

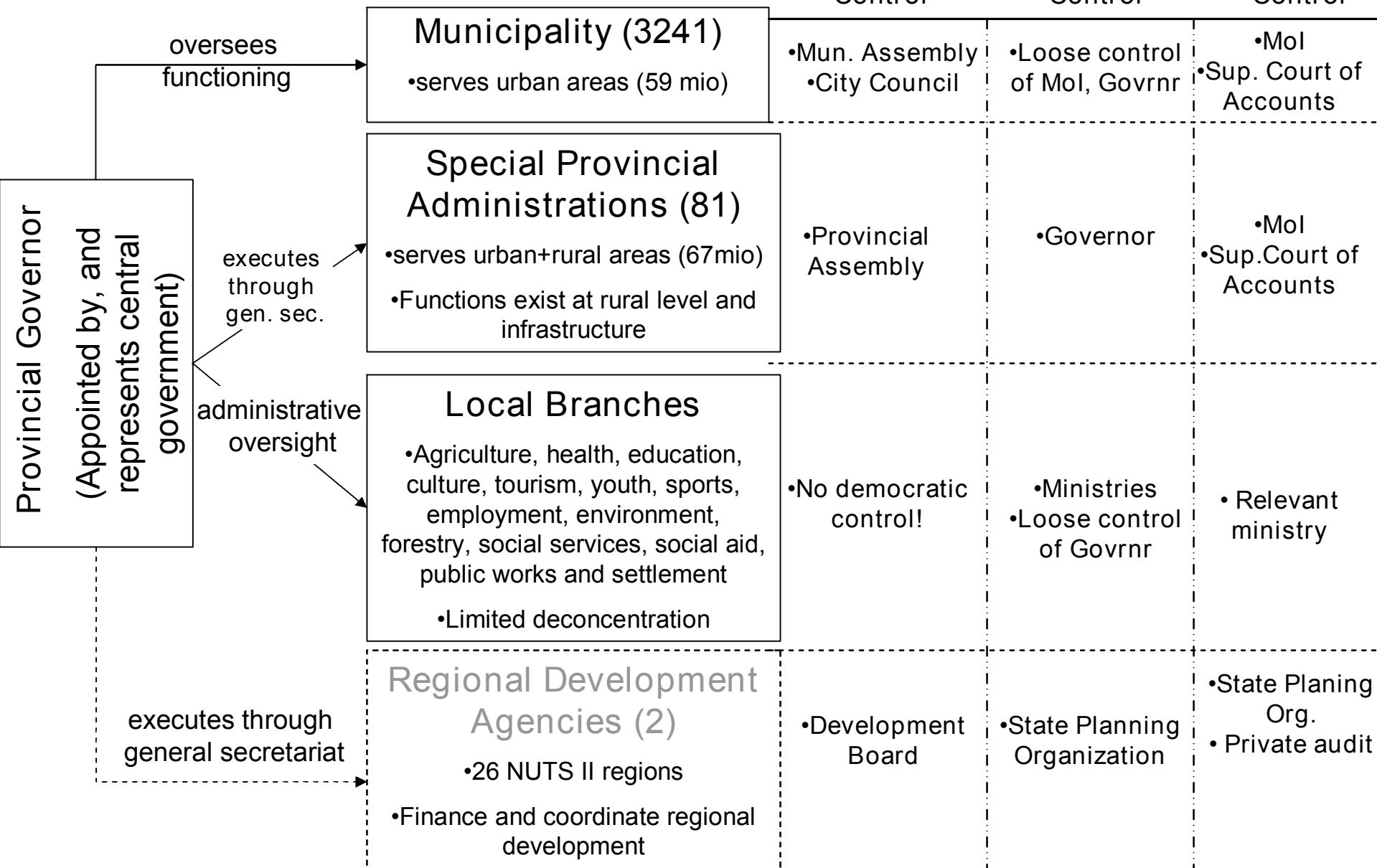
Decentralization in Turkey

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Disintegrating States in an Integrated Europe

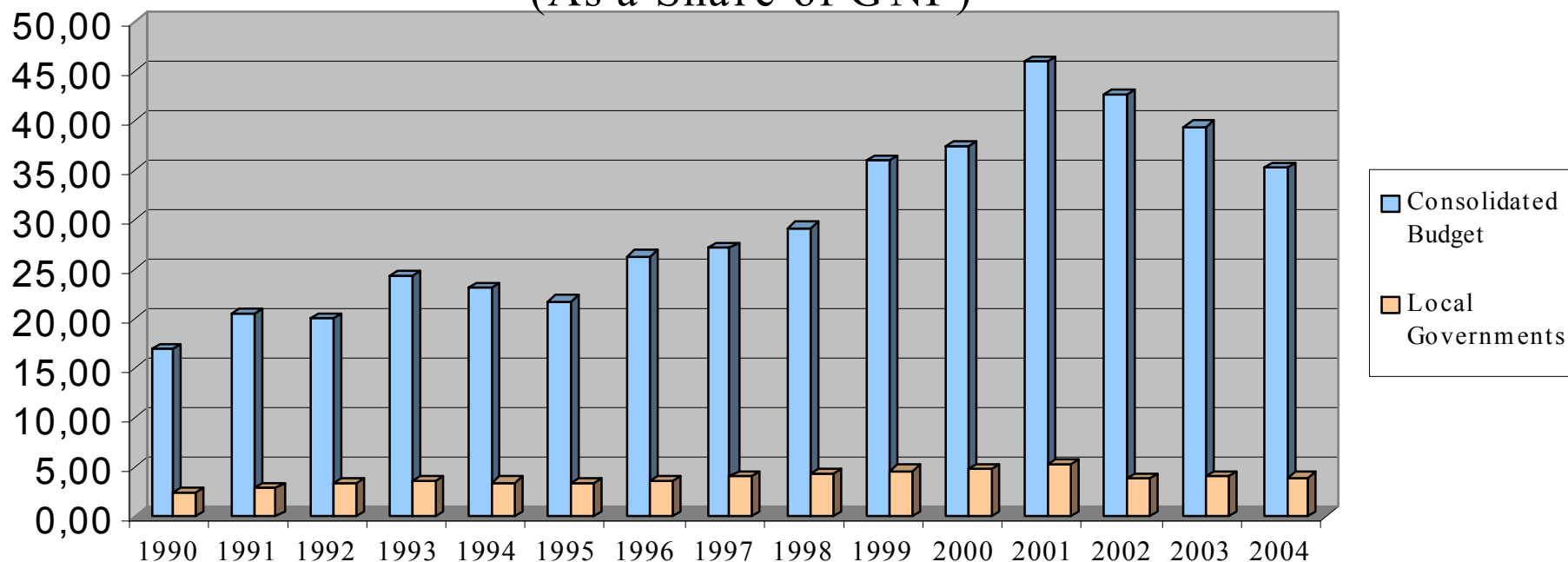
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Government at local level



Expenditures of Local Governments

Expenditures of Local Governments
(As a Share of GNP)

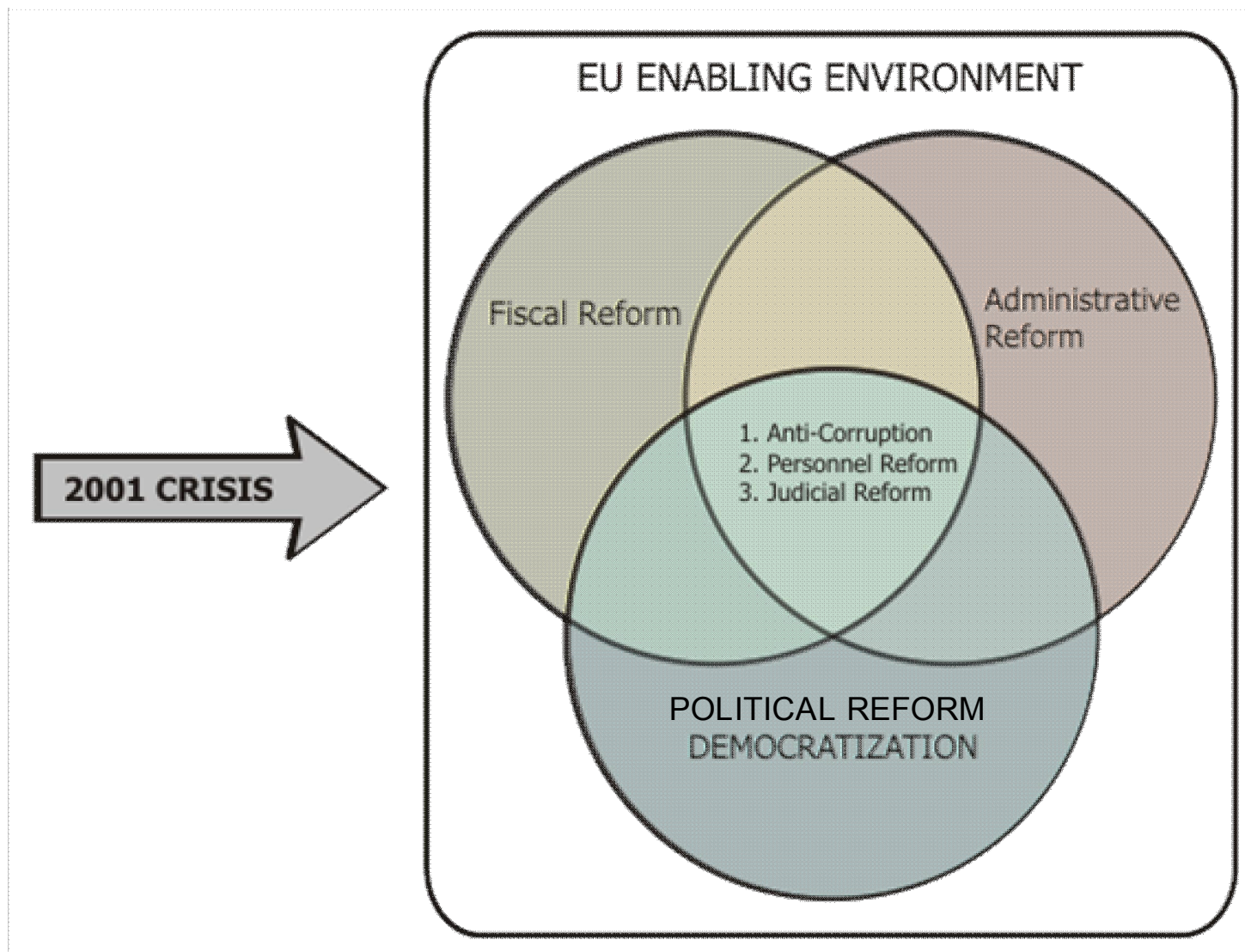


	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003 (1)	2004 (2)
Consolidated Budget	23,08	21,78	26,31	27,19	29,15	35,89	37,40	46,00	42,62	39,38	35,29
Local Governments	3,50	3,38	3,63	4,03	4,30	4,64	4,73	5,23	3,77	4,08	3,94

Source: Under secretariat of State Planning Organization

(1) Provisional (2) Estimate

Overview of Public Sector Reform



Decentralization Strategy

- **Basic documents**
 - White Paper on Change of Management to Manage the Change
 - Draft Framework Law on Public Administration
 - Urgent Action Plan of the Government
- **Abolish central unit and local branches and transfer of power and resources to local governments**
 - General Directorate for Village Services
- **Keep central unit for making policies, setting standards and controlling service quality and transfer local branches to local governments**
 - except Finance, Labor, Interior, Foreign Affairs and Homeland Security

Decentralization Strategy (continued)

- **Increase revenues of local governments**
 - Central transfers
 - Local taxes and fees
- **Introduce modern public management concepts**
 - efficient, result oriented and transparent local government.
- **Strengthen local self government**

Major Laws on Decentralization

- **Public Fiscal Management and Control Law**
- **Municipality Law**
- **Greater Municipality Law**
- **Special Provincial Administration Law**
- **Unions of Local Governments Law**
- **Law abolishing General Directorate for Village Services**

Constitutional Constraints

- **Territorial definition of local governments**
 - Administration meeting the common local needs of the city/province and its residents
- **Choosing the responsible authority for undefined roles and services in a unitary state**
 - Central government?
 - Local government?

Major legislative achievements -1

- **Rationalizing municipal borders**
- **Regulating service unions**
- **Looser administrative guardianship**
 - No approval for mun. assembly's decisions
 - No approval for recruitment
 - Elected president of provincial assembly
- **Simpler HR procedures**
- **Result oriented management**
 - Strategic planning
 - Performance based budgeting

Major legislative achievements -2

■ Accountability

- Internal control and external audit
- Conformity check and performance based fiscal audit
- Planning, Budget, Audit Commissions in Municipal Assemblies

Major legislative achievements -3

■ Transparency

- Declare mid year budget results and expectations
- Declare annual activity reports
- Accrual accounting introduced
- Obligation to declare assembly's decisions in 7 days
- Assembly's report are open to public
- Democratic tools for assemblies: motion of censure, question notice, general debate

Major legislative achievements -4

■ Participation

- Securing stakeholders participation to commissions
- Citizens vote for municipality establishment
- Securing citizens right to participate into decision-making
- Local gov'ts can undertake public opinion surveys
- Regulating voluntary participation to local services
- Obligating participatory preparation of strategic plans
- Neighborhood head facilitates voluntary participation
- City council an umbrella platform for all stakeholders

Legislations to be continued...

- **Draft Law on Supreme Court of Accounts**
 - Reorganization to cope with 3400 local governments
- **Draft Law on Local Government Revenues**
 - 30% increase in revenues, mainly in transfers
 - Fiscal equalization and performance incentive in transfer criterium
 - SPA: 60% population, 10% area, 15% rural population, 10% development index
 - Municipalities: 75% population, 15% development index, 10% performance
- **Draft Laws on Decentralization**
 - Social Services and Child Care
 - Youth and Sports Services
 - Museums, libraries, cultural centers

A genuine model of local governance

■ Local Agenda 21

- Achieving sustainable development at local level
- Participatory, multi sectoral process
- Long term strategic action planning
- 4000 local govts in Europe engaged

■ Local Agenda 21 in Turkey

- 100 municipalities since 1997
- Local democracy project
- In-house model for good governance
- Bringing together central government, local government and civil society for the city

A genuine model of local governance

- **Democratic platforms where development priorities and pressing problems of the city are identified and discussed.**
 - Not a substitute for the municipal assembly!
 - Not a representative organ of civil society!
 - Based on partnership and active participation of local stakeholders
- **Primary participatory mechanisms**
 - Working groups
 - Women Council
 - Youth Council
 - Elderly Council
 - Children Council
 - Council for the Disabled
 - Neighborhood committees

City Councils and Municipal System

- **Legalizing legitimacy**
 - **Civil society demands securing participation and partnership**
 - **Municipalities reluctant to cooperate with civil society if laws don't say so**
 - **Article on citizens participation in decision making**
 - **Implementing regulation on voluntary participation**
- **Municipal law requires establishment of city councils in all municipalities**
 - **"Obligation" to create "participatory" mechanism**
 - **Civil society is locomotive of the city council**
- **Challenge to maintain civil nature in "public" shoes**

Decentralization Challenges Ahead

- **Paradigm shift**
 - Acquaintance of reforms at all levels -subscribe to the reform principles
 - Local government dimension in bureaucracy and politics.
- **Monitoring and evaluating implementation**
 - Preventing adverse applications
- **Decentralization strategy instead of “get-rid-of” approach**
- **Deconcentration before decentralization**
- **Constitutional reform**
- **Lack of Democratic Culture / Lack of Demand for Change**
- **Political uncertainty-elections.**
- **Capacity building**
 - Institutional capacity (structures)
 - Credibility (policies)
- **Coinciding EU accession process and public administration reform**

European Context-1

- **CoE's Charter on local self government influential in law-making**
 - **Not in day-to-day management of local gov'ts!**
- **EU accession process**
 - **Checklist approach**
 - **Ineffective monitoring based on laws enacted and mechanisms established**
 - **Sound partnership basis required btw EU&Turkey**

European Context-2

■ Multi Annual Indicative Planning Document

Component	2007	2008	2009	Total
I – Institution Building	252.3	248.7	231.9	732.9
II – Cross-border cooperation	6.5	8.8	9.4	24.8
III – Regional Development	167.6	173.8	182.7	524.1
IV – Human Resources Development	50.2	54.4	57.0	161.6
V – Rural Development	20.7	53.0	85.5	159.2
Total	497.3	538.7	566.5	1,602.6

■ Institution Building: focus of assistance

- Judiciary institutions,
- the law enforcement services,
- public administration

European Context -3

■ EU Financial Assistance

- Developing local government and local governance is not a major area of support
- Public-civil partnership is not sufficiently promoted
- Limited scope of Support to Local Administration Reform Programme

■ EU Regional development policies

- Too much "central" focus on regional development (both Turkey and European Union)
- No liason between local development and local governance

European Context-4

- **Interaction between local communities**
 - Exchange programs helps civil society development and awareness raising at local level
- **Interaction between local governments**
 - Cooperation of Turkish Union of Municipalities with counterparts in Europe
 - Supporting programmes between local govts

Conclusions

- **Every reform has generic problems**
 - Collective action
 - Bureaucratic resistance to devolve power
 - Time inconsistency
- **Every country has its own peculiarities**
 - Centralist bias since the establishment of Republic
 - A constitution of military coup
 - Separation phobia stemming from domestic conflicts

Conclusions

- **EU provides an enabling environment to cope with generic problems of decentralization and domestic factors**
 - **Mutual internalization required for the sustainability of reform**