

STRATEGIC PLANNING IN THE TURKISH PUBLIC SECTOR*

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Abstract

New public management reforms require economic and democratic development together. The main concern could be considered how to increase the development of democratic representation and corporate management capacity of the local government. In this regard the re-distribution of public power (legal, financial, administrative and partially political) has been targeted to clarify responsibilities and identify new actors (legislation and practices). In this respect, it is important to examine all necessary legislation and implementation in order to analyze the experience of each country. This paper examined the Turkish public sector strategic planning experiences by focusing on the legal framework and some practices. A comprehensive survey conducted on some central public administration bodies was also used to reflect opinions and concerns from the practice of implementation as a valuable secondary source for this study.

Keywords: strategic planning, New Public Management, Turkish public sector reform.

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1. Introduction

Through New Public Management (NPM) the administrative relationship between central and local government has been re-regulated in favor of democratization and localization in public administration. By means of regulations, it is emphasized that the strategic management techniques of the private sector must be utilized for *citizen satisfaction* exactly like *customer satisfaction*. It is observed that strategic planning became a primary obligation for public institutions through NPM reforms. In this process, which started with strategic planning, the aim is constructing a management culture, which will enable public institutions (especially municipalities) to be governed strategically for efficiency and accountability. This work will examine the success of NPM reforms in implementation by analyzing the strategic planning experiences of the Turkish public administration.

Whereas strategies which are implemented successfully strengthen institutions and individuals, unsuccessful implementations cause power loss and even destruction for institutions. An efficient implementation of a correctly constituted strategy is essential for institutional success (Aşgın, 2008, p. 16). For a sustainable institutional success, the main requirements are efficient implementation and institutional top to bottom association of a favorably constituted strategic plan.

The outstanding value of strategic planning in terms of public performance management may be summarized as below:

- stakeholder-oriented service and development of products;
- emphasis of team spirit and employee participation;
- using result-oriented performance measurements;
- having a tendency to collect data and to analyze them; and
- having efficient and sufficient resource management and distribution.

In many countries in the world, some well-known private management tools like total quality management, strategic planning, strategic management, performance management, benchmarking and process management have been implemented in the public sector since the 1980s. The most extensively used method in the public administration is strategic planning.

However, there are different approaches in the implementation of strategic planning across the world. For example, Songül (2011, p. 202) and Aşgın (2008, p. 50) argued that in some countries, strategic planning is desired to improve the quality of public services and to ensure internal communication in public organizations, while many countries' understanding of strategic planning is usually to achieve desired goals and objectives as a means to ensure coordination. However in some countries like Turkey, strategic planning is considered to be a control mechanism of public expenditure in order to use resources more efficiently. Strategic planning in Turkey is perceived as having more budgetary control and financial control purposes. Actually, this perception of strategic planning might be caused by the regulation of Financial Management and Control Law (no. 5018), which introduced strategic planning as a legal obligation for public administration.

Prominent countries who have applied strategic planning as a managerial innovative system could be listed as follows: USA, Canada, United Kingdom, Australia, Germany, the Netherlands, France, Sweden, Norway, Ireland, the Czech Republic, Italy, Belgium, Bulgaria, Romania, Lithuania, Turkey, New Zealand, South Africa, Mexico, South Korea, Singapore, Thailand and Malaysia have been implementing various aspects of strategic planning. Strategic planning has been implemented by these countries depending of their state administrative structure and federal level, as well as central and local government levels (Ministry of Development, 2015).

1.1. Hypotheses of Study

H1: Obligatory strategic management/planning developed instruments to increase internal/external participation and accountability in public management.

H2: Public awareness about the importance and necessity of strategic planning to be able to use public sources more efficiently and sufficiently has been rising.

H3: Through rooting the culture of strategic planning, consciousness and awareness have been raising regarding corporate performance management in public institutions.

1.2. Methodology

In the comparable international perspectives New Public Management reform experiences have not been examined enough by researchers because of the absence of reliable data. It is always a big challenge to examine a different country's experiences (Kuhlmann and Wollmann, 2014, p. 4), because of language difficulties. This is why it is important to produce specific case studies of country experiences in the common world languages. This study intended to analyze the Turkish public sector strategic planning experiences, which shaped new public management reform regulations. To do this, all necessary legal regulations related to the topic will be examined and some considerable official reports on the process of strategic planning experiences will be analyzed as well. Finally, some prominent survey results on strategic planning experiences of public administration institutions will also be examined as a secondary data source. Secondary data is used in this study because much of the data needed has already been found out and published, and the degree of validity and reliability of other studies will not be re-examined in this study.

2. The impacts of public management reform in Turkey

Neo-liberal policies, globalization, privatization and transforming economic structure in Turkey started without delay in the early 1980s. For many, Turkey's economic transformation began since the mid-1980s, with an impact from the neo-liberal doctrine. In Turkey, the economy was dominated by the direct intervention of state from 1920s until the 1980s (Ökmen and Parlak, 2015, pp. 516-518). However, Turkey is one of the first countries in which the effects of neo-liberalism and the

necessary structural arrangements have shown. In 1983-89 due to the actions of the Prime Minister Turgut Özal, Turkey's economy has entered a rapid stage of liberalization. Parallel to this, the private sector became interested in the macro-economic policies that have followed soon after. So the growth of the private sector through the privatization of economic production encouraged the decentralization of central authority and power to local or regional authorities (Demirkaya, 2006).

Due to the sudden death of President Turgut Özal on April 17, 1993, a political and economic crisis emerged as a result of the instability in economic growth, high inflation, rising budget deficits, government caused daily changes and short-term decision-making habits, budgeting deficit, financial control and external audit. Hence, the system could not work effectively as different issues appeared on the agenda. After these tough days, a large earthquake has occurred in Istanbul and around 18,000 people have died on August 19, 1999, which also caused huge economic losses. There was a serious public criticism against public institutions for their poor performance when tackling with the massive destruction of this earthquake. This was really an emotional breaking point and the beginning of the criticisms and questioning of the performance of the heavily cumbersome bureaucratic state structure. And finally, 2000 and 2001 economic crises had weakened the belief in the public management system and in responsible politicians. On November 3, 2002, the national election was a kind of political revenge/severe reaction of the public against the political parties forming the ruling coalition, which led them to stay below the threshold. This election brought in a new right-wing center party to power. The Justice and Development Party (AKP) used this 'great opportunity' to come to power alone. AKP was very successful in analyzing the reasons of the public anger and it was ready to challenge the heavy bureaucratic system. This is why they have launched a rapid reform process in the public administration's fundamental principles (Dinçer and Yılmaz, 2003, p. 127): public participation, public orientation, transition to strategic management, performance-based, effectiveness monitoring, ethics and people trust, and the propriety in the provision of service.

In this period, re-structuring was preferential on the political agenda in terms of a more participatory, more transparent, more accountable, fair and respectful of human rights and freedoms, effective and efficient public administration, as well as fast and high quality of public services. In this regard public institutions were required to use managerial tools to deal with civil society organizations and to recognize a wide range of individuals by putting them forward to the local and decentralized management structures by means of information technology, effective working, horizontal organizational structure and devolution, accountability, participatory strategic approaches to management, performance and quality based on adopting a structured approach (Ministry of Development, 2015).

In this respect the most important of these arrangements was introduced by the Financial Management and Control Law (no. 5018) on 24.12.2003. With this legislative regulation public institutions were required to apply strategic management techniques

in general, and specifically strategic planning has become obligatory for public authorities. Metropolitan Municipality Law (no. 5216), Municipal Law (no. 5393) and Special Provincial Administration Law (no. 5302) are regulations that strategic planning is associated with. All these legislations required to central government public institutions, social security institutions, special provincial administrations and municipalities with a population over 50,000 to prepare a strategic plan for a five year period. According to the Financial Management and Control Law, strategic planning must cover ‘medium and long-term objectives of public management, basic principles and policies, prior objectives and priorities, performance criteria, plan that includes methods and allocation of resources to be followed to achieve above mentioned criteria (article 9).’

The strategic management model provided by the law consists of planning, implementation, monitoring and the evaluation process of forming the strategic plan, annual program and performance report components. In addition, internal control, internal audit and external audit have been evaluated as other management tools meant to improve the effectiveness of the strategic management model (Ministry of Development, 2015).

The Turkish public administration’s strategic management approaches could be seen in the above examined/mentioned legal regulations. From this perspective, the basic ambitions of this process may be summarized as follows:

- to tackle the difficulties of applying macro administrative plans into public institutions implementation;
- to strengthen the financial management and the decision-making process in budget application;
- to develop planning strategies in public institutions in order to establish effective links among planning-programming-budgeting components;
- to improve the capacity to prepare mid-term and long-term service provision and to concentrate on results and performance;
- the implementation of openness and accountability; and
- to improve the participative administrative culture and to develop a dependence on customer-citizen satisfaction (Ministry of Development, 2015, p. 6).

Policy makers targeted to use public sources in effective and economic manner to improve quality of life by applying these strategic management tools. The expected outcomes of this implementation process may be outlined as effectiveness of public spending system, establishing strategic thinking in public administration, auditing of failures and success in public sector, collecting systematic data in public service implementation (Ministry of Development, 2015). Although, Turkey entered the new millennium with a bureaucratic, inefficient, hierarchical and over centralized public administration (Ökmen and Parlak, 2015, pp. 544-545), all of this was to change with the public management reform initiated in 2003. The reforms in the public management in Turkey are being supported by a number of international donors and development agencies (Municipal Sector Review and Municipal Services Project by

World Bank; Local Agenda 21 Project, LAR 1 and LAR 2 by UNDP, etc.) (Demirkaya, 2009). The EU has also been active in this area, through the external aid programs managed by the EC in the context of Turkey's pre-accession process (Demirkaya, 2008).

The main characteristic of the reasons for public management reform in Turkey are:

- Until the recent legal reforms, Turkish local administrations were mainly responsible for a limited set of traditional local services.
- The new legislation adopted in the past 12 years has expanded the scope of the responsibilities of local administrations in the provision of public services, as well as in the promotion of the social and economic development of the relevant communities.
- The over-centralized, inefficient and bureaucratic public administrative system began to change starting with the NPM movement initiated in 2003.
- The difficulty of setting some effective performance targets and indicators, to measure and manage the local authorities' performance is the main obstacle of the Turkish local government reforming process.

2.1. Chronological history of legal regulations

Turkey has made a comprehensive legal framework to secure the strategic planning process. Only the laws enacted in the field of local administration within the process of public administration reform are summarized below: Public Financial Management and Control Law, 2003; Metropolitan Municipality Law, 2004; Special Provincial Administration Law, 2005; Municipality Law, 2005; Law on Unions of Local Authorities, 2005; Law on the Establishment of Districts within the Boundaries of Metropolitan Municipalities and on the Amendment of Certain Laws, 2008; Law on the Allocation of Shares to Special Provincial Administrations and Municipalities from the General Budget Tax Revenues, 2008; Law no. 6360, 2012.

2.2. Strategic planning experiences in the Turkish public sector

In Turkey, the legal background is constructed through administrative regulations that started in 2003 to allow strategic management of local governments for more efficient servicing and accountability. Since 2006, public institutions are obliged to prepare a strategic plan and to prove that they are governed according to this plan by publishing annual performance reports. But the implementation of this process is poor, because of reluctant local authorities, which are Napoleonic model administrative structures and have developed a reflex to protect their local autonomy.

All the legislation that outlines the strategic management in the public sector (law), were examined in chronological order in a comprehensive report by the Ministry of Development. A summary of these regulations (only laws) is presented below (Ministry of Development, 2015).

Public Financial Management and Control Law (Law no. 5018, enacted on 24.12.2002). According to this legal framework the strategic planning application is identified and is made compulsory for the public administration. However, it was launched with all instruments on 01.01.2006. The Ministry of Development authorized to prepare and determine the timetable for the strategic planning process in accordance with the development plan procedures and principles of the public administration. On the other hand, the Ministry of Finance is also authorized to set out procedures and principles to ensure the compliance of performance indicators identified in the strategic plan with public administrations' budgets. It is also responsible for preparing principles of performance-based budgeting for public institutions and other matter related activities to be carried out in this context.

Metropolitan Municipality Law (no. 5216, enacted on 10.07.2004). Metropolitan municipalities are obliged by law to prepare strategic plans within six months after the local municipal elections. Metropolitan municipalities have been also obliged to prepare their budgets in accordance with the strategic plan. Mayors are obliged to manage the municipality in accordance with the strategic plan, to create a corporate strategy of the municipal administration, to prepare the budget in accordance with this strategy, to monitor and evaluate performance measurement of staff, to present the reports about above mentioned tasks to the local council. In addition, the general secretary of metropolitan municipality and their deputies have the task of ensuring the implementation of the council's objectives and policies in accordance with the strategic plan and annual program.

Municipal Law (no. 5393, enacted on 10.07.2004). According to the law, all municipalities with a population of over 50,000 are obliged to prepare a strategic plan within six months after the local municipal elections.

Court of Accounts Law (no. 6085, enacted on 03.12.2010). It is stated that the Court of Accounts is authorized for the regularity audit and performance audit of public institutions. Regularity audit covers compliance audits and financial audits. Performance audit is defined as accountability and measurement of identified targets and indicator's results.

With all of the above detailed distribution of tasks for strategic planning, the Ministry of Development has also prepared the 'Strategic Planning Guide for Public Administration'¹ – a guidance to draw up the general framework of the strategic plan to be prepared by public administrations and a guidance to management in the preparation process. After making use of the feedback about the strategic planning experiences received from pilot organizations on implementation, the guidance has been updated in June 2006. In this guide, all stages are explained clearly and in detail, from preparation to monitoring and evaluation processes of the strategic planning. More importantly, this guide has described concrete examples about how public institutions could create their vision, mission, goals, objectives and performance indicators.

1 This guidance could be downloaded from <http://www.sp.gov.tr/tr/kutuphane/s/55/>.

Table 1: Roles and responsibilities of the central public administration bodies for strategic planning process in Turkey

Public Bodies	Responsibility/Duties
TBMM (National Parliament)	- TBMM examines the financial reports of public institutions prepared by the Court of Accounts in terms of obtaining and use of public sources.
Ministry of Development	- Fulfills central harmonization and routing functions in the strategic planning process; and cooperates with relevant national and international actors for the public administration; organizes training programs for implementing projects.
Ministry of Development and Ministry of Finance	- Fulfills central harmonization and routing functions in the strategic planning process; and cooperates with relevant national and international actors for the public administration; organizes training programs for implementing projects. - Determines the public instructions who are obliged to prepare strategic planning and prepares the timetable for the process of strategic planning. - Ensures the compliance of the strategic plan with national development plans and other macro plans of each public institution. - Prepares the secondary and tertiary legislation for the implementation of strategic planning. - Evaluates and expresses an opinion for the strategic draft plan of the public institutions. - Prepares middle term plans and annuals plans. - Prepares additional investment circular and investment program preparation; - Oversees the compliance of investment objectives and strategic plans of the public administration.
Ministry of Finance	- Prepares the secondary and tertiary legislation for the implementation of strategic planning. - Examines the compliance of public institutions' budgets with the indicators in their strategic plans. - Determines the performance-based budgeting. - Announces the budget call and prepares/publishes the guide of budget preparation. - Prepares the general activity report and announces it to the public. - Sends a copy of the general activity report to the Court of Accounts. - Determines the principles of subjects in the annual report. - Gives explanation to the public and other procedures related to these transactions. - Sets standards and procedures related to financial management and internal control processes. - Ensures the coordination of internal control and internal audit system of public administrations and guides public institutions.
Ministry of Interior	- Prepares the general annual local authorities report and the annual report, and answers to the public. - Submits this report to the Court of Accounts and Ministry of Finance.
National Audit Commission	- Prepares the general conformity statement and general activity report to present it to the Parliament; - Conducts the external audit and prepares general assessment reports to present to the Parliament. - Prepares the evaluation of financial statistics reports and presents it to the Parliament.
Internal Audit Coordination Board	- Sets standards and procedures regarding internal control (improves and harmonizes these standards). - Ensures the coordination of the systems and provides guidance to public authorities.
Public administration institutions under the central government	- Prepares the strategic plan and sends it to the Ministry of Development, Ministry of Finance, Court of Accounts and TBMM. - Prepares the performance plan and sends it with budget plan to the Ministry of Finance. - Prepares the activity report and sends it to the Ministry of Finance and Court of Accounts.
Metropolitan Municipalities	- Prepares the strategic plan and the budget in accordance with the strategic plan. - Prepares the performance program and presents it to city council before budget talks. - Prepares the activity report and sends it to the Ministry of Interior and announces it to the public.
Special Province Administrations	- Prepares the strategic plan and the budget in accordance with the strategic plan. - Prepares the performance program and presents it to the provincial council before budget talks. - Prepares the activity report and sends it to the Ministry of Interior and announces it to the public.

Public Bodies	Responsibility/Duties
Municipalities (50,000+ population)	– Prepares the strategic plan and the budget in accordance with the strategic plan. – Prepares the performance program and presents it to the city council before budget talks. – Prepares the activity report and sends it to the Ministry of Interior and announces it to the public.

Source: Ministry of Development, 2015, pp. 20-22

Table 2: Roles and Responsibilities of other units and responsible persons
for strategic planning process in Turkey

Public Bodies	Responsibility/Duties
Strategy Development Units	– Coordinate the preparation of the strategic plan and performance program and consolidate the results. – Prepare the administrative annual report. – Prepare the administrative budget and evaluate the compliance of all administrative activities in accordance to the prepared budget.
Ministers	– Ensure the accordance of strategic plans and budget of the ministry with national development plan and annual program. – Coordinate with other ministers in this context. – Inform the public about the aims of the administration, targets, strategy, assets, liabilities and annual performance of the program. – Are responsible to the prime minister and the parliament on legal and financial public sources.
Top Public Bureaucrats	– Prepare and implement strategic plans and the budget of the administration in accordance with the national development plan and annual program. – Have responsibilities to usage of economic resources in an efficient way to obtain and prevent abuse of this public sources. – Oversee the functioning of financial management and control systems and monitor them. – Ensure the establishment and oversight of financial management and effective internal control systems.
Governors	– Govern the province in accordance with its strategic plan, create corporate strategy of the provincial government, prepare and implement the budget of province and present compulsory reports to the provincial council and to the Ministry of Interior. – Prepare strategic plans and annual performance plans to present to the provincial councils. – Prepare the annual report and present it to the Ministry of Interior and Court of Accounts, and announce this report to the public.
Mayors	– Manage the municipality in accordance with its strategic plan, create corporate strategy of the municipality, prepare and implement the budget of municipality and present compulsory reports to the city council. – Prepare strategic plans and annual performance plans to present to the municipal council. – Prepare the annual report and present it to the Ministry of Interior and announce this report to the public.
General Secretary and His/Her Deputy of Met. Municipality	– Conducts the public services in accordance with the municipal objectives, policies, strategic plan and annual program.
Municipal Councils	– Discuss and approve the strategic plan, investment plans and work programs, municipal activities and performance criteria of staff.
Internal Auditors	– Supervision for economic and effective utilization of resources. – Evaluate the expenditures of the administration and the decisions related to financial transactions. – Check all the financial transactions with accordance to the goals and policies, programs, strategic plan and performance plan.

Source: Ministry of Development, 2015, pp. 24-25

3. Turkish public sector's strategic planning experiences survey

In 2010, a comprehensive survey was sent to 70 different central public institutions (Ankara based) and 67 of them responded, all of which were required to prepare a strategic plan. This survey wanted to evaluate and measure the opinion of the public institutions' about the benefit of participating in the strategic planning process with regard to involvement of internal and external stakeholders. This survey was prepared and conducted by the Ministry of Development and TEPAV² with the support of INVOLVE.³ 95% of the institutions surveyed have provided the involvement of external stakeholders in their strategic planning process. However, it has been reported that these involvements were mostly other public institutions. The proportion of institutions reporting that they ensure citizen participation is only 48% (Ministry of Development, 2012, p. 71). Table 3 shows the comments on the institutional benefits of external stakeholders' participation in strategic planning. The surveyed public institutions were asked to evaluate the participation of stakeholders.

Table 3: Reasons for external stakeholders' involvement (Priorities 1-3 for respondents)

	1 st Priority %	2 nd Priority %	3 rd Priority %
Acknowledgement	19	7	16
Consultative	21	33	39
Involvement	25	35	21
Cooperation	35	23	25
Strengthening	0	1.8	0

Source: Ministry of Development, Improving stakeholder participation in strategic planning: current situation report, Ankara, 2012

The following questions (Table 4) were asked in the survey about the opportunities of the external stakeholders' participation:

Table 4: Opportunities of external involvement for strategic planning (%)

Opportunities	I don't agree at all	I don't agree	I have no idea	I agree	I totally agree	I agree+ I totally agree	Response Rate
It is good to understand stakeholders' priority for us in order to set our priorities	3.5	3.5	8.8	64.9	19.3	84.2	85.1
It provides more openness and accountability for the decision making process	3.4	6.9	15.5	53.4	20.7	74.1	86.6
It is good to clear out conflict in order to set priorities	3.6	5.4	19.6	51.8	19.6	71.4	83.6
It is a good opportunity to clarify the topics discussed	3.4	8.6	17.2	50.0	20.7	70.7	86.6
It is a good opportunity to establish an effective coordination with external stakeholders	5.3	10.5	33.3	33.3	17.5	50.9	85.1

² <http://www.tepav.org.tr/en>

³ <http://www.involve.org.uk/>

Opportunities	I don't agree at all	I don't agree	I have no idea	I agree	I totally agree	I agree+ I totally agree	Response Rate
It is good for external stakeholders to understand the responsibility of the institution	5.1	3.4	13.6	47.5	30.5	78.0	88.1
It improves ownership by external stakeholders to implement the strategic plan	6.9	12.1	41.4	25.9	13.8	39.7	86.6

Source: Ministry of Development, Improving stakeholder participation in strategic planning: current situation report, Ankara, 2012

The following (Table 5) questions were also asked in the survey about the opportunities of the internal stakeholders' participation:

Table 5: Opportunities of internal involvement for strategic planning (%)

Opportunities	I totally agree	I agree	I have no idea	I don't agree	I don't agree at all	Response Rate
It is good to understand stakeholders' priority for us in order to set our priorities	1.6	1.6	14.3	52.4	30.2	94.0
It provides more openness and accountability for the decision making process	1.6	3.3	8.2	65.6	21.3	91.0
It is good to clear out conflict in order to set priorities	1.6	3.3	4.9	59.0	31.1	91.0
It is a good opportunity to clarify the topics discussed	1.6	3.3	6.6	62.3	26.2	91.0
It is a good opportunity to establish an effective coordination between internal stakeholders	3.3	8.2	23.0	47.5	18.0	91.0
It is good for internal stakeholders to understand the responsibility of their institution	3.2	8.1	9.7	45.2	33.9	92.5
It improves the motivation to implement a strategic plan	3.3	4.9	24.6	44.3	23.0	91.0

Source: Ministry of Development, Improving stakeholder participation in strategic planning: current situation report, Ankara, 2012

4. The new form of local government structure in Turkey

It could be seen that the above mentioned regulations have introduced many strategic management techniques into public administration. Strategic management system is usually evaluated/considered as strategic planning in Turkey, although it is just one of the tools of all targeted managerial systems (Aşgın, 2008, pp. 49-50). Especially the municipalities emerged as prominent actors in this reform process, because one of the intellectual aspects of the reform initiative was democratization and localization of state, which has a highly centralized unitary system. Actually, the new public management reform regulations were considered as local government reform in Turkey, because many regulations have been focused on central-local government relations. This is why this paper intended to examine the new form of the local government system in more detail.

As constitutional bodies the Turkish local administrations are an integral part of a unitary public administration system, they are structured under the overall direction and responsibility of the Council of Ministers (Eryılmaz, 2015, p. 130). The central government traditionally has a strong power of administrative trusteeship over the local government. Until recent legislative regulations, Turkish local government was usually responsible for a limited set of traditional local services. The new regulations

have expanded the scope of the responsibilities of local government in the provision and delivering of public services.

Table 6: Number of municipalities by year

Year	1923	1950	1970	1980	1990	2000	2010	2013	2014
No.	421	628	1.303	1.727	2.061	3.215	2.950	2.950	1.396

Source: General Directorate of Local Authorities, <http://www.migm.gov.tr/>

Table 7: Municipalities according to their type

Type/Year	Metropolitan Municipality	Metropolitan District Municipality	Other Province Municipalities	District Municipalities	Town Municipalities	Total
2014	30	519	51	400	396	1.396

Source: General Directorate of Local Authorities, <http://www.migm.gov.tr/>

The characteristic features of the local government system in Turkey could be summarized and outlined as follows:

- Mayors and decision making bodies are elected;
- Local government organizations are public legal organizations that have been established outside the central government to meet the common needs of provincial, municipal, and village residents;
- According to the Constitution, there are three kinds of local government organizations: provincial administration, municipality, and village administration;
- The Ministry of the Interior has jurisdiction over local government bodies. The ministry exercises this authority through the General Directorate of Local Government.

Table 8: The Administrative structure of the Turkish municipal system

Municipality Levels in Turkey	Metropolitan Level	Metropolitan Municipality
		Metropolitan District Municipality
	Provincial Level	Province Municipality
		District Municipality
		Town (Belde) Municipality

Source: Developed by the author

4.1. Outcomes of the New Public Management regulations for local government in Turkey

- Increasing the frequency of municipal council meetings from three times a year to monthly;
- requiring municipalities to establish a new audit committee of the council; also requiring municipalities to establish an internal audit function;
- requiring municipalities to accrual based accounting and performance management reporting;
- increasing central government fiscal transfers to municipalities;

- introducing human resources policies for municipalities (known as the norm cadre system) that standardize job positions and set limits on the number of technical staff that could be hired depending upon the size of the municipalities;
- enabling outside technical experts to participate in new audit committee in council;
- requiring municipalities to establish citizen assemblies;
- requiring all related public bodies to prepare strategic planning;
- requiring municipalities to prepare strategic planning; and
- providing legal recognition to inter-municipal unions.

5. Evaluation and results

New public management reforms require economic and democratic development together. The main concern could be considered how to increase the development of democratic representation and corporate management capacity of the local government. In this regard the re-distribution of public power (legal, financial, administrative and partially political) has been targeted to clarify responsibilities and identify new actors (legislation and practices). In this respect, it is important to examine all necessary legislation and implementation in order to analyze the experience of each country. This paper examined the Turkish public sector strategic planning experiences by focusing on the legal regulations and some practices. A comprehensive survey conducted on some central public administration bodies was also used to reflect opinions and concerns from the practice of implementation as a valuable secondary source for this study.

The Working Group Report for Strategic Management in the Public Sector by Ministry of Development provided a detailed analysis on the experiences of strategic planning implementation in the Turkish public institutions as summarized below (Ministry of Development, 2015).

- One of the main obstacles has been gaining a whole strategic planning culture, because of each public organization's own view to strategic management process. Strategic planning is considered by public organizations as a kind of financial control process and administrative control mechanism on the budget. This causes difficulty in ensuring consistency. The design of the process and the management of the responsible organizations to turn to a different concept from different perspectives distorts the language and the conceptual unity.
- In this context, in accordance to the integrity of all stages of the process and to supply the processing, it requires the existence of an effective coordination mechanism. However it is not possible to talk about a strong mechanism between the Ministry of Development, Ministry of Finance and Ministry of Interior. A superstructure is needed to be directly responsible for the effective functioning of the public administration system in terms of the application and implementation of strategic planning.

- At the beginning there was a belief that the Turkish public administration culture is not suitable for strategic management techniques. Now strategic planning is accepted as a useful tool to improve the corporate capacity of the public institutions.
- Most of the administration sees that the strategic planning process is educational, which has contributed to the development of public organizations.
- Strategic management process has created a different concept in public administration such as corporate objectives, targets, participation, transparency, accountability, results and performance-oriented perspective. The administration and the authorities began to use these concepts as common language.
- Strategic management process has been used for data collection methods as well; depending on the scope, the public administration must identify measurable data. In this way it has created awareness about data based management.
- Increased sensitivity towards the satisfaction of the stakeholders created awareness in the public administration and demands among citizen service delivery.
- Public administrations have taken important steps towards the creation of medium and long-term policy development capacity.

Turkey had a remarkable experience in terms of democratization and accountability of public management with new public management reform regulations. As mentioned throughout the above study the core of these regulations could be explained as strategic planning in Turkish public sector organizations. Strategic planning is also considered as accountability, participation and performance management in public administration in Turkey.

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