The objective of this study was the exercise of power and the politics related to it in the reform and change processes that have been carried out in a bureaucratic organization that belongs to the public administration. The study attempts to find out what happens when reforms deal with paradigmatic models of activity that are related to bureaucratic procedures, and which factors activate resistance to change and in what conditions activity based on rational decision-making is maintained.

This is a multiple-case study. The cases (4) dealt with the core functions and supportive functions of the Finnish Defense Forces. The basic material of the cases was formed out of notes the author had made on personal experiences; the notes have been supplemented with relevant document material. The cases took place between 1987 and 1999. Bureaucracy theory was used as the theoretical framework, and on this basis the cases were analyzed from four different viewpoints: rational and incremental viewpoints and the viewpoints of power and interpretation.

The cases showed that the better a reform can be justified with the help of the prevailing organization culture, the better the reform is accepted. Concerning the behavior of the actors, the study showed that officials, using various political and administrative channels, tend to try to break up decisions unfavorable to them. The institutional power exercised by the highest body of officials, allied with different interest groups, proved to be a strong opposing force to a minister exercising political power. The intertwining of rational strivings and bureaucratic politics meant that decisions in the change processes described by the cases began to turn into random outcomes of "various games". The organizations being studied acted strongly to interventions directed at their areas of operations. In all cases, an influential characteristic turned out to be interpretation and the incremental progression of changes.

The cases can be seen to have shown that in reforms directed at the paradigmatic models of activity in the defense administration a successful execution requires the ability and means to penetrate three paradigmatic walls that reject change. These walls are the wall of bureaucracy, the wall of military culture and the wall of professionalism. In the rational progression of the change process, a critical factor was found to be the top leadership's shared view of scenarios, visions and strategies as well as the principles of the management of change.

The study showed that when reforms touch upon paradigmatic models of activity related to bureaucratic procedures, the generation and management of a reform project without the commitment of political decision-makers and the top body of officials brings with it phenomena and procedures related to bureaucratic politics. The cases also show that in change situations there is reason to pay attention not only to structures and organizations, but also to the attitudes of the individual and also that a change situation must also be approached from a psychological point of view.

The development of change management in the defense administration requires the finding of the means and tools needed to break the prevailing paradigmatic walls and procedural reforms related to the execution of change. The study showed that when managing deep-reaching changes that touch upon the entire field of administration, the behavior and activities of the minister become decisively important factors. The minister can therefore be seen as a value leader and in this role he must become strongly involved in the game of bureaucratic politics played by officials.

Avainsanat-Nyckelord-Keywords
change
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strategia management
defense administration
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| Muita tietoja-Övriga uppgifter-Additional information |