulative deterioration can erode support for democracy as a system of government" (Nye, 1997, pp. 5).

The public's perceptions of the existence of transparency in the society are among the initial conditions for trust in government, and quantitative studies show a correlation between the perceptions regarding levels of freedom and equality from which the public enjoys and the perceptions of the level of governmental transparency, even if such transparency does not exist in reality according to international indices (Mahoney & Webley, 2004). As closer the citizens feel to the

government and public insitutions, so their trust in them increases. New studies regarding the open government through the Internet, which examined the accessibility of information through digital technologies (such as Websites of Government data), showed that, it creates exactly this desired closeness (Bingham, 2010).

The second aspect will are discussing refers to ownership – loyalty. According to this argument the authority is not the owner of the information that in its possession, and holds it loyally only for the public, which is the real owner. According to this approach, all the information in the possession of the authority belongs to the public, and in the absence of any conflicting reason, the authority must disclose all of the public information when it will be requested.

The argument of ownership - loyalty presents some interesting issues in the digital age. The duty to document the actions of the government, which was expressed in the establishment of "government printing" offices in Western democracies at the beginning of the nineteenth century, now reaches another step of the perception of government as a "platform of information".

The information systems that the government creates constitute the basis for extra-governmental social activities that have enormous economic and social value for society. The government's information is perceived as public property not only by itself but also because it serves as an infrastructure, a catalyst and enables social activity, and these are not less important than electromagnetic frequencies, roads, electricity or water networks. This infrastructure represents important material factors for entrepreneurship, which enables the creation of wealth of business and social opportunities.

One of the most problematic barriers to achieving democratic governance in public government is the inequality between citizens and the government in the access to information (Dahl, 2000). The release of information which is initiated by the government provides for every individual citizen information and understanding about the state, strengthens them and their contact with public activities, encourages new market forces towards information processing, and enables individuals to give their personal interpretation to the the government information.

Some argue that at least some of the government information should be presented to citizens in its raw shape so that they themselves will be able to attribute interpretation and context for it and they will not receive the information with government interpretation (Boland & Coleman, 2008). Since the releae of government information reinforces the initiative and use of information by third parties, it can be said that revealing information increases the pressure to collect and present additional information, thereby effectively destroying the perceptions of government ownership of information which is prevalent among some levels of government. One of this is the police institution. Therefore, our research has focused on the police organisations in Israel and the role of transparency on their organisational performance.

The last aspect refers to citizen participation in public government.: This argument indicates that participation in the democratic process - especially in the Knesset (parliamentary) elections - requires a conscious and calculated decision of the citizen (Kello, 2003). A vote that is not based on all the relevant data is not an informed vote. If the election to the Knesset is based on partial considerations, the legitimacy of the government is impaired, since the government does not faithfully reflect the informed will of the people. Therefore, in order to promote informed participation in the democratic process, public information must be disclosed. In order to implement the principle of participation, the public should be exposed to the all information that can be used in its decision to support the party or the candidate.

This argument also highlights the need for proactive exposure of information which is initiated by the public institutions. Often, the public is not aware of the types of information which are held by the authorities and may be useful for them. For this reason, it is appropriate that each public authority will publish as much information as it possible about its activities, in each field that can have an influence on the formulation of the opinion among the citizen.

Connections between information and political decision-making were discussed in detail in the literature. The connection between civilian accessibility to government information and decision-making in the Internet era will also be examined. Downs' economic theory of democracy (Downs, 1957) sets a model of rational choice by citizens of the information they are interested in it. According to him, rational individuals seek to minimize as it possible their political uncertainty (for example, to vote) and seek new information only when for them the marginal product of the new information is higher than the marginal expense of obtaining the information or equal to this expense.

The problem is that many times it is difficult to predict in advance the "value" of specific information, so individuals create a number of "information pipes" for themselves and turn them into their "personal system of obtaining information". Bimber (2003) explains, based on Downs' work, how a floating of public information affects civic engagement in the political life. Bimber argues that we are in the midst of a "fourth information revolution," which means transitioning from a personal system of obtaining information which is based on limited and biased sources (the mass media and a government that is not committed to transparency) to a system with more and more extensive information channels, in which on the one hand, the information environment is comprehensive, and on the other hand it is more adapted to the needs of the individual. Bimber also considers that the information revolution will create a new type of political activity and engagement: the activity of middle – private citizens who are not "the masses" on the one hand and not the elites on the other hand.

Transparency is perceived as useful for understanding public preferences, for promoting governmental accountability, fairness and justice, and for building public trust in government and the democratic process (Laurian, 2004). In addition, they have the practical advantage of reducing time consuming processes resulting from public objections.

3. RESEARCH METHOD

When it comes to public organization that is authorized to use force and to deny freedom of the citizen, the issue becomes more relevant than ever. From the perspective of the police it is required for more transparency on the part of citizens. But also transparency does not guarantee their trust. One of the problems that arise are discriminatory attitude towards minorities that stimulates occasional media storms that indicate a lack of professionalism, a lack of transparency and inconsistent with accountability.

The current research questions try to examine how the police will be able to improve its performance on the one hand and to contribute to a sense of trust of citizens to the police mechanism and to improve its image in other hand. The current research includes four questions are central to the discussion. The one releating to transparency is the following: Is there a high level of transparency in the Israeli police organizations?

The purpose of public reporting is to increase the enforcement and the public involvement. The externalization of police data and of knowledge will also assist to increase the awareness for the various events and diverse police activity, and increase, as a sub-product, the rates reports to the governmental authorities.

The model presents one of the basic premises of my research: transparency of police (independent variable) will lead to better performances (dependent variable). The fundamental basis of the report is that the creation of transparency will lead to high satisfaction of citizens.

We have formulated the following hypothesis: There will be found a positive relation between the transparency in the police and the performances of the policemen. As the policemen will feel that the police encourages fulfilling of the standards of transparency, so the level of the performances of the police will be higher. We used a questionnaire with several parts. The part inquiring about transparency in police work had 5 questions and that about performance 6 questions.

370 questionnaires were distributed by the Israel Police to officers and policemen with the aim of confirming of the research model during the year 2017. A total of 284 questionnaires were collected and returned to the researcher, representing a rate of response of 68%. The research system included the use of geographical clusters. The division was done according to the districts of the police, North, South Central, etc. when each area conceptualizes a cluster, in each cluster policemen and officers were sampled.

A total of 284 policemen responded to the questionnaires, of which 58.9% were men and 41.1 were women, 82% were policemen, 18% were police officers. The average age of the respondents was 27.5 years, when the youngest age was 26 years and the oldest age was 42.

4. RESEARCH RESULTS AND DISCUSSION

There was found a positive correlation between police transparency and police performance. The "transparency" variable has a moderately positive correlation to organizational performance ($r=0.26$; $p <0.05$). This means that as higher the level of transparency in the organization, so higher the organization's performance. As more policemen will feel that the police encourage compliance with standards of transparency, so higher will be the performance level of the police and this confirms the hypothesis H1.

The analysis in this study shows that regardless of the actual conditions, the Israeli Police still does not efficiently demonstrate transparency. Various police departments approached the issue of procedural justice in various ways. Some provided structured training to their personnel and created procedures that are designed to ensure certain standards of police contact with citizens. Others have reexamined the acceptable policies and procedures in order to determine whether they are biased. Some police bodies have also taken steps to ensure that each person in the organization understands the procedures and the processes well.

Expanding of the procedural justice and the transparency means that the Israeli Police should do a better work in order to assist to the public to understand what the police do and how it acts, and thereby enable it to assess the organization based on established knowledge. The Israeli Police has already taken several steps to that are designed to explain to the public its procedures and decisions, and to establish a system that will ensure better transparency and public accountability. The results indicate also that further improvements are possible and that the rewards will be

expressed in terms of increasing public satisfaction, better policing results, and more efficient policing in Israel.

5. CONCLUSIONS

In recent years, the discussion of the challenge faced by public representatives and public sector managers to act according to criteria transparency is intensifying. Open governmental information also contributes indirectly to good governance because it reduces the need for governmental regulation (Alshuler, 2012). When the public has a lot of information to evaluate the goods and the services, the economic markets function better and the need for government involvement decreases. The cost of sharing information (or even collecting information) is lower than regulation. It is now clear that transparency is one of the major levers of public policy in the twenty-first century.

We recommend to the managers of Israeli police to elaborating a complex action plan, to allocate needed resources for its implementation in order to increase transparency, responsiveness and improve community relations of the police and ensure the publication of detailed data about crime rates and police performance. Israeli public appreciates the police when it succeeds or acts to improve its performance, although this assessment is only given when the public is aware of the police's efforts and achievements through increased transparency about police procedures, about their success and failures. On the other hand, when there are failures or events that are perceived as failures, the public discourse immediately returns to deal with the helplessness of the police. This is despite the fact that the policemen and the police officer in the present study assess the performance of the police as very high.

Promotion of the transparency may improve the efficiency and productivity of central government services by means of comparison and informationbased supervision; to change social relations by empowering individuals and communities; to motivate economic growth.

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