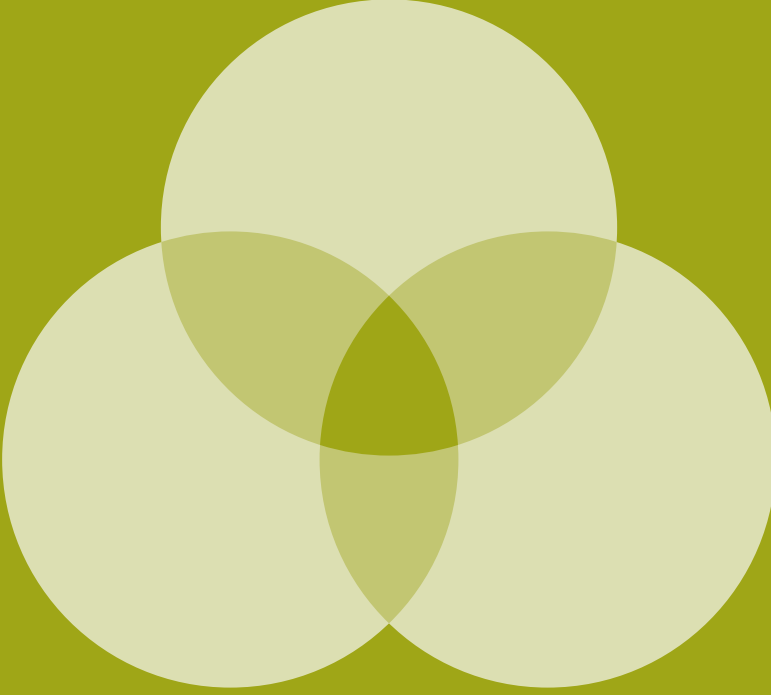# GOOD GOVERNANCE: IMPROVING QUALITY OF LIFE

PREPARED FOR PUBLICATION BY:
FİKRET TOKSÖZ

TESEV
PUBLICATIONS

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TESEV

**Türkiye Ekonomik ve
Sosyal Etüdler Vakfı**

**Turkish Economic and
Social Studies Foundation**

**İyi Yönetişim Programı
Good Governance Program**

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Socio - Economic Development Maps, Public Expenditure Analyses, Service Satisfaction Surveys were written respectively by Fikret Toksöz, Hasan Karacal, Ethem Yenigün and Çiğdem Timurçin. Introduction and Conclusion are authored by Dr. Yılmaz Argüden.

Foreword

The word 'governance' became common currency everywhere including Turkey. This concept which entered our vocabulary with 1996 İstanbul Habitat II Conference, encountered great resistance. Certain people claim it was unnecessary to create a new term such as governance where there is already a corresponding word for that concept, that is government. Etymological reasons are put forward to support these claims. Others claim that ideologically speaking, governance is the imposition of the forces of globalization.

It is normal for such new terms to encounter great objections. If, on top of that, the meaning and content of the term is not clearly understood, these objections prove even more resilient.

Good governance is a new approach that includes all the principles necessary for the consolidation of democratic management. These principles can be stated as participation, transparency, accountability, effectiveness, consistency, fairness and rule of law.

Lately, many segments of society including public managers and intellectuals and even political representatives suggested using the principles of governance for solving problems encountered in public administration. Besides them, individuals and civil society organizations try to get information from public authorities and try to hold them accountable. For them, good governance is the ultimate principle that will make these organizations more important actors in social life.

Seeing the common usage of good governance, TESEV decided to change the content of the book prepared initially to publicize the results of our project "Good Governance: Improving Quality of Life". Consequently, there emerged this study which comprises of two books.

The first part of the book is made up of three parts. In the first part, the meaning of governance is explained. In the second part, the transition from government to governance in Turkey is depicted. In this section,

the modern government is assumed to have emerged with Tanzimat and the passage to governance is explained in two stages. The first stage is the period from Tanzimat to the Republic. In this stage, the formation process of civil society is evaluated as well as the consolidation of public authority. With the same method, the period from the Republic to the present day is also evaluated. At the end of the first book, problem areas related to governance and new developments are mentioned.

The second book comprises of the explanation and the results of TESEV's "Good Governance: Improving Quality of Life" project. The details related to the development of project tools namely "Socio-economic Development Maps, Public Spending Analysis and Social Satisfaction Surveys" are shared.

This study was prepared as a manual for local authorities, civil society organizations and citizens interested in the topic with an aim to make the term clearer and to facilitate the debate on the concept. For this reason, the methodology developed for scientific studies were not employed in this book. To facilitate an easy reading of the book, extensive bibliographies and footnotes were evaded. While preparing the book, all the relevant literature in Turkish was surveyed. There are many valuable studies on the historical development pattern. The sources and the internet sites used were mentioned at the end of the book.

There are studies on this concept in the scientific world as well. The issue of good governance is becoming more prevalent with the efforts of scientists, politicians, public managers and civil society organizations. It is pleasant to see a rapid progress in this field in Turkey.

Even before the emergence of the idea of public management reform TESEV has shared its opinions and research with the wider public. With the initiation of Public Sector Reform in 2002, TESEV accelerated its efforts in this realm. This study is the fruit of the firm approach of TESEV. The contributions of TESEV in this field have been supported by governments, political parties, media, universities, civil society organizations and public authorities. I would like to thank for the support we received at every stage of this project.

Fikret Toksöz
May 2008

Introduction

Today, individuals' urge to shape their future collectively is greater than ever. Their quest for new ways of governance is leading to fundamental changes whereby individuals, private and public institutions try to harmonize their diverse interests through complicated interactive decision making processes. While the relationship between citizens and public administration is being restructured in today's world, the concept of "governance" is also going through a transformation. The new "governance" concept entails a mutual interaction between the government and the citizens.

"**Governance**" signifies a transformation from a type of relationship where one side governs the other to a set of relationships where mutual interaction takes place in order to make desirable choices for the citizens. Thus, governance forms the political, economic and administrative power that societies use to administer their activities. It involves the mechanisms, processes, and institutions that citizens, groups and societies utilize in joint decision-making and implementation, in expressing their interest and in fulfilling their obligations as well as solving conflicts. In this context, governance points out to the nature of mutual interaction among social actors as well as between social actors and public administration, and it contains the meaning of "joint government".

In the past, the issues affecting public life have used to be decided jointly by those with a right to vote. **Democracy**, which could be considered as "**participatory**" in this understanding, eventually turned into "**representative**" **democracy**; because both the number of participants, and the complexity and diversity of the decisions have increased. However, as the interests of the representatives did not overlap with societal interests from time to time (the 'agency problem'), and as willingness of the citizens to participate in decisions influencing their lives have increased with the technological developments in the field of education and communication, this trend has been reversed in the 21st century and a new form of participatory democracy started to gain importance. Hence, **civil society**

organizations have started to play a role in taking societal decisions together with the elected.

Success in public policy making would be increasingly difficult, if one misses the meaning of this transformation. This is so, because the civil society organizations are instrumental in shaping the standards, in the gathering and dissemination of the information that feeds decision making, and problem solving, and more importantly in realizing participatory democracy. Nevertheless, it should not be overlooked that the role of civil society organizations is not to take the place of the elected or the public organizations, but to challenge them in order to support and improve their functioning in a participatory manner.

The main elements necessary for good governance are; **consistency** (predictability), **responsibility, accountability, fairness, transparency, participation** (subsidiarity), **effectiveness** and **adherence to law**. In the new millennium, societies demonstrate and experience highly creative and efficient forms of governance and they learn lessons from them. In this context, a new type of citizenship consciousness emerges. This new citizenship consciousness symbolizes a new identity that acknowledges its own problems, demands higher standards but at the same time plays an active role in the formation and realization of these standards, that creates solutions from within and that forms the necessary structures for this purpose.

Good governance takes place at four levels in societal life: 1) Public level, 2) Private sector level, 3) NGO level and 4) Individual level.

Good governance at the public level depends on the ability of state organs and public service organizations to encourage participation. It also depends on a consistent, transparent, and accountable public administration that ensures the fairness and effectiveness of decisions and their implementation. The cure to almost all problems that we face in the society such as corruption, inefficiency, and improvidence is to fully adopt and implement the principles of good governance. Civil society organizations may assume a very important role in such a process. By cooperating with specialized civil society organizations, the state would be able to deal with national issues in a manner that enhances the trust in its institutions.

Secondly, good governance at the private sector level may be realized through two interlinked channels. On the one hand, corporations themselves apply corporate governance and in line with that they realize transparency, accountability, participatory form of management, effectiveness and efficiency in their own management structures. On the other hand, by allocating resources for social responsibility projects, they encourage their personnel to donate a part of their time for the activities of civil society organizations through these projects. The Corporate Volunteers Association that has been established by some of the leading corporations responsive in this field provides support for the development of social responsibility in Turkey.

Thirdly, when the civil society organizations apply good governance principles in their own operations; that is the principles of "Total Quality Management", and choose both their own personnel and recipients of their services based on merit-based processes, they become more effective in entrenching good governance principles in the society. In Turkey, civil society organizations which participate in public sector decision-making mechanisms through Local Agenda 21 play leading roles in this field.

Lastly, individuals carry an important responsibility in the realization of good governance principles. At the personal level, every human being is a consumer, a citizen, and also an individual with social responsibilities. Adopting good governance principles such as consistency, responsibility, accountability, fairness, transparency, participation and effectiveness while fulfilling these responsibilities will contribute to the development of all sorts of institutions – including civil society organizations – and to increasing social welfare. In that way, more effective utilization of the limited resources will be guaranteed. Therefore, each of us should demand good governance as a citizen from the state, as a client from the companies and as an individual from the civil society organizations while at the same time trying to become models as individuals practicing these principles. We should not forget that the solution starts from within.

There are certain preconditions for increasing participation which is the basis of good governance: (i) creation of processes open to participation, (ii) bringing together the civil society organizations which will ensure effective participation, and (iii) making sure that participants have access to information and that necessary training for meaningful participation

is provided. The "**Good Governance Programme**" is one of the priority work areas of **TESEV** and it is aimed at (a) improving the quality of the strategic planning processes of local governments for the realizations of subsidiarity and effectiveness principles; (b) establishment of organizations and processes for increasing participation; (c) creation of methods to increase accessibility to information necessary for ensuring meaningful participation with the principles of transparency, accountability and consistency and enabling the systematization of information to provide input to public decision making.

For this purpose, TESEV works with the understanding that it is important to base the processes to be followed in the formulation and implementation of public policies on certain principles in order to realize participation. The **objective of public policies** has to be **increasing the welfare of the public**. For example; the EU Consumer Policy documents state that "the EU takes all its decisions in order to increase the welfare of the consumers". In addition to that, policies should not provide **unbalanced benefits** to **any segment of the society** (the benefits should be distributed fairly and equitably), and therefore they should be shared with the public in a transparent manner.

Taking **participation**, **predictability**, and **transparency** into account in the formulation of public policies ensures their legitimacy. **Only in this manner, public policies will turn out to be citizen-oriented and effective**.

That is why; we need to perceive public administration reform **not only as a legislative process**, but also as a project of **cultural transformation** at the same time. We should keep in mind that for such a cultural transformation, resources need to be allocated to civic education, intensive communication, and rewarding according to success and merit.

Laws should indicate not what can be done, but only what cannot be done. The policies developed for an effective implementation process need to be realized with regulatory legislation and **such legislation needs to be shared with the public as a draft text prior to implementation**. Effectiveness of the implementation of secondary legislation (i.e. declaration, statue, regulation) is increased if it is prepared not by the bureaucracy unilaterally, but with the participation of civil society organizations.

In order to ensure the effectiveness of participation of civil society organizations, draft texts need to be based on scientific research and studies, and in fact, more than one research and publication needs to be utilized in the preparation of the draft. To make sure that sufficient level of opinion exchange takes place on draft texts that are based on sound research, they need to be opened to the public and people need to voice their opinion transparently in appropriate platforms. In such platforms where different opinions are shared, decisions need to be taken according to evidence supported with a rational approach, rather than simply according to who has the political majority. That is why, one of the most important factors that **determine the effectiveness of civil society organizations** is the **preparation of scientific studies** to provide input to the process of policy formulation.

To be effective and fair, it is useful to start the implementation after a **transitional period** that is long enough for relevant parties to adapt themselves but at the same time short enough not to delay the realization of the policy.

Since it is not possible to improve performance if it is not measured, it is also important to carry out periodical **impact analyses** of the adopted policies and to share the results with the public.

The quality of participatory democracy is increased with the quality of the feedback provided to the policy formulation process and with the prevalence of participation.

The participatory approach required by good governance can become effective and efficient in the societal sense only through the adoption of a "national education" system that is accessible to all and focuses on the rights and responsibilities of citizens and actively encourages the citizens to participate in decisions that influence their lives.

One of the major projects of TESEV, which is a leading think tank in Turkey working in the field of good governance, is "Good Governance: Improving Quality of Life: Building Civil Society Capacity for Effective Local Service Delivery." This project is financed by a grant provided by the Japan Social Development Fund through the World Bank. The objective of the project is to develop examples for citizens to participate in the decision-making mechanisms in order to improve the efficiency and effectiveness of

the utilization of public resources in Turkey and to disseminate these examples.

Taking managerial decisions in line with strategic plans, realization of these plans in a participatory manner and monitoring of the developments by the citizens being affected by these decisions, increases the quality of decisions taken by the public officials. That is why, this TESEV project aims the **realization of provincial strategic plans in a participatory manner** whose preparation has become compulsory with the 'Local Government Reform'

As it is highly difficult for every citizen to participate in every decision-making process directly, it is important that well functioning civil society organizations are developed in these provinces and that their management capacities are developed so that they could be the agents of participation. However, even if there exist civil society organizations ensuring participation, there are two more requirements for the decisions to be taken in a participatory manner: (i) public officials that use public authority in the provinces such as governor and mayor should encourage participation by demonstrating a **management approach open to participation**, and (ii) the process on **how** the elected and the appointed managers who are authorized to take the final decisions **with regards to** the utilization of public resources will collaborate with the representatives of civil society organizations should be clearly formulated.

Therefore, this TESEV project aims to create best practice examples in developing local strategic plans in a participatory manner and in overseeing the implementation of policies according to the priorities of these strategic plans.

Information is necessary for the improvement of the quality of decisions. For this reason, three main studies are carried out within the scope of the project: (i) **socio-economic development maps**, (ii) **public expenditure analyses** and (iii) **public service satisfaction surveys**. All three tools provide critical inputs to form the basis of participatory strategic planning. Socio-economic development maps help to understand the existing situation in each province concerning essential issues such as education, health, security, and income. Public expenditure analyses lay out how resources are allocated by the public to each province or to each mahalle (neighborhood) for the provision of public services. Finally, public service

satisfaction surveys are used to determine the level of citizen satisfaction through independent surveys in order to identify the priorities of the community.

In developing and utilizing these tools, it became apparent that unfortunately many public officials are not aware of the total expenditures and its distribution in their province by beneficiary and by development area. This is due to the fact that along with the budgets of the special provincial administration and the municipality, public resources are transferred through very different channels such as green card payments, scholarships provided by the central government, social security payments, and there is no coordination or consolidation of results. Therefore, the Turkish public expenditures are not analyzed or reviewed by their results or by their beneficiaries, rendering it impossible to improve their effectiveness.

To make sure that the information obtained at the end of these studies are **easily understood** by the citizens, both the existing situation and the expenditures are reflected visually on maps demonstrating their distribution in each province according to mahalles (neighborhoods). As a result, the decisions in strategic plans on which services and on which areas should be given priority are being based on sound evidence that is easily shared with all participants to the decision processes.

Presentation of the information in a **comparative method** is a tool to ensure **continuous assessment**. In this way, the differences in effectiveness observed among provinces and mahalles (neighborhoods) concerning important issues such as education, health, and security may be opened to discussion by the citizens and hence, effectiveness of public resources could be increased through learning and in line with the priorities. In this context, the right to access information is an important tool which will facilitate the supervision of the implementation of strategic plans by the public.

The 'Good Governance: Improving Quality of Life' project of TESEV aims to create best practice examples which will be able to form the basis of improving transparency and accountability by supporting the participation of the public to government and consequently, aims to achieve a better response to citizens' needs. **Good governance is the main methodology to improve the quality of the decisions taken and therefore to improve the quality of life through more effective use of public resources.**

Book I
Government – Governance

Public administration emerged with certain objectives such as providing for the common needs of the public, ensuring the security of the country, effective delivery of basic public services, etc. Especially with the adoption of the nation-state model in the 19th century, states necessitated a new type of structure and organizational system for the application of law and for the protection of the country and the order. In this new system which forms the basis of the contemporary public administration concept, states established a form of government that would ensure effective and rational utilization of available resources, provide services to citizens and protect the country.

Alongside this new public administration concept, there also emerged a political system where citizens, as electorates, delegated their power to the parliamentarians. This concept of government and democracy involved government through elected representatives, that is to say, voicing the needs and demands of the public to the **public** administration through these representatives. In this system, public administration acquired a hierarchical structure in which it is held responsible to the organs within the state structure only and an absolute separation occurred between the government and the governed.

Starting from the second half of the 20th century, in line with the technological, social and economic developments in the world, certain transformations have also begun to take place in the government of states. It has been observed that, representative democracy through which citizens, as electorates, delegated their power to the parliamentarians, also entered into a new phase as a result of a series of developments.

Developments that Led to Governance

Globalization – Localization

Globalization, which is used to explain the economic, social and techno-

logical transformation that started to take place in 1980s, has had impacts on many areas of life in a number of dimensions.

If we consider the issue from an **economic** perspective, we can point out to a new era in which national economies and policies have started to become affected by international financial fluctuations that accelerated in 1980s with multinational companies increasing their production and their influence in the world in general. In this process, countries became more interdependent in economic terms.

In 1990s, thanks to the new mobile communication technologies that emerged with the creation and dissemination of internet infrastructure, globalization acquired a **technological** dimension.

From a **social** perspective, globalization has brought people and communities living uninformed of one another in different locations closer and increased their level of awareness of each other.

In this new era where access to information is much easier compared to the past, new concepts related to democracy and government have also started to be discussed and governments started to be questioned and evaluated in terms of factors such as transparency, openness to information sharing, accountability, etc. In the globalized world, rather than a uniform understanding and a structure that brings together all the countries within the framework of this understanding; there happens a transition to a system in which individual instead of the society and local instead of the centre gains more importance. In this period which is also referred to as **localization**, groups such as women, environmentalists and the handicapped demonstrate leadership in new social movements. With this new form of political participation which is also described as the postmodern discourse, the relationship between the individual and the state takes a new format and government is replaced with governance.

Changes in the Process of Political Participation

Especially after the 1980s, various surveys conducted in Western democracies demonstrated that there is a considerable decrease in the confidence of citizens in certain institutions. While confidence in state institutions such as the police, the parliament, legal system and the army has been showing a serious decline from the 1980s to the 1990s; it is seen that

confidence in non-governmental institutions such as the private firms, media and the church has increased. In addition, participation rate to the elections has also decreased in this period together with rates of active involvement in political parties.

Similarly, percentage of citizens who state to be interested in politics in their daily lives was considerably low whereas the percentage of those who think that the direction of the country cannot be changed with the existing political mechanisms was on the rise.

New Middle Classes and New Social Movements

Since the beginning of the 1990s, increased urban population and economic and technological developments have influenced the forma-tion of new middle classes and unconventional forms of new social movements have started to emerge. These movements that focus on issues such as women's rights, environmental sensitivity, human rights, etc. have also affected the new public administration concept.

Together with these developments, political participation ceased to be limited to voting from election to election and acquired new dimensions with masses demanding higher levels of participation to government. Citizens' interest in issues that affect them in their daily lives such as education, health and local services has increased with the visibility of these unconventional forms of social movements, boycotts, meetings or similar activities; and participation to such activities has increased.

From Citizen to Stakeholder

In line with these developments and with an aim to take the needs and satisfaction of the public into account, there have been some efforts in various countries that transferred certain concepts used in the private sector to the public administration. For instance; a new public adminis-tration concept has emerged which perceived the citizen as a customer and put customer satisfaction in the forefront. However, this concept was criticized by many groups on the grounds that perceiving the individual as a customer separates the individual from its political identity and its role as a stakeholder.

In this process, without disregarding the citizenship bond of the individual, a new understanding that accepts the individual as a partner of the public administration gradually started to be established. This new status of the individual is referred to as "stakeholder". Consequently, the status of the individual in government that was laid out as "partner" in the Rio Summit convened in 1992 has turned into "stakeholder", especially with the İstanbul Habitat II Conference. As a result of these developments, instead of a type of public administration that perceives the relationship between the state and the citizen mostly as hierarchical, the concept of "governance" has emerged which denotes joint decision-making by the public administration and the stakeholders, and where the public administration is accountable also to the individual alongside the state.

Public administration within the concept of governance entails a cheaper, high quality and effective service provision as well as participatory, accountable and transparent government.

What has changed?

The table below demonstrates the differences between traditional forms of government and the concept of governance:

From Government to Democratic Governance

Development Of Democracy	Direct Democracy (Athenian Democracy)	Representative Democracy	Good Governance	Democratic Governance
Source of Power	Land → People	Election	Inclusiveness	Consensus
Right	Full access	Vote	Participation	Communication / Information exchange
Power	People	Elected representatives (absolute)	Transparent	Shared

Subjects	Active (in real sense)	Passive	Active (through institutions)	Active (through deliberation)
Conflict	Resolved	Sustained	Conversed	Transformed
Problem Definition	Internal to citizen	External to citizen	Joint	
Decision-mak-ing	Simple majority	Exclusive to elected	Influenced by interest groups	Consent
Representa-tion	Individual	Political groups	Stakeholders	
Information Exchange	Sufficient	Limited	Improved	Full
Participation	Natural	Peripheral	Inclusive	Transformative
Communica-tion	Open	One-way	Improved one-way	Multi-lateral
Implementa-tion	By people	By institutions	By institutions (system open to people)	By institutions (system designed by people)

What is Governance?

Governance means governing together.

Governance in public administration indicates that the decision-making process is carried out in cooperation with the participation of all stake-holders and that managers act in a conciliatory, transparent, accountable, effective and responsible manner. In other words, government is run not only by a group of elected but also with the involvement of other types of groups such as civil society organizations, professional chambers, private sector organizations, universities, etc. Within the concept of governance, it is expected that the managers take decisions in ways open to the public and that they involve all stakeholders into the process while demonstrating a government model based on information and consensus.

According to the Special Ad Hoc Committee Report on Good Governance in Public Administration prepared by the State Planning Organization, governance is; "… a concept used to define an understanding which is based on the mutual cooperation and consensus of all societal actors instead of the classical hierarchical government concept that was based on top-down dominance of the central authority, which brings participation and civil society organizations in the forefront, and which takes transparency, openness, accountability, devolution of power and subsidiarity as a basis."

What does Governance Do?

- Brings public administration closer to the citizen.

- Makes public administration more effective.

- Ensures combating corruption.

- Ensures the participation of different stakeholders to government by voicing their opinion, which enriches the content of the decisions and improves the effectiveness of their implementation.

- Strengthens democracy.

- Improves the legitimacy of institutions

- Ensures that decisions and processes are open and understandable.

Principles of Governance

The basic principles of governance are; **consistency** (predictability), **responsibility, accountability, equity, transparency, participation and subsidiarity, effectiveness and proportionality**, and **adherence to law**.

- **Consistency**: Consistency of decisions both among each other and also through time ensures that the regulations brought in by the state are predictable and that citizens can realize their development investments for the future in a reliable environment.

- **Responsibility**: The government needs to have the capacity and flexibility to rapidly respond to social changes.

- **Accountability**: Indicates how the public officials use public resources and the responsibility on how they are budgeted and reported so that public officials can give an account of the expenditures when necesary.

- **Fairness**: Ensures that the decisions of the public sector do not result in applications that provide unbalanced benefits to any segment of the society, that the rules the citizens are subject to are openly and clearly laid out and are applied uniformly to everybody which in turn reinforces the confidence of citizens to the state.

- **Transparency**: Indicates that public officials carry out the decision-

making processes and their implementation in an open manner and share them with other stakeholders.

- **Participation and Subsidiarity**: Indicates that preparation, implementation and monitoring stages of decision-making process involve effective participation of civil society organizations and the public, starting from the individual. Taking public decisions in a participatory manner by involving all stakeholders to be affected from a particular decision increases the implementation possibility of that decision.

- **Effectiveness and proportionality**: Indicates the application of decisions taken by the government equally to everybody simultaneously and that there is a reasonable correlation among the results to be achieved, the resources to be used and their negative impact on certain groups.

- **Adherence to law**: Indicates that the government takes decisions based on objective information within the rule of law and that the decisions are supervised through legal channels.

Consistency

Adherence to Law

Responsibility

Effectiveness

Good Governance

Accountability

Participation

Equity

Transparency
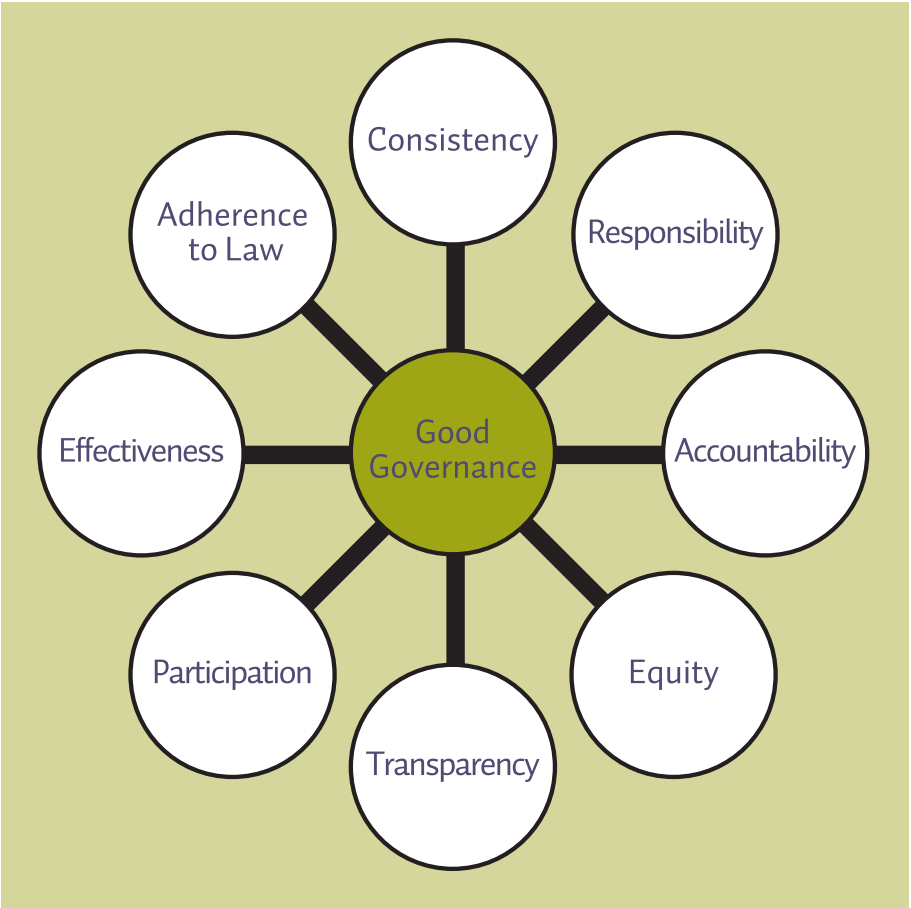
Transition From Government To Governance In Turkey

Considering that focusing only on governance in the transition from government to governance would rather be insufficient, we decided that it is also useful to discuss how government progressed in the last two centuries in the context of Turkey.

Emergence of government in the modern-day understanding begins with Tanzimat (Reorganization of the Ottoman State). In order to explain the formation of local governments since Tanzimat and the gradual transition to governance, the issues are discussed in two periods: Prior to the Republic and after the Republic.

To better explain the route to governance in both periods, the developments are examined in two different perspectives. The first is providing a brief description of the developments in these periods from political and legal viewpoints. As can be seen from the introduction, the main purpose of this handbook is not to provide a history of local governments. There are a sufficient number of comprehensive publications on this topic. The focus here is understanding the developments that had led to democratic governance in the last two centuries.

In order to understand the setting that allowed democratic governance to flourish, it is necessary to examine the development of the civil society. For this purpose, we also tried to focus on the transformations and innovations that created a civil environment. Development of local government after the Republic is examined from this perspective.

From Tanzimat to Republic

Political and Legal Transformations

The Tanzimat Edict

Ever since the Ottoman Empire had started to get affected by the develop-

ments in the world during the 15th and 16th centuries, it started to search for ways to reorganize. With the Reform and Renaissance movements in the West, the discovery of America and as a result of the rounding of the Cape of Good Hope, the Mediterranean and Anatolian peninsula had lost importance which caused the Ottoman Empire to face certain problems. One of the most important reports prepared by Ottoman intellectuals on the solution of these problems is the Treatise of Koçibey.

By addressing the "revolution of the world", Koçibey presented the thoughts he envisaged on change and transformation to Murat IV (1631). This was followed by many opinions and proposals. However, it wasn't possible to bring solutions to the problems until the 19th century. At the beginning of the 19th century, we see the adoption and publication of Sened-i İttifak (Charter of Alliance) which can be referred to as the Ottoman Magna Carta. With Sened-i İttifak (1808), which is considered to be the first constitutional text, the Sultan reaches an agreement with the ayan (members of the Ottoman Senate) and shares his authority on military service, taxation and government.

The reform movements that had started during the reign of Mahmut II required the restructuring of the state at the central level and in the rest of the country. Alongside the restructuring of the army, the central government was also strengthened. In that period, Prime Ministry and the Ministry of Finance, the Ministry of Foreign Affairs, and the Ministry of Interior and Foundations were established. At the same time, preparations were carried out for Tanzimat.

Immediately after Abdülmecit I acceded to the throne, the Tanzimat Edict was published in 1839 as the most important document of the efforts to transform the Ottoman Empire to a state governed by the rule of law.

There is almost no other phenomenon like the Tanzimat Edict that caused so many debates and conflicts in the country, some of which still continue today. Despite the disparagements and criticisms such as "Tanzimat intellectual" and "Tanzimat type living", Tanzimat had initiated almost an irreversible era for the Ottoman State and later for Turkey.

Tanzimat not only determined the political and legal structure of the state but it also caused important changes in social life. The government concept that is explained in this handbook and the civil life that affected it have emerged with Tanzimat.

The changes and innovations brought in by Tanzimat can be listed as follows :

- Taxation proportionate to financial capacity (appropriate taxes ac cording to the property and power of each individual).

- The principle of legality of state expenditures (while adopting the above mentioned principle on the collection of taxes, the principle of legality with regards to state expenditures was adopted with the edict).

- Justice in the enrolment of soldiers.

- Assurances concerning penal judgments (the edict stated that the cases of criminals would be tried publicly in accordance with law).

- Life safety.

- Protection of chastity and honor.

- Property rights (the edict introduced the protection of property rights and stated that everybody should freely own and have full discretion on their possessions and properties, and that there should not be any inter ference to this right).

- Prohibition of confiscation.

- Principle of equality (all subjects would benefit from the above men tioned rights regardless of their religion).

These rights formed the foundation of a constitutional state and the necessary legislation for the establishment of an appropriate public administration was put into force in the years following Tanzimat.

In short, **the Tanzimat Edict had stipulated the necessity and importance of adopting new laws for the better government of the state.**

The Islahat Edict

Implementation of the Tanzimat Edict did not achieve the expected improvement and modernization in the domestic and international environment. In particular, sufficient increase in state revenues was not realized,

Muslim and non-Muslim communities did not join together as expected and many problems arose concerning the distribution of justice. Sultan Abdülmecit was also displeased by this situation. Certain measures were taken but the belief that the demands of non-Muslim people had not been satisfied was widespread, especially among the Western countries.

Western states requested that the Ottoman Empire took some measures for the non-Muslim population as a precondition prior to the Congress of Paris in 1856. Subsequently, the Islahat Edict (Reform Edict) was published in 1856, before the Congress of Paris. Islahat Edict had brought in new rights to non-Muslim Ottoman citizens in 20 main areas. The most important rights introduced with this Edict were:

- By ensuring the freedom of religion and sect, the minorities would have the right to open schools, churches and hospitals.

- No insulting speech, text or definition damaging the honor of minorities or foreigners would be used.

- Minorities would be able to work as public servant.

- The military service would be reorganized and compensations would be accepted from the minorities for military service.

- Taxation system would be reorganized and tax farming would be abolished.

- Trials would be open to everybody, individuals would take oaths in accordance with their own beliefs and mixed courts would be established.

Meşrutiyet I (First Constitutional Period)

The developments that had taken place in the world during the restructuring process of the Ottoman State which was initiated with Tanzimat have had profound effects on the Ottoman Empire as it did on all countries. In that period, which can also be identified as the first wave of globalization, the industrial revolution that started in England and the French revolution that took place simultaneously have liberalized the economy and accelerated the nationalist movements. However, the innovations introduced by the Tanzimat and Islahat Edicts did not fully meet the requirements of this period of globalization.

As a result of these developments, we see that there occurred new movements within the Ottoman State as well. With the leadership of Namık Kemal and Ziya Paşa, those who had initiated the "New Ottomanism" movement in that period started to contemplate that the problems could be solved through constitutionalism. Meanwhile, just like the Islahat Edict, Western European states were demanding reform from the Ottoman State by using the problems in the Balkans as an excuse. In the end, the Kanun-i Esasi (Constitution) that had been prepared by Mithat Paşa and his colleagues was put into force by Abdülhamit II on 23 December 1876.

With the Kanun-i Esasi, a bicameral parliament was established. The first one was Meclis-i Mebusan (House of Representatives) that consisted of the representatives of the public and the other one was Ayan Meclisi (Ottoman Senate) that consisted of the appointed. Meclis-i Mebusan comprised Muslim and non-Muslim representatives, and every issue was freely discussed in it. As it was not envisaged in the constitution to establish political parties, there had been no such initiatives.

Changes Concerning Administrative Structure: Decentralization under the Leadership of the Centre

Tanzimat primarily **means the restructuring of the administration**. The state had started the restructuring with the reorganization of finance. In order to increase the revenues, tax collectors were appointed to the provinces who were vested with the same authority as the governor. The most important characteristic of this arrangement was the establishment of a **council** alongside the governor-tax collector appointed by the central government.

Establishment of such a council demonstrates that instead of decentralization emerging at the local level, decentralization in Turkey was initiated by the centre. The **Council of Tax Collection** was elected by the representatives of the village and the provincial centre. Although they did not live up to the expectations, establishment of these councils is considered to be a first step in the formation of a democratic government.

In the administrative structures that were put in place following the councils of tax collection, steps had been taken to ensure the participation of

representatives from the public to public affairs. For instance; representatives from the public took part in Public Benefit Funds, Agriculture and Public Works Commissions as well as Commercial Courts.

Despite all the efforts, success was not achieved in finance, justice and provincial government after Tanzimat. This situation was personally expressed by Sultan Abdülmecit in 1845. Subsequently, Muslim and non-Muslim representatives from each province were invited to İstanbul. The problems of the provinces were discussed with local representatives and their opinions on government were gathered. Such an approach was a considerably innovative and progressive movement for that period. The results of these attempts were then utilized in the regulations carried out in the provinces.

In order to overcome the failures faced in the implementation of Tanzimat, a new reform movement was necessary. Islahat Edict was published for this purpose.

Reorganization of the central government at the local level was carried out with the **Regulation on Provinces** enacted in 1864. The most important change in this regulation was the establishment of provincial and district councils consisting of representatives from the public.

This regulation aimed to establish a fully centralist structure. However, the real change was in the expected functions of Provincial Councils (former councils of tax collection). With a declaration issued in 1866 on the application of the Regulation on Provinces, Provincial Councils that consisted of representatives from the public were made responsible for the development of provinces. This structure was reinforced and extended with the 1871 Regulation.

Therefore, administrative councils were established in each province, county and district. Representatives from the public had also taken place in these councils together with civil servants.

According to the 1864 Regulation, there also existed a General Provincial Council in the provinces besides these administrative councils. General Provincial Council was established in proportion to a larger representation. Although the functions of its members did not go beyond providing opinion, an important step was taken with these institutions towards democratic representation.

Local Governments under the Protection of the Centre

In Ottoman Empire, regulation and supervision of urban services had been the responsibility of **kadıs** (Ottoman judges) until Tanzimat. Guilds and artisans' associations provided support to the kadıs in performing these tasks. However, when this administrative structure started to fail in fulfilling its function, alternative solutions were developed. With the abolishment of Janissary Army in 1826, the kadıs had no armed forces left. As a solution to this problem, an early form of municipal structure (**İhtisab Nazırlığı**) was established in İstanbul, and the responsibilities of the kadıs were transferred to similar directorates in the provinces.

Like many fields, administration of urban services was also changed after Tanzimat.

The new liberal economy that was put into effect with Tanzimat had especially stimulated the port cities. This made it necessary to provide certain municipal services in a more organized way. There had been initiatives to establish municipalities in cities such as İzmir, Selanik, Beirut. The most important event that made the establishment of municipalities necessary was the Crimean War. When İstanbul turned into a centre of trade and distribution, there appeared the need to establish a municipality in order to cope with the chaos.

In 1854, a municipal organization was established in İstanbul with the name of **Şehremaneti**. This first municipality was established as a part of the central government. In Şehremaneti, there was a chairman appointed by the government and a city council. The members of the city council were to be appointed by the government after being elected among the public.

The Process of Civil Society Formation

Foundations

The foundations that were established during the Ottoman Empire can be considered as the forerunner of the modern-day civil society organizations. Just as there was no separation of the secular and the religious , there was also no separation of public law and private law. As there was no intermediary institution such as the church, there was need for an establishment to carry out charity work.

Therefore, foundations have emerged as institutions to finance certain public services and social assistance activities.

In that period, there were two types of foundations. The first type of foundations were those that emerged with the allocation of an individual's own assets for a specific purpose. Individuals were able to convert their assets into private property by dedicating them to foundations and a small portion of the returns on these assets were allocated to charity work. In that way, they had found an opportunity to protect their own assets against the government.

The second type of foundations were those established by allocating shares out of the state revenue for certain public services. In this manner, it became possible to form autonomous institutions detached from the direct intervention of the central authority for the provision and management of these services. The trustee or the board of trustees in these foundations were able to act in a kind of autonomy.

It is observed that especially in the fields of social services and environmental protection, many foundations had been established in that period. Although it is not possible to regard the functioning of these foundations as similar to the modern-day civil society organizations, it cannot be denied that they formed a public space outside the central authority.

Guilds

Guilds, which emerged as organized artisan unions in the Ottoman period, can be considered as the first examples of civil society organizations. The important feature of the guilds had been that the chamberlains and sheiks as the heads of the guilds were elected by the members of the guild. In the 17th century, there were 1109 guilds in İstanbul with a total of 126 000 members.

Chambers of Artisans

Following Tanzimat, the process of restructuring of the guilds had started. In 1879, İstanbul Chamber of Commerce was established and in 1909, the Regulatory Statue on Artisans' Associations was enacted. While the artisans started to form associations in accordance with their own fields of work, guild organizations were closed down in 1913.

Chambers

Emergence of chambers of commerce in the Ottoman period took place at the end of the 19th century. İstanbul Chamber of Commerce was established in the 1880s but chambers of industry and agriculture had not been established in that period. It is renowned that there were chambers of commerce from countries such as England, Austria and France within the Ottoman territory prior to the establishment of the İstanbul Chamber of Commerce. These chambers had examined the commercial life in that period in detail and prepared reports on it.

With the establishment of the Republic, a law on the chambers of commerce and industry was accepted in 1925.

Cooperatives

Cooperatives are a form of productive organization that emerged in the 19th century in the West during the development process of capitalism. The first cooperative in England was established in 1844. In the Ottoman Empire, emergence of cooperatives was initiated by Mithat Paşa. As a governor in 1863, Mithat Paşa established the first agricultural cooperatives on the current Bulgarian territory. After becoming the Grand Vizier in 1867, Mithat Paşa accomplished to disseminate the Homeland Funds to the entire country, which were the first steps of cooperative trading system. These cooperatives were closed down as they did not meet the expectations and instead of them, an establishment which formed the foundation of Ziraat Bank (Agriculture Bank) was created in 1888. There had been no significant developments with regards to cooperatives since the foundation of the Republic. The only exception was the establishment of a fig trade cooperative in 1914 in Aydın. The first legal regulations on cooperatives were enacted in 1924 after the establishment of the Republic.

Associations

Associations emerged as a legal entity at the beginning of the 20th century. However, prior to that, there used to be certain institutions that were spontaneously established by individuals coming together. One of the most important examples of this is the establishment of Masonic lodges. Masonic lodges are international solidarity organizations established in

various countries by the bourgeoisie, the self-employed and the thinkers. The first Masonic lodge in Turkey is said to be established in 1738 in Galata, right after the first organization was established in England. These were then followed by the French Masonic lodges.

Aside from Masonic lodges, it is seen that individuals have gathered together and organized uprisings for political purposes in the Ottoman period. Such groupings of individuals were called associations. For instance; the groups involved in the Celali and Softu uprisings were referred to as associations.

It is interesting that groupings that get together for illegal purposes against the government were called as association. It may be possible for this historical fact to have an influence on the distrustful approach of the public authority to associations which is observed even in the present day.

Tanzimat Edict did not contain provisions concerning the establishment of associations. However it is known that the minorities in the Ottoman state established associations with the objective of independence in that period. In addition to that, despite the lack of any regulation on the establishment of associations after Tanzimat, it is seen that certain associations had been established with the permission of the government. For example, the Association of Ottoman Medicine was established in 1865. It is also known that the Islamic Association of Education, which then turned into Darüşşafaka, was established in 1864.

Despite these developments in the field of associations, the right to form associations was not included in the Constitution of Meşrutiyet I in 1876. Legalization of forming associations as a right was realized in 1908 with Meşrutiyet II (Second Constitutional Period). An interesting point in here is that the right to form associations was recognized one year before the constitutional change.

Trade Unions

Trade unions started to emerge parallel to the development of industrialization in the Ottoman Empire. A special law was passed in the first year of Meşrutiyet II on this issue. This law prohibited the formation of trade unions in areas which were considered to be public service. However, prior

to the legal regulations on trade unions, it is seen that a Labor Association was established in 1871 with the influence of the First International and France after the Communist Manifesto had been published. It is known that shipyard workers in İstanbul went on strike in January 1872. However, this association was closed down later. The Law on Associations that was adopted in 1938, which prohibited the associations based on classes, eliminated the trade unions. After the World War II, the first law on trade unions was put into effect in 1947. It was possible for trade unions to play an active role in social life only after the Constitution of 1961.

Political Parties

Emergence of political parties in the Ottoman period took place at the beginning of the 20th century. The Constitution of Meşrutiyet I prohibited the formation of political parties. Formation of political parties as institutions ensuring the establishment of representative democracy started with Meşrutiyet II. Many political parties were established in that period. It is possible to talk about single-party dominance after the foundation of the Republic until 1945, with the exception of the Independent Party. Although it is known that opposition parties were formed in the first years of the Republic, they did not live long. Political parties have become constitutional institutions with the Constitution of 1961.

Emergence of the Mahalle Muhtar (Neighborhood Headman)

Neighborhood headman is a form of administration that was created by the Ottoman community. In İstanbul, significant civil uprisings took place at the beginning of the 19th century. The power of the Sultan remained insufficient to protect the peace of the Turkish population in Fatih. As a reaction to the unrest created by the minorities, the inhabitants of the mahalle (neighborhood) got together and elected two muhtars (headmen) to rule their mahalle. The muhtars would get organized with the mahalle inhabitants and protect the mahalle. This system was supported by the public as well.

There is another reason for the public to support the muhtar. In the previous periods, the functions of the mahalle muhtar used to be carried out by the imam (preacher) who was among the literate inhabitants of the mahalle. The public was seriously complaining about imams due to the fact that they charged extremely high amounts and because of the

authority they used. That is why they keenly supported the election of muhtars apart from imams. This is important in two respects. The first is that it is an example for the public application of direct democracy. The second is that it initiated a secularization process at the local level with the reduction of the importance of imam in the mahalle.

Press

The first printing house in Turkey was established shortly after the invention of Gutenberg. The Jewish that emigrated from Spain had brought the press together with them. The first book published was the Five Books of Moses.

Following this printing house, there emerged others established by the Armenians (1567) and the Greeks (1627). In 1729, the first Turkish book was published (Vankulu's Dictionary). Publication of the daily newspapers was started after the French Revolution. The first private newspaper was the Spectateur Oriantel which had been published in İzmir in French.

The first Turkish newspaper in Turkey was Takvim-i Vekayi (1831) which had been published as an official gazette during the period of Mahmut II. This was followed by the first private newspaper called Ceride-I Havadis (1840) which had been published by a British. The first Turkish newspaper in Turkey published by the Turks was Tercüman-ı Ahval (1860) prepared by Agah Efendi and Şinasi.

Later on, the newspaper which started to be published by Şinasi in 1862 read that "the public has a right to consider its own interest and to search for solutions to its problems…".

Ever since the publication of the first newspaper, the issue of the freedom of press started to create conflicts. This sphere of freedom continues to be the source of various debates and disputes even today.

Coffee Houses

The spread of coffee shops, which first emerged in Arab cities such as Aleppo, Damascus and Mecca, had started with the establishment of coffee houses in İstanbul in the second half of the 16th century.

Before the coffee houses, the only meeting place for Muslim population in Islamic countries had been the mosques. The word cami (mosque) literally means the place of gathering. The head of the congregations that took place in mosques was the imam. The discussions in the mosque were to be in line with the religious rules and were limited to the perception of the imam. **With the establishment of coffee houses, the public started to discuss the daily events and the happenings at the palace without the influence of the imam**. This democratic and secular status of the coffee houses was disapproved both by the religious circles and by the government. That is why, total closure of coffee houses had also been tried from time to time. The most typical example of this is seen in the period of Murat IV. During the early years of the reign of Murat IV, Janissaries and Sipahi (cavalry) used to get together in coffee houses and took decisions against the government. Thus, the coffee houses that were regarded as houses of disobedience had been closed down in that period.

In the period after Tanzimat, coffee houses started to function as public libraries in a sense. Newspapers and magazines were purchased for the coffee houses and people commented and exchanged opinion about these publications. That is why, in the later stages, coffee houses were called reading houses.

Subsequently, coffee houses started housing artistic activities alongside being a place where daily chats and political discussions took place. They started to turn into centers for performing arts where the meddah (traditional Turkish comedians), shadow theatre performers (karagözcüler), open folk theatre artists (orta oyuncular), folksingers, troubadours, etc. performed their talents.

In the development of unorganized civil society, coffee houses had played an important role starting from the 16th century.

Transformation in Arts

Tanzimat was not only a legal restructuring that recognized personal rights. It was a reform movement that had impacts on and transformed the traditional Ottoman lifestyle as a whole. The real fundamental transformations brought in by Tanzimat had been in the fields of arts and culture. It is useful to briefly review the artistic life in the Ottoman Empire:

Ottoman Music

Music in the Ottoman Empire was a field of art which the sultans had personally practiced and supported starting from the Beylik period. In addition to being a personal hobby, music in the Ottoman Empire was an institutionalized field of art. Significant institutions had been founded in the field of music and schools were established for teaching music and its application. These training institutions were; Mehterhane (school of the Janissary band of musicians), Enderun (Ottoman school of public administration), Mevlevihane (house of whirling dervishes), artisans' music guilds and private music schools.

During the establishment ceremony of the Ottoman Beylik, the mehter band (Janissary band of musicians) beat nevbet (played marches). Since that day, mehter became the official army band of the Ottomans. Mehter training, starting from the making of the instruments to their maintenance was given in the Mehterhane. This tradition was ended by Mahmut II in 1828. Instead of the Mehterhane, a band school with the name of Mızıka-i Hümayun which was directed by Giuseppo Donizetti had been established.

Aside from the battle fields, mehter music had important impacts in the West. Handel, Glück, Haydn, Mozart and Beethoven had composed pieces with the influence of mehter music. The band not only transformed the army music but also transferred Western music to Turkey. During the time of Abdülmecit, many European musicians had given concerts in the palace and Liszt was one of them.

Enderun was a palace school. In this school, future managers and statesmen were trained on politics, administration and Islamic knowledge as well as music. Composers of the classical period had been trained at the Enderun. Enderun was closed down with the Mehterhane. This resulted in the elimination of the most important sources that created and nurtured the Ottoman music. As a result, Mevlevihanes (houses of whirling dervishes) started to fulfill this function. In other words, it is possible to talk about a type of privatization and independence.

Alongside the Mevlevihanes, number of musical performances had increased in the houses of music lovers and in private music schools. In a sense, this can be considered as civilization. These initiatives, had led to the development of the civil society also in the field of arts, which had caused changes in the classical Ottoman music.

Painting after Tanzimat

Since its establishment, there had been an interest in painting in the Ottoman Empire just like the interest in music. Embellishment, decoration and miniature were the branches of painting to which the Ottoman Empire gave importance. The tradition in Konya inspired many of these works and artists from Central Asian and Arab countries were brought to İstanbul for this purpose. The sultans were open to the West as much as the interest they had shown to Eastern arts. They had invited artists from Venice since the beginning and not only they had their own portraits painted; they also had paintings made for the palace walls.

Transition from the two-dimensional miniatures to perspective had been possible with the artillery training given in the engineering school that was opened during the time of Selim III. In this period, the relationship with the West in the field of painting gradually increased. Mahmut II had his own oil portraits made and had them hung on the walls.

In the 18th century, the artists coming from Europe were making paintings in İstanbul. Schools were established to teach painting to the minorities and this trend increased gradually.

Painting was included in the education curricula of military schools. Later on, painting classes were given at the Galatasaray Lycee. The first painting teachers had been the army officials. In the second half of the 19th century, Western artists could easily get jobs around the palace. In that period, Turkish artists had also started to become known.

The first art exhibition in Turkey was organized by Şeker Ahmet Paşa in 1873. After ten years from that, Osman Hamdi Bey estab-

lished the Sanayi Nefise (school of fine arts). Teachers from the Western world were invited to this school and the School of Fine Arts in France had been taken as a model. Painting education continued in the following periods and was gradually disseminated.

Boza (fermented millet drink) Houses

Boza is deemed to be of Central Asian origin. This beverage that had been brought to Anatolia by the Turks, won the approval of the public in a short while. It is known that boza houses were as widespread as coffee houses in İstanbul. Evliya Çelebi noted that there were almost 300 boza houses in İstanbul in the 17th century. Boza houses were also one of the gathering locations for the public and they had almost similar impact as the coffee houses.

Women's Turkish Baths

Perhaps the most important gathering place for women in the Ottoman Empire had been the Turkish baths. As a gathering location for women, Turkish baths were places of eating, drinking and chatting in a ceremonial atmosphere. Women spent long hours in the Turkish baths gossiping about the events in the city and discussing the relationship between women and men. Turkish baths formed one of the most important sources of information for women to become aware of the world.

As it was relatively an expensive activity to go to Turkish baths, their regular customers had usually been women from the rich and elite families. That is why; the issues related to their own classes formed the essence of the chats instead of the problems of the public.

Republican Period

Political and Legal Transformations

Constitutional Regulations and the Establishment of the Republic

Turkish Grand National Assembly (TGNA), which was established in 23 April 1920, had adopted the first Constitution in 1921 after long discussions. This Constitution effectively removed the principle in the Constitu-

tion of 1876 that sovereignty belonged to the Sultan and instead adopted the principle that sovereignty unrestrictedly and unconditionally belongs to the nation. **14 articles out of the total of 23 articles in the Constitution of 1921 were on decentralized government**.

The Constitution of 1921 had brought in a progressive regulation in terms of local government, where provinces and districts were defined as legal entities.

Provinces had become autonomous organizations vested with all sorts of authority in areas other than justice, military service, international relations and religious affairs. This autonomy was also reinforced with the administrative structure. The province was governed by the chairman of the council that was chosen among the publicly elected members of council. The governor was the representative of the TGNA.

TGNA had adopted a state structure which was based on **decentralized government** in order to ensure the independence of the country by benefiting from the strength of all the different groups living in the country. Considering that at present, we debate the limits of decentralization through granting autonomy to local governments, it becomes easier to understand how democratic the structure envisaged by the Constitution of 1921 was.

After the Ottoman Empire had officially come to an end in 1922, new elections were held with the idea that the First Parliament had fulfilled its function. The new parliament had its first gathering on 11 August 1923. Mustafa Kemal had an absolute majority in this parliament. One of the first achievements of the parliament was the designation of the regime, hence on 29 October 1923, the Republic was established.

In this period during which modernization steps such as the abolishment of the caliphate and the adoption of the principle of unification in education had been realized, a new constitution (1924) was put into effect due to the fact that the constitutions of 1876 and 1921 were deemed to be insufficient for the establishment of a modern state.

The right to vote and the right to get elected had been granted to women in 1930 with the new Law on Municipalities. This was followed with further steps on the way to modernization and secularization. University of

İstanbul was re-established (1933), usage of agnomina such as efendi, bey and paşa was banned with the Law on Family Names (1934) and new regulations were introduced with regards to clothes and dressing. These reforms had been completed by granting women the right to vote and the right to get elected in the general elections as well.

As opposed to the Constitution of 1921, the Constitution of 1924 had briefly referred to local governments. In the Constitution of 1924, local governments were not placed under the Executive Function but under the title of Various Functions towards the end of the text. The article related to local governments read:

"Article 90.- Provinces, cities, districts and villages have legal personality."

Structure of Local Government

Villages

One of the first accomplishments of the Republican government was the enactment of the Law on Villages. The Law on Villages which had been put into effect on 18 March 1924 was written with a wording that the villagers could understand. A pure and clear version of Turkish was used. It can be easily read and understood even at the present day.

In that period, 80% of the population lived in villages. It was a priority to develop and administer villages. For this purpose, the Law on Villages was primarily taken at hand. A democratic administration was envisaged in the villages. For instance; every citizen at the age of 18 or older was the natural member of the Village Associations established in the villages where they were able to express their opinion. The Village Associations which were the models of modern-day Urban Councils at the village level played an important role in the transition to a democratic structure.

Special Provincial Administrations

No new law was passed with regards to the special provincial administra-

tions during the establishment period of the Republic. The transitional law of 1913 that was taken over from the Ottoman Empire was the law according to which the special provincial administrations used to be governed until the present day. Although it was a rather old law, it was sufficient to meet the needs of that period.

During the early years of the Republic, special provincial administrations were also responsible for education. Salaries of the teachers were paid by the special provincial administration. Due to the world economic crisis during the 1930s and the insufficiency of the revenues of special provincial administrations, salaries could not have been paid for months. This system was discontinued in 1933. Special provincial administrations had remained under the dominance of the central government. There was a general council elected by the public however, it did not have much effectiveness and the special provincial administrations were managed by the governor.

Municipalities

It can be said that the only steps in the field of municipal management after the establishment of the Republic was taken for Ankara. With the Constitution of 1924, Ankara had become the capital city. This started to create serious problems in Ankara. In order to bring solutions to these problems, certain laws specific to Ankara were enacted. With the law on the municipality of Ankara, the principle which limited the right to vote to property ownership in council elections was abandoned and universal suffrage was accepted for men. Ankara functioned as a laboratory for the municipal management concept that emerged after 1930 and the new legislation was prepared according to the experience obtained from Ankara.

Development of Municipal Management in Turkey

To be able to thoroughly examine the developments in the Republican Period from the enactment of the Law on Municipalities in 1930 to the present day, it is useful to make an assessment by splitting the period into six sub-periods according to the main transformations in that period:

1. 1930 – 1946: Development of Municipal Management in the Republican Period

2. 1946 – 1961: Transition to Democracy

3. 1961 – 1973: Cities Gaining Importance in Politics

4. 1973 – 1980: Conflict between Local and Central Governments

5. 1982 – 2000: Emergence of Metropolitan Cities and Unbalanced Development

6. 2000 – present: Public Administration Reform Initiative

1930 – 1946: Development of Municipal Management in the Republican Period

One of the fundamental laws of the Republic was the Law on Municipalities. Municipal organization materialized and implemented the reforms of the Republic. The Law No. 1580 on Municipalities defined municipalities as a public legal entity that should be active in all fields of urban life rather than an organization that only brought solutions to the infrastructure and cleaning problems of the city. Article 1 of the Law on Municipalities defines the municipality as "a legal personality responsible for the organization and delivery of services to meet the local needs of the town and its inhabitants". Therefore, municipalities were charged with the services related to culture, arts and social assistance in addition to the standard municipal services. A lot of laws concerning the organization of urban life had been enacted following the Law No. 1580 on Municipalities.

The principal characteristics of the Law on Municipalities which had been put into effect on 3 April 1930 can be summarized as follows:

Democratic Governance

With the Law on Municipalities, women had been granted the right to vote and the right to get elected, and in addition to that, the principle of universal suffrage was realized. This was a step which had reinforced the equality of women and men. Although granting of voting rights for women was a relatively early initiative in the world, there are still problems with women running in elections.

The law which was put into effect in 1930 was prepared with the principle of a powerful council. In accordance with that, **mayors were elected by the council and not by the public directly**. The structure where the council was powerful ensured effective political participation in the municipality and strengthened the supervision. This initiative had important contribu-

tions to the entrenchment of democracy. For instance; this structure had been influential on the mayors in big cities as well who were appointed by the government and even in the single-party period, the council discussions attracted the attention of the press and the public. During his term of office, Dr. Behçet Uz, the legendary mayor of İzmir had, been distressed by the close supervision of the council. In the same period, Dr. Lütfi Kırdar, mayor of İstanbul, demonstrated a different approach. He tried to inform the public through monthly press conferences and he paid more attention to the news and articles published in the media.

The Legend of Dr. Behçet Uz

In his book called 'Studies on Local Governments' published in 1955, A. H. Hanson wrote that the most "interesting and distinguished individual" he had interviewed during the studies for the book on İzmir Municipal Administration was Dr. Behçet Uz. As a pediatrician, Behçet Uz completed his medical training in various schools at İstanbul, Paris, Berlin and Vienna, and he published a magazine called 'Battle for Health' from 1922 to 1930.

When Behçet Uz became the mayor of İzmir in 1930, he became the head of an almost bankrupt municipal administration of a city that was burned down to a significant extent, whose population was halved, economic situation was worsened with a budget that decreased two-thirds, that was highly indebted and could barely pay the salaries of the municipal personnel with the loan provided by the government.

Behçet Uz had been the mayor for eleven years and during that period municipal debts were paid, budget was increased and important infrastructure investments were carried out as a result of the effective management of municipal resources. One of the most important steps taken in that period was the revitalization of the derelict land where there had been thousands of fire-damaged houses, a filthy river and criminals into a Culturepark and opening up of the İzmir Fair. Although the budget necessary for this project had almost been double the available budget at that time, Behçet Uz recommended

the engineers to prepare a less costly project and on the other hand, by making an agreement with one of the local contractors, he had the land purchased by the contractor at a considerably lower price. In exchange of a part of the surplus value that would arise when the project was completed, the contractor had cleaned up the project land and hence a low-cost cultural park was created in the city. This project not only saved the city from the problems caused by the derelict land but also created an important source of income. The park had also increased the value of the areas around it which belonged to the municipality 10 to 30 times and as a result, municipal revenues in that period increased considerably.

One of the innovative approaches of the Law on Municipalities was the Article 13. This article had established the relationship between the citizen and the municipality under the title of Townsmanship Law. The innovative approach in here was **the right of citizens to participate to the decisions of the municipality**. The article aimed to transform the citizen into an active individual that participates to the municipal decisions rather than being a spectator that declares opinion only by voting from election to election. However, neither the municipal administrations nor the civil society organizations were able to put this article into practice.

In spite of the democratic legal structure explained above, it was the modernization project of the Republic which determined the concept of municipal management after 1930. The two principles that shaped this project, "etatism" and "populism", had been the basis of the municipal management concept of that period.

The crisis of 1929 had impacts on Turkey as well. In order to alleviate the effects of the world economic crisis, the liberal development model which had been accepted at the İzmir Economic Congress in 1923 was halted and the principle of etatism was adopted. As a result of this, delivery of public services had been delegated to the municipalities.

The principle of populism which marked that period was highly important for the establishment of democratic governance. The populism of the period was based on the concept of "for the people, in spite of the people" , instead of participation. The public was not trusted in the creation of

modern cities. Therefore, the policies for the public had been designed with a centralist attitude. The freedom of association, which would ensure the development of civil society, had been limited with prohibitions. Instead of civil associations, associations were established for the public by the order of the centre. We see that associations such as Aeroplane Institution and Turkish Historical Society had emerged in that period. The most important institutions among these associations that contributed to the formation of municipal management were the Community Centers (Halkevleri). The Community Centers had assumed important roles in the enlightenment of the public.

Decentralization

The Law on Municipalities had defined a rather comprehensive field of responsibility for the municipalities. Article 15 of the law assigned responsibilities to the municipality in 83 different fields. Municipalities were authorized in many areas from social assistance services to health and from asphalt pavement to housing. For instance; until 1951, municipalities had been the only authorized institution with regards to urban traffic arrangements such as issuing of driver's license, traffic registration and license plates. This type of a municipal management can be considered as a progressive movement compared to the centralist Ottoman tradition. Nevertheless, municipalities would lose such broad authority in the following years.

Within this broad authority, there had been such an autonomous attitude that the municipalities were active in fields other than those listed in the law provided that they were not assigned to another institution by law. Such autonomy was not granted to the municipalities even with the current reform legislation. The Constitutional Court had annulled the related regulation on grounds that it was contrary to the Constitution.

1946 – 1961: Transition to Democracy

Turkey switched to a multi-party political system in 1946. In this new political period, municipalities have also become a part of the conflict between the government and the opposition. The first elections in the multi-party political system were held on 26 May 1946. With the multi-party period, political parties have started to put their perspectives on

local governments to their party programmes as well. For example; the local government policies in the programme of the Democrat Party were very important with regards to governance. The programme stated that:

"The general provincial councils, special provincial administrations and municipalities that were established with the purposes of providing for the special needs of provinces on the spot and realizing the principle of participation of the public to government shall be equipped with necessary powers on preparing and implementing their budgets and on the implementation of all other functions."

Following the programme of the Democrat Party, CHP (Republican People's Party) changed its programme and declared that:

"Local governments are considered to be the basic elements of our democratic structure. We take this theme into account in villages, special provincial administrations and municipalities, in their functioning and supervision."

As a result of the elections held in 1950, Democrat Party which was in favor of liberal economy and decentralization had come to power. Democrat Party had also won the local elections which were held in September 1950 following the general elections.

During the new era that had started with 1950, the emphasis was on the development of the transportation network. Industrialization demanded labor from the rural areas. As a result of internal migration, the share of urban population in total population started to increase.

One of the examples that showed how successful the municipal council was in that period in solving problems by developing democratic consensus methods was seen in the period of 1950-1960 in Kayseri.

Kayseri: The Story of Osman Kavuncu

One of the figures that played an important role in the development of Kayseri was Osman Kavuncu, who had been the mayor in the 1950s. As soon as he became mayor in 1950, he did not accept any visitors for two months which was unprecedented. Osman Kavuncu had spent this time to review and learn the laws, regulations and publications on local governments and he gave an explanation of this approach with his own words as:

"I was busy with politics, I did not know much about municipal services. In order for me to be a good leader for Kayseri, I had to learn."

As a result of his two-months work, he had decided that resource deficiency which was usually identified as the most important problem in service delivery was in fact not that much important, that it was possible to find various resources for service delivery and that the real problem was not knowing these resources. Starting from this point, Osman Kavuncu began to rearrange municipal revenues and as a result, he seriously increased the revenues of Kayseri Municipality. For example; he eliminated the municipal duty fraud in cinema tickets, reorganized the duties on motor vehicles and ensured that the rise in the land value as a result of the services provided by the municipality is shared by the landowners and the municipality. Therefore, he had prevented the evaporation of the urban rent through bribery and corruption and ensured that it returned to the municipality as resource.

The success of Osman Kavuncu was based on the concept of democratic government. In that period, mayors were elected by the municipal council. Therefore, mayors had to work in close cooperation with the municipal council. 16 out of a total of 32 members of the council were university graduates. In addition to his democratic attitude, the fact that well educated individuals had come to power also played an important role in the success of the municipality.

Osman Kavuncu had also involved the artisans associations, chamber of commerce and the entrepreneurs into the joint decision making process that he conducted with the members of the municipal council. Compared to the period, municipal management of Osman Kavuncu was the best example of the concept of "good governance" in Turkey.

Despite these facts, we see that there was an increased tendency towards centralization. Developments such as the annulment of the powers of municipalities in urban traffic arrangements, not giving new revenue resources to municipalities and therefore making municipalities more dependent on the central government were examples to that. As mayors were appointed by the government in cities such as Ankara, İstanbul and İzmir, municipalities had started to be considered as an extension of the central government. The fact that the Prime Minister of that period had

personally been involved in land development issues in İstanbul also played a role in this perception.

1961 – 1973: Cities Gaining Importance in Politics

With the Constitution of 1961 a relatively more democratic system was created in Turkey compared to previous periods. In this new democratic understanding, various research studies and initiatives had been carried out for the reorganization of public administration since 1961 until the military coup of 1980. These studies and initiatives were:

- Mehtap Project (Central Government Organization Research Project) (1962)

- Internal Organization Project (1967-1971)

- Restructuring of the Administration (1971)

- Ministry of Local Government (1978)

The democratic system which was interrupted with the military coup of 1960 was re-established with the Constitution of 1961 and brought in important changes concerning local governments. One of the most important changes in this context was related to the status of the mayor.

The Constitution paved the way for **the mayor to be directly elected by the public** according to the provision which stated that "general decision making organs are elected by the public". As a result, without making any changes to the law on municipalities, mayors started to be directly elected by changing the law on elections.

Direct election of the mayors made them more important in the political arena. Mayors have become important figures in national politics as well thanks to rapid urbanization.

In addition to the direct election of mayors, removal from office or losing capacity as mayor was also put under judicial guarantee. This guarantee which had also been granted to the councils was very important for autonomous municipal management but it was weakened with the Constitution of 1982.

Direct election of mayors caused unfavorable results in terms of democratic governance. This arrangement brought the presidential system to

the municipalities. However, as the corresponding changes on the powers of the municipal council to supervise and balance the mayor had not been made, an excessively powerful mayor was created. The damages caused by this system to our cities were better understood in the following years.

While the Constitution of 1961 helped municipalities to come to the forefront in the political arena by changing the election system of mayors, it limited the municipal autonomy with the new regulations it introduced. The most important regulation among these was the full transfer of the power to impose taxes to the TGNA. According to the Constitution of 1924, municipalities could create revenue generating resources such as fees, charges etc... Elimination of even this limited power of revenue generation created significant problems for municipalities. For instance; when the "occupancy tax", whose payment was compulsory by those using the roads and open spaces for various purposes, lost its value against inflation, municipalities had tried to cover for this loss through illegal methods. This was the case for all fees. As it was not possible to enact a specific law for the collection of fees for a long period, the illegal form of revenue collection became prevalent and resulted in corruption.

One of the highly debated issues in the political arena during the 1950-1960 period was the argument that the government squandered the public resources in an unplanned manner. In order to prevent that, State Planning Organization (SPO) was established according to the article 129 of the Constitution of 1961. With the establishment of SPO, the preparation of the five-year development plans had started. Compulsory planning resulted in the management of resources by a single authority and the centralization of services. When there had been a problem with the services provided by the local governments, they were transferred to the centre. Establishment of a separate ministry for the services delivered to the villages and the establishment of regional organizations were good examples for that. This attitude prevented the local governments to develop.

1973 – 1980: Conflict between Local and Central Government

Revolting Cities

As a result of the local elections held in 1973, candidates of the opposition party had won the elections in a total of 41 cities including large

cities such as Ankara, İstanbul, İzmir and Adana. The rightist party in the central government was highly disturbed by this situation. On the other hand, the social democrats that had come to power in municipalities were confused and disorganized. The central government which became used to transferring resources to mayors from its own party had stopped this transfer. In addition to that, it started to use its administrative tutelage predominantly.

In that period, all decisions of the municipalities and allocation of personnel cadres were subject to the permission and approval of the centre. Social democratic municipalities under the financial and administrative pressure of the centre have searched ways to resist these pressures. On the other hand, the discourse used by the social democrats in that period raised the expectations of the poorer groups.

In that period, many intellectuals who were discharged by the government had found jobs at the municipalities. With their help and with the leadership of Ankara and İstanbul municipalities, the autonomous municipality movement was created. This municipality movement used a new discourse which can be summarized as follows:

Populist Municipal Management

Leftist discourse had entered into the political arena after 1965. One of the most frequently used concepts within the context of the leftist discourse was populism. There was a difference between the populism referred to in this new discourse and the populist ideology that had been discussed since the beginning of Milli Mücadele (National Struggle for Independence). Populism, which is one of the six principles that had been put into the Constitution, denotes the idea that sovereignty should belong to the nation unconditionally. It originates neither from the sultanate nor a class or a group but from the people. As one of the principles of Atatürk, populism comprises all the people in the country and not only the majority. Therefore, it includes the total population rather than groups or classes. Such an understanding requires the government of the people by the people.

The populism used in the discourse after 1965 was different from the populism which was among the principles of Atatürk and which was realized in the first period of the Republic. The term public did not imply the

society as a whole in this new type of populism. Public did not include the entire population of the country as in nation. It also did not mean the proletariat as in the Marxist terminology. The term public indicated all the people including the proletariat except the ruling classes which exploited the society. Workers, civil servants, villagers, petty artisans and craftsmen as well as manufacturers were included in this definition. For instance; industrialists could also be included into this group.

When the public was defined as all the people except the ruling classes, it was thought that municipal services should be provided to these groups. The symbol of populist municipal management concept became public transportation. Car ownership had been very low in that period and the concept of public transportation was embraced by the wider public. Even the phrase of public transportation had solved the urban transportation problem in the minds of the public. For this purpose, in İstanbul and Ankara, expressways were set up for busses. On the other hand, bread and milk was distributed to the people in the gecekondu (squatter) areas.

One of the most important tools used by the municipalities for the protection of the public against inflation during 1970s had been setting prices for essential commodities such as bread, fresh fruit and vegetables. There had been frequent disputes between the bakers and the municipality in that period. To protest the pricing authority of the municipalities, the tradesmen got organized. Research on the composition of the municipal councils demonstrates that representatives of tradesmen were a majority in the councils. Due to threats from the bakers on not producing any bread and in order to control the bread prices, municipalities started to establish bakeries. Even the names of these bakeries were "Public Bread". Municipalities continue to operate bakeries even in the present day.

In that period, due to the high prices of fresh fruit and vegetables, sales of foodstuffs by the municipalities had become widespread. Tansaş stores (name of the municipal grocery stores) were developed as an important project. As the populist municipal management was embraced by the public, municipalities had started to operate businesses in almost all fields. Municipal enterprises started to emerge everywhere from the teagardens in parks to restaurants. Examples of these are still present in İstanbul such as İstanbul Public Bread and restaurants run by Beltaş (enterprise of İstanbul Metropolitan Municipality).

One of the interesting examples of populist municipal management was the Altınpark Project in Ankara. When Ankara became the capital city, just like most of the civil servants who had been living in İstanbul, diplomats also did not want to move to Ankara. In order to make Ankara an attractive place for the foreign diplomats, a golf club had been established in those years. This club was established upon a municipal land by long-term lease. Later on, the lease contract of this club was not extended, the land was taken back by the municipality in accordance with the principle of populist municipal management and it was turned into Altınpark.

Resource Generator – Productive Municipality

When disputes had started to take place between the central government and the local governments as a result of the 1973 elections, the government significantly reduced the amount of resources allocated to the municipalities. Consequently, municipalities had initiated efforts to generate their own resources. They mainly used four methods for this purpose:

1. First of all, municipalities started to cut down their expenditures and began to focus on measures to increase efficiency. Municipal budgets and expenditures were reviewed and ostentatious expenditures were ended. In addition, restrictions were intro duced to budget items such as international visits, receptions, gifts etc...

2. Alongside the austerity measures, there had been a municipal management approach which was in favor of the workers and it encouraged the municipal workers to be more enthusiastic and effective in that period. The trade unions worked hand in hand with the municipalities which had also contributed to the in crease in efficiency.

3. In order to generate resources, municipalities had maintained their immovable assets in that period. Occupancies in municipal property were terminated and the rents of municipal estates were increased. Municipalities started to produce certain goods and services that they had used to purchase from the market themselves. For instance; enterprises for the production of urban furniture and asphalt as well as stone and sand quarries were established. Some of these are still in use. Their existence in the market economy is open to discussion.

4. As a solution to the problems of gecekondu (squatter housing) and urbanization, housing and land development projects were prepared in that period. For example; the Batıkent in Ankara was a result of these efforts. By protecting the land owned by the treasury and municipality around the city, it was aimed to pre vent land speculation.

Revolutionist Municipal Management

Revolutionism was one of the commonly used concepts within the context of the leftist discourse which became even more prevalent in the 1970s. Especially the youth identified itself as "revolutionist". Municipal management was affected by the predominance of this discourse. To define the new municipal management movement, the concept of revolutionist municipal management was used.

There were two objectives in revolutionist municipal management. Revolutionism meant innovation in addition to the traditional municipal services. The concept of innovation formed the essence of the revolutionist municipal management of those days.

In that period, Vedat Dalokay, the mayor of Ankara declared himself as the "mother of the city". This was an attitude against the understanding which considered the state as "the father". The father represents authority and gives punishments. Whereas the mother represents horizontal relationships instead of hierarchy, it is forgiving and protective.

In addition to innovation, revolutionist municipal management also aimed to emphasize governing and decision making together with the public. The idea of governing together with the public did not only originate from the revolutionist approach of that period. It is possible to say that the strategy to side with the public against the rightist government which continued to put pressure on the municipalities played a role in the development of the revolutionist municipal management more than the effect of the leftist ideology.

A two-way tactic was used in the revolutionist approach. The first objective had been **to get the direct public support in municipal services and activities**. For this purpose, steps had been taken at the mahalle (neighborhood) level. Coffee house meetings were held with the public,

the municipal objectives were explained in these meetings and the government was directly criticized. For instance; in that period, Ankara city hall was put on sale as a protest against the financial restrictions of the government.

City Hall on Sale

One day, a sign was put on top of Ankara City Hall that read "This building is on sale".

Vedat Dalokay, the mayor in that period (1973-1977), was an interesting and creative mayor. He became mayor with the support of 62% of the electorates. After he became the mayor, a power struggle took place between the central government and the local government. The central government started to act hostile to the mayors who had won the election.

Large cities did not have the current privileges in that period. Municipalities survived on the resources transferred by the central government. The mayor had come up with interesting methods against the resource restrictions of the central government. He created a municipality which had its own projects. He played backgammon with the Finance Minister of that period for an allocation. He had distressed the minister with his humorous and warm personality and he won. In order to condemn the antidemocratic attitude of the government, he had put up the city hall on sale.

As a result of this initiative, the President had to take care of the situation and the initiative gave rise to the autonomous municipal management movement.

The second tactic used in the revolutionist approach was to **establish close cooperation with civil society organizations**. In that period, the term "democratic mass organization" was used instead of civil society organization. Most of these organizations were leftist and some of them were radical. By cooperating with these organizations, the first application of participatory municipal management was realized; assemblies and councils were convened.

The Incident of Fikri the Tailor

The incident of "Fikri the Tailor" was a typical example of the application of revolutionist municipal management. In Fatsa, the independent candidate Fikri the Tailor had won the local elections in 1977. During the 1970s, as a result of the development of ready-made clothing sector as well as with the blue jean becoming popular and with the youth preferring leisurewear instead of suits with the influence of the leftist movement, tailoring as a profession had started to fade away. In those years, almost all men's tailors were leftist. Mehdi Zana, who had been elected as the mayor of Diyarbakır after the 1977 local elections was also a tailor.

Fikri the Tailor was elected mayor by taking 61% of the votes as the candidate of the independent and radical left. On the other hand, the municipal council was composed of the representatives from political parties. Fikri the Tailor was on his own in the municipal council. The council had tried various methods to bring Fikri down however; it was not easy to remove a mayor from power due to the autonomous approach brought to the local governments by the Constitution of 1961. In that case, Fikri the Tailor had nothing to do but to turn to the public. He organized the public at the mahalle (neighborhood) level and then established the "Urban Assembly" with the participation of the representatives from the mahalle and from the democratic mass organizations. He solved the problems of the city through this organization. Unfortunately, because of his work, he was arrested by the government of 12 September 1980 on grounds of establishing illegal organization and he died in prison during the trial process.

Years after this incident, a similar situation was seen in Porto Alegre, Brazil. Today, the experience of Porto Alegre is being disseminated all over the world as a best practice example of participation. Institutions such as the World Bank and the United Nations Development Programme (UNDP) are supporting the Porto Alegre model of participation. Porto Alegre has also been the inspiration for a world-wide movement of anti-globalists against Davos.

Porto Alegre Experience

Everything had started with the Workers Party winning the municipal election in 1998. The Workers Party came to power with a promise to carry out participatory budgeting. The basic idea behind the concept of participatory budgeting was as follows:

As a result of the localization brought about by globalization and the changes in the functions of cities, it became necessary to construct the nation state with a bottom-up approach. In order to do this, the public has to be involved in the process. One of the ways of involving people is preparing the municipal budget together with the public. "In the experience of Porto Alegre, neither the development of a public participation method, nor the better functioning of the formal democratic mechanisms is sufficient." By going further, the aim is to create a new public space where the public will be the owner of the political power.

The achievement of real participation necessitates the development of an independent public opinion. In the new life style created by globalization, the public is rarely consulted and when it is, such consultation is either directed or diverted by those controlling the media. In order to reduce these impacts, public councils were established in each district.

Traditional democracy, which was exclusively based on voting, was reinforced with direct public participation in the form of public councils. By exercising their freedom in a real democratic platform, the public started to call for the reduction of inequalities.

The objective of this experience is to move forward on the way to create a new form of a state by combining the traditional political representation with the direct and voluntary participation of the citizens. The example of Porto Alegre is a practice frequently referred to by the World Bank.

Unionist Municipal Management

The Law on Municipalities dated 1930 was a considerably far-sighted law relative to its period. We have already mentioned this above while refer-

ring to the article 13 on the Townsmanship Law. Alongside the innovative approaches such as the democratic structure of the municipality and the broad range of responsibility which allowed decentralization, the Law No. 1580 was also a revolutionist law as it included alternative solutions to problems that could arise in the future. One of the most important approaches within this problem solving content was the right of municipalities to form unions.

By forming unions, the municipalities would be able to carry out services that they could not deliver on their own. With the leadership of İstanbul Municipality, the municipalities in the Marmara Region had established the Union of Municipalities of the Marmara and its Straits (MBBB) towards the end of 1974. The union was established with the objectives of bringing solutions to the common problems caused by rapid urbanization, supporting the autonomous municipality movement and improving the cooperation and solidarity among municipalities. Through this union, while the municipalities had stood up for autonomy against the central government, they had also worked on bringing solutions to resource problems.

This union is the first institution that brought environmental problems into the agenda. It started to question the pollution of the Marmara Sea and worked as a leader for research in this field. World Environment Day was introduced in Turkey by the Union and it started to be celebrated. The first projects on pedestrian areas were raised in those days.

New concepts such as consumer problems and protection of consumer rights were also put into the agenda by the MBBB. The new issues that were brought up by the Union in those years were perceived as marginal movements by the rightist circles and were disdained.

Today, when we look at the past, we see that those were very new and advanced thoughts and applications not only for Turkey but also for the world.

Ministry of Local Government

The leftist government that had come to power after the general elections of 1977 formed a new ministry with the name of the Ministry of Local

Government in order to put the new municipal management movement into practice and to support autonomous municipal management. The main purposes of this ministry were to strengthen local governments, to reinforce autonomy by reducing administrative tutelage and to contribute to local development.

The ministry was designed to function only as a centre of coordination and guidance to achieve the above-mentioned objectives without any provincial organization. Nevertheless, due to legal obstacles, the intended arrangement was not achieved. The most important achievement of this ministry in that period was the preparation of the Law on Municipal Revenues but it was not enacted as it had been vetoed by the President. This law was prepared with the aim of rearranging urban rent so that the municipalities would take shares out of it.

Towards the end of 1970s, when the right-left conflict in Turkey became intensified, the Ministry could not function as expected any more and later on it was abolished. It is deemed to be useful to deliberate on this issue in the present day.

1984 – 2000: Emergence of Metropolitan Cities and Unbalanced Development

The democratic system in Turkey was interrupted with the military coup of 12 September. This military intervention had brought in an interim regime which left deep wounds on the society. At the end of that regime, a new constitution was put into force. One of the efforts of the military regime on shaping the society was related to the local governments. In that period, the commissions formed at TODAİE (Public Administration Institute for Turkey and the Middle East) prepared draft laws on metropolitan municipalities, special provincial administrations, municipalities and villages.

The regime of 12 September started to lose its influence after the elections held in 1984. The Constitution of 12 September had brought in an antidemocratic structure in many respects. This was also the case for local governments and the autonomy of local governments was damaged with this constitution. The only innovation introduced by this constitution was related to the establishment of metropolitan municipalities.

Beginning with İstanbul, metropolitan municipalities were established in

1984 in order to bring solutions to the problems accumulating and growing in large cities. The law initially covered İstanbul, Ankara and İzmir but the other large cities were also included in the scope of the Law on Metropolitan Municipalities in the following years. There are currently a total of 16 metropolitan municipalities.

During the 1970s, certain studies had been carried out on how the problems in İstanbul could be solved. One of these studies was the "Draft Law on Metropolitan Municipalities" which was prepared by the SPO in 1975. This study was not made public and remained as an internal study of the SPO. Since 1975, various steps had been taken on bringing solutions to the problems of metropolitan cities, and especially of İstanbul, but none of them turned out to be successful. As mentioned above, the most important step was taken with the enactment of the Law on Metropolitan Municipalities in 1984.

Metropolitan municipalities are organized similar to a federative structure that are composed of the municipalities within the metropolitan area. Mayor of the metropolitan municipality is directly elected by the public and the metropolitan municipal council is composed of the representatives from lower tier municipalities. In that way, a type of dependence is formed among the lower-tier municipalities in the decision-making processes of metropolitan cities. On the other hand, the mayor of the metropolitan municipality is granted a veto power that is even stronger than the veto power of the President. According to that, the mayor of the metropolitan municipality has a right to change the council decisions before accepting them. This antidemocratic structure caused serious damages to the historical fabric of cities, especially during the land development activities in İstanbul.

With the new regulations, an important source of revenue was created for the metropolitan municipalities. 5% of the public revenues collected within the province of the metropolitan municipality were allocated to the municipality of that province. This arrangement was especially advantageous for the metropolitan municipalities of İstanbul and İzmit. As the headquarters of almost all big companies in Turkey are based in İstanbul, these companies pay their taxes in İstanbul. Because of the fact that around 40% of the total public revenue is collected in İstanbul, İstanbul Metropolitan Municipality receives the highest share among all metropolitan municipalities.

The third major innovation introduced by the municipal reform of 1984 was on the issue of land development. Until 1984, the authority of municipalities in the preparation of the land development plans had been limited. The authority was used to be exercised together with the Ministry of Development and Settlement. The land development plans were not to come into effect without the approval of the Ministry of Development following the decision of the municipal council. This situation had caused many types of uncontrolled developments due to rapid urbanization. In the preparation and amendment of land development plans, there were considerably lengthy bureaucratic procedures. This complicated process resulted in the full transfer of the authority in land development to the municipalities. This new step was an important development for autonomous municipal management. However, the municipalities did not use their power appropriately which caused problems such as inadequate development, insufficient infrastructure, destruction of historical and cultural heritage, environmental damage, etc. Turkey had to pay for that with deep grief after the earthquake of 1999.

2000 – present: Public Administration Reform Initiative

Developments that Made Public Administration Reform Inevitable

The new millennium marked a transformation in Turkey. In that period, with the impact of internal and external dynamics, a public administration reform which was focused on the restructuring of local governments was put on the agenda. The new unipolar world order after the fall of the Berlin Wall in the beginning of the 1990s and globalization had changed the role of Turkey in world politics. All of a sudden, Turkey became an important player in the region. As a result of that, the role of the central government which focused only on internal politics had to change. Politicians at the central government and the bureaucracy had to allocate an important part of their time to international economic and political relations. Despite the parliamentary system that was based on solving the local problems, the central government preferred to deal with international problems. This situation had accelerated the decentralization process of the centralist administrative structure of Turkey. Correspondingly, the EU accession process also made it necessary for Turkey to review its administrative structure.

Hence, the interaction of internal and external dynamics made it in-

evitable to reform the public administration. By properly assessing this need, the government of AKP (Justice and Development Party) which had come to power in 2002 initiated the public administration reform. Had there been another government in power at that time, it would be in a situation to take the same steps. Although a deep rooted public administration reform was not possible, important changes in the field of local governments were made that can be considered as reform.

Within the scope of the local administration reform, instead of making improvements to the old legislation, a radical method was preferred by the annulment of the old laws and the enactment of new legislation with the new laws on special provincial administrations, metropolitan municipalities and on municipalities. In order for the reform to be complete, enactment of another new law which increases and reorganizes the resources of local governments is necessary. The preparations on that have already made it up to the agenda of the Council of Ministers. The local government reform of the government did not envisage the establishment of a separate administration for the regions. Recently, a new law was enacted which allowed the establishment of development agencies to ensure regional development. The draft version of this law included the term "regional" before the phrase of "development agency" however, this term was eliminated afterwards.

It is possible to group the improvements brought about by the local government reform under three headings:

• Democratic Governance

• Decentralization

• New Managerial Tools

Democratic Governance

Prior to the reform, both in municipalities and in special provincial administrations, there was a presidential system secured with bureaucratic and hierarchical powers. That is why, in decision-making and implementation processes, the publicly elected organs of municipalities and special provincial administrations were not able to question the top management. In

addition to that, there was a strong administrative tutelage of the central government upon these local governments. Instead of being accountable to the public, local governments were only accountable to the administrative authorities and to the inspectors. As a result of that, it was not possible for the civil society organizations to participate in governmental affairs effectively. The reform brought in certain improvements which would ensure the predominance of democratic governance in special provincial administrations and municipalities. These improvements can be summarized as follows:

- Prior to the reform, municipalities were not able to correspond directly with the ministries and the central government even on the most unim portant matters related to their activities. The decisions of the council were subject to the approval of the chief territorial officer. The accounts and financial operations of municipalities were under the supervision of the inspectors of the Ministry of Interior. With the reform, the restrictive administrative tutelage of the central government over the local govern ments was reduced.

- After the reform, it became possible for the councils to convene once monthly throughout the whole year, whereas they could only convene in limited times according to the old system.

- The supervisory power of the council was increased. In order to ensure that, the council may set up an audit commission to control the municipal accounts. In addition to that, in terms of access to information and super vision, the council was invested with powers similar to the TGNA.

- The principle of representation proportional to the power of the po litical parties was introduced for the commissions to be selected among the members of the council. In that way, the opposition would receive more information on the activities of the municipality and would be able to supervise them.

- Representatives from civil society, public institutions and from uni versities as well as muhtars (headmen) would be able to participate to the specialist commissions established within the municipal council.

- Inclusion of mahalle muhtars (neighborhood headmen) to the munici pal system is very important in terms of the expansion of participation. Even outside the municipal council, mahalle muhtars were granted with

powers to influence the municipal decisions which affect their ma halle.

- With the establishment of urban councils, there emerged an oppor tunity to form opinion and to influence and supervise municipal activities for the representatives of civil society, public institutions and univer sity.

- A new approach which strengthens the democratic environment by making voluntary participation to local government services possible was also included in the laws.

The New Status of the Metropolitan Municipality

It was not possible to achieve full cooperation and coordination between the metropolitan municipalities which have been a part of the municipal system since 1984 and the municipalities within the metropolitan munici-pality. In particular, the disputes among these municipalities concerning land development caused delays in public service provision. In addition to that, the boundaries of metropolitan municipalities prevented the provision of services to places which are in close proximity to and under the influence of the metropolitan area. With the new law on metropolitan municipalities, the abovementioned problems were alleviated.

Decentralization

The functions of special provincial administrations and municipalities had been listed one by one in detail in the former legislation. Although the new legislation did not make a general definition of authority, the functions are summarized in a couple of sentences.

It is seen that the developments in the world have been taken into account while determining the new fields of responsibility for local governments. In the contemporary world, significant transformations take place concerning the approach to development. With the influence of globalization, the development model which takes a city-centered economic development that is in interaction with the world as basis becomes predominant instead of a national development method that is based on a self-sufficient economy. This situation has been influential in determining the new functions of special provincial administrations and municipalities.

The new fields of responsibility which have been included to the traditional functions of local governments can be listed as follows:

Municipalities

- Development of economy and commerce is one of the primary functions of municipalities in order to make cities the engines of the economy. For this purpose, similar to the central government, municipalities are granted with the right to provide incentives to investments in the fields of tourism, health, industry, commerce and education.

- Construction, maintenance and repair of any type of school building became compulsory for municipalities.

- Municipalities were given authority in the field of urban regeneration in order to turn the squatter areas and derelict areas within the city into an economic opportunity.

- New powers were introduced which made land development and provision of housing easier for municipalities.

- Protection of natural and cultural heritage and making them economically feasible are also among the new functions of municipalities.

- New responsibilities were assigned to the municipalities with the aim of developing amateur sports.

- The large municipalities are expected to establish shelter houses in order to reduce violence against women and children and to protect these vulnerable groups.

Special Provincial Administrations

- The functions of special provincial administrations that were listed in the old law have been kept in the new law as they were. However, we see that new types of powers to ensure economic and social development and to bring solutions to environmental problems have been stated more clearly.

- One of the important fields among the new functions of special provincial administrations is the provision of micro-credit to the poor.

- Relations with village unions:

  o   Within the scope of the new law on the unions of local governments, village unions were also restructured. Leaving village unions outside the scope of the Public Procurement Law enabled the rapid development of these unions. As a result, village unions have become effective in the provision of services that the special provincial administrations are obliged to provide for the villages.

  o   The KÖYDES (Supporting the Infrastructure of Villages) project which has been implemented by the government since the last two years accelerated the provision of basic infrastructure services for villages such as fresh water, sewage and roads. The funds for this purpose are being transferred to the special provincial administrations by the Ministry of Finance under the coordination of the Ministry of Interior. This project plays an important role in the reduction of interregional disparities and in bridging the gap between the urban and rural areas in terms of service provision.

Not only the fields of responsibility were expanded in the laws on special provincial administrations and municipalities, certain regulations were also introduced which take into account the contemporary developments in service provision.

The most important regulation among these is the obligation to develop special methods in service provision to the handicapped, the elderly and the indigent. In addition to that, we see that new powers are also granted to the local governments which strengthen the relationship and coordination among the central government, local governments and the civil society. Furthermore, emergency planning which ensures that local governments become more effective during natural disasters is also among the new fields of responsibility of local governments.

New Managerial Tools

Financial management of special provincial administrations and municipalities have been changed entirely in order to increase effectiveness and

to entrench good governance principles in local governments. Ensuring transparency and accountability in the financial resources and expenditures of local governments is among the primary objectives of the new financial system.

The new managerial tools envisaged by the new financial system which also aim to increase effectiveness can be listed as follows:

- Introduction of the norm cadre system with the aim of preventing excessive employment of personnel in local governments and standardizing the cadres of local governments according to their size.

- Instead of personal and discretionary management of local governments, preparation of strategic plans became compulsory to establish an understanding that plans services and investments in advance and that takes cost-benefit analysis into account.

- Budget and investment planning is completely changed in order to make it possible to measure the effectiveness of local government budgets and to ensure comparability. Techniques such as analytical budget classification and multi-year investment planning are put in place. Accordingly, the accounting system is also changed.

- New internal and external audit mechanisms are developed in order to prevent misspending in public expenditure and to ensure effectiveness.

- The Law on Public Financial Management and Control broadened the definition of public administration in order to make it possible for the TGNA to supervise and monitor all types of public expenditure. In this new system, budgets of local governments are consolidated and presented to the TGNA together with the law on the central government budget.

Latest Developments

After the enactment of the laws on special provincial administrations, municipalities and unions of local governments, General Directorate of Rural Services which used to be under the responsibility of the central government was abolished and all its powers, functions and facilities

were transferred to the special provincial administrations. It is too early to make an assessment of the results of this new system. However, the observations made in the provinces demonstrate that the services which used to be provided by the former General Directorate are delivered by the special provincial administrations in a more effective way.

In order to make the local government reform complete, work is ongoing for laws other than the basic local government legislation. For instance; the draft law which reorganizes the revenues of local governments is currently in the agenda of the Council of Ministers.

On the other hand, laws related to the transfer of social services and cultural services which are currently conducted by the central government to local governments have been prepared and sent to the TGNA.

Formation Process of Civil Society in the Republic

The Constitution of 1924 had granted to the citizens the freedom of association. It was stated that the limitations to this freedom would be determined by law. The Law on Associations which was enacted in 1909 remained effective in the Republican period as well, until 1938. Although the right to form associations was regulated with the Civil Law of 1926 in detail, the Law on Associations remained valid. However, the Law on Treason and the Law on Securing Peace which had been enacted in that period brought in significant restrictions and left the freedom to establish political parties to the central government's discretion.

In 1938, the Law on Associations which had been enacted in the Ottoman period was annulled and a new law was enacted. According to the new law, associations attained legal personality only after official notification to the government. However, according to the provisions in the Civil Law, legal personality was attained by declaration in the statute. According to this law, the government had the right to ban associations.

After the transition to multi-party democratic system, a new Law on Associations was enacted in 1946. This law brought in important improvements for that period. One of these improvements was allowing the establishment of trade unions as the law did not mention the class principle. A special regulation was passed for artisans' associations and unions in 1949. The political parties were also subject to the Law on Associations until the Constitution of 1961. Therefore, the procedures used in closing down associations were also used in closing down the political

parties. Following the transition to the democratic system, the decision to close down an associations was left to (the decision of) the judiciary.

The Constitution of 1961 defines freedom of association as follows: "Everybody has the right to establish an association without prior permission. This right can only be restricted by law in order to protect public order and general ethics." Nevertheless, freedom of association was restricted by amending this Constitutional provision in 1971 and a new provision was introduced which stated that the activities of associations could be stopped by administrative authorities.

Following this Constitutional amendment, the new Law on Associations was enacted in 1972. With the military coup of 1980, Turkey returned back to the situation in 1946 with regards to the freedom of association. Legal and actual restriction of the freedom of association caused Turkey to lose time while the concept of civil society was being promoted in the rest of the world with the globalization movement which had started in 1980s. Amendment of the Law on Associations and adoption of a more liberal approach was realized only in 1999 after Turkey became a candidate to the European Union. In legal terms, there are still various bureaucratic restrictions on the establishment of associations. According to the data of the Department of Associations within the Ministry of Interior, only 80 000 out of a total of 190 000 established associations are active.

The crucial issue with regards to the development of civil society is the legal framework safeguarding the freedom of association. The stages that the law on associations had passed through in the last century as mentioned above may be sufficient to understand why civil society in Turkey was not able to develop. Undoubtedly, cultural and social factors also play a role in this.

Although the laws intend to restrict the right to establish associations, the civil society movement in Turkey maintains its dynamism since the transition to the multi-party system, and it is getting more powerful everyday. Especially in the last 20 years, civil society in Turkey acquired legitimacy both in the public opinion and in the eyes of the public institutions.

After the military intervention of 1980, the military regime considered civil society as objectionable and made everything possible to demean this movement in the eyes of the public.

Following the explanation of the transformation and the development in laws which depicts the story of the freedom of association in Turkey, it is possible to explain the development of the civil society in three stages:

- 1923 – 1946: Single Party Period

- 1946 – 1980: Emergence of the Civil Society

- 1980 – present: Revival of the Civil Society

1923 – 1946: Single Party Period

In this period, reforms were carried out in many fields which contributed to the development of the civil society. Despite a number of basic transformations such as the introduction of gender equality with the Civil Law, granting of voting rights to women with the Law on Municipalities and making secularism a constitutional principle, it was not possible to stimulate the civil initiative. The concerns over the entrenchment of the Republican principles were given as justification for the attitude that did not give permission to the development of civil society.

In this period, there were also civil society initiatives which had been started out with the leadership of the state. For instance; Turkish Language Institute, Turkish Historical Society, Aeroplane Institution and Community Centres (Halkevleri) were established as association. Aside from the official initiatives, the associations which had been permitted to be established were sports clubs and hunting associations.

1946 – 1980: Emergence of the Civil Society

After the transition to the multi-party system, associations were established in many different areas. As a result of the broadening of the freedom of association, a significant increase was observed in the number political parties. Until the 1960s, with the influence of the old practices in the single-party period, the state continued to perceive the establishment of associations as insurgency and as an illegal behavior.

Within the multifarious democratic setting that was formed after the Constitution of 1961, various social groups started to express themselves through different associations. Teachers, civil servants and youth started to get organized in that period. Religious and ethnic groups also

benefited from this liberal atmosphere. As a result, Turkey witnessed a heterogeneous and colorful social dynamism. The civil society organizations of the period defined themselves as democratic mass organizations and they emphasized this identity at all times. There was a significant mass support to teachers' organizations and to youth movements in that period. However, the initiatives of the radical groups in society which used the identity of democratic mass organizations caused the diffusion of an antidemocratic atmosphere and at the same time it damaged the confidence in civil society.

1980 – present: Revival of the Civil Society

Abuse of the freedom of association was claimed to be one of the reasons of the military coup in 1980. The fear and trauma that was created in the society prevented any attempt on the establishment of civil society organizations.

The impacts of the military coup lasted until the beginning of the 1990s when democracy and human rights movements in the world started to have an effect on Turkey. In that period, the term "non-governmental organization" was translated to Turkish as civil society institution by abstaining from using the concept of "non-governmental". Even the word "organization" was avoided as it had a connotation of illegal organization in the terminology of 12 September.

The term "civil society institution" was embraced by the intellectuals as well as by the wider public and it quickly became widespread. The word "civil" made the concept of civil society institution somewhat noble. The condition to be modern and civilized was to use the word "civil". An individual, who considered herself or himself as a member or part of a civil society institution, attained a different status in the public opinion and in public institutions. This perception was one of the factors that rapidly enhanced the prestige of the civil society in the beginning of 1990s.

While Turkey continued to transform, with globalization in the world turning out to be even more obvious after 1990s, the civil society movement in the world started to gain importance for the international organizations as well. At the Rio Summit which convened in 1992, the civil society was accepted by the international organizations as a second partner alongside the states. Turkey had participated to this conference at the level of the prime minister and signed the resolutions.

At the Rio Summit, the preparation of international, national and local action plans was envisaged to protect the world from a possible environmental catastrophe. One of the resolutions of the Rio Summit required that local communities prepare their own agenda for the protection of the environment through participatory methods and that certain measures are taken within the framework of an action plan. The Local Agenda decision that envisaged the participation of the civil society was called as Local Agenda 21 at the world scale. In that way, emphasis was put on the 21st century.

At the Habitat II Conference which was organized after the Rio Summit, the role of civil society in urban management was discussed and the civil society was considered to be one of the stakeholders of local governments. The resolutions of the Habitat II Conference were shared with the world as the İstanbul Declaration. In addition to international organizations, central governments and local governments, the civil society organizations became the official partner of the conference. The conference was conducted in parallel sessions for governments, local governments and civil society organizations. In addition to the recommendations of governments and local governments, the recommendations of the civil society were also put into the reports prepared after the conference and in the İstanbul Declaration with equal emphasis.

On Habitat II...

After returning from Rio, at the press conference in İstanbul, Süleyman Demirel, the Prime Minister in that period, stated that: "From now on we will work and take decisions together with the civil society in every field. This is democracy." Süleyman Demirel had taken an important initiative during the Rio Summit which produced highly positive results for Turkey. He had convinced the United Nations to organize the Habitat II Conference in İstanbul and the conference took place in Turkey in 1996.

At the Rio Summit, civil society had been accepted as the 'partner' of local governments. This partnership was further advanced at the Habitat II Conference and the civil society was defined as a 'stakeholder'. The meaning of stakeholder is the person entrusted with the stakes of bettors.

Recep Tayyip Erdoğan hosted the Habitat II Conference as the mayor of İstanbul. The decisions taken at this conference formed the basis of the local government reform implemented by the AKP government.

Habitat II Conference took place in three different buildings at the location that was designated as the Conference Valley in İstanbul. The governments convened at the Lütfi Kırdar Cultural Centre, the local governments convened at the Cemal Reşit Rey Hall and the civil society organizations convened at the Taşkışla Faculty of Architecture. The entire conference location was designated as international space which made it possible for civil society organizations participating both from Turkey and also from other countries to discuss every issue in a free environment at the Taşkışla Faculty of Architecture. Certain groups (such as homosexuals, Bahaists, ethnic groups, etc.) that could be considered extraordinary at that period covered the building with hundreds of slogans and posters and discussed hundreds of different topics in a carnival atmosphere. One of these slogans on the walls of the Taşkışla Faculty of Architecture was very interesting, which read: "Let's get radical and talk to the state." This slogan is very expressive in demonstrating the transformation of the civil society attitude.

During the Habitat Conference, at the end of each meeting, government representatives from the USA gave briefings to the civil society organizations from the United States on the intergovernmental discussions and on the conclusions reached. During these briefings, they also took the opinion of the civil society. Turkish Ministry of Foreign Affairs was also affected by this approach. Spokespersons of the Ministry of Foreign Affairs also started to provide information to the Turkish representatives of the civil society and local governments.

The most important result of this conference for Turkey was that the Turkish government officials and municipal representatives started to consider the civil society as a partner, if not a stakeholder. This change in conception helped to overcome the trauma caused by 12 September.

During the Habitat II Conference, with the objective of supporting local partnership and cooperation in developing countries by putting the decisions taken at Rio and İstanbul into practice, a new programme was designed, which was envisaged to be conducted by the UNDP. This pro-

gram was put into effect in the world with the name of Local Agenda 21. The Turkish Government approved the implementation of this project in Turkey by the decision of the Council of Ministers. This project was successfully implemented in Turkey for 3 years. Within the scope of the Local Agenda 21 project, urban councils were established in almost 50 pilot municipalities and the local problems were put into the agenda by joint discussions with the representatives of local governments, public administration, universities and the civil society. The implementation in Turkey was selected by the UNDP among the best examples in the world and it was presented to the world at the Johannesburg Summit which convened on the 10th anniversary of the Rio Summit. The participatory mechanisms of the current local government reform are a result of these efforts.

The Turkish delegation played an important role in the design of the Local Agenda 21 project. The efforts of Mr. N'Dow, the Deputy Secretary-General of the United Nations who was responsible for the conference and his attention to Turkey should not be overlooked. Mr. N'Dow was an important leader who designed the Local Agenda 21 project and put it into effect in the world.

The Local Agenda 21 project ensured the recognition of the civil society as a stakeholder at the local level. With this movement, the media and public authorities accepted the civil society as a legitimate democratic actor.

Turning points in the history of countries are usually big defeats, wars, catastrophes or victories. 1999 was an important year for the development and legitimation of the civil society movement. When the government and the local governments were caught unprepared after the great Marmara earthquake in 1999, the citizen initiative that spontaneously emerged in order to take away the pain and to solve the urgent problems in such a desperate situation gave birth to a new type of understanding in Turkey. In those sorrowful days, the civil society movement which was supported by the citizen initiatives proved its capacity. Both the public administration and the public acknowledged the assistance, support and initiatives of the civil society and started to recognize it as a responsible stakeholder.[1]

1 The confidence surveys carried out by TESEV on different institutions in Turkey demonstrate that AKUT, which is a civil society organisation, is considered to be the second most reliable institution following the armed forces.

Emergence of the civil society as an indispensable element of democracy after the earthquake of 1999 initiated the transformation of the mindset in Turkey which helped democracy to flourish. Starting with the new millennium, all different groups are showing an effort to establish dialogue and work together with the civil society. Another factor which influenced the acceleration and dissemination of this transformation is the accession process to the European Union. Since the 1999 Helsinki Summit where Turkey became a candidate, there has been a constant transformation in Turkey for the development of a more democratic legal structure and a more democratic social atmosphere. Turkey is working on developing and renovating itself in many different fields from democracy and human rights to environment and from local governments to consumer rights. The civil society plays a role in all these different fields as a legitimate and important stakeholder which is either consulted or accepted as a partner. In cases where the government or the public institutions do not consult civil society, they influence the policies with declarations or protests and they accelerate the transformation.

Various Factors which Supported the Formation of the Civil Society

Many initiatives and phenomena have an effect on strengthening the civil society and on its involvement in the decision-making mechanisms. Some of these are; women, trade unions, chambers, emergence of volunteerism, developments in arts and culture, intellectuals, media, environment, religious groups, sports, social stratification and new identities, urbanization, deepening and widening of democracy and human rights.

Women

With the establishment of the Republic, the legal system that had been based on sharia was completely abolished and instead, a modern legal system was introduced. This change and especially the introduction of the new Civil Law aimed at ensuring the equality of men and women. Education reform made it easier for women to benefit from the right of education and rapidly increased the number of educated women. When women were granted the right to vote and to get elected with the enactment of the Law on Municipalities in 1930, they became equal citizens with men. This transformation improved the role of women in social life and women had the opportunity to make their voice heard. At present, women play an important role in the spread of democratization and hu-

man rights as one of the key founders of the civil society. One of the most effective components of the urban councils established according to the new Law on Municipalities is the women councils.

Trade Unions

In the Republican period, trade unions emerged after the transition to the multi-party system. Trade unions were established before the Constitution of 1961 however they did not demonstrate active presence. The main reason for that was the lack of rights on collective bargaining and strike for trade unions in that period. After 1961, trade unions guided politics and social life as the organized part of the society. They contributed to the diversification of topics on the social agenda and they informed the public on these topics.

Trade unions were the most harshly punished institutions by the military coup of 1980 and they were held responsible for everything that happened before 12 September. After 1980, while on the one hand trade unions tried to reorganize and regain their legitimacy in public opinion, on the other hand they had to cope with the "flexible employment policies" brought in by the liberal economy. Despite all these problems, they are still the most important organized group in the civil society. The power of civil society movement increased with the strengthening of the trade unions of civil servants alongside the trade unions of workers.

Chambers

To ensure a better understanding of the role of chambers, it is important to discuss them in two categories as chambers of production and commerce, and professional chambers. Emergence of the chambers of tradesmen and the chambers of commerce dates back to considerably old times. Chambers of tradesmen had important functions in the Ottoman society until the 19th century. As a result of the liberalization of international trade with the industrial revolution, commerce and industry started to emerge on the Ottoman land as well and the tradesmen started to get organized within chambers of commerce.

After the establishment of the Republic, the chambers of commerce and industry as well as the chambers of tradesmen had been more influential in politics and in the society with respect to the rest of the civil society. Organization of the Economics Congress of İzmir and the decisions taken

in this congress demonstrated the effectiveness of the chambers of commerce and the chambers of tradesmen. Despite the presence of the statist policies which emerged in 1930 and within the democracy conception of that period, these chambers continued to exist but their impacts on politics and social life remained limited.

Within the democratic structuring that started to take place following the transition to the multi-party system, these chambers started to gain importance. Especially since 1950 when the Democrat Party which supported the liberal economy had come to power, the importance of these chambers was increased and they started to share some of the authority in the field of commerce and industry with the state. For instance; chambers started to exercise power on issues such as distribution of export quotas, issuing of licenses, etc. Similar to other groups of civil society, chambers started to focus on and make contributions to fields other than economic life only with the emergence of the democratic environment created by the Constitution of 1961. Chambers and associations of tradesmen played important roles especially in politics.

It is also necessary to point out TÜSİAD (Turkish Industrialists' and Businessmen's Association) while considering the chambers on production and commerce. TÜSİAD is a new formation, however, since 1950s; the big business circles had taken certain initiatives to ensure the discussion of all matters in a democratic environment. The most important among these was the establishment of the Association of Turkish Economic and Social Studies Conference Board which later turned into TESEV (Turkish Economic and Social Studies Foundation). Businessmen considered the formation of an organization aside from the chambers of trade and industry necessary. Turkish Economic and Social Studies Conference Board brought up many issues to the agenda of the Turkish society and played a leading role in the discussion of these issues in a democratic environment.

Later on, the big business circles considered it more appropriate to establish a separate organization in order to protect their own interest and to make their voice heard. TÜSİAD, which was established for this purpose, has been playing important roles for the creation of a liberal environment not only in the economy but also in the field of democracy.

Similar to the chambers on production and commerce, the professional

chambers started to become an important actor in the society only after the Constitution of 1961. Among the professional chambers, the impact and function of chambers which were organized in two specific fields had been more influential than the others. The first one is the chamber of architects. Parallel to the increase in land development activities which was caused by rapid urbanization that started out with squatter housing and later turned into mass housing development, the role of the chamber of architects in the political arena and in social life increased. Especially in the field of local government, chambers of architects played a leading role in the development of civil society.

The second is the bar association. The broad democratic environment created by the Constitution of 1961 gave rise to a more frequent and intensive discussion of constitutional issues and problems concerning democracy and human rights. Involvement of lawyers to these discussions was inevitable. In addition to that, as the bar associations became an important stakeholder of the justice mechanism, they became respectable institutions within the society. At present, the roles of the bar associations in politics and in society continue without decline as the problems related to the European Union, democracy and human rights still exist.

Social development demonstrates a diversity according to the imperatives of economic development. Therefore, certain professional chambers gain importance according to the role they play in social life. For example; after the earthquake, the chambers of civil engineers, geology engineers and geophysics engineers contributed to the education of society and to the formulation of policies in this field.

Emergence of Volunteerism

Volunteerism is seen in every society in all historical periods. It indicates the type of activities done on a voluntary basis, involving tangible or intangible contributions which are carried out either as a requirement of religion or as a conscientious responsibility. Institutions such as the Red Cross and the Red Crescent as well as nursing which emerged during the Crimean War are typical examples of volunteerism. However, this movement acquired a worldwide importance together with the increased prosperity and consciousness of communities as well as due to the extensive poverty caused by the liberal economy especially after the 1980s.

Volunteerism is related to almost all fields from the solution of small-scale local and even personal problems to issues which have an effect on humanity such as climate change and AIDS. It is an activity that is encouraged and regulated by law in almost all countries. Tax legislation is being changed in order to increase voluntary donations and courses on volunteerism are included into the school curricula in order to entrench the concept of voluntary work. Volunteerism is also being used as a form of sanction in the penal code.

In line with these developments in the world, many legal regulations have been prepared in Turkey as well. Volunteerism, which is used in many contexts related to solving local problems, is also included into the laws on local governments. In the village life, the imece system is being used for centuries. İmece (collaboration to carry out essential tasks in an organized manner) is one of the oldest Turkish traditions which has been used by the inhabitants of rural areas in farming, house building, home-made production as well as in weddings and in burial ceremonies. This tradition is also used for the development of the village. A specific provision was put into the Village Law for this purpose. In addition to that, specific provisions were also included into the new Law on Municipalities in order to encourage voluntary work. Volunteerism played an important role in the emergence and development of the governance concept and its role is progressively increasing. In the recent years, in order to encourage the youth to carry out voluntary work, various courses were included into the academic curricula of universities with the name of social responsibility projects.

Developments in the Field of Arts and Culture

Westernization in the field of arts and culture which had started with Tanzimat continued with the Republican administration at an accelerating pace. Following the unification of education, courses such as music and arts were included into the primary and secondary education curricula as compulsory courses. With the community centers (halkevleri) movement, important initiatives were taken for teaching and disseminating Western music. Music, theatre, literature, folk culture and folk dance groups were formed in the community centers (halkevleri). Western music was taught in these groups, concerts were organized and plays were performed. Folk music and folk dance was compiled and art exhibitions were organized.

In Ankara, international experts were invited to the Gazi Educational Institute, a training institution for teachers, for providing education on Western music. In that way, the teachers who were working around the country became familiar with the Western music besides playing a musical instrument. Later on, artists were trained in branches such as theatre, music, ballet and opera with the establishment of the conservatory. Artistic activities were promoted in Anatolian cities by training music and arts teachers. Music, arts and theatre groups were formed in primary and secondary schools, and students were given the opportunity to show their talent. In that period, emphasis was put on folk music and folk dance for which important archives were compiled. In addition to that, in order to develop Anatolian music, international musicians such as Bella Bartok were invited to Turkey to make compilations in Anatolia. All the folksongs that we listen today such as türkü, uzun hava, koşma and mani which make up the folk culture had been compiled in that period.

Despite the exaggerations such as the prohibition of the radio broadcasting of Turkish classical music, it was a time of enrichment for culture and arts. Although this ban on the Turkish classical music mostly disturbed a group of elite living in İstanbul who were attached to the old culture, the public was content with the discovery and revitalization of Anatolian culture.

Authors such as Reşat Nuri, Yakup Kadri, and Halide Edip became popular in that period. Rural and urban life became a literary theme for the first time. Although the literacy rate was low, the "pink series" of authors such as Esat Mahmut Karakurt were among the bestsellers of the period. The Ottoman influence on Turkish was gradually reduced as novels and stories were written with a clear and understandable Turkish instead of the ornate language of Servet-i Fünun (The Wealth of Knowledge – an avant-garde literary and sometimes political periodical). In line with these developments in novel and story writing, the free verse movement in poetry which had started out with Nazım Hikmet purified the language.

With the transition to the multi-party system poems were written with a popular language. Daily terminology which also represented the democratic atmosphere of the period, and the Garip movement which emerged as a reaction to the old rules of traditional poetry and against certain poetic ideas, was embraced by the public. Orhan Veli, Melih Cevdet and Oktay Rifat had in a sense democratized the poetry which was a phenomenon used by the elite.

Nationalism, which was one of the principles adopted by the Republic, had its influence mostly on Turkish language and history. There was a full blown purification movement of Turkish language, mostly an attempt to wipe out the Arabic and Persian influence, administered by Turkish Language Institute and Turkish Historical Society. Certain exaggerations were also observed in the attempts to create a pure Turkish language. However, when we consider the language in use at present, it is seen that the purification movement was also embraced by the public. Today, clear and pure Turkish is so popular that even the most conservative groups carry on religious discourse with pure Turkish concepts and terminology.

The shift to the Latin alphabet had significant contributions to the creation, continuation and dissemination of arts and culture. Literacy rapidly became widespread and it turned into a democratic tool used by everyone instead of a privilege.

One of the cultural symbols of that period were the public libraries, established in almost all the cities around Anatolia. Public libraries facilitated reading and learning for the poor who could not purchase magazines or newspapers. In particular, they had significant contributions to the development of the students. Public libraries promoted the right to read for the poor not only with the purpose of developing and disseminating culture and arts but also as a social policy tool of the state.

Although the emphasis on culture and arts during the first years of the Republic diminished with the transition to the multi-party system, the fact that the Constitution of 1961 included the development of culture and arts among the functions of the state helped to regain the prestige. Undersecretariat of Culture was created before the beginning of the 1970s and subsequently the Ministry of Culture was established.

During the 1950s, Turkish cinema began to develop and it contributed to the education of the public as well as to increasing awareness on social problems during the 1960s. The contribution of Turkish cinema to the development of civil life in Turkey is greater than it seems. It had important contributions to the development of democracy and to the discussion of democratic rights and problems. After the 1970s, cinema was replaced with television.

In conclusion, the development and dissemination of arts and culture can

be considered as the most important ingredient in the formation of civil society in Turkey.

Intellectuals

During the Ottoman period, there had always been an intellectual group around the palace which was composed of poets, musicians and calligraphers. We could also include the government officials trained in the Enderun, bureaucrats, professors and historians lecturing at madrassas and the masters of the tekke and tarikats (sects) to this intellectual circle. After the printing press was brought in to the Ottoman life by İbrahim Müteferrika, books alone were sufficient to create a social dynamism. Readers got together to talk about books. This had secularized the society and helped the development of a civil lifestyle. Also, a small number of independent intellectuals who were not civil servants started to appear.

Tanzimat had increased the number of intellectuals, started a Turkish enlightenment. The cosmopolitan lifestyle outside İstanbul, in Selanik, İzmir and Beirut played an important role in the development of Ottoman intellectuals. When the Republic was first established, there was a sizeable group of intellectuals for that period to make a cultural revolution. As the number of high school graduates and university educated individuals increased with the breakthrough in education, a new type of intellectual appeared in the Republican period. These intellectuals were those who adopted and supported the reformist approach of the Republic. The intellectuals who longed for the old times shut themselves in and therefore they were isolated from the society.

In the first years of the Republic, the majority of the intellectual cohort were the teachers. It was the responsibility of the teachers to disseminate and entrench the principles and reforms of the Republic. With the establishment of community centers (halkevleri – 1932); doctors, lawyers, judges, district governors and wealthy tradesmen in each city and town started to group around these community centers with the leadership of teachers. Everybody worked in various branches of the community centers according to their own skill and talent. For example; although the number of doctors was insufficient in that period, they informed the public in the field of hygiene and health by making village visits. Language courses, book campaigns, performances, exhibitions and concerts were organized not only in the city and town centers where the community centers were established but also in the villages.

The Story of a Teacher

Year 1929. The young boy at the age of 19 graduates from the Teachers' School in İzmir. He gets appointed to one of the forest villages upon the Toros Mountains in Adana. İsmet, the young teacher, goes to Adana with a great enthusiasm and the Director of Education greets him not as a boss but as a colleague. The Director hosts the teacher at the provincial centre until the day when the marketplace is set up and the villagers come in to the province. He sends the news to the villagers and invites the muhtar (headman) to his office. When the muhtar arrives, he introduces the teacher to the muhtar and sends the teacher to the village together with the muhtar. İsmet is a person who grew up in İzmir and he wears trousers whereas the villagers are wearing the traditional şalvar (long baggy pants). The villagers come up with a nickname for the teacher right away: fork-leg teacher. There is no school and there had not been any teachers in the village before. İsmet comes to the village to move mountains but the villagers are not interested. He organizes meetings at the village and talks to the elderly but no one takes young İsmet seriously. In deep disappointment, the teacher does not know what to do. A couple of months pass by and one day, the muhtar who goes to the market in the provincial centre comes back to the village with a letter. He gives the letter to İsmet at the village chamber. The official yellow envelope has the name of the teacher on it and the villagers know what an official yellow envelope means. Only the state uses yellow envelopes. Everybody at the village chamber are curious about the content of the envelope. The teacher opens it and reads the letter in tears. The villagers ask him to read it out loud. The letter is from Mustafa Necati, the Minister of National Education. It begins by congratulating young İsmet for becoming a teacher and Mustafa Necati notifies the teacher that a one-year subscription of Cumhuriyet (Republic) Newspaper is given to him as a present. The Minister's letter ends with these sentences: "The Republic has great expectations from you and I believe that you will work vigorously. We are always behind you. Warm regards."

Young İsmet immediately gains respect in the eyes of the villagers. That day, the villagers start to search for a building suitable to be a school. The mosque in the village starts to be used as the school except the praying times. The muhtar requests the contribution of the

> villagers through imece to make the blackboard and the desks. The logs and the saw mills are prepared and the villagers make the blackboard and the desks as requested by the teacher. After a while, the villagers build a new school by imece. The new school is built in one year with the contribution of all villagers. Girls and boys at the age of 6 or above are enrolled in the school with the help of the muhtar.

İstanbul University was the most important institution in educating intellectuals that embraced the principles of the Republic. Nevertheless, İstanbul University was resisting the reforms to a great extent and it continued its madrassa tradition. As a result, it was closed down in 1935 and the university was re-established with a new law. The main reason for this university reform was that especially the faculty of law did not provide training as expected. The Republican Turkey abolished the law based on sharia and enacted new legislation that would establish a modern legal system. However, the lack of qualified judges to implement the new legislation and in particular the Civil Law created large scale problems. The instructors at "İstanbul Dar'ül-fünun" were either uninformed of the modern law or they were unwilling to learn it.

In that period, as a result of a very successful maneuver of Turkish politicians, the scientists who escaped German fascism were invited to Turkey. Einstein was among them. Highly distinguished professors of law, medicine and engineering from European universities were willing to work in Turkey. İstanbul University was re-established with their contributions and the qualified individuals that the Republic needed were trained in this university.

In addition to the reform of İstanbul University, despite the difficult financial situation in Turkey, many students were sent to Europe and America starting with the 1930s. Most of these idealist young people returned to the country after completing their education in Western universities. As a result, academic personnel shortage in both İstanbul University and Ankara University was resolved.

With the transition to the multi-party system, liberal and conservative intellectuals started to support the Democrat Party and most of them were elected to the parliament as a member of this party. Intellectuals such as Samet Ağaoğlu, Nadir Nadi, Turan Güneş and Halil Özyörük were

among them. However, a group of Republican intellectuals perceived the Democrat Party movement as a counter revolution and they were against this party from the beginning. This opposition continued, steadily intensifying each year. Certain mistakes were also made by the Democrat Party which also strengthened the opposition of the intellectuals. At the end, the opposition resulted in the military intervention of 27 May.

Within the democratic atmosphere created by the new Constitution after 1961, intellectuals started to play a more effective role in the society with the opportunities provided by autonomous institutions such as universities and TRT (Turkish Radio Television Corporation). There emerged a contradiction between the intellectuals and the liberal government that came to power in 1965. Trade unions and free media supported the movement of the intellectuals, the youth fired up the intellectual opposition and the independent judiciary helped to prevent the repressive initiatives of the government. While the contradiction between the intellectuals and the government was expected to generate consensus, the contradiction turned into conflict and thousands of young people were killed due to clash of opinions. As it was not possible to reach consensus, conflict then turned into anarchy and as a result of a second military coup, the accomplishments on democracy and human rights were lost.

The military intervention of 12 September had the most significant impact on the intellectuals aside from trade unions and students. Thousands of people were arrested in that period and thousands were either fired, expelled from universities or forced to resign. The liberal governments that came to power after the elections of 1984 tried to normalize the situation; however the process of normalization took 10 years.

Media

Since its emergence in Turkey in the second half of the 19th century, the media has never been fully independent in any period. The governments always tried to silence and even eliminate the media sometimes by censorship and sometimes by restrictions and prohibitions. Throughout its 150-year existence in Turkey, the media has been one of the most controversial issues in the society. It had prime responsibility and influence on the modernization of Turkey and the development of democracy.

It is not possible to talk about the freedom of the media since the estab-

lishment of the Republic until 1946. As a result, the opposition was not able to make its voice openly heard in that period and therefore, it was not able to benefit from criticisms. The media of the period had an important function in the dissemination and explanation of the Republican values. In that period, despite the lack of freedom of the media, a group of readers emerged who followed the newspapers. This group played an important role in the struggle to entrench democracy after 1946 and at the same time, it was also effective in the formation of civil society. With the transition to the democratic system, the media mostly had a positive influence on the establishment of democracy and on the application of human rights. With the exception of the periods of military intervention, the freedom of the media expanded gradually.

During the reconsolidation of democracy in Turkey after the military coup of 1980, the media was influenced by the developments in the society as much as it had influenced the society. There have been significant modifications in the content of the print media. Even those newspapers which supported the secular system prepared issues and distributed supplements with religious content during Ramadan. News topics were diversified and enriched with columnists writing on issues other than politics. New types of columnists started to emerge who wrote on topics such as arts, culture, sports, science, technology, fashion, television, cinema, music, youth, education, women and popular culture. The diversification of columnists was also representative of the developments in the society. The media supported the civil society movements and it also contributed to the development of the civil society.

With the inclusion of television to the media in the beginning of 1970s, the influence of the media on the society became indisputable. With the emergence of private radio and television channels starting from the 1990s, a wide range of opinions found venues for expression and circulation. Therefore, television was also one of the factors which fostered and strengthened the civil society.

Environment

The issue of environment is a considerably new topic for the whole world. Environmental problems were first put in the agenda after the World War II, especially in the developed countries. These problems which were caused by urbanization and excessive industrialization gained more im-

portance as societies became richer and consumption increased. Turkey began to face these problems starting with the 1970s.

The researches on foundations show that some of the issues which are now considered as environmental problems had been in the agenda of the foundations throughout the history of the Ottoman Empire. For instance; we witness the establishment of foundations for the protection of poor and homeless children, for helping abandoned animals and for treating injured birds and animals.

Foundation for Storks that could not Migrate

The issue of animal protection which is a part of the environmental problems at present were also in the agenda of the public in the Ottoman period as they lived close to the nature. One of the most interesting foundations which had been established for this purpose was the one in Erzurum. An individual who loved birds and who was sensitive to them had established a foundation to ensure that the storks with broken arms and wings which could not migrate are taken care of during winter. The founder dedicated a part of the returns on his assets for the protection, treatment and care of these birds. This may be the first such example in the world.

The issue of environment was first put in the agenda of Turkey in 1974. Detailed information on this issue is provided in the previous section within the scope of the new municipal management concept. In 1978, a minister of state was assigned the task of dealing with environmental problems. When the assignment was made, many groups in Turkey disparaged the issue and considered it as a marginal movement.

Although the military regime after 1980 brought in many prohibitions to the formation and the development of the civil society, it allowed the initiatives on the environment. This attitude was due the fact that environmental issues were seen as safe and harmless for the state rather than the environmental sensitivity of that regime. Environmental issues were considered as neutral topics and it was aimed to benefit from the sympathy that these issues would create. That is why; the environmental NGOs in Turkey became organized and strengthened more quickly than those focused on human rights and democracy.

In the process of globalization, especially during the 1980s, the polluting industries of the developed countries started to move to developing countries in order to escape from the pressures and criticisms of the civil society organizations in their own countries. As a result, environmental problems also started to be seen in the developing countries with even more unpleasant results. When the environmental pollution, which is a serious danger for the whole world, reached a scale that the states could not handle on their own, it became necessary to take measures at an international scale. Consequently, the United Nations brought up the issue at various summits and developed proposals for alternative solutions. The most influential congress among these was the Rio Environmental Summit held in 1992 where it was decided to prepare action plans for the solution of environmental problems both at the international and local level.

Similar to the rest of the world, the environmental problems had also initiated a process in Turkey where civil society assumed a partnership with public authorities. This issue is explained in the previous parts. With the local administration reform of 2005, civil society became one of the stakeholders of the local governments and various mechanisms were developed to ensure the participation of the civil society to the decision-making processes.

Religious Formations

During the period starting with the establishment of the Republic until 1946 while secularism was being adopted, conservative approaches were not expressed sometimes due to certain pressures and sometimes as a result of a voluntary disappearance. With the transition to the multi-party system, issues related to religion were also brought to the fore. Initiatives on these issues started with the opening of the Qur'an courses in 1984. Support associations were established in order to finance the expenditures of these Qur'an courses and later on, other types of organizations were also initiated for building mosques.

During the period of the Ottoman Empire, mosques were established in certain centers and in main cities alongside İstanbul. There were no mosques in settlements outside these places. With the population increase in the peaceful Republican era and the rapid urbanization beginning with the 1950s, even the mosques in the big centers turned out to be

insufficient to meet the needs of the public. As a result, the people began to get organized to build mosques in cities and villages, which had rapidly increased the number of associations established for this purpose.

The religious initiatives which had been organized around these associations were strengthened by the regime of 12 September. These associations filled a vacuum in terms of civic engagement. Although they were linked to sects, hodja and the sheiks, they contributed to the development of a democratic attitude even among conservative groups.

Further democratization of these religious organizations is deemed to be inevitable with the widening and deepening of democracy in Turkey. Considering these organizations a functional part of democracy, although highly objectionable for some groups, will be possible by broadening the freedoms and by reinforcing the rule of law instead of imposing bans.

Sports

In every country and in every period, sport is seen as a beneficial activity which ensures the popular participation of the public. Although it started out with hunting and athletics, sport became more football oriented in the 20th century. Local, regional, national and international contests encompass all segments of the society which enhances social solidarity within a competitive environment.

Another characteristic of sports is that in all fields from athletics to football, activities had begun as amateur and eventually turned into professional in the present day. Despite this transformation, many sport activities are carried out through associations. All sports clubs start to function as an association.

The big football clubs such as Beşiktaş, Fenerbahçe and Galatasaray have celebrated their centennial which shows that sports associations are not affected by political transformations such as transition from imperialism to republic or military coups. With this characteristic, sports clubs are a form of organization where the civil society existed uninterruptedly in Turkey. This is not exclusive to large cities. Even in the smallest districts, towns or villages in Anatolia, associations were established for various purposes in different periods and most of these associations still continue to be active.

The oldest and most common form of association in Anatolia had been

the hunting clubs which is followed by football clubs. Football is not only a fun-to-watch sport but at the same time, it is a tool for participation which ensures social solidarity. The protests and slogans that are heard in the football field are one of the most concrete indicators for understanding the society. With its participatory dimension, football is a field of activity which contributes to the civilization of the society. The football field is the civil space where the intervention of the state is at minimum.

We can consider the big football clubs in Turkey as civil initiatives which help to ensure domestic peace. The international achievements of big football clubs such as FB, GS and BJK are celebrated everywhere in Turkey even when the political conflict is at its highest levels. Football acts as a catalyst which bonds all different political tendencies.

Other branches of sports also played important roles in Turkey. The most typical example of this is the impact of the success of the women's national volleyball team. This team ensured the acceptance of the important role of women in the society even in a male-dominant mindset. In Turkey, the interest of young girls in volleyball significantly increased with the success of the women's national volleyball team.

The Contribution of Süreyya Ayhan

The success of Süreyya Ayhan in athletics, which is usually considered to be a male sport, contributed to raising the status of women in the Turkish society. It is undeniable that the introduction of Süreyya Ayhan in television and in print media as the "daughter of the wind" not only increased the interest of young girls in athletics but also contributed to the self-esteem of women. Even the personal life of Süreyya Ayhan triggered important debates on the freedom of women.

Urbanization

Turkey had suffered great human and financial losses during the Balkan Wars, World War I and the War of Independence. In the first years of the Republic, Turkey was a war-torn country with a population of 13 million.

While efforts were made to revitalize the Western Anatolia which was the most prosperous and least devastated region of the country in the aftermath of the War of Independence, attempts were also made to ensure the geographical unity such as the construction of railroads. If

the negative impacts of the World War II which had broken out during the reconstruction process of the country are also taken into account, it becomes possible to understand the progress made by Turkey between 1923 and 1950.

In that period, the only city that experienced population increase because of gecekondu (squatter) settlements was Ankara. For a long period, population of Turkey remained stable. In the beginning of 1950s, the population of the country was around 20 million. Starting from the 1950s, departure from statism and adoption of liberal economic policies increased the social mobility in Turkey and the first gecekondu mahalles were established in İstanbul.

During the mixed economy period between 1960 and 1980, industrialization started to concentrate in İstanbul and in the Marmara Region. The resulting labor demand triggered rapid migration to urban areas. Later on, internal migration started to spread to other big centres such as İzmir, Adana, Mersin, and Antalya.

The liberal policies after 1980s also contributed to rapid urbanization. Migration after 1980 was mostly due to the development of the service sector rather than industrialization. Together with the development of the service sector, the construction sector also developed. Consequently, a new social class started to emerge which was composed of the entrepreneurs who established the small scale enterprises in cities. This new middle class which had a relatively higher level of income compared to the workers and civil servants, quickly discovered that civil society organizations were the way to become more effective in urban services. Especially after 1990, the growth of the service sector was very fast and it gave rise to diversification in the civil society.

In the meanwhile, the members of the middle class living in the big cities who emigrated from various towns in Anatolia kept ties with their hometowns. That is why; we observe that in all big cities, and especially in İstanbul, the number of townsmanship associations rapidly increased. This situation prevented the realization of integration in big cities. As a result, this new middle class preferred to continue their Anatolian lifestyle in the neighborhoods they had established around the city. This is reflected in the complaints of the metropolitan municipalities on the lack of urban consciousness. Cities such as İstanbul, Bursa and İzmir started to develop new projects to create urban consciousness and an urban lifestyle.

> **Examples of the Projects on the Creation of Urban Consciousness**
>
> In the recent years, İstanbul Metropolitan Municipality started to put up posters with the theme "being from Istanbul". In these posters, on the photographs of the famous people living in the city, the phrase of "I am from İstanbul" is written, and the name and last name of that person is placed below it. In addition to that, with the organization of seminars, the question of how to improve the İstanbulite image is being discussed with intellectuals and authors.
>
> On the other hand, concerned about the associations with an exclusive allegiance to hometowns, Bursa Metropolitan Municipality started to implement projects to increase urban consciousness. By bringing together the townsmanship associations within the urban council in order to enhance urban belonging to Bursa, the municipality requested from these associations to put the name of Bursa on their signs. As a result, on many signs, names such as "Bursa – Association of Townsmen of Sivas" and "Bursa – Association of Townsmen of Kemah" were written.

New Identities

Kurds

Parallel to the democratic fluctuations in Turkey, the Kurds were not able to openly express themselves with their ethnic identities. Especially with the democratization after the Constitution of 1961, we see that the Kurds established many associations without declaring their identity. The most important associations established in that period were the Eastern Cultural Associations (Doğu Kültür Ocakları). With the liberal policies of 1990s and the European Union accession process, the Kurds began to openly express their identities.

By establishing various associations mainly in İstanbul and also in İzmir, Mersin, Adana and Diyarbakır, the Kurds are working to protect their own interest and to promote their identity. The willingness of Kurds for playing a more effective role within the civil society movement is given as one of the justifications for the government to restrict the freedom of association. It is likely that the identity problem will be confronted more frequently within the civil society.

Alevis

In view of the rapid organization of the Sunni groups in the last years and their increasing influence on domestic politics in Turkey, it is seen that Alevis also rapidly got organized with the aim of promoting their interests. They started to openly demonstrate their religion-based rituals such as sema (ritual dance) which used to be concealed from the public.

The number of Cem Evi (meeting place for Alevis) increased. Some of their associations were organized as a federation. In order to ensure the recognition of their identity, not only do they make declarations and meetings, they also bring out the topic in legal platforms as well. That is why, the number of cases both in the European Court of Human Rights and in Turkish courts increased.

Hence, Alevis also have contributions to the strengthening of civil society in Turkey.

Deepening and Widening of Democracy and Human Rights

Civilization and secularization, which started to take place after Tanzimat, rapidly encircled the society after the establishment of the Republic. While in the beginning, democracy and human rights used to be perceived as the demand of a small group of elite, it started to become the demand of a larger group as a result of the military coups and the new constitutions.

At the beginning of the 1960s, democracy and human rights were only perceived in a political context. Existence of political parties, independent judiciary and freedom of the media were considered to be sufficient for defining democracy. As a result of the incidents and turbulence experienced since 1950s, the public started to understand that human rights were not limited to the non-abuse of the police.

At present, there is a widespread conviction that violence against women, domestic violence, women's rights, children's rights, animal rights, accountability of the public authority and the right of access to information form the essence of democracy and human rights. There are no sufficient improvements with regards to the complaints on these issues; however the demands are gradually increasing.[2]

2   For further information on the right of access to information and the developments in Turkey with regards to the Law on Access to Information, the TESEV publication of Right of Access to Information Usage Guidelines is useful.

Deepening and widening of democracy and human rights increases the power and influence of civil society in Turkey.

Usage of the Right of Access to Information

The Law on the Right of Access to Information which is also referred to as freedom of information was enacted in Turkey in 2004. Since 2004, within the scope of the Law on the Right of Access to Information, increasing number of applications is being made to the institutions and organizations each year.

The Council on the Evaluation of Access to Information compiles these applications made to the public institutions and submits them to the TGNA. According to TGNA reports, the number of applications made in 2005 and 2006 and their assessment is presented in the table below.

	2005	2006
Number of applications	626.789	864.616
Number of applications that received positive response	542.364	746.999
Number of applications that were rejected	54.234	69.199

Problems – Prospects

Problem Areas With Regards to Governance

Problems With Regards to Participation

The basic characteristic of the concept of governance is that it entails the effective participation of all stakeholders to decision-making processes. However, there are certain problems in rendering such participation effective.

For instance; according to survey results, it becomes apparent that the poor encounter problems in having access to basic services such as education and health. In order to realize an effective planning process, it is highly important to ensure that such groups participate in platforms like participatory strategic planning meetings and urban councils to have their voice heard. Their representation in the participatory processes becomes indispensable in improving the quality of services aimed at these groups.

Certain mechanisms are utilized to ensure the participation of stakeholders to the governance process. For example, urban councils in Turkey are a mechanism that fulfill this function. However, establishment of these mechanisms is not sufficient by itself. It is necessary that civil society organizations, citizens, chambers and other similar stakeholders are 'aware' of such mechanisms and that they are 'willing to participate'.

In addition to that, removal of bureaucratic obstacles in the field of freedom of association will make the establishment of associations easier which will facilitate diversity and effective governance.

We are aware that the civil society in Turkey is not very strong yet and that it is a developing sector. In this process, enhancing the knowledge of mahalle muhtars (neighborhood headmen), who are the head of mahalle- the lowest level administrative unit- is crucial. They should be trained in fields such as legislation related to local government, their new rights and responsibilities, tools that make participation easier and effective. These tools include surveys, socio-development ranking, public expenditure

analyses and the law on access to information. If given the opportunity, muhtars will be effective in the development of the civil society starting from the lowest level.

Traditional Government Concept

In political terms, Turkey is still in the process of transition from a traditional government concept to the concept of governance. In this process, it is necessary that the mayors and other high-level managers experience the change in mentality on governance.

The managers need to play a leading role in the transition from a classical bureaucratic work culture to a more effective, transparent and accountable government concept. Enactment of legislation and carrying out reforms do not automatically guarantee the transition to the concept of governance.

First and foremost, the actors involved in the process need to have an understanding of this concept. Therefore, trainings should be provided to the members of the municipal councils and the high-level managers on the objectives of the reform, how the process could become more effective and what does information based government concept mean. The Good Governance: For Improving Quality of Life Project of TESEV which was implemented in 6 provinces proved the existence of such need in local governments.

Prospects that Emerge from the Governance Concept

Strategic Planning in Urban Management

The Law No. 5018 on Public Financial Management and Control together with the Law on Municipalities, Law on Special Provincial Administrations and the Law on Metropolitan Municipalities brought in the obligation of strategic planning to municipalities with a population of 50 000 or more, to all special provincial administrations and to all public administrations listed in the tables 1, 2 and 4 annexed to the Law No. 5018.

The objectives of the strategic planning process can be summarized as:

- Development of a government concept and budgeting based on objectives and activities.

- Development of public confidence in the competence of the public

administration by increasing responsiveness to the demands of the beneficiaries in the provision of public services.

- Determining the objectives of activities and informing the public by ensuring the measurement of performance in line with these objec tives.

- Increasing citizen satisfaction and service quality, and focusing on results.

- Increasing the capacity in policy formulation and costing.

- Entrenching accountability.

All provinces and the municipalities which are obliged to prepare strategic plans have completed their first 5-year strategic plans in 2006.

Strategic planning is laying out the roadmap starting from how the city is envisaged in the future to what needs to be done to achieve this vision. In this planning process, the necessary activities and the resources to be allocated for these activities are calculated according to the available resources, the responsible authority is determined, activities are put in a logical order and a timetable for the process is prepared.

As the plan and decisions to be taken will directly or indirectly affect everybody living in the city, it is important that the relevant groups express their opinion in the planning process. For this purpose, it is specified by law that the realization of the strategic planning process in a participatory manner is necessary for ensuring that not only the managers but all stakeholders related to the issues come together.

Urban Councils: Civil Society Involved in Government

Urban councils are platforms established by law through the organization of the representatives of civil society organizations and other urban stakeholders from the level of mahalle (neighborhood) or village to more encompassing platforms, with the purpose of supervising the functioning of the local governments and ensuring that the decision-making processes are more democratic and participatory.

According to the article 76 of the Law No. 5393 on Municipalities, the urban councils aim to contribute to the development of the urban vision and the consciousness on townsmanship while at the same time contributing

to the realization of the principles of protection of urban rights and rules, sustainable development, environmental awareness, social assistance and solidarity, transparency, accountability, participation and decentralization. The urban councils which are established with the participation of representatives from professional organizations with the status of public institution, trade unions, notaries, universities (if any), relevant civil society organizations, political parties, mahalle muhtars (neighborhood headmen) and other related officials, provide assistance and support in the effective and efficient management of municipal activities. The opinions formed within the urban councils are put in the agenda of the first meeting of the municipal council and are evaluated.

Urban councils which can be important platforms for the realization of good governance are established on the basis of cities and are functioning effectively in many provinces. According to data from 2008, urban councils are established and active in 64 provinces out of a total of 81.

The power of this platform mostly comes from the Local Agenda 21 which was organized in Turkey at the local level following the Habitat Conference in 1996. Local Agenda 21 which was renowned for its active work and organization especially in the fields of youth, women and the handicapped had important contributions to the organization of the civil society at the urban level. The legacy of Local Agenda 21 made it easier for urban councils to become effective and functional.

On the other hand, further efforts are necessary in order to make urban councils more active and demanding. In the process of participatory strategic planning, the TESEV project carried out activities to improve the role and efficiency of the urban councils.

Mahalle Becoming Important

Mahalle organization has been active for two hundred years. As the closest administration to the people that is directly elected by the public and as a democratic institution, mahalle started to play a very important role in the urban life. With this new role, it establishes communication between the citizens and the public administration, and acts as intermediary for the participation of the public to all decision making processes and operations of the public institutions starting with municipalities.

In the recent years, parallel to the development of the civil society, the position of the muhtars (headmen) also started to change. Mahalle

(which could be translated as neighborhood) is the most effective civil society organization active at the local level. With the power it takes from the public, it fulfils the functions of monitoring and supervision over the public administration.

This increased importance of mahalle also had an impact on the process of local administration reform. While mahalle used to be defined as the lowest level of central administration, it became a part of the municipality with the new legislation. The municipalities are obliged to take the opinion of mahalle on issues related to it. In addition to that, muhtar, as the representative of the mahalle, works for the interests of his neighborhood by way of collaborating not only with the municipality but also with all public institutions and organizations.

Mahalle muhtar materializes good governance. At present, muhtars are no longer only responsible for issuing certain documents to the mahalle residents. Muhtars are better representatives of the public than other elected representatives in fulfilling their functions in many areas ranging from social assistance services to support during natural disasters. The related results of the TESEV surveys are presented below:

In between

Not trusted ←——————— | ———————→ Trusted

AKUT	7,6
Universities	5,6
Primary and secondary education	5,4
Muhtars	5,3
Municipalities	4,4
Cetnral government	3,9
TBMM	3,2
Political Parties	2,1
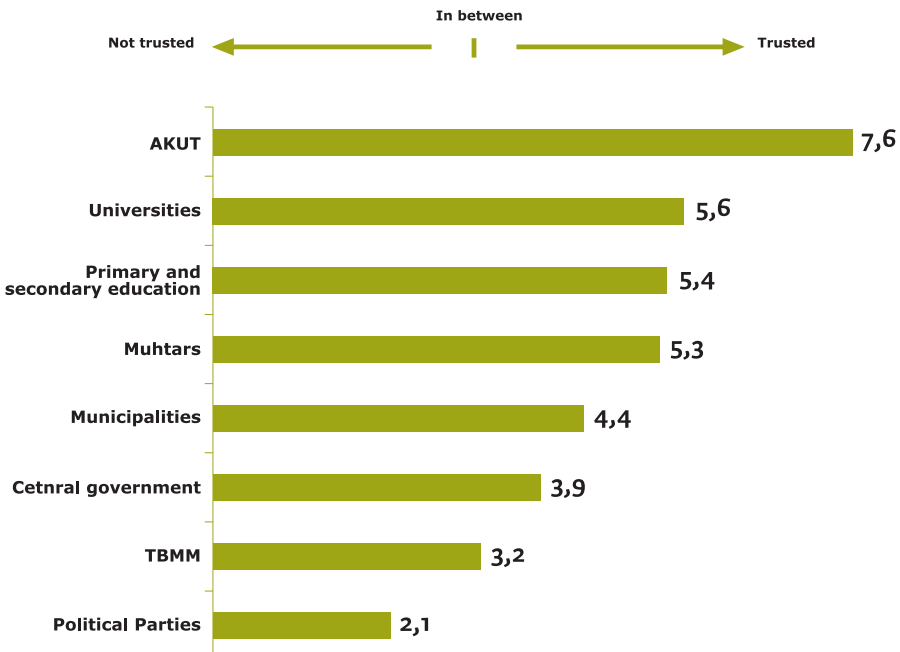
According to the survey on confidence in institutions carried out by TESEV in 1999, muhtars are more reliable than municipalities, central government and the TGNA.

Story of the Reformist Muhtar

Following the enactment of the new local government legislation, in one of the pilot provinces, the governor holds a meeting with the head of the muhtars' association and the administrative board. As a responsible manager, the governor explains to the muhtars the improvements in the field of governance introduced by the new legislation: "From now on, muhtars will be able to form opinion in all areas related to their mahalles and will be able to share it with the public institutions. Now, you have become very important."

After a while, in one of the mahalles the street lights go out. As a result of the complaints by the residents, the muhtar detects each broken street light. He phones the electric company and he introduces himself, explains the situation and requests the replacement of the broken lights. The answer he gets was: "Why is this your business? We know what to do."

The muhtar explains the situation to the head of the muhtars' association. The reformist chairman remembers what the governor had said about governance. Together with the administrative board of the association, they visit the director of the electric company in the province. With all due respect, he explains the situation to the director. The answer was: "My civil servants were right. This is not your responsibility, we know what to do."

Regulatory Impact Analysis

Regulatory Impact Analysis is a control tool which helps the decision-makers to take more effective and influential decisions. It helps **determine the positive and negative impacts of public policies, programmes and regulations on the different groups of the society prior to their implementation**. The first examples of regulatory impact analyses are seen in England, Denmark and Holland. Regulatory impact analyses are

currently being carried out in many European Union countries almost in every field. Through a communication issued in 2002, regulatory impact analysis became compulsory in all European Union member states for policy documents and expenditure programmes.

Recently in Turkey, regulatory impact analyses started to be carried out by think tanks on issues such as reform of electric sector and large burning plants.

The logic used in regulatory impact analyses which use methods such as cost-benefit and risk analysis is:

- **Determining the aim of the regulation**, reviewing the background of the issue and examining the rationale.

- **Defining the objectives.**

- **Determining the groups to be impacted by the regulation**, taking the opinion of institutions, organizations and stakeholders related to the issue.

- **Examining the possible policy options for the realization of the policy objectives**, reviewing the other alternatives for the regulation, evaluation of the counterfactual.

- Quantification of cost and benefit as much as possible by using methods such as **cost-benefit analysis, risk analysis** and sensitivity analysis (for instance; change rate in the emission levels, rate of increase in labor force, etc.); calculation of cost and benefit in terms of resources such as environment, time and labor force; analysis of the options.

- Preparation of a **monitoring plan** for reviewing the effectiveness of regulations.

It is important for the reliability of the regulatory impact analyses to be carried out independent from the public institution or organization which had prepared the regulation as well as to ensure a balanced participation of related or potentially affected stakeholders.

Conclusion

Turkey has been showing efforts to democratize since the beginning of

the 1800s. Transition from a sultanate which was reinforced with caliphate to a secular and democratic system is not an easy process. There is no reason to be pessimistic on this issue by looking at the events that had taken place in the past in Turkey. It is better to look at the world before drawing conclusions for Turkey. The democratic world that is represented by America and Europe did not achieve their current regime stability so easily. The destruction caused by the antidemocratic governments during the World War II is unprecedented in history. Even for the Western countries, decision making by the public institutions together with the stakeholders in a secular, democratic and civil process is a new concept. Emergence of the "government in daylight" philosophy in the American democracy based on the individual and the public which was mentioned by Alexis DeTocqueville in "Democracy in America" is a product of the last 30-40 years. In most European countries, full implementation of principles such as participation, accountability and transparency was realized in the last 20 years. Taking all these into consideration, the progress made by Turkey despite the military coups cannot be underestimated. Although many mechanisms for the realization of the good governance principles were created with the laws enacted within the European Union accession process since 1999, it is not possible to talk about the full implementation of good governance in local governments. There is still a challenging process ahead of Turkey and the main responsibility in overcoming this process is on the civil society.

Book II
Participatory Tools For Governance

Tools Facilitating The Governance Process

Tesev Good Governance: Improving Quality of Life Project

Established in 1961 as Economic and Social Studies Conference Board, TESEV (Turkish Economic and Social Studies Foundation) is an institution working for the development of policy proposals based on scientific research.

With the announcement of the candidacy of Turkey to EU membership in 1999, TESEV has adopted the issue of Good Governance as one of its main fields of work in order to provide support to reforms to be carried out in public administration.

As a result of the intention of the government that came to power following the general elections in 2002 to accelerate the EU harmonization process, and within this framework, its determination to carry out a deep-rooted reform in public administration, TESEV established a Good Governance Committee. This Committee prepared a detailed report on the draft legislation related to public administration reform and disseminated this report to the officials in the government and opposition, as well as to the public.

In order to provide support to the implementation and adoption of the good governance principles by public institutions and the citizens at the local level, TESEV has prepared a project for the strengthening of civil society and submitted it to the World Bank. The project called "Building Civil Society Capacity for Effective Local Service Delivery" which is referred as **Good Governance: Improving Quality of Life** in short, has been approved both by the government and the World Bank and the implementation of the project started in May 2005.

For the implementation of this project, 6 pilot provinces have been selected. In order to better reflect the geographical diversity in Turkey, two of these pilot provinces, Kars and Diyarbakır, were selected from Eastern Anatolia; two of them, Sivas and Ankara, were selected from Central Anatolia; and the remaining two pilot provinces, Yalova and Çanakkale, were selected from Western Anatolia.

With this project which consisted of four components, various analytical tools have been developed for the local public managers and local civil society organizations to plan urban management in cooperation. For this purpose, strategic plan which the local governments are obliged to prepare was taken as a starting point.

Good Governance: Improving Quality of Life project managed to develop tools that the local governments can utilize at each stage of strategic planning, ranging from the preparation of the strategic plans that they need to implement within a 5-year period to the implementation, monitoring of results and evaluation. These tools are:

- Socio-economic Development Maps

- Public Expenditure Analyses

- Citizen Service Satisfaction Surveys

In the following sections, detailed information on the design of these tools as well as the examples of results from the pilot provinces is provided.

Socio-economic Development Maps

The main purpose of the Socio-economic Development Maps which are among the main tools of the "Good Governance : Improving Quality of Life" project is to ensure that the available information on the province, where the decision-makers govern and the civil society organizations live in, is managed more effectively and that the advantages of visualization are exploited.

Although the effect of geography on socio-economic conditions is acknowledged since Braudel, the famous French historian, it was necessary to wait for the digital revolution in order to utilize socio-economic development maps more extensively. Mapping, which used to be the

field of expertise of topographic engineers before the personal computers have become widespread, turned out to be practical even for the use of managers as a result of the development of the IT infrastructure and with the improved accessibility of the necessary software, maps and data.

One of the most important factors that have triggered the prevalence of socio-economic development maps as a tool of governance was the special importance given to this issue by the World Bank. The project that was supported with the title of "Poverty Mapping" envisaged the use of maps in order to better understand poverty. It is possible to obtain detailed information on the World Bank activities on this subject from the web pages of Poverty Net (http://go.worldbank.org/9CYUFEUQ30). The extensive support provided by the World Bank on this issue have paved the way for the global dissemination of the use of mapping and for this technique to turn into a tool for governance.

Mapping – geographical demonstration of information – continued to develop as a result of the local governments', and especially of the municipalities' (as they carry responsibilities for the electorate) search for a more effective form of government. The applications that have become widespread under the name of Urban Information System encouraged municipalities to make investments in this field both with the purpose of speeding up their own working procedures and also for increasing citizen satisfaction. According to a study carried out by the Turkish Statistical Institute (Turkstat) in 2005, 4% of the municipalities have a completed urban information system. The same study shows that this figure is about to increase to at least 15% in 2008.

The "Good Governance: Improving Quality of Life" project sees socio-economic development maps as tools that facilitate the decision-making process of local decision-makers, that enable better understanding of the environment they live in / govern and that ensure the formulation of more effective policies. The mapping initiative of the World Bank was limited to understanding poverty, it remained under the shadow of the internal procedures of municipalities and its governance function was not accentuated. However, within the scope of this project, mapping is expected to increase the government capacity of local public managers.

The local public managers who make use of socio-economic development maps will be able to understand the basic needs of the region they live in, they will have the opportunity to visually analyze the relationship between these needs and the spatial limitations, and they will easily envisage the impacts of policies formulated.

Transformation of Data to Information

The difference between data and information

Socio-economic development maps are prepared by combining the available data with digitized maps. Since it is necessary to process the available data in order to transform them to information, preparation of socio-economic development maps necessitates the processing of the available data to be able to attribute meanings to them.

Numerous data can be found at any managerial level of any institution. Institutions can also be perceived as organisms that utilize and produce data to pursue their activities. However, these data need to be processed in order to be able to meaningfully utilize them for the purposes of a specific task.

In the following sections, we will discuss what kind of data can be found at which institution. However, first, it is useful to give some practical examples of how certain easily accessible data can be transformed into information.

Female Population and Illiterate Population

Region	Name of the Region	Female Population	Illiterate Female Population
TR100	İstanbul	4 426 726	465 184
TR211	Tekirdağ	270 667	28 958
TR212	Edirne	174 673	28 883
TR213	Kırklareli	144 104	15 766
TR221	Balıkesir	489 062	83 491
TR222	Çanakkale	206 116	30 965
TRB11	Malatya	370 116	81 900

TRB12	Elazığ	249 933	68 622
TRB13	Bingöl	104 750	41 485
TRB14	Tunceli	35 554	10 696
TRB21	Van	342 467	164 271
TRB22	Muş	178 690	82 740
TRB23	Bitlis	149 517	62 509
TRB24	Hakkari	83 347	39 911
TRC11	Gaziantep	540 199	135 151
TRC12	Adıyaman	264 829	77 743
TRC13	Kilis	49 809	14 388
TRC21	Şanlıurfa	566 466	270 094
TRC22	Diyarbakır	555 417	247 735
TRC31	Mardin	278 987	120 472
TRC32	Batman	182 611	77 676
TRC33	Şırnak	122 723	67 662
TRC34	Siirt	100 004	47 838

Based on the data from Turkstat, the above table shows the number of female population and illiterate female population living in some of the provinces in the Western and Eastern regions of Turkey. For instance, the female population of İstanbul is 4 million 400 thousand, and 465 thousand among this group is illiterate. On the other hand, 68 thousand out of the total of 122 thousand 700 female population in Şırnak stated to be illiterate.

If such data is not processed, it cannot turn into information and will not be useful to the decision-makers. For the abovementioned data, the first method to be applied would be calculating the percentage of illiterate females in the total female population.

Percentage of Illiterate Female Population

Region	Name of the Region	Percentage of Illiterate Female Population (%)
TR100	İstanbul	11
TR211	Tekirdağ	11
TR212	Edirne	17
TR213	Kırklareli	11
TR221	Balıkesir	17

TR222	Çanakkale	15
TRB11	Malatya	22
TRB12	Elazığ	27
TRB13	Bingöl	40
TRB14	Tunceli	30
TRB21	Van	48
TRB22	Muş	46
TRB23	Bitlis	42
TRB24	Hakkari	48
TRC11	Gaziantep	25
TRC12	Adıyaman	29
TRC13	Kilis	29
TRC21	Şanlıurfa	48
TRC22	Diyarbakır	45
TRC31	Mardin	43
TRC32	Batman	43
TRC33	Şırnak	55
TRC34	Siirt	48

According to these figures, while the percentage of illiterate females in the total female population is 11% in İstanbul; it is 48% in Van, Şanlıurfa and Siirt; and 55% in Şırnak. As seen with this example, a simple division operation made the data comparable, in other words, it gave meaning to numbers. By making comparisons with these figures, we will be able to point out to the well known problem of the Eastern regions that education levels of women lag behind in relation to the rest of Turkey. By a division operation, data turned into information and became useful to form the basis of policy recommendations.

From Data to Indicator

Decision makers need to act selectively while producing meaningful information out of the unlimited data in front of them. Otherwise, they will be drowned in the data mass that grows each day and they may therefore prefer to work instinctively. A major cause of failure of many IT projects developed one after another is that data processing experts are asked to manage increasingly more data every day but they neglect transforming

it into information. That is why, in many institutions, only a tiny fraction of data is usable.

One of the most practical methods of using data effectively is developing indicators. Indicators are numeric and processed, in other words, meaningful forms of real-life facts. Indicators are tools that enable us to set up the logical relationship between facts and data.

As seen above, data obtained from Turkstat or from other sources are usually raw data. Examples of raw data can be the number of female population with primary education or the number of beds in the public hospital in a province. In order to transform such data into meaningful and analyzable information, it is necessary to associate them with other types of data as indicators of certain facts. If we want to know the education level of women in a district, we could use the percentage of uneducated women in total female population as an indicator for the level of education.

From Fact to Data
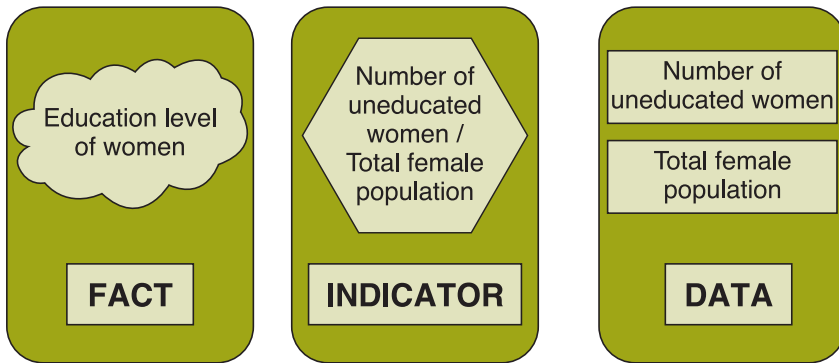
It is possible to calculate an infinite number of different indicators to convert facts into numbers. We can demonstrate the education level of women by using the percentage of female population with primary education, but we can also calculate other indicators such as the percentage of female population with tertiary education, literacy rate of women, or if available, the percentage of correctly answered mathematics questions in the university entrance examination. The number of indicators that can

be calculated is fully limited with the number of data at hand and with the logical relationship between fact and indicator.

On the other hand, although it can be logically coherent to measure a social phenomenon with many different indicators, this might be complicated for the decision makers who are expected to transform data to information and information to action. That is why, while it is appropriate to calculate a wide range of different indicators by taking into account the multi-dimensionality of the social phenomena, certain tools for analysis can be required which will reflect the relationship among these indicators and will enable us to observe the phenomenon with one look. The tools that allow us to reduce a phenomenon to a single figure are called indexes.

The most commonly known indexes are the indexes of the İstanbul Stock Exchange (İMKB). Instead of individually observing the increase or decrease in the value of each stock, looking at the İMKB-100 index gives us a general idea on the tendency in the exchange market. Another commonly referred index is the inflation index that measures the cost of living. This ratio, which is expected to increase or decrease in percentages, reflects the changes in the prices of many different products to a single figure.

Constructing indexes for the effective usage of available data and trying to understand complex facts with these indexes is an important step in the transformation of data to information.

The table below contains certain data that can indicate the level of development for women. In order to highlight the disparities in Turkey, comparison was made among the provinces in the most developed Western regions and those in the poorest regions in South-eastern Anatolia.

Women Development Data

Name of the Region	Female Population	Illiterate Female Population	Number of Children up to 4 years of age	Female Population between 15 and 49 years of age	Number of Live Born Children
İstanbul	4 426 726	465 184	863 801	2 927 702	7 246 268
Tekirdağ	270 667	28 958	45 492	168 751	503 044

Edirne	174 673	28 883	24 336	104 062	350 737
Kırklareli	144 104	15 766	20 744	85 127	293 847
Balıkesir	489 062	83 491	76 628	279 731	950 099
Çanakkale	206 116	30 965	27 870	118 215	386 882
Malatya	370 116	81 900	83 611	226 382	770 744
Elazığ	249 933	68 622	54 489	153 624	527 014
Bingöl	104 750	41 485	30 016	61 791	243 465
Tunceli	35 554	10 696	5 771	20 106	93 958
Van	342 467	164 271	149 982	197 061	811 668
Muş	178 690	82 740	66 444	102 093	432 904
Bitlis	149 517	62 509	58 229	87 120	340 013
Hakkari	83 347	39 911	39 174	48 337	190 009
Gaziantep	540 199	135 151	170 583	327 863	1 188 202
Adıyaman	264 829	77 743	77 429	157 382	589 109
Kilis	49 809	14 388	13 117	28 278	117 952
Şanlıurfa	566 466	270 094	221 529	334 647	1 193 816
Diyarbakır	555 417	247 735	198 116	324 942	1 258 414
Mardin	278 987	120 472	109 715	158 820	638 347
Batman	182 611	77 676	74 086	103 452	429 587
Şırnak	122 723	67 662	64 835	68 245	289 646
Siirt	100 004	47 838	45 067	55 231	254 026

It is almost impossible to obtain any idea on the development levels of women living in these provinces from the table above. That is why; we need to come up with certain indicators:

1. Illiterate Female Population / Female Population

2. Number of Children up to 4 years of age / Female Population between 15 and 49 years of age

3. Number of Live Born Children / Female Population

The first indicator demonstrates the percentage of uneducated women in a province, the second one shows the number of children per each fertile woman and the last one shows what percentage of women in the province gives birth.

Women Development Indicators

Name of the Region	Illiterate Females / Total Female Population (%)	Percentage of Children / Women (%)	Number of Live Born Children / Total Female Population
İstanbul	10,5	29,5	2,48
Tekirdağ	10,7	27,0	2,98
Edirne	16,5	23,4	3,37
Kırklareli	10,9	24,4	3,45
Balıkesir	17,1	27,4	3,40
Çanakkale	15,0	23,6	3,27
Malatya	22,1	36,9	3,40
Elazığ	27,5	35,5	3,43
Bingöl	39,6	48,6	3,94
Tunceli	30,1	28,7	4,67
Van	48,0	76,1	4,12
Muş	46,3	65,1	4,24
Bitlis	41,8	66,8	3,90
Hakkari	47,9	81,0	3,93
Gaziantep	25,0	52,0	3,62
Adıyaman	29,4	49,2	3,74
Kilis	28,9	46,4	4,17
Şanlıurfa	47,7	66,2	3,57
Diyarbakır	44,6	61,0	3,87
Mardin	43,2	69,1	4,02
Batman	42,5	71,6	4,15
Şırnak	55,1	95,0	4,24
Siirt	47,8	81,6	4,60

When we look at these indicators, we see that the highest percentage of uneducated women is in Şırnak, which is followed by Siirt, Hakkari and Şanlıurfa. The lowest percentages of uneducated women are in İstanbul, Tekirdağ and Kırklareli with 11%. The highest percentage of child per woman is found in Şırnak. For every 100 women in Şırnak, there are 95 children up to 4 years of age. This percentage is 82 in Siirt and 81 in Hakkari. In Edirne and Kırklareli, there is one child up to 4 years of age for every 4 women between the ages of 15 and 49. In İstanbul, there are 2.5 live born children for every woman, whereas this ratio is 4.7 in Tunceli and 4.6 in Siirt.

What can be derived from these results? The disparity between Eastern and Western provinces is clearly seen by looking at these indicators. According to this table, the most developed provinces are İstanbul, Edirne, Kırklareli and Tekirdağ; whereas the least developed ones are Şırnak, Siirt, Batman and Hakkari.

We can make further calculations by using these indicators and come up with a single figure which will reflect the development level of a province in terms of women development. Such an index can be calculated by:

Women Development Index =

[(Illiterate Female Population / Female Population)

+ (Number of Children up to 4 years of age / Female Population between 15 and 49 years of age)

+ (Number of Live Born Children / Female Population)] / 3

Simply, the average score of a province in each indicator allows us to see the position of that province in the woman development index. Since we would like to see the ranking from the highest to the lowest figure, subtracting each index from 100 will normalize the results.

Women Development Index

Name of the Region	Index
İstanbul	85,8
Tekirdağ	86,5
Edirne	85,6
Kırklareli	87,1
Balıkesir	84,0
Çanakkale	86,0
Malatya	79,2
Elazığ	77,9
Bingöl	69,3
Tunceli	78,8
Van	57,3
Muş	61,5
Bitlis	62,5
Hakkari	55,7
Gaziantep	73,1

Adıyaman	72,6
Kilis	73,5
Şanlıurfa	60,9
Diyarbakır	63,5
Mardin	61,2
Batman	60,6
Şırnak	48,5
Siirt	55,3

As we have already observed, Kırklareli, Tekirdağ, Çanakkale, İstanbul and Edirne have the highest ranking in women development, whereas Şırnak, Hakkari and Siirt have the lowest ranking.

Whether or not the calculated index is valid, how much it reflects the reality and whether it could be calculated by another mathematical formula call for a more detailed discussion on this issue. Nevertheless, despite its missing links, the calculated index helps us to understand and interpret a social phenomenon, the level of women development.

The next step should be the elimination of these disparities by the institutions responsible and to increase the women development scores of all provinces. The measure of success will be indicators and indexes calculated as explained above or through other methods.

Mapping Information

Illiterate Female Population
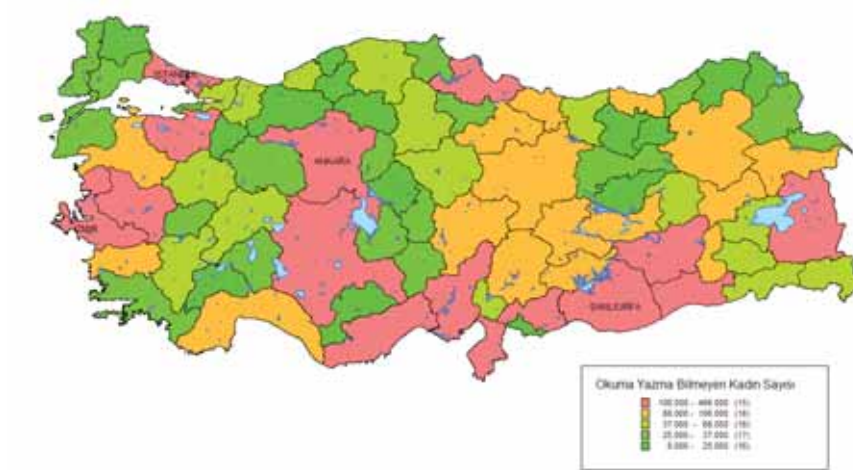
We can present the available data in tables as demonstrated above, but we can also develop maps with the same data. The above map shows the number of illiterate females and the highest figures are found in provinces of İstanbul, İzmir, Balıkesir, Şanlıurfa. This can be misleading as the data presented here is not processed. When the data is processed, the map looks different:

Percentage of Illiterate Women

The percentage of illiterate women in the Western provinces of the country is considerably low, whereas it starts to rise in Eastern and South-eastern provinces. This second map more concretely demonstrates the conclusion that we arrived at by analyzing figures. If we create a map by using the Women Development Index calculated above, visualization would become more effective.

Women Development Index

In addition to the inter-regional disparities, the map showing the Women Development Index also reflects the intra-regional disparities in Turkey. The higher index scores of Trabzon and Rize with respect to the rest of the Black Sea Region point out the intra-regional disparity in the Black Sea Region. Similarly, the difference between Antalya and Mersin, and the higher scores of Kırıkkale and Amasya among their neighboring provinces arise not only from macro regional discrepancies but also from micro discrepancies.

Map Components

Layers

The first component necessary in the preparation of a map is layers. Layers include geographical or non-geographical elements to be demonstrated on the map. Territorial borders of a province, rivers, highways or public buildings are all different layers of the map. In order to be able to prepare digital maps, it is necessary to have at least one layer showing the borders of the geographical units to be analyzed.

Turkey's Provincial Borders Layer

TURKEY

The map above shows the layer containing the provincial borders of Turkey. It is possible to overlap other layers with this layer such as, layer of lakes in Turkey or layer of highways in Turkey.

Layers of Turkey's Provincial Borders, Highways, Rivers and Lakes

TURKEY

The maps that visualize the available data constitute another layer which is called "thematic layer". A map showing an overlay of all the available layers would contain a lot of detailed information; however, understanding this map would be very difficult.

Layers of Turkey's Women Development Index, Provincial Borders, Highways, Rivers and Lakes

TURKEY

Therefore, an optimum number of layers should be used when preparing maps to make sure that they are understandable.

Other components that the maps should have are legend and title. Legend shows the meaning of colors and marks on the map. The north sign and the map scale are also parts of the legend. Title gives a brief explanation on the subject of the map.

All Components of the Women Development Map of Turkey

Resolution or Unit of Analysis

One of the most important issues to be considered when preparing maps is to determine its resolution. Resolution indicates the unit of analysis through which the available data will be presented. The map above shows a provincial resolution, which means that the information is gathered at the provincial level and associated with a map showing the provincial boundaries.

In accordance with the available data and maps, different maps can be developed with different resolutions:

State of Education in the World, Country Level

STATE OF EDUCATION IN THE WORLD
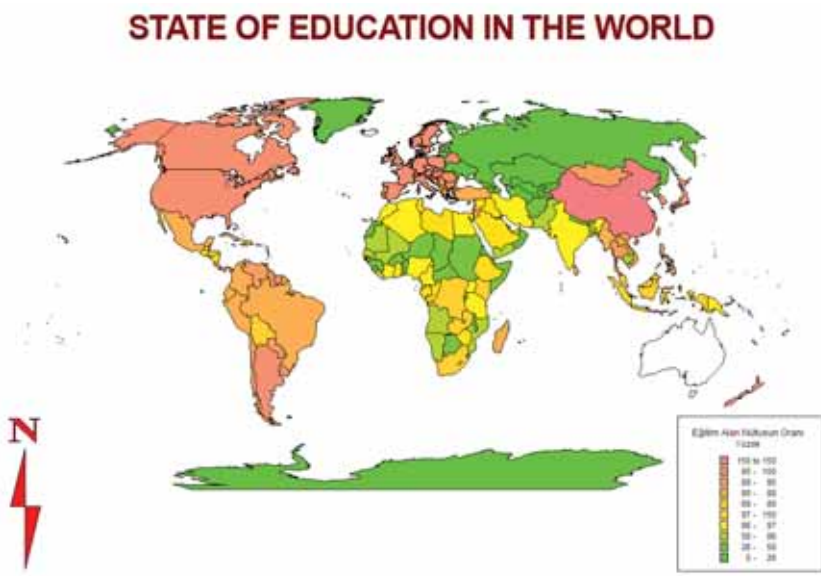
Live Birth per Woman, District Level

DISTRICTS OF ÇANAKKALE

Percentage of Working Population, Village Level

The crucial point that needs to be kept in mind in the preparation of all these maps at different levels (country, province, district, village or mahalle) is that the available data and map resolution needs to be the same, or in other words, at the same unit of analysis.

Number of Categories

Another important issue which affects the interpretation of the maps is the number of categories. Although many available data is numerical, which means that the numbers have a value in real life, some data can be categorical such as "yes / no" or "less / more". In any case, available numerical data is converted to categories in the preparation of thematic maps such as the grouping of numbers from 1 to 25 in one single category.

In accordance with the data, the number of categories used directly affects the way we prepare maps and the way we interpret them.

TURKEY

Women Development Map

The Women Development Map which we have previously prepared with 5 categories shows a different picture when we increase the number of categories to 15. Çanakkale and Balıkesir which used to belong to the same category are now in two different categories. Similarly, Nevşehir and Kırşehir are differentiated from their neighboring provinces. Thus, the previously invisible discrepancies among provinces become visible.

Turkey Women Development Map – Low Number of Categories

TURKEY

Women Development Map

If we decrease the number of categories to 2, then all the differences disappear and only a simple division is shown. Although this is easier to understand, it would not be possible to say that all the available data was used.

Primary Schools in the Villages of Sivas

Sivas

Schools In Villages

Points and Polygons

The most important common characteristic of the maps presented above was that the maps used are made of polygons (enclosed boundaries). When the boundaries of provinces, countries, districts or mahalles are known, it is possible to define a polygon for each geographical unit. As long as the maps are made of polygons, different colors can be attributed to these polygons in accordance with the numerical value of the relevant data. On the other hand, if we are analyzing the situation in villages, the geographical boundaries of villages are not known due to the specific conditions in Turkey. In addition to that, the boundary of a village can cover a geographical area that is beyond the population or economic coverage of that village. In such instances, the maps developed would not represent the reality.

Therefore, it would be necessary to develop point maps with which every point is colored separately. The map below shows that in Kars, the villages located in the north of the province have high education scores, whereas those located in the south and especially the villages of Kağızman district experience the problem of low levels of education. Despite the lack of boundaries, it becomes possible to make analysis and formulate policies based on this map.

Kars Education Index – Village Level
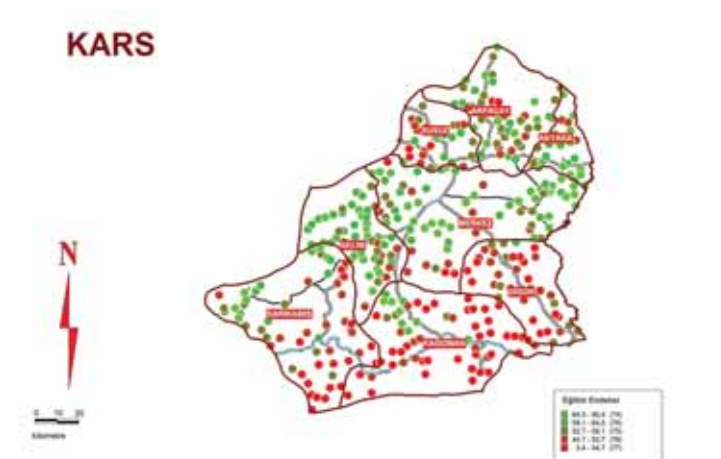
Mapping Software

In principle, developing maps by using the available data is not radically different than preparing charts using Microsoft Excel. The tools that can be utilized in the development maps are:

- Professional Software:
  Professional Software such as MAPINFO, NETCAD and ARCGIS, which are usually used by topographical engineers or experts working on geographical information systems, allow the presentation of any type of data and the preparation of simple or detailed maps. The costs of these software are rather high and professional knowledge is required to use them.

- Software for Amateurs:
  The software developed by US Centers for Disease Control and Prevention such as EPIMAP, ARCVIEW, MAPWINDOW are software open to the use of those willing to prepare their own maps. The language of these software is English and they have certain limitations such as displaying only one map.[3]

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3   Information on these software can be accessed through: www.mapinfo.com ; www.netcad.com.tr; www.esri.com; http://www.cdc.gov/EpiInfo/; www.mapwindow.com

In the preparation of maps within the scope of this project, TESEV made use of professional software. On the other hand, TESEV has developed special software for the purposes of this project. This special software allows the users to develop their own maps through a very simple interface.

Up to the present stage of the project, for the pilot provinces of Ankara, Kars, Sivas, Çanakkale, Yalova and Diyarbakır, maps have been developed at various levels such as province, district, district centre, village and *mahalles* in central district. The different maps of these provinces are available digitally together with some additional layers and they are open to the use of all stakeholders.

The IRW-GIS software developed within the scope of the project allows users to examine the maps developed as well as giving them the opportunity to work with some of these maps and the map data. Currently, the software is at a stage where the end user can start using the final version with a simple training. The software is already being disseminated to all participants and stakeholders.

What can be done with this software?

- Comparing the maps of pilot provinces;

- Focusing on and selection of a certain point, obtaining detailed information on that point;

- Transforming the prepared data into maps by using local or universal scales (tables);

- Using the developed maps in Microsoft Office applications;

- Accessing the database of the maps through the software mentioned above and preparing additional maps.

Software Snapshot – Districts of Kars

Software Snapshot – Villages of Kars

Software Snapshot – *Mahalle*s of Kars
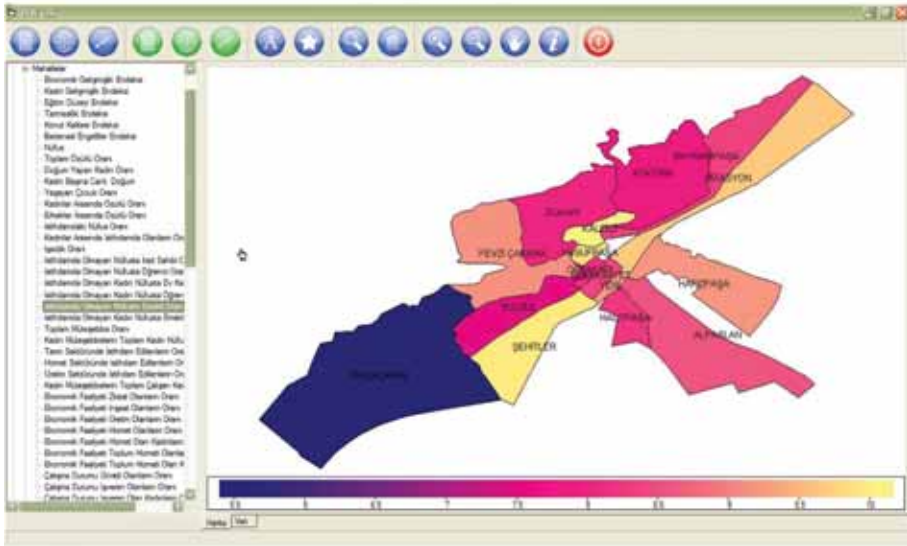
There are two basic sources of the data and maps produced within the scope of the "Good Governance: Improving Quality of Life" project. The first one is the demographic information based on the statistics prepared by Turkstat.

The main reason for using the data obtained from Turkstat on the population census of 2000 was that it allows making similar calculations in every province. Turkstat provides data at the level of mahalle and village for each province on demand. In addition to that, the high national and international validity of the data collection and preparation methods used by Turkstat made their data preferable at first stage.

The second basic source is the data prepared by local actors, which is called local data. These local actors can be governorships, special provincial administrations, municipalities, directorates of health or national education, etc. In some cases, it is observed that civil society organizations or universities in the region also produce data. All these local data can be used in mapping after determining the unit of analysis.

At present, the information obtained from the data of Turkstat on the population census of 2000 is used in the software developed by TESEV which will be transferred to local actors within the scope of the project.

Based on these data, a total of 76 indicators were developed and 6 indexes were calculated for the purposes of this project by using these indicators. With the collection of local data and integration of them to the system, new indicators and indexes can be calculated and demonstrated on maps.

What Type of Indicators are Calculated?

With the available data set used up to this stage, a total of 76 indicators were developed. Some of these indicators are grouped according to their subjects however; some of those could not be grouped:

Housing Quality Indicators
Percentage of Houses with Outdoor Toilet Facilities
Percentage of Houses without any Toilet Facilities
Percentage of Houses with Outdoor Bathrooms
Percentage of Houses without Bathrooms
Percentage of Houses with Outdoor Kitchen Facilities
Percentage of Houses without Kitchen Facilities
Percentage of Houses with Outdoor Piped Water System
Percentage of Houses without Piped Water System
Percentage of Houses with 3 or less Rooms
Percentage of Houses with 4 or more Rooms

Economic Development Indicators
Percentage of working population
Unemployment Rate
Percentage of Retired in the Non-Working Population
Percentage of Entrepreneurs
Percentage of Employment in Services
Percentage of Employment in Manufacturing
Percentage of Those Economically Active in Manufacturing
Percentage of Those Economically Active in Services
Percentage of Those in Wage-Employment
Percentage of Employers
Percentage of Those in Self-Employment
Percentage of Unpaid Family Workers
Percentage of Those without an Occupation
Percentage of Population whose Main Occupation is in Services
Percentage of Population whose Main Occupation is in Non-agricultural Sectors

Education Indicators

Percentage of Literate Population

Percentage of Literate Females

Percentage of Illiterate Population

Percentage of Population with Primary Education

Percentage of Population with Secondary Education

Percentage of Population with Tertiary Education

Agricultural Indicators

Percentage of Those Employed in Agriculture

Percentage of Those Economically Active in Agriculture

Percentage of Population whose Main Occupation is in Agriculture

Women Development Indicators

Percentage of Working Female Population

Percentage of Housewives in Non-working Female Population

Percentage of Students in Non-working Female Population

Percentage of Retired in Non-working Female Population

Percentage of Women Entrepreneurs in Total Female Population

Percentage of Women Entrepreneurs in Total Working Female Population

Percentage of Female Population Economically Active in Services

Percentage of Female Population who are Employers

Percentage of Self-Employed Female Population

Percentage of Female Unpaid Family Workers

Percentage of Female Population without an Occupation

Percentage of Female Population whose Main Occupation is Entrepreneurship

Percentage of Female Population whose Main Occupation is in Non-agricultural Sectors

Percentage of Female Population who did not Graduate from School

Percentage of Female Population with Primary Education

Percentage of Female Population with Secondary Education

Percentage of Female Population with Tertiary Education

Percentage of Female Population up to 14 years of Age

Percentage of Female Population above 65 years of Age

Health Indicators

Percentage of Handicapped

Percentage of Fertile Women

Percentage of Live Births

Percentage of Children Alive

Percentage of Handicapped Female Population
Percentage of Population up to 14 years of Age
Percentage of Population above 65 years of Age
Percentage of Handicapped Male Population

Other Indicators
Percentage of Those with Income in Non-working Population
Percentage of Students in Non-working Population
Percentage of Those Economically Active in Construction
Percentage of Those Economically Active in Social Service
Percentage of Female Population Economically Active in Social Service
Percentage of House owner Households
Percentage of Leaseholder Households
Percentage of Households Resident in Public Housing
Population
Average Household Size
Percentage of Households more than 5 Members
Percentage of Households less than 5 Members

What Type of Indexes are Calculated?

Within the scope of the project, 6 basic indexes are calculated by using the indicators listed above. When the indicators that increase the alpha coefficient used in checking consistency are included into the index calculation, all indicators under that subject title are not used in the calculation of that same index.

The village and mahalle indicators of all 5 provinces, which is the most extensive data set available, were used in the consistency check of indexes. After the calculation of indexes, the figures were normalized by taking the minimum and maximum values as basis within a scale out of 100.

Handicapped Index
Percentage of Handicapped
Percentage of Handicapped among Female Population
Percentage of Handicapped among Male Population
Percentage of Population above 65 years of Age
Alpha=0,58

Economic Development Index
Unemployment rate (negative)
Percentage of Retired in Non-working Population
Percentage of those with Income in Non-working Population
Percentage of Entrepreneurs
Percentage of those Employed in Services
Percentage of those Employed in Manufacturing
Percentage of Population whose Main Occupation is Construction
Percentage of those Economically Active in Manufacturing
Percentage of those Economically Active in Services
Percentage of those Economically Active in Social Services
Percentage of those in Wage-employment
Percentage of Employers
Percentage of those in Self-employment
Percentage of those without an Occupation (negative)
Percentage of Population whose Main Occupation is in Services
Percentage of Population whose Main Occupation is in Non-agricultural Sectors
Alpha=0,86

Agriculture Index
Percentage of Population Employed in Agriculture
Percentage of those Economically Active in Agriculture
Percentage of Unpaid Family Workers
Percentage of Unpaid Female Family Workers
Percentage of Population whose Main Occupation is in Agriculture
Alpha=0,94

Education Index
Percentage of Literate Population
Percentage of Literate Female Population
Percentage of Population with Primary Education
Percentage of Population with Secondary Education
Percentage of Population with Tertiary Education
Percentage of Female Population with Primary Education
Percentage of Female Population with Secondary Education
Percentage of Female Population with Tertiary Education
Alpha=0,80

Housing Quality Index (100-)		
Toilet Facilities	Outdoor	None
Bathroom	Outdoor	None
Kitchen Facilities	Outdoor	None
Piped Water	Outdoor	None
Number of Rooms	Less than 3	
Alpha=0,67		

Women Development Index
Percentage of Retired Women in Non-working Population
Percentage of Female Entrepreneurs in Total Female Population
Percentage of Female Entrepreneurs in Female Working Population
Percentage of Women Employers
Percentage of Female Population whose Main Occupation is in Non-agricultural Sectors
Percentage of Female Population Economically Active in Services
Percentage of Female Population with Secondary Education
Percentage of Female Population with Tertiary Education
Percentage of Female Population whose Main Occupation is Entrepreneurship
Percentage of Self-Employed Women
Percentage of Unpaid Female Family Workers
Alpha=0,45

Data Sources

As mentioned in the previous sections, the most widespread data in Turkey are those prepared by the Turkish Statistical Institute (Turkstat). Turkstat prepares the most detailed data both at national and at regional levels through the censuses conducted regularly (such as; General Census of Industry and Business Establishments, Agriculture Census, General Population Census) as well as through sample selection. The new EU classification called Nomenclature of Territorial Units for Statistics (NUTS) which is also applied by Turkstat allows the disaggregation of data according to regions, sub-regions and provinces.

Most part of the Turkstat data up to NUTS level III is open to public through the official web page of Regional Statistics[4]. The web pages of Turkstat also contain numerous statistics. If other sort of data at differ-

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4   http://www.tuik.gov.tr/BolgeselIstatistik/sorguGiris.do

ent resolution levels are demanded, Turkstat provides that data within two weeks for a reasonable price.

Another institution producing a wide range of regional statistics is the State Planning Organization. State Planning Organization produces these statistics within its Regional Development Programme.[5]

Aside from Turkstat and the State Planning Organization, almost all ministries produce certain statistics that can be used by the public. Ministry of Health produces data at the provincial level with its Statistical Yearbooks. Ministry of Energy and National Resources and Ministry of National Education are also among the important sources of information.[6]

In Turkey, the most important weakness in data preparation is related to local data. As the ongoing Public Administration Reform envisages information to be based on local governments, it is expected that eventually this situation will be improved. The only data source at the local level, such as information on the mahalles in the central district of Kars, is available from the Urban Information Systems established by municipalities. Obviously these systems are not very commonly used and the data available through them are both insufficient and also not open to the public. That is why, if maps with very detailed resolutions are needed, the decision makers will face the problem of lack of information.

To overcome this problem, the most effective step needs to be taken by the decision makers in considering the collection of local data as a field of action. The decision makers need to determine the type of information they need, the data sources that would meet this need and develop their maps by calculating the indicators and indexes out of these data.

Another problem with regards to the development of maps can be the lack of digital maps. At present, provincial digital maps are easily accessible. In addition to that, certain private institutions may provide digital maps at the level of district and mahalle in some provinces. Municipalities do have digital maps however they are not open to public.

That is why; it is highly beneficial for decision makers to cooperate with the municipalities in the mapping process.

5   http://www.dpt.gov.tr/bgyu/bgyu.html
6   www.saglik.gov.tr, www.enerji.gov.tr, www.meb.gov.tr

Public Expenditure Analyses

Introduction

"Public Expenditure Analysis" is one of the components of the "Good Governance: Improving Quality of Life: Building Civil Society Capacity for Effective Service Delivery" project financed by the World Bank and implemented by Turkish Economic and Social Studies Foundation (TESEV).

Analysis of public expenditures in pilot provinces, especially in the field of education, health and infrastructure (drinking water, roads and sewage) is a significant instrument in efforts aimed at eradicating poverty. Analysis and monitoring of the public expenditures made out of a variety of different resources (such as; general budget, revolving funds, municipalities, social assistance and solidarity foundation, green card system, etc.) is an indispensable prerequisite for decision making and implementing units at the local level (i.e. municipalities, governorships and special provincial administrations) and for local civil society organizations to become aware of the existing situation as well as to channel public resources to the required fields and to groups most in need. In other words, firstly, there is the need for a clear situation analysis showing how and where the public resources are allocated, which is essentially what TESEV aimed at within the scope of this project.

A clear and accurate picture demonstrating the distribution of public resources will constitute a proper starting point for the achievement of the other objectives of the project. At the same time, it will ensure transparency in terms of public expenditures.

As a next stage, public expenditure analysis will make it possible for local governments and local civil society organizations to create a process of joint decision making on how and where (in which fields) public resources need to be utilized. The participation of the citizens to decision making processes and the transparency and traceability of public expenditure will pave the way to channeling public resources to the necessary fields and to the groups in need which will in turn result in enhancement of transparency and accountability at the local government units utilizing public funds.

The project purpose is to realize the processes summarized above by creating democratic decision making and implementation processes with actual participation of the public to strengthen the capacity of the local government units and the local civil society.

Key Concepts

Expenses: The total of all expenditures made in a certain financial period.

Tax: The payments that the citizens make within the frame of relevant legislation in return for the services provided by the state such as roads, water, education, health etc.

Central Government: Service provision organs of the central administration.

Local Government: Units providing services at the local level which are linked to the central administration with specific administrative and financial autonomy.

Municipality: Public legal entity with financial and administrative autonomy and with publicly elected decision making body established to meet the common local needs of the citizens of a specific geographical area whose boundaries are determined by law.

Special Provincial Administration: Public legal entity with financial and administrative autonomy and with publicly elected decision making body established to meet the needs of the province outside the municipal boundaries.

Budget: Document which lays out the revenues, expenditures and the related estimations for a specified period and which is executed according to the necessary procedures.

General Budget: Most commonly implied concept when referred to the budget. General budget lays out the revenues and expenditures of the central administration. In Turkey, general budget consists of the budgets of legislative, executive and judicial organs.

Annexed Budget: Budget where the expenditures are made out of a

special revenue. Budgets of such institutions are not included into the general budget.

Consolidated Budget: Budget that consists of the budgets of administrations both within the general budget and also with annexed budget.

Revolving Fund Institutions: Institutions operating with capital either from the general budget or from annexed budgets which are administrated with the principle of an economic enterprise by including part of their profit to their capital. Most common ones are the revolving funds of university hospitals.

Gross National Product: Value added created by the goods and services produced by the citizens of a specific country in one year.

Expenditure: Payments made in a certain period.

Current Expenditure: Personnel salaries, fuel, stationery, etc. expenditures of an institution or an organization determined for a certain period.

Investment Expenditure: Service expenditures or expenditures which have long term outcomes with the purpose of establishing new structures as opposed to current expenditures. Expenditures made for building schools, hospitals, highways, etc. are examples of investment expenditures.

Transfer Payments: Expenditures made without any purchase of goods or services.

Capital Payments: Expenditures made for the purchase of goods and services lasting one year or more.

Social Expenditures: Expenditures comprised of education, health, social assistance and social security payments. The budget showing the social expenditures made by the state is called a social budget.

What is Public Expenditure Analysis?

Public expenditure analysis is a form of analysis carried out at a specific geographical place (provinces and districts for the purposes of this study)

for a specific budget period (1 year for the present analysis) in order to figure out the amount of public expenditure for each specific field of service in accordance with the functional and economic classification of budget.

What is the Purpose of Public Expenditure Analysis?

Public expenditure analysis is carried out in a province or in a district of a province to enable the citizens living in a specific settlement unit to monitor the amount of expenditure made out of state resources in each service field. It is intended that as a result of the analysis, beneficiaries of the services become aware of the expenditures made and that for the next budgeting period; they create pressure on the institutions preparing the basic budget items which will ensure the allocation of resources in accordance with the priorities determined. In this context, it is expected that solutions are developed for poverty and lack of development, and the principles of transparency and accountability are achieved through the supervision of civil society organizations.

Why Public Expenditure Analysis is Important?

The most important revenue source of the state is taxes. As explained above, taxes are payments made out of the citizens' income to benefit from certain services. This characteristic of public revenues shows that public services are essentially financed by the citizens. Therefore, public expenditure analysis becomes an important drive for citizens and civil society organizations to put pressure on economic decision makers to reveal the allocation and the amount of public resources. In this manner, citizens at the local level can make public officials at the centre take more objective and effective decisions. In addition to that, participation to the decision making processes will lead to the realization and strengthening of democratic principles.

World Examples: Public Expenditure Analysis

Public expenditure analysis is a concept that had been developed by the World Bank and it was initially applied in Uganda in 1996. Up to date, similar studies have been implemented in many countries of Africa and Latin America. The reason behind the World Bank studies in these countries was that the funds and credits provided for combating problems such

as poverty, hunger, AIDS, etc. have been squandered or misallocated by governments. The World Bank has determined the following with regards to funds that were utilized out of purpose:

- Resources are not transferred to the necessary fields and to the groups most in need.

- Resources do not reach the units providing services.

- Allocated resources are not used effectively and the quality of the services provided remains insufficient.

Although part of the problems experienced in African countries are also observed in Turkey, problems such as waste or misallocation of transferred funds are not valid for Turkey. The main problems related to public expenditures in Turkey are; insufficiency of resources, irrational and biased resource allocation mechanisms and insufficiency of service quality. That is why; a different method was developed within the scope of this project.

Data Used in Public Expenditure Analysis

The necessary data for public expenditure analysis are the final accounts of the public institutions and organizations analyzed. It is possible to access certain basic data at macro level such as consolidated budget expenditures and the socio-economic development ranking of provinces through the internet, however, expenditures of local governments are available from the relevant institutions. Data used in micro analyses are also available from the relevant institutions and organizations. More often, the quality of the available data is not sufficient for carrying out detailed analyses. For instance, three different official documents with three different data carrying the signature of the same public official have been obtained in one of the pilot provinces on the number of green cards. This situation highlights the importance of regular, standardized and coherent data collection in order to be able to carry out accurate analysis.

Total Public Resources / Expenditures and the Scope of the Analysis

a) General Budget Institutions, Central Government Resources:

Consists of the resources allocated to various ministries and organizations out of the budget of the central administration (government). Allocation of resources to the provinces from the general budget institutions is made in two ways: the first is the direct allocation of funds; and the second is the allocation of funds to the provincial administrations out of the budget of the related central government units. Examples of this second type of allocation are the funds transferred to the provincial directorates of education out of the budget of the Ministry of National Education and those transferred to the provincial directorates of health out of the budget of the Ministry of Health. The public expenditure analysis conducted within the scope of the project covers the resources transferred to the provinces from the general budget institutions.

Table 1 : Comparison of Per Capita Expenditures from the General Budget to Pilot Provinces with the Country Average (2005, YTL)							
Functional Budget Classification	Ankara	Sivas	Çanakkale	Kars	Yalova	Diyarbakır	Turkey Average
General Public Services	106	51	56	55	47	49	52
Defense Services	403	52	223	174	16	173	101
Public Order and Security Services	225	101	125	121	144	147	111
Economic Affairs and Services	1046	189	59	84	48	201	146
Protection of the Environment	1	1	4	1	1	1	1
Settlement & Social Welfare Services	53	1	1	2	1	7	4
Health Services	149	113	95	114	90	139	105
Recreation, Cult. & Religious Services	112	27	41	24	18	22	28
Education Services	398	277	285	305	268	247	253
TOTAL	2493	812	889	880	632	986	801

Source: Figures are calculated by using the data available from the Ministry of Finance web pages: http://www.muhasebat.gov.tr

The table above shows the comparison of the expenditures from the General Budget to the selected 6 pilot provinces of the project according to the functional budget classification.

The most notable conclusions that can be derived from this table are:

- In terms of General Budget expenditures, per capita expenditures in all provinces except Yalova are higher than the national average (801 YTL). According to the socio-economic development index calculated by the State Planning Organization (DPT), Yalova is the most developed province following Ankara. With a per capita expenditure share of 632 YTL from the General Budget, Yalova shows a noticeably lower figure both compared to the national average and also compared to the average of the other pilot provinces. It might be said that higher amounts of expenditure is channeled to less developed provinces from the General Budget. Although it is not appropriate to draw such a conclusion by observing the figures for only one year, this might indicate a certain tendency. Continuation of such analysis for the following years would prove the accuracy of such a tendency and would make it easier to carry out "trend analyses" for the future.

- With 2493 YTL, the per capita expenditure in Ankara is almost three times higher than the average of the other provinces and than the national average. While this might appear to be natural for a capital city, the reason is that certain public institutions and organizations of the central government as well as the ministries carry out central tendering procedures and make payments through central accounting offices for certain expenditures that actually end up in other provinces, which causes the expenditure to appear to be made in Ankara. However, the service (for instance; school, hospital, etc.) is provided elsewhere. Especially the higher figures for per capita expenditure in budget items such as defense, economic affairs, education, etc. in Ankara are caused by this payment process. In order to be able to match the public expenditure with the service provided which will provide the assessment to be more accurate, Ministry of Finance needs to replace the existing payment system with a more appropriate one to the "cost centre" concept in the "cost accounting" system.

- With a per capita expenditure of 144 YTL, the "Public Order and Security Services" expenditure in Yalova is almost the same with that in Diyarbakır (147 YTL) and it is much higher than the rest of the provinces (except Ankara) as well as the national average. While it is understandable for this budget item covering the expenditures related to the police and justice to be at high levels in Diyarbakır, in a peaceful

province such as Yalova where mostly retired people reside and where there is public order, the high level of expenditure for the police seems to be out of place (84% of the total expenditure of 144 YTL per capita was for the police and the remaining 16% was for justice). Explanation of this situation was provided by the chief territorial officer at the local level. In Yalova, there are a large number of police officers who are waiting to be retired. The reason is that most policemen specifically request to be appointed to Yalova prior to their retirement in order to settle down in the "city of the retired" afterwards. The per capita public expenditure analysis explicitly shows the excessive number of policemen which used to be implicitly known by the local public managers. Now, both the local public managers and the citizens of Yalova are able to ask for fewer policemen but for more justice (for instance; a new Court of Justice, etc.). This is one of the concrete examples of the benefits of public expenditure analysis.

b) **Resources Obtained from Revolving Funds:** Public institutions use the revolving fund mechanism in order to raise funds. Especially those public institutions active in the field of education, health and forestry use the system of revolving funds extensively. The analysis covers the public resources obtained from revolving funds, as well. In general and in principle, general budget funds are not transferred to revolving fund institutions; these institutions raise their own revenues. If the expenditures of revolving funds are higher than their revenues, then the difference is considered to be net public subsidy which gives us the amount of public expenditure made out of the budget of revolving funds.

Table 2 : Comparison of per capita Expenditures out of Revolving Funds to Pilot Provinces (2005, YTL)						
Functional Budget Classification	Ankara	Sivas	Çanakkale	Kars	Yalova	Diyarbakır
General Public Services		1				
Defense Services						
Public Order and Security Services						
Economic Affairs and Services		5	12	13	7	2
Protection of the Environment				1		

Functional Budget Classification						
Settlement & Social Welfare Services						
Health Services	7	68	6	57	3	13
Recreation, Cult. & Religious Services	35					
Education Services	64	1			17	
Social Assistance	29					
Total	136	75	18	71	27	15

Kaynak: Maliye Bakanlığı, "Döner Sermayeli İşletmelerin Saymanlık Bazında Gelir ve Gider Dağılımları (12/2005 tarihi itibariyle)

c) **Special Provincial Administration**[7]**:** Special Provincial Administrations obtain funds from two types of resources: The first one of these is the funds allocated out of the central budget through the Bank of Provinces. The second is the revenue collected by the special provincial administration at the local level. The analysis conducted within the scope of the project covers these expenditures.

Table 3 : Per Capita Special Provincial Administration Expenditure to Pilot Provinces (2005, YTL)						
Functional Budget Classification	Sivas	Ankara (2006)	Yalova	Çanakkale	Kars	Diyarbakır (2006)
General Public Services	19	7	14	37	18	58
Defense Services		0		0		9
Public Order and Security Services		0		0	0	0
Economic Affairs and Services	13	15	37	47	37	6
Protection of the Environment	9	3			0	0
Settlement & Social Welfare Services	43	19	14	2	7	0
Health Services	3	1	1	1	14	2
Recreation, Cult. & Religious Services	4	3	3	3	3	3
Education Services	24	16	21	24	36	39
Total	115	65	90	115	114	117

Source: Data obtained from the special provincial administrations in pilot provinces and from the Ministry of Finance.

7   Each month, the central government transfers a certain percentage of its total revenues to the municipalities and special provincial administrations through the Bank of Provinces. The municipalities receive 6% of the monthly revenues and the special provincial administrations receive 1,12%. In addition to that, the central government transfers 5% of its revenues to metropolitan municipalities (a total of 16 municipalities) each month.

In the table above, where the per capita public expenditure through the special provincial administrations in pilot provinces is shown, one of the most remarkable findings is that the per capita special provincial administration expenditure in Ankara is almost half of the expenditure in the remaining pilot provinces despite the fact that the figure for Ankara is in year 2006. One of the possible reasons of this situation is that the central public institutions and organizations (such as ministries) carry out their expenditures in Ankara directly through the General Budget instead of the special provincial administration's budget.

d) **Resources Allocated from the Social Assistance and Solidarity Fund:** In the fight with poverty, a certain amount of funds are allocated as social assistance to those in need through the Social Assistance and Solidarity Fund. The General Directorate of the Social Assistance and Solidarity Fund is located in Ankara; however, there are local units at the provincial and district level. Aside from the monthly transfers to the Social Assistance and Solidarity Fund by the central government, it also raises its own revenues (through various donations, etc.). The expenditures made out of the Social Assistance and Solidarity Fund at the provincial level are not included into the analysis due to lack of data. In some provinces, the data obtained was not considered to be reliable.

e) **Municipalities:** The total expenditure of municipalities (central and district municipalities) were used in the analysis. Since 2006, municipalities have started to prepare their budgets according to the new budgeting system. The functional distribution of expenditures are taken into account where possible, otherwise, only the total expenditure figures are used.

Table 4 : Per Capita Municipal Expenditures to Pilot Provinces (2005, YTL)						
Functional Budget Classification	Sivas	Ankara (2006)	Yalova	Çanakkale	Kars	Diyarbakır (2006)
General Public Services	36	46	93	71	34	-
Defense Services		0			0	-
Public Order and Security Services	14	5	9	10	5	-
Economic Affairs and Services	10	69	37	128	19	-

Protection of the Environment	20		28	55	48	-
Settlement & Social Welfare Services	46	21	5		58	-
Health Services	4	5	3	1		-
Recreation, Cult. & Religious Services		89			2	-
Education Services	2					-
Total	132	236	175	264	166	161

It is observed from the above table showing the municipal expenditures in the central municipalities (metropolitan municipality in Ankara and Diyarbakır) of the selected pilot provinces that the per capita expenditure in Ankara and Çanakkale municipalities is considerably higher than the remaining provinces. The revenues of municipalities are obtained from two main sources; the first being the per capita revenue out of the central government resources and the second being the own local resources of municipalities. As the per capita income obtained from the first source is fixed for all provinces, the difference (difference in revenues and therefore expenditures) is due to the amount of revenues directly obtained from local resources. In this context, it is seen that Çanakkale and Ankara municipalities are more successful in generating their own resources with respect to the other provinces. In addition to that, it can also be concluded that Sivas is relatively the "poorest" municipality in this context.

Another striking feature is the share of "General Public Services" in the total expenditures of municipalities. This functional budget item is essentially composed of the salaries of and the payments to the personnel working in the municipalities. For instance; if we compare Yalova and Kars, whose total expenditures are very close to each other (175 YTL and 166 YTL respectively), the percentage of salaries and payments in the total expenditure of these municipalities are 53% and 20% respectively. In other words, the municipality of Kars allocates only 20% of its expenditures to personnel, which means that it allocates more resources to other functions and that it is providing a more effective service. On the other hand, Yalova municipality allocates more than half of its total expenditure to salaries and payments and therefore allocates fewer resources to other basic functions. The citizens of Yalova can question their municipality according to this table. Even such a simple analysis is a good example that lays out the

importance of knowing the details of public expenditure at the local level.

f) **Public Expenditures Made through the State Economic Enterprises and Municipal Economic Enterprises:** These public expenditures are not included into the analysis, because; reliable records of the public expenditures made by these institutions at the provincial level were not available (especially for State Economic Enterprises) and they also involve private partnerships within their organization as these institutions are in the status of commercial corporation. For instance, it is not known how much of the expenditures of a State Economic Enterprise is financed from public resources and calculating this is highly difficult technically and conceptually.

Data Sources and Data Collection Method

It is possible to access the basic data on the amount of the general budget through the web pages of the relevant institutions. A variety of different methods have been utilized in order to obtain other sorts of data. In some cases, data was gathered through working together with the territorial officer (governor or district governor) of the province, whereas in other cases, inquiries were made within the framework of the Law on Access to Information. However, it was not possible to obtain certain types of data. It is necessary to underline two important points on this issue. The first one is that the basic principles such as transparency and accountability are yet to become a behavior pattern in local bureaucracy and the second is that the service provision units have important problems with data collection and compilation. Our experience proved that the most effective way of accessing information is working in cooperation with the territorial officer. The table below demonstrates the basic sources of information.

Type of Data	Primary Source	Secondary Source
General budget expenditure at the provincial level	Ministry of Finance, General Directorate of Public Accounts	
Economic and functional classification of general budget expenditures at the provincial level	Ministry of Finance, General Directorate of Public Accounts	
Revolving Fund expenditures	Ministry of Finance, General Directorate of Public Accounts	
Budget and final accounts of special provincial administrations	Special provincial administration, governorship	Ministry of Interior, General Directorate of Local Authorities

Budget and final accounts of municipalities	Municipalities	Ministry of Interior, General Directorate of Local Authorities
Accounts of the social assistance and solidarity foundations	Foundations, General Directorate of Social Assistance and Solidarity Foundation	Governorships
Education expenditures and statistics	Provincial directorates of national education and special provincial administration	
Health expenditures and statistics	Provincial directorates of health	
KÖYDES (Village Infrastructure Support Project) infrastructure expenditures	Special provincial administration	Ministry of Interior
Population indicators of provinces	Turkish Statistical Institute	
Socio-economic development indicators of provinces	State Planning Organization	

Evaluation of Data and Method of Calculation

Two different methods have been used in this study which are **micro analysis** and **macro analysis. Macro analysis** indicates the comparison of the general budget expenditures and socio-economic development ranking of a province with neighboring provinces and with the national average in addition to the structure of total public expenditures through the calculation of per capita expenditures of general budget, special provincial administrations, central and district municipalities, revolving funds and social security institutions.

Table 5 : Total Public Expenditure for Sivas in 2005 (per capita, YTL)							
Functional Budget Classification	General Budget	Social Security System	Revolving Funds	Special Provincial Adm.	Central Municipality	Other Mun.	Total
General Public Services	51		1	19	36	-	-
Defense Services	52					-	-
Public Order and Security Services	101				14	-	-
Economic Affairs and Services	189		5	13	10	-	-
Protection of the Environment	1			9	20	-	-

Settlement & Social Welfare Services	1			43	46	-	-
Health Services	113	92	68	3	4	-	-
Recreation, Cult. & Religious Services	27			4		-	-
Education Services	277		1	24	2	-	-
Social Security and Social Assistance Services		454				-	-
Total	812	546	75	115	132	69	1749

As an example to macro analysis, the table above shows the total public expenditure in Sivas which is among the provinces where the most ordered and reliable data has been obtained throughout the study with the best possible support from local civil society organizations and local academics.

The method of data collection for figures of "General Budget", "Revolving Funds", "Central Municipality" and "Other Municipalities" has already been explained.

The data related to the social security system was obtained from the Social Security Institution for Wage Earners (SSK), Pension Fund for Civil Servants (Emekli Sandığı) and Social Security Institution for the Self-employed (Bağ-Kur) which have recently been merged as the Social Security Institution (SGK). The per capita public social security expenditure in pilot provinces shown in the table below is a total of these three institutions. Following Ankara, Yalova and Çanakkale have the highest figures for social security expenditure. Around 10 to 15% of this expenditure is for health expenditures whereas the remaining part is for the salaries and bonuses of the retired. With 546 YTL in Sivas, we observe that the per capita social security expenditure is almost half of that in Yalova and Çanakkale. For Kars and Diyarbakır, this figure is 211 YTL and 207 YTL, respectively. These figures demonstrate that the provinces in the Eastern and South-eastern Anatolia receive about 20 to 25% of the social security expenditure made in the Western provinces. We can say that the amount of social security

expenditure decreases first by ½ and then by ¼ as we move from west to the east. In other words, the number of workers with social security and the number of the retired decrease at these rates as we move from west to the east. Even this finding alone highlights the fact the central government needs to review its employment and social security policies.

Table 5a : Per Capita Social Security Expenditure in Pilot Provinces (2005, YTL)						
Provinces		Payments to the Retired	Health Expenditures	Total	Population	Total Expenditure of Social Security Institutions
Ankara					4.007.860	
	SSK	1.474.616.958	39.874.688	1.514.491.646		
	BAĞ-KUR	356.656.374	258.223.106	614.879.480		
	Emekli Sandığı	2.305.986.323	610.468.680	2.916.455.003		
	Per capita average	1032	227			1259
Çanakkale					464.975	
	SSK	148.101.817	3.350.215	151.452.032		
	BAĞ-KUR	72.904.845	39.633.415	112.538.260		
	Emekli Sandığı	139.726.365	21.714.500	161.440.865		
	Per capita average	776	139			915
Diyarbakır					1.362.708	
	SSK	110.572.249	6.114.907	116.687.156		
	BAĞ-KUR	30.776.227	27.370.656	58.146.883		
	Emekli Sandığı	78.335.418	28.722.329	107.057.747		
	Per capita average	161	46			207
Kars					325.016	
	SSK	21.164.081	634.453	21.798.534		
	BAĞ-KUR	15.892.470	7.837.486	23.729.956		
	Emekli Sandığı	20.466.654	2.452.353	22.919.007		
	Per capita average	177	34			211

					755.091	
Sivas	**SSK**	184.406.784	6.163.670	190.570.454		
	BAĞ-KUR	62.883.652	41.841.902	104.725.554		
	Emekli Sandığı	95.023.829	21.071.755	116.095.584		
	Per capita average	453	91			545
Yalova					168.593	
	SSK	75.990.447	1.571.739	77.562.186		
	BAĞ-KUR	18.331.859	9.404.714	27.736.573		
	Emekli Sandığı	47.468.128	7.176.425	54.644.553		
	Per capita average	841	108			949

The table showing the total public expenditure for Sivas indicates that the per capita expenditures made by the special provincial administration, central municipality and other municipalities amount to a total of 316 YTL, whereas the total per capita public expenditure in Sivas is much higher than this figure at 1749 YTL. This shows that the per capita expenditure made by the "local governments" (316 YTL) is only 18% of the total per capita public expenditure. This situation is similar in other provinces, as well. If we take into consideration that more than half of the amount of local expenditures which is around 20% of total expenditure is carried out through the resources / funds allocated by the central government, we come to see that only around 10% of the local needs are met by local resources / revenues. While this situation clearly shows the urgent need for the local administration reform; it also shows the need to include a detailed approach on how to mobilize local resources into the reform package. It also becomes evident that a reform which fails to increase local resources and revenues would be rather insufficient.

As mentioned above, the second method used in this study was micro analysis. **Micro analysis** indicates the comparison of education, health, infrastructure (drinking water, sewage, roads) and green card expenditures at the district level together with the development ranking of the districts. In other words, macro analysis is the comparison of a province with the neighboring provinces and with the national average, whereas micro analysis is the comparison of the development levels of districts

in terms of education, health and infrastructure expenditures. In this study, the sectors that contribute to the eradication of poverty the most; namely, education, health and infrastructure have been selected. The analysis can be diversified by including more sectors with the use of a similar methodology.

Sample tables and charts for micro analysis carried out in Sivas are provided below. As Sivas is the province where the highest amount of district level data was available, it is given as an example to the tables generated within the framework of micro analysis method.
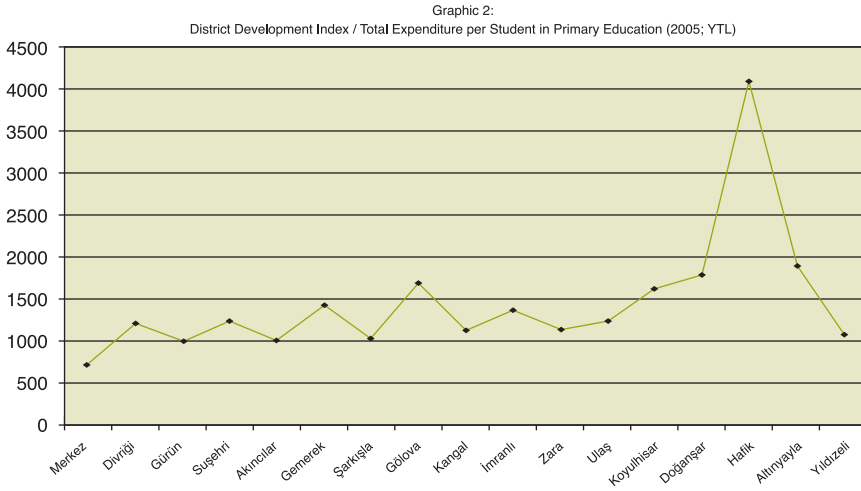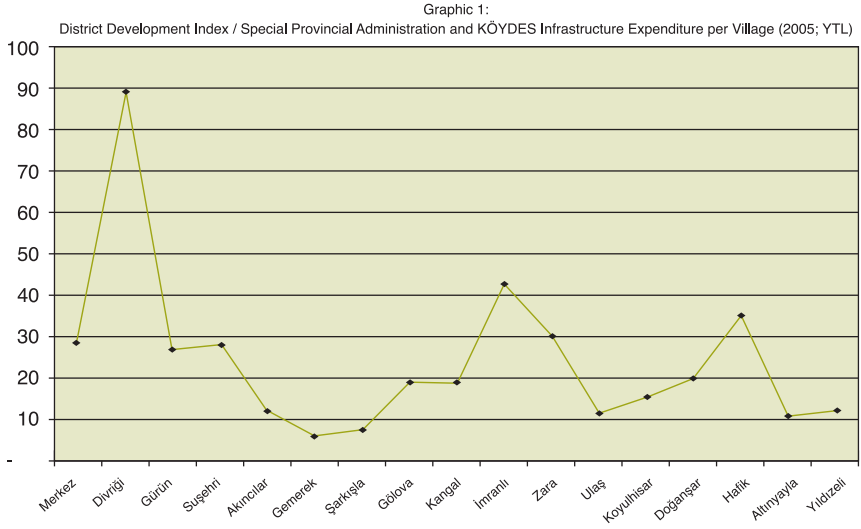
The basis of the analysis was the identification of main parameters concerning infrastructure (roads, water, and sewage), education and health and comparing the per capita public expenditure made to these sectors with the socio-economic development index of the districts. In rural areas, infrastructure expenditures were taken into consideration within the scope of special provincial administration and KÖYDES project.

Since the KÖYDES project was first implemented in the year 2005, the expenditures for that year is considerably low. The expenditures for 2006 demonstrate a rapid increase with respect to the previous year. KÖYDES expenditures are made from a fund established outside the general budget and used by the Ministry of Interior. The size of the fund is expressed to be around $2 million.

The analysis concerning education covers only the primary education. Due to lack of expenditure data for high schools, they were left out of the scope of analysis. The district and provincial directors of national education have the data for primary education as the expenditures were carried through the district and provincial directorates; however, the expenditures for high schools are made directly by the high school principals. That is why; it was not possible to collect sufficient data concerning high schools. For future studies to be accurate and comprehensive, this situation needs to be corrected.

The universities in the pilot provinces provide services not only to that province but also to the neighboring provinces. Therefore, the public expenditures made by the universities in a province are not exclusively for that province. For this reason, the public expenditures to universities were also not taken into consideration.

Analysis concerning the health sector covers the expenditures made to the hospitals and public clinics in the province and its districts. Data on the public clinics were gathered from the provincial directorates of health and data on hospitals were collected from each hospital individually through the provincial and district directorates of health. The figures and expenditures for Green Cards were also gathered through the same channel. Nevertheless, in some of the pilot provinces, numbers of Green Card and the related expenditures were not available and in certain cases the available data was not considered to be reliable. It was seen that there are serious difficulties especially for the local governments in obtaining information at the local level. Production of systematic, accurate and reliable data at the local level is crucial for the precision of the future studies.

Graphic 1:
District Development Index / Special Provincial Administration and KÖYDES Infrastructure Expenditure per Village (2005; YTL)

Graphic 2:
District Development Index / Total Expenditure per Student in Primary Education (2005; YTL)

Graphic 3:
District Development Index / Number of Students per Teacher in Primary Education (2005)
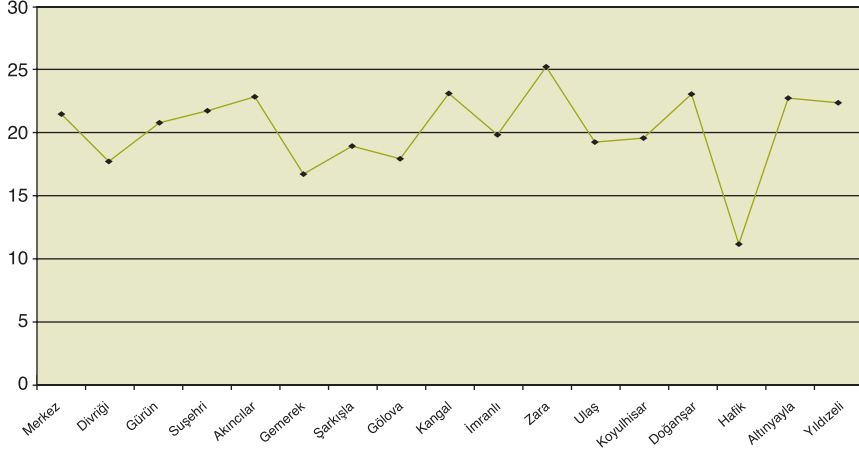
Graphic 4:
District Development Index / Per Capita Expenditure to Public Clinics (2005, YTL)
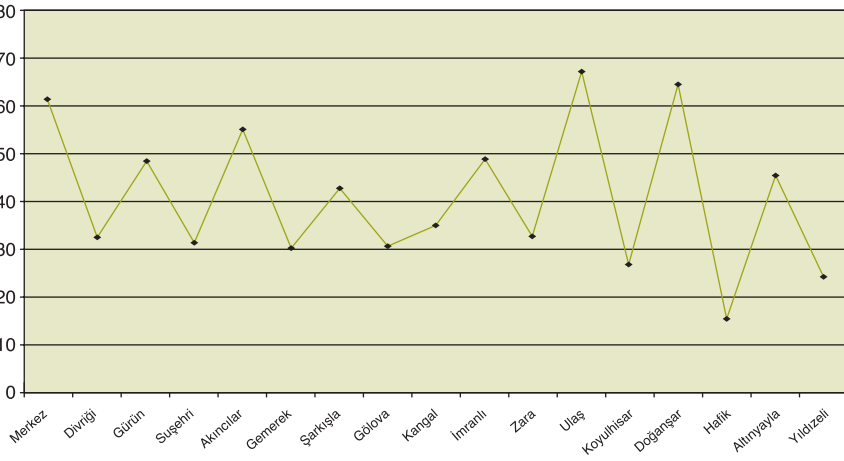
Graphic 5:
District Development Index / Per Capita Expenditure to Green Cards (2005, YTL)

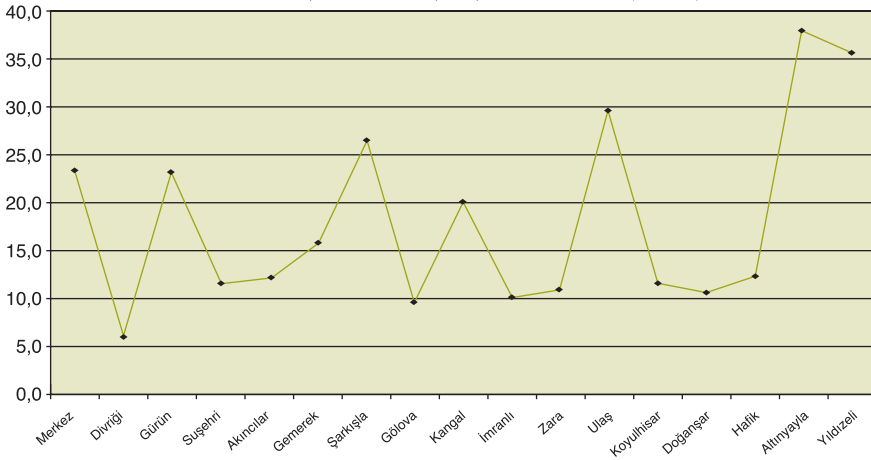| Table 6 : Using Public Expenditure Analysis together with the other Tools of the Study: Cross Tabulation											
Comparison of Provinces											
								General Satisfaction	Toplam Harcamaya Göre Memnuniyet		
Provinces	Student / Classroom	Student / Teacher	Total Expenditure / Student (YLT)	% of Literate Population	% of Literate Female Population	% of those not graduated from school	% of Primary School Graduates	Satisfied (%)	Not Satisfied (%)	Satisfied (%)	Not Satisfied (%)
Kars	25	29	112	82	71	28	42	67	32	27	69
Yalova	23	18	1.807	93	89	18	55	76	24	76	18
Sivas	26	21	1.447	82	72	21	48	73	27	80	17

The first three columns of the table above are from public expenditure analysis, the next four columns are from socio-economic development maps and the last four columns are from service satisfaction surveys. Since education is a common sector in all three tools, the example was prepared for this sector. If it is possible to find such commonality in other parameters as well, a number of cross tabulation samples can be prepared and the existence as well as the level of relationship among different tools can be demonstrated. Such analyses would contribute to a more sound "situation analysis".

For instance; despite a considerably lower figure for expenditure per student in Kars with respect to Yalova and Sivas, satisfaction with education expenditures is 27% (69% not satisfied). The same figure is 76% (18% not satisfied) and 80% (17% not satisfied) in Yalova and Sivas, respectively.

This shows that even such a cross tabulation created with the limited data at hand can indicate a meaningful relationship (correlation) between education expenditure and satisfaction.

Conclusion

Carrying out "micro analysis" for education, health and infrastructure at district level and developing equal and equitable social policy alternatives based on its results in order to eradicate poverty depends on issues such as the availability, continuity, standardization, reliability, etc. of the data used in these analyses. Considering the studies carried out in other pilot provinces, Sivas is in the best situation in this regard. Nevertheless, it was still not possible to obtain certain data. For example; due to lack of secondary education data at district level, this topic was not included into the analysis. Similarly, green card expenditures are gathered one by one from the hospitals and from data available at public clinics but these are only on treatment expenditures. Since it was not possible to obtain green card medication expenditures at the district level, the analysis for greed cards was also incomplete. Similar situations were also seen in studies at other provinces.

One of the reasons for this situation is that the units of public institutions are not used to gathering such reliable and continuous data, especially at the district level. Another reason is the complicated payment / expenditure methods of the state (central government). For instance; data on primary education expenditure is available from provincial directorates of national education (special provincial administrations). However, the expenditures for secondary education are carried out independent from the special provincial administration and therefore the provincial directorate of national education, and they are not monitored by these units. Secondary education expenditures are directly sent to the accounting offices in provinces or to the revenue department in districts by the Ministry of Finance and the Ministry of National Education (central) and these units make payments to the secondary education institutions. Therefore, the provincial directorates of national education cannot obtain this information unless it specifically asks for it from the high schools, accounting offices or from the revenue departments. Unsurprisingly, this would not be possible without an official demand from a higher public authority (i.e. the governor).

A similar situation is faced concerning green card expenditures. Green

card medication expenditures are paid to the related pharmacies by the provincial directorates of health, therefore the provincial directorate of health can monitor this medication expenditure. However, the green card treatment expenditures are paid directly to the hospitals and public clinics (similar to the secondary school expenditures in education). That is why; provincial directorates of health are not able to monitor these expenditures.

This methodology (public expenditure analysis) developed with the existing available data can certainly be enriched with new data and can be turned into a new methodology that is capable of measuring the effectiveness of public resources and hence, public expenditures.

Service Satisfaction Surveys

Points to be Considered in Survey Design

° **Achieving practical results:**

The first and most important step in designing surveys is precisely determining the subject that is planned to be measured. While asking the survey question, it is necessary to think reverse; from the end to the beginning. On what subject matter do we want to obtain information in the end? For what purposes we are going to be able to use the results? Surveys are laborious and costly tools. Therefore; it is necessary to ask the right question in order to prevent the waste of efforts, to create a well-designed survey and to achieve useful results: What do we want to learn and why?

° **Interviewing the right people:**

One of the critical factors for the successful utilization of the survey results is properly determining the target group to be interviewed. Do we want to know the opinion of all citizens living in a province on education services or only of those that have children at school age? Is it enough to take the opinion of those receiving hospital services or are we also interested in access to health services in the entire province.

Deciding on such issues in the beginning of survey design and proper determination of the target group are important for being able to use the results effectively and appropriately.

◦ **Asking the right questions:**

Phrasing the questions properly and making sure that questions are unbiased is another point that is as important as determining the subject and the target group of the survey. Biased questions negatively affect the quality of the answers.

It is necessary to pay attention to the following issues while asking questions:

- The phrases need to be clear and simple enough to be accessible to everybody.

- Questions should not be guiding the respondent; for instance, the following question contains a guiding phrase that has a judgmental connotation:

- "Do you think that Turkey could be 'deceived' one more time on candidacy to the European Union?"

- The questions should be asked to all interviewees in the same manner and, where necessary, all choices need to be read.

- Scaled questions are essential to measure the level of perception with regards to participation, satisfaction, etc.

- The order of questions is important.

Basic Survey Types

a) Qualitative Survey:

Qualitative surveys allow us to intensify our conception on a survey subject. We can understand the subject better by listening to the individual experiences and stories of people, which means going beyond what is seen in numerical data and numbers. In fact, qualitative surveys let us see why numerical data and percentages are as they are.

Furthermore, the information obtained through qualitative methods play an important role in enriching the content and the choices of the question form to be used in quantitative projects. The two most frequently used qualitative methods are **in-depth interviews** and **focus group discussions.**

b) Quantitative Survey:

These are surveys that contain numerical data. They allow us to measure and quantify the subject within the scope of the research. Examples are; schooling ratio, computer ownership in a province, internet usage ratio, ratio of the population living under the poverty line, etc.

In quantitative surveys, data is generally gathered through filling in question forms. In this methodology, interviewees answer the same questions and therefore, the collected information can be standardized. Subsequent to the application of the question form to a sufficient number of individuals, the answers are brought together and can be analyzed in a database format.

In quantitative surveys, data can be obtained through face-to-face interviews, phone interviews or via internet applications.

Service Satisfaction Surveys as Tools for Good Governance

Satisfaction surveys have been developed as a tool for participation and democratic governance, which aim to regularly assess the level of satisfaction with the services provided and with the city as a whole. It is observed that civil society initiatives in many countries utilize service satisfaction surveys with resources from various funds in order to participate to the government processes, to supervise and monitor managers and to demand better services.

Although the public opinion surveys carried out in Turkey only question how much the local public managers are appreciated, deliberately designed service satisfaction surveys allow the service provider to learn the expectations and perceptions of the citizens receiving the service and ensure the improvement of services. This type of studies that could also aim to measure the level of urban consciousness and urban satisfaction will contribute to the efforts on increasing urbanization and urban belonging which will in turn serve the high-quality and livable city concept by taking the expectations of citizens into consideration. Through the use of periodic service satisfaction surveys, it is possible to obtain the opinion of housewives, the elderly, handicapped and their families which are groups that are usually not taken into account in conventional participatory methods, and it is also possible to reflect their opinion to policy formulation process.

With such attributes, service satisfaction surveys function at the local level as tools that are more qualified than representative democracy and more appropriate for achieving the democratic governance objective.

Who Should Measure Service Satisfaction and Why?

Local and Central Governments can utilize surveys in order to:

- Work with up to date and reliable data while formulating local policies;

- Monitor the changes in time (periodic surveys);

- Assess what is done wrong and what is done right;

- Decide what to do; and

- Observe how much the activities carried out are appreciated by the public.

Article 15 of the Law No. 5393 on Municipalities which describes the powers and privileges of municipalities state that:

"Municipality may conduct public onion poll and public survey in order to determine the opinions and ideas of municipal residents concerning municipal services."

Survey is an essential requirement in many of the areas that municipalities are working on. Ultimately, the main recipients of municipal services are citizens. The evaluation of service provision by the citizens is important in terms of the organization of the processes of performance rating and identification of service improvement areas in light of objective data.

At the same time, knowing whether there will be any demand for a service that is planned to be provided or determining which groups are more inclined to benefit from that service is highly valuable in terms of need analysis.

Civil Society, Universities and Other Social Stakeholders may measure service satisfaction, demand and monitor the improvement of the service quality in order to:

- Point out to the areas where services need to be improved;

- **Monitor** the improvement of the service quality;

- **Demand** better services;

- **Supervise** whether needs have been properly addressed in the provision of new services; and,

- Increase civil society **participation** to urban government.
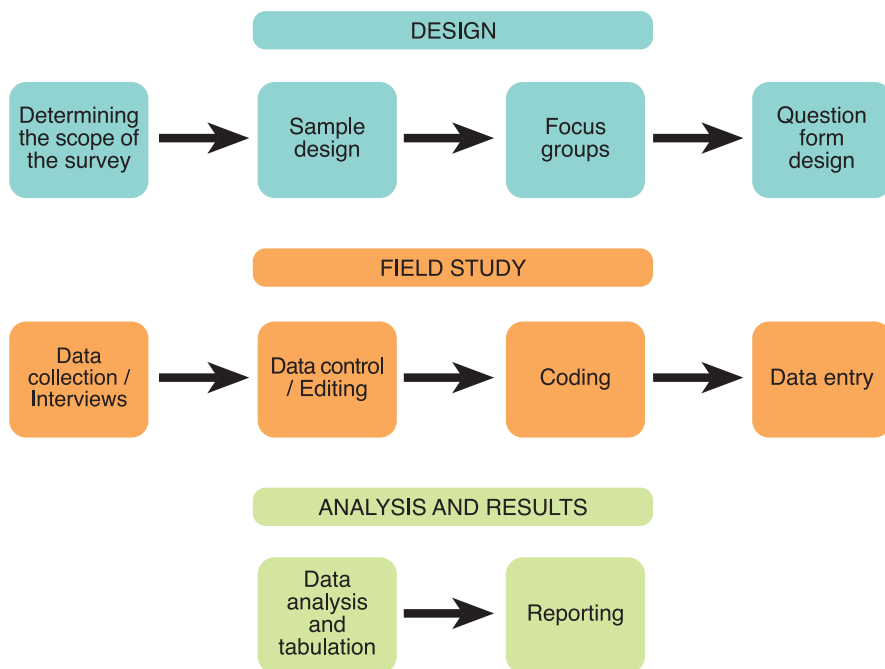
Purpose and Scope

While planning the priorities of a province, existing data available at various institutions may be utilized. Aside from these data, it is also necessary to determine the problems and needs of the citizens living in that province. In light of the information gathered through surveys, available resources can be distributed more effectively in accordance with the expectations of the citizens who will be benefiting from the services, and projects aimed at specific problem areas can be developed.

For this purpose, **TESEV** has incorporated service satisfaction surveys to the project in order to measure citizen satisfaction especially in the field of basic public services such as education, health, infrastructure and social services. In this process, surveys have been conducted in 6 pilot provinces through the use of both qualitative and also quantitative survey methods.

These surveys were aimed at collecting information on the issues listed below:

- Understanding the obstacles preventing citizens' access to local services;

- Determining the level of satisfaction with local services on the basis of different subgroups (such as, rural residents / urban residents, low income groups / high income groups, etc.);

- Learning the priorities and expectations of the public on local services;

- Comparing the level of satisfaction among different services (such as, education, health, infrastructure, etc.);

- Comparing the performances of relevant institutions.

How the Surveys are Designed?

DESIGN

Determining the scope of the survey → Sample design → Focus groups → Question form design

FIELD STUDY

Data collection / Interviews → Data control / Editing → Coding → Data entry

ANALYSIS AND RESULTS

Data analysis and tabulation → Reporting

Determining the Survey Framework

Prior to beginning the survey studies, similar service and citizen satisfaction analyses in the world have been reviewed (for similar studies, please see the section on **Examples from Turkey and the World**). The framework of the question form and the scope of the study have been determined by making use of these examples. For each service area, it was decided that the problems in access to the service, service satisfaction, whether the incomes of the citizens are sufficient to benefit from the service and the needs concerning that service would be questioned. Although in many of the international examples, the institution providing the service is directly questioned, in the case of Turkey, it was concluded that questioning service satisfaction would be more effective considering that recognition of and awareness of services is higher than institutions.

Within the scope of the study, filter questions were used in order to obtain the opinion of those directly benefiting from a service. For instance,

concerning health services, after determining the most frequently visited health institution, it was requested that the assessment of satisfaction is made on that institution. Similarly, with regards to social services, after enquiring whether there is a dependent elderly or handicapped in the household, it was asked whether or not they receive any social service for these individuals. In addition to that, it was decided that questions concerning need for social services, awareness on the provision of such services by certain institutions and sufficiency of income required for basic needs are asked to all interviewees.

EDUCATION

- ACCESS TO SERVICES
- SERVICE
- SATISFACTION
- PROBLEMS

SOCIAL SERVICES

- ACCESS TO SERVICES
- SERVICE
- SATISFACTION
- PROBLEMS

EVALUATION OF LOCAL SERVICES

HEALTH

- ACCESS TO SERVICES
- SERVICE
- SATISFACTION
- PROBLEMS

INFRASTRUCTURE (Electric, water, etc.)

- ACCESS TO SERVICES
- SERVICE
- SATISFACTION
- PROBLEMS
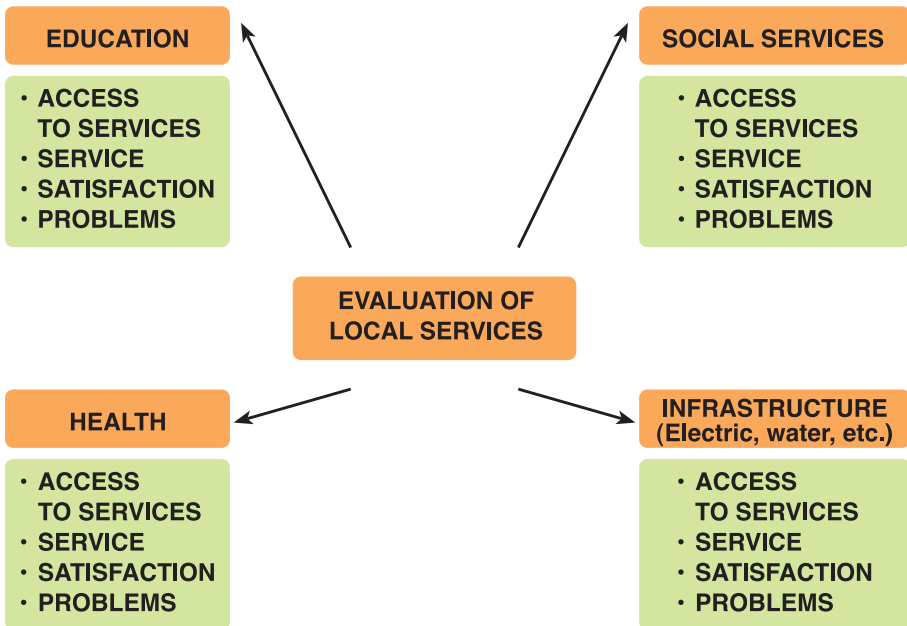
Sample Design

The interviewees were the citizens living within the provincial borders. Whether or not these individuals are permanent residents of the interviewed households was checked with the filter questions in the first part of the form. Basic demographic information on each household member was collected, but it has been determined as a survey criteria that interviews are conducted only with those aged 18 and above.

The service satisfaction surveys within the scope of this project have been

carried out by using a sample structure that represents the entire province. Surveys have been designed to allow the analysis of results based on urban centre, outer district centers and rural areas.

This methodology would make it possible to observe how the problem areas within the province differentiate with respect to settlement units. According to specific needs and available financial resources that can be allocated to such a study, surveys could also be designed in other ways. (For instance; it could be possible to work with samples that are large enough to represent all districts, as well as to focus on a specific service and to design the sample accordingly to include only those benefiting from that service; such as, designing a sample for interviewing patients at public hospitals after their medical examination.)

To be able to better represent the intra-provincial differentiation in the 6 pilot provinces of the project, sample stratification is carried out. In order to take the development disparities among districts into consideration in addition to the rural and urban distribution of the people living in the province, stratification was based on development.

Within the strata developed, the number of the urban and rural questionnaires have been determined which were to be applied in the districts selected through the method of probability sampling proportional to population.

In line with these figures, certain number of villages and mahalles (neighborhoods) were selected in each district also through the method of probability sampling proportional to population and these villages and mahalles made up the final sampling units.

In mahalles, streets were determined randomly and the households to be interviewed were selected by using a household random selection table. In villages, systematic sampling is used for the selection of households.

Focus Group Discussions

Sivas was the first province where project activities were started, so the first survey study was conducted in this province. That is why, the focus group discussions for the development of the content of the question form were carried out in the mahalles and villages of Sivas.

After determining the survey framework and developing the draft question form, a series of focus group discussions have been held with citizens and service providers in Sivas at the city centre and its villages. Thus, in-depth preliminary information on the services has been obtained at first-hand. Looking at this information both from the perspective of those benefiting from the service and from the service providers' perspective considerably enriched the study.

As a result of these studies, information has been collected both on the viewpoint of the service providers and the citizens benefiting from the services as well as on the criteria which they consider to be important for each service. (For example; with regards to education services, criteria such as quality of teachers, safety of children, cleanliness of schools, etc. have been specified as important issues in these focus group discussions and were therefore included into the questionnaires.) Meetings were held with patients and their relatives, with parents and students and as a result, information has been gathered on schools, education services, hospitals and problems related to health services, on the high priority issues to be addressed, on the issues they are satisfied with and on those that they are not.

On the other hand, the citizens living in villages were questioned with the aim of figuring out their opinion on access to health services, whether there is a public clinic in their village or not, the capacity of the clinic – if any, the problems arising from multigrade education and bussed education. Furthermore, their assessment on transportation and highway services was taken and the problems faced in this area were determined.

During the in-depth interviews carried out with the different directorates in the province, the public officials were questioned on the services provided in areas where the citizens experienced problems, on the priority issues of the province and the corresponding solutions developed.

As a result of the focus group discussions and in-depth interviews, the problem areas in education, health, social services and infrastructure services prioritized by both the citizens and the local public managers were determined, and at the same time, further information was gathered on the specific problems of the province and then, the content of the question form was improved accordingly.

Adaptation of the Question Form to the Local Circumstances

Within the scope of the service satisfaction surveys conducted by TESEV, during the field work in each province, the same question form was used where possible, which allowed the comparison of the levels of citizen satisfaction concerning certain basic local services across different provinces.

In addition, a working group has been established in the provinces where survey activities were to be carried out. The working groups were composed of representatives from both the local governments and also from the civil society organizations and universities. These working groups jointly examined the question form and made the necessary revisions for the adaptation of the form to local circumstances. (For instance; in Yalova, a special section has been included to the form in order to measure the satisfaction with the public services provided subsequent to the earthquake in 1999. On the other hand, in Çanakkale, questions on urban belonging and participation to urban social life were asked to assess the influence of urban consciousness on service satisfaction. In Diyarbakır, considering that the city centre is a major in-migrant destination, a specific module has been added to the form to measure the problems faced by the migrant citizens on access to services.)

Question Form Design

Following the focus group discussions and the meetings with the working groups, the collected information was brought together and the multiple-choice questions of the question form and its content have been finalized.

Especially in surveys with such large samples, prior to starting the field work, it is crucial to make sure that the question form prepared is fully accurate; the statements are clear and are free of any misinterpretation.

That is why, in this study, after finalizing the question form, a pilot study has been conducted in order to check the inconsistencies, missing links and incorrect statements, and the field work started after the necessary corrections were made.

To counter the unwillingness of the interviewees or the interruptions to the interview, the question form was prepared to be completed in 25 minutes on average and this timing had been controlled in the pilot interviews.

Sections of the Question Form

Section	Subject
A	Personal Information
B	Information on the head of the household
C	Information on the other members of the household
D	Education Services
E	Health Services
F	Infrastructure Services
G	Municipal Services
H	Social Services
I	Consumption Patterns
K	Rural Areas
L	Financial Situation

Example: Health Services Module

- Health Institutions Visited
- (For those who do not) Reasons for not Visiting a Health Institution
- Most Frequently Visited Health Institution
- Reasons for Preference
- Date of Last Visit
- SATISFACTION with the Service Provided
- Waiting Time for Doctor Consultation
- Duration of the Medical Examination
- Satisfaction with Health Criteria
- PROBLEMS in Service Provision
- COMPLAINTS regarding the Institution

- How the Health Expenditures are financed?

- Out-of-pocket Health Expenses

- SUFFICIENCY OF INCOME for Health Services

- Preferred Health Institution

- Considering own experiences and observations from the community, the top priority issue to be addressed with regards to health services

For every service field, the question form comprised of questions specifically aimed at measuring access to, problems in and satisfaction with the services. In addition to the modules concerning education, health, infrastructure and social services, a separate section to measure satisfaction with municipal services have been included in the question form, as well.

Field Work and Data Control

For the purposes of such studies that provide data to local policy implementation, benefiting from the expertise of independent professional companies in the process of data collection is very important both in terms of the reliability of the study and also for effective utilization of the time available.

Data collection process of this study was also carried out by a professional field company. Prior to the interviews, the interviewers were trained on the survey and on the rules of conduct in field work. Interviews were conducted in mahalles and villages through face-to-face interview method. The field company supervised the interviewers during the interview process.

The quality control of the responses given to the questionnaires has been carried out by calling back the interviewees on telephone and through editing each questionnaire one by one to check their internal consistency.

The last control has been carried out on computer by data experts with the method of Electronic Logic Control after the questionnaires were transferred to the electronic media.

Analysis and Interpretation of Results

Reporting of the data attained at the end of the study was carried out for each settlement unit and existence of any differentiation in different sub groups (such as gender, age, work status, income, etc.) was tested.

A number of different statistical programmes can be used in order to conduct this test. In this study, analysis and tabulation was carried out by using the SPSS application.

The results were shared with the representatives of public institutions and civil society institutions in the province, and the priority areas were determined jointly in light of the objective data.

Examples on the Interpretation of Survey Results

Example 1:

In a province, the interviewees were asked why they do not consult to a health institution. The most common response was "Insufficiency of financial resources".
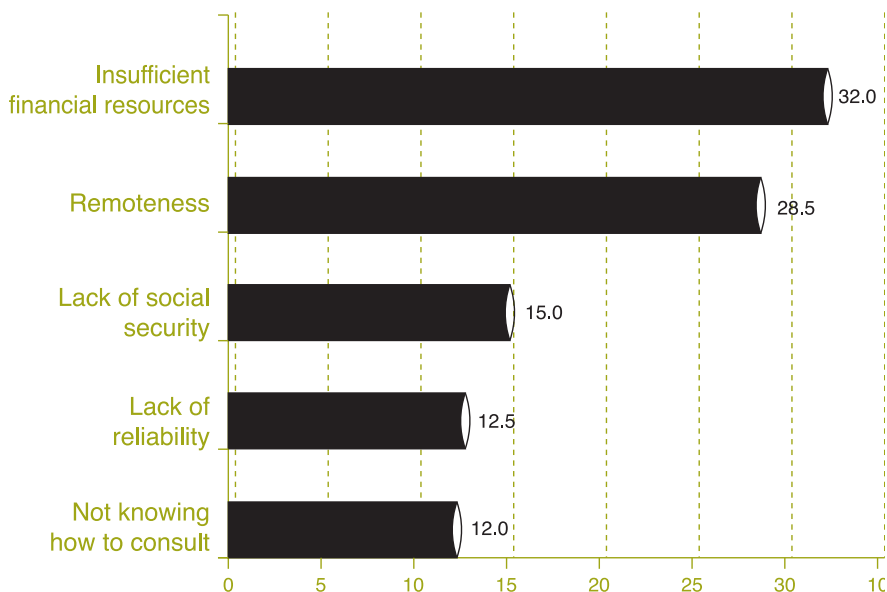
*Fictitious figures.

If the findings are viewed from a different perspective, the change in the results can be observed from the chart below:
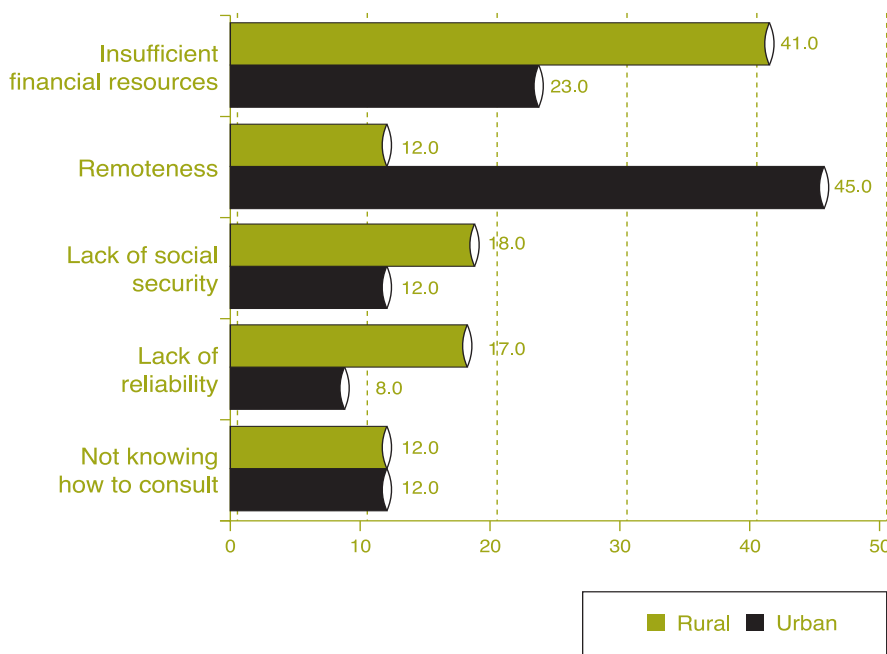

*Fictitious figures.

When we look at the chart above, for those living in rural areas, we observe that there is actually a more important reason for not consulting to a health institution than the insufficiency of financial resources, which is remoteness of the health institutions to the place of residence. Therefore, it becomes apparent that in taking actions for the improvement of services, the priority for rural areas can be establishment of accessible health institutions (i.e. public health clinics and health centers) or improvement of the accessibility of existing ones, whereas other sorts of measures need to be taken for those living in urban areas to consult to health institutions.

Example 2:

The table below presents the level of satisfaction with the provision of drinking water for the provinces within the scope of the project. The table indicates that the percentage of those who are not satisfied with the provision of drinking water is higher in Kars compared to other provinces.

Satisfaction with the drinking water	Yalova	Çanakkale	Diyarbakir	Ankara	Sivas	Kars
Not satisfied	% 15,6	% 18,1	% 25,1	% 26,0	% 29,0	% 32,3

However, when the issue of satisfaction with drinking water in Kars is examined thoroughly, the following results are attained:

Reasons for not being satisfied with the drinking water in Kars	Urban Centre	Outer District Centres	Rural Areas
Frequent water cuts	% 78,4	% 27,8	% 44,2
Taste / smell of water	% 9,5	% 47,2	% 22,5

This second table lays out that beyond a common problem concerning drinking water throughout the province, different settlement types demonstrate different reasons for dissatisfaction. While those living in the urban areas complain about the frequent water cuts, those living in outer districts have a different problem. They stress that they experience problems related to the hygiene, taste and smell of the water. Hence, the solutions for the problems with drinking water and the decisions to be taken on this issue differ when the problem is analyzed in different sub groups.

Dissemination of Results

In local policy practices, effective and widespread dissemination of the results of the service satisfaction surveys, which enables the perception of problems from different angles and the determination of fields of social policy application through objective data, is necessary both for ensuring the improvement of the service quality and also for strengthening the capacity of the civil society to demand better services. With this principle, TESEV makes the survey results available to all interested parties and

provides professional support to public officials and the civil society for the effective and proper utilization of these results.

Another important point in this process is that it is necessary to regularly repeat the surveys and monitor the improvement in the service quality. It is deemed to be highly beneficial that both public institutions and financially capable civil society institutions allocate resources to such surveys as much as possible, disseminate information on these studies as they are carried out and ensure that the results are openly accessible to everybody.

Scope of the Study

The provinces within the scope of this study were: Ankara, Çanakkale, Diyarbakır, Kars, Sivas and Yalova. Activities have been completed in all provinces except Diyarbakır.

Examples from Turkey and the World

- Within the scope of the Turkey Customer Satisfaction Index study carried out by Kalder, performance of municipalities is also being measured. www.kalder.org.tr

- The studies carried out by various municipalities in order to measure service satisfaction are available through the internet.

- The **World Bank** report on Survey Tools for Assessing Performance in Service Delivery that explains how the Quantitative Service Delivery Surveys and Public Expenditure Tracking Surveys – in the development of which the World Bank played a leading role and which are also promoted by the World Bank for assessing performance measurement in service delivery – need to be designed and what needs to be considered in this process is available at: http://www1.worldbank.org/publicsector/pe/PETS1.pdf

- **Bangladesh** is one of the countries where service satisfaction surveys are conducted most effectively. Below is the link to the detailed project report on the results of the third service delivery survey that was conducted in 2003 within the Health and Population Sector Programme of the government:

http://www.ciet.org/en/documents/projects_library_docs/200622495850.pdf

- The service satisfaction surveys carried out in **Bangalore**, India since 1993 in order to improve service delivery and to increase the participation of the civil society to local government process are conducted by an organization called Public Affairs Centre and the improvement in service quality is monitored through these surveys: http://ww2.unhabitat.org/programmes/guo/documents/Country%20Profiles/Profiles_Bangalore_India.doc

- A similar example of service satisfaction surveys was also conducted in **Tanzania**. The summary report on Service Delivery Survey (SDS) in Tanzania can be accessed at: http://www.ciet.org/en/documents/projects_library_docs/200622314379.pdf

- In **San Rafael**, the study on the assessment of citizen satisfaction with various services and with life in the city was conducted in February 2007. The presentation of the study which includes survey design, subjects questioned as well as the results is available at: www.cityofsanrafael.org

- The summary report on the **Philippines** service satisfaction survey, Philippines – Filipino Report Card on Pro-poor Services, published in 2001 that is designed for identifying the problems faced in access to services, especially by the poor, can be found at: http://www.worldbank.org/participation/FilipinoReportCard-Summary.pdf

- A 10-course toolkit application that explains how the scope of the service satisfaction survey, question form and implementation-analysis processes need to be designed is accessible at: www.citizenreportcard.com

Basic Concepts related to Surveys

Demographics: Basic statistical information on the interviewee, household or community. Consists of data such as age, gender, household size, monthly / yearly household income, civil status, etc.

Respondent: The interviewee (can be an individual or a legal entity).

In-depth interview: A qualitative survey method. One-to-one interviews are conducted with the respondents without adhering to a specific question form. In such interviews, the opinion of the respondent on the subject matter and its reasons are thoroughly investigated by the questions asked.

Filter question: Question or questions placed immediately before a specific question which needs to be answered only by those belonging to a specific group so that the interviewers know who to address that question.

Frequency: Rate of recurrence of a specific answer choice, number of answers.

Focus group discussion: A qualitative survey method. Usually carried out under the guidance of moderators with 6 to 10 participants for a comprehensive discussion of a specific issue. These meetings are called focus group discussions because the participants carry a common characteristic (for instance; they live in the same *mahalle* or city, they have children attending primary education, etc.) and the questions asked during the discussion aim at collecting in-depth information on that common characteristic. The moderator provides guidance to the focus group discussions by ensuring that all the relevant details of the issue is discussed by all participants without involving his/her personal opinion.

Sample: Representative group. A subset that is representative of a specific population or a survey universe especially with its specific attributes necessary for the survey purposes and scope.

Field coordinator: Person responsible for the data collection stage of the survey as well as for the training and supervision of the interviewers.

Data: Information. Although used to refer to information collected in both qualitative and quantitative surveys; mostly indicates quantitative, in other words, numerical information.

Data entry: Process through which the collected data is transformed into a computer readable form.

Scope and Sample of the Survey

In order to analyze both urban and rural areas in the 6 provinces within the scope of the survey, and to be able to observe the differentiation in service satisfaction, the sample design was stratified according to rural and urban areas. The interviews were carried out face-to-face in households with the individuals aged 18 or above.

The provincial distribution of the number of interviews carried out is presented in the table below:

Provinces	Sample Size
Ankara	1217
Diyarbakır	1203
Sivas	1027
Kars	827
Çanakkale	821
Yalova	626
TOTAL	5721

Examples of Comparative Results

Health Institutions Visited in the Past Two Years

	Sivas	Kars	Ankara	Yalova	Çanakkale	Diyarbakır
Public Hospital	% 84,2	% 73,8	% 73,6	% 66,5	% 65,9	% 63,5
Public Health Clinic	% 8,0	% 17,9	% 9,0	% 25,4	% 22,2	% 21,2

In all provinces, the interviewees were asked whether they have visited a health institution in the past two years and those that have were asked which type of health institution they have visited. As a result, it is seen that the institution that received the highest response rate among those visited in the past two years is "Public Hospital". The percentage of those visiting public hospitals is highest in Sivas with 84.2%, whereas Diyarbakır has the lowest percentage among the others with 63.5%. The percentage of those who mention public health clinics as the most frequently visited

health institution is lower in all provinces with respect to public hospitals, and the figures are 25% in Yalova, 22% in Çanakkale, 21% in Diyarbakır, 18% in Kars, 9% in Ankara and 8% in Sivas.

Waiting Time for Doctor Consultation

	Diyarbakır	Ankara	Yalova	Sivas	Kars	Çanakkale
Public Hospital	1 hour 34 minutes	1 hour 32 minutes	1 hour 29 minutes	1 hour 23 minutes	1 hour 20 minutes	1 hour 16 minutes
Public Health Clinic	1 hour 6 minutes	49 minutes	29 minutes	48 minutes	52 minutes	48 minutes

It is observed that in all provinces, the average waiting time for doctor consultation exceeds 1 hour and the waiting time in public health clinics is also considerably long. While the waiting time for doctor consultation in public health clinics is 29 minutes in Yalova, it is 1 hour and 6 minutes in Diyarbakır.
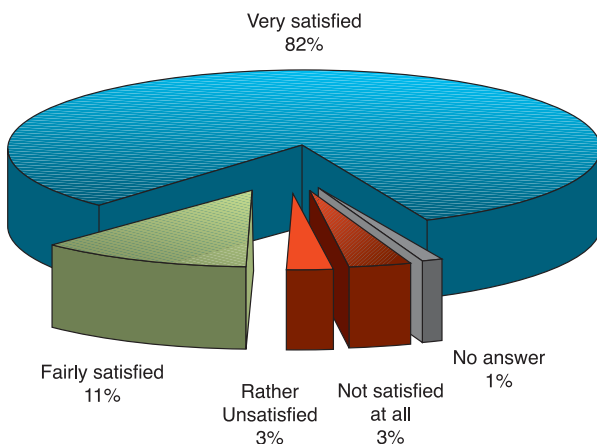
Sufficiency of Income for Education Expenditures

	Yalova	Çanakkale	Ankara	Sivas	Kars	Diyarbakır
Not sufficient at all	32,4	23,3	27,0	40,5	50,6	59,8
Rather insufficient	26,3	38,8	41,9	34,2	32,8	32,7
Sufficient	39,0	37,8	30,0	22,9	15,2	6,2
No idea / No answer	2,3	0,1	1,1	2,4	1,4	1,3
Total	%100	%100	%100	%100	%100	%100

The percentage of those who indicated that their income is not sufficient at all for education expenditures is 60% in Diyarbakır, 51% in Kars and 41% in Sivas. In Çanakkale, Yalova and Ankara, the percentages of those who stated that their income is not sufficient for education expenditures are lower compared to other provinces.
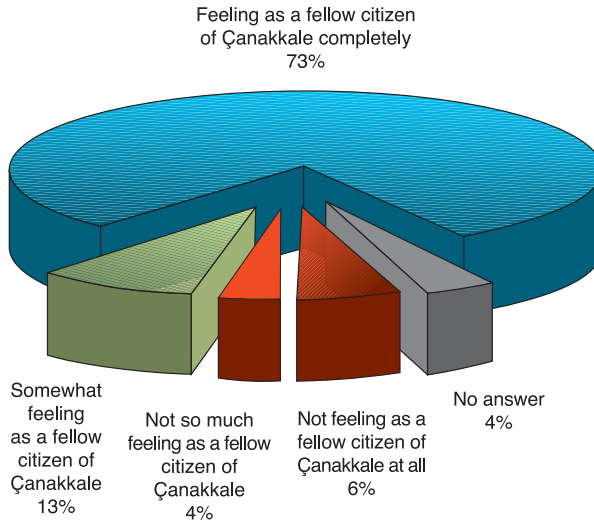
Çanakkale

As a result of the working group meetings held in Çanakkale, questions related to urbanisation and satisfaction with urban life has been included to the question form. The responses to these questions can be seen from the following graphics.

Satisfaction with Living in Çanakkale

Very satisfied
82%

Fairly satisfied
11%

Rather
Unsatisfied
3%

Not satisfied
at all
3%

No answer
1%

82% of the interviewees responded that they are very satisfied with living in Çanakkale. The percentage of those who stated that they are not satisfied at all is only 3%. When the question on the most proud characteristic of Çanakkale was asked, the most frequently mentioned ones were: "**being the Martyrs' Land**", "**monuments**", "**wars**" and "**Trojan Horse**".

Feeling as a Fellow Citizen of Çanakkale

Feeling as a fellow citizen
of Çanakkale completely
73%

Somewhat
feeling
as a fellow
citizen of
Çanakkale
13%

Not so much
feeling as a fellow
citizen of
Çanakkale
4%

Not feeling as a
fellow citizen of
Çanakkale at all
6%

No answer
4%

To the question of "**How much do you feel yourself as a fellow citizen of Çanakkale?**", 73% of the interviewees responded "**completely**". Percentage of those who do not feel themselves as a fellow citizen of Çanakkale at all is 6%.

The most frequent answers to the question of "Where do you spend your time the most in Çanakkale except school or work?" were: "**sea shore**", "**city centre**" and "**park**".

Willingness to Live outside Çanakkale

No answer
1.6%

Yes
26.9%

No
71.5%
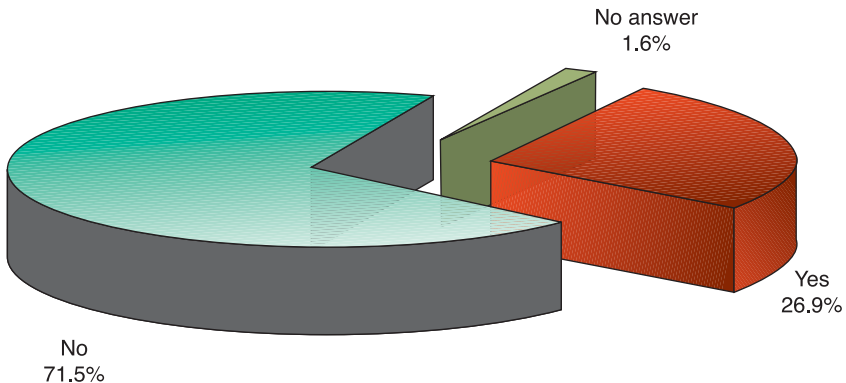
27% of the respondents answered "**Yes**" to the question of "**Would you like to live in a place other than Çanakkale?**" The preferred places to live other than Çanakkale are "**İzmir**" and "**İstanbul**" respectively.

Comparison of Service Satisfaction Levels for Çanakkale

Percentage Of Satisfaction With The Service	%
Secondary Education	86,3
Primary Education	85,5
Sewage System	82,9
Wired Electric	82,6
Access to the Village / *Mahalle*	81,0
Public Hospital	75,1
Piped Water	66,8
Quality of Roads	64,4

In Çanakkale, the levels of satisfaction with services in the entire province demonstrate that the services with which the citizens were least satisfied are **road maintenance** and **piped water**. The reasons given for the inferior quality of roads were: **bad conditions of the side streets, lengthy periods of road maintenance, dusty and bumpy roads**, and **the lack of consideration for the elderly and the handicapped in road works.** In rural areas, problems related to the sewage system were emphasized and it was stated that either **there is no sewage system or the existing system is outdated, which makes roads dirty and consequently causes diseases.**

With regards to health services, it was stressed that **the number of doctors have to be increased, that the hospitals are overcrowded, the waiting time is long, it is necessary to increase the capacity of public health clinics and that they need to be established in places that are more close to the villages.**

Yalova

As a result of the working group meetings held in Yalova, questions aimed at measuring service satisfaction after the earthquake in 1999 have been included to the scope of the survey in addition to the existing questions in the main question form. The answers to those questions are presented in the table below.

Satisfaction with the Services Provided in Yalova after the Earthquake

Institutions	% of those satisfied
Army – Soldiers	80,1
The Red Crescent	75,3
AKUT (Search and Rescue Association)	69,5
Directorate of Health – Hospitals	68,0
Government	66,6
Municipality	63,7
Governorship – District Governorship	62,9
International Aid Organizations	58,7
Directorate of National Education	45,4
Social Assistance and Solidarity Foundation	45,2
Directorate of Public Works	37,6
SHCEK – Provincial Directorate of Social Services	37,5
Private firms and factories active in Yalova	35,9
Housing Development Administration	34,9

After the earthquake in Yalova, the institution whose services satisfied the most people was "**the army**". 80% of the interviewees stated that they were satisfied with the services provided by the army after the earthquake. Following the army, "**The Red Crescent**" was the next institution that the citizens were satisfied with. Satisfaction levels with "AKUT" and "Directorate of Health – Hospitals" are close to 70%.

## Confidence in the Provision of Necessary Services in case of a Possible Earthquake

Institutions	% those feeling confident
Army – Soldiers	82,1
AKUT (Search and Rescue Association)	75,9
The Red Crescent	75,7
Government	71,7
Directorate of Health – Hospitals	70,6
Municipality	68,8
Governorship – District Governorship	68,1
International Aid Organizations	62,5
Directorate of National Education	53,2
Social Assistance and Solidarity Foundation	50,2
SHCEK – Provincial Directorate of Social Services	46,2

Directorate of Public Works	42,8
Housing Development Administration	41,5
Private firms and factories active in Yalova	41,4

The highest level of confidence in the provision of services that will be provided in case of a possible earthquake was again given to "**the army**". "**AKUT**" and "**The Red Crescent**" also had high confidence levels whereas, confidence levels for "**Housing Development Administration**" and "**Private firms and factories active in Yalova**" were relatively low. Recognition of these institutions was also at low levels.

Fear of a New Earthquake

How much do you fear of a new earthquake that may affect Yalova today?

A little afraid
26.5%

Not so much afraid
17.7%

Not afraid at all
12.3%

Don't know / No answer
1.6%
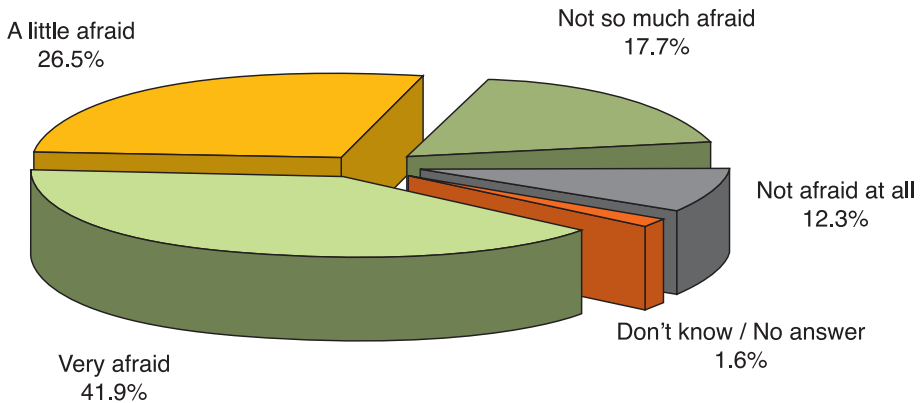
Very afraid
41.9%

The percentage of those who are afraid of a new earthquake in Yalova was high. The total percentage of those who are "**very**" and "**a little**" afraid of a new earthquake to affect Yalova was 69%.

Confidence in the Public Buildings and the House of Residence to be Earthquake Resistant

Percentage Of Those Considering That Buildings Are Earthquake Resistant	Central District	Outer District Centres	Rural	Total (%)
House of Residence	% 74,3	% 80,6	% 85,4	% 80,2
Hospitals	% 53,4	% 62,1	% 65,7	% 60,2
Schools	% 49,0	% 54,4	% 60,2	% 54,8
Public Buildings	% 47,0	% 51,5	% 59,1	% 53,0

80% of the interviewees believed that their house of residence is earthquake resistant. The percentage of those who believed that hospital buildings, schools and public buildings are earthquake resistant was lower in the city centre.

Comparison of Service Satisfaction Levels for Yalova

Percentage Of Satisfaction With The Service	%
Sewage System	87,2
Access To The Village / *Mahalle*	82,6
Wired Electricity	76,8
Primary Education	76,3
Quality Of Roads	74,6
Secondary Education	73,2
Piped Water	72,4
Public Hospitals	60,6

In Yalova, the service with the lowest level of satisfaction in the entire province is provided by **public hospitals. Sewage system** and **transportation** were the services with the highest level of satisfaction.

The most frequently complained issue concerning public hospitals was that the **doctors are not showing adequate care to the patients**. Other reasons for dissatisfaction were **insufficiency of the number of doctors** and **long waiting times**.

With regards to education services, it was generally stated that **the edu-**

cation system is ineffective, the quality of teachers is low and there is lack of discipline in classrooms due to their indifference. The need for enhanced discipline was mentioned by many of the respondents and it was stressed that the **teachers need to guide the students according to their fields of interest and their abilities**.

With regards to infrastructure, attention was called to the **improvement of the quality of roads and to their maintenance**. It was also stated that **the roads are very dirty and that the rain floods the gardens of houses when it rains**.

Conclusion

An effective state is fundamental for citizens to have opportunities to enhance their welfare and live as a community.

Despite the current emphasis on the retrenchment of the public sector, a glance at figures would reveal that the public sector comprises of at least 30 % of economies all around the world. It also has an important impact on the rest of the economy because of its regulatory role. The efficient functioning of the public authority is of fundamental importance for the daily lives of citizens. Therefore, the aim of policy makers should be effective state rather than minimal state.

In order to increase their effectiveness, the public authorities should adopt a participative attitude in designing their regulatory functions. They should benefit from the market mechanisms in their areas of service provision and they should include the voices of citizens in determining the priorities of public service.

75 % of the citizens in Turkey are unhappy from public administration according to surveys. In a famous speech, Martin Luther King says " What protects the society are those people who have positive expectations from their country. The most dangerous of all projects would be to design a society where people have no hopes whatsoever from the place they live in." The fact that a three quarters of Turkish people are unhappy with their society is very telling and shows the need for change.

One of the areas that is most complained about by the citizens is the corruption in the public sector. There is another area that is equally problematic as corruption is the wastefulness due to populism. According to a study carried out by State Planning Organization, the projected completion period for public works projects were 3.5 to 5.5 years. In practice however, these projects were completed between 9 to 15 years.

This shows that we should not only fight with corruption, but also with

inefficiency. It would be ideal to have a university or an airport in each province. But if we do not spend public resources in a needs-based fashion, it will be impossible to realize the projected benefits of these projects.

It would be costly to try to delay change in our country. It is fundamental that we try to focus on the institutions as well as the people functioning in those institutions. Our public sector system has major deficiencies.

First of all, our public sector is based on controlling and monitoring rather than getting results. According to Total Quality Management (TQM), what makes it necessary to check quality is the failings of the system. What is fundamental for TQM is to produce quality rather than control quality. When we try to control quality we are still stuck with its costs, whereas when we provide high quality public service, we achieve efficiency.

When we take the issue from this angle, we see that our public system does not trust its employees. Therefore it does not authorize them to exercise judgment. Take the case of Public Procurement Law. According to this law, it is compulsory to reward the bidder with the lowest price offer. Which one of us do always prefer the cheapest of the goods that we need? To the contrary, provided that it is within our budget limits, we look for the highest value and quality. Why should not the public sector be managed in that fashion?

Take the case of central administration. We try to manage everything from the centre since we do not trust local authorities. How far can we succeed with this kind of attitude?

Another example is personnel policies. Every employee is given the same salary since we do not believe that managers will make their decisions on the basis of employees' merit. Therefore we fail to reward success. We should never forget that those systems that do not reward success are also those that happen to promote laziness and hinders initiative taking.

Another thing to consider is the fact that our state system is based on measuring the inputs rather than the outputs. For instance, the success of the Ministry of Energy should be based not on how much investment is made but on how widespread and how cheap electricity usage is. The

success of our Telecom system should be understood not from how much privatization revenue has been generated but from how economic and widespread telecommunication service is.

Another failure of our system is that we do not have a long term perspective in designing public policies. Since we do not have multi-year budgets, we end up having projects that take a longer time than projected. We have a system that is prone to wastefulness due to not having an accrual based budget.

By decreasing the flexibility of the budget items and by not admitting the unused portion of these items as savings for the next budget term, we promote wastefulness at the end of each fiscal year. Could there be a point in preventing successful managers who want to carry their savings to the next budget term?

In order to prevent corruption and achieve continuous progress, accountability, transparency, consistency and effectiveness are crucial. What is the drawback of external auditing of all public functions? What is the use of limiting citizens' access to how the public resources are utilized with the pretext of state secret or financial secret? What is the gain in evading accountability for the services provided to citizens?

We have to prioritize the following principles in realizing the public sector reform: (1) Public administration should be transparent both within and to the public. (2) It should be held accountable for the way it uses public authority and resources. (3) Public policies should be designed in a way to maximize public good. (4) Public resources should be used in a way that will not jeopardize fiscal discipline and should be used in an efficient manner. (5) Merit and knowledge rather than political loyalties should be the basis upon which public appointments are made.

In order to gain citizens' confidence in public management it is crucial to put thriftiness, efficiency, and effectives into action.

Thriftiness means the prevention of wasteful spending of public resources. It is against the principle of thriftiness if resources are used for investments that will never pay back, or if employment is created for factories that will never function.

Efficiency is to produce more goods and services with less capital and labor and hence to be able to lower unit costs. Public budget is a third of GDP. We do not include to this figure the total value of land, buildings and equipment owned by the public authorities. It is not a new fact that there is a great potential for efficiency gains in the public sector.

Still, the most important concept within all these is effectiveness. To be effective is to have outputs that are the most necessary and beneficial for the citizens. If, a service you efficiently produce is of no use to anybody, it means the resources are wasted. For instance, it is of trivial importance that a road has been built in the most efficient manner, if it is not utilized at all.

We have to be aware of the fact that there are great individual, institutional and societal impediments to the achievement of effectiveness. In order to be able to use public resources effectively, the management capacity, the motivation, and the knowledge base of the public sector should be improved fundamentally.

In order to sustain this progress, we have to institutionalize participation, transparency, accountability, and performance based management in our public administration. We have to abandon the habit of controlling only the inputs and move to systems that are based on also monitoring the outputs.

For the culture of accountability to take root in Turkey, the figures that are appointed to leading political and bureaucratic positions should leave the habit of seeing themselves as the sovereign. Unchecked spending powers of public figures should be replaced with a system based on responsible management of public resources. It is very crucial to invest in the communication of the accountability concept in order to realize these stated objectives.

Another way to make a performance based system effective is to create a human resources policy that that is open both to reward and punishment. The most important of all, though is the prevalence of merit based human resource policies rather than personnel policies designed to reward political loyalties.

Promoting participation, consistency, and transparency is crucial in gaining citizens' support in public policies. This is the only way for public policies to be citizen focused and effective.

In Turkey, the concept of policy development is confused with the concept of politics. In fact, political decisions in Turkey are usually not based on scientific assessments as to what the impact of that decision will be. Due to this deficiency, either it becomes impossible to disentangle certain results from various political decisions or citizen confidence is eroded due to frequent changes and amendments made to previous decisions.

For instance, in many developed countries the process of making tax policy includes (i) an institutional mechanisms that embraces the participation of tax payers; (ii) the economic modeling of the impact of the tax policy before and after its ratification; (iii) a transparent and accountable process of law making. In Turkey, however, tax policies are designed behind closed doors without the full and transparent assessment of their economic impact and with the sole objective of maximizing revenues. Due to this, either some sectors slide to informal economic activity or they lose their global competitiveness.

The reason why scientific contributions to policy making processes is minuscule is not only because politicians are insensitive, but also because there are not sufficient resources for policy studies and that scientists are not very interested in public policy related research. Yet, the social cost of a badly designed public policy can be enormous. Hence, it is to the benefit of the public that we devote more resources to think-tanks in Turkey.

Another problem is that public authorities are not utilizing existing public policy research. There are various reasons for that: (i) Researchers do not deal with real world problems or their work is not result oriented; (ii) The results of studies are not easily available or there are not enough resources for the results to be communicated to relevant authorities; (iii) Politicians misunderstand study results or researchers do not effectively communicate their research and conclusions.

It is of utmost importance that politicians-bureaucrats and researchers create effective communication channels from the initial stages of the research for these studies to become result oriented and effective tools in public policy making.

To be able to effectively communicate research results, it is crucial that the study is written in a language accessible to the target group and that a successful public relations campaign is carried to publicize the results. Another consideration is to communicate research results in a way that will be interesting to different target groups without sacrificing academic honesty.

In order to make research results easily understood it would be useful to devote resources to the education of bureaucrats and politicians to turn them into conscious users of this knowledge. It would also be useful if researchers are encouraged to communicate their work in a language that is accessible to those who are not academics, but who are end users or beneficiaries.

One of the most important factors that affect the administrative success in a country is the quality of its policies and the effectiveness of their implementation. Making use of scientific research will surely enhance the management quality in Turkey.

Hence we could summarize the approach that is needed in public policy development as the following:

Policy making:

1- Any Public Policy should enhance the welfare of the end user (the public.)   For instance, EU Consumer Policy text contains the statement " EU takes all its decisions to enhance consumer welfare".

2- Policies should not favor certain parties to the detriment of others.

3- Policies should be transparently shared with the public (open declaration).

Policy implementation

1-Public policy decisions should be focused on the main goals, priorities and results and should be supported by flexible implementation regulation.

2-The legislation should be shared with the public as a draft law. For this purpose:

2.1. Draft laws should be based on potential impact analyses, preferably by multiple sources.

2.2. The draft law should be declared in an attempt to create a public forum for all the relevant stakeholders. The stakeholders should be able to voice their position in relevant platforms according to their interests.

2.3. The amendments made after further consultations should not be based on which stakeholder is more influential, but according to evidence based on rational assessments.

3- The legislation should become effective after a transition period that is long enough that will accommodate the adjustment of relevant stakeholders, but short enough that will evade any delays and that will guarantee the successful implementation of the policy.

What can be done?

Creating a system based on consensus can make policies more understandable and implementation more effective:

1- Policies should be developed in an open, transparent, understandable and concrete manner, in a way that takes into account the views of all parties and that is based on individual rights and liberties.

2- Policies should be declared through all public channels and not through certain cliques and policies should not be a window dressing for a hidden agenda.

3- Policy developers should both be open to democratic consultations but they should also be courageous enough to promote long term community interests rather than falling prey to short term populist policies., in spite of the public pressures at times. The reason is that, one objective of successful public policies is to guarantee the welfare and rights of further generations. For this reason, it is important to take the courage to resist populist urges.

4- The legislation should be legalized not through mechanisms such as the decree with the force of law, since it confuses legislative and executive powers but through primary laws that are solely legislative in nature. (Decrees with the Force of Law is against the principle of separation of powers since it replaces the legislative power with the executive power.) The Primary laws should state not what should be done, but rather what should not be done.

5- Primary laws should describe what the policy in question is, rather than how it is going to be carried out.

6- How the policies are to be carried out should be clarified with secondary legislation (such as bylaws) and this secondary legislation should be produced through the collaboration of bureaucracy and civil society. The preparation of the secondary legislation solely by the bureaucracy without consulting the public opinion will jeopardize the effectiveness of its implementation.

7- Designing participative mechanisms for the election of the managers responsible for the implementation of public policies is very crucial. For instance, in appointing the members and the heads of regulatory bodies, merit instead of political loyalty should be decisive. The determination of the qualifications of a suitable candidate is more important than which institution that candidate is coming from. The potential of candidates to form an effective team should also be considered before appointments. These appraisals and appointments should be made in a way that will include a transparent consultation with civil society and market actors. Broadcasting this procedure through a public TV channel will increase public confidence in these institutions.

8- In order to guarantee the effectiveness of public institutions, there should be clear performance criteria. The performance criteria should be based on what best benchmarks, preferably from other countries. For instance, Energy Market Regulatory Board should make the attainment of competitive energy prices, the provision of energy in every place where there is demand in the cheapest way possible, its primary objective. Opening performance results to the discussion of private sector and civil society will enhance the trust of citizens to the state. For this end, regulatory impact analysis should be regularly made and shared with the public in an open fashion.

9- It should not be forgotten that an efficient and timely judicial system is crucial for healthy functioning of public institutions. It is crucial that performance results are discussed in a transparent, result oriented manner even if at a fundamental level public institutions are only responsible to judicial authorities.

In societies where public policy makers and those that are affected by policies do not communicate, public sector management falls under the influence of those who are political allies of the ruling elites. The collaboration of policy makers and citizens is the best way to achieve a sustainable social accord.

Due to this reason, public sector reform should not only be seen as a legislative process, but also a cultural change. We should be devoting resources for the education of society and public authorities and for intense campaigning for this cultural transformation to take place.

"Good Governance: Improving Quality of Life" was carried out for this purpose. This project aims to realize good governance and to use public resources in a participative manner and according to strategic plans. It aims to develop tools that are tried in pilot projects and to improve good governance experience in Turkey.

For this reason, the objective has been to develop institutional capacity building through collaboration of civil society and universities. Furthermore, another objective has been to build experience for stakeholders by designing strategic plans with the collaboration of civil society, mayors, and governors.

Yet maybe the most innovative aspect of this project has been the tools developed for the presentation of inputs that are crucial for the governance process. Sociao-Economic Development Maps, Public Expenditure Analysis, Public Service Satisfaction Surveys are examples of this. It is also crucial to prepare regular Impact Analysis reports to see the extent to which these strategic plans are put into use and to judge performance by comparing with the best practice cases.

If public policy formulation processes are not based on knowledge, effective utilization of public resources would be rare event. Yet, in Turkey most of the decisions such as the place of dispensaries or homes of elderly people are made without an assessment of where the end user are locat-

ed. (Socio-Economic Development Maps are not used). Since spending decisions are made through various channels through an unconsolidated manner, the effectiveness of these resources are not properly evaluated. (Public Expenditure Analysis are not made). Since, the preferences of citizens are not taken into account, effective use of public services is not guaranteed. (Public Service Satisfaction Surveys are not used).

Furthermore, whenever information input to public policy formulation is not presented in comparison to best practices or such information is not easily accessible neither the participation of civil society, nor learning from best practices take place. For this reason, mapping of information, the establishment of a common database where different public authorities can easily monitor the expenditures made for the same end users , the development of analytical abilities, and the promotion of learning from best practices will enhance the quality of public decision making.

The widespread use of the tools developed in this project will both strengthen the current public sector reform and will ensure the use of public resources in a way that will maximize the citizen satisfaction. Obviously, these tools are open to further development. Yet, it should be emphasized that the fact that these tools are used for the first time as input for public decision making and local strategic plans is quite innovative in itself. With the widespread use of these tools, public resources will be utilized not according to the priorities of influential and politically powerful groups, but according to sensible information that will ensure, the access of poor to public services and the minimization of the developmental gap between regions.

Public sector that guarantees consistency, responsibility, accountability, fairness, transparency, participation, effectiveness, and rule of law with the use of these tools developed in this project will have made the biggest investment for our social development.

In short, good governance, is the most effective tool for improving the quality of life in a country.

Further Reading

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The word 'governance' became common currency everywhere including Turkey. This concept which entered our vocabulary with 1996 İstanbul Habitat II Conference, encountered great resistance. Certain people claim it was unnecessary to create a new term such as governance where there is already a corresponding word for that concept, that is government. Etymological reasons are put forward to support these claims. Others claim that ideologically speaking, governance is the imposition of the forces of globalization.

This study was prepared as a manual for local authorities, civil society organizations and citizens interested in the topic with an aim to make the term clearer and to facilitate the debate on the concept.