

FATİH UNIVERSITY

**GOOD GOVERNANCE IN TERMS OF
ACCOUNTABILITY IN
MUNICIPALITY SERVICES:
KÜÇÜKÇEKMECE MUNICIPALITY**

Thesis submitted to the

Institute of Social Sciences

in partial fulfillment of the requirements

for the degree of

Master of Arts

in

Political Science and Public Administration

by

Neslihan ERKOŞAR

Supervisor

Assist.Prof. Dr. Ertuğrul GÜNDOĞAN

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M.A. Thesis in Political Science and Public
Administration

April - 2013

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ABSTRACT

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April 2013

GOOD GOVERNANCE IN TERMS OF ACCOUNTABILITY IN MUNICIPALITY SERVICES: KÜÇÜKÇEKMECE MUNICIPALITY

With the change in societies' structure, new management models have been developed in public administration and this situation increases the efficiency of the public sector. Especially, after 1980's, with the effect of Neo-Liberal view, in the public sector, there have been a renew structuring. There are some important results of the attempts. One of them is about individual. Individual's role has changed in society and accountability concept has risen. Now, there is no state which is call citizens to account, the state has given citizens an account. At the end of this tendency, accountability principle which is one of the most important principles of good governance model has been formed. Accountability provides that control of wrong using and misuse and increase of performance in public authorities. Today, accountability gets more importance when the public sector gets more comprehensive.

In this work, I would like to emphasize those local governments, so, municipalities which are closest to governments in terms of accountability should be evaluated as a serious necessity. When accountability increases, public trust increases. Therefore, I would like to study the importance of the issue by bringing the matter on the agenda as the way of increase of this trust. In my research, I would like to want examine how municipalities use accountability principle in parallel with the increasing importance of the governance concept. In this context, the aim of the study is to provide feedback and proposals to municipalities about their processes of using good governance principles so as to contribute to the increase our local government's qualities.

KEY WORDS: Public Administration, New Public Administration, New Public Management, Governance, Good Governance, Accountability, Municipality, Local Governance, Küçükçekmece Municipality.

KISA ÖZET

Neslihan ERKOŞAR

April 2013

BELEDİYELERDE İYİ YÖNETİŞİM AÇISINDAN HESAP VEREBİLİRLİK: KÜÇÜKÇEKMECE BELEDİYESİ

Değişen toplum yapısıyla birlikte, kamu yönetimi anlayışından yeni yönetim modelleri arayışları geliştirildi ve bu durum kamu sektörünün etkinliğini arttırdı. Özellikle 1980'lerden sonra, Neo-Liberal görüşün etkisiyle kamu sektöründe yenilenme yapıları oluşmaya başladı. Bu teşebbüslerin bazı önemli sonuçları vardır. Bunlardan biri bireysellik ile ilgilidir. Toplumdaki bireylerin rolü zamanla değişti ve hesap verebilirlik kavramı oluştu. Hesap soran devlet anlayışı yerine, hesap verebilen devlet ortaya çıktı. Bu yönelmeden sonra, iyi yönetim modelinin en önemli prensiplerinden biri olan hesap verebilirlik anlayışı biçimlendi. Hesap verebilirlik, kamu otoritelerinde yanlış kullanımı ve suistimalleri önler ve performansları artırır. Günümüzde, hesap verebilirliğe arttıkça, kamu sektörü de daha kapsamlı hale gelecektir.

Bu çalışmada, hesap verebilirlik kavramı, halka en yakın kurumlardan biri olan belediyelerde detaylı bir şekilde incelenecektir. Hesap verebilirlik arttıkça, kamu güveni de artar. Biz de bu çalışmada, kamu güvenini artırılması adına bu konunun önemi üzerine çalıştık. Tezimizin konusu, belediyelerin hesap verebilirlik ilkesine olan bakış açıları, bu prensibi, belediye işlemlerini yaparken nasıl kullandıkları hakkında önbilgi sahibi olabilmektir.

ANAHTAR KELİMELER:

Kamu Yönetimi, Yeni Kamu Yönetimi, Yeni Kamu İşletmeciliği, İyi Yönetişim, Hesap Verebilirlik, Belediye, Yerel Yönetişim, Küçükçekmece Belediye.

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LIST OF ABBREVIATIONS

AKOS	Smart City Automation System
BİMER	Primership Communication Center
CADD	Computer Aided Drafting and Design
CIS	City Information System
CKSM	Cennet Cultural and Art Center
CSA	Civil Society Association
DPT	State Planning Organization
E-Government	Electronic Government
E-Municipality	Electronic Municipality
EU	European Union
GSM	Global System for Mobile Communications
HKSM	Halkalı Cultural and Art Center
ICT	Information Communication Technologies
ICT-PSP	Information Communication Tech. Policy Support Program
IETT	İstanbul Electricity Tramway and Tunnel GeneralManagement
IMF	International Monetary Fund
MEB	National Education Ministry
MMS	Multimedia Messaging Service
NGO	Non-governmental Organizations
NPA	New Public Administration
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
OSB	Organized Industry Area
SKSM	Sefaköy Cultural and Art Center
SMS	Short Message Service
TODAİE	Public Administration Institute for Turkey and the Middle East

UN	United Nations
UNDP	United Nations Development Program
USA	United State of America
WB	World Bank

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INTRODUCTION

Public administration understanding, within the historical process, it has shaped with the effect of different models and approaches and it has researched many different ways for being more effective and efficiency. While there are states and societies, these approaches go on with new administration model and trends. On the basis of these efforts dynamism, accept to understanding that public is source of constitutional. Administrators of public should give citizens an account according to citizen's requests and desires about society's public services. 'Accountability' is one of the most basic principles of good governance. Today, public institutions' authorities get more comprehensive and complex and this principle provides responsibility of bureaucracy towards the society. It facilitates transparency and being informed ways to citizens.

Today, accountability has become a tool of reform in almost all areas which are related to administrations. In this work, I would like to emphasize those local governments, so, municipalities which are closest to governments in terms of accountability should be evaluated as a serious necessity. We know that, when accountability increases, public trust increases. Therefore, I would like to study the importance of the issue by bringing the matter on the agenda as the way of increase of this trust.

CHAPTER 1: THEORETICAL FRAMEWORK

1.1. Classical Period of Public Administration

Classical public administration discipline began to be shaped in the second half of 19th century and the first half of 20th century. This model began with the reforms which were done in the second half of 19th century. After that it was shaped in 1920's and then continued until the last quarter of 20th century.¹

Today, the date of 1887 has been accepted as a beginning date of this model.² Becoming a free discipline for public administration is being identified with rising of traditional management theories in domestic and foreign literature. Woodrow Wilson who was the Pioneer traditional management theorist is admitted as a founder of public administration discipline by his article named the study of Administration (1887). And the books named Politics and Administration (Goodnow F.1900), The Principles of Scientific Management (1911 F.Taylor), Introduction to the Study of Public Administration (1926 L.White), Principles of Public Administration (1927 W.F.Willoughby) are the important sources of public administration discipline.

Traditional public administration model has come into existence by two theory editing. One of them is the discrimination of politics and administration and the other one is bureaucratic administration model which became a current issue in Germany. According to Wilson in America, not being separated the political area and administration area brings degeneracy.³ In this model, it is focused on organizational aims that contribute to being managed in organizational design framework.⁴

¹ Sezen, Süleyman, 2006, *Teori ve Uygulamada Yeni Kamu Yönetimi*, Seçkin Yayıncılık, Ankara, p.16.

² Kartal, Alparslan 'Yeni Kamu Yönetimi Anlayışının Türkiye'ye Yansıması Olarak Kamu Yönetimi Temel Kanunu Tasarısı', Yüksek lisans tezi. Kocaeli Üniversitesi, 2006.

³ Özer, M. Akif, 2005, *Yeni Kamu Yönetimi*, Platin Yayıncılık, Ankara, , p. 50.

⁴ Özer, ibid, p.5

According to Taylor, who encourages Wilson's point of view of being possible that politics and public administration could be separated and so, management could do their duties most effectively, always the one is faster, and better than others in various ways and applications. In a word, there is only one true being the best for each work. The duty of administration that is to find out these ones though using scientific ways.

Big some administration scientists, one of them is Luther Gulick who leads that planning, organizing, staffing, directing, coordinating, reporting and budgeting being summarized in POSDCORB Formula have been accounted as basic functions.⁵ In the determinations to refer origin of public administration between 1887-1940 it was made a reference to studies published in America. But it was not mentioned about the aggregation content Europe except for this studies of Kameralists in Prusya in 17th century and French engineer Fayol who had a book named *Industrielle et Generale* (1916). He was born in Istanbul.

Traditional Public administration understanding kept its effect from the second part of 19th century to 1980, but it has changed inside itself. Public administration became insufficient and it triggered to find out a new model because political, economic and social conditions changed.

As characteristics of traditional public administration which was effective during that term, certain rules and ways, hierarchical grades among the positions and work division; economical rationality principle as a main part during the administration is indicated.

According to Weber, these principles are mainly important for bureaucracy and state administration:

- To determine authority and responsibility in organization clearly.
- To determine and plan duties and work to do before.
- Control and inspection constantly.
- To make and keep the rules written in organization

⁵ Ergun, Turgay, 2003, *Postmodernizm ve Kamu Yönetimi, Türkiye'de Kamu Yönetimi*, Burhan Aykaç, Şenol Durgun, (Editörler), Yargı Kitabevi, Ankara, , p.10

- To appoint the administrators, not to elect.
- To make a hierarchical organization structure in order and common chain.
- To accept the employees after attending an education seminar and taking a formal examination.⁶

It is possible to explain the negativeness of bureaucracy and main reasons that needs reforms in this way through identifying with bureaucracy understanding in Turkish Public Administration:

- The centralist statuko quality of bureaucracy
- Red tape
- Organizational growing and becoming clumsy
- Secrecy and closing abroad
- Prescription and leaving responsibility
- Political degeneracy and decay.⁷

It is possible to collect the basic values that lead to it and shape the traditional public administration understanding in three main groups. One of them is to be processed Weber's understanding theory as a being organized theory, the second one is point of view is to say the public administration is different from private sector administration and third one is to separate politics and administration Weber put forward the bureaucracy theory as a life style which determines technical sides of power and authority among the people's relations through working on social analyse.⁸ According to Weber, the power of bureaucratic administration is its own formal rationality.⁹ This formal rationality is equaled to productivity by some social scientists working on modern organization theory.

When we come to public and private sector separation, we can talk about the different principles in both sectors and the reason of legitimization of public

⁶ Aktan, C. 1997, *Değişim ve Yeni Global Yönetim*, MESS: Yayınları, İstanbul. p.23.

⁷ (www.sayistay.gov.tr). 13.04.2012

⁸ Eryılmaz, Bilal, 1999, *Kamu Yönetimi*, Akademi Yayınları, İzmir, , p.35

⁹ Üstüner, Yılmaz and Keyman, Fuat, 1995, *Globalleşme, Katılımcı Demokrasi Ve Örgüt Sorunu*, Ekonomik Yaklaşım, c.6, Ankara, , p:17-18

administration. According to this view, public administration keeps public benefits in the foreground. Public administration also consists of immortality, public responsibility and being objective. With these judgments, the process of public administration is different from private sector. After social prosperity state understanding dominated the world, responsibilities of state have increased. By this way, the thought that public goods and services will not be able to be produced by private sector is in the foreground. However, the main differences of enterprise management and public administration are these;

a) Enterprise directors act for profit maximization; public administration acts for public benefits.

b) Enterprises usually gain their income from customers. State finances the public services with taxes from tax-payers.

c) Enterprises are active in a competitive ambient, but; state is active in monopolies ambient.¹⁰ One of the others a quality of traditional public administration is the thought that politics and managements need to be separated. According to this thought, politicians decide what to do, but public management applies that. In public administration, continuity is important, but we cannot talk about that in politics. Wilson put forward that politics and management need to be separated firstly. In this article, Wilson emphasized that management is a job field, needs to be based on strong principles and this is the business of management science. After 13 years written this article, Frank J. Goodnow strengthened the thesis that politics- public administration need to be separated by writing a book named Politics and Administration. While Goodnow's book told object the similar things, it became more effective than Wilson's.¹¹

With separating politics and administration that Taylor's scientific administration principles can be applied in public administration was cleared up. Baransel reported these principles in this way:

¹⁰ Sezen, ibid p.30

¹¹ Kartal, ibid p.22.

- a) Instead of traditional working methods which base on experience for each element of every job, working methods and ways based on ‘scientific method’ should be developed.
- b) To choose personnel by scientific methods, train and develop them.
- c) Working ways based on scientific method should be adopted by workers and should be cooperated with them indeed.
- d) Jobs and responsibilities concerning with the encouragement should be taken from workers and given to the administration and responsibility should be separated between workers and management.¹²

1.2. New Approaches in Public Administration

The years 1980s and 1990s testified an important commension in public sector in many developed countries. Hard, hierarchical, and bureaucratic public administration was converted into flexible, market-based public management. Weber’s bureaucratic organization model was applied until 1980’s widely. This understanding being applied and adopted until the last quarter of 20th century reached the peak in the middle of this century. Publical functions increasing by public institutions varying and developing caused a very big public interference. Many negative results raised in public administration such as red tape, clumsiveness, unproductiveness, and despotiness. We can qualify this term bureaucracy, hard hierarchical, centralization, secrecy and hard rules.

The administration concept has changed radically ever some the late 1970’s and early 1980’s. Weberian understanding popularity has become less after these changing and public administration understanding has risen. This new paradigm was for public diminishing quantitatively, but being more effective and sufficient and citizens joining more many new concepts have raised in that term at the same time. A transition has become fact from management understanding to enterprise

¹² Baransel, A., 1993, *Çağdaş Yönetim Düşüncesinin Evrimi*, 3.Baskı, İşletme Fakültesi Yayınları, İstanbul, p.20

understanding with this paradigm. Instead of understanding of administration the jobs according to rules, responsibility, effectiveness, and sufficiency are in foreground.

If we need to talk about the reasons of public administration understanding, we can mention about economical and financial factors at first. The applications after 2nd World War and then some special situations become of economical development are the main reasons. At that term, prosperity state understanding had substituted for liberal state understanding. Centralized administration and local administration had serviced greatly. After that throughout 1970s recession, unemployment and declining in public investments were seen because petrol crisis triggered for that in 1973. Acquired prosperity state understanding began to be seen as the reason of unstable English economy. As the social factors we can account for citizens not being obedient, being educational qualified and demanding justice and becoming conscious. The high expectation of the citizens and not being met by state was the reason what it was gone away from prosperity state understanding and it became more effective sufficient. As a political foster we can mention about rising of the new right wing understanding. The new right wing understanding has put the new public administration on more ideological foundation. It is useful to touch on public choice theory, total quality management, new public administration and new public management before passing to administration understanding. Firstly, we will touch on public choice theory.

1.2.1. Public Choice Theory

This theory is a special kind of rational choice model for human behavior or political wing of economical approach. It describes the political subjects as means of being summit for enterprises on political systems as special kinds of the market. That is why richness maximization is one of the most fundamental prudeness of public choice theory.¹³

¹³ Zafirovski, Milan , 2001, *Administration and Society: Beyond Public Choice*, Public Administration, Vol.79, No.3, , p.667-669.

This theory is after value which new right trend has carried inside. It rose as a thought which was criticizing democratic politics span in America in 1950-1960s. This theory is economical theory which examines public institutions and their actions on the same foundation like private sectors. It makes an explanation through 'benefit', the highest output, 'supply' and 'demand' or like the other concepts. According to public choice theory, bureaucrats do not have any reasons to change since they are rational actors trying to maximize their benefits when they moved from one field to other and so they head towards public benefits. Under any circumstances, they will try to maximize their own self-interests such as increasing the budget or changing office structure. Briefly, there is a suspicious point of view against bureaucratic staff in the origin of this theory. Public choice theory is an objective scientific approach which is not connected with any political view in principle. This theory does not have any politics suggestion directly.

Public choice theorists indicate that the best result will be taken if the market powers take a maximum role and the state takes a minimum role. According to this, economy will have a total benefit if the role of state in producing commercial goods and services can be declined. According to these theorists, markets have better mechanisms for accounting although bureaucracy does not have a structure like that.¹⁴

Public choice theory represents us a rich thought that we will not able to to keep away while thinking these subjects and also giving important and provocative ideas in politics and public administration. We can say that this theory has a big share in great changing and converting of administration understanding in the last 20 years. We can summarize the suggestions which this theory has added in public administration like this; it puts transparency in the foreground, it makes benefit-cost analyses, provides with competition, develop economical encouragement system and brings becoming paid focused on performance.

¹⁴ Hughes, Owen E. 2003, *Public Management and Administration: An Introduction*. New York: Palgrave Macmillan, p.11.

1.2.2. Total Quality Management and Public Administration

The differences in cultural structures, political, economical and social structures of countries and technological innovations bring together expanous in the competition among the institutions. Institutions need to adopt some new and dynamic strategies to provide effectiveness and productivity in competitions and in different environment conditions. In this framework, some of the classical management techniques are insufficient in solving problems of organizations incredible competitions.¹⁵

Total Quality Management has become a prior condition for enterprise success in rivarly through giving priority to the quality and increasing the quality and productivity of management beside the products and services of establishments firms use total quality management to reach the total customer satisfaction with some producing systems which adapt easily to changing markets.¹⁶ The aim of total quality management removes all of the losses instead of waiting for output check or trying to be in tolerance limits being accepted. The base principles of total quality management are keeping quality in foreground, becoming quality an element of firm strategy, making everybody try upper management's devotion and support to quality and product system design to decline variations.

Public service which is one of the base concepts of public administration is a concept which helps to determine profession field of public administration. Public services are described as constant and regular activities which are introduced by the state or the other public corporate individuals to increase social prosperity and provide ease and security for society. In public services, the aim is to protect social benefits not the individual ones. Compared with the others, the difference of public services is that it is under service monopoly of public authority, not in competition.

¹⁵ Balcı, Asım, <http://iibfdergi.kmu.edu.tr/userfiles/file/aralik2005/14.pdf> 05.04.2012.

¹⁶ Akal, Zühal, 1995, *Toplam Kalite Yönetimi ve Performans Ölçme Değerlendirme Sistemleri* Verimlilik Dergisi, Toplam Kalite Özel Sayısı, MPM Yayınları, , p. 85

1.2.3. New Public Administration

The years 1980s and 1990s testified an important conversion in public sector management in many developed countries. Hard, hierarchical and bureaucratic public administration was converted to flexible and market-origin public management. This situation was not perceived as a simple change in the way of management, it was perceived as a paradigm change in classical public administration which had been judge in many countries.¹⁷

Later, classical approach has not been able to keep up with the age and has lost its importance. New public administration has risen as a new paradigm just at that time and it has been seen as a challenge to classical public administration and its hard, hierarchical discipline.

When the governments started to face serious financial crisis, new ideas became a current issue such as going back to classical limits, organizing according to efficiency principle and being used volumes, techniques and practices of private sector. So, it has been seen that management function original private sector is more important than being done classical public administration and politics.

Classical administration concept means that business is done according to durations, ways and rules. Enterprise management consists of many functions such as human sources being used effectively, performance and taking responsibility and fixing aims and priorities instead of doing business according to only instructions and directions.¹⁸ Because of these, in literature, 'public administration' is used for administrating of public services and 'public management' is used for managing of public enterprise. On the one hand 'public management' expresses the rational approach in organizational decision, on the other hand 'public administration' is used for public side and gives importance to using sources effectively as secondary.¹⁹ This

¹⁷ Ömürganülşen, Uğur, 1997, *The New Public Management*, AÜSBF Dergisi, 52: 517.

¹⁸ Al, Hazma , *Kamu Yönetiminde Paradigma Değişimi*, Doktora Tezi, Sakarya; Sakarya Üniversitesi, 2002, p.112.

¹⁹ Al, Hazma, 2002, *İbid*, p.112

difference between two concepts causes difference between public and enterprise management understanding.

NPA (new public administration) approach which is the most based one in oil approaches put forward after 1980 is in a special place between classical public administration and private sector administration understanding. We can utilize NPA as abridged approaches for public sector. They consist of values, norms, techniques and administration practices for public sector administration. People have a priority with NPA and sources and programs are being fixed according to management activity, duration and arrangements.

If we look at the basic particulars of NPA, firstly we can say that NPA has risen as an objection to Weberian understanding. Classical public administration met the needs in that age greatly, but it lost its importance with the new situations and developments. Classical understanding is used at the same meaning as unproductively, clumsiness and bureaucracy. In secondary, the state will become smallest by NPA understanding. Meanwhile, efficiency in services, effectiveness, market mechanism, customer centre service understanding and performance goals and outputs are emphasized.²⁰ As thirdly, the responsibility to people is adapted through changing responsibility understanding. And so, bureaucracy has also responsibility to society to become easy informing.

²⁰ Bilgiç, Veysel, 2008, *Kamu Yönetiminde Çağdaş Yaklaşımlar*, Seçkin Yayıncılık, p.37.

1.2.4. New Public Management

NPM's rising and developing is one of the mega trends in public sector.²¹ Hood identifies with other mega trends existing now and NPA's rising because it cannot be reduced into a political party or a political leader (for instance English Conservative Party and Margaret Thatcher).It is useful to mention about these mega trends.²² Firstly, there was an understanding which predicted that the state management should be directed by market-original rules and mechanisms, and so public bureaucracy was converted into a scapegoat by the effects of this great trend. Secondly, classical public service understanding has began to leave its place to economical service understanding. Thirdly, as a result of global becoming smaller of the state and the others have become together and supported each other. Public management can be explained as 'intellectual privatizing' through Hood's describing and going towards limited state.²³

1.2.5. Governance

It became fast in the last quarter of 20th century and a dazzling change has become. The effects of this change have reached everywhere. Of course, it is impossible that the state should not be influenced. Developments in data technology have been put in foreground and these developments have made saving duration and dynamics independent after nation-state plane. After that, the structure of state has also changed. Social location and activities of state are being disrupted and it needs recycling, and so the governance as a method of decision has been in the foreground.

²¹ Hood, C., 1989, *Public Administration and Public Policy: Intellectual Challenges for the 1990s*, Australian Journal of Public Administration, Vol. 48, No.4.

²² Hood, C., 1990, *Beyond the Public Bureaucracy State? Public Administration in the 1990s*, Inaugural Lecture, LSE, London, January 16, 1990.

²³ Hood, C., 1989, *Public Administration and Public Policy: Intellectual Challenges for the 1990'*, Australian Journal of Public Administration, Vol. 48, No.4.

The governance concept indicates that converting should be mental not so structural.²⁴ Important factors have risen, which force the public administration to change. These are sovereignty of free market and competition, demands of citizens and consumers, globalization, high technology and changing structure of family's and society's life. It is admitted that Weberist, Fordist and Taylorist approaches are insufficient anymore. There are lots of important changes such as transparency, effective and functional structure and some new applications for citizens. Nowadays, the governance approach is very important.

1.2.5.1. Emergence of Governance Understanding and Theoretical Bases

According to historical origin, the word governance stems from the verb 'kubernan' which means 'steer' or 'conduct'. This word was used as a meaning Latin 'Gubernare' that means 'conduct', 'direct', 'make rules' in the middle age. Anne Mette Kjaer advocates that this concept was known in the middle of 14th. Century as 'Governance' and she indicates that this concept was used with its bad and good role and it had an impartial meaning. She also expresses that the concept was used again in difference in 1980's.²⁵ She indicates that it is an administration approach which locates the public side, civil society, some nets, corporations and private sector/markets (especially international markets) in the center of management function. After 1980's especially politics scientists and public administration scientists put a different meaning on this concept separated from government. The classical economical politics which were applied between 19th. Century and 20th.century were started to apply again after 1929 World Economical Crisis. In 1936 after Keynes General Theory, these politics completely changed. After these dates, the interference of state to economy increased. Prosperity state understanding began to place. This politics lasted until the end of 1970's. After this date, unsustainable unemployment level and inflation were seen together and economy came to the congestion point

²⁴ Gündoğan, Ertuğrul, *Yönetim Reformlarının Gerekliği Bağlamında İyi Yönetişim ve Türkiye'de Uygulanabilirliği*, Sivil Toplum, yıl 2, Nisan-Eylül 2004, p. 9.

because of stable swelling factor.²⁶ During Neo-liberal recycling, describing the role of state again caused deep-seated conversions in public administration and paradigm argument in public administration discipline. These conversions have not only obtained concreteness in theoretical but also in application degree. In this duration, ‘governance’ which took place in the first line in public administration studies has also had popularity as an important paradigm of public discipline. From 1990’s until now governance has expanded to economy, politics and public administration and also local (urban governance), national and international governance, and so now we cannot mention about only one meaning. According to Jessop’s describing, the concept coincides with the management and also separates from it.²⁷

1.2.5.2. Definition and Context of Governance

According to Kooiman, governance is a system and structure which appears in sociopolitical systems as a result of interference efforts of all concerned actors. This order cannot be reduced to one actor or a group of actors. Publical or private, none of the actors has all necessary knowledge to solve complicated, dynamic and various problems and action power to judge a certain management model unilaterally.²⁸ With this explanation of Kooiman, directs societies, controls them, administers them are oriented acts of governance, social and administration actors.

²⁵ Kjaer, Anne Mette, 2004, *Governance*, Polity Press, Cambridge. p.1.

²⁶ Akbey, F. and Saraç, Ö, 2003, *Küresel Yönetişim Ekseninde Uluslar arası Sivil Toplum Örgütleri*, Türk İdare Dergisi, 446, Mart; p.220.

²⁷ Jessop, Bob, 1998, *The Rise of Governance and the Risk of the Failure: the Case of Economic Development*, International Social Science Journal, No:155, March p.30.

²⁸ Kooiman Jan, (ed.), 1993, *Social-Political Governance: Introduction*”, *Modern Governance*, Sage Publications, London, , p. 2 (Aktaran: COSKUN, s. 40; KESİM H.Kutay-PETEK Ali, *Avrupa Komisyonu’nca Belirlenen İyi Yönetişimin ilkeleri Çerçevesinde Türk Kamu Yönetimi Reformunun Bir Eleştirisi*, AID, c. 38, Aralık 2005, p. 41.)

Some of the World Bank specialists Kaufman, Kraay and Zordo-Lobaton have described the governance as traditions and institutions in which power and authority have been determined and users in certain country.²⁹

According to Rhades' describing, governance has been named as a system, method or style in which a certain administration is directed, duration and activities and the people who have a governance mission. Depending on it, governance concept is described as a situation in which durations and central administration are equivalent with the other actors, relatively.³⁰

Bursens and Helsen say that governance is a system that is directed by private actors net which are not hierarchical and different but politics one within the other.³¹

There is dialog, solidarity and agreement in governance. People should select their representatives with free volition depending on consensus, give them their rights (representative proxy), join in the public decisions (joining into management) and control them.³²

World Bank which is the international organization in which governance concept or goog govornance was used has drawn the limits depending on accounting for, transparency, effective participation, and law state and judiciary system and so on.³³ United Nations Development Program (UNDP) has described this concept and

²⁹ Aktan, Can, *İyi Yönetişim Kavramı*, <http://www.canaktan.org/politika/yonetisim/tanim.htm> 04.04.2012.

³⁰ Rhodes R.A.W., *The New Governance Without Government*, Political Studies, XLIV, p. 652-653. (Aktaran: COSKUN, p. 40.)

³¹ Bursens Peter and Helsen Sarah, 2001, *Transposition of European Directives in Multilevel Systems: The Added Value of a Combined Multilevel Governance-New Institutional Approach*, Joint paper presented at the Multi-Level Governance Conference, Sheffield, June 28-30, p. 4 (Aktaran: KESIM-PETEK, p. 42.)

³² C. C. Aktan, *İyi Yönetişim*, 2002, <<<http://www.canaktan.org/politika/yonetisim/anasayfa-yonetisim.htm>>> 10.04.2012.

³³ World Bank, *Sub-Saharam Africa: From Crisis to Sustainable Growth*. Washington D.C., Worldbank. (Aktaran: COSKUN, p. 40.)

said that governance is a system in processes in the country and citizens and social groups have necessary mechanisms and organizations to keep their rights.³⁴

Good governance is an order which has clear and predictable process of taking decision, Professional bureaucratic administration, responsible government for its acts and functions, civil society which participates all public processes and rule of law principle.³⁵

International Money Fund (IMF) features its thought that thanks to dominate of good governance principles in administration acts, especially economic and other social problems will be solved.³⁶

1.2.5.2.1. Governance or Good Governance

Governance and good governance concepts should be explained not be mixed because they are sometimes used one for the other. The situation in which some principles of governance are applied is the good governance. Thus, while governance indicates a neutral condition, good governance indicates conditional and actional situation.

Good governance depending on the principles which governance have is the whole of administration system in which it is accounted for, transparent, aimed for public service quality and citizen satisfaction and there is high law principles and so on.

With governance concept's principles application, a new situation is good governance. Thus, governance indicates a notr case; good governance also indicates conditional and actual case.³⁷

³⁴ United Nations Development Programme, Reconceptualising Governance. Discussion Paper 2, New York: Management Development and Governance Division. 1997 (Aktaran: AKTAN, İyi Yönetişim Kavram)

³⁵ AKTAN, *İyi Yönetişim Kavramı*

³⁶ GÜNDOĞAN, İyi Yönetişim, p. 10.

³⁷ Ibid, p.11.

In Europe with modernization, there have been lots of changes and conversions in management like the other fields. At this stage, these indicate a paradigm change in public administration.

On the one hand good governance concept looks a new concept but, on the other hand it is a concept that we can say it is old. Good governance is a new concept, because states use it as a whole of political, administrative and public changes and they believe that it strengthens their own political changes. Good governance is an old concept, because its origin is administration and human being has been discussing subject administration for ages and questioning it. In fact, good governance represents a duration, total mechanism and institutions.

The world was introduced the concept good governance by a report that was published by World Bank in 1989. In that report a clear description was not onade, but indicated these elements; effective public service, independent judiciary and modern law condition, effective inspection on public funds and accounting system, responsible and independent inspector, respectful public administration to human-rights and law state and lastly independent press-media and pluralistic organizational structure.

World Bank gave place to this concept in their other reports and tried to call the attention of world states and international organizations. After that, the other organizations took this concept on their agendas and good governance has begun to become a concept which we often come across. The main goal of good governance is transparency, effectiveness and participation and to maket he states active in these subjects. From that point of view we can say that good governance is a concept that gives confidence to people. We can also think good governance is a broker organization between the state and society. Good governance is a concept that has a high civilian side and tries to strengthen organizational structure of the state and struggles to provide independence.

Although governance concept is thought as a challenge to keeping status quo in public administration, it is not only keeping up with international standards in state administration but also more qualified services to society. Governance emphasizes the

concept 'active citizenship' and makes citizens judge their decisions and thoughts, and so citizens do not only demand their rights but also they are very active.

1.2.5.3. Actors for Good Governance

The most important feature of governance is to make it possible to pass into a management which has many actors from the management which has only one actor. The first actor we can remember is the person who directs or the organizations which does it. In the organization level this actor is the state itself. All the other actors do not have importance like the state. With the governance understanding they have passed into understanding in which all actors have equal importance and rights.

1. State

The world state is related to the Latin world "status". The world politics derives from town and state group which used to be called 'police'.³⁸ It is wrong and locking description for state to relate as a juridical factor. Because state is a complicated and multi-directional factor. In a society like that, because of any reason an authority has raised, which has had its existence accepted and made all individuals obey. State has come into existence with this authority. State has had different structures and roles from its weakness until its power in various terms. Until 1929 World Economical Crisis it was mentioned about state which was regulator and not being in all fields. Its interferer role lasted until the not being in all fields. Its interferer role lasted until the end of 1970's and after world Petrol Crisis this role of state began to be questioned. After 1980, state began to turn back its farmer role and liberal trend began to expand all over the world. It was mentioned about different roles for state began after that date in which new administration trends raised. So, governance is one of the new administration understandings in which the role of state has been described again. In governance

approach, state loses its monopoly in all fields except law state is not only actor in administration duration any more. From now on, it will share its actions with private sector, society organizations and people and will decide in unanimity.

2. Private Sector

Liberal understanding is rising after 1980; made way for beginning the privatization trend and becoming state smaller.

Developing private sector has made an influence on country politics. Becoming so important has brought the light in escaping to private field from publican field. As a result of this, some approaches have appeared and private sector administration understanding has been transformed to public sector and public effectiveness field has been converted into market effectiveness field. An understanding similar to Paunglossion understanding is Voltaire's novel named "Candide" has judged in new development understanding, too.³⁹

As public directors, 'either you will make way for private sector applications or you will deal with your own garden after retiring." The point is this; new management styles have risen in conditions in which the limits between public and private sector have disappeared immediately or been uncertain. Stoker describes the governance as an administration which makes out in division between public and private sector. This description shows that there is a reciprocal interaction between the actors and in economical and social subjects responsibilities are shared.

³⁸ Özel, Mehmet , 2001,*Yerel Yönetimleri Geliştirme Açısından Devlet, Yerel Yönetim ve Küreselleşme Kavramları Üzerine*, Türk İdare Dergisi, 441, Aralık; p.192.

3. Civil Society Institutions

Civil society is a concept which appeared in west literature and continued its historical development there. In west thought history. It gained various meanings between 15th century and 18th century.⁴⁰ Until the middle of 18th century civil society concept was used in the same meaning as state in Europe tradition. Until the second half of 19th century it kept being key concept although it had a terminological fluctuation.⁴¹ CSAs are doing lots of important actions in different social fields depending on national and universal facts.

Especially CSA's act about political participation is a biggest factor for being a very important association of CSAs. CSAs shape participating ideas, acts, and values according to democratic side.⁴² Thereby without civil society associations, determining politics and taking decisions by the state cannot be in question. CSAs especially last 20 years increase their effects. If the state is more transparent to public, these effects will increase.

To apply democracy exactly people must join in the administration and have a word belonging to them. Like the other administration approaches the important aim of governance is to make people live in a good condition and continue their lives. To truths that people do not agree with always lose their particulars and we need to postpone them. On the other hand, participation into administration needs more eddort society which has become modern and complicated. Only wish is not enough to show effectiveness. To comprehend the sides of publical problems and find out the information ways and use they need to give efforts. So, people will join in decisions and state will make it easy for people.

³⁹ Kızılcık, Recep, 2000 ,21. Yüzyılda Yönetişim ve Kamu Yönetimi, Yeni Eğilimler ve Yeni Teknikler, Türk İdare Dergisi, 188, Mart; p.188.

⁴⁰ Bulut, Yakup, 2004, *Sivil Toplum, Devlet ve Yerel Yönetimler*, Türk İdare Dergisi, 217, Aralık; p.217

⁴¹ Ibid, p.217.

⁴² Aslan, M. and Kaya, G. 2003, *1980 Sonrası Türkiye'de Siyasal Katılımda Sivil Toplum Kuruluşları*, C.Ü İktisadi ve İdari Bilimler Fakültesi Dergisi, V,1; p.216.

1.2.5.4. Principles of Good Governance

Governance can be described as an administration concept based on high laws and human rights and transparent, questionable, responsible and equivalent approach in administration. The base elements of Governance are determined in World Bank reports and studies clearly. According to World Bank these basic elements are; participation, law superiority, transparency, equality, effectiveness, responsibility for accounting, capability in answering and strategic vision. For Bank, the condition of success of governance is that these principles should be realized in the same system wholly.⁴³

The most important feature of governance is being reciprocal. Administration is a reciprocal work in administration understanding. Juniors and superiors are becoming equal little by little and juniors and persons taking service become active in this concept step by step. This is obligation in that.⁴⁴

Governance makes citizen effective in administration. People will become a director, in other world they will direct themselves. That brings the participation into administration without authorizing. Governance increases transparency, accountability and quality in administration. When people join in the administration, most of those principles will arise. Applying sufficiency and quality will be possible in effort all together.

To tell it shortly, we can count these principles; appropriateness to law and superiority of law, accountability, clearness, transparency, effectiveness and sufficiency and consistency.

1.2.5.4.1. Accountability in Public Service

In 1980s in public administration there was a transformation into an accountable state understanding. Accountability has been more important and obliged in these days because it avoids using the authority badly and wrongly. Public

⁴³ World Bank, Helping Countries Combat Corruption Program at the World Bank since 1997, Washington DC, 2000.

⁴⁴ Gündoğan, Ertuğrul, *Yönetişim*, Yönetişim Dergisi, c.1, Aralık 2002, p. 3.

institutions have been trying to get back their confidence and liability by accountability. Accountability makes it possible to get self-confidence and effectiveness in public service.

1.2.5.4.1.1 Accountability as a Concept

Accountability understanding is very important for all organizations without looking at public or private sector. Accountability is a concept which can carry state-citizen relation and confidence mechanism to new sizes.⁴⁵ It is the concept that put democracy; citizen right and society ease in the foreground. It is also useful for informing people and inspecting the persons who have a power. Accountability is to explain what to do to other people. Public organizations account by transparency and clearness, parliament inspection and documents in hierarchical structure.⁴⁶ Public side is responsible for doing well in law, but for citizen it is not enough. According to public administration, accountability is concept that is organizational and directional, legal, Professional, politics and ethics. Accountability is obligation of being answerable to people, criticizable and taking over responsibility under any circumstances.

Accountability means that being responsible of any institution offices about their authority and responsibility, acting according to their criticism and demand and in a situation of unsuccessful, insufficient and tricky taking a responsibility themselves.⁴⁷

Accountability is a key concept in theory and application of modern administration. This concept gives some responsibilities to directors about rules and

⁴⁵ Mulgan, Richard, 2003, *Holding Power to Account: Accountability in Modern Democracies*, New York: Palgrave Macmillan, p.6.

⁴⁶ Stanley, M., 2001. How to be a civil servant: "Property and Audit in the Public Sector", <http://www.civilservant.org.uk/accountability.Shtml>

⁴⁷United Nations Development Programme (UNDP), 'Glossary of Key Terms', Governance for Sustainable Human Development, p.1

standards, and so the person or organs can determined clearly as a performance. The director of a section can also be responsible for the personnel.

The persons in government are also obliged the account for service and the others.

When there is a power balance between state, civil society and markets, accountability becomes stronger. This balance is needed in relations with the institutions in state – legislation, execution, judgment.⁴⁸

We should pay attention to principles to comprehend accountability. In other word, accountability;

- Consists of registrating truely and confirming them
- Being obliged to inform
- Determination the responsible persons as a formal
- Real responsibility for the persons and being obliged to explain the reasons of done
- Responsibility in also bad conditions
- Admitting to be accused or thanked
- Having prize or punishment
- Punishment for canceling order and losing duty.⁴⁹

1.2.5.4.1.2. Accountability in Public Administration

In democratic society this matter is an old subject. When we see it intensively, accountability is related to answerability. Accountability means that the person is obliged to answer or reply what he/she has done or not done.

Central arena of accountability is an assembly which provides public accountability of public officials. An assembly is an institution which has filter function between society and government. Public accountability is a filter functions of assembly, ministries, and their officials about manage of public institution and funds.

⁴⁸ Parliamentary Center Canada, 'The Ecology of Governance', p.1

⁴⁹ Stoker, Gerry, 1999, *Quangos and Local Democracy*, Quangos, Accountability and Reform, M.V. Flinders and M.J. Smith (eds.). p.49

Closeness understanding popularities decreased and accountability increased in public administration. Public should interrogate reasons of failure about administration applications these are front-conditions of transparency and accountability.

Accountability for public is provided yearly reports, public relations, consultation processes, and judicial and administrative inspection mechanisms. However today, being accountable by media is so important. Information which transfers from public institutions to public opinion should be quality, useful, availability, economic, timely; in terms of citizens they should be understandable and accessible.

Accountability in public administration depends on the authority and hierarchy relation. Accountability is an assurance for perform of public services by public officials in accordance with public interest. Achieve of this quality of accountability depend on a rational and confidential relation between public officials, politicians and public.

1.2.5.4.1.3. Accountability with Other Relation Concepts

Accountability concept can be confused and user for each other such as responsibility, professional control mechanism, ethics rules and transparency. Now, we will examine the difference of accountability from those concepts. We will examine responsibility, inspection and sensibility concept in accountability in orderly.

Accountability expresses the obligation for explanations.⁵⁰ So accountability is not an aim by itself, it is to do well and to fulfill responsibilities.⁵¹ Responsibility tells about internal sizes of an action, but accountability takes external examination of

⁵⁰ Kluvers, Ron, 2003, *Accountability for Performance in Local Government*, Australian Journal of Public Administration. Vol.62, No.1, p.13.

⁵¹ S. Velayutham and M. H. B. Perera, 2004, *The Influence of Emotions and Culture on Accountability and Governance*, Corporate Governance, Vol.4, No.1, p.54.

another person.⁵² In other word, while responsibility tells about ethics and normative associations, accountability emphasizes legal and hierarchical points.

Being responsible concerned with action authority, controlling power, freedom in decisions, and capability in separating true and false and behaving in harmony to internal judgments. Accountability means that to make a statement about responsibility, make e report, give a reason, and accept to obligations and external evaluations.

As a result, responsibility and accountability concept are very similar concept.

Accountability in public organizations has an aim to make it possible to act in convenience as juniors or superiors. That's why juniors are responsible for actions and they can be punished if necessary.⁵³

Organizational inspection consists predictable behaviors and reliability. So, inspection is concerned with the aims of public organizations and at the same time performances and applications in public responsibilities. These features are necessary for functionality and description of accountability. Inspection and accountability principles have normally different meanings whereas they have similarities.

A sensible government or private company always acts for citizens or customers and their choices. Thus, sensibility is related to accountability. Accountability is also sensible for the wishes of the persons accounting and accounted. One of the basic aims of accountability is that people who has account for sense to demands and wishes of people who call an account.⁵⁴

The other concerning concept is control. There are different directional, legal and juridical control mechanisms used on public organizations. Accountability is a part of control mechanisms. But sometimes we can say that it is concerned with external control instead of being a part of control mechanism. So, we can name as

⁵² Mulgan, Richard, 2003, *Holding Power to Account: Accountability in Modern Democracies*, Great Britain: Palgrave Macmillan, p.15.

⁵³ Mulgan, 2000, *Accountability: An Ever – Expanding Concept*, p.563.

⁵⁴ Mulgan, 2003, *Holding Power to Account: Accountability in Modern Democracies*, p.21.

accountability all senators who try to limit and control the state power, legal organs and courts. Whereas, we should see accountability as an important part of control mechanisms, but not only descriptive.

1.2.5.4.1.4. Types of Accountability

In literature, accountability relations depend on 4 different classifications. These are:

A. Political Accountability: It means that is undertaken results, is explained against to Ministers, parliaments or local governments and voters by means of these institutions.⁵⁵ Political accountability has two dimensions like horizontal and vertical. In vertical dimension, there are only Prime Minister, State Minister, Ministers and Superiority of public administration.⁵⁶ In horizontal dimension, political accountability is a relationship which binds government and citizens.⁵⁷ Political accountability's basic working principle is a working which leans intention of government's political and program. Internal account is given superior political authority. External account is given to parliament. The basic topic is that the results of administrative performance. The mechanisms of political accountability are internal close supervision and inspections mechanisms and mechanisms of parliament inspections. We can say that these are inner and outer responsibility. At the end of this are political criticism or appreciation and resignation or dismissed.

B. Administrative Accountability: It emerges clear and certain hierarchical relation between units which act according to some authorities with responsible centers and it is a inspection for how obeying orders. Administrative accountability separates from

⁵⁵ Scott, Colin, 2000, *Accountability in the Regulatory State*, Journal of Law and Society, Vol.27, No.1, March, p.42.

⁵⁶ Mulgan, Richard, 2003, *Holding Power to Account: Accountability in Modern Democracies*, Great Britain: Palgrave Macmillan.p.32.

⁵⁷ Cendon, Antonio Bar, 2009, *Accountability and Public Administration: Concepts, Dimensions, Developments*, .p.28.

two parts such as horizontal and vertical like political accountability. In vertical dimension, administrative accountability is a relation which binds lower administrative duties and upper administrative duties. In horizontal dimension, it is a relation with individual administrators and public administration totally; a) perceptibly with citizens who are subject of services, b) with external units of investigation and inspection for example ombudsman, controller, and inspector.⁵⁸ The basic working principle of administrative accountability is working which suitable with legal rules and procedures. Internal account gives superior political authority and superior administrative organ. External account gives out close supervision and inspection organs, citizens and law organs. The basic topic is that procedure and rules which are mentioned administrative action. Administrative accountability mechanisms are internal close supervision and inspection mechanisms, administrative complaints mechanisms, declarations and legal procedures. As a result, administrative behavior's revision is an award of citizen and punishment or appreciation of servants.

C. Legal Accountability: In this subject, public organizations account for devotion to juridical rules and performance to external section. This type of accountability is the means of providing juridical system.

Separator quality of legal accountability is applied open legal rules to special situations in accordance with hard procedures.⁵⁹ In this concept, public organizations account for performance and devotion to legal to external section. This accountability is against to courts in accordance with legal values such as accuracy, rationality and legality. In this way, legal accountability is the most distinctive because of investigation resists elaborate legal standards.⁶⁰

With Legal accountability, public institutions account about transportation to external manner dependence of legal rules. This type of accountability is a tool for

⁵⁸ Cendon, Ibid, p.34.

⁵⁹ Colin Scott, 2000, *Accountability in the Regulatory State*, Journal of Law and Society, Vol.27, No.1, March p.42.

providing rule of law. Here, in technical meaning legality of the job, and authorities is using as fair and rational.

D. Professional Accountability: In this inspection specialists are observed by just one group colleague professionals. Professional accountability has not just one evaluation measure; this evaluation can not be realized by just one administrative investigation and inspection organ. In this type of accountability, in function of Professional administrative; a) Professional performance which consists technical and Professional elements b) just consists administrative elements which are suitable with procedure—formal or legal dimension, consists of these different dimensions.⁶¹ Accountability is a concept which supports democratic values and systems. Citizens turn over power and resources to government institutions, so, they want to call them an account retorting of these powers and resources. In this way, citizens call the government to account; government institutions give citizens an account.⁶² The basic function of Professional accountability is work that suitable with technical rule or practice. In account gives superior Professional authority and superior administrative organs. External account gives external close supervision and inspection organs. The real topic is that results of Professional performance and follow of Professional rule or practice. Professional accountability mechanisms are internal close supervision and inspections mechanisms and external close supervision and inspections. As a result, it is punishment or appreciation to official who is making a job.

⁶⁰ Mark Bovens, 2003, *Public Accountability*, Paper for the EGPA Annual Conference, Oeiras Portugal September 3-6, p.6

⁶¹ Mulgan, Richard, 2000, *Accountability: An Ever – Expanding Concept?*, Public Administration, Vol.78, No.3. p.558

⁶² Watt, Peter, Sue Richards and Chris Skelcher, 2002, *Review of Public Administration in Northern Ireland Briefing Paper: Accountability*, Birmingham: The University of Birmingham. p.2.

1.2.5.4.1.5. Difficulties for Accountability

Responsibility of accountability is tool for increasing believe of public to state, but it can be obstacle within some problems which cause to administration structure and understanding. We can these problems line up that⁶³:

- Not being examined the bureaucrats because of lacking politics,
- Because of illegalities public officers can use the sources for their benefits and do not account for public – opinion.
- Existing anti-democratic applications, unrespectful behaviors to citizens and not paying attention the complaints.
- Applying unproductive administrative understanding because of lacking bureaucratically and keeping status quo.
- Some public officers can hide what they do very easy.
- Because of the hard rules, citizens having a hitch.

For remove of undetermined, not being names of servants, transparency for inside working government applications, public servants who complain be protected and others applications should be realized. However, citizens' responsibility, duties and authorities provide the best administration understanding.

1.2.5.4.2. The Role of Citizens in Good Governance: Participation

For provide cooperation of democracy, all citizens should have a voice in administration. For widen of participation, since centuries firstly just men who give a tax, then all men and then also women, all citizens participate to government with voting.⁶⁴ Governance gives importance democratic participation in processes of applications and taking decisions about public politics. Governance networks provide

⁶³ Caiden, Gerald E., 1989, *The Problem of Ensuring the Public Accountability of Public Officials*, Public Service Accountability: A Comparative Perspective inc. O.P. Dwivedi and J.G.Jabbra (eds.) West Hartford: Kluwer Press, Inc., p.26-28.

⁶⁴ Göksu, Turgut 1999, *Halkın Yerel Yönetimlere Katılımı ve Temsil: Yabancıların Katılım Sorunu*, Yerel Yönetimler Sempozyumu, Ankara: TODAİE Yayını p.131.

active participation of different types of society with partnership and cooperation between public-private- voluntary institutions.

The real aim for participation is one of the most determined principles, provides of getting responsibility with participate of all sectors, develop more rational new ways and ideas for solutions, provides active of state, private sector and civil society.⁶⁵

Benefits of participation in governance are summarized like these:

- Individuals who are participate decisions, and present their ideas adopt these decisions easily, they try these decisions are realized sincerely.
- Generally, decisions which are getting collectively are superior to decisions which are getting specific administrators.
- Servants which is participating decisions behavior conscious because of understand to reason of decisions. So difficulties of application apply in this way.
- Participation meets the basic necessities which are respect of servants, security and power of creativity; it improves their power of enterprise and personality totally.
- Participation to administration decreases to cost; it prevents extravagance and increase production quality.⁶⁶

For democracy, citizen's participation is so important and this participation provides just with voting. Citizens can meet politicians with these rights, they can affect them, and they can create their own interest groups. They also can affect political processes with demonstration and protest. In governance understanding, citizens participate processes of taking decision and application; even they can follow degree of evaluations and inspections. In this way, for governance understanding, restructuring process is true proportion with richness of participation possibility.

For provider of participation, firstly it should be that citizens' inserts of taking decision which is constructive of transparent state, secondly provides of consistent and

⁶⁵ Gündoğan, *İyi Yönetişim*, p. 12.

⁶⁶ Mıhçıoğlu, Cemal, 1983, *Türkiye'de Yönetime Katılma*, SBF Dergisi, XXXVIII, Ocak- Nisan; p. 116

continuous information flow between state and citizen and lastly finds to effective ways which are informed about participation mechanisms of citizens.

There are 3 basic elements for become strong of participation in society and applying in public institutions:

- Existence of clear and transparent state which inserts citizens in all taking decision mechanisms and activities.
- To provide continuous and consistent information flow from state to citizen.
- To explain responsibilities which are about getting information rights of citizens with effective ways.⁶⁷

1.2.5.4.3. Civil Society

Civil society concept means that social and economic degree which consists of wide and private areas and using more rights and freedoms and retreating of state or administrator class from society and individual's personal areas. Civil society institutions which are related to 'organizations from out of government', 'democratic mass organizations' and 'public organizations' consist with many associations, wakfs, trade unions, groups, congregation groups and medias which are different from each other in relations between administration and individuals.⁶⁸

When we say civil society, we can understand organizations which are collecting different interests in society independent from government official and unofficial organizations. Civil society is not stable, it always develops itself. It contains many actors from media to non-governmental organizations. Civil society organizations increase public conscious in striving with malpractice, observe state

⁶⁷ Maria Gonzalez de Asis and Jairo Acuna-Alfaro, 2002, *Civic Participation in National Governance*, Mayıs s.11 www.worldbank.org/wbi/governance/assessing/pdf/asis_citizens.pdf. 18.04.2012.

⁶⁸ Bulut, Yakup, 2003, *Şehir Yönetiminde Katılımlı Yönetimin (Yönetişim) Hayata Geçirilmesinde Etkili Olan Araçlar*, Kamu Yönetiminde Kalite 3. Ulusal Kongresi, Ankara: TODAIE Yayını p.116.

activities, and form pressure with governments and international organizations for necessity reforms.⁶⁹

1.2.5.4.4 Transparency

Secrecy means that explain of information, documents and other data in administration. Close space means that being an insensitive of public institutions and organization against to all effects from outside and not announce to reasons of taking decisions. For bureaucracy, it could be useful, but it could be cause of drawbacks for citizens. Because of that, transparency is very important for put aside to drawbacks of bureaucracy.

Transparency means that to clear, interested, well-qualified, trusty information for example decisions are about economic, politics, and social topics of governments, financial situation of private sectors, and information about international institutions of activities by individuals on time. Providing transparency of the state is so important for decision-making mechanisms of private sector and individuals. Political and administrative transparency inform about laws, it creates automatic supervision mechanism for suitable of administrations to these politics. So, accountability of administrations can be provided and malpractices will be decreased. Also, thanks to increase of participation, support of public opinion will be provided.

Transparency is a phenomenon which affects to political existence of citizens. If we cannot provide transparency, political responsibility, political inspection, political right and obligations will be insufficient.⁷⁰

⁶⁹ Kösekahya, Gamze 2003, *Katılımcılık ve İyi Yönetişim*, İyi Yönetişimin Temel Unsurları, Ankara: T.C Maliye Bakanlığı Avrupa Birliği ve Dış İlişkiler Dairesi Başkanlığı Yayını, p.39.

⁷⁰ Deidre M. Curtin, 1999, *Transparency and Political Participation in EU Governance: A Role for Civil Society?*, Cultural Values, Volume 3, Number 4, p.447.

Transparency which is the lock element of good governance stresses of open space in political targets, formulations and applications. When transparency provides form of problems of financial markets, it will provide increase investigation rates of domestic and foreigner, in addition, it will whip growing up. Transparency will facilitate determine and correct of errors in politics which are following by governments and international institutions.

For transparency;

- To explain to duty, authority and responsibility clearly,
- To reach information easily by public opinion,
- Openness in preparing budgets, processes of application and reported in progression of resources' distribution and usage,
- Being of independent guarantee from quality and openness of inspection and statistics system are important.⁷¹

1.2.5.4.5 Rule of Law

Rule of law principle is related to flexibility, Dynamics, transparency, democracy and participation principles. A state firstly should be a law state. A law state means that continues its existence thanks to law and by the law. A state which acts in accordance with rules by the law accepts superiority of rule as a sovereign. This principle needs that getting the government over of the law frame and it is binded of the law and sovereign of rules instead of arbitrary in administration.⁷² Today, it is condition membership of Europe Council and Europe Union.

Rule of law which is the basic principle of good governance means that accept of institutions to apply of law individuals' behaviors and institutions act within legal frames fairly. Legal frames are the base of social contract between administrator and others. These frames establish relations between administration units, they define

⁷¹ Polat, Necip, 2004, *Saydamlık, Hesap Verme Sorumluluğu ve Denetimin Etkinliği*, Sayıştay Dergisi, 49, Nisan-Haziran; p.67.

rights and obligations of individuals, and they are guides for institutions, rules and processes of administration activities.⁷³

Rule of law principle is very important principle for governance. Governance is created just within administration understanding which recognize of rule of law. Application of governance can be realized with provide a safety area for society and existence of law and functions suitable with law. So, adopting of separating force, support individuals' right and freedoms against to government, existence of totally free judgement, and legality of administration are tables for need of governance to principle of rule of law.

According to Hirst and Thompso, there are two important role of nation-state traditionally. The first role is related to administration and political construction. This role shows tendenceny to decrease with come to an end of war which determines limit area of national economic administration and continues of national unity. The second one is the role which provides constitutional order and enacting a law of state. This role's effect will increase in the future. So, we can say that making a law function cannot transfer and change. If there is no law, we cannot talk about governance, because all actors even take a decision all togetger, the state actor will be superior.

1.2.5.4.6. Efficiency and Effectiveness

In good governance, there is a understanding of efficiency with participation thought. We can explain to efficiency that harmonious of taking decision or success in reach to end. An active administration understanding can be realized with provide to society' different parts of participation to taking decision mechanisms. We can see the efficiency concept as a power of solving problems of taking decision system in governance understanding. Efficiency can be defined as degree of removing or extenuating problems about international system structuring. In this way, active

⁷² Köktaş, M.Emin, 2001, *Toplumsal Değerler, Hukuk Devleti ve Demokrasi*, Türk İdare Dergisi, 430, Mart; p.75.

⁷³ The United States Agency for International Development Publications, *Democracy and Governance, A Conceptional Framework*.

governance represents a wide perspective which is suitable with necessities of globalization and continuing development, considers state, private sector; civil society organizations and citizens should have a role together in administration.

Efficiency is measured many critics such as protecting a long period vision, using resources effectively, technical tackle, being conscious against to different worries of people, creating a space which is solving these worries. According to studies about active governance, there are 3 basis points for providing efficiency. These are active participation of citizens to process of solving society's problems, performance output measuring and structural reforms of state. In this way, we should try tendency to transformation from passive consumers of public services to active consumers and responsible citizen. It does not mean just participating of citizens, but also it includes civil society and private sectors' participations.

In governance, there should balance between necessities of public services and using rational and fine of public resources. Participation of private sectors and civil society organizations, inspection of societal resources should be purchased for present to more citizens with fallen costs. There should be provided to public administration's works within dynamism as effectively and efficiency with inspection and encouragement systems.⁷⁴

Efficiency can be realized thanks to applying units in public institutions. Applying units separate processes of determining politics from applications. With this arrangement, the aim is that to create more fallen costs and more effective activities.

1.2.5.4.7 Equality

Equality which is the basic value of democracy means that equal of all individuals in political value, no differentiation between individuals, being holder of a right of all society members about participation of political processes equally.

⁷⁴ Gündoğan Ertuğrul, 2004, *Yönetim Reformlarının Gerekliği Bağlamında İyi Yönetişim ve Türkiye'de Uygulanabilirliği*, Sivil Toplum, Yıl:2, sy. 6, Nisan-Eylül. p.16.

Because of equality is an important right, there is a principle in our Constitution. Equality is a constitutional right at the same time.

Before, when some people had no voting right, some people's votes were equal two votes. After struggles, there had been reached principle of ideal equality. Equality also has a different meaning for governance. Governance is an understanding which is needed taking common decisions. So, all actors take a responsibility in these decisions. As you see, equality means that taking responsibilities of all actors equally. For example, in a municipality, if mayor as an elected acts according to administrator understanding for just participating people, it is not a participation and equality. However, they act within understanding of common participation there is equality totally.

1.2.5.4.8. Decentralization and Local Governance

Local governance means that administration structure which contains all institutions in local governments and society. Responsibility, participation, accountability and effectiveness are necessities for local governance model. According to Goymen, local governance means to be organized between equals without hierarchical organization. Application of local governance in a daily life effectively can be realized with establish mechanisms of participation in local level and projects over local agenda 21 frame.⁷⁵

Local governments are basic of the democracy, because they were established by the smallest units of society.⁷⁶ In this way, local governments present suitable opportunities for provide democratic participation. Decentralization is accepted more democratic according to local sensitivities and local demands in public administration. In addition, decreasing of red tape and answering of local problems rapidly are positive sides of decentralization in public administration.

⁷⁵ Göymen, Korel, 1999, *Türk Yerel Yönetiminde Katılımcılığın Evrimi: Merkeziyetçi Bir Devlette Yönetişim Dinamikleri*, Amme İdaresi Dergisi, Cilt 32, Sayı 4, p.75

⁷⁶ Ayman, Güler B., 1998, *Yerel Yönetimler: Liberal Açıklamalara Eleştirel Yaklaşım*, TODAİE, Ankara. p.2.

Many partnership models will be established in local governments with application of governance in local governments. However, firstly, according to economic, political and social sides, groups' participation are provided even for this positive discrimination should be provided.⁷⁷

In the world, general tendency is that taking responsibility of local governments, increasing of solving local problems and by the way preventing centralize of social problems. Because of extreme centralization cause to unproductiveness in using resources, and restricting of political and administrative accountability, restructuring is put forward that relations of authority and responsibility between central and local governments. In this way, also in our country, with 'Public Administration Basic Law Project' responsibility is going to local governments. For reach this legal ground, with this Project making progress was begin and other law works continue which provide capability of development and application.

⁷⁷ Göymen Korel, 2003, *Yerel ve Bölgesel Yönetişim*, I. Ulusal Yerel Yönetimler Çalıştayı, Çanakkale, 6-7 Haziran. p.76

CHAPTER 2: IMPORTANCE OF ACCOUNTABILITY AS A PRINCIPLE OF GOOD GOVERNANCE IN MUNICIPALITIES

2.1. Arrangements about Transparency and Accountability For

Liberal policies emphasizing opening out and free capital circulation, putting free markets in the foreground and also private sector against public sector and followed in Turkey after 1980, brought some change in political structures of the country.

Some new institutions were added to public administration owing to these policies. In addition, fast developments in communication and information technologies caused more transparent, accountability for, joinable and sensitive public administration. As a result of this, political administrations made some legal regulations.

2.1.1. Independent Administrative Authorities

Independent Administrative Authorities are institutions having public judicial identification, making arrangement and inspection and also being both player and referee. And these types of cooperations are seen in other subjects about public life and communication and also essential rights and freedoms. These authorities were appeared in the U.S.A. in 1930s first. These were called independent regulatory agency in the U.S.A. These were started in 1970-1980s in Europe included England. They were added to public administration in the first half of 1980s in Turkey called independent administrative authorities. Capital Market Committee was established in 1981 in Turkey.⁷⁸ And after that in the middle of 1990s, Radio and Television Upper Committee (1994), Rivalry Committee(1994), Banking Regulatory and Inspection

⁷⁸ Sezen, Seriyeye, 2003, *Türk Kamu Yönetiminde Kurullar: Geleneksel Yapılanmadan Kopuş*, Ankara: TODAİE, p.109.

Committee (1999), Telecommunication Committee (2000), Energy Market Regulatory Committee (2001), Sugar Institution (2001), Tobacco, Tobacco Products and Regulatory Committee for Alcohol Market (2002) and Public Adjudication Committee (2002).

There are two reasons to need independent administrative authorities. One of them is becoming difficult to inspect and organize some fields using classical administration and legal ways because technology has developed very fast. The other one is making some problems because politicians have words on sensitive fields such as finance and communication sectors.

Independent Administrative Authorities work as a public service, but, their activities are not concerned with doing public services and running them. They do not produce property and service, but they do regulations and inspections on these activities.

These authorities take place in active administration. The decisions are not consultative, but they are executive. They have public power privileges. Thus, they can apply administrative sanctions and regulatory processes and individual processes.⁷⁹

These authorities are completely administrative institution and their decisions are completely administrative. These decisions are not certain judge, so you can apply to judgement organs against the decisions.⁸⁰

They have public judiciary character in Turkey. Because of that, they have own materials as personnel, technical and financial. They own budgets, properties and personnels.

These authorities should be accepted as a public institution in Turkey. You can make guardianship inspection as a centre administration, but tutelage is not general. It is exceptional authority.

⁷⁹ Sezen, p.138.

⁸⁰ Duran, Lütfi, 2003, *Türkiye’de Bağımsız İdari Otoriteler*, Türkiye’de Kamu Yönetimi, Ed. Burhan Aykaç, Şenol Durgun ve Hüseyin Yayman, Ankara: Yargı Yayınevi, p.488.

On independent administrative authorities, you can not hierarchical and guardianship inspection as a rule. Decisions and activities have directly executive character and you can only make judicial inspection on them. These authorities should be put in the system because they are in execution and have responsibilities before legislation organs.

Fines that they apply are one of the income sources. This application overshadows their independency and objectiveness. The sectors are put in judgement while and institutions come near the market powers. As a result of this, market powers are put in public power and authority automatically.

Accountability for in public administration is based on public benefit, impartiality and social equality principles. But the applications of these institutions contradict to these principles.

2.1.2. Local Administration Reform

Local administration reform in Turkey is always on agenda. Organization, autonomy, source and personnel problems and expectations an accountable and transparent administration are motives.

Local administrations are guarantee of public benefits in representative democracy. Local administrations have very important duties on them. They have more opportunities and qualifications than central administration. Thus, people in Turkey, always expect to be solved the problems with contribution of local administrations.

Being accountable for and transparent for local administrations is becoming very important because of these motives. A range of reforms has been done in Turkey on the parallel of the world. Local administrations have become more powerful and they actually have more duties from now on.

2.1.2.1. 5018 Public Financial Administration and Control Law⁸¹

The aim of this law is to regulate financial control, be accounted and reported, prepare the public budgets, and provide with being accounted for and transparency according to policies and goals in developing plans and programmes. With 5018 Law, they have wanted to make a public financial administration and control system according to E.U. norms and international standards.

Ministers are responsible for coordination and cooperation and preparing strategic plans and budgets according to annual programmes and developing plans. Ministers are responsible to TBMM and Prime Minister about the subject of using the public sources effectively, economically, and efficiently.

Undersecretary in ministries, the upper administrator in the other public administrations, governor in province private administrations and mayor in municipalities are the upper administrators. But, uppermost administrator in national defence ministry is a minister. The uppermost administrators are responsible to the minister to make the sources economical and efficient and use them, to observe the financial administration and control system and finally to fulfill the assignments and responsibilities in the law; they are responsible to their assembly in local administrations (p.11). The ministers will inform the public opinion about annual performance, properties, strategies, goals and aims. But this case is a regulation about transparency instead of accountability for. Because in this case, this information is not about the results of application, but available case and goals.

There are similar affairs between upper administrators and ministers, or local administration assemblies (councils). At this stage, upper administrators account for ministers and local administration councils. And also exchequer and Audit Department inspects the activities of upper administrators. According to this, first of all the expenditure authority unit will give the activity report to upper administrator. So, vertical dimension administrative accountability for will be applied. And then, upper administrator will prepare the activity report that shows the results of

⁸¹ 5018 Kamu Mali Yönetimi ve Kontrol Kanunu

activities. Being given the activity report to both Exchequer and Audit Department and informed to public opinion is horizontal dimension.

2.1.2.2. 5393 Municipality Law⁸²

Accepted in 24.12.2004 5272 numbered Municipality Law and 03.04.1930 date and 1580 numbered Municipality Law was abolished. But 5272 numbered Law was cancelled by constitutional court because it was contrary to constitution. Then, 03.07.2005 date and 5393 numbered Municipalirt Law came to existence.⁸³ There re specialization and control commissions in the items 24 and 25 in 5393 numbered Municipality Law. Specialization commissions will be existed by rating the number of members of municipality council which came from each political party and independent members to the complete number of municipality council. The members of this commission will be elected at least 3 and most 5 people in the municipality council. Municipality council will decide that specialization commissions will come to existence.

But it is compulsory that plan and budget commissions will be existed in municipalities whose population is upper 10.000 and city and county municipalities. District autonomous, administrators of public institutions in the city, vocational institutions which are qualified as public institution, universities, unions and members of civil society unions will be able to attend in the meetings of specialization commissions and give their own opinions. They can utilize some experts in commissions.

Reports of specialization commission are public. They can be given to people with a fixed fare. Control commission will be existed with at least 3 and the most 5 members in the city and county municipalities and in the municipalities whose population is upper 10000. They use the same rating way as above. They can utilize public personnel and if they need other experts. Control commission will be able to

⁸² 5393 Belediye Kanunu

⁸³ Gözübüyük, A. Şeref, 2005, *Yönetim Hukuku*, Ankara: Turhan Kitabevi, p.124

request all kind of information and documents from municipality units and the other units.

41.item of municipality law whose name is strategic plan and performance programme stipulates that the mayor presents the development programme and in 6 months from local administrations general elections to municipality council. Strategic plan will be prepared after given opinions of universities vocational uniona and civil society unions and then it will be existed by municipality council accepting.

One of the most regulations about accountability and transparency is 76.item called city council. This regulation was issued on 08.10.2006 and came to existence to provide with accountability, transparency, cooperations and city vision and so on.⁸⁴

Municipalities will support on activities of city council which is existed by universities, unions, political parties and like these. The opinions made by city council will be presented in the first meeting of municipality council. It is very powerful character that the mayor should prepare an activity report about municipality owes and the negative results.

2.1.2.3. 5216 Metropolitan Municipality Law⁸⁵

Metropolitan Municipalities were established in 1984 by 195 numbered statutory degree about administration of Metropolitan municipalities. This statutory degree was changed by 27.06.1984 date and 3030 numbered Law and accepted.

In metropolitan municipalities two types of municipalities have come out and one of them is metropolitan municipality and the other one is county municipalities. According to 3030 numbered law's 3th item, metropolitan municipality is a city

⁸⁴ Kent Konseyi Yönetmeliği, Resmi Gazete Tarihi: 08.10.2006, Resmi Gazete Sayısı: 26313,

<http://www.mevzuat.adalet.gov.tr> 04.01.2013

⁸⁵ 5216 Büyükşehir Belediye Kanunu

which has more than one county and county municipality is a municipality which is established in the counties being in metropolitan municipality.⁸⁶

Metropolitan municipalities were regulated again by 5216 numbered metropolitan municipality law on 10.07.2004 date. According to the new law, metropolitan municipalities are public juristic personality which has financial autonomy and a judgement organ elected by voters and contains at least 3 county or first level municipalities and makes coordination between these municipalities. The first level municipality is a municipality which is established without being any counties and has the same execution, privilege and responsibilities as metropolitan county municipalities.

Centre county municipalities used to be established in central counties. With the new law, municipalities will be able to be established called first level municipality without being established any counties instead of central counties.

15th item of the law 5216 numbered regulates specialization commissions. According to this, metropolitan municipality council have at least 5 the most 9 people who are from their members.

The reports of specialization commission are open. It is possible to give these reports to people by different ways. But it is really difficult to say that these municipalities are transparent and accountable for.

2.1.2.4. Provincial Private Administration Law numbered 5302⁸⁷

Provincial private administrations were regulated by *İdare-I Umumiye-I Vilayet Kanun-u Muvakkat* in 1913. In 1987 the name of this law changed as Private Administration Law by the law numbered 3360 and date 16.05.1987. The law numbered 3360 was abolished by Provincial Private Administration Law numbered 5302 accepted on the date 22.02.2005.

⁸⁶ Gözler, Kemal, 2002, *İdare Hukukuna Giriş*, Bursa: Ekin Kitabevi Yayınları, p.74

⁸⁷ 5302 Sayılı İl Özel İdaresi Kanunu

The inspection in and out is done according to Public Financial Administration and Control Law judgements numbered 5018. And also Ministry for internal affairs, governor or the personnels from government can inspect the other processes except financial ones. The results will be explained to public opinion and Assembly will be informed. In conclusion, it indicates a changing in accountability and performance inspection.

2.1.2.5. The Right to Get Information⁸⁸

This law was accepted on 09.10.2003 numbered 4982 to regulate foundations and methods about using the right to get information according to equality, objectiveness and transparency principles. It has an important role to give public confidence to people who live in the country. By this way, democratical character of state is getting more powerful.

In democratical countries freedom for getting information is one of the essential rights. All details about getting information such as laws, regulatory and decisions of council of ministers will be opened to public opinion. Some information units will be founded to be able to get information and documents and use them efficiently. If they do not have any units like these, they will give assignments to some executive information officials. If a real person applies for information, they will do that to the institution with a petition which has name and surname, signature and occupation on it. The application can be done electronically or using the other communication ways.

The institutions can reply electronically or in writing too.

The application petition or form will be sent to units by next two days after registered. The officials have to help to people who have applied for information and wanted to use their rights about that. The applications done by people will be applied electronically or in writing. They will be answered negatively or positively and a

⁸⁸ Bilgi Edinme Hakkı

copy of them will be sent to getting information units. The institutions are obliged to apply all applications. If it is needed, a copy of them will be given to the applicant. Doing it, the institutions can use all the instruments such as discs and other tools. They can also request some fees for doing this process.

If the applicant does not present the document which shows paying, that means he has given up application.

The regulations about applications will be inspected by officials in the institutions and administrators. If they do not do that, some discipline rules will be able to do apply for them. They will prepare a report about the results that show the number of applicants and some statistical details and so on. These reports will be prepared by coordination of getting information units. Subordinated public institutions will send the reports by their ministries. Council will send the general report with the others to TBMM. And then, TBMM will announce to public opinion.

The right to get information is very important for transparency and accountability. Transparency means that people can comprehend what they are very easily. Accountability means that they have to announce all the results while tools and concerned parties. Thus, we can not mention about accountability without transparency. To make laws about this situation is very important and it is also very good development.

2.2. A Case Study of Küçükçekmece Municipality

2.2.1. Choice of Area

Municipalities are the most important keys for proving and improving of the local values and resources. Municipalities should give an importance to the principle of accountability in their activities when they are doing their own functions. In this way, they perform the efficiency and effective administration understanding.

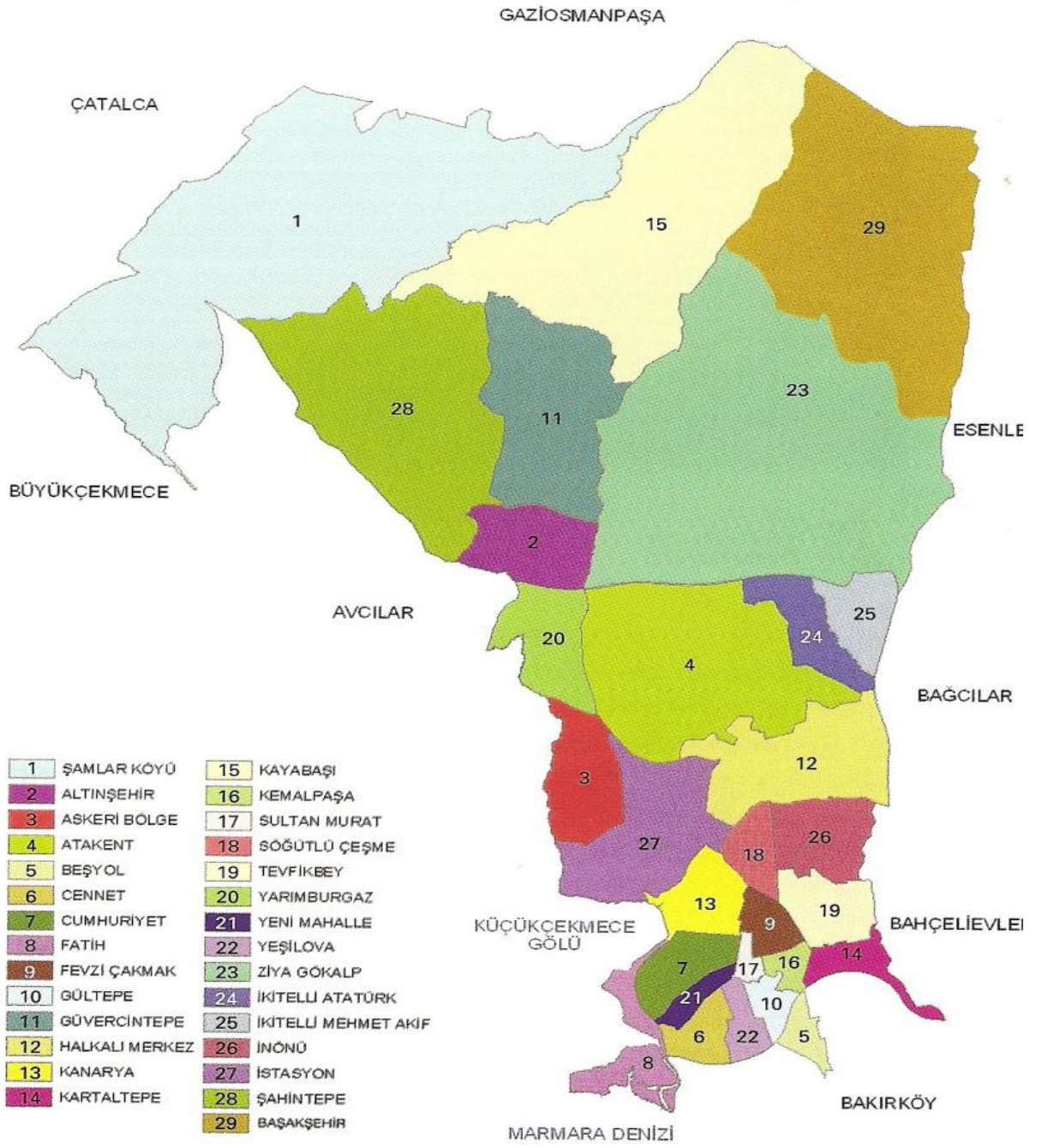
For administration, we should evaluate and measure the effect and perform of values of transparency, accountability and participation which are important especially in these days in the world and Turkey literatures in local government practices. So,

accountability should not only on law or investigations. People should provide using accountability in every work, investment, and politics. People should be conscious and they should reflect this principle in every work. According to investigations, state's efficiency and effectiveness is related to local government's performance values.

In this way, Küçükçekmece Municipality is the improving value especially for İstanbul. The reason for choosing of Küçükçekmece area is related to Küçükçekmece Mayor Mr. Aziz Yeniay and his projects and his successes for Küçükçekmece area. Küçükçekmece Municipality is which pilot area discussing about its own activities, projects, and works.

Socio-economic characteristics

Figure 1: Borders of Küçükçekmece



Küçükçekmece is a county which is established over the Küçükçekmece Lake. In 1987, Küçükçekmece is established with the separate from Bakırköy County with 27 settlement areas. In 1997, Avcılar was established as a county and Küçükçekmece reached its own borders. During 2008, Küçükçekmece comprises 21 district, 1 village, 1 Military Area, and 1 Organized Industry Area (İkitelli OSB). Its official opening ceremony was in 15.07.1988. County's area is 118 square kilometer. Its coast length is 7 kilometer. Its distance to city center is 23 kilometer. Its border neighbors are Bakırköy, Marmara Sea, Avcılar, Büyükçekmece, Çatalca, Gaziosmanpaşa, Bahçelievler, Bağcılar and Esenler counties.

Küçükçekmece spreads uneven area as a wide flatness. In coasts of sea and lake, elevations increase towards inside. In north hills, highness is 200 meter. Valleys are fairly clear. Küçükçekmece is one of the rarely lagoon lakes and it is a nature miracle. Küçükçekmece's river's length and water regimes are unsystematic.

In county, buildings are generally doing suitable according to zoning and construction and technical conditions. In 1990's there have been housing estate buildings. Especially, TEM Autobahn is on this area and this situation increases transportation alternatives between İkitelli and Istanbul. With the result of shorten of transportation period, the area has started considered important. On the other hand, Organized Industry Areas investments increased so, improve of industry have gained speed.

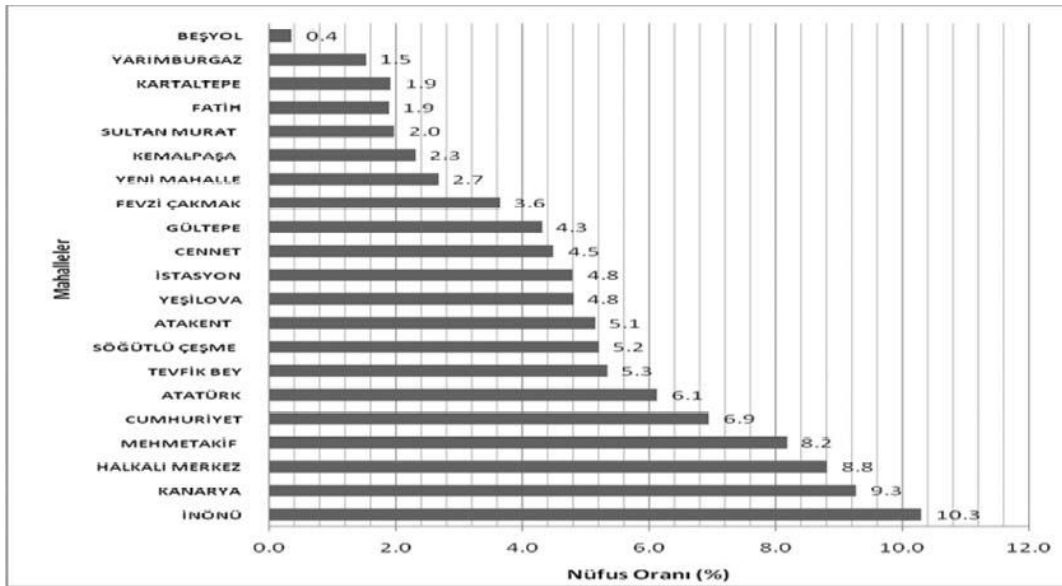
Küçükçekmece County actually is an intensive industrial area. In Küçükçekmece, there are over 200 big factories, and about 10.000 industrial managements and workshops. So, workers and their families constitute Küçükçekmece population's majority. Within borders of county, there is Atatürk Olympics Stadium which 80.000 people capacity and 49 cooperatives and 33.000 places of employment İkitelli Industry Area. Thanks to these investments, Küçükçekmece is improving fastly.

In Küçükçekmece which is a cultural county in İstanbul which is 2010 Europe Cultural Capital, there are important social and cultural centers like Cennet Cultural and Art Center (CKSM), Halkalı Cultural and Art Center (HKSM) and Sefaköy Cultural and Art Center (SKSM). Citizens can join easily social and cultural activities thanks to these cultural centers.

2.2.2. Population structure

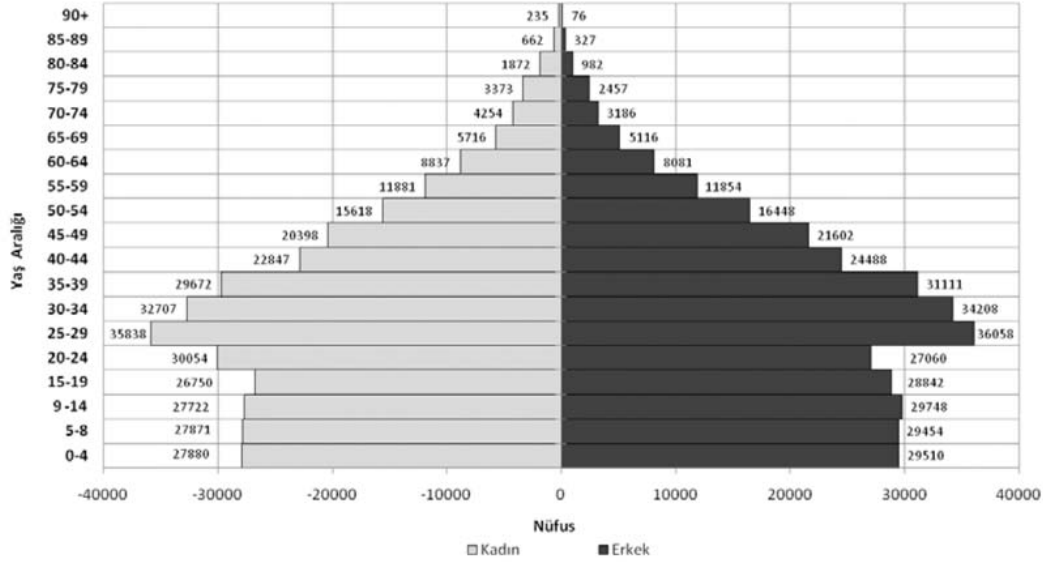
With the effect of urban transformation project, housing estate and systematic buildings numbers are increasing in Küçükçekmece. Thus, Küçükçekmece is exposed dense migration. According to 2008 Tuik announcement, Küçükçekmece was the second crowded county in İstanbul. According to 2011 Tuik announcement, population of Küçükçekmece is 711.112.

Table 1: Population of Küçükçekmece County



The population of Küçükçekmece county separates from %4 (over 65 age), %26 (0-14 age), and %70 (15-64 age- work period).

Table 2: Age of the population



2.2.3. Educational situation

In Küçükçekmece area, there are 62 Primary School, 10 General Lycee, 8 Vocational Lycee, 4 Anatolian Lycee and 15 Nursery School. Totally, there are 96 official schools. In addition, Küçükçekmece has 1 Public Education Center, 1 Health Education Center, 1 Apprentice Education Center, 1 Teacher Center, and 5 different Cultural Center. Except of official schools, there are 12 private schools. 4 of the private schools is nursery school, 3 of them is primary school, 4 of them is lycee and 1 of them is Night Lycee. There are also 3 universities as İstanbul Aydın University, İstanbul Arel University and Sabahattin Zaim University.

Over the county, the literacy rate is fairly high. % 92, 4 of the total population which is over 6 age are literate. Men's rate is higher than women about literacy in the county. %96, 6 of the total men is literate, on the other hand, %88, 2 of the total women is literate.

Table 3: Education of the population

BİTİRİLEN EĞİTİM DÜZEYİ	ERKEK	KADIN	TOPLAM
Okuma yazma bilmeyen	5.514	20.353	25.867
Okuma yazma bilen fakat bir okul bitirmeyen	60.251	63.669	123.920
İlkokul mezunu	86.935	94.104	181.039
İlköğretim mezunu	34.763	31.416	66.179
Ortaokul veya dengi okul mezunu	18.523	11.677	30.200
Lise veya dengi okul mezunu	56.907	45.713	102.620
Yüksekokul veya fakülte mezunu	19.983	15.289	35.272
Yüksek lisans mezunu	1.472	956	2.428
Doktora mezunu	323	244	567
Bilinmeyen	19.606	16.194	35.800
Toplam	304.277	299.615	603.892

2.3. Aim of study

Today, accountability has become a tool of reform in almost all areas which are related to administrations. In this work, I would like to emphasize those local governments, so, municipalities which are closest to governments in terms of accountability should be evaluated as a serious necessity. We know that, when accountability increases, public trust increases. Therefore, I would like to study the importance of the issue by bringing the matter on the agenda as the way of increase of this trust.

2.4. Scope of study

This research has been materialized within Küçükçekmece county borders.

First of all, I will purpose that bring up the importance of accountability with relationship between cause and effect in practice. My aim is that to examine the accountability principle in municipalities where are the nearest to the public and one

of the important buildings of public institutions and public administration with the case of Küçükçekmece Municipality.

In my research, I would like to want examine how municipalities use accountability principle in parallel with the increasing importance of the governance concept. In this context, the aim of the study is to provide feedback and proposals to municipalities about their processes of using good governance principles so as to contribute to the increase our local government's qualities.

Methodologically, this study comprises a literature review, the examination of Municipality Act and legislation on local government relating to governance and research on municipality services. This work is aimed to browsing books about good governance and municipalities. In the framework of the latter, Küçükçekmece Municipality will have examined. Survey will has done at the end of the research. As the result of the research on, accountability principle in the municipality services will has examined and its results will have clarified. Municipalities which in fact are the closest service units to the citizens and one of the places most suitable in terms of governance will have more equipped.

2.5. Methods of study

SPSS 15.0, graphics and statistics were used in this thesis. We have used to survey for reach how citizens think accountability principle and how they think about their municipality. Our survey has applied face to face. Our study group has included in living Küçükçekmece borders. 500 citizen has joined our survey.

2.6. Accountability as a principle of good governance in Küçükçekmece Municipality

2.6.1. Municipality Official Web Site

In 2011, about 679 people visited <http://www.kucukcekmece.bel.tr> in a day. In total, 431.744 visiting, 1.119.845 page projects, and for about every visiter, 2.59 page/visit come true.

2.6.2. Sms Sending

In 2011, 55.774 GSM numbers are formed a grup according to their characteristics. Collective SMS are gone to members for announcing organizations, being informed about various topics to citizen, personnel and assembly members.

2.6.3. Being Informed and Bimer Service Works

BIMER was established for covering citizens' demands and suggestions in 2005. Being Informed Service was also established in accordance with 4982 number 'Being Informed Act' and 3071 number BIMER Petition Act. One servant is always employed in the service. Being informed applications which are delivered from citizens are answered in 15 work days, BIMER applications are answered within 30 work days. Thus, in 2011, 293 number BIMER applications and 277 number Being Informed applications were applied and all of applications were answered.

2.6.4. Internet Services

2.6.4.1. E-State

There are 10.300 e-state members. They have started done their tax functions in Küçükçekmece municipality web site with their own user name and password. So, e-state is improving and Küçükçekmece citizens can do these functions on the web site: Area Market Price, Building Cost Prices, Building Corrosion Rates, Environment Cleanliness Tariff, Garbage Truck Times, Documents Pursuit Form, and Register Search Functions.⁸⁹

Küçükçekmece citizens also can do these functions without Interactive Function membership: Complaint Notice Form, Complaint Pursuit Form, and Online Payment with Register Code, Licence Interrogation Functions, Declaration

⁸⁹ www.kucukcekmece.gov.tr. 06.10.2012.

Information, Debt Information, Realization Information, Payment Information and Online Payment functions with e-state user membership.

Thanks to e-state, with the e-public works service, citizens can be informed about zoning and construction situation for information without come to municipality whenever they want.

Citizens can reach to informations such as pharmacy on night-duty, daily finance with Akos Cell Citizien whenever they want with using their cell-phone.

With the Internet- Municipality applications, there have been a mobil sign for in cipher functions. Thanks to this application, citizens can do their functions with using mobil sign over e-state system.⁹⁰

2.7. Case Study in Küçükçekmece Municipality and Its Results

2.7.1. Survey

We have done survey for Küçükçekmece citizens.

According to obtained data survey results were evaluated and tables were constituted. First three questions were asked, intending to learn citizens'age, sex and educational situation. Other questions were asked whether they know good governance and accountability concepts and their pleasure or not for their municipality. In all of the tables, "F" letter indicates frequency; "P" letter indicates percent.

Table 4: Age intervals of people who joined the survey

		F	P
Age Intervals	18-25	187	37,4
	26-40	183	36,6
	41-60	74	14,8
	65 and more	56	11,2
Total		500	100

⁹⁰ www.kucukcekmece.gov.tr 06.10.2012

Survey has been conducted through participants' starts with ages 18 to 65 and more. They have been chosen homogeneously. General distribution consists of age intervals between 18 and 40 with 74% of citizens in total. We have chosen especially young and middle age people because good governance and accountability concepts are new concepts and they may know these concepts and they may follow new technologies more.

Table 5: Sex of the people who joined the survey

Sex			
		F	P
	Female	314	62,8
	Male	186	37,2
	Total	500	100

Sex distribution of the participants showed that almost 60 % of them are women. Knowing accountability hasn't been investigated over sex distribution, because differences among sex distribution won't contribute to the main aim of the survey.

Table 6: Education condition of people who joined the survey

Education Condition			
		F	P
	Elementary	127	25,4
	High School	255	50,1
	University	111	22,2
	Post Graduate	7	1,4
	Total	500	100

According to the obtained data, majority of the participants is graduated from high school. Elementary and university degrees almost are the same.. We can say that Küçükçekmece citizens' educational situation is not bad. Young people's rate is high.

Table 7: Level of knowing accountability meaning

What does accountability mean in municipalities?		
	F	P
Citizens can call municipality to account about municipality's functions	223	44,6
Citizens can reach easily informations about municipality	104	20,8
Citizens can meet easily with municipality administrators when citizens need them	49	9,8
Municipality should give clear, understandable informations to citizens.	124	24,8
Total	500	100

According to data, 44,6 % citizens think that accountability is related to calling account of citizens to municipality. It shows that citizens want to municipality should give the public an account about their actions. On the other side, %24,8 citizens think that municipality should give clear, understandable informations to citizens. %20,8 of citizens want to reach municipality's informations easily.

Table 8: Level of giving citizens an account in its functions

Do you think that your municipality give citizens an account in its functions?		
	F	P
I think our municipality is always accountable in its functions	198	39,6
Yes, but sometimes, our municipality does not act suitable with accountability	243	48,6
No, our municipality does not act suitable with accountability	42	8,4
No idea	10	2
No answer	7	1,4
Total	500	100

According to data, majority of people is pleased but they have a doubt about giving an account of the municipality in its functions. An almost 40% of citizens think there is no problem. On the other hand, 9% of citizens definitely think the municipality does not act suitable with accountability.

Table 9: Calling the municipality to account about its functions

Do you think that citizens can call the municipality to account about its functions?			
		F	P
	Yes, citizens who are the real authority of democracy should call the municipality to account about its functions.	257	51,4
	Yes, but always it is not duty of citizens.	126	25,2
	No, it is work of municipality; citizens can not call the municipality to account.	51	10,2
	No, but sometimes citizens can call the municipality to account	48	9,6
	No idea	15	3
	No answer	3	0,6
	Total	500	100

According to data, almost 50% of citizens think they are the real authority of democracy, so they can call the municipality to account about its functions. It shows that Küçükçekmece citizens are responsible. They know their duties and responsibilities. On the other hand, 25% of citizens think that they surely can call the municipality to account about its functions but, it is not duty of citizens. The municipality should know its own duties and responsibilities. 10% of citizens also think that it is not a duty of citizen and citizen can not call the municipality to account about its functions.

Table 10: Level of sufficient for controlling the municipality

Do you think that the municipality is controlled enough?			
		F	P
	I think it is controlled enough	283	56,6
	I think it is not controlled every time enough.	126	25,2
	I don't think it is controlled enough.	58	11,6
	No idea	20	4
	No answer	13	2,6
	Total	500	100

More than 50% of citizens think the municipality is controlled sufficiently. It shows that citizens are pleased of their municipality but we can not ignore 25% of people have some question marks about controlling of municipality. On the other hand %11 of citizens do not think the municipality is controlled enough.

Table 11: Level of thinking who controls the municipality

Do you think that who control to municipality services?			
		F	P
	By Ministry of Internal Affairs	187	37,4
	By Municipality Commission	106	21,2
	By public	207	41,4
	No idea	0	
	No answer	0	
	Total	500	100

According to more than 40% of citizens the municipality services control by public. They think they are the real authority of the municipality and they are the control center of the municipality. It is a good thing because citizens should be conscious. On the other hand, 37.4% of people say Ministry of Internal Affairs

controls the municipality. It also shows that citizens are related to ministries and they know Ministry of Internal Affairs. In addition, 21,2 %of citizens answered this question as Municipality Commission.

Table 12: Level of reaching the municipality authorities

Can you reach the municipality authorities easily about your functions?			
		F	P
	Yes, I can reach the authorities easily	282	56,4
	Sometimes I can not reach them easily.	147	29,4
	No, I can not reach them.	68	13,6
	No idea	0	0
	No answer	3	0,6
	Total	500	100

According to data, citizens generally are pleasure about reaching municipality authorities. However, we can interpret these results that the municipality can do some functions about reaching its authorities because 30 %of citizens sometimes reach them easily. The municipality should recruitment their weakness about that.

Table 13: Level of considering important citizens's opinios

Do you think that your municipality considers important citizens' opinions?		
	F	P
Yes, our municipality always considers important citizens' opinions.	217	43,4
Sometimes, our municipality does not consider important citizens' opinions	169	33,8
No, our municipality does not consider important citizens' opinions	92	18,4
No idea	15	3
No answer	7	1,4
Total	500	100

Küçükçekmece citizens generally think that their municipality considers their opinions. It shows that citizens follow the municipalities' behaviours and they can evaluate their behaviours. We can not ignore 33.8% of people, because they said their municipality sometimes does not consider important citizens' opinions. The municipality can be interested citizens and they can care their opinions more. Although 18,4% of citizens think their municipality does not consider important citizens' opinions.

Table 14: Level of thinking the real owner of municipality

As a citizen, according to you, who is the real owner of municipality?			
		F	P
	Mayor	49	9,8
	Municipality Assembly	63	12,6
	Public	376	75,2
	No idea	6	1,2
	No answer	6	1,2
	Total	500	100

75% of citizens think that the real owner of municipality is public. It shows that obviously people regard them as the real authority of municipality. 75 percent is a big number for a survey. When 12,6 % of people answered as a Municipality Assembly, 9,8% of people answered as a mayor.

Table 15: Using municipality's resources

Do you think that the municipality uses its own resources productively?			
		F	P
	I think the municipality uses its own resources in apple-pie order.	194	38,8
	Sometimes I think the municipality wastes its own resources.	201	40,2
	I think the municipality always uses its own resources unproductively	103	20,6
	No idea	2	0,4
	No answer	0	0
	Total	500	100

According to our data, Küçükçekmece citizens generally are pleased of their municipality about using municipality's resources. However %20 of citizens doesn't think like others. It's so important to use municipality's resources productively. Because citizens place importance these things and they pay attention how their municipality use resources.

Table 16: Level of facing unnecessary bureaucratic functions

Do you meet any unnecessary-clumsy bureaucracy (waiting unnecessarily, meeting with many units, signing many times, collecting many documents and photocopy) in the municipality?			
		F	P
	I never be waited more in the municipality	184	36,8
	Sometimes I'm waited in vain.	246	49,2
	I'm always waited in the municipality	69	13,8
	No idea	1	0,2
	No answer	0	0
	Total	500	100

Almost 50%of citizen does not pleasure municipality's bureaucratic functions. They think that they are sometimes waited in vain. 13%of citizen thinks they are always waited in municipality. The number is serious because %63 of citizen is not a small number for the municipality.

Table 17: Level of malpractice and bribes

Do you think that in the municipality there are any malpractices and bribes?			
		F	P
	I don't think that there are any malpractices and bribes.	274	54,8
	Sometimes, I think these events happen	96	19,2
	think there are malpractices and bribes in municipality	107	21,4
	No idea	3	0,6
	No answer	20	4
	Total	500	500

According to data, more than 50% of citizen is pleased about no malpractice and bribes in their municipality, but over 40% of citizen even if just a bit has a doubt about bribes and malpractices in their municipality. It is an engrossing situation for a municipality. The municipality should justify themselves and it should be more transparent for explaining any bribes and malpractice.

Table 18: Level of reaching municipality services from different resources

Do you agree that citizens can reach services from different resources (cell phone, internet) by the municipality?			
		F	P
	Yes, I totally agree.	386	77,2
	No, I don't agree.	102	20,4
	No idea	12	2,4
	No answer	0	0
	Total	500	100

Küçükçekmece municipality is a growing municipality and they want to develop themselves. If we look at the data, the result is not a surprise, because Küçükçekmece municipality works. They encourage citizens to use cell phone and internet for municipality's services. More than 77%of citizens agree that they can reach municipality's services from different resources.

Table 19: Level of giving clear informations to citizens

Do you think that municipality give a clear and true information to citizens?			
		F	P
Yes municipality gives true informations to citizens		248	49,6
Sometimes municipality does not give true informations to citizens.		130	26
No, municipality does not give a clear information to citizens		90	18
No idea		30	6
No answer		2	0,4
Total		500	500

According to data, citizens think that the municipality gives true informations to them. On the other hand, 18%of people does not pleasure about giving true informations of the municipality. The municipality should give a true information honestly. They don't never delay to citizens and their functions.

Table 20: Level of reaching municipalities by web sites and e-state applications

Do you think that e-state applications/ municipalities web sites contribute to each municipalities effectively?			
		F	P
	Yes, e-state applications contribute for reaching municipalities.	284	56,8
	E-state applications contribute to reach municipalities a bit.	147	29,4
	E-state applications don't contribute municipalities.	60	12
	No idea.	9	0,18
	No answer.	0	0
	Total	500	500

E-Government is a new settlement model that provides transparency by the agency of information technology that citizens and institutions appears on electronic environment to respond information society. Through the use of e-government on administration there could be successful results in the way of participation, accountability, rule of law and transparency since, it is based on citizen empowerment. It can be predicted that informing citizens will result in the quality of democratic governance. Thus citizen can settle the centre rather than state. Deficiencies in classic system would be solved as well.

E-Municipality is whole applications that provides citizens to participate decision making process in municipalities through using the technological infrastructure of the period. E-municipality can be called interactive municipality that

offers faster, more qualitative and permanent service.⁹¹ E-Municipality has established to move applications on electronic environment. Thus, citizens can finish their operations through the established e-municipality information system in the cyberspace.

E-Municipality is to provide services on electronic environment. It ensures 7/24 service and information related to the city to be known by citizens. According to data, more than 50% of citizens are pleasure about e-municipality services. It shows that citizens have started to use e-state applications. It is a good news.

Table 21: Level of contributing of accountability

Do you think that accountability principle contributes municipalities for the best?			
		F	P
	Yes, accountability increases succesful of local governments.	327	65,4
	Partly, I think it contributes municipalities.	107	21,4
	No, I don't think it contributes them.	60	12
	No idea.	4	0,8
	No answer.	2	0,4
	Total	500	500

Accountability is a new concept and people may not know this concept, but according to data, it shows that in Küçükçekmece many people say that accountability principle contributes municipalities for the best, because they no more know their responsibilities and duties. Today, citizens have learned to interrogate. They have known how they search their rights, how they control municipalities, how municipalities spend municipality's funds.

⁹¹ Geymen Abdurrahman and Karaş, İsmail Rakıp, 2006, *E-Municipality Applications for Local Administrators*, Coğrafya Bilgi Sistemleri Günleri, Fatih Üniversitesi: 1-2

We have learned that citizens are not ignorant. They have watched news, they have read newspapers, and they have followed agenda topics. It is so important to grow up.

I have wanted to investigate what is the knowing of accountability principle level in Küçükçekmece and what do citizens think about accountability applications. Did it provide expected participation or not? Did it increase the quality of the municipality services? How they know their rights over the municipality? For this purpose the survey has been conducted to the people.

2.8. Observances

During our study, we observed Küçükçekmece Municipality on behalf of its citizens and we saw that they want to improve themselves and they follow new applications and they try to catch to new technological things. They are so respectful to their citizens and they try to solve citizens' problems quickly. When we go to Municipality, they behaved us respectful. They thought that thanks to our study, they will see their weakness and they will do everything. They also were curious what their citizens think about them. So, according to our observances, Küçükçekmece Municipality is improving municipality. They are trying renew themselves and they are open all new technical applications for reach universal values and standards. They are using technology and they want that their citizens are conscious and being informed. They give an importance transparency. Every week, Mayor and others have meeting with citizens and they listen to citizens problems and they answer their questions.

2.8.1. Works of Küçükçekmece Municipality

Küçükçekmece Municipality has many strategic aims. Their one of strategic aims that about urban concept applications. They want to create modern and esthetic city with suitable historical and natural tissue. Their superiorities are their strong and stable struggle with contraband structure; with vision projects create esthetic

architectural buildings. Their weak sides that they should complete planned structures and increase sensation of struggle with contraband structures. One suggestion is that they should complete Kent Meydanı (City Public Square) on time.

They have also strategic aim about transportation. They should strengthen their transportation networks for reach the Küçükçekmece easier. They see their superiority such as, nearness E-5 and TEM autobahn, airport, and Metrobus, doing successful works with UKOME (Transportation Coordination Center) about overpass and signalization. They have some weakness such as insufficiency about rail system networks, and insufficiency of İETT Line and bus numbers.

One aim of them is about e-state. Municipality defends that they improve their e-state activities, with AKOS (Smart City Automation System), our services are faster and good quality, with Inner Control Action Plan, our works are go towards to institution progress. They show their weak sides that they should improve quality management systems; they should increase using e-state by citizens. Their suggestions that their personnel should be adapted the new applications with trainings and they should follow international developments.

SWOT (GZFT) Analyze is one of the most important tools for determine advantages and threats in outside and determine institutions' strong and weak sides. According to the Out Shareholder Meeting and Strategic Management education outputs, Küçükçekmece Municipality's GZTY list is determined. According to the list, Küçükçekmece's superiorities are having a strong communication with citizens, having a experienced personnel, having effective leadership understanding, giving importance technology and development, giving priority investments, giving importance works in cultural and social areas, having urban transformation, doing strong cooperation with Istanbul Metropolitan Municipality and other public institutions. Municipalities weaknesses are lack of communication and coordination within institution, uncertain personnel duty dissociations, insufficient service building,

insufficient financial resources, insufficient personnel motivation and insufficient of orientation for new personnel.⁹²

They have a strategical plan organization and those tables are from Küçükçekmece Municipality's website.⁹³

We look at the rate of demand numbers/ total demand with communication tools (%) such as call center, kiosks, e-state services, t-state services and s-state services:

Table 22: The rate of demand numbers/total demand with communication tools

2007	2008	2009	2010	2011	2012	2013	2014
%1.75	%16.63	20%	25%	50%	52,50%	75%	80%

The rate of be answered demand numbers/ total demand (%) such as, activity and service demands, complaint, suggestion and request...

Table 23: The rate of be answered demand numbers/total demand

2007	2008	2009	2010	2011	2012	2013	2014
-	29.292 /45.898 = %63,81	31.100 /45.000 = %66,8	31.200 /45.000 = %69,3	31.250 /45.000 = 69,44%	31.800 /45.000 = 70,66%	32.330 /45.000 = 71,84%	33.750 /45.000 = 75%

⁹² <http://www.sp.gov.tr/documents/planlar/IstanbulKucukcekmeceBelediyesiSP1014.pdf> 26.04.2012

⁹³ www.kucukcekmece.bel.tr/images/pdf/2011PerformansProgrami.pdf 16.11.2012

Be covered demand numbers/ total demand which is related to municipality activities (%):

Table 24: Be covered demand numbers/total demand

2007	2008	2009	2010	2011	2012	2013	2014
-	8.091 /8.596 = 94,1%	8.100 /8.500 = 95,2%	8.200 /8.500 = 96,47%	8.250 /8.500 = 97%	8.300 /8.500 = 97,64%	8.330/ 8.500 = 98%	98%

Pleasure rate of Service areas (%): with doing public survey, municipality evaluates citizens' complaint and suggestions about municipality services.

Table 25: Pleasure rate of service areas

2007	2008	2009	2010	2011	2012	2013	2014
54%	58%	60%	65%	70%	75%	75%	75%

Service numbers in electronic space (module / service numbers): service types are separated into groups according to their characteristics under the modules.

Table 26: Service numbers in electronic space

2007	2008	2009	2010	2011	2012	2013	2014
1 modül 4 çeşit hizmet	4 modül 17 hizmet	4 modül 18 hizmet	4 modül 20 hizmet	5 modül 22 hizmet	6 modül 25 hizmet	6 modül 26 hizmet	7 modül 28 hizmet

2.9. Evaluation of Results and Suggestions

Administration system of municipalities is determined widely with 5393 no act. In municipalities, good governance is provided good working of participation, inspection and representation. Good governance based to civil society, transparency, accountability, rule of law and ethnic rules. Thus, institutions which are compatible with the new basic technologies competition and market economy will fulfill good governance.

Aim of good governance is that inform the citizens about how and why political process and choices going on. By this means, citizens can reach mechanisms of contest and they can evaluate government's politics and applications. Parlamento has a big role for strengthen of democratic governance. However, in governments who has extreme centralist built, parlamento is weak and they can not have a role for an effective accountability. When good governance' principles grow up, parlamento can do these services and this situation affect societies' political, economical and social health positively.

Our survey's age average is between 18 and 40. It was a conscious preference; because good governance is a new concept and we have aimed at participants know it as a term at least. There was no differentiation about gender but our survey consisted of women predominantly. The education level of our participants consisted of high school fifty percent. University and primary school followed it. Generally we can say that Küçükçekmece County has a good educational level.

When we asked that what is the accountability, citizens had an answer at least. Their generally answer was that citizens can call municipality to account about municipality's functions. It shows that citizen wants the municipality can give an account for them. The public wants be enlightened more. For another question which can your municipality give an account for its functions, participants said yes unsatisfactorily. Majority of participants thinks that the municipality does not act

accordingly accountability. In this respect, the municipality should work more. Another question was citizens can call an account to municipality. Participants think they are the real owner of the municipality and they say they can call an account to municipality. 25% of participants think it is not their duty, 10% of participants think it is a duty of the municipality. The majority of participants answered loyally for the question that do you think that the municipality is controlled enough. More than 50% of participants think their municipality is controlled enough. However, 25% of participant has some hesitations. The municipality should not fail to notice this region. In this part, the municipality should make citizens conscious and the municipality should publish some announcement about that.

The majority of participants answered as the public the question that do you think that who control to municipality services. Citizens see them as a control center and they know their duties. In this way, we can celebrate Küçükçekmece citizens because in this area, being citizen understanding increases. They are conscious of they are arbiter and effective on municipality's functions with their votes and opinions.

According to the question of can you reach the municipality authorities easily on your functions, 56% of participants said yes, and 30% of participants said sometimes, 13% of participants said no. For citizen satisfactions, these rates should be increased. The municipality should raise awareness to citizens and the municipality should provide reaching of citizens to them easily.

Another question was that do you think that your municipality considers important citizens' opinions, and there was no yes predominantly. 43% of participants said yes, 33% of participants said 'sometimes' and 18% of participants said no. The municipality should provide the trust of citizens about that, they should make feel they care opinions of citizens. They should consult citizens when they take a decision and they should act according to these results.

According to the question of as a citizen, according to you, who is the real owner of municipality, 75% of participants answered as a public. It shows that the citizens see them as a real owner of the municipality.

40% of participants have some doubts about the question that do you think that the municipality uses its own resources productively. On the other hand, 20% of participants said no for this question. In terms of using resources, the municipality should be more careful. Wasting and unproductiveness are not escape of citizens' notice. They know it consists of their tax and they bring the municipality to account.

Half of the participants answered as 'sometimes' the question that do you meet any unnecessary-clumsy bureaucracy (waiting unnecessarily, meeting with many units, signing many times, collecting many documents and photocopy) in the municipality. It is not satisfying for a municipality. The municipality should do their duties and services more quickly and fluently. The municipality should not direct citizens the other units in vain.

According to the question of do you think that in the municipality there are any malpractices and bribes, the half of the participants said no. However the municipality should not ignore %40 of the participants. Because they have some doubts about bribes and malpractices. In terms of citizen satisfaction, the municipality should be transparency and amenable. They should explain they don't have any bribes and malpractices to their citizens.

According to the question of do you agree that citizens can reach services from different resources by the municipality, majority of participants said yes. We implied cell-phone, message, internet and e-municipality with different resources. Küçükçekmece Municipality uses e-municipality. It is possible to reach municipality authorities and services by use of e-mail, telephone or their web-site. There are informations for reach them on their web-site.

The answer of the question which do you think that municipality give a clear and true information to citizens was yes fifty percently. 18% of participants said no. When some citizens want to get an informationi the municipality could not give information or could not return to them. The municipality should concentrate on these issues. The municipality should not postpone citizens' demands and they should give true informations at the right time.

57% of participants answered as yes the question which do you think that e-state applications/ municipalities web sites contribute to reach municipalities effectively. 30% of participants said no according to this question.

The majority of participants said yes that question of do you think that accountability principle contributes municipalities for the best. 20%of participants said partially yes. The reason of these rates may related to many people don't know the concepts of good governance and participation. According to our survey's results, we have some suggestions:

- Public administration is a whole and reforms should evaluate according to this understanding as a part of system approach.
- Good governance should become prevalent from local to national as of strong, participant and democratic.
- Information technology should be used for providing administration mechanisms especially for participation. At this point, background of internet should be strengthened; citizens should deliver an opinion on the internet about public enterprises' activity and services.
- Citizens should be encouraged to join decision making process.
- There should be an education understanding which is adopted participating of administration, sharing, taking responsibility and questioning as a social cultural form.
- They should create a participation mechanism which enables to take a view and inform of citizens for process of taking decision. Participation strategy should be determined for participate of government's important action and functions.
- Data and informations which are related to activities of public agency should submit for citizens' review. Opportunities which are related to modern data and communication technologies should be used for providing transparency.

- Process about public services should be determined beforehand, citizens should know what is the desired for a service and how they know the results about functions for services.
- Answering of demands should be limited for a length of time such as thirty days. If can not answer the demand, they should notify when will they answer the demand. In addition, reasons of delay should be clarified to relevant person.
- In local administrations, local ombudsman system should be put into practice for providing efficient inspection and accountability.
- Mechanisms which find solutions to discrepancy should be created.
- Mechanisms which are providing fiscal accountability should be created.
- Accessing of data should be easy and in time for citizens. For participation of planning, taking decision and applying, reach to informations and data is very important. On municipalities' webs sites should be updated regularly.
- Municipalities should prepare documents, handouts, and information forms. They should be facilitator to reach municipalities's services.
- Municipalities should prepare strategical plan and they should comprise performance management.
- Annual reports should be prepared and they should clarify to the public.
- Municipalities should improve new tools for citizens to mention their complaints and desires. They should inform the public about them.

APPENDIX

Survey Questions

Age

- a) Under 18
- b) 18-25
- c) 26-40
- d) 41-60
- e) Over 60

Sex

- a) Female
- b) Male
- c)

Education Condition

- Primary school
- Lycee
- University
- Master

- 1) What does accountability mean in municipalities?
 - a) Citizens can call municipality to account about municipality's functions
 - b) Citizens can reach easily informations about municipality
 - c) Citizens can meet easily with municipality administrators when citizens need them.
 - d) Municipality should give clear, understandable informations to citizens.

- 2) Do you think that your municipality gives citizens an account in its functions?
- a) I think our municipality is always accountable in its functions.
 - b) Yes, but sometimes, our municipality does not act suitable with accountability.
 - c) No, our municipality does not act suitable with accountability.
 - d) No idea.
 - e) No answer.
- 3) Do you think that citizens can call the municipality to account about its functions?
- a) Yes, citizens who are the real authority of democracy should call the municipality to account about its functions.
 - b) Yes, but always it is not duty of citizens.
 - c) No, it is work of municipality, citizens can not call the municipality to account.
 - d) No, but sometimes citizens can call the municipality to account.
- 4) Do you think that the municipality is controlled enough?
- a) I think it is controlled enough.
 - b) I think it is not controlled every time enough.
 - c) I don't think it is controlled enough.
 - d) No idea.
 - e) No answer.

5) Do you think that who control to municipality services?

- a) By Ministry of Internal Affairs
- b) By Municipality Commission
- c) By public
- d) Others:
- e) No idea.
- f) No answer.

6) Can you reach the municipality authorities easily about your functions?

- a) Yes, I can reach the authorities easily.
- b) Sometimes I can not reach them easily.
- c) No, I can not reach them.
- d) No idea.
- e) No answer

10) Do you think that your municipality considers important citizens' opinions?

- a) Yes, our municipality always considers important citizens' opinions.
- b) Sometimes, our municipality does not consider important citizens' opinions.
- c) No, our municipality does not consider important citizens' opinions.
- d) No answer.
- e) No idea.

11) As a citizen, according to you, who is the real owner of municipality?

- a) Mayor
- b) Municipality Assembly
- c) Public

- d) No idea
- e) No answer

12) Do you think that the municipality uses its own resources productively?

- a) I think the municipality uses its own resources in apple-pie order.
- b) Sometimes I think the municipality wastes its own resources.
- c) I think the municipality always uses its own resources unproductively.
- d) No idea.
- e) No answer

13) Do you meet any unnecessary-clumsy bureaucracy (waiting unnecessarily, meeting with many units, signing many times, collecting many documents and photocopy) in the municipality?

- a) I never be waited more in the municipality.
- b) Sometimes I'm waited in vain.
- c) I'm always waited in the municipality.
- d) No idea.
- e) No answer.

14) Do you think that in the municipality there are any malpractices and bribes?

- a) I don't think that there are any malpractices and bribes.
- b) Sometimes, I think these events happen.
- c) I think there are malpractices and bribes in the municipality.
- d) No idea.
- e) No answer.

15) Do you agree that citizens can reach services from different resources (cell phone, internet) by the municipality?

- a) Yes, I totally agree.
- b) No, I don't agree.
- c) No idea.
- d) No answer.

16) Do you think that municipality gives a clear and true information to citizens?

- a) Yes municipality gives true informations to citizens
- b) Sometimes municipality does not give true informations to citizens.
- c) No, municipality does not give a clear information to citizens.
- d) No idea.
- e) No answer.

17) Do you think that e-state applications/ municipalities web sites contribute to reach municipalities effectively?

- a) Yes, e-state applications contribute for inspections.
- b) E-state applications contribute inspections a bit.
- c) E-state applications don't contribute municipalities.
- d) No idea.
- e) No answer

18) Do you think that accountability principle contributes municipalities for the best?

- a) Yes, accountability increases succesful of local governments.
- b) Partly, I think it contributes municipalities.
- c) No, I don't think it contributes them
- d) No idea.
- e) No answer.

ANKET SORULARI

- Cinsiyetiniz:
 - (a) Kadın
 - (b) Erkek
 - Yaşınız:
 - (a) - 18
 - (b) 18-25
 - (c) 26-40
 - (d) 41-60
 - (e) 60 üstü
 - Eğitim durumunuz:
 - (a) İlkokul
 - (b) Lise
 - (c) Üniversite
 - (d) Yüksek
1. Sizce, belediye uygulamalarında/hizmetlerinde hesap verebilir olmak ne anlama geliyor?
 - a) Vatandaşların, kolaylıkla belediyeye, yaptığı işlerden dolayı hesap sorabilmesidir.
 - b) Vatandaşların, belediye ile ilgili bilgilere kolaylıkla ulaşabilmesidir.
 - c) Vatandaşların, belediye ile ilgili bir sıkıntısı olduğunda, kolaylıkla belediye yöneticileri ile görüşebilmesidir.
 - d) Belediyenin yaptığı işlerde açıklık ve şeffaflık ilkesi ile hareket etmesidir.
 - e) Belediyenin, belediye ile ilgili olarak halkı gerekli tüm konularda bilgi sahibi edebilmesidir.
 2. Belediyenin yaptığı işlerde, hesap verebilir olduğunu düşünüyor musunuz?
 - a) Her zaman hesap verebilirliğe uygun hareket edildiğini düşünüyorum.

- b) Evet, ama bazen, hesap verebilirliğe uygun hareket edilmediği de oluyor.
 - c) Hiçbir zaman hesap verebilirliğe uygun hareket edilmediğini düşünüyorum.
 - d) Fikrim yok.
 - e) Cevap yok
3. Vatandaşlar, belediyenin yaptığı işlerle ilgili olarak, belediyeye hesap sorabilir mi?
- a) Evet, vatandaş demokrasi asıl yetki sahibi olduğu için, gerektiğinde belediyeye hesap sormalıdır.
 - b) Evet, ama her zaman hesap sormak vatandaşın görevi değildir.
 - c) Hayır, bu işler belediyeye aittir, vatandaş kesinlikle belediyeye hesap soramaz.
 - d) Hayır, ama bazen de hesap sormak gerekir.
 - e) Fikrim yok
 - f) Cevap yok
4. Belediyenin yeterince denetlendiğini düşünüyor musunuz?
- a) Her zaman denetlendiğini düşünüyorum.
 - b) Bazen denetlenmediği durumların olduğunu düşünüyorum.
 - c) Kesinlikle denetlenmediğini düşünüyorum.
 - d) Fikrim yok.
 - e) Cevap yok.
5. Sizce, belediye hizmetleri kim/kimler tarafından denetlenmelidir?
- a) İçişleri Bakanlığı / Valilik tarafından
 - b) Belediye meclisi tarafından
 - c) Belde halkı tarafından
 - d) Diğer:
 - e) Fikrim yok
 - f) Cevap yok
6. Yapmak istediğiniz işle ilgili, ilgili yetkililere kolaylıkla ulaşıyor musunuz?
- a) Evet, yetkililere rahatlıkla ulaşabiliyorum.

- b) Bazen, yetkililere ulaşmakta zorluk çekiyorum.
 - c) Yetkililere kesinlikle ulaşamıyorum.
 - d) Fikrim yok.
 - e) Cevap yok.
7. Belediye, yapacağı işlerde, belde halkının düşüncelerini önemseyip, onların görüşlerine başvuruyor mu?
- a) Vatandaşların görüşüne her zaman başvuruluyor.
 - b) Zaman zaman vatandaşların talep ve beklentilerini öğrenmek için çaba gösterilmediği de oluyor.
 - c) Vatandaşların hiçbir zaman görüşüne başvurulmuyor.
 - d) Fikrim yok.
 - e) Cevap yok.
8. Sizce, (bir yurttaş olarak) belediyenin asıl sahibi kimdir?
- a) Belediye Başkanı
 - b) Belediye Meclisi
 - c) Belde halkı
 - d) Fikrim yok
 - e) Cevap yok
9. Belediyenin sahip olduğu kaynakları, verimli olarak ve israf etmeden kullandığını düşünüyor musunuz?
- a) Belediyenin, kaynakları her zaman yerli yerince kullandığını düşünüyorum.
 - b) Bazen kaynakların verimsiz kullanıldığını ve israf edildiğini düşünüyorum.
 - c) Kaynakların kesinlikle verimsiz kullanıldığını ve israf edildiğini düşünüyorum
 - d) Fikrim yok.
 - e) Cevap yok.
10. Belediyede işiniz olduğunda, gereksiz-hantal bürokrasi ile (birçok birime uğramak, çok sayıda imza almak, yığınla belge, fotokopi istenmesi, kuyrukta beklemek vb.) karşılaşıyor musunuz?

- a) Belediyede kesinlikle, gereğinden fazla bekletilmiyorum ve uğraştırılmıyorum.
- b) Bazen gereksiz yere bekletildiğim ve uğraştırıldığım oluyor.
- c) Her zaman gereksiz yere bekletiliyorum ve uğraştırılıyorum
- d) Fikrim yok.
- e) Cevap yok.

11. Belediyede yolsuzluk ve rüşvet gibi olaylar olduğunu düşünüyor musunuz?

- a) Kesinlikle rüşvet ve yolsuzluk gibi olayların olduğunu düşünmüyorum.
- b) Bazen, yolsuzluk ve rüşvet gibi olayların olduğunu düşünüyorum.
- c) Her zaman rüşvet ve yolsuzluklar gibi olayların olduğunu düşünüyorum.
- d) Fikrim yok.
- e) Cevap yok.

12. Vatandaşların, belediye tarafından sunulan hizmetlere çeşitli kaynaklardan (cep telefonu, internet) erişilebildiğini düşünüyor musunuz?

- a) Evet, kesinlikle düşünüyorum.
- b) Hayır, kesinlikle düşünmüyorum.
- c) Fikrim yok.
- d) Cevap yok.

13. Belediyenin vatandaşlara, doğru ve açık bilgi verdiğini düşünüyor musunuz?

- a) Belediye halka açık davranıyor ve doğru bilgilendirme yapıyor.
- b) Bazen açık ve doğru bilgilendirme yapılmıyor
- c) Hiç bir zaman halka açık olunmuyor ve doğru bilgilendirme yapılmıyor.
- d) Açık ve doğru bilgilendirmenin az da olsa yapıldığı oluyor.
- e) Fikrim yok
- f) Cevap yok

14. Sizce, elektronik devlet (e-devlet) uygulamaları, belediyenin denetlenmesine katkı sağlıyor mu?

- a) Evet, kesinlikle katkı sağlıyor.
- b) Kısmen katkı sağladığını düşünüyorum.

c) Hayır, katılmıyorum.

d) Fikrim yok.

e) Cevap yok.

15. Sizce hesap verebilir olmak, belediyenin daha iyi çalışmasına katkı sağlar mı?

a) Evet, hesap verebilirlik yerel yönetimlerin başarısını artırır.

b) Kismen, bu başarıya katkısı olacağını düşünüyorum.

c) Hayır, katılmıyorum.

d) Fikrim yok.

e) Cevap yok.

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