

FROM A CITIZEN'S PERSPECTIVE

GOVERNANCE SCORECARD OF MUNICIPALITIES

FOR ISTANBUL DISTRICTS



No: 12-E | 2018



**ARGÜDEN
GOVERNANCE
ACADEMY**

Good Governance for
Quality of Life

FROM A CITIZEN'S PERSPECTIVE

GOVERNANCE SCORECARD OF MUNICIPALITIES

FOR ISTANBUL DISTRICTS

Argüden Governance Academy Publications

No: 12-E

Authors:

Dr. Yılmaz ARGÜDEN

Fikret TOKSÖZ

Emeritus Prof. Korel GÖYMEN

Prof. Ersin KALAYCIOĞLU

Assoc. Prof. Erbay ARIKBOĞA

Enver SALİHOĞLU

Dr. Fatma ÖĞÜCÜ ŞEN

İnan İZCİ

ARGÜDEN GOVERNANCE ACADEMY

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Akasya Caddesi No:2 Göztepe Mah.,
Göksu Anadolu Hisarı, 34815 İstanbul, Türkiye
Phone: +90 (216) 280 51 14

www.argudenacademy.org

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FOREWORD

Dr. Yılmaz ARGÜDEN

Public administration is the key to people's collective realization of their aspirations and sustainable development. There are at least seven areas where the public administration is expected to actively undertake responsibility: (1) Securing the rule of law, (2) Creating a level playing ground for competitive markets, (3) Investing in fundamental infrastructural initiatives, education, health, and social security programs, (4) Protecting vulnerable sections of the population such as children, elders, disabled, and the like, (5) Protecting future generations' rights in vital areas such as the environment; (6) Ensuring domestic public security; (7) Defending the country against external threats. While meeting these basic needs, the public sector at the same time lays the grounds for an environment within which the citizens, corporations, and NGO's live and flourish.

The concept of human rights is traditionally based on the individual's right to lead a life with dignity and freedom, without any discrimination on the basis of gender, race, color, religion, language, age, nationality, difference of opinion, national or social background, wealth, social class, sexual orientation, or political position. Democracy on the other hand is defined in the context of right to vote, freedom of enterprise, freedom of thought and speech, freedom of assembly and association, freedom of worship, and the like. However today neither human rights, nor democracy are conceived

within the limited boundaries of the above elements. Today, the **essential principle is individual's right to have a say in decisions shaping his/her future** and his/her participation in local and global decision-making processes. This is the core of today's understanding of human rights and democracy.

In ancient times, issues impacting people's lives were collectively decided by those who had the right to vote. The "**participatory democracy**" in this particular sense evolved into the "**representative democracy**", due to the increase in both the number of the participants on the one hand, and the diversity and complexity of the issues to be decided, on the other. However, the interests of the representatives and the represented do not always coincide. As a result of this and greater awareness due to technological developments in education and communications, the aspirations of people to take part in decision making in matters that influence their lives have increased. This led to the emergence of new forms of participatory democracy. Success in public administration will get even harder and harder every day, unless this trend is fully conceived and embraced. Furthermore, this understanding of democracy lies in the heart of good governance which aims **sustainable development and improvement in quality of life** by gaining the trust of all the stakeholders.

Local governments offer the most comprehensive and frequent opportunities for interaction between the public authorities and the citizens. As the pace of urbanization accelerates at an unprecedented rate, the importance of local governments in our lives grows as well. It is for this reason that municipalities constitute an area where data-informed, participatory, and collaboration oriented, truly effective and efficient interactions gain greater importance. Therefore, local governments are the starting point for applying good governance for inclusive development and sustainable future. Embracing the 7 good governance principles, namely consistency, responsibility, accountability, fairness, transparency, effectiveness, and participation, reinforces social trust for local governments.



Figure 1. Good Governance Principles

Local governments succeeding in the implementation of good governance principles gain the trust of the citizens. Each local government department must take numerous decisions during the period they are mandated. For truly **effective** results, these decisions should be data-informed and **consistent** with other decisions taken by different levels and at different times to ensure coherence and alignment with stakeholder expectations. It is also important that a reasonable balance should be ensured between the

results expected from a given decision on the one hand, and the resources to be utilized both for implementation and enforcement, and to redress the unfavorable repercussions on parts of the society that may be faced with negative consequences. Care taken to be inclusive and **fair** both in **participation** in decision making and in implementation reinforces the trust between citizens and the public authority. A local government adopting good governance principles has to act **responsibly** not only in identifying the priorities and mobilizing the resources entrusted to them, but also in protecting the environment and the interests of the future generations.

Local governments are also expected to be responsible not only in decision making, but also in resource allocation, and service delivery towards all the stakeholders with a long-term perspective. Service delivery is not enough, they also have to share information transparently. Only a local government which displays **accountability** throughout all phases of value creation, can build a relationship of trust between the citizen and the local government agencies. This, in turn, can only be attained if information related to each step is shared in a data-based and **transparent** manner with the citizens. Engaging the citizens in all these steps in an inclusive manner also helps effective implementation of the decisions and minimizes compliance costs. Local governments engaging citizens in decision making and consultation processes ensure greater **representation** and **participation** which in turn produce more inclusive and effective decisions. A commitment to all these **good governance** principles and their implementation boosts social trust, and generate a climate and a culture where sustainable, inclusive, and effective public management finds opportunity to flourish.

Good governance aims to generate a culture and a climate where sustainable, inclusive, and effective management can flourish.

What gets measured, gets improved. This study aims to measure quality of governance and identify benchmark examples to improve the learning environment for municipalities.

Municipalities are the institutions which are closest to our lives, the most frequently we get into touch with, and the most directly influencing our quality of life. Therefore, they have to take great care to work in a data-informed, participatory, and cooperative manner in order to meet the citizens' growing expectations. While making efforts to provide quality service to citizens, engaging them at the same time in decision making processes will enhance the quality of Municipalities' decisions as well. The quality of participation will increase with the inclusiveness of participation, as well as with the transparency of information sharing before the engagement to help each stakeholder to have an opportunity to properly evaluate the recommendations during the engagement process. To give an example, before inviting the citizens to share their views on a particular topic, publishing the draft working documents and draft policy recommendations, submitting these to their consideration, evaluating their responses and providing them a detailed feedback will enhance the quality of the participatory process.

Integrated thinking in prioritization, planning, resource allocation, and service delivery improves effectiveness of implementation and speed of learning for continuous improvement. Measuring, assessing, and sharing the inputs and outputs, as well as the impact of processes set the ground for continuous improvement, enable learning within the organization.

Through the Model© that was developed for "The Governance Scorecard of Municipalities" Project, we analysed the environment and culture within which governance in municipalities operated, i.e. the culture of governance. We conducted a citizen centric assessment of a wide variety of processes, governance principles, and their implementation and checked for evidence of continuous improvement by means of how the learning cycle is implemented within the municipality organizations.

This study;

- Provides a guideline to local government officials and municipalities;
- Serves as a measurement methodology for supervisory bodies in assessing the governance performance of municipalities;
- Offers citizens and stakeholders a perspective through which they can follow the progress of the level of social trust for local governments and participate at local decision-making processes.

We are grateful to our Advisory Board Members Emeritus Prof. Korel Göymen, Prof. Ersin Kalaycıoğlu, Assoc. Prof. Erbay Arıkboğa and the retired Governor Enver Salihoğlu for their active guidance in keeping our research team follow the relevant academic studies, social and legal context, and measurement practices; to the project leader Fikret Toksöz; and to Dr. Fatma Ögücü Şen and İnan İzci who conducted the research with their meticulous work. We also extend our thankfulness to the Sabancı University whose students took part in the project as volunteering research assistants and

to the Federation of Istanbul Mukhtars' Associations¹ for their support to our research of relations between headmen and municipalities.

Our purpose is to provide a source of reference for leaders and practitioners who pioneer efforts for promoting good governance practices in municipalities. We hope it will support municipalities in their endeavour to enhance citizens' quality of life.

1 Historically, a Mukhtar is directly elected as the chief of neighborhood or village by the residents and this person is not affiliated with any political party. S/he is charged with the role of representing the residents at local and national public affairs as well as certain administrative roles.

INTRODUCTION

Fikret TOKSÖZ & İnan İZCİ

We are living in a world where various changes, such as globalization, urbanization and digitalization, are taking place at an increased pace, which is a characteristic of the 21st century. This gives rise to many crises we experience both at local and global scale which often stem from the lack of transparency, participation, and accountability. Effective implementation of these principles at the public institutions and in their decision-making processes, which govern the citizens collective lives, will be the key factor for advancing sustainable development and improving the quality of life.

The same holds for Türkiye. In early 2000s, Türkiye undertook a comprehensive public administration reform to improve the governance in this area. In 2003 when the reform process started, the Prime Ministry published a White Paper² to explain the reasons for and the scope of the reform. Here, the ideal characteristics of public administration were identified as follows:

“Public Administration should be:

- Transparent,
- Participatory,
- Accountable,

- Show respect to human rights and freedoms,
- Uphold rule of law to reduce uncertainties and discrimination,
- Predictable, flexible and expeditious,
- Efficient and effective.”

With a view to put this understanding into effect, the 2005 Local Government Reform minimized the legal provisions that enabled central government to interfere with the local governments’ affairs and replaced “administrative tutelage” with “democratic governance” that empowered citizens to participate. Given the fact that over 10 years have passed since the introduction of the Law on Municipalities which provided for the adoption of democratic mechanisms and institutions, we thought it was the right time to research and make an assessment of the extent to which good governance principles were put into practice.

For this purpose, as Argüden Governance Academy, we decided to carry out a study to find out to what extent the concept of “governance” – a topic on the agenda of interested circles for 20 years – was embraced and implemented at the local level. “Governance” is a concept frequently made use at global scale and defined in various ways by major international organization such as the United Nations, the International Monetary Fund, and the European Union.

2 T.C. Başbakanlık, 2003. Kamu Yönetiminde Yeniden Yapılanma:1 Değişimin Yönetimi İçin Yönetimde Değişim.

Since the beginning, the word “governance” is used together with the adjective “good”. The concept good governance started to be used in Turkish as well, at 1996 Istanbul Habitat II Conference, and was welcomed enthusiastically by the Turkish civil society and the citizens of Türkiye. The Local Agenda 21 Project launched under the initiative of United Nations Development Programme (UNDP) in Türkiye played an important role in the adoption of the concept. The Turkish Interior Ministry’s and municipalities’ partnering with the project facilitated the acceptance of the concept by the government agencies and public institutions.

As mentioned above, the concept of governance and the mechanisms enabling its implementation entered the Turkish legislation with the introduction of the 2005 Local Governments Reform. However, in due course, it was observed that some of the municipalities perceived good governance as a management technique just like ISO 9000 which resulted in lack of adequate care for the democratic essence of good governance. Therefore, in this publication, while at the same time covering the entirety of good governance principles, we utilize “democratic governance”³ when we wish to underline the importance of the principles of representation, participation, inclusiveness, and fairness.

At the start, we decided to take as basis the municipalities of Istanbul in assessing the governance environment for the below reasons:

3 Good government covers main principles applicable in public sector, civil society, and private sector institutions, aiming the establishment of trust between institutions and their stakeholders. Recently the concept democratic governance is utilized to emphasize the participatory approach towards government-citizen relations.

- One out of five persons in Türkiye lives in Istanbul that is the city with the highest population density in the country.
- Istanbul represents a social composition that reflects the general landscape of Türkiye, which corresponds to its highly cosmopolitan human texture.
- As a result of the above, there are thousands of civil society organizations in Istanbul active in a variety of fields.

Although the scope of this study, at this stage, is limited to Istanbul and its districts, the approach we provide here is applicable to all district municipalities in Türkiye, even to those in other countries of the world.

OUR APPROACH

While preparing the municipalities’ governance scorecard from a citizen’s perspective, we utilized the information, documents and data that are easily accessible by the citizens. In other words, we went through the information and data shared by the municipalities through their web sites to make an assessment of municipalities’ governance performance. For this purpose, we examined the most recently updated available Strategic Plans, Budgets, Activity Reports, Performance Programs, and information they published on their websites. We also checked for the performance of the municipalities in responding to the “Citizen’s Right to Information” for which we are grateful to Sabancı University students for their cooperation in this part of our study.

We worked closely with neighborhood headmen’s offices which are institutions recognised by the Law on Municipalities, organizing a series of workshops with them, which enabled us to learn from their knowledge and experience. We also obtained their views through the questionnaire we provided.

During the preparation of municipal governance scorecards, we also examined the performance of the City Councils through their web sites. These councils were initiated with the introduction of the 2005 Local Government Reform in order to increase democratic participation at the municipal governing processes.

In studying Istanbul's district municipalities, we looked into the subject from three different but complementary perspectives, all of which we considered as integral parts of a whole. The first one is the governance of the processes through which the municipalities provide their services. Municipalities' activities are performed in four successive or overlapping processes, namely the governance of decision making processes, governance of resource utilization, governance in provision of services, and governance of institutional operations.

The second perspective was the examination of the processes in the light of the good governance principles, which are defined by the international organization by giving priority to the various indicators. In identifying the governance principles we use in this study, particular attention paid to cover the framework adopted by the Council of Europe of which our country is one of the founding members, while at the same time taking into consideration our national legislation.

The third perspective we adopted was the municipalities' performance in applying the learning cycle in their respective organizations. In this context, as regards the above-mentioned processes, we questioned whether or not;

- The relevant structures were set up in the relevant areas;
- The practices were carried out in line with these structures and properly integrated to each other;

- The criteria used for the assessment of these processes are properly identified and learning points were established to put learning cycle into practice.

Detailed explanations in connection with the opinion poll "Headman-Municipality Relations", the study on the City Councils, and the use of Right to Information are given in the "Methodology" section of this publication, where information is also provided about the principles of good governance and the processes on the basis of which the Governance Scorecards are prepared.

OUR OBJECTIVES

With this project, we aimed to measure the governance climate in municipalities. By means of the approach developed, we tried to measure the level of implementation of good governance in local governments in Istanbul in line with international norms and legislation. This enabled us to provide a measurement method so that we could identify, in a data-based manner, the areas that needed improvement. Furthermore, the criteria we offer can serve as a guideline for efforts to improve good governance in municipalities. For this reason, we believe our study will be helpful at local level to raise the level and quality of good governance.

We also aimed for peer-learning among the municipalities through providing examples and indicating practical improvements in certain areas of municipal governance. The study is not an effort to measure the management performance of municipalities, but to identify the prevalence of good governance culture in municipalities and the ways with which it is put into practice. Our purpose is to encourage municipalities to improve their understanding and adopt good practices

by creating an environment where they can mutually learn from each other. Our ultimate purpose is to contribute to municipalities' success in meeting common local needs and demands in the most democratic, inclusive, effective and efficient way.

The method we used in preparing a governance scorecard involves the means through which the municipalities' natural stakeholders such as fellow townspeople, headmen, civil society and City Council can take part in the decision making mechanisms of municipalities. Particularly the Guidelines, provided in the Appendix, will help the local actors in questioning all processes carried out in municipalities, in gaining an insight into good governance practices, and in seeking answers to their queries. In this manner, we wish to contribute to creating greater opportunities for local stakeholders' maximum participation and involvement in democratic governance mechanisms.

In this study, we made use of measurement and assessment methods employed by international organizations such as the United Nations, Council of Europe, and Organization of Economic Cooperation and Development (OECD). We paid special attention to the principles adopted by the Council of Europe of which our country is a founding member. The Valencia Declaration of European Ministers Conference dated 16th October 2007 proved to be very instructive. The Declaration's "Strategy on Innovation and Good Governance at Local Level" sets three objectives stated below, and our aim with this study is to contribute to the achievement of these important goals:

1. Citizens are placed at the heart of all democratic institutions and processes;
2. Local authorities constantly improve their governance in accordance with the principles laid down;
3. States create and maintain the institutional preconditions for the improvement of governance at local level, building on their existing commitments in accordance with the European Charter of Local Self-Government and other Council of Europe standards.

Our Istanbul District Municipalities' Governance Scorecard Project is first of its kind in Türkiye among the comparable works in terms of its scope and the approach used. We, therefore, believe it will be useful in many ways if it is taken into consideration, discussed in length, and further developed by the civil society and academia. Such an informed discussion will no doubt contribute to the establishment and promotion of the culture of democracy. Such a democratic questioning and participation built at the local level would help to grow trust in institutions and encourage active citizenship. In this context we hope that our study will generate an environment fruitful for an informed discussion on good governance based on material findings, by the civil society, academia, media and relevant central government agencies, but first and foremost by the citizens and municipalities.

EVALUATION OF THE RESULTS AND RECOMMENDATIONS

Emeritus Prof. Korel GÖYMEN, Prof. Ersin KALAYCIOĞLU,
Assoc. Prof. Erbay ARIKBOĞA, Enver SALİHOĞLU

As the dynamics of globalization gained momentum starting from early 1980s, some of the global trends and concepts were on the rise, while some current ones underwent changes in content, or replaced with new ones. To give an example, those were the times when growth-oriented development left its place to approaches underlining environmental awareness, humanitarian development, and quality of life.

Another change that emerged simultaneously with globalization was observed in planning practices. Compulsory central planning was replaced by local and regional planning prepared and implemented with a participatory approach. In Türkiye, apart from the 5-year development plans, which are compulsory for the public sector, strategic plans were introduced in this period at corporate, regional and urban spheres.

Among the various global issues environment gained importance which gave birth to concepts such as “sustainability”, “one world”, and “liveable cities”. In this period, urban population outgrew rural population for the first time, and cities became a center of attention due to both demographic

factors and the transformative dynamics they harbour, which in turn nurtured new government approaches in relation to “urban areas”.

While all these changes were taking place, the sluggishness and lack of supervision in the traditional governing systems, as well as inadequacies in service-focused operations, created serious bottlenecks. This was the point where the concept of governance attracted attention and gained more importance. Although at first it was mostly upheld by the corporations in order to increase trust for their financing needs, following the release of the White Paper in 2001 the European Union started to take it as basis in all of its governing processes and policies, and the word governance started to be used more often. The popularity of good governance rose because it aimed at mobilizing all sections of the society in a spirit of partnership for the solution of local, national and global challenges; and advocated a transparent, accountable, participatory, equitable and consistent model of governing. The rising awareness of the need to deal with the problems not only at global or even national, but also on local level increased the significance of local governments and expanded the scope of their responsibilities.

REASONS FOR EVALUATION

Expectations of citizens, NGO's, corporations, and all kinds of organizations and institutions from municipalities are growing every day. However, expectations vary on local level due to different socio-economic development levels. Under the conditions of extensive changes, municipalities' performance in meeting the citizens' needs and expectations in the most effective and democratic manner depends on the commitment to a participatory and data-based manner of governing. Objectives such as inclusive democracy, sustainable development, and increased quality of life can only be attained if good governance culture and an environment of trust are developed at the local level. A society where people trust their institutions is the place where the grounds for improving the quality of life and a sustainable development are effectively laid down.

The legal and democratic actors responsible for the governance of municipalities are the city council, the mayor, municipal board members, departments' supervisors, and other staff members. The quality of decision making depends on these actors' ownership of good governance principles and their success in strengthening the institutional framework. Local good governance is measured on the basis of a transparent, accountable and consistent climate that enables trustworthy, inclusive, equitable, effective and efficient processes. At the heart of this climate is the construction of a structure conducive of good governance, translation of this structure into actions through effective implementation, and continuous improvement.

The learning cycle is brought to completion by means of continuous improvement of the structure by learning from the measurement of results and

allocating resources for development. To put it into a nutshell, it is the activation of the learning cycle which enables continuous improvement.

Municipality Governance Scorecard Project was carried out with the purpose of analysing and evaluating, from a citizen's perspective, the processes that take place in district municipalities of Istanbul, in terms of good governance climate and the learning cycle. This Model©, which is in compliance with international governance principles and norms, which has taken on the basis of the current Turkish legislation, and which promotes continuous improvement by means of measurements; attempts to offer a guideline and a tool for citizens and institutions for implementation of good governance. The assessment criteria we put forth constitute an example as to how good governance may be used in various areas and processes. Our project, which puts in its center the municipalities' assessment and evaluation by the citizens, i.e. the true origin of sovereignty, supports active citizenship. It shares the processes of participation in the administrative affairs of other stakeholders such as NGOs and headmen; and the methods and ways through which democratic civil supervision can be practiced.

We analysed 37 district municipalities of Istanbul in the light of the above-mentioned methods and indicators on the basis of data open to the public on the municipalities' websites. Adalar (Prince Islands) and Şile Municipalities, which are legally exempt from strategic planning, were excluded from our study. The results of the surveys carried out with the headmen through questionnaires where the headmen assessed the operation of their municipalities were separately analysed. In addition to the publicly available data accessible through the Internet, we made use of the

information obtained in cooperation with the Sabancı University under the “right to information” legislation. All these data and their analysis enabled us to measure and assess the degree of good governance practiced in municipalities. We hope that our study will offer an opportunity to all municipalities in Türkiye, first and foremost those in Istanbul, to improve their operations.

RESULTS AND RECOMMENDATIONS

Article 41 of the Law No. 5393 on Municipalities requires municipalities to deliver services in accordance with the local conditions and to meet the needs of all social groups. The services should observe human rights, should be delivered in an impartial manner, and in compliance with the policies and plans of the central administration.

Taking the above in consideration, we studied the good governance climate in municipalities on the basis of a wide variety of processes and also the learning environment. We looked through each good governance principle within the context of institutional structure comprising the processes of decision making, resource utilization, and delivery of services, as well as the consultation and supervision processes. The first process we delved into was that of decision making as the key to municipalities’ realization of their mission and objectives in conformity with good governance principles. The second process, which we assessed from the viewpoint of conformance to good governance principles, was the allocation and utilization of resources for the implementation of the decisions taken and realisation of their objectives. Thirdly we analysed the good governance practices in processes through which the resources were utilised and the objectives were met.

As effective and efficient operation of all these processes depends on the presence of an institutional framework which is open to improvements, we also analysed the supervision and consultation processes on the basis of the good governance principles.

As a result of our analyses and evaluations within the framework of the Model© we developed, it is concluded that in order to reinforce the good governance culture, municipalities should carry out their responsibilities in a **data-based** manner, adopt a **participatory**, and **integrated** approach, and commit themselves to **continuous learning**. We also found areas that needed improvement in **transparent sharing of information** and compliance with the principle of **accountability**.

Our policy and legislative recommendations supported by these findings are summarized below.

Adopting a data-based management

Data constitute a key resource in fulfilling municipal responsibilities and developing local policies. Use of data, in shaping the processes, in their implementation and measurement, in an impartial and measurable manner reinforces the legitimacy of municipalities' political, administrative, and financial operations. Moreover, such use of data increases the effectiveness and efficiency of the decisions taken and their implementation, which will in turn activate an environment of continuous learning within the organization. Every decision taken, activity carried out and the impact of such activities should be recorded in an evidence-based and measurable manner, and transparently shared by municipalities. This will ensure an efficient, trustworthy communication and interaction with the citizens.

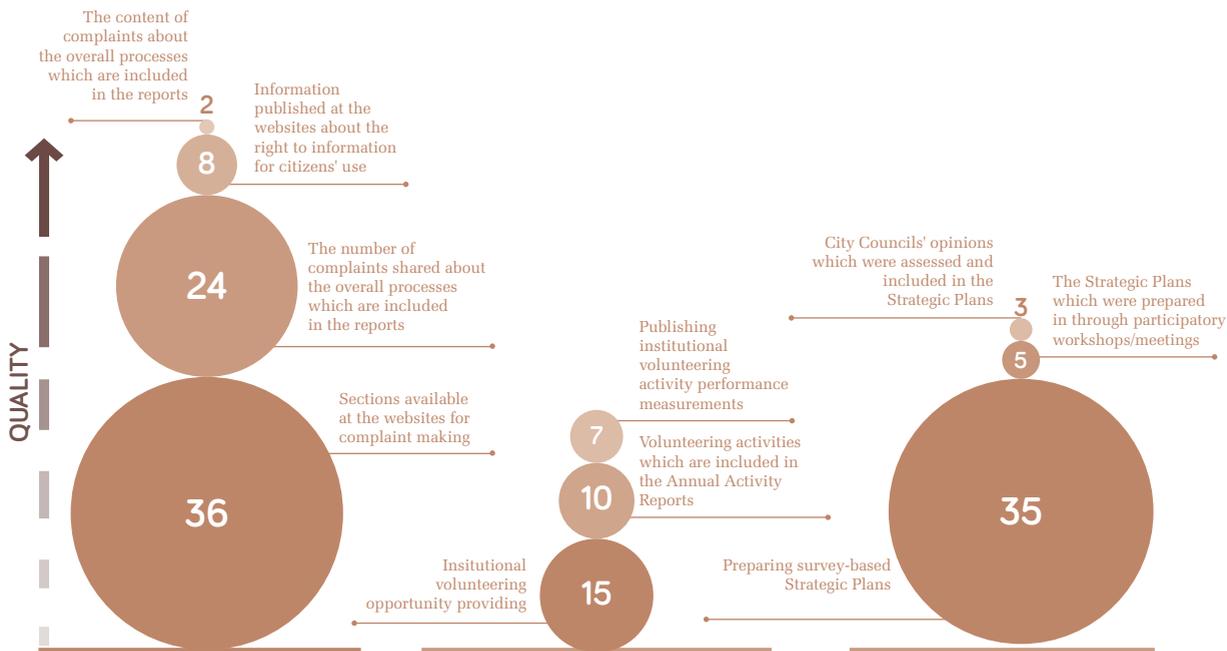
A data-based management and decision making in municipalities is a legal requirement under the Law No.5018 on Public Financial Management and Control where it is stipulated that the resources should be utilized efficiently and in line with the established purposes, and that the associated processes are carried out in a transparent and accountable manner. From another point of view, this legal provision requires municipalities to generate and use relevant data in all their activities and processes, and form the basis of their performance and communication.

During our study, it was found that in Istanbul districts' municipalities there were areas that need to be improved in their data-base decision making, utilization of resources, delivery of services and institutional development processes. Inadequacies were found in using the

relevant data in measuring the consistency amongst the strategic plan, budgets, activity report, performance program and final accounts report. Additionally, the justifications made in connection with the processes of setting strategic objectives and targets were not shared in a data-based manner. On a similar note, weaknesses were observed in sharing measurement and assessment data to reflect the consistency in structure, implementation, measurement, and learning. For example:

- None of the district municipalities shared information about the use of the municipality-owned fixed assets, the income derived from these assets, and the reasons for the current form of use.
- Very few municipalities shared the reasons, measured the impact and made a data-based assessment of the implementation of local social policies and delivery of services on the basis of neighborhood, social groups, and individuals.

Municipalities' adoption of a data-based management will generate many benefits such as greater effectiveness in expressing themselves to internal and external stakeholders, in setting up the processes, and in increasing and efficiently utilizing the resources which will result in greater citizen satisfaction.



COMPLAINING MECHANISM

Complaints are rich data resource for understanding citizens' dissatisfaction about the areas, types and degree of municipal activities. Municipal managements can use this information for improving their workings and services.

VOLUNTEERING

Volunteering is valuable institutional mechanisms for facilitating stakeholders to contribute their time and experience towards their districts improvement. Data-based information sharing about volunteering is important in terms of its use area, ways and degree of impact can be utilized in assessing the performance of management and promotion its activities.

INCLUSIVE PARTICIPATION

It is important to include various social groups in the process of Strategic Plan preparation in order to make it more inclusive. At this point, City Councils hold valuable participation access and information as the main institutional participation mechanisms.

Policy Recommendations

- **Formation of data-based decision-making processes:**
 - Municipalities have to increase their use of data, their record keeping and communication of these data and records.
 - All decisions should be data and evidence-based.
- **Data-based assessment of processes:**
 - Communication in participation and cooperation processes should be data-based.
 - Assessments should be made in a data-based manner and their results shared.
 - All activities (number of services delivered, resources spent/used, etc.) should be recorded from all aspects and in a data-based manner.

Recommendations for Legal Arrangements

- In order to adopt a data-based management approach full compliance should be ensured with the Law on Financial Management and Control. For this purpose, the Interior Ministry should prepare a communiqué in line with the document published by the Finance Ministry, General Directorate of Budget and Financial Control, titled "The Guidelines for Performance-Based Budgeting - Draft for Pilot Institutions" (2004) in accordance with which The Supreme Court of Public Accounts should carry out audits in municipalities.
- Municipalities' internal auditors should be trained in data-based assessment of processes and a regulation for implementation should be introduced to this end.

Ensuring Meaningful Participation of Stakeholders

A substantial number of district municipalities ensured participation of citizens in decision making processes through questionnaires. However, conducting a survey through questionnaires alone has proven to be inadequate in ensuring a meaningful and effective citizen participation. Use of questionnaires does not adequately promote dialogue and mutual learning, as they cover a limited number of issues chosen beforehand, while participation tools such as workshops, search conferences, or external stakeholder meetings help stakeholders understand each other, engage in discussions and boost transparency. Such participation tools are fruitful not only during the preparations for setting the targets, but also during the budgeting preparations. Throughout our survey, we found that none of the municipalities followed a participatory budget preparing methodology. Promoting participation in an organization raises the quality of decisions and activities. We observed that among the ones we surveyed very few municipalities adopted methods for a meaningful participation. However, seeking the opinion of stakeholders through surveys has become a common practice. Stakeholder engagement as much as possible,

- Raises the leadership decisions' level of adoption by the stakeholders,
- Increases the inclusiveness of objectives,
- Ensure higher citizen satisfaction in connection with the services.

Furthermore, sharing information beforehand with the stakeholders about the subject matter of a consultation meeting raises the quality of the suggestions and contributions to be made during the

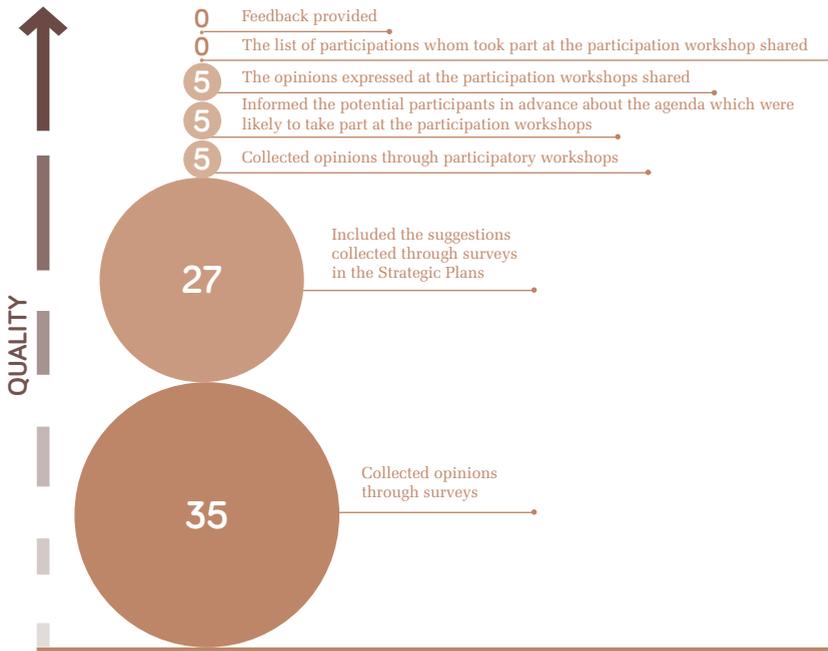
meeting.⁴ Sharing lists of stakeholders taking part in the meeting, the views they have raised, and the actions taken after the meetings builds mutual trust between the municipality and the citizens. **Currently structural arrangements are needed to enable the use and measurement of engagement methods (workshops, search conferences, external stakeholder meetings, etc.) which will build an effective participation environment.**

One of the structures that promote engagement of diverse social groups in municipal activities is the City Council. While it is not always observed, the autonomous character of the City Council requires the chair to be independent from the Mayor. Our study, carried out on the basis of the publicly shared data and information, revealed that City Councils have failed to ensure citizens' effective participation.

Greater inclusiveness of City Councils will help diverse social groups engage in decision-making more actively.

There are direct and more effective participation methods that can be used in short and mid-term decision making processes, such as neighborhood consultation meetings, opinion polls, public days, setting up neighborhood councils, and Internet-based engagement tools. Resource should be allocated to build a structure suitable for the use of such methods aiming at meaningful participation, for their implementation and measurement, all of which will raise the quality of the decisions to be taken.

4 For more detail please see “İstişare: Paydaşların Kararlara Katılımı” (Consultation: Engagement of Stakeholders in Decision Making), published by Argüden Governance Academy in 2017. http://www.argudenacademy.org/docs/content/ArgudenAkademi_IstisarePaydaslarinKararlaraKatilimi.pdf.



PREPARING STRATEGIC PLAN

Strategic plans are the most important area for participation as they determine the decisions and budget for 5 years. For the quality and impact purposes, participation should be inclusive as much as possible.

Policy recommendations

1. Participation covering different stakeholders:

- Municipalities should ensure participation of citizens, experts of the subject matter, professionals, in various different processes.
- Municipalities should adopt a policy of working in cooperation with the civil society, public institutions and universities.

2. Proper sharing of information with all stakeholders before the participation process:

- The meeting agenda, the venue, the mode of decision making, and relevant documents should be shared with all stakeholders before the participation meeting takes place. After the meeting the list of participants, views and suggestions raised, and the conclusions should be distributed.

- Each and every draft decision proposed should be published on the municipalities website or provided in written form sufficiently ahead of the meeting to give an adequate time for the stakeholders to read and develop an idea of the proposal.

3. Allocation of resources to ensure engagement of different groups of stakeholders:

- An understanding of participatory governance, both at internal and external levels, should be adopted and care should be taken to obtain views and suggestions of different groups of stakeholders. For a meaningful participation process a procedure should be developed and put into practice beforehand, and resources should be allocated to carry out work to raise the quality of participation.

4. Giving feedback about the suggestions made and decisions taken during the participation process:

- The outcome of the decisions taken in a participatory manner should be recorded and reported to the stakeholders involved.

Recommendations for Legal Arrangements

- The expression “**can attend and express his/her views**” in the relevant sub article of Article 24 of the Law No. 5393 on Municipalities which governs the participation in Specialised Committees should be replaced by the expression “**encouraged to attend and express his/her views**”.
- Article 8 of Law No. 3194 on Zoning should cover the preparation process of the zoning plans so as to ensure engagement of citizens, trade associations, and NGOs.
- Clear provisions should be added to the Zoning Law about the obligation to inform the public about the potential changes in zoning plans and to make the legal arrangements in this respect more understandable by the citizens.
- The following passage should be added to Article 5 of the Regulations on the Principles and Procedures to be Followed in Delivering Public Services: “**[The Administration] shall hold planned meetings to promote public services provided, to inform the fellow townspeople in this respect, to obtain their views and ensure their participation. The draft decisions should be presented to citizens a suitable time ahead of the meeting, their views should be collected and forwarded to decision making bodies.**”
- The Administrative Procedures Draft Law which is waiting to be tabled for 20 years now should be reviewed and forwarded to the Turkish Grand National Assembly. Provisions should be included in this law to ensure that all relations between the citizens and the public authorities, first and foremost those related to citizens’ approach to government agencies, are regulated in line with rules and procedures established beforehand, and that citizens are provided in advance the necessary information on the public services and investments to be made so as to enable them to take part in the relevant decision making processes.

Adoption of Integrated Thinking in Municipalities

Coherence among decisions in different processes ensures consistency within the organization. Consistency of documents related to these decisions, as well as setting and sharing the criteria of consistency enable continuous improvement, which in turn will boost trust in the organization.

Integrated thinking is about being aware of the link between the resources and the objectives, understanding the relations between the municipality and its various different processes and departments, and as a whole about the realization of the strategic targets.⁵ Integrated thinking (1) ensures that all stakeholders work to attain common goals and the value chain operates effectively; (2) supports the use of resources in accordance with the priorities; and (3) stimulates institutional development, effective risk management, and continuous improvement. In our analysis of decision making, resource utilization, service delivery and organizational development processes we found that, in order to ensure the adoption of integrated thinking, substantial

steps have to be taken in Istanbul district municipalities, both on general organizational level and on the level of specific processes.

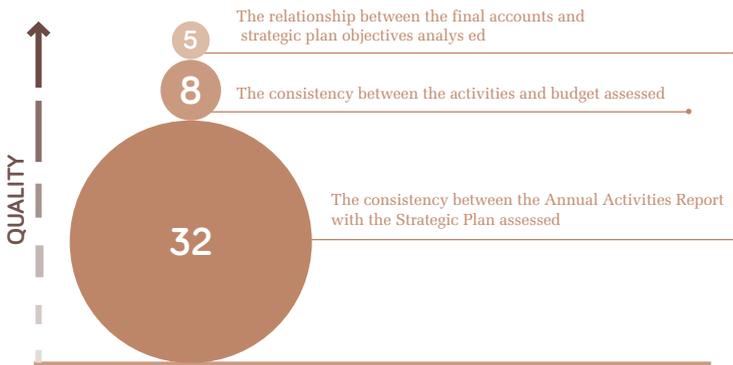
Strategic planning in decision making process is vitally important in many stages. The targets set in the strategic plan should be taken as basis in identifying the need for resources and in the delivery of services. To give an example, we found that the number of municipalities providing services to seniors was greater than those which had set the delivery of services to seniors as a target in their strategic plans.

Apart from unforeseeable situations, sharing with the citizens the need to increase or decrease the number or the scope of services will strengthen mutual trust. Similarly, there are areas that need improvement in allocation and use of resources in accordance with the strategic plan.

Integrated thinking supports stakeholders' ownership of shared objectives and efficient operation of the value chain.⁶

5 I, L. (2017). Entegre Düşünce. (E. Erimez, Trans.) Argüden Governance Academy publications, Istanbul.

6 Argüden, Y. (2017). Neden Entegre Düşünce? Entegre Düşünce (5-7). Argüden Governance Academy publications, Istanbul



CONSISTENCY OF THE REPORTS

Overall comparison of the Strategic Plan objectives, implemented activities and their impact with the resources used provide the main yardstick for the assessment of municipal management performance.

Policy Recommendations

- **Effective communication among different managerial levels and processes:**
 - An output focused and holistic management approach should be adopted in municipalities by ensuring regular communication and interaction among different managerial levels and processes.
 - Links should be established between internal (decision making, resource utilization, delivery of services, and organizational development) and external processes for efficient coordination.
 - Areas of convergences and contradictions should be identified beforehand and efficiently managed.
- **Consistency among plans and reports in different processes:**
 - Public services should be delivered by integrating top-level policies, primarily the strategic planning, programs and plans into the local governments' vision.

Recommendations for legal arrangements

- Administrative Procedures Draft Law should be enacted, taken into consideration and included in the legislation.
- Ministry of Interior should prepare a guideline for preparing strategic plans which is already defined in detail in Article 41 of the Law No. 5393 on Municipalities. In the preparation of this guideline which is to be introduced under a regulation, the above policy recommendations should be taken into consideration.
- In Article 41 of the Law No. 5393 the words "**fellow townspeople**" should be added to follow "**non-governmental organizations**" to enable participation of individuals without any membership with an organization. This is a requirement which is already laid down in Article 5 of the Regulation on Principles and Procedures for Strategic Planning in Public Institutions published in the Official Gazette dated 26.02.2018
- The following passage should be added to Article 74 of the Law No. 5393: "**Foreign institutions, organizations or local governments of which the municipality is a member, or with which the municipality partners in various activities shall be publicly disclosed. Also, at the beginning of each fiscal year the financial aspects of the activities conducted in the previous year shall be publicly disclosed.**"
- The following sub-article should be added to Article 77 of the Law No. 5393: "**An appropriate amount of allowance shall be added to municipalities' budgets for encouraging citizens to take part in voluntary activities.**"
- Aspects in connection with the voluntary activities should be included in the inspections conducted by the Interior Ministry's Inspection Board at municipalities, the assessments in this respect should be included in the inspection reports, and this should be clearly stated in the annual inspection orders.
- A provision should be added to the Inspection Board's Working Regulations to underline the municipality's obligation to read out the inspection reports at the city council, and also to disclose the reports publicly.

Generating an Environment of Continuous Learning by means of Measurable Indicators

An efficient cycle of learning generates continuous improvement culture in an institution. Transparent and accountable institutions, which encourage active participation, first and foremost create a climate where good governance can flourish. In this context we assessed the learning cycle environment in municipalities on the basis of 5 main criteria:

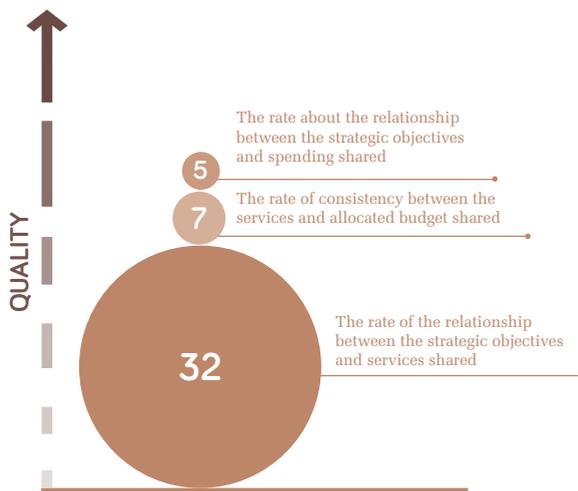
1. Presence of a structure compliant with good governance principles,
2. Effective and consistent implementation of the principles established by the structure,
3. Measurements done in connection with each implementation, and assessments of the results for continuous learning,
4. Resource planning for the transfer of the learning points to the structure and to the processes, and allocation of the resources accordingly,

5. Regular reporting in connection with the four points above.

During our study, we observed that municipalities could partially built structures suitable for good governance, as a legal requirement in some cases, or on their own initiative in others. It is understood that they had some difficulty in putting the structure into action and in making the connections. Below are the areas that needed improvement most:

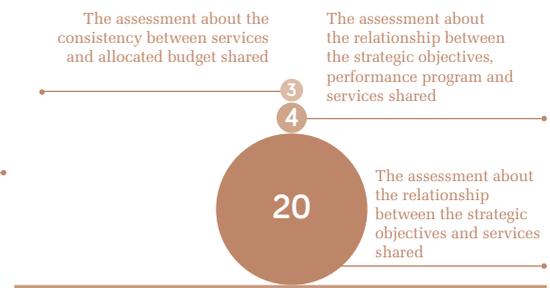
- Establishing monitorable performance criteria for the activities to be done,
- Measuring the results on the basis of these criteria and learning from the measurement results.

Setting and transparently sharing within the organization the performance criteria for each process, will help the employees develop their competencies in line with the targets set, and in ensuring continuous improvement in their performance. This will guide the organization in shifting from an input-oriented to output-oriented manner of operation. From our measurements we concluded that Istanbul districts' municipalities had a long way to improve their organizations by measuring their processes and learn from the results.



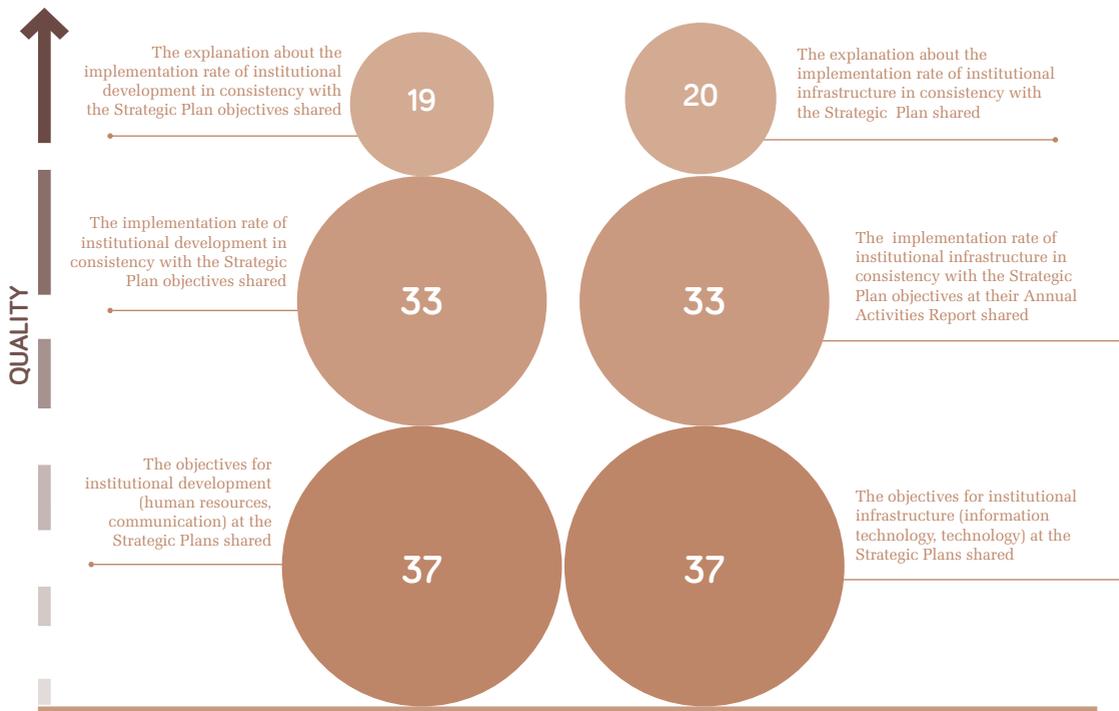
SHARING RATES

Publishing data about the consistency between objective, activity and resource with rates would be useful for comparison and learning.



SHARING RATES ASSESSMENT ABOUT THE INDICATORS

Explanation about any diversion or rise in the implementation of objectives with reasons has got critical importance for legitimacy/appropriateness. Overall assessments are also important way to inform every stakeholder in terms of continuous learning and development.



CONTINUOUS INSTITUTIONAL DEVELOPMENT

Institutional development activities are decisive for effective and efficient operation of municipalities. Provision of information about the content and implementation degree about institutional development activities promotes continuous development.

Policy Recommendations

• Setting and measuring key performance indicators

- The objectives should be translated into measurable and monitorable targets and success indicators.

• Sharing and learning from key performance indicators:

- Targets and measurements established for the indicators should be shared with the public regularly and in a data-based manner.

- The measurement results should be assessed to complete the learning cycle.

Recommendations for legal arrangements⁷

• Compliance with the provision “Results of inspections shall be publicly announced and submitted to the City Council for information” in Article 5393 of the Law no. 5393 should be made compulsory.

6 In order for the implementation of the mandatory provisions in the Law on Municipalities and other laws related to municipalities a number of communiques should be issued by the Prime Ministry, Interior Ministry and the Ministry of Environment and Urban Planning.

POLICY RECOMMENDATIONS FOR STAKEHOLDERS

There are actions to be taken for the promotion of good governance in local governments in compliance with the objectives of the Council of Europe, which our country is one of the founding members, and the provisions of the national legislation currently in effect in Türkiye. In the light of the findings of our study, we developed a number of recommendations for this purpose on the basis of various different stakeholders. We believe that the implementation of the below recommendations as a whole will support participatory democracy, sustainable development, and higher quality of life in our country.

Municipalities

- Participation should be carried beyond its symbolic meaning to become a lasting and effective tool in various different areas. Municipalities should share the participatory meeting agendas beforehand and the meetings should be conducted in a manner open to free discussions. The impact of the participation process after the meetings should be evaluated on a data-based manner, the evaluations should be reported and publicly disclosed.
- The stakeholders related to the processes of decision making, budgetary allocations, organization and evaluation of activities should be identified beforehand, and their participation should be encouraged. These processes should be performed by means of obtaining stakeholders' opinion, ensuring cooperation, entering in partnerships, and delegating certain tasks. All decisions of the municipalities, primarily those related to strategic planning should be made by presenting the reasons and a data-based analysis.
- For each target to be set and decision to be made measurable performance indicators should be identified and the activities should be assessed in the light of these indicators.
- A rational and data-based consistency should be ensured, and benchmarking should be made between the Strategic Plan, Budgets, Activities Report, and Performance Program.
- Administration and implementation processes should be planned and managed in an integrated and consistent manner. Cooperation should be enhanced between different administrative levels and managers, and integrity between internal and external processes.
- Processes should be become output-focused and data-based. All activities, together with their impact should be recorded, benchmarked and assessed for the purpose of improvement. The final total impact of decisions and practices should be assessed.
- All processes, including the decision making, should be communicated to the related stakeholders through suitable means and opportunities should be created for continuous interaction.
- Municipalities should regularly obtain citizens' and other stakeholders' views on the management processes by means of questionnaires, internet surveys, meetings and the like.

Citizens and NGOs

- Should promote an approach where municipalities' operation and activities are viewed from the perspective of good governance, improve stakeholders' participation and support citizens in seeking their rights.
- Seek information about the legally required processes and support their implementation at local level in line with good governance principles.
- Demands, complaints, opinions forwarded should be evaluated on the basis of concrete evidence and data, ambiguities and possibility of any biased approach should be ruled out.
- Stakeholders should change their positions vis-a-vis the municipalities from that of merely demanding and expecting services from the municipalities, to a position of actively participating, undertaking responsibilities, supervising, and contributing to activities.
- Citizens should ensure that they have adequate knowledge about their rights and responsibilities in relation to municipalities and make efforts for their fulfilment.
- Citizens and NGOs should acknowledge that good governance is a culture and therefore act in determination and patience in their endeavours for implementation of good governance.

Central Government

- Various practices should be adopted such as introducing new legislation, build capacity, conditional financing and Good Practice transfers to strengthen data-based, participatory and integrated good governance in municipalities.
- During the inspections by central government bodies, mechanisms and processes aiming at citizens' and NGOs' participation should be taken into consideration and sanctions should be imposed if necessary.
- Information and guidance should be provided to citizens in connection with the structure, operation, duties and responsibilities of municipalities.
- Actively provide opportunities, support and allocate resources for the transfer of outstanding good governance practices on international scale and for developing innovation.

Media

- In publishing news and articles related to local governments' activities, the media should act in an objective and data-based manner to support good governance approach, adopt an encouraging position, and also serve as an oversight mechanism in this respect.
- Convey expectations of, and difficulties experienced by the citizens, the civil society and other stakeholders to the public realm in an impartial, and evidence/data-based manner.
- Inform, encourage and guide the public in connection with good governance culture and practices in general.

RESEARCH METHODOLOGY DEFINITIONS

GOVERNANCE

Is the strategic task of setting an organization's goals, direction, limitations, and accountability frameworks. It refers to the processes and culture of how the officials are provided guidance and how oversight is exercised over them.

GOOD GOVERNANCE

Aims to gain the trust of all the stakeholders for the sustainability of the organization and its effectiveness. Is the adoption of an integrated culture open to continuous improvement where, for the sustainability of the institutions trusted by all stakeholders, care is taken for meeting the interests and expectations of stakeholders to be affected by the decision of the institution in an equitable and inclusive manner; a responsible attitude is adopted in the utilization of sources and decision making; attention is paid to sharing the reasons and possible consequences of a decision before the decision is taken, and the actual consequences after the decision is put into action in a transparent and data-based manner; and accountability is displayed in relation to the effectiveness of the decisions.

DEMOCRATIC GOVERNANCE

Requires public administration processes to enable democratic representation and participation of citizens; to provide for transparent performance of administrative and financial actions; to encompass the needs and demands of different sections; and enable cooperation between civil society and private sector.

PROCESSES

These are the stages of all municipal activities from decision making to allocation/utilization of sources; from providing services to citizens to the institutional operations encompassing consultation and control (including audit) phases.

**GOVERNANCE IN
DECISION MAKING
PROCESS**

Means the process through which the municipality takes all different types of decisions. It covers both comprehensive and long-term plans such as strategic plans, development plans, investments to be made, and also decisions as to whom, what and how the services will be provided. The decisions should be, as far as possible, data/evidence based, inclusive, of high quality, participatory and consistent with other decision-making processes.

**GOVERNANCE
IN RESOURCE
UTILIZATION**

Covers the use of all sources, monetary and in kind, in all types of municipal activities. It is indicative of not only areas such as annual budgets, human resources expenses, use of technology and consumable materials, but also more specific items such as the time spent, fuel consumed, cost of opportunity and the like. Governance of resource utilization requires the most possible effective and productive ways of using resources in implementing the decisions taken.

**GOVERNANCE
IN PROVIDING
SERVICES**

Covers all types municipal investments made, activities carried out and services provided as local commons. It requires that such activities performed under the decisions taken and by using the resources meet the community's needs and demands in the most suitable and efficient manner, and that the process of provision of the services in the most effective and equitable manner. Satisfaction surveys, analyses of complaints and requests, measuring the effectiveness of participation processes and other associated tools constitute the means to assess the quality of provision of services.

**GOVERNANCE IN
INSTITUTIONAL
INFRASTRUCTURE**

Municipalities perform their activities in the manner they are expected to, efficiently and effectively, which take place in a cyclic process. Governance of institutional infrastructure covers all components, including the utilization of human resources, management systems, technologies and procedures involved in every operational process, acting as a body, or a structure, in continuous motion. It is manifested in processes enabling the municipality to carry out its activities in the best way and in the best combination in terms of geographical and social circumstances, in an ethical manner, using the most suitable methods and means.

**GOOD GOVERNANCE
PRINCIPLES**

These are the principles guiding the implementing and improvement of good governance practices; in this sense they serve as guidelines to combine the laws, rules, procedures, norms and types of behaviour in an integral whole.

REPRESENTATION AND PARTICIPATION	Aims at a participatory decision-making process where different groups are properly represented, by means of using tools such as questionnaires, face to face interviews, consultation meetings, and the like.
FAIRNESS/EQUITY	Aims at eliminating discrimination by approaching different social groups in an inclusive manner in all processes, including decision making, resource allocation, provision of services, etc.
RESPONSIBILITY AND RESPONSIVENESS	Aims to ensure a responsible and responsive approach towards the environment, stakeholders, and both today's and future generations in decision making and resource utilization processes.
EFFICIENCY AND EFFECTIVENESS	Aims at data-based decisions, and their implementation with minimum resource utilization to generate best results.
TRANSPARENCY	Requires that the decisions, services, information on the resource utilization and the outcomes are shared with the public in full and complete, openly and without any distortion. Full and complete disclosure bears critical importance in winning and maintaining the public's trust.
ACCOUNTABILITY	Aims data-based accountability for decisions, including those in connection with resource utilization, and their results.
CONSISTENCY/ COHERENCE	Ensures that decisions and approaches adopted in various different times are consistent with each other, in an integrated manner.
LEARNING CYCLE	This encompasses the activities during processes, through which the organization performs operational practices, generating a continuous improvement culture. It aims to set up a purposeful structure, putting into practice the principles laid down by the structure and integrate these with each other, measure the success of each principle put into practice, assess the results to create an environment of learning, and allocate sources for improvement.
STRUCTURE	Aims to set up structures and methods for processes of participation, decision making, providing services and institutional improvement and sub-process thereof, where mechanisms and methods are developed in line with various different governance principles.

**IMPLEMENTATION
AND INTEGRATION**

Aims to put into operation the infrastructures for various processes in accordance with governance principles and to ensure that each implementation is in harmony with others.

**MEASUREMENT
AND LEARNING**

Aims to ensure that infrastructures for various processes are activated and integrated with each other and that the measurable performance indicators are determined for each activation. Additionally, the results of such measurements should be assessed for the re-improvement of the structure.

DATA BASED

Defines recording, interpreting and communicating of the reasons, decisions, activities and their results in a tangible, measurable and benchmarkable manner.

PARTICIPATION

Means the ability of all stakeholders to be affected by the management processes to create an impact in decision making, planning, utilization of resources, provision of services, auditing/evaluation processes by expressing their views, by making contribution and by their resources.

**INTEGRATED
THINKING**

Means dealing with different but complementary processes and activities as a whole and conceiving them in an effect-based approach.

RESEARCH METHODOLOGY: GOVERNANCE SCORECARD MODEL©

Dr. Fatma ÖĞÜCÜ ŞEN

With this research, we aim to contribute to the development of governance culture in local governments, particularly the municipalities, and support the efforts for raising citizens' quality of life. Following the reform process in municipalities that started upon the passage of the Law No.5393 on Municipalities, a municipality model harmonized with the internationally accepted norms was introduced. The Law empowered the municipalities in terms of their duties and authorities, and paved the way for a general recognition of good governance principles' importance. Creating a participatory, inclusive, transparent and accountable municipal structure was the main objective of this process.

The citizen is the heart of this research, which is conducted on the basis of objective and concrete data. In this context an evaluation is made, by making use of the data accessible to citizens, as to what extent a good governance approach has been embraced – an approach that would strengthen the citizens' trust in public institutions.

Our findings about the municipalities' implementation of good governance in different processes, in line with different

principles, and by means of learning and improving, constitute a guideline in this respect. This is the point where our study differs from currently available local and international studies on this subject. Readers will find a step-by-step description of practices that should be adopted in various areas by those municipalities where good governance principles are adopted and internalized. Help was sought from proficient academics and our Advisory Board members with their rich practical experience in this area, in identifying these steps and depicting the structure itself. Our Advisory Board's invaluable contributions to the work done served as a beacon in showing the best way to proceed. The guidance we received from, first and foremost, Fikret Toksöz, our project leader; from Dr. Yılmaz Argüden and ARGE Consulting as our founding donors; our Advisory Board Members Emeritus Prof. Korel Göymen, Prof. Ersin Kalaycıoğlu, Assoc. Prof. Erbay Arıkboğa and the retired governor Enver Salihoğlu was crucial in fulfilling our study's objectives in every aspect, especially in terms of the theory, measurement methods, legislation, and implementation recommendations.

Within the scope of this study out of 39 district municipalities of Istanbul 37 were subjected to an assessment, as the two municipalities excluded, that of Adalar (Prince Islands) and Şile, are not required to prepare a strategic plan under Law No. 5018. Our study, aiming to contribute to raising Turkish citizens' quality of life, covers Istanbul district municipalities inhabited by around 23.9 percent of Türkiye's 62 million population.⁸ Although the scoreboard we present to our readers is meant for Istanbul district municipalities, it provides an example for all municipalities in Türkiye. We intend to extend its scope to cover other provinces too, in the hope that it will also serve as a guideline to be helpful on an international scale as well.

OUR MODEL©

In this study we analysed good governance in municipalities on three aspects, each of which complements the other, and constitute an inseparable whole for municipalities committed to good governance culture.

First level is about the processes:

- Governance in the decision-making **process**
- Governance in resource utilization
- Governance in delivery of services
- Organizational infrastructure

The second involves good governance

principles⁹;

- Representation and participation,
- Fairness/Equity,
- Responsibility and responsiveness,
- Effectiveness and efficiency,
- Transparency,
- Accountability,
- Consistency/Coherence.

The third is related to the implementation of **measuring and learning cycle**:

- Establishment of a structure in line with good governance principles,
- Effective and consistent implementation of the principles set in the structure,
- Measurement of each implementation, and assessment of the results with a view to improve the governance climate.

GATHERING THE DATA

An important aspect of our work was the manner through which we gathered the relevant data. We took great care to maintain the citizen's perspective in collecting the data to be used. Local governments are areas where the citizens get into touch with the public administration most frequently, and they are among the bodies, which make the greatest impact on their quality of life. The citizen-centric conception of good governance in municipalities tends to gain ground on international scale.¹⁰ Therefore, four channels were used in gathering the relevant primary data, as described below:

⁸ On the basis of 2016 Local Governments set of data.

⁹ The principles taken as basis here are those cited in ARGE Kurumsal Yönetişim Modeli© published in 2007 and Dr. Yılmaz Argüden's book Keys to GOVERNANCE: Strategic Leadership for Quality of Life published in 2011 by Grave MacMillan.

¹⁰ <https://www.mckinsey.com/industries/public-sector/our-insights/implementing-a-citizen-centric-approach-to-delivering-government-services>

1. Information and data, such as reports, strategic plans, information related to financial performance, activity reports, etc., accessible by citizens through municipalities' web sites. These are collected in a data-based and objective manner by senior research specialists experienced in local governance.

2. Data obtained under the "citizens right to information" legislation. Law No. 4982 published in the Official Gazette No. 25269 sets the framework for exercising the citizen's right to information in line with the principles of equity, impartiality and openness, as prerequisites of democratic and transparent administration. All citizens can exercise this right. In a survey conducted by Baig, Dua ve Reifberg (2014) link was established between citizens' dissatisfaction and their inability to obtain response to their queries within a short time.¹¹ Therefore, it is very important for citizens the municipalities' success in concluding queries efficiently, fast and correctly. With this in mind we identified our topics, each involving at

least one good governance principle, for which we demanded information from a municipality. This stage of gathering data was conducted in cooperation with Sabancı University students. Each student asked information on a topic she/he chose, simultaneously from the 37 municipalities by following the legally required steps. We evaluated the responses obtained within the 15-day period laid down by the law. The responses delivered outside this period, or oral statements or lack of any response were considered as failure in responding the query on the part of the relevant municipality.

3. Another method we employed for obtaining data was the questionnaire we prepared for the neighborhood headmen. We gathered the questionnaire results and separately analysed these and reported for the purpose of this study.

4. Lastly, we examined the pieces of information, reports and meeting minutes published on the city councils' web sites, to evaluate the municipalities' good governance performance by looking at the role played by the city councils.

¹¹ Baig, A., Dua, A., Riefber V. (2014.) Putting Citizens First: How to improve citizens' experience and satisfaction with government services. McKinsey Center for Government

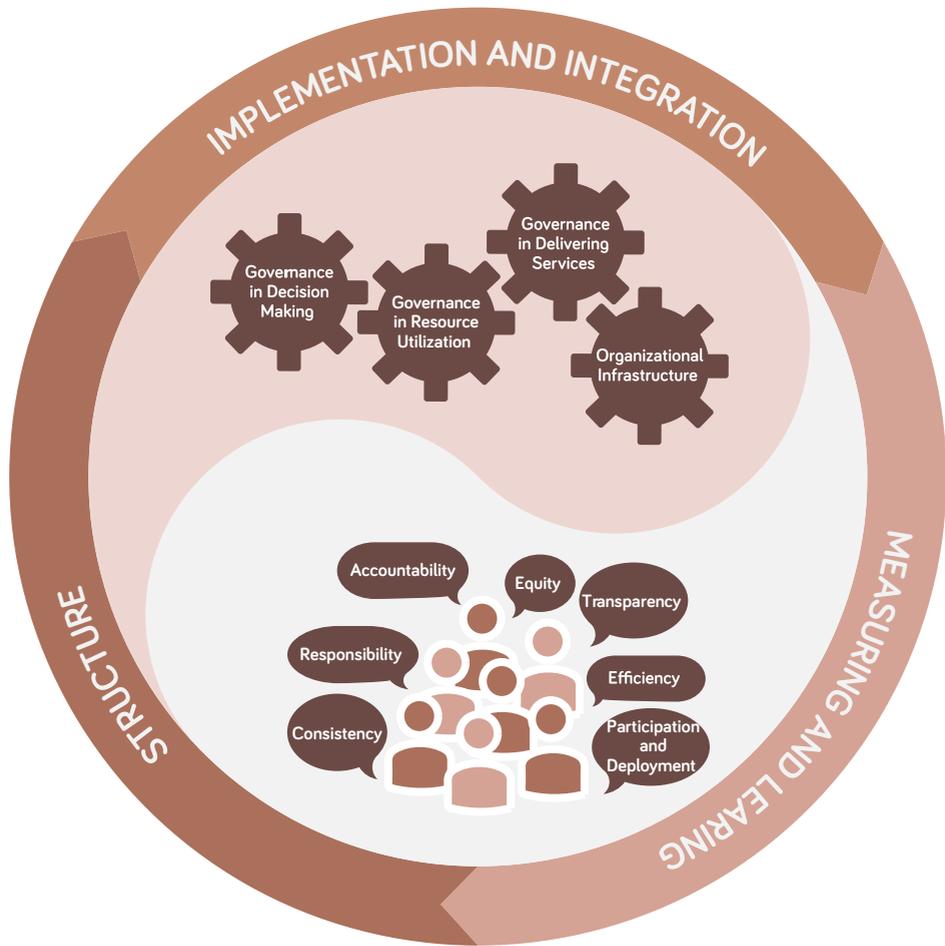


Figure 3. The Model© for the Istanbul Districts' Municipal Governance Scorecard from the citizen's perspective

GOVERNANCE PRINCIPLES FOR PROCESSES

Governance in Decision Making

As organizations undertaking the responsibility to raise the citizens' quality of life, municipalities have to work with greater efficiency and effectiveness to meet their growing expectations. While delivering higher quality services, the municipalities are expected at the same time to ensure citizens' inclusion in decision making mechanisms to raise the quality of the decisions themselves. Ensuring continuous improvement in public administration's decision-making processes is one of the most important prerequisites for a higher quality of life.¹² (Figure 2 below summarizes 2012 OECD Recommendations for Regulatory Policy and Governance.)

Decision making process starts with the municipalities' preparations for their strategic plans. Preparing strategic plans is a legal obligation of municipalities with a population over 50,000 under Article 41 of Law No. 5393, to be updated within 5 years if the need arises. The Law defines the strategic plan as "a plan laying down the public administrations' mid and long-term objectives, fundamental principles and policies, targets and priorities, performance criteria, methods for realizing their objectives and allocation of resources."¹³ In another word the strategic plan serves as a 5-year preliminary map where the municipality declares its strategic objectives. It is a guideline to be followed in identifying the yearly

services to be delivered, preparing the annual budgets in connection with these services and setting the performance criteria. Therefore, seeking the citizens' views while preparing this plan which will directly affect their lives, that is, creating an environment to ensure citizens' representation and participation in decision making, is a must, rather than a matter of preference. For an effective and quality participation a trust-based participation structure should be built. Below are the key preconditions for a meaningful consultation process (see Figure 3 below):¹⁴

- Prepare a list of stakeholders to participate in the process and make an effective planning;
- Gain insight into stakeholder's demands and needs, and develop an approach accordingly;
- For a purposeful participation make preliminary preparations and inform stakeholders in this respect;
- Build trust;
- Conduct a comprehensive and inclusive consultation;
- List the opinions/suggestions shared, give answers and decide which to put into action;
- Inform stakeholders of the decisions taken as a result of the consultation process and account for these decisions.

12 For more detail please see "Kamuda İyi Yönetişim" translated to Turkish and published by the Argüden Governance Academy in 2015, accessible at: http://argudenacademy.org/docs/content/ArgudenYonetisimAkademisi_KamudaIyiYonetisim_WEB.pdf

13 Quoted from Law No. 5393 on Municipalities.

14 For more details see the publication "İstişare: Paydaşların Kararlara Katılımı" translated into Turkish and published by the Argüden Governance Academy in 2017: http://www.argudenacademy.org/docs/content/ArgudenAkademi_IstisarePaydaslarinKararlaraKatilimi.pdf.

RECOMMENDATIONS FOR REGULATORY POLICY AND GOVERNANCE

<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">1</p> <p>Quality of Regulations Governments should aim at increasing the allround quality of the regulatory processes.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">2</p> <p>Communication, Consultation, Participation Governments' decision making processes should be transparent and participatory.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">3</p> <p>Supervision of Regulatory Processes Bodies should be set up to regularly supervise the decision making processes to raise the quality of decisions.</p>
<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">4</p> <p>Regulatory Impact Analysis Regulatory impact analyses should be an integral part of the governments' decision making mechanisms.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">5</p> <p>Assessment Decisions should be supervised to establish whether or not they are updated, consistent, streamlined, and purposeful in terms of cost and benefit.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">6</p> <p>Effectiveness of Regulations Findings in connection with the effectiveness of regulations should be extensively shared with the public</p>
<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">7</p> <p>Regulatory Bodies All regulatory bodies' competency to make objective, impartial and consistent decisions should be assessed</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">8</p> <p>Justice System Government agencies' decisions should be subject to an expeditious and effective justice system for efficiency of these decisions.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">9</p> <p>Risk Management Potential risks of regulations should be assessed, managed and communicated.</p>
<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">10</p> <p>Consistency Consistent implementation of regulations at central and local level should be ensured.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">11</p> <p>Local capacity building Local capacities should be increased, as the implementation and supervision of regulations take place at local level.</p>	<p style="color: #8B4513; font-weight: bold; font-size: 1.2em;">12</p> <p>International Cooperation Obligations undertaken by states under international conventions should be observed in every decisions to be taken.</p>

Figure 2: Recommendations for raising the quality of government agencies' decisions

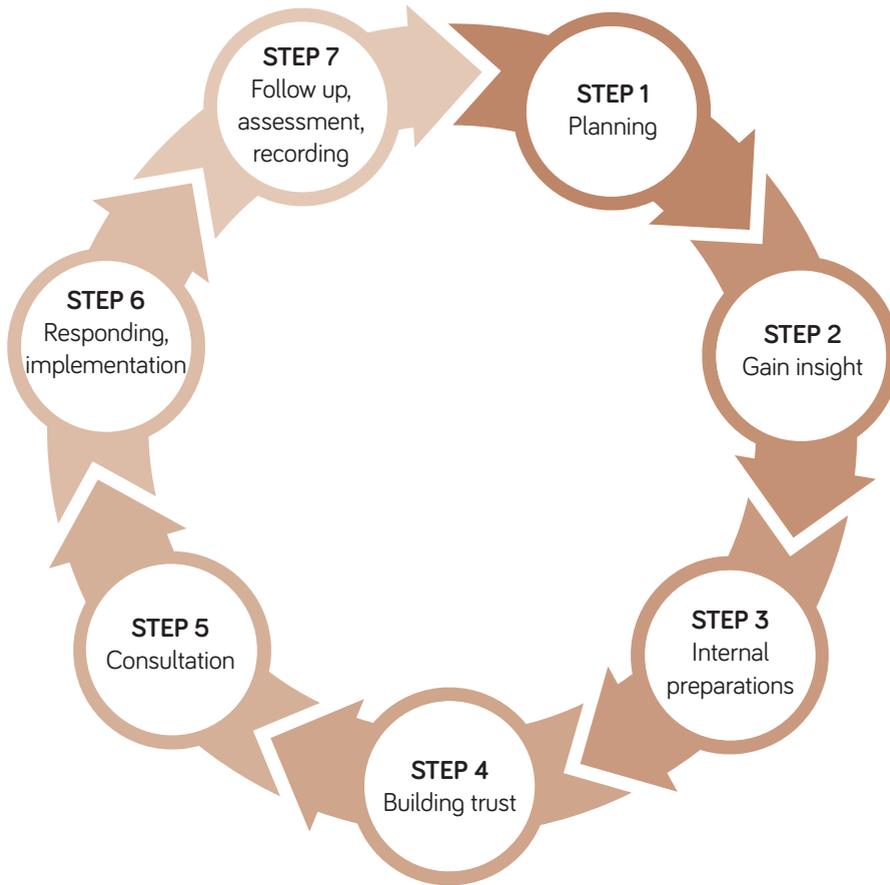


Figure 4: Steps for a meaningful consultation process

The municipality should be sure that views of the diverse sections of the population are sought. The question here is the municipality's obligation to deliver services to all citizens living in the district in an equitable manner. It will naturally arrange utilization of resources and make decisions accordingly. In line with the methodology of our study we aimed to establish whether or not specific objectives are set in connection with the below sections of the population:

- Women
- Young people
- Children
- Seniors
- The disabled
- The unemployed
- The Poor
- The homeless
- Immigrants
- Former convicts
- Families of martyrs and veteran soldiers
- Animals
- Ethnic and religious minorities

While the strategic plan is a fundamental document in decision making, an important decision-making mechanism is the City Council. Adopting a culture of transparency and **accountability** in decision making is a precondition of good governance. During our study we took as basis the municipalities' approach to displaying an accountable attitude in relation to the citizens and **transparency** in connection with the decisions taken (ensuring the access to City Council meetings' agendas and decisions, broadcasting these on the city council TV channel, etc.). We looked whether or not the Strategic Plan, Budget, Performance Program, and Activity Reports are published on the municipality's web site as a criterion of **transparency**. This is a critical aspect as this study is conducted on the basis of the information accessible to citizens. The documents which we, as citizens, could not gain access to, were not included in our analysis. In relation with the **accountability**, we adopted as one of the main criteria the ability of the citizens to easily gain access to the Mayor and members of the City Council, as the persons responsible for the decisions taken.

A **responsible** and **responsive** attitude in decision making, and the **effective** and **efficient** nature of the decisions taken are among the criteria set for good governance in the decision-making process. In this context in examining the extent to which responsibility and responsiveness in decision making and the decisions' effectiveness and efficiency are actually realised, we took as basis the inclusion of the following concepts and/or principles are included in the municipality's mission and vision, and in its Strategic Plan, for setting up a purposeful structure:

- Sustainability
- Good governance
- Efficiency and effectiveness
- Innovation

As for the operational efficiency of the municipality's organizational structure, we took as basis the measurements made, indicators are duly established so as the citizens can easily follow the processes, and the disclosures in connection with these indicators are shared with the public, as required by an efficient implementation and a measurable organizational infrastructure.

As mentioned above, many different types of documents are produced throughout the process of decision making. The concordance of different decisions with each other ensures consistency within the structure, which raises public's trust in the organization and enable integrated thinking.¹⁵ In our study, we sought consistency between documents produced in different areas as a result of different processes. Consistency of reports and documents, as evidences of decisions taken in various different processes, and the establishment and sharing of the criteria for such consistency activate the learning cycle which is a must for improvement.

What gets measured, gets improved.

What institutionalizes learning is to learn by measuring and benchmarking, to plan improvements and to allocate resources for this purpose.

¹⁵ For more detail see the publication "Entegre Düşünce" translated to Turkish and published by the Arguden Governance Academy in 2017.

Governance in Resource Utilization

Resource utilization is an important area where commitment to good governance is needed. Municipalities are bodies responsible for meeting citizens' common civic requirements, and also preserving in the most efficient manner the resources entrusted to it by the citizens and using them for citizens' maximum benefit. It's for this reason that in Ottoman Turkish, in the old times, the Mayor was called "Şehremeni" meaning the entrusted person and the organization of municipality as "Şehremaneti" meaning the office of the person to which the city is entrusted.

The municipal budget prepared in line with the Strategic Plan should reflect the right balance between the democratic representation and efficient financial management. Participation is vital in determining the objectives and performing activities, as well as in determining the resources needed. The outcome of the objectives and the activities to be performed are closely linked with budgetary allocations. Taking into consideration the citizens' opinions and suggestions in preparing the budget is an important indication of an open management approach. Direct participation of citizens in identifying the resources in line with the strategic goals is one of the critical steps in the transition from representative to participatory democracy. This enables the local governments to fulfil their responsibility to be accountable to citizens, and at the same time enables the citizens to exercise their control over local governments. In the model we present here, we examined whether or not, or the extent to which, the circumstances enabled participation of citizens, they were given the chance to voice their views, not only by means of questionnaires, but also by means of

consultation meetings, and more efficient participatory methods are adopted. We also considered the means with which the persons taking part in the processes were able to share their views and whether or not the decisions reflected their views.

Equitable and fair distribution of resources among diverse social groups in the municipal area is also a must for good governance. Trust to municipalities grow when the information and measurements in connection with the use of resources to meet the targets set for diverse social groups in the strategic plan are shared with citizens, and when improvements are made in the equitable utilization of resources accordingly. Also, resources should be allocated in those municipalities where sustainability is included in the municipal plans and objectives. Therefore, we also included in our analysis budgetary allocations made and sources used for sustainability purposes, as well as the practice of sharing the expenses made in this area as important indicators of being a responsible and responsive municipality.

Identifying the resources democratically and sharing them with the public in a transparent and accountable manner is among the most critical preconditions of good governance. In this context for the purpose of our study we assessed the presence of an infrastructure that enable sharing transparently the detailed resource needs, final accounting reports, updated rates of licencing of the enterprises active in the district. Providing information about the municipalities' assets and liabilities to the citizens and sharing with them the relevant explanations is also necessary for an accountable financial system. We took special case to see if the below documents, the realisation rates in these respects, and the disclosures made within this context are published on the municipality's website to assess the transparency and

accountability of the overall mechanism:

- Inventory, use and allocation of immovables
- Tax payment calendar
- Inventory of motor vehicles
- Finalised accounts of assets and liabilities.

Efficient and effective use of resources constitute another area we took into consideration for the purpose of this study. Maximum collection of receivables and sharing the collection details with the citizens are considered as an indication of municipality's efficient and effective resource utilization from a citizen's perspective. Sharing disclosures about the rate of income collection means that these rates are properly measured, the results are duly assessed, and the action plans in this respect are to be prepared. This indicates from a citizen's perspective that the municipality is a body where the cycle of learning is completed in terms of effective and efficient utilization of resources.

Lastly, the consistency of resource utilization decisions with other processes in connection with decision making and delivery of services is an indication of the presence of integrated consideration in the organization. From this point of view the relations, consistency and sharing of disclosures in connection with the below areas are evaluated without making an in-depth examination on the spot:

- Targets set in the strategic plan
- Need of resource
- Final accounts

Governance in Delivery of Services

Decisions taken by municipalities are put into action through their allocation and utilization of resources, activities they perform, and the services they deliver. In addition to meeting citizens' need and expectations, building long term local infrastructure, planning and social reinforcement are all made possible by the municipal activities and services. For the purpose of our study, we analysed citizens' representation and participation in the delivery of the services, just as the case with decision making and utilization of resources. We conducted our analysis on the basis of citizen opinion polls and surveys. Municipalities taking into consideration the citizens' views on the services they provide look through and evaluate the results, and inform the public about the outcome.

Also, municipalities where good governance prevails ensure equitable delivery of services and fulfilment of the objectives laid down in the strategic plan for different social groups. We assessed during our study whether or not the services are equitably delivered in an inclusive manner to all the social groups below and also the performance indicators in connection with these services are properly shared:

- Women
- Children
- Seniors
- The disabled
- The jobless
- The poor
- The homeless
- Immigrants
- Former convicts
- Families of martyrs and veteran soldiers
- Ethnic and religious minorities

One of the key tools for a sustainable development is adopting responsible and responsive approach and working in an efficient and effective manner in delivering the services as is the case with the decision making and utilization of sources. A responsible citizen is aware of his or her responsibilities not only for himself or herself, but also for the world and the environment. Keeping this in mind, municipalities should provide opportunities for citizens who are willing to carry out voluntary activities, share information about such opportunities, measure and share the outcome of such activities. Another area we included in our analysis was the recycling activities that have to be carried out by the municipalities for the sustainability of the nature. Effective and efficient delivery of services requires consultation with citizens, making the necessary measurements and self-improvement. Below are the major methods for measuring the success in the delivery of services:

- Citizen satisfaction surveys
- Opinion polls
- Complaints and demands forwarded by the citizens.

Keeping records of the data obtained through the above methods, making measurements and learning from the measurement results bear critical importance. Continuous improvement can only be achieved by means of measurement, benchmarking and learning. Recording complaints and/or demands received from citizens and their classification according to their subject matters, followed by their effective evaluation, reassure the citizens that their feedback is duly taken into consideration. Sharing the results of the satisfaction surveys and the actions taken with respect to the complaints is also important for increasing the citizens' trust in the municipality.

The City Council was at the heart of the public administration reform introduced in the early 2000s in Türkiye. These bodies are among the major tools for the democratic nature of the municipal activities and services. Transparent and accountable operation of city councils, and their holding regular meetings reinforce good governance in the delivery of services. A crucial element in decision making which is the main function of the city council is the specialised commissions, consisting of city council members and carrying out detailed studies and evaluations on agenda items. These commissions may seek experts' opinion and prepare commission's opinion in a participatory manner to increase the reliability of decisions to be taken. Transparent sharing of information in connection with the city council commissions, the details of their meetings and their reports were among the areas we looked into while conducting our research.

Just like the decision making and utilization of resources, in delivery of services as well, we cannot improve a performance if we cannot measure it. To improve the quality of their services, municipalities have to set the performance indicators while setting up the structure of a given service, measure their performance during the implementation, assess the results and identify the areas to be improved. In addition to accountability, learning from the results is also important for the improvement of the structure.

Many areas in municipalities are complementary of each other. The targets set in the strategic plan, resources allocated and used for this purpose, and the services delivered are like dominos affecting one another. Therefore, it is a must to consider the decision making, utilization of resources and delivery of services as an integral whole.

In view of the above we took into consideration the below elements while conducting our research:

- Conformity of the annual report with the targets cited in the strategic plan
- Conformity of the activities with the budget prepared at the beginning of the year.

Organizational infrastructure

The crucial point complementing all the processes we mentioned above is the organizational infrastructure where the effective supervision and meaningful consultation processes take place. A powerful organizational capacity is the key for municipalities' putting into practice the decisions they take, their utilization of the resources and the activities they aim to perform in the most effective and efficient manner. An effective organizational infrastructure requires ethical, transparent and accountable performance of the consultation and supervision processes. An environment of trust enhances the capacity to carry out partnerships and joining forces for a common purpose.

In local governments there are representative actors on different levels. One of the most important actors in this respect is the headmen conveying the democratic voice of the citizens. For a truly democratic governance the municipality should regard headmen as a key stakeholder and ensure their representation and participation in the municipality's institutional consultation processes. The below criteria were taken as basis in our evaluation of the municipality's relations with the headmen and the ways with which the neighborhoods' participation is ensured:

- The presence of neighborhood headmen ship offices within the municipality's organization;

- Municipality's holding meetings at least monthly with the neighborhood headmen for consultation purposes;
- Consultation meetings with citizens to identify the needs on neighborhood level;
- Keeping records of the consultation meetings with headmen and citizens in the neighborhoods and sharing the number and content of the meetings;
- Municipality's offering opportunities for participation of citizens.

An organization can only display responsibility, responsiveness and equitable attitude towards its stakeholders if it acts the same way within the organization itself. An indication of the municipalities' equitable approach is the establishment of clear ethical values in delivering equitable services and respect to citizens' rights, and the presence of ethics commissions working effectively. An equitable delivery of services is complemented with commitment to ethical approach, which is one of our criteria we took as basis for the purpose of our study. A policy for offering equal opportunities to everyone, the presence of a department responsible for the implementation of this policy, and communicating the actions taken in line with the equal opportunity policy are important evidences proving the municipalities' commitment to equity. Sharing these commissions' meeting minutes with citizens is another factor that would play a significant part in building relations of trust.

Promoting innovation for the purpose of improving organizational capacity, communication of these innovative practices and putting them in action always support overall effectiveness and efficiency of municipalities. In this respect we examined the below aspects for an assessment of the municipalities' innovation capacity:

- Effective performance of R&D activities
- Presence of smart telephone applications
- Organization of in-house trainings
- Employment of an internal auditor
- Presence of a certified quality system.

As this study is based on the data accessible by the citizens through the Internet or by means of the citizens' right to information, citizens' access to information is central for us. Also, the presence of an updated, efficiently working website where the citizens can obtain any piece of information they need bears critical importance. Similarly, the presence of a section in the website where citizens are encouraged to exercise their right to information, and where they can communicate their demand for a piece of information, is a criterion indicating the municipality's commitment to transparency. As an indication of the proper operation of the system, such demands should be recorded, taken into consideration, and the results should be shared with the relevant citizens. Below are the documents which should be accessible by the citizens and which we sought for the purpose of our study as indicators of a transparent sharing of information and a proper fulfilment of the principle of accountability:

- Supreme Court of Public Accounts report and a statement evidencing that the report is duly taken into consideration
- Internal Auditing Report
- Audit Report of the City Council
- The meeting agendas and minutes of the City Council Zoning Commission
- Updated city zoning plans
- Contracts awarded by the Municipality.

Organizational infrastructure of a municipality complements the

governance in decision making and delivery of services. Therefore, an ethical organization strengthens all other processes in the municipality. In this context for the purpose of assessing the consistency in the organization we also looked whether or not the objectives for organizational improvement and institutional infrastructure, and their rates of realization are shared.

EVALUATION OF THE CONTINUOUS LEARNING CYCLE

In our study we evaluated the operation of municipalities from the citizens' perspective in three areas. The first two are the processes and their conformity with good governance principles respectively, both of which we dealt with in detail above. The third, and perhaps the most important one is the learning cycle covering the actions taken for the establishment of a continuous learning environment within the organization.

An effective learning cycle enables the creation of a continuous learning culture within the organization throughout the processes with which the activities are performed. We examined the learning cycle within a municipality on the basis of three phases:

1. Setting up a **structure** that is in compliance with the good governance principles;
2. **Effective implementation and integration** of the principles adopted by the structure; and
3. **Measuring** each implementation, **evaluating** the results, and learning therefrom.

Various structures (workflows, organizational structure, principles, policies, etc.) are being set up within the

municipalities both as a legal obligation and for organizational purposes. Basic standards have to be established for these structures in connection with the tasks in question, which will ensure a data-based and consistent from the view point of principles and the vision of the organization. In our study we analysed the structure which is expected to lay the basis for the governance of municipality's different processes. The structural steps we took in the evaluation of the governance of processes in general terms are as follows, although this is included in the App.1 – The Guideline in detail:

In relation with the decision-making processes:

- An effective consultation structure for ensuring citizens' participation;
- Presence of objectives in the strategic plan for various different social groups.

In relation to the governance in resource utilization:

- Detailed resource needs;
- Accessibility of the financial documents such as final accounts reports, etc. by the citizens in a transparent and accountable manner.

In relation to the governance of service delivery:

- Sharing the details about the work of commissions in a transparent manner;
- The presence of systems to obtain citizens' views by means of citizen satisfaction surveys, opinion polls, etc.

In relation to the organizational infrastructure:

- A structure duly set up for consultation with citizens at neighborhood and district levels;
- A structure duly set up to receive citizens' demands, wishes, and complaints;
- Formally adopted organizational policies and values;

- Presence of an efficient supervisory/auditing mechanism.

In relation to all the above processes the below aspects are assessed:

- Internalization of good governance principles in the municipality's mission, vision and plans; and
- Consistency between various different processes, plans, programs, and services.

Setting up of a structure in conformity with the principles adopted by the organization is the starting point of an efficient and effective operation. However, the structure is not adequate on its own; an efficient operation of the structure is as important as the building of the structure. This phase is examined on the basis of the implementation and integration of the learning cycle.

The efficient operation of the structure for an effective consultation process is as important as the setting up of a consultation structure in the context of the implementation of good governance in decision making. The below phases constituted the basis of our evaluation of a purposeful participation process in the light of the data shared with the citizens:

- Providing beforehand information to external stakeholders to be included in the participation process;
- Evaluation of the feedback thus obtained;
- Inclusion of the views and opinions received from citizens into the discussions on the relevant subject matter;
- Setting strategic targets for each social group;
- Municipal reports, plans, city council's decisions and other associated data shared on the municipalities' website.

For the purpose of our study we examined the extent to which activities in connection with the resource utilization processes were performed by means of effective

consultation processes. As regards governance in delivery of services, proper operation of mechanisms used for obtaining feedback from citizens, as well as the extent to which the decisions associated with the strategic objectives for providing services to diverse social groups were put into action.

Another area we looked into as regards organizational capacity and integration was the proper operation of the consultation mechanisms set up at neighborhood and district levels. To give an example the municipality should hold meetings with neighborhood headmen at least once a month and organise gatherings with neighborhood representatives for consultation purposes. As mentioned in the Structure section, we evaluated the approach to the processing of the wishes, demands, complaints and queries for information received from citizens, as well as sharing the results with them. Also, whether or not the Internal Audit Reports are shared with the citizens, and the City Council auditing commission is actively operating were the subjects we looked into. Another topic we took into consideration was the presence and proper operation of commissions responsible for the implementation of the organization's values mentioned in the Structure section above.

The understanding that "what is not measured, cannot be improved" is central to organizations which adopt good governance principles in their fields of activity. In order for a system that encourages participation, that embraces the principles of transparency and accountability, it should first and foremost generate a climate favorable for the flourishing of such a culture. Just like a seed that cannot burgeon if it cannot find the suitable soil, water and sunlight, good governance cannot grow if it cannot find the suitable environment. Once the convenient circumstances are generated

and the proper structure is built, the key to improving the structure is to measure and learn from the results of the measurements made.

For a powerful motivation to improve the performance of municipalities where creating value for the citizens is central, first and foremost structures should be constructed in conformity with good governance principles for each and every process, the activities performed on the basis of these structures and measurements made for the performance criteria that can be easily monitored.¹⁶ Sharing the measurement criteria transparently within the organization enables the employees to develop their competencies and continuously improve themselves. In this way local governments become output-oriented rather than input-oriented. Furthermore, shifting to a citizen-centric quality service approach will contribute to the efforts for increasing citizens' welfare. In this section our study sought whether or not the criteria were set for the activities, the measurements done, and their results are evaluated and shared. Below are some examples of the criteria set:

- As regards the consultation process:
 - Number of meetings;
 - Sharing of the lists of participants;
 - Suggestions raised during the meetings and their evaluation;
 - Sharing of the meeting minutes;
- Communication of the results of the performance criteria set for the processes;
- Sharing of the incomes realised, the realisation rate of the budget, and tax collection rates;
- Sharing of the realization of the targets set.

¹⁶ Argüden, Y. (2004). *Geleceği Şekillendirmek*. Rota Publishing House, İstanbul.

What is critical in this section is that the figures obtained from the measurements are not included in our study. We focused on the accessibility of the measurement figures by the citizens whenever they feel the need. The figures shared in connection with the measurements were not subjected to a deliberate analysis, but were taken into consideration to establish the presence of good governance culture, in view of the fact that different stakeholders may have different priorities. The important point here is the presence of an infrastructure that enable each stakeholder to make an evaluation from his or her own perspective, to submit his or her views and suggestions to the relevant managerial positions and obtain information about the outcome.

In our study we focused on the generation of a climate where good governance can flourish. The data obtained were not examined for rating the municipalities' performance, as we acknowledge the fact that different stakeholders may have different priorities. The important point here is the presence of an infrastructure that enable each stakeholder to make an evaluation from his or her own perspective, to submit his or her views and suggestions, and obtain information about the outcome.

COMPARING THE MODEL[©] WITH OTHER STUDIES

We carried our Governance Scorecard project with the aim of analysing and evaluating the good governance climate in district municipalities of Istanbul from a citizen's perspective. This study, conducted in compliance with international governance principles, based on the current Turkish legislation, and developed to support continuous improvement by means of measuring, is aimed to be a guideline and learning tool for citizens, various actors and institutions.

The municipalities' governance scorecard methodology and its supplement, the Guidelines, prepared by the Argüden

Governance Academy, under the leadership of the Advisory Board members, and with the support of ARGE Consulting, carries good governance beyond its conceptual framework to provide critical tips for putting it into practice. In other words, this research offers a guideline for municipalities how to best use good governance in various areas and processes. The governance scorecard model supports first and foremost active citizenship by putting the citizens' ability to probe into and to evaluate the municipality's performance. At the same time our study shares with the readers the ways, methods and examples of participation of other stakeholders (NGOs, headmen, etc.) in governance processes and democratic, civic supervision.

This study, while taking as basis the local legislation, took into consideration the international literature in this field as well, and made use of the measurement and assessment approaches adopted by the international organizations such as United Nations, European Union, and the Organization of Economic Cooperation and Development (OECD). Furthermore, the democratic governance approach and principles adopted by the Council of Europe, of which Türkiye is a founding member, were taken into consideration as well. In this context the Valencia Declaration of the 15th European Ministers Conference adopted on 16 October 2007 was very enlightening for us. Türkiye, as a member of the Council of Europe, declared its commitment to the principles and steps laid down in the "Good Governance and European Label of Governance Excellence (ELoGE)" model endorsed by the Committee of the Ministers of the Council of Europe in 2008 (please see App. 3 for details). Our municipalities' governance scorecard model also took into consideration Türkiye's position in the Council of Europe in this respect and embraces the same principles. Other international works in this field can be found in Table 1.

Table 1. Examples of studies on an international scale measuring good governance practices in local governments

PUBLISHED BY	UN HABITAT	THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT I (USAID)	COUNCIL OF EUROPE	ARGÜDEN GOVERNANCE ACADEMY
TITLE	<i>Urban Governance Index</i>	<i>Measuring and Strengthening Local Governance Capacity: The Local Governance Barometer</i>	<i>Good Governance and European Label of Governance Excellence (ELOGE)</i>	<i>Municipalities' Governance Scorecard©</i>
OBJECTIVES	An advocacy and capacity-building tool to assist cities and countries in monitoring the quality of urban governance.	Arrive at quantitative measures for good governance indicators to enable a comparative analysis between different situations, an understanding of the evolution of factors of governance, and evaluate the impact of interventions.	Assist local authorities in living up to good governance principles and thus delivering better services to citizens.	Measure the extent to which good governance culture is put into practice in local governments on the basis of data publicly shared and support continuous improvement efforts.
YEAR	2003	2007	2008	2017
METHODOLOGY	Index	Barometer	Comparative Assessment	Scorecard
PRINCIPLES AND INDICATORS	4 principles and 25 associated indicators	5 principles and 22 associated indicators	12 principles, 42 activities and 97 indicators associated with these principles	3 main approaches, 14 criteria and 227 associated indicators
DETAILS OF PRINCIPLE/INDICATOR	<ol style="list-style-type: none"> 1. Efficiency 2. Equity 3. Participation 4. Accountability 	<ol style="list-style-type: none"> 1. Transparency, rule of law 2. Civic participation 3. Accountability 4. Effectiveness 5. Equity 	<ol style="list-style-type: none"> 1. Fair elections, representation and participation 2. Responsiveness 3. Effectiveness and efficiency 4. Openness and transparency 5. Rule of law 6. Ethical conduct 7. Competency and capacity 8. Innovation and openness to change 9. Sustainability and long-term orientation 10. Sound financial management 11. Human rights, cultural diversity and social cohesion 12. Accountability 	<ol style="list-style-type: none"> 1. Processes of governance <ol style="list-style-type: none"> a. Governance in decision making b. Governance in resource utilization c. Governance in delivering services d. Organizational operation 2. Principles of governance <ol style="list-style-type: none"> a. Representation and Participation b. Fairness/Equity c. Responsibility and Responsiveness d. Effectiveness and Efficiency e. Transparency f. Accountability g. Consistency/Coherence 3. Learning Cycle <ol style="list-style-type: none"> a. Structure b. Implementation and Integration c. Measuring and Learning

SCORING METHODOLOGY

In the study Istanbul District Municipalities Governance Scorecard evaluation was made on the basis of 227 indicators applicable to processes, governance principles and learning cycle. All criteria are constructed in a manner to enable an objective. Our analysis did not aim at measuring the municipalities' performance, but at seeking the presence of an environment and a climate where good governance can flourish. The data we obtained during the research were subjected to a scoring, where each category is assigned specific weightings and the scores are identified through this weighting system. Below are the weightings for each category:

- **Governance of Processes**
 - Governance in decision making
 - Governance in resource utilization
 - Governance in delivery of services
 - Organizational operation
- **Principles of Governance**
 - Representation and Participation
 - Fairness/Equity
 - Responsibility and Responsiveness
 - Effectiveness and Efficiency
 - Transparency
 - Accountability
 - Consistency/Coherence
- **Learning Cycle**
 - Structure
 - Implementation and Integration
 - Measuring and Learning

RESULTS

İnan İZCi

The Project “Municipal Governance Scorecard of Istanbul’s Districts – From a Citizen’s Perspective” was carried out with the purpose of strengthening local democracy, and inclusive sustainable development; and raising the quality of life in Türkiye, and Istanbul in particular. Research was conducted to reveal as to where and to what extent the municipalities implemented good governance in line with the international good governance principles and in a manner to promote continuous improvement. We adopted a citizen-centric approach in line with the democratic sovereignty concept, and by relying on the data publicly accessible through the Internet. The municipality scorecards and the findings below should be considered within this context.

Citizens are the ultimate beneficiary of all types of public investments, policies, and services. For this reason, citizens should be in a position to obtain information on the public administration’s activities that they have an interest in, to participate in governing processes, have access to the services and exercise oversight. On the other hand, municipalities are leading stakeholders that are expected to build and ensure proper operation of democratic governance at local level. We aim to contribute to municipalities’ efforts to improve democratic governance within their structure and throughout their

operational processes. We hope that the results of this scorecard survey will be helpful mainly for primarily the citizens and the municipalities.

Under present circumstances central government institutions do not have the adequate capacity and resources to solve the problems faced by the cities, meet the needs and respond to the demands of citizens. The state, together with its central and local agencies, has limited authority, information, and resources. This is the reason why efficient management of cities necessitates cooperation and participation. Various different stakeholders (citizens, NGOs, enterprises, universities etc.) have to take active part in the efforts to protect and promote the city’s shared values and common interests. On the other hand, the ability of these stakeholders to contribute to the governance processes with their views, demands, and resources depends on the presence of an accountable and participatory culture, and an environment of trust. In view of the above, management of districts by municipalities in a democratic, inclusive, integrated, efficient and effective manner depends on setting up and effective operation of democratic governance at local level.

Istanbul is a global megacity. It has at the same time a central position in Türkiye in terms of demography, economy, culture, and politics. The city is also a

source of wealth for humanity due to its thousand years of history, its unique geographical, natural and cultural characteristics. However, Istanbul is facing some ever-growing stresses under the influence of developments in the world and in Türkiye. With the continuously changing conditions, new threats and opportunities emerge. The management of municipalities in a data-based, participatory and integrated manner will enable Istanbul's development and raise the quality of life in the city.

Good governance in Istanbul requires interaction and harmony on neighborhood, district, metropolitan, and national levels. On the other hand, a horizontal communication, interaction and cooperation is also needed between the public sector, civil society and the private sector. In all management processes (decision making, utilization of resources, delivery of services and supervision) use of data, participation in decision making and cooperation bear critical importance. Quality and inclusiveness of decisions contributes attaining more satisfactory processes, results and impact. We believe municipalities' adopting democratic governance in their own institutions and districts will raise the possibility of a more inclusive management of Istanbul and Türkiye.

During our scorecard evaluation, we used the data collected in measuring and assessing the extent to which the municipalities implemented the good governance principles in their governance processes, stakeholder relations and activities. The scorecards of all municipalities were shared with them to help them identify their strengths and weaknesses, thereby to make improvements in their areas of weaknesses, taking as basis the governance of processes, good governance principles and the learning cycle. We hope

the areas needing improvement indicated in the scorecard section, the Guideline we present in the Appendix, and the good examples we share in this section will be of help. During our research we came across exemplary good governance practices in every municipality.

It is important here to underline that the scorecards are not meant to measure the management quality or performance of the district municipalities. Rather, we attempted to reflect the internal and external environment of governance where a democratic and efficient management is expected to operate, the quality of interaction with stakeholders, and the quality of practices in this respect are measured. The scorecards give the big picture of good governance in Istanbul on district municipality level within an integrated framework. Looking at the district scorecards as an integral whole, on the other hand, offers the opportunity of identifying the common strengths and weaknesses in Istanbul in general. Making an assessment of the implementation of good governance in different processes and areas enable to gain a more realistic and implementation-based insight into governance within the framework of the learning cycle.

EVALUATION OF ISTANBUL DISTRICT MUNICIPALITIES

Results With Respect to the Governance of Processes

Governance in decision making

Law No. 5393 on Municipalities provides that the district municipalities should deliver local common services specific to the district, in line with the local conditions and the needs of social groups, and in compliance with the central administration's policies and plans.

In accordance with the general public administration's policies, these services should be compatible with human dignity and human rights, and delivered in an impartial and transparent manner.

In view of the role played by the municipalities, setting an agenda and making the decision is the main defining phase as far as their operation is concerned. All other managerial processes, such as forwarding the issues to the institutional consideration, setting the priorities and defining the targets, take place in this stage. Ensuring that the decision-making process is data-based, participatory, and inclusive is of critical importance for the adoption of democratic governance culture in municipalities.

Strategic plans constitute the basic agenda and decision-making framework by defining the municipality's 5-year management vision and the main issues to be dealt with. The objects, targets, and activities defined in the strategic plan should be based on measurable indicators. During their preparation the current situation in the district, and possible threats and opportunities should be established to present a future vision. Based on this picture, the objectives, the target for their realization, activities and measurable indicators are determined for each year. The local objectives have to be consistent and integrated with the central administration's development plan, program, and other policies. Municipalities' strategic plans also serve as a basis on which the budgetary/resource allocations to be made. In other words, all resource utilization has to be in accordance with this plan. All activities, services and expenses should be recorded and reported. Also, the annual activity plans should be shared with the public and their accessibility should be ensured. Preparing the strategic plans in a data-based, participatory, inclusive and

consistent manner raises the quality of municipalities' management and decision-making processes.

It is observed that 35 district municipalities in Istanbul used questionnaires to obtain the views of external stakeholders (citizens, headmen, NGOs, etc.). Our research done on the data shared with the citizens showed that the remaining two municipalities had not used any consultation method. As an example of improvement, five municipalities organized consultation meetings that offered the opportunity of effective and meaningful engagement. As is mentioned in the Methodology section of this study, the use of questionnaires alone proves to be inadequate means of engagement, as questionnaires cover only a limited number of topics, do not offer an opportunity of dialogue and mutual learning. On the other hand, workshops, search conferences and external stakeholder meetings are powerful tools of participation by enabling the participants to understand each other, and to engage in discussions in a transparent environment. Obtaining the views of as many stakeholders as possible during the preparation of stakeholders increases their ownership of the decisions to be made, ensures greater inclusiveness in of the objectives to be set, and the level of citizens' satisfaction in the services delivered.

EXAMPLE BOX 1

Maltepe Municipality, while preparing their 2015-2019 Strategic Plan, used questionnaires to obtain citizens' views and included in the Plan the rate of citizen satisfaction with the municipal services. Moreover, they organised two engagement meetings with the topics "Search Conference for Identifying Problems", and "Search Conference for Solution and Developing Projects" respectively, during the preparation phase of the Strategic Plan. The conclusions drawn from the meetings were also included in the strategic plan. With this approach Maltepe Municipality gave a good example of a participatory strategic plan preparation.

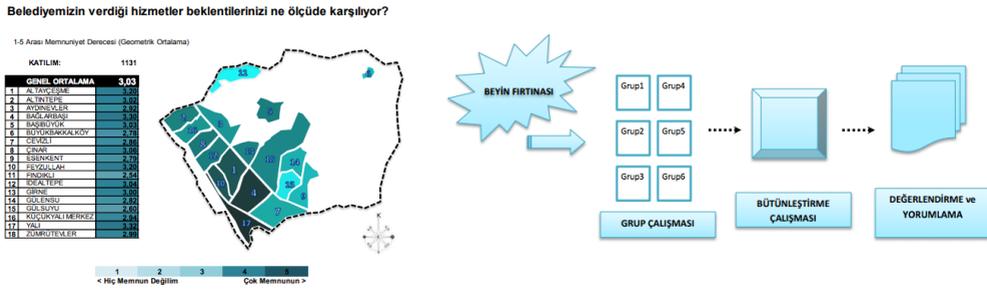


Figure 5: Citizen satisfaction¹⁷ and Search Conference for Identifying Problems¹⁸ phases of Maltepe Municipality

Fatih Municipality stated in their Strategic Plan that they aimed at "Governance, Participation and Local Democracy". They also included in the Plan various activities for citizen participation and interaction in line with an "Open System Approach" they adopted, defined performance indicators and yearly targets. Hence Fatih Municipality made a difference by including democratic governance approach in their Strategic Plan

STRATEJİK AMAÇ	STRATEJİK HEDEF	PERFORMANS HEDEFİ	PERFORMANS GÖSTERGESİ
STRATEJİK AMAÇ 3. YÖNETİŞİM, KATILIM ve YEREL DEMOKRASİ İyi yönetim ilkeleri çerçevesinde, tüm paydaşlarla iletişimi artırıcı çalışmalar yapmak ve disiplinler arası çalışmalar gerçekleştirmek İlgili Birimler, • Özel Kalem Md, • Basın Yayın ve Halkla İlişkiler Md, • Kültür ve Sosyal İşler Md, • Bilgi İşlem Md, • İşletme Md, • İlgili Tüm Müdürlükler	STRATEJİK HEDEF 3.1. Toplumsal talepleri referans almak amacıyla; tüm iletişim kanallarını açık tutmak	PERFORMANS HEDEFİ 3.1.1. Üst yönetim ile vatandaşın; doğrudan iletişimini güçlendirecek çalışmalar yapmak ve dinamik süreç yaklaşımıyla "açık sistem anlayışı" nı kurumsallaştırmak PERFORMANS HEDEFİ 3.1.2. İç ve dış paydaşlardan gelen istek, şikayet ve taleplerin kabulü, ilgili birimlere iletilmesi ve cevaplandırılması için kurulan; "Kurum İçi ve Kurum Dışı İstek ve Şikayet Takip Sistemi" nin sürdürülebilirliğini sağlamak PERFORMANS HEDEFİ 3.1.3. Stratejik iletişim tekniklerini kullanarak; kurumsal itibar yönetimini etkin yürütmek PERFORMANS HEDEFİ 3.1.4. Halkın karar verme süreçlerine doğrudan katılımını sağlamak amacıyla, katılımcı – yerel demokrasiyi yaygınlaştırmak, çalışmalar, atölye çalışmaları vb. gerçekleştirmek,	• Yapılan çalışma sayısı • Memnuniyet anketlerindeki oransal artış • Yapılan çalışma sayısı • Memnuniyet anketlerindeki oransal artış • Yapılan çalışma sayısı • Memnuniyet anketlerindeki oransal artış • Düzenlenen çalıştay sayısı • Katılımcı sayısındaki oransal artış • Paydaş Memnuniyet oranındaki artış

Figure 6: Strategical goals, objectives, performance target and performans indicators in 2015-2019 Strategic Plan of Fatih Municipality¹⁹

17 Retrieved from Maltepe Municipality's 2015-2019 Strategic Plan page107.

18 Retrieved from Maltepe Municipality's 2015-2019 Strategic Plan page147.

19 Retrieved from Fatih Municipality's 2015-2019 Strategic Plan page 40.

The Law on Municipalities positions the City Councils as the main institutional engagement mechanism for municipalities. At the preparation stage of the strategic plan consultation with the city council is vital for ensuring effective participation, due to the fact that city councils are the bodies representing diverse interests, and their holistic, balanced arguments will increase the inclusiveness of the strategic plan. In our survey we found that only three municipalities included their city councils and obtained their views in the preparation of their strategic plans. In addition, the six City Councils are chaired by the Mayor himself, which contradicts the principle of autonomy of the City Councils as bodies of engagement. As a result of our assessment it is found that, in general terms, municipalities should increase the level of participation in the governance of their decision-making processes, both by means of city councils and also in terms of their participatory institutional culture.

Municipalities should increase the level of participation in the governance of their decision making processes, by means of City Councils and in terms of their participatory institutional culture.

It is a necessity to reflect the expectations of vulnerable social groups such as the disabled, women, elders, the jobless and homeless, which are cited both in the Turkish Constitution and in the relevant laws, in municipalities' strategic plans. Such expectations should be taken in to consideration in the strategic plans by setting the relevant objectives, targets, activities and indicators specific to the groups in question. Including in the strategic planning process diverse social groups' needs and demands is vital for the equity and inclusiveness of the municipality's decisions. Democratic governance requires that the priorities of each social group and the organization's capacity to meet these should be included

in the strategic plan. Compatibility of the strategic plans with expectations will increase the citizens' satisfaction with the management of the municipality. During our research we probed into the extent to which the social groups cited in the Constitution and the relevant laws are included in the strategic plan. We found that the vast majority of the municipalities set targets in their 2015-2019 strategic plans for the disabled, children, young people and women. However, fewer municipalities have set targets for the poor (29), and the seniors such as the retirees and elderlies (27). Only two included the homeless, martyrs' and veteran soldiers' families, and immigrants, and only one included minorities and former convicts. Municipalities have to deliver services to all social groups. Therefore, balanced targets set for diverse social groups in the strategic plan constitute an important indicator in terms of responsiveness and inclusiveness.

Importance of the UN Sustainable Development Goals grows and has become a common agenda item in the world and in Türkiye. Adopting a sustainable development vision is a significant element of being responsible and responsive in the context of democratic governance in cities.

Striking a balance between the future generations' quality of life and today's needs in ecological, economic and social terms should be one of the priorities of local governments for the purpose of their own operations. It is observed that 12 municipalities have used the word "sustainability" in their statement of vision and mission. The use of this term in vision and mission statements is an important indicator of awareness. Three municipalities prepared various plans to define their future vision within the framework of sustainable development. The sustainable urban development perspective offers the broadest framework for municipalities to work in cooperation with stakeholders on the basis of democratic governance principles.

EXAMPLE BOX 2

Esenler Municipality took a praiseworthy step in this respect by publishing a book titled “2030 Local Sustainable Development Goals” evidencing its commitment to the UN SDGs. The principle of Responsibility and Responsiveness requires municipalities’ active efforts in promoting global, national and local commons.

Figure 7: Esenler Municipality's 2030 Local Sustainable Development Goals Report ²⁰



Kadıköy Municipality prepared the “Sustainable Energy Action Plan” in 2010 where the actions and activities to combat climate change were planned to be carried out in the district under the leadership of the municipality. This was followed by the “Kadıköy Integrated and Participatory Action Project” aiming at reducing the effects of the climate change in an integrated and participatory manner. This study combining the urban sustainability goal with the democratic governance approach is an exemplary initiative on the subject matter.

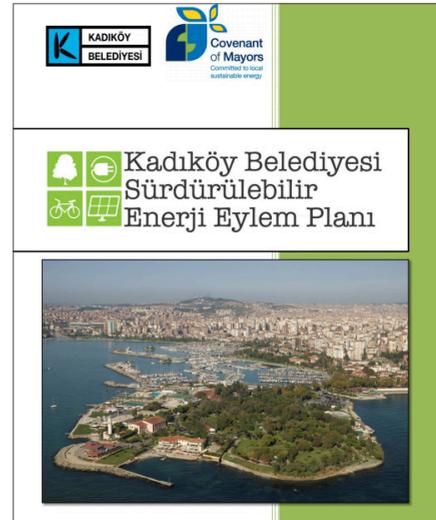


Figure 8: Sustainable Energy Action Plan of Kadıköy Municipality²¹

20 Retrieved on March 05, 2018 and retrieved from Esenler Municipality's website: <http://www.surdurulebilirkalkinma.gov.tr/wp-content/uploads/2017/05/esenler.pdf>

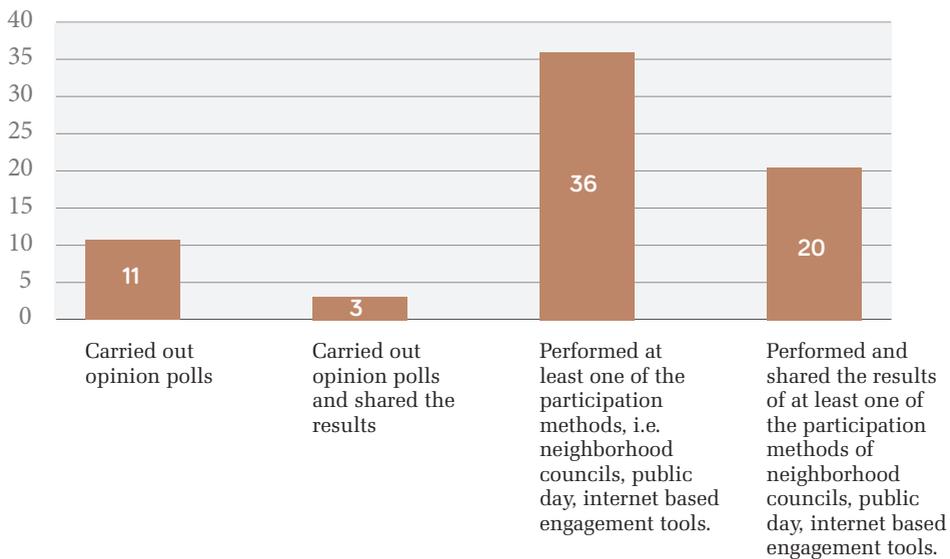
21 Retrieved on March 05, 2018 and retrieved from Kadıköy Municipality's website http://www.kadikoy.bel.tr/Documents/file/dosya/kadikoy_belediyesi_surdurulebilir_enerji_eylem_plani.pdf

Strategic plans cover long term decisions as they are prepared for 5 years. Short and mid-term decision-making processes are carried out by the Municipal Council, the mayor, municipal executive committee and department managers. In these processes citizens' and other stakeholders' views should be included in the decision-making processes by means of consultation meetings or by direct participation. Other methods, such as opinion polls, which is included in the legislation, can be used as well. Other effective means in this respect are regular meetings to be organised in neighborhoods with the participation of citizens and headmen, neighborhood councils, Public Days, and Internet based engagement mechanisms. Such

engagement tools will boost the local and collective nature of the decisions to be taken. It is important, for the purpose of democratic local governance, to set broader participation as a target, ensure its implementation through various activities, and to monitor its effectiveness by means of measurable indicators. The results of our survey in this area where we took the 2016 data as basis are given in Graph 1. To sum up what we tried to explain here, in order for a data-based strong participation, the following elements are essential:

- Participation, consultation and cooperation processes should be regularly recorded in a data-based manner, and
- Shared in detail in activity reports.

GRAPH 1. PARTICIPATION INDICATORS BY METHODS USED ON THE BASIS OF 2016 DATA BY THE NUMBER OF MUNICIPALITIES



EXAMPLE BOX 3

Eyüpsultan Municipality set up the website eyupicinfikrimvar.com which offered the citizens to forward in electronic environment their suggestions for the district in the format of a project. This is a good example of innovative solutions for greater citizen participation.

BİR PROJEM VAR	BİR FİKRİM VAR
Fikrinizin Başlığı	Lütfen fikrinizin başlığını yazınız.
Fikrinizi Açıklayınız	Lütfen fikrinizi 500 karakter ile açıklayınız.
Başvuru Sahibinin Adı	Lütfen adınızı yazınız.
Başvuru Sahibinin Soyadı	Lütfen soyadınızı yazınız.
e-Postası Adresiniz	Lütfen e-posta adresinizi belirtiniz.
GSM Numaranız	Lütfen GSM yazınız.
Başvuru Sözleşmesini Okudum ve Kabul Ediyorum <input type="checkbox"/>	
BAŞVUR	

Figure 9: Website of “eyupicinfikrimvar.com” Eyüpsultan Municipality ²²

AMAÇ	2	AVCILAR'I BİR KÜLTÜR, SANAT, TURİZM VE SPOR MERKEZİ HALİNE GETİRMEK VE SOSYAL BELEDİYEÇİLİĞİN EN İYİ ŞEKİLDE UYGULANMASINI SAĞLAMAK		
HEDEF	2.3	AVCILAR İLÇESİNİN UFRUNU GELİTİRMEK, YATANDASLIK KONUSUNDA FARKINDALIK YARATMAK, İLÇEMİN HAKLARINI VE YASALARINI KORUMAK, ÇEVRE DUYARLILIĞI, TOPLUMSAL DAYANISMA SAĞLAMAK VE İLÇE HALKININ YÖNETİME KATILIM SAĞLAMASI İÇİN KENT KONSEYİ VE ALT MECLİSLER OLUSTURARAK ETKİN HALE GETİRMEK.		
PERFORMANS HEDEFİ	PERFORMANS ÖDSTERGESİ	2016 HEDEPLENEN	2016 GERÇEKLEŞEN	
PH1	2016 YILINDA AVCILAR KENT KONSEYİNİN FAALİYETLERİNE KATKI SAĞLAMAK			
PG1	Olusturulan meclis sayısı			
Açıklama	Hedeflenen Kadın, Çocuk, Gençlik, Engelli ve Mahalle Meclisi olmak üzere 5 Meclis oluşturulmuştur.	5	5	
PG2	Başlan kent rehberi sayısı			
Açıklama	Hedeflenen sayı kadar kent rehberinin basımı gerçekleştirilmiştir.	120.000	120.000	
PG3	Gerçekleşen mahalle toplantı sayısı			
Açıklama	Avcılar İlçesinde bulunan 10 Mahallete ayrı ayrı Mahalle Meclisleri kurulmuş olup, bu Mahalle meclisleri kendi mahallelerinde ayda 1 toplantı gerçekleştirmişir. 10 mahalle x 5 Meclis= 50 toplantı (Ayda 1 x 12 ay= 600 toplantı gerçekleştirilmiştir.	340	600	
FAALİYETLER		Kaynak İhtiyacı (2016) (TL)		
		Bütçe	Gerçekleşen	Oran %
1	2.3.1. Kent konseyine bağlı kadın meclisi, çocuk meclisi, gençlik meclisi, engelli meclisi ve mahalle ölçeğinde çalışma grupları oluşturularak çalışmalarının yürütülmesi.	30.000,00	30.000,00	%100
2	2.3.2. Kent rehberinin hazırlanması ve Belediye hizmet ve faaliyetlerinin ilçe sınırında bilinirliği ve paydaşların kent yönetimine katılımının sağlanması.	30.000,00	30.000,00	%100
3	2.3.3. Düzenli olarak mahallelerde halk toplantılarının düzenlenmesi sağlanarak Halkın istek, talep ve şikâyetleri ile hizmete dönük beklentilerinin belediye başkanına iletilmesini sağlayarak Kent Konseyi çalışmalarına katkı sağlamak	40.000,00	0	%0
GENEL TOPLAM		100.000,00	60.000,00	%60

Figure 10: The number of meetings, explanations and expenditures of Avcılar Municipality's Women, Children, Young people, Disabled and Neighborhood City Councils²³

Avcılar Municipality included in its 2016 Activity Report the targeted and actual numbers of meetings planned for women, children, and citizens with disability, as well as city council meetings for the purpose of greater participation. The Report also included the amounts spent for such meetings and the associated explanations. The quality of participation will rise by sharing the scope and impact of these meetings in a data-based and purposeful manner.

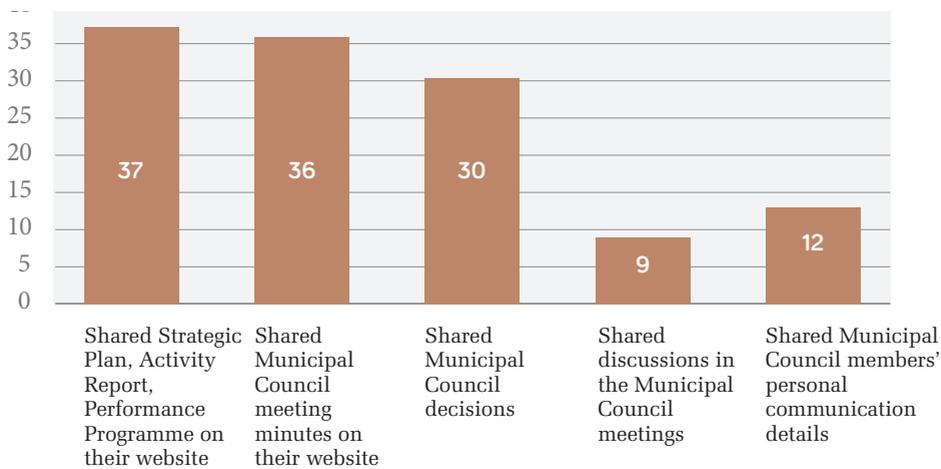
²² Retrieved on March 05, 2018 and retrieved from Eyüpsultan Municipality's website: <http://www.eyupicinfikrimvar.com/bir-fikrim-var>

²³ Retrieved from Avcılar Municipality's 2016 Annual Report page 228.

Municipalities' democratic and efficient management requires, first and foremost, relations of trust amongst the municipality and the citizens and all other stakeholders. As is the case with all management processes, relations of trust in municipality-citizen relations bears an immense and multi-layered importance. It is very difficult to make and implement decisions and to efficiently use the resources in the absence of relations of trust. Lack of trust entails costs such as objections, conflicts, creating barriers, or avoiding participation or cooperation. A key to building trust in municipalities on the part of citizens and other stakeholders is to be **transparent** and **accountable**.

Almost all district municipalities of Istanbul put the Activity Report and Performance Programs, as well as the agenda items of municipality councils' meetings on their website in line with the principle of **accountability**. This is a necessity as the municipality council members, being the main decision makers in municipalities, have to be **even more accountable**. 24 municipalities were found to be sharing the number of inquiries received from citizens in the year, of which only 3 shared these inquiries' content in their Activity Report. Data as regards transparency in Municipality Council and other decision-making processes is shown in Graph 2.

GRAPH 2. TRANSPARENCY INDICATORS FOR DECISION-MAKING ON THE BASIS OF 2016 DATA BY THE NUMBER OF MUNICIPALITIES.



EXAMPLE BOX 4

Pendik Municipality provide an application on their website that enables the visitors to make searches by words and download documents all Municipal Council decisions starting from 2007. This is an exemplary practice in terms of citizen-centred democratic governance as it makes the municipal decisions accessible to everyone.

Tarih	Başlık	Özet	Dosya
20 Mart 2018	2018 Mart Ayı Meclis Kararları	Mart Ayı Meclis Kararları	Dosya
14 Şubat 2018	2018 Şubat Ayı Meclis Kararları	Şubat Ayı Meclis Kararları	Dosya
12 Ocak 2018	2018 Ocak Ayı Meclis Kararları	Ocak Ayı Meclis Kararları	Dosya
19 Aralık 2017	2017 Aralık Ayı Meclis Kararları	Aralık Ayı Meclis Kararları	Dosya
20 Kasım 2017	2017 Kasım Ayı Meclis Kararları	Kasım Ayı Meclis Kararları	Dosya
24 Ekim 2017	2017 Ekim Ayı Meclis Kararları	Ekim Ayı Meclis Kararları	Dosya
20 Eylül 2017	2017 Eylül Ayı Meclis Kararları	Eylül Ayı Meclis Kararları	Dosya
12 Temmuz 2017	2017 Temmuz Ayı Meclis Kararları	Temmuz Ayı Meclis Kararları	Dosya
14 Haziran 2017	2017 Haziran Ayı Meclis Kararları	Haziran Ayı Meclis Kararları	Dosya

Figure 11: Pendik Municipality, Municipal Council decisions²⁴

Sarıyer Municipality put the scripts of Municipality Council meeting discussion recordings on its website and enabled downloading of the files. Such a direct sharing of meeting discussions with the citizens indicates the compliance with the transparency and accountability principles of good governance by the Municipality Council and its members.

Meclis Kaset Çözümleri
<p>09 Mart 2018 Tarihli, 09.03.2018 MART AYI 2.BİRLEŞİM</p>
<p>05 Mart 2018 Tarihli, 05.03.2018 MART AYI 1.BİRLEŞİM</p>
<p>09 Şubat 2018 Tarihli, İstanbul İli Sarıyer İlçesi Sarıyer Belediye Meclisi'nin 2018 Yılı Şubat Ayı Toplantısının 2. Birleşimi</p>
<p>05 Şubat 2018 Tarihli, İstanbul İli Sarıyer İlçesi Sarıyer Belediye Meclisi'nin 2018 Yılı Şubat Ayı Toplantısının 1. Birleşimi</p>
<p>05 Ocak 2018 Tarihli, 05.01.2018 OCAK AYI MECLİS 2.BİRLEŞİMİ</p>

Figure 12: Sarıyer Municipality, recording information of Municipality Council decisions

24 Retrieved on March 05, 2018 and retrieved from Pendik Municipality's website: <https://www.pendik.bel.tr/bilgisistemi/karar>

25 Retrieved on March 05, 2018 and retrieved from Sarıyer Municipality's website: <http://sariyer.bel.tr/Meclis/MeclisKararlari.aspx>

Governance in resource utilization

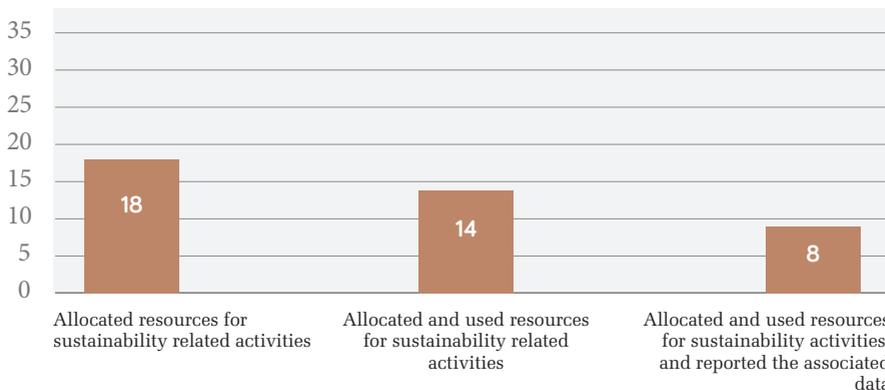
Another important process for democratic governance is ensuring participation in resource utilization processes. The Municipal budget that should be prepared in line with the strategic plan has to balance democratic participation and efficient financial management. However, during our survey, based on the data accessible to citizens, it was found that none of the Istanbul municipalities had conducted a participatory local budgeting process. Participation in resource utilization is an indispensable requirement for a truly participatory management approach as is the case with the setting of the agendas, targets and performance of activities. The size of the targets set, and the scope and impact of the activities should be closely linked to the budget items for which the allocations are made. To enable the citizens and stakeholders to have a say in shaping the budget, in other words in the allocations to be made, will be an improvement for effective participation in the budgeting process.

The strategic goals and targets set for different social groups, indirectly affects utilization of resources process, although not as directly as the participation in the budgeting process. Goals and objectives

identified for different social groups, and activities necessitate the use of resources in cash and in kind. Therefore, participation of various social groups in the resources allocation process bears importance in utilizing resources in an equitable manner. Just like the democratic allocation of resources, their utilization for social development in an efficient and effective manner is critical for the democratic governance in municipalities. 90 per cent of the municipalities we researched had set strategic targets and indicators, and carried out activities for women, citizens with disabilities and children. The rate declines to 78, 54, and 5 percent for the poor, the jobless and homeless, respectively. In the field of social policies eight municipalities shared information on the expenditures they made for social groups, and only three shared its social budget in percentages.

Municipalities' allocation and use of resources in a **responsible** and **responsive** manner, and their sharing their expenditures is important in terms of sustainability as well. Graph 3 shows the indicators in connection with municipalities' governance in using the resources in a responsible and responsive manner. We found that 25 municipalities cooperated with NGOs and allocated resources for this purpose.

GRAPH 3. INDICATORS OF RESPONSIBILITY AND RESPONSIVENESS IN RESOURCE UTILIZATION ON THE BASIS OF 2016 DATA BY THE NUMBER OF MUNICIPALITIES



İDARE PERFORMANS TABLOSU								
BAKIRKÖY BELEDİYE BAŞKANLIĞI								
İdare Adı	Faaliyet	FAALİYET ADI	BÜTÇE İÇİ		BÜTÇE DIŞI		TOPLAM	
			TL	PAY (%)	TL	PAY (%)	TL	PAY (%)
1.1.1	1.1.1.1	Kadın Konuk Evinin Faaliyete Geçirilmesi	96.000,00	0,02%	0,00	0,00%	96.000,00	0,02%
1.2.4	1.2.4.1	Engelli vatandaşlarımızın tesis ve merkezlerimizden yararlanması	772.000,00	0,19%	0,00	0,00%	772.000,00	0,19%
1.3.1	1.3.1.1	Kent MİRİSİ ve Ataköy/İlter evi Faaliyeti	151.000,00	0,04%	0,00	0,00%	151.000,00	0,04%
1.3.2	1.3.2.1	Bakırköy Sağlık Hizmet Evi Yaşlı Bakım Hizmetleri Faaliyetleri	720.000,00	0,18%	0,00	0,00%	720.000,00	0,18%
1.3.3	1.3.3.1	Çocuk evlerinin tam kapasiteli ve verimli bir şekilde çalışması	547.000,00	0,14%	0,00	0,00%	547.000,00	0,14%
1.3.3	1.3.3.2	Etiler Faaliyeti	960.000,00	0,24%	0,00	0,00%	960.000,00	0,24%
1.4.2	1.4.2.1	1. ve 2.Basamak Sağlık Hizmetleri Faaliyetleri	5.289.000,00	1,33%	0,00	0,00%	5.289.000,00	1,33%
1.5.1	1.5.1.1	Muhtaç Asker Ailesi Yardım Yapılması	75.000,00	0,02%	0,00	0,00%	75.000,00	0,02%
1.5.3.1	1.5.3.1.1	Destek Bakırt ve Nakdi Yardım Yapılması	2.000.000,00	0,50%	0,00	0,00%	2.000.000,00	0,50%
1.5.3	1.5.3.2	İlk Orta ve Lise Öğrencilerine Eğitim Yardım Yapılması	1.300.000,00	0,33%	0,00	0,00%	1.300.000,00	0,33%
1.5.4.1	1.5.4.1.1	İçişleri mevzuatındaki yetki çerçevesinde yapılan yiyecek yardımları	5.250.000,00	1,32%	0,00	0,00%	5.250.000,00	1,32%
1.5.4.2	1.5.4.2.1	Ramazan ayında erzak kolisi dağıtımı	600.000,00	0,15%	0,00	0,00%	600.000,00	0,15%
1.5.4.3	1.5.4.3.1	Yiyecek Alımları	3.000.000,00	0,76%	0,00	0,00%	3.000.000,00	0,76%

Figure 15: Expenditures of different social services in 2016 Performance Program of Bakırköy Municipality²⁸

Bakırköy Municipality in its 2016 Performance Program shared the total amount of funds spent for social services, and their share in the general budget. For an assessment of responsible and equitable governance, the activities to be carried out and the amount and the rate of the amount to be spent for this purpose should be shared with the public. Steps taken to this end will contribute to the municipalities' implementation of good governance principles such as participation, equity, and responsibility.

Improvement of municipal services, their quality and spread, depends on the continuous growth in resources and their effective and efficient use. Major factors that contribute to the effective and efficient use of municipalities' resources are the collection of revenues to the maximum extent, licencing all the enterprises in the district, the most efficient use of municipalities' immovables for the public benefit, and empowerment of their institutional capacities with the support of their human resources, information and technology.

All municipalities in Istanbul can collect their taxes through the Internet. Graph 4 shows the indicators for transparency in efficient and effective use of resources. 25 municipalities share their final accounts data on their websites. Only 5 of them share their annual expenditures against their strategic plan targets. These findings reveal that there are areas in Istanbul's district municipalities that need improvement in terms of transparency.

GRAPH 4. TRANSPARENCY INDICATORS IN UTILIZATION OF RESOURCES BASED ON 2016 DATA BY THE NUMBER OF MUNICIPALITIES



28 Retrieved from Bakırköy Municipality's 2016 Performance Program page 141.

EXAMPLE BOX 6

Üsküdar Municipality established in its 2015-2019 strategic plan their strategic goals, targets and activities for efficient and effective use of resources. They also set measurable indicators such as those for growth in income, donation project applications, etc. within the coming 5 years. In their Activities Report they shared the activities carried out for this purpose with the associated indicators

Beyoğlu Municipality shared in 2016 Activity Report the last three years' comparative accrual and collection rates which is an exemplary practice in terms of financial transparency. Sharing information in a transparent manner will strengthen democratic financial governance.

Esenyurt Municipality shared the list of all the fixed assets they owned in detail in their 2016 Activity Report. It is observed that municipalities do not share adequate information about their immovables which constitute an important source of income and they should be managed in a transparent and accountable manner. Esenyurt Municipality therefore took an important step in this direction.

Performans Göstergesi	Mevcut Durum 2014*	2015	2016	2017	2018	2019
Başvuru yapılan hibe projesi sayısı (Adet)	14	16	20	24	27	30
Başvuru yapılan proje yarışması sayısı (Adet)	1	3	4	4	5	5
Cari yıla ait tahsilat / tahakkuk oranı (%)	73,4	97	95	95	95	95
Çalışan motivasyonunu artırmaya yönelik yapılan faaliyet sayısı (Adet)	28	60	76	80	85	90
Gelir bütçesi gerçekleşme oranı (%)	54,33	96	96	97	97	98
Gerçekleştirilen yenilikçi proje sayısı (Adet)	1	2	2	3	3	4
Gider bütçesi gerçekleşme oranı (%)	50,78	96	95	95	95	95
ISO 9001 belgelendirme tetkikinin gerçekleştirilmesi (V)	√	-	-	√	-	-
ISO 9001 gözetim tetkikinin gerçekleştirilmesi (V)	-	√	√	-	√	√
İstihdam edilen toplam personel sayısı (Adet)	582	587	592	600	607	615
Süreçlerin analizlerinin yapılması (%)	-	75	100	100	100	100

Figure 16: Üsküdar Municipality's 2015-2019 Strategic Plan²⁹

YILLARA GÖRE TAHSİLATIN TAHAKKUKA ORANI			
YIL	TAHAKKUK (₺)	TAHSİLAT (₺)	ORAN(%)
2014	170.572.768	121.672.985	71,3%
2015	214.204.722	151.053.181	70,5%
2016	239.694.861	176.115.762	73,53

Figure 17: Last 3 years comparative accrual and collection rates in Beyoğlu Municipality's 2016 Annual Report³⁰

D.EK.4:TAŞINMAZLARLA İLİŞKİN LİSTE

MEVKİİ	ADA	PARSEL	YÜZ ÖLÇÜMÜ	HİSSE
ESENYURT	1485	21	150.00 M2	TAM
ESENYURT	1494	1	2955.52 M2	TAM
ESENYURT		8183	140.00 M2	TAM
ESENYURT	1781	10	912.88 M2	94.99 M2
ESENYURT	1232	10	360.66 M2	TAM
ESENYURT	1733	2	855.60 M2	216.88 M2
ESENYURT	244	13	181.52 M2	TAM
ESENYURT	2084	26	356.31 M2	28.02 M2
ESENYURT	2063	28	164.78 M2	TAM
ESENYURT	2063	29	166.65 M2	TAM
ESENYURT	2090	10	249.79 M2	55.95 M2
ESENYURT	196	1	449.00 M2	TAM
ESENYURT	197	3	1622.00 M2	TAM
ESENYURT	1938	2	1936.11 M2	TAM
ESENYURT	324	10	154.00 M2	TAM
ESENYURT	324	12	166.00 M2	TAM
ESENYURT	2077	1	1399.50 M2	TAM
ESENYURT	2718	1	8712.54 M2	TAM
ESENYURT	2632	1	2262.00 M2	TAM
ESENYURT	2634	1	3437.00 M2	TAM

Figure 18: Esenyurt Municipality's fixed assets³¹

29 Retrieved from Üsküdar Municipality's 2015-2019 Strategic Plan page 65.

30 Retrieved from Beyoğlu Municipality's 2016 Annual Report page 146.

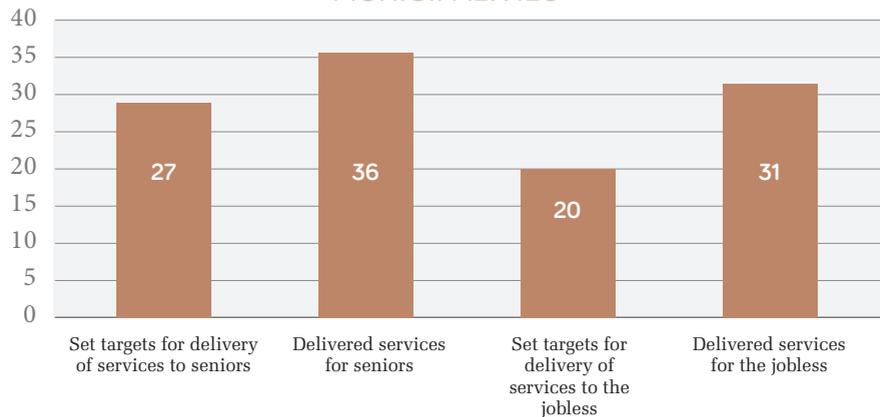
31 Retrieved from Esenyurt Municipality's 2016 Annual Report page 248.

Governance in delivery of services

The decisions taken by the municipalities and the resources they use in connection with these decisions materialize in the form of the activities and services they deliver. Meeting the voters' expectations and the needs of the district can only be possible by the services provided and the activities carried out. In our study we analysed the services provided by the municipalities to analyse the democratic governance culture in municipalities. The topics we studied in this part of our survey were, the services provided for different social groups, the extent to which the investments made were publicly shared, measurement of citizen satisfaction, and provision of services through the e-government website. It was found that 11 municipalities conducted opinion polls within the year, but three of them shared the results, 28 municipalities conducted surveys by using questionnaires, and half of them shared the results in their activity reports, but none of them put the results on their websites to make them accessible to citizens. A participatory delivery of services requires transparent sharing of these data. In addition to measurement of citizen satisfaction, the consideration of complaints received is a rich source of data for municipalities to assess their own management performance. 30 municipalities shared the number of complaints they received, but only 18 shared the content of the complaints by the type of service and/or departments.

The positive impact of opportunities provided by the Internet can be seen in the municipalities' activities. 92 per cent of the municipalities provided their services in full or in part through their websites to the citizens. A vital tool for the citizens to benefit from the municipal services equitably is opening the services to citizens' access transparently through the digital environment. 70% of the municipalities share their service standards through their websites often on the basis of their departments. However, the rate of municipalities who share all their committees' reports on their website is only 30 per cent. Municipality council committees are the bodies that provide expert inputs to the democratic decision-making processes. Transparency of the committee reports will encourage trade associations, universities and specialists to participate in decision-making processes, which will raise the quality of the decisions in connection with the services and their implementation. A point worth mentioning is the discrepancies between the social services targets set in municipalities' Strategic Plans and their activities they actually perform. Graph 5 shows the figures in connection with this aspect. Carrying out the activities in a data-based manner and keeping records will help municipalities to promote integrated thinking within the organization

GRAPH 5. CONSISTENCY OF STRATEGIC PLAN GOALS AND THE SERVICES DELIVERED IN 2016 BY THE NUMBER OF MUNICIPALITIES



Municipalities are entities that are able to activate the citizens' sense of responsibility and responsiveness. They can use mechanisms of contribution such as voluntary activities, traineeship programs and similar others. In this context we made the following data-based observations:

- 15 municipalities provided opportunities for voluntary activities,
- 10 of them shared information about these activities in their annual reports,
- 7 of them set performance indicators for these services.

Based on these examples it can be concluded that municipalities do not report their activities adequately, and in a data-based manner.

Citizen satisfaction, and the number and nature of demands and complaints are among the major indicators by means of which measurements can be made to assess the effectiveness and efficiency of the services. As is mentioned before, citizen satisfaction measurements are the tools frequently used by the municipalities. We found that 30 municipalities keep records of the complaints about their services and often share their number. The number of municipalities who share the nature of

these complaints in their activity reports, on the basis of departments, or at least more than two departments, is only 18. Recording the number of complaints on the basis of neighborhood, social group, field of service and municipal departments will offer valuable source of data to municipality management, and this will enable them to take evidence-based decisions for an inclusive and integrated management. Sharing the related information will on the other hand help citizens to assess their municipalities' performance.

The conformity of the municipalities' targets, activities, budget and performance indicators is the main indication of consistency. Integrated thinking requires continuous interaction and consistency. In general, the correlation amongst strategic goals, activities and expenditures are clearly shared by the municipalities. 34 out of 37 municipalities share their performance results, and 32 the realisation rates in their activity reports. 32 municipalities measure their activities against their strategic plans and share the related data with the citizens. A point of weakness is that only 20 out of 37 municipalities share the overall realization rate of their strategic plan targets and give explanation in this respect.

ÖRNEK KUTUSU 7

Ümraniye Municipality in their 2016 Activity Report shared detailed information about their management of demands and complaints received from the citizens, linking this practice to their “citizen- and quality-focused approach”. Assessment of citizen satisfaction on the basis of each municipal department is an area that needs considerable improvement.

ŞİKÂYET TALEP YÖNETİMİ

Çevre Koruma ve Kontrol Müdürlüğüne 2016 yılı içerisinde; çevre kirliliği, gürültü denetimi, geri dönüşüm toplama materyalleri, çevre bilinci eğitimi gibi konular başta olmak üzere 10.595 adet talep ve şikâyet başvurusu alınmış ve bu başvurular kısa sürde değerlendirilerek, vatandaşlarımıza dönüş yapılmıştır.

Bu talep ve şikâyetlerin; 426'sı evrak, 2.670'i Çözüm Merkezi, 7.539'u telefon yolu ile müdürlüğümüze gelmiş olup kayıt altına alınmıştır.

Yıllara Göre Şikâyet-Talep Sayısı (adet)

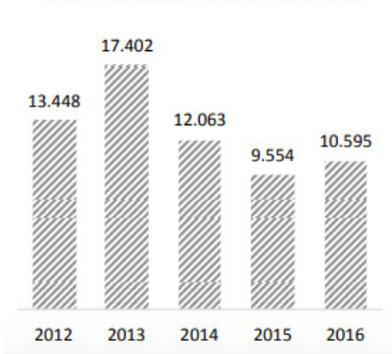


Figure 19: Ümraniye Municipality demands and complaints table³²

Bahçelievler Municipality have set up a website with the name bahcelievlergelisiyor.com where they share the services they provide and the projects they carry out. The content of the website can be filtered on the basis of the subject, neighborhood, project impact and the target group. This is an important tool in putting into practice the principles of transparency and accountability, as well as an opportunity for the citizens to easily access and assess the services provided.



Figure 20: Website “bahcelievlergelisiyor.com” of Bahçelievler Municipality³³

32 Retrieved from Ümraniye Municipality's 2016 Annual Report page 106.

33 Retrieved on March 05, 2018 and retrieved from Bahçelievler Municipality's website: <http://www.bahcelievlergelisiyor.com/>

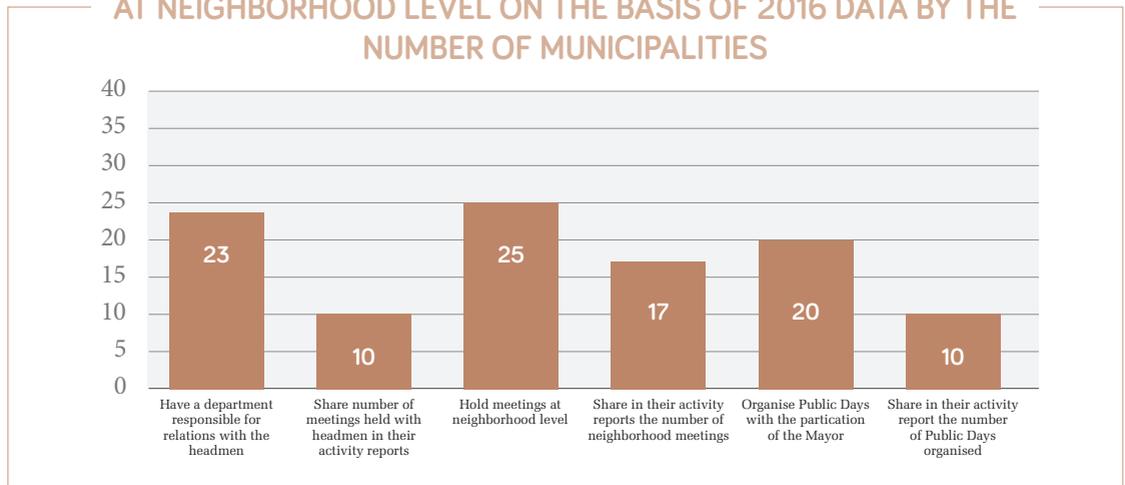
Organizational infrastructure, supervision and consultation processes

Municipalities can implement the decisions they make, use the resources they allocate and carry out the activities they plan in an efficient and effective manner only if they have the adequate institutional capacity. To operate such capacity in the desired direction and effectively, the consultation and supervision processes have to be managed transparently and in an accountable manner. Under circumstances where external stakeholders have no trust in, and they do not understand the processes there will be no room for cooperation and joint efforts.

Efficient and continuous consultation

enables municipalities to deliver the most suitable services in the correct place and time, and with the most helpful methods. In Türkiye districts' management is mainly carried out on the neighborhood level and with the cooperation of the neighborhood headmen. Therefore, neighborhood level consultation, participation and supervision play an important part in the institutional operation of district municipalities. Democratic and efficient management of districts requires municipalities' being in constant contact with neighborhoods and the headmen, as their elected representatives. Graph 6 indicates that only part of the municipalities carries out neighborhood level consultation and supervision processes, and many of these display weaknesses in gathering data and reporting in this respect.

GRAPH 6. INDICATORS IN CONNECTION WITH PARTICIPATION AT NEIGHBORHOOD LEVEL ON THE BASIS OF 2016 DATA BY THE NUMBER OF MUNICIPALITIES



The legislation provides that Ethics Committees should be set up in municipalities for an equitable and ethical delivery of services. In all the municipalities surveyed principles of ethics are mentioned in various different documents and in 31 municipalities Ethics Committees have been set up. However, only two of these partly shared the decisions of their Ethics Committee on their websites.

24 Municipalities have employed an internal auditor to build a legal and ethical auditing capacity. However only three of these have publicly shared the audit reports, and one published on its website the report of the Supreme Court of Public Accounts which is the main mechanism of central financial.

EXAMPLE BOX 8

Şişli Municipality published an Ethics Information Booklet they prepared on their website for public access. The booklet covers the ethical principles and ethical forms of behaviour that the public officials have to comply with, in addition to the relevant legislation. Municipalities' informing citizens on this area and encouraging them to take action will contribute to the efforts for more equitable and ethical public services.



Figure 21: Şişli Municipality Ethics Information Booklet³⁴

Etik Uygulamaları Bilgilendirme Broşürü

Sancaktepe Municipality have published on their website the Ethical Council legislation, Ethics Committee's tasks, and the Ethics Contract, as well as the names and communication details of the Ethics Committee members. Providing information to citizens in such an easily accessible and clearly comprehensible manner will increase citizens' getting in touch with the municipalities and enable municipalities to learn more about areas of dissatisfaction about their institutional operation.

Etik Kurul

KAMU GÖREVLİLERİ ETİK KURULU KURULMASI HAKKINDA

5176 sayılı Kamu Görevlileri Etik Kurulu Kurulması ve Bazı Kanunlarda Değişiklik Yapılması Hakkında Kanun 8 Haziran 2004 tarih ve 25486 sayılı, Etik Kurulu'nun Başkan ve Üyelerinin atanmasına ilişkin 2004/7791 sayılı Bakanlar Kurulu Kararı 9 Eylül 2004 tarih ve 25578 sayılı, Kamu Görevlileri Etik Davranış İlkeleri ile Başvuru ve Esasları Hakkında Yönetmelik ise 13 Nisan 2005 tarih ve 25785 sayılı Resmî Gazetelerde yayımlanarak yürürlüğe girmiştir.

Bu yönetmeliğin amacı; kamuda etik kültürünü yerleştirmek, kamu görevlilerinin görevlerini yürütürken uymaları gereken etik davranış ilkelerini belirlemek, bu ilkelere uygun davranış göstermeleri açısından onlara yardımcı olmak ve görevlerin yerine getirilmesinde adalet, dürüstlük, saydamlık ve tarafsızlık ilkelerine zarar veren ve toplumda güvensizlik yaratan durumları ortadan kaldırmak suretiyle kamu yönetimine halkın güvenini artırmak toplumu kamu görevlilerinden bekleme hakkı olduğu davranışlar konusunda bilgilendirme ve kurula başvuru usul ve esaslarını düzenlemektir.

ETİK KOMİSYONUMUZUN TEŞKİLİ VE GÖREVLERİ

13.04.2005 tarih ve 25785 Sayılı Resmî Gazetede yayımlanarak yürürlüğe giren Kamu Görevlileri Etik Davranış İlkeleri ile Başvuru Usul ve Esasları Hakkında Yönetmeliğin 29. maddesi gereğince Belediye Başkanlığımızca Etik Komisyon oluşturulmuştur.

Etik Komisyonunun görevi kurum ve kuruluşlarda, etik kültürünü yerleştirmek ve geliştirmek, personelin etik davranış ilkeleri konusunda karşılaştıkları sorunlarla ilgili olarak tavsiyelerde ve yönlendirmede bulunmak ve etik uygulamaları değerlendirmektir.

Etik Komisyonu üyelerinin ne kadar süreyle görev yapacağı ve diğer hususlar; Belediye Başkanımız tarafından belirlenir. Etik komisyonu, Başbakanlık Kamu Görevlileri Etik Kurulu ile işbirliği içinde çalışmaktadır.

Figure 22: Sancaktepe Municipality's Ethical Council legislation, Ethics Committee members and tasks, Ethics Contract³⁵

34 Retrieved on March 05, 2018 and retrieved from Şişli Municipality's website: <http://www.sisli.bel.tr/icerik/etik-komisyonu>

35 Retrieved on March 05, 2018 and retrieved from Sancaktepe Municipality's website: <http://www.sancaktepe.istanbul/tr/etik-kurul>

The responsibility and responsiveness principles of good governance require that the governance of municipalities should attach great importance to citizen satisfaction and take into consideration their complaints. Demands, complaints and opinions received from citizens constitute a valuable source of information for the top management of municipalities to assess their own performance. During our survey we observed that there were forms of complaint on 36 municipalities' websites for citizens to forward their dissatisfaction with the municipal services, however only eight municipalities' websites shared information on the citizens' right to complaint. 24 municipalities recorded the number of complaints they have received, but only two included the content of the complaints in their activity reports.

Use of quality management systems is the most important tool for an efficient and effective municipal institutional operation. All the municipalities within the scope of our study have included in their Strategic Plan institutional development goals.

However, only 20 municipalities have adopted a certified quality management system. 36 municipalities have been found to have organized on-the-job training and 26 municipalities offered quality system training to their employees. The fact that all the municipalities have a website and provide e-municipality services is a good indication of the presence of a meaningful citizen interaction system, supported by mobile applications in 30 municipalities.

Development of innovations, transferring applications from elsewhere and using these by harmonizing with the local conditions play an important role for the improvement of institutional operation. In our survey we found that 26 municipalities have appointed a department or a unit for D&R activities. 10 of these actually carry out R&D activities, and five measures and report such activities. 20 municipalities have an external affairs department or a unit to carry out work for transferring resources, information or applications from external sources. 33 municipalities have at least one sister municipality abroad.

EXAMPLE BOX 9

Sultanbeyli Municipality have set up the Sultanbeyli Research and Development Centre (SARGEM) to improve total quality management, conduct data-based service analyses, monitor innovations and provide in-house statistical, reporting and consultation services. Departments or administrative units within municipalities such as this one will contribute to further improve democratic governance.

Figure 23: Sultanbeyli Research and Development Centre (SARGEM)³⁶

Sultanbeyli Araştırma Geliştirme Merkezi SARGEM

Nedir SARGEM?

SARGEM, Sultanbeyli Belediyesi Personellerinden oluşan, belediye hizmetlerinde toplam kalite artışını hedefleyen, bu çerçevede belirlemiş hizmet başlıklarını ulusal ve uluslararası düzeyde tımin yenilikleri inceleyen, kurum içi istatistik, raporlama ve danışmanlık hizmetleri sunan strateji oluşturma (Think-tank) ekibidir.

Üretilecek Yeni Hizmet ve Değerler Nelerdir?

- İlçe Mahalle İstatistikleri Veritabanı (Web Sitesi ve Mobil Uygulama),
- Stratejik Plan Hizmet Başlıklarını Araştırma Raporları,
- Başkanlık, Başkan Yardımcılıklarını ve Müdürlüklere Yönelik Danışmanlık ve Projelendirme Hizmetleri,
- Hizmet Etkinlik & Verimlilik Analizleri,
- Sosyal Kuruluş ve Akademisyenlerle Koordinasyon,
- Personel Uzmanlık Ve Tecrübe Paylaşım Programlarının Tasarlanması,

Sargem İletişim

Mail: arge@sultanbeyli.bel.tr

[Projenizi göndermek için](#)

[Tıklayınız](#)

Kartal Municipality switched to Integrated Management System (IMS) to respond to citizens' demands faster, raise their satisfaction rates and conduct an efficient and effective management. With the IMS, the management processes for quality, occupational health and work safety, environmental, risk, emergency, and performance have been integrated, which is an approach in accordance with democratic governance principles.



Entegre Kalite Yönetim Sistemi:

Kurumda herkesin ortak hedefler doğrultusunda çalışması, günlük kararların ortadan kaldırılması, yapılması planlanan hizmetler için gerekli iş gücü, zaman ve madde kaynakları önceden planlanarak yönetilmesi sağlanmıştır.

Süreç Yönetim Sistemi:

Hizmetlerimizde Tüm süreçler için standart sistem geliştirme yöntemlerini, araçlarını, tekniklerini ve teknolojilerini kullanarak, kurumumuzun performansının sürekli olarak iyileştirilmesini sağlayan bir sistemdir.

ISO 9001:2008 Kalite Yönetim Sistemi

Kalite yönetim sistemi, amaçlanan kaliteye ulaşmak amacıyla gerçekleştirilen tüm süreçleri, açıklanan prosedürleri ve benimsenen prensipleri içeren sistemler bütünüdür.

Kalite yönetim sistemi bir organizasyonu kalite bakımından idare ve kontrol için gerekli olan bir sistemdir. Belediyemizde kurulan ve sürekli yürütülecek olan bu sistem ile beklentilerin karşılanması ve sürekli olarak iyileştirme sağlanması hedeflenmektedir.

Figure 24: Kartal Municipality Integrated Management System³⁷

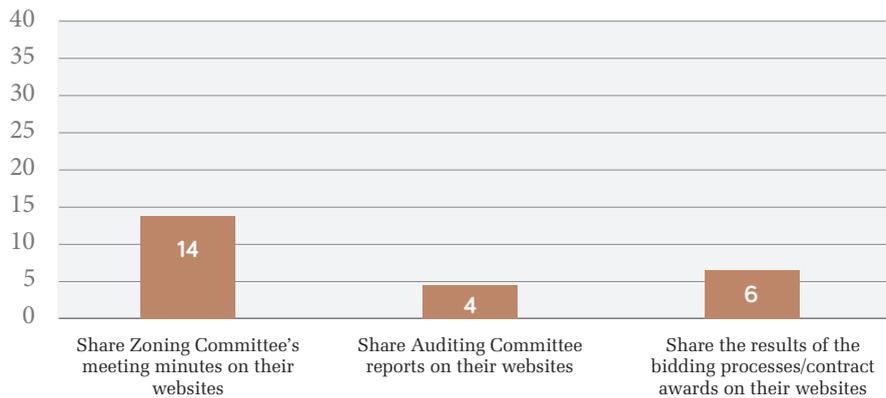
36 Retrieved on March 05, 2018 and retrieved from Sultanbeyli Municipality's website: <http://www.sultanbeyli.istanbul/sultanbeyli/sargem>

37 Retrieved on March 05, 2018 and retrieved from Kartal Municipality's website: <https://www.kartal.bel.tr/tr/kurumsalyapi/IsoBelgelerimiz.aspx>

Implementation of transparency and accountability principles enables improvement of institutional operations in municipalities and effective operation of consultation and supervision processes. In Graph 7 we shared the indicators of transparency and accountability in consultation and supervision processes in the municipalities we analysed during our study. Below are our other findings in this respect:

- Number of municipalities with forms on their websites for citizens' information requests directly from the municipality or through BIMER (Prime Ministry Information Centre): 34
- Number of municipalities who disclose the number of information requests in their activity reports: 23
- Number of municipalities disclosing the content of information requests: 1

GRAPH 7. INDICATORS ON THE BASIS OF 2016 DATA FOR TRANSPARENCY AND ACCOUNTABILITY OF THE INSTITUTIONAL CAPACITY COVERING THE SUPERVISION AND CONSULTATION PROCESSES, BY THE NUMBER OF MUNICIPALITIES.



Results in Connection with the Learning Cycle

Transparent and accountable relations with stakeholders based on trust; participation at all stages; continuous development of institutional capacity; efficient and effective use of the available resources and develop new ones; and delivery of services on the spot, equitably and impartially are the key factors that will promote good governance culture in municipalities and ultimately raise the citizens' quality of life. Implementation of good governance principles in different processes and areas requires:

- Setting up various institutional structures;
- Effective use of these structure supported by effective applications; and
- Recording the results in a data-based manner.

Establishing a consistent structure, implementation, measuring and learning cycle on the basis of governance principles will enable the municipalities to build and develop local democratic governance. An example for this cycle is the presence of institutional participation mechanisms (such as the City Council)

for participatory decision making; effective operation of such structures (regular participation processes); and the inputs obtained from such participation producing measurable results (transforming of City Council's proposals to Municipal Council decisions).

During our study we were able to find evidence that although 35 municipalities had City Councils, only one City Council submitted a proposal to the Municipal Council. Only three municipalities consulted their City Councils while preparing their 2015-2019 Strategic Plans. On the other hand, while 33 municipalities operated various participation mechanisms, only 20 of them shared their participation processes at various levels in their annual activity reports.

We observed that the learning cycle displayed weaknesses in the resource utilization process as well. A municipality's success in the delivery of services to effectively meet citizens' needs and demands depend on their limited resources. In this context we found that although all municipalities in Istanbul offer the opportunity to pay taxes through the Internet, 30 of these shared with the citizens the rate of collections against the accruals. Only eight municipality provided explanations about their collection rates.

There were areas that needed improvements in service delivery processes as well from the viewpoint of the learning cycle, i.e. the cycle of building the structure, ensuring implementation and making the relevant measurements. It was observed that 36 district municipalities delivered services specific to seniors (the retired and the elderly), but the number of municipalities where a target is set for this purpose was 27. This is the case with the social services area as well.

While only 29 municipalities set strategic goals and indicators for delivering social services, all the 37 municipalities within the scope of our study gave such services. Consequently, there is room for improvement in consistency of the plans and service delivery as to which social groups received social services, why and with which resources.

A similar situation is observed in the area of **organizational/institutional infrastructure** that covers the **supervision** and **consultation** processes. 100 per cent of the municipalities have set organizational improvement goals, in areas such as human resources and information technology, but the realization rate of these goals is 89 per cent, and the rate of data-based disclosure of the realization rates together with relevant explanations fall below 54 per cent. Complaint recording systems through which the municipalities use to assess their own operational performance is subject to the common tendency: 65 per cent shared the number of complaints within the year in their official documents but only 5 per cent disclosed their nature and the area involved.

In view of the above we can conclude that 37 district municipalities included the governance principles in their strategic plans and established these principles as their goals in various areas and processes, set up various mechanisms and carried out activities for this purpose. However, this was not the case in the phases of implementation and measurement. Their performance in setting up good governance structures is not satisfactory when it comes to the phases of implementation and measurement. For an effective democratic governance in district municipalities the measurement and learning processes should be carried out in a more consistent, data-based and transparent manner.

OVERALL ASSESSMENT

The scorecards of Istanbul districts' municipalities as a whole display a performance below 65 per cent. Even the top-ranking ones have significant room for improvement. There are many areas to be improved by learning on their own or from each other. The lowest ranking group's scores are within the range of 30 to 40 per cent, indicating that these have to make greater efforts to improve themselves.

Below are our findings about the Istanbul municipalities in general:

- **There are weaknesses in the discourse, principles and measurable goals in their Strategic Plans.** There is a high potential for improvement in communicating their mission, vision and principles in the strategic plans at the levels of strategic goals and targets. There is lack of measurable and meaningful indicators in many of these. Especially performance indicators covering several years that would enable an overall comparison are not shared with the citizens. The contents of the Activity Reports and Performance Programs lack data and information that would allow a data-based, meaningful observations and consistent benchmarking. These weaknesses render it impossible to make an assessment as to the rate of realization of the Strategic Plans, as to which areas and by using which resources such realization took place. The strategic goals, targets, activities carried out for their realization, the results obtained, and the resources used should be reported, together with the relevant explanations, in a data-based, and consistent manner; and all these should be open to citizens' access.
- **Coherence and interaction of the strategic plans with the central government's policies, plans and programs:** Municipalities are

institutions that should be in alignment and interaction with the central administration. This does not mean a political tutelage, or political dependency, or lack of autonomy. Municipalities are expected to meet local needs, therefore have to abide by the national constitution, fundamental rights, the central development and local plans. To give an example from our survey, 21 municipalities have referred to the national development plan in their strategic plans, but only a few of them linked their strategic goals with the national development plan. In other words, municipalities can only fulfil their duty of upholding local interests by taking as basis the national plans and providing data-based reasons.

- **Integration of the available mechanisms, regular performance of activities, recording the outcomes and sharing them with the public will help strengthening the relations of trust.** Looking at the municipalities as a whole we see that the implementation of the principle of participation is at a level of 31%. Few municipalities use more than one participation mechanism and only 20 municipalities assess their implementation of the participation principle in their activity reports. Participation is often perceived as a procedural matter. This can be observed in the failure of disclosing as to how the participation is attained, who actually participated in the mechanisms, and what results are obtained. In reports only, pieces of simplistic information are given such as the number of meetings and the number of attendees. The ultimate aim of participation is the citizens' exercising their right to make an impact on the decisions and their implementation. The quality of participation cannot be assessed with immeasurable impact and an impact for which no explanation is given.

• **There are many areas where improvement is needed as regards participation in the allocation and utilization of resources, and the principles of transparency and accountability.** Municipalities have not adopted a participatory approach in allocating resources. No goal or target can be realized without the support of the resources. For good governance, citizens' and other stakeholders' views should be sought at the stage of resource utilization. Similarly, transparency is conceived as the practice of sharing the budget, balance sheet and final account data. However, the list of municipalities owned fixed assets, their mode of use and the income derived from them should be included in the reports. Also, the collection rates against the receivables, number of enterprises without an operation licence, number and quality of motor vehicles in use should be shared for the purpose of transparency. Municipalities should be conscious of the fact that the citizens have the right to demand information under the relevant legislation and be prepared for queries.

• **More information should be made accessible and comprehensible by the citizens as regards the allocation and use of resources, and the impact of such allocation should be measurably assessed.** Municipalities' rate of sharing data has remained at a limited level as regards the allocation and use of resources. In addition to the implementation of the principles of participation, transparency and accountability in the use of resources, the data as regards planning and management of resource utilization should be recorded in a meaningful manner. This should include the reasons for, and the rate and amount of allocations, and the expenditures, as well as the impact made. The outcome should be shared with the citizens in a data-based and meaningful manner to make comparisons. For

example, explanation should be given as to which social group, in what amount and reasons why the resources have been allocated. To give an example amounts spent for supporting the disabled, women, children and other social groups on yearly basis and for a period of 5 years should be made publicly accessible, by sharing the data in this regard, by giving the associated reasons and in a manner that enables benchmarking.

• **Municipalities are recommended to practice greater participation, and greater use of data, to adopt integrated thinking and transparency in order to be more inclusive and equitable in their decision-making processes, use of resources and delivery of services.** Municipalities' capacity to meet common local needs and demands directly affects the quality of their performance management. One of the major weaknesses of municipalities is their inadequate rate of sharing their activities in an integrated, data-based and consistent manner. Although municipalities carry out numerous types of activities in various fields these are not brought to the attention of the citizens. The reason lies in the inadequacy of an integrated, data-based and transparent management approach. An integrated approach is crucial for the success of a municipality. An activity/process-based coordination amongst different management levels and departments will increase municipalities' inclusiveness and capacity to deliver services equitably, which in turn will raise citizens' satisfaction levels. Measuring performance of every process and benchmarking them will strengthen the management's decision-making and guiding capacity.

• **Sustainable development goals should be recognized as a complementary vision of democratic governance and reflected in the municipalities' governance**

culture. Sustainable development vision is gaining importance in both the world as a whole and in our own country. This vision is increasingly integrated Türkiye's policies and plans. The local is the part of the national, and the national is part of the word. None of them can be separated from the other. Regrettably Istanbul's municipalities have failed to link this vision with their objectives while carrying out their activities. Mention is made of the sustainability goals in their strategic plans, but these are not reflected in their objectives, visions, activities and the reporting processes. It should be underlined that each and every activity carried out by a municipality can be put in the context of sustainable development. Considerable progress can be made in this area if resolute and attentive efforts are made.

- **Ensuring an integrated management system and integration of information technology in strengthening the institutional capacity and operation will boost integrating thinking within the organization.** All district municipalities included information technology goals in their strategic plans. This is important in this age of digitalization. Information technology and quality management systems offer big opportunities for rendering the institutional operation capacity data-based, integrated and participatory.

- **The biggest efforts for improvement should be made in the area of learning cycle involving the structure, implementation, and measurement.** Within the scope of our survey we identified, in the light of various results, areas in all municipalities needed improvement in the fields of structure, implementation/integration and measuring/learning. The connection and consistency in the transformation of discourse and objectives into actions,

measurable outputs are lessening. It has to be underlined that in order for a democratic and effective management of municipalities there has to be structures that are compatible with the objectives, which operate efficiently and produce measurable outputs. Measurable outputs provide the basis necessary for guiding and attaining continuous improvement.

Looking at the Istanbul's district municipalities from a perspective of democratic governance, it can be said that in all of them there is a substantial potential for improvement for the purpose of a data-based, participatory, integrated, and continuously learning management. Overcoming these weaknesses is indispensable for the democratic governance to infiltrate into all institutional structures and activities in municipalities. Our Guideline presented in App.1 will help municipalities' self-assessment in this respect. We hope that it will guide them in completing the learning cycle in every process they carry out and improving their good governance performance

RESULTS OF THE “RIGHT TO INFORMATION” SURVEY

We conducted our Istanbul District Municipalities' Governance Scorecard project on the basis of the data accessible to all citizens. In the case of data inaccessibility through the Internet, we made use of the citizens “right to information” legislation and demanded information from the municipalities. This stage of gathering data was carried out with the cooperation of Sabancı University students.

Law No.4982, published in the Official Gazette No 25269, dated 24 October 2003, laid down the framework within which the citizens can exercise their right to information in accordance with the equity, impartiality and openness principles of a democratic and transparent management. In line with this legal provision we chose, within the scope of our methodology, the topics for which we intended to obtain information. Each student directed their questions, each of which involving at least one of the good governance principles, to the 37 municipalities simultaneously, by complying with the legally required steps. We included the responses received from the municipalities within the legally identified period of 15 days. We considered the cases where the response is given after this specified deadline, or those which are not given at all, as failure in receiving a response.

9 questions were forwarded to 37 district municipalities by using the following means:

- Through the information query forms shared on the municipality's website;
- In the absence of such form, by e-mailing the question, or sending a message to the Mayor;
- Using the BIMER (Prime Ministry Information Centre) infrastructure

Only 12 municipalities responded within the legally identified 15-day period. However most of the responses contained invitation for a face-to-face meeting, rather than giving the information requested. Few included meaningful answers to the questions.

Under the relevant legislation every municipality should be conscious of the citizens' right to call the municipalities to account for matters they choose under the legislation governing the citizens' right to information, and therefore they should be prepared for giving explanations and providing the pieces of information requested. In this respect it was found that municipalities need to improve their process of responding citizens' demands for information.

ISTANBUL DISTRICT MUNICIPALITIES FROM THE PERSPECTIVE OF NEIGHBORHOOD HEADMEN

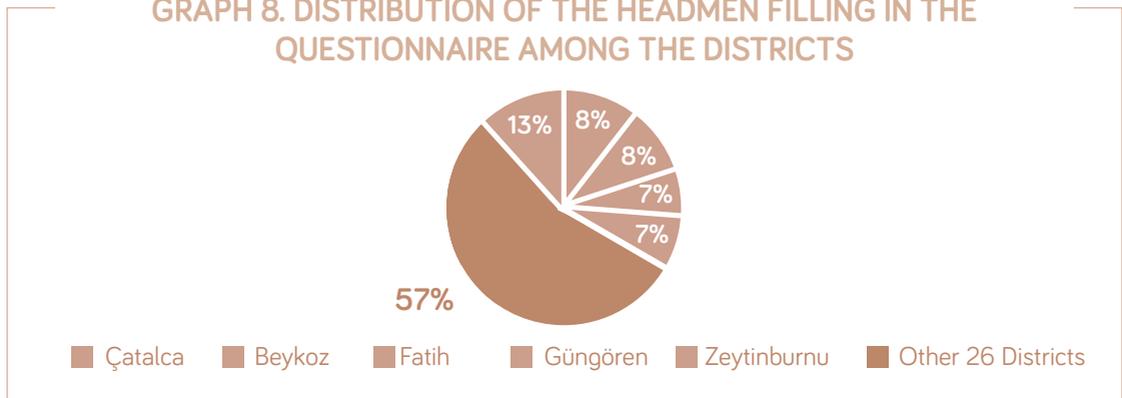
One of the tools we used for the purpose of our research was the survey with the headmen through the questionnaires we prepared where questions were

asked about their relations with the municipalities they were reporting to. The questionnaire is presented in App.2

Demographic results

- 16,8 per cent of headmen in Istanbul took part in the survey. The distribution of these headmen among the district is given in the Graph 8 below.

GRAPH 8. DISTRIBUTION OF THE HEADMEN FILLING IN THE QUESTIONNAIRE AMONG THE DISTRICTS

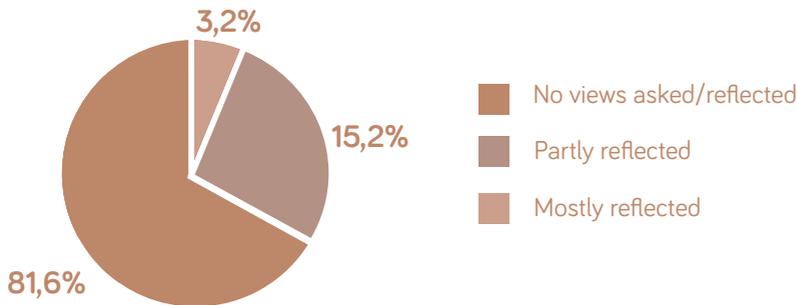


- Of the headmen taking part in the survey 90.8 per cent were male and 9.2% female.
- 67 per cent is over 50 of age and 33 per cent in the range of 25-50.
- Half of them were graduates of high school, 26.3 per cent primary school graduates, 13.2 per cent secondary school graduates, 9.2 per cent university graduates, and 1.3 per cent are postgraduates.
- 35.1 per cent serve in neighborhoods with a population of less than 10,000; 26.6 per cent with a population within the range of 10,000 – 30,000; 22.1 per cent within the range of 30,000 – 45,000, and 16.2 per cent in neighborhoods with a population of over 45,000.

Summary Findings

- 81.6 per cent of headmen stated that their views were not sought, or if sought they were not taken into consideration during the preparation of the Strategic Plan. Only 18.3 per cent of the headmen believed their views were sought and partly or mostly taken into consideration in the preparation of the Strategic Plan.
- Headmen were not consulted during the preparation of the Strategic Plan, or if consulted their views were not reflected in the plan irrespective of their neighborhoods' population. ($X^2 = 5,11, p > 0,05$).

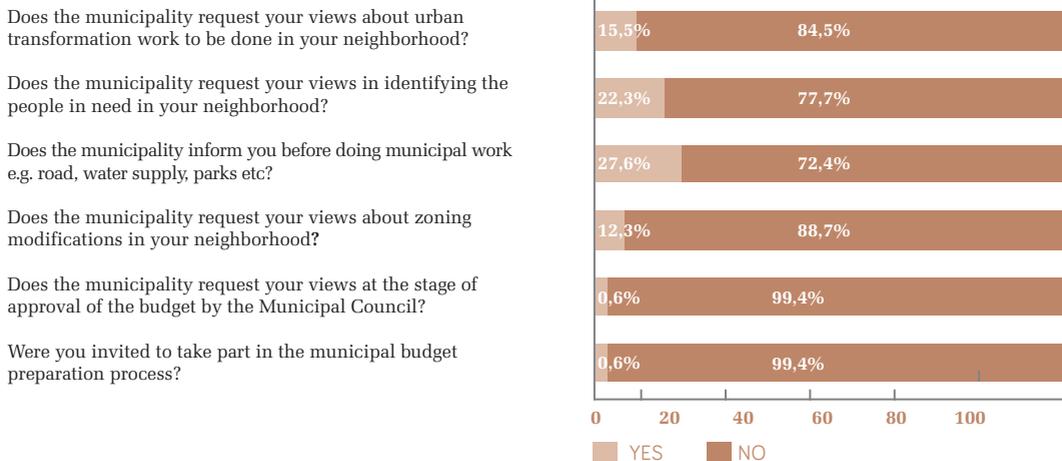
GRAPH 9. RATE OF MUNICIPALITY'S SEEKING HEADMEN'S VIEWS FOR THE PREPARATION OF THE STRATEGIC PLAN



Were your views sought during the preparation of the Strategic Plan, and if yes, were these reflected in the Plan?

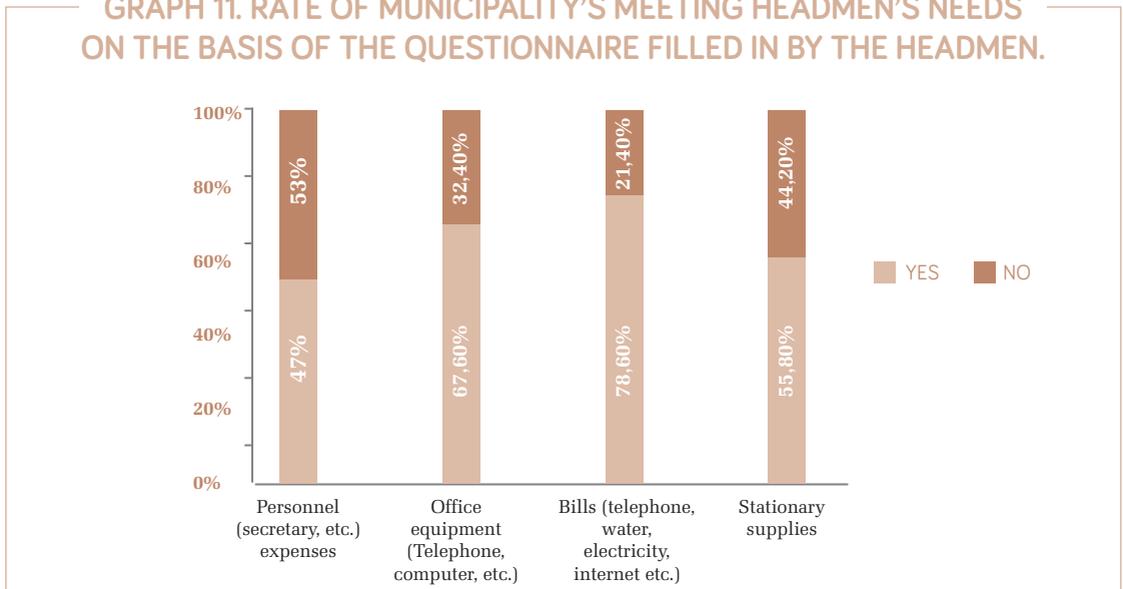
- 57,1 per cent of headmen answered that they hadn't met the municipality officials in a month or met less than 10 times.
- They stated that municipalities did not seek their views most of the time when making significant decisions, or
 - During preparation of the municipal budget,
 - During the process of the municipal council's approval of the budget,
 - Before conducting municipal activities in the neighborhood such as constructing roads, work related to the water supply system, or arrangement of parks, etc.
 - In identifying people in need in the neighborhood
 - During decision-making in connection with the urban transformation works in the neighborhood.

GRAPH 10. RESULTS OF THE QUESTIONNAIRE ABOUT THE MUNICIPALITIES' CONSULTING WITH HEADMEN IN A VARIETY OF FIELDS



- Headmen stated that they often were not invited to take part in the municipality's committees responsible for important activities such as zoning, environment and property tax collection. Part of those who answered "yes" stated that they were only informed of the subject matter when their signatures were needed, while the others said they were not informed at all.
- Accessibility of headmen's personally to the Mayor is at the level of 76,8 per cent, and to top management and the department heads 85.3 per cent, while 75.6 per cent were invited to take part in the City Council's meetings.
- 59 per cent of the headmen filling in the questionnaire stated that the municipality always, or for most of the time, treated responsively the citizens' complaints or demands when they, as headmen of the respective neighborhoods, forwarded these to the relevant units of the municipality.
- 78,3 per cent stated that the headman's office building was owned by the municipality. However, the below diagram shows the answers to the questions asked whether the municipality covered the headman's office costs such as that of the personnel, office equipment, electricity, water, telephone bills, and stationary expenditures, and the like.

GRAPH 11. RATE OF MUNICIPALITY'S MEETING HEADMEN'S NEEDS ON THE BASIS OF THE QUESTIONNAIRE FILLED IN BY THE HEADMEN.

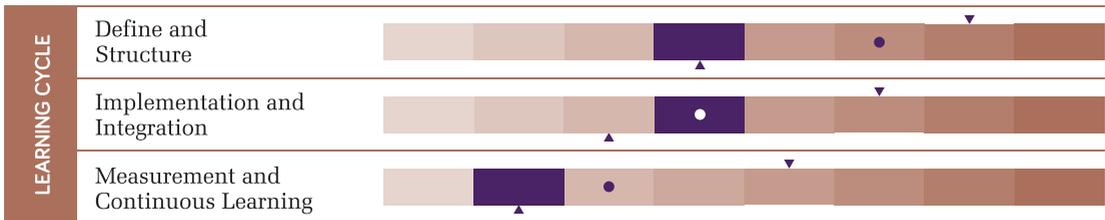
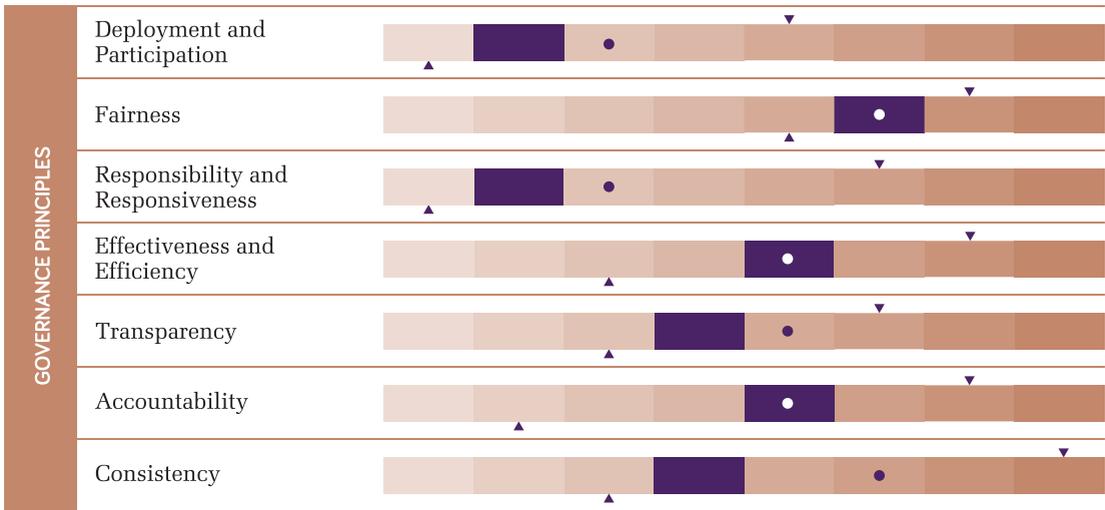


GOVERNANCE SCORECARDS OF MUNICIPALITIES

ARNAVÜTKÖY

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000





DISTRICT PROFILE*

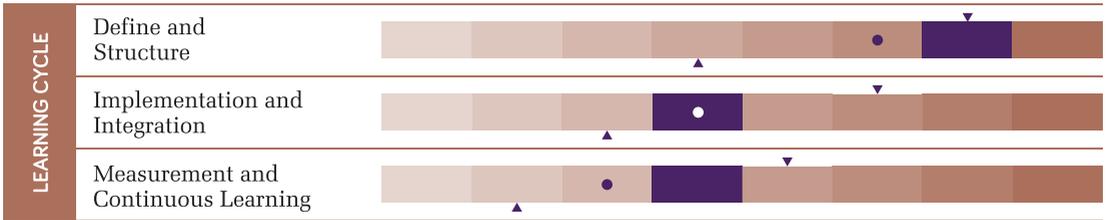
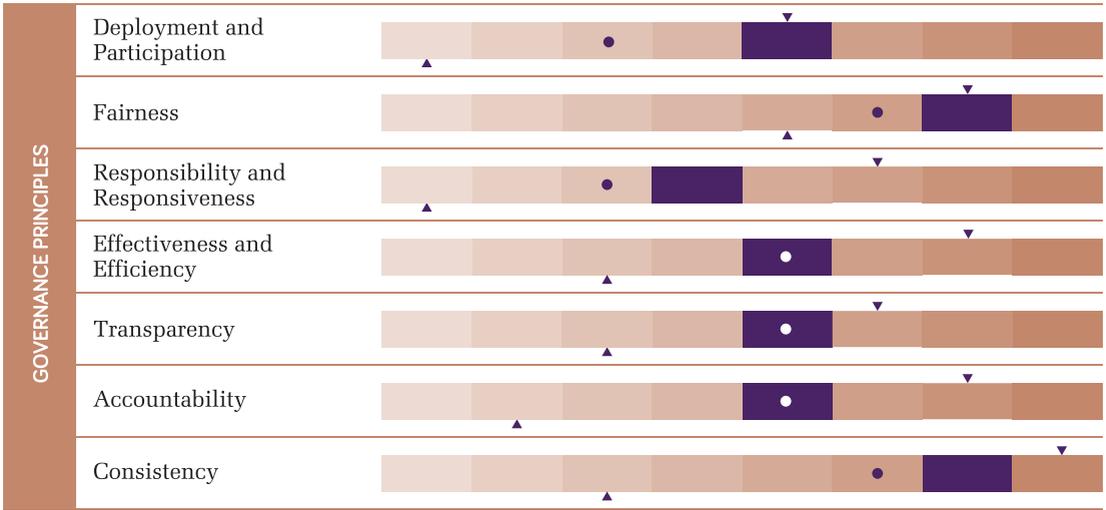
Population 247,507	Average Age 28.1
Population Density 546 people in km²	Average Years of Schooling 6.2 years
Average Household Population 4.2	Percentage of Graduates 6%
Annual Spending per Person 735 TL	Green Space per Person 1.7 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallim Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

ATAŞEHİR

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



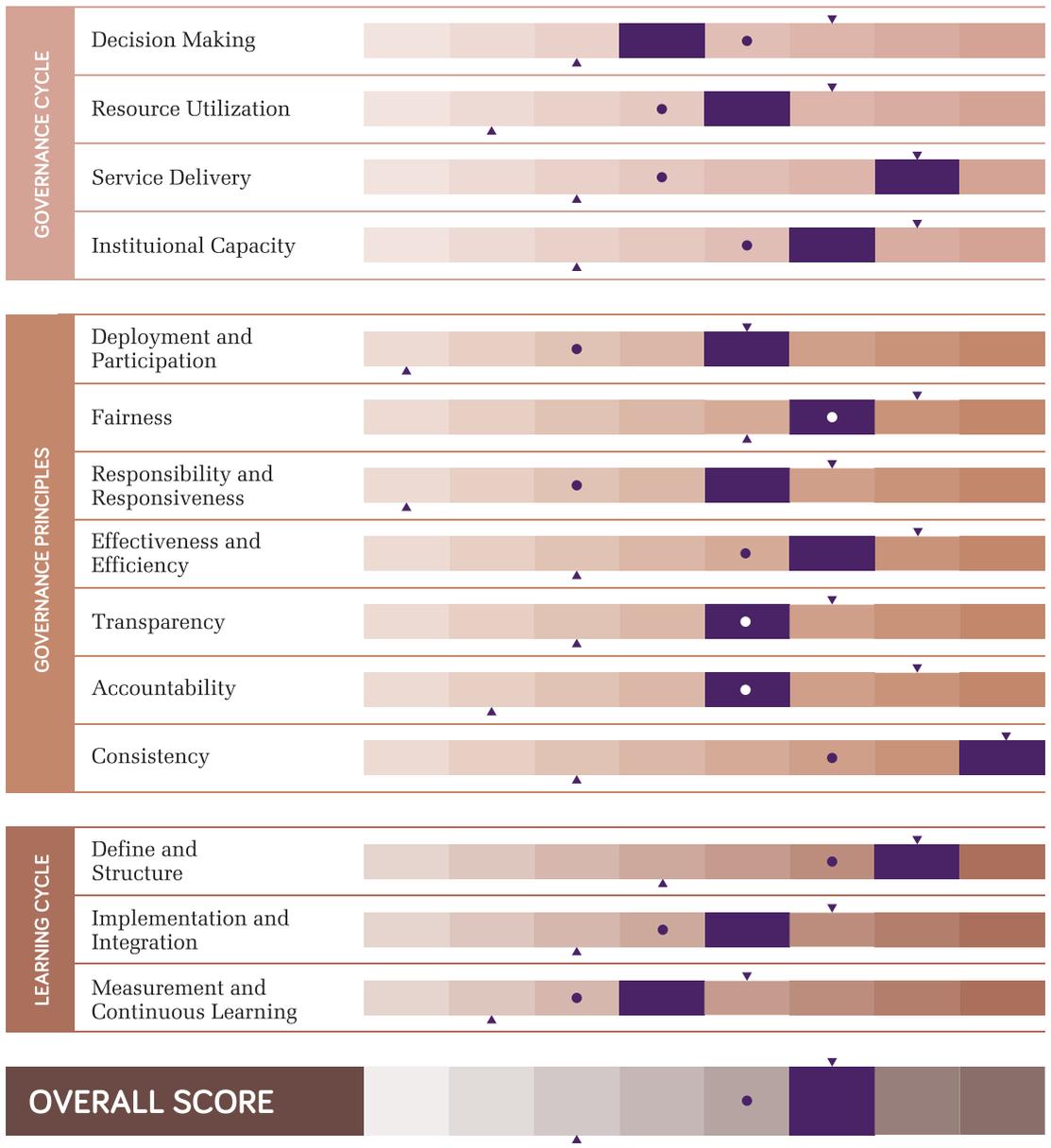
Population 422,513	Average Age 33.6
Population Density 16,901 people in km²	Average Years of Schooling 8.7 years
Average Household Population 3.3	Percentage of Graduates 21%
Annual Spending per Person 850 TL	Green Space per Person 0.8 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallem Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

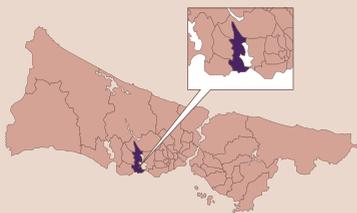
AVCILAR

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
430,770

Population Density
8,615 people in km²

Average Household Population
3.5

Annual Spending per Person
600 TL

Average Age
32.3

Average Years of Schooling
8 years

Percentage of Graduates
14%

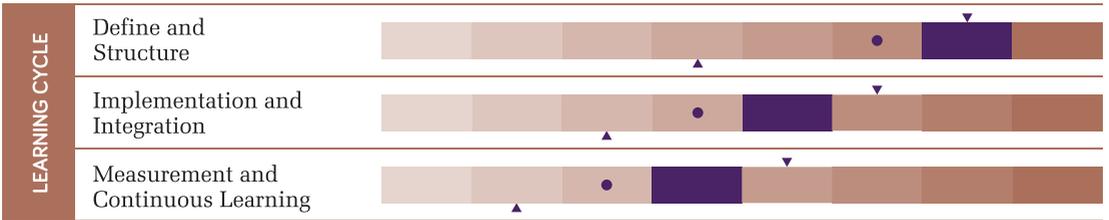
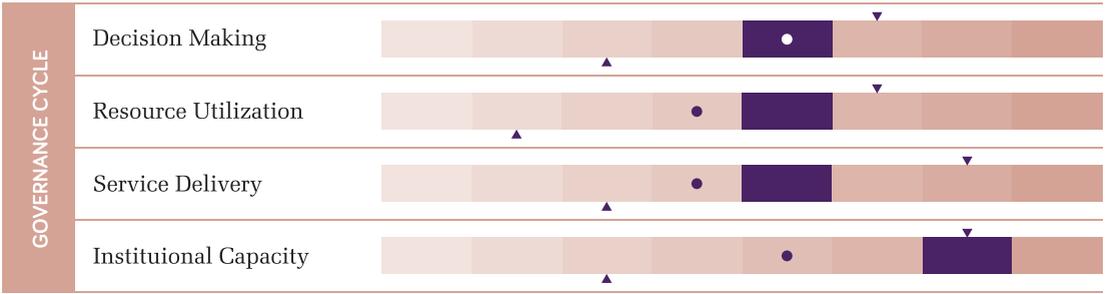
Green Space per Person
1.4 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mehallem Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

BAĞCILAR

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*

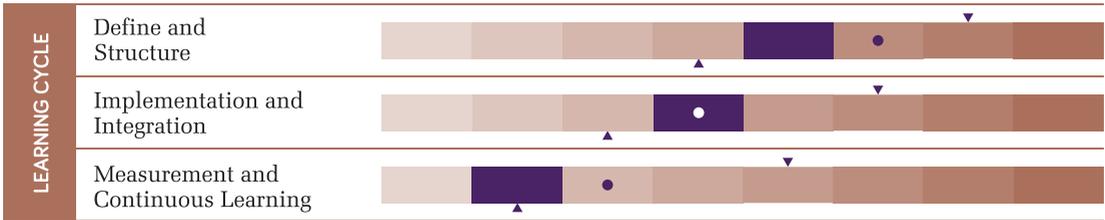
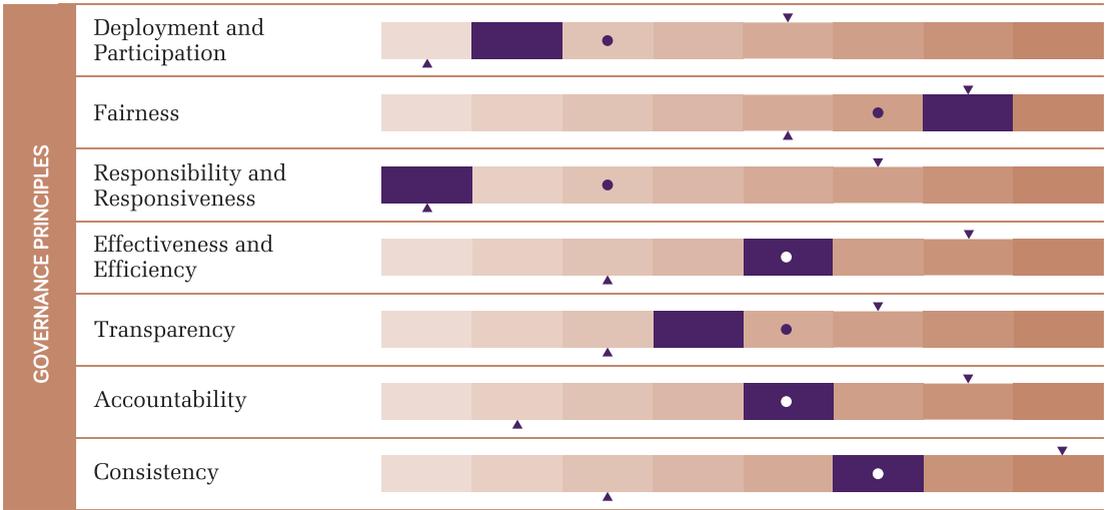
Population 751,510	Average Age 29.6
Population Density 32,674 people in km²	Average Years of Schooling 6.8 years
Average Household Population 4.1	Percentage of Graduates 8%
Annual Spending per Person 486 TL	Green Space per Person 0.3 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleim İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

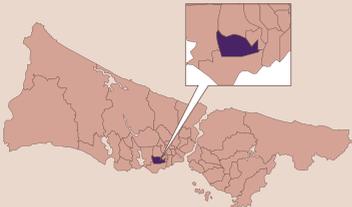
BAHÇELİEVLER

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population 598,097	Average Age 32.9
Population Density 35,182 people in km²	Average Years of Schooling 8 years
Average Household Population 3.6	Percentage of Graduates 16%
Annual Spending per Person 461 TL	Green Space per Person 0.3 m²

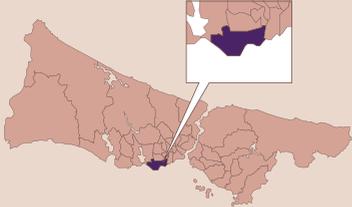
* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallen İstanbul (2017) publication, green space per person data is obtained from İstanbul 95 project (2018).

BAKIRKÖY

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval



DISTRICT PROFILE*



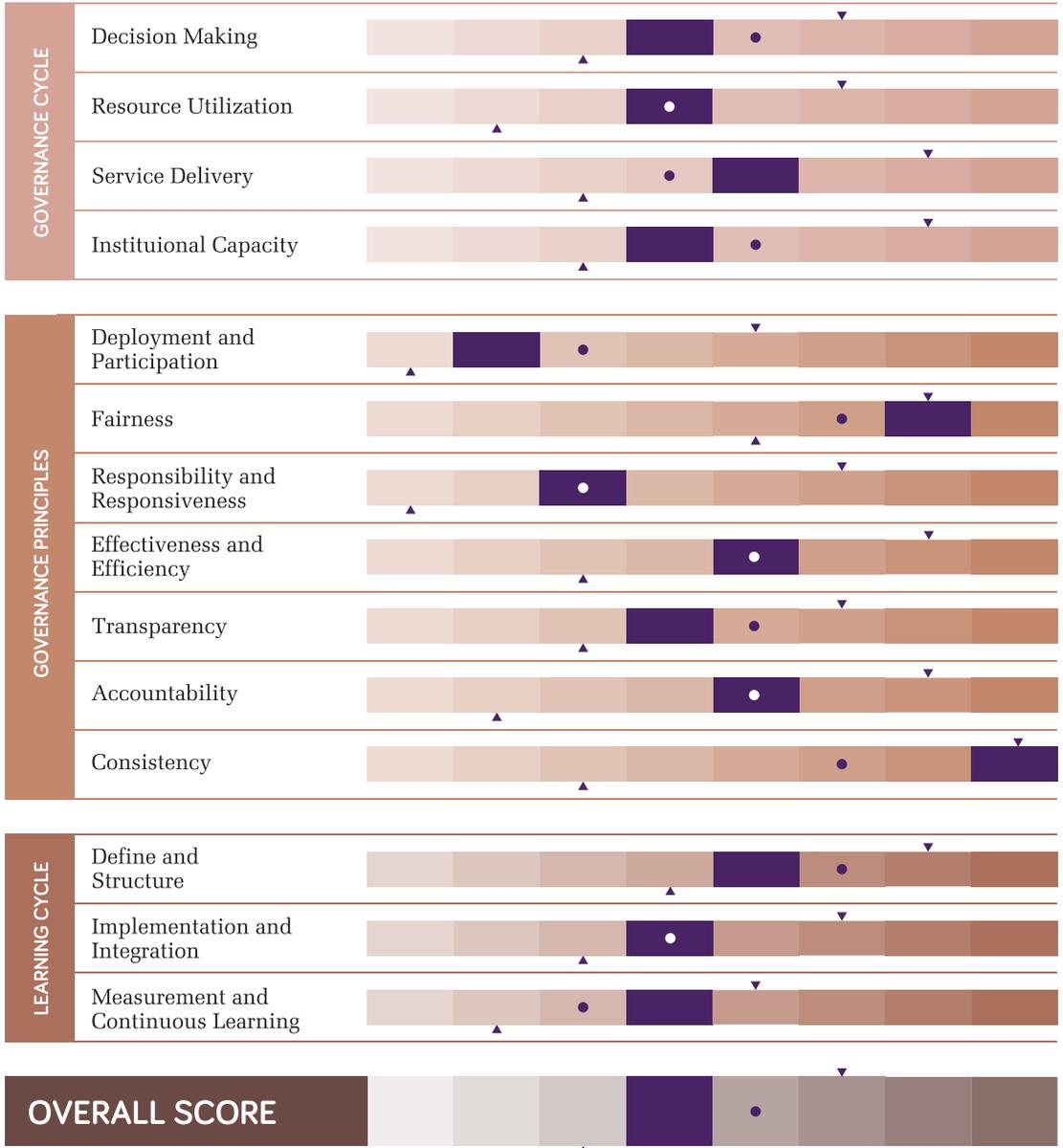
Population 222,437	Average Age 39.4
Population Density 7,670 people in km²	Average Years of Schooling 10.1 years
Average Household Population 2.9	Percentage of Graduates 30%
Annual Spending per Person 1,416 TL	Green Space per Person 7.2 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

BAŞAKŞEHİR

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
369,752

Population Density
3,456 people in km²

Average Household Population
3.9

Annual Spending per Person
1,232 TL

Average Age
29

Average Years of Schooling
7.9 years

Percentage of Graduates
16%

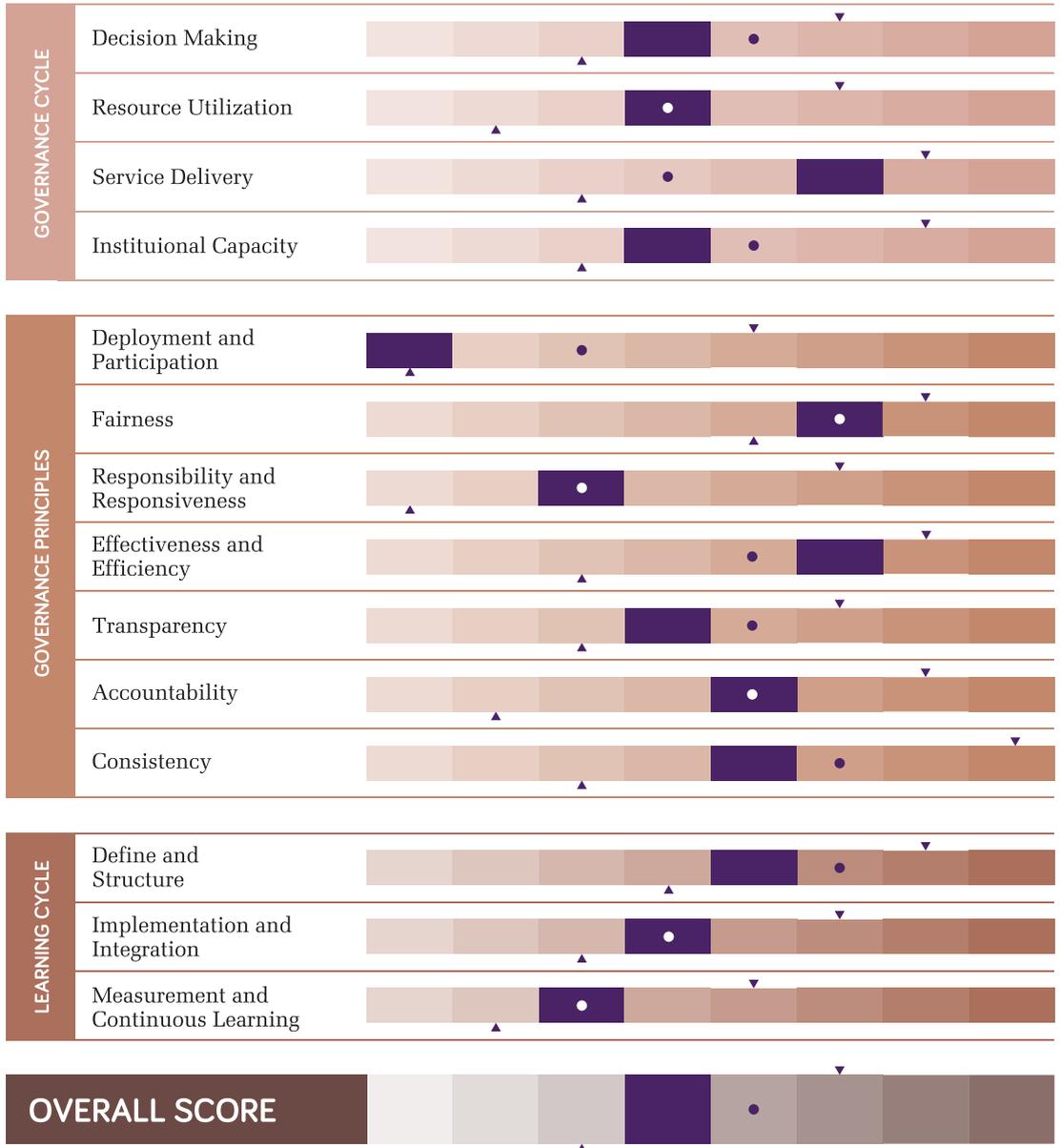
Green Space per Person
2.6 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalle İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

BAYRAMPAŞA

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
273,148

Population Density
30,350 people in km²

Average Household Population
3.5

Annual Spending per Person
532 TL

Average Age
33.8

Average Years of Schooling
7.7 years

Percentage of Graduates
13%

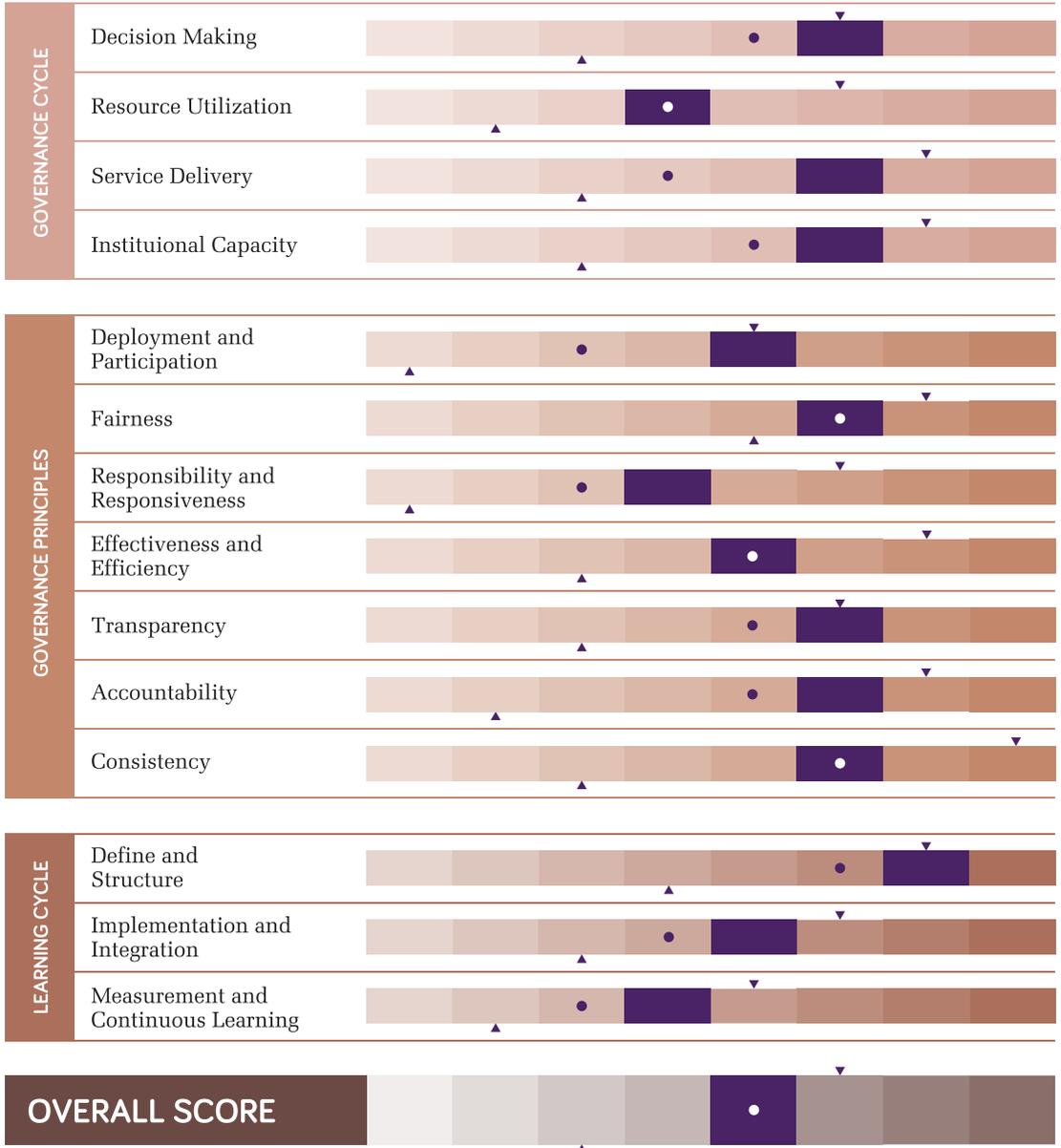
Green Space per Person
1.7 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleler Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

BEŞİKTAŞ

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
189,356

Population Density
10,520 people in km²

Average Household Population
2.5

Annual Spending per Person
1,709 TL

Average Age
39.5

Average Years of Schooling
11.1 years

Percentage of Graduates
35%

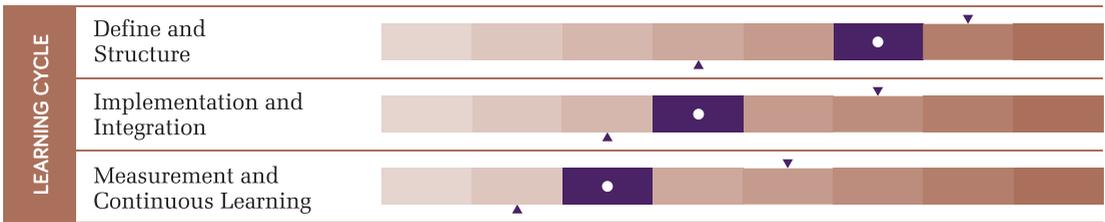
Green Space per Person
4.1 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallent Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

BEYKOZ

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



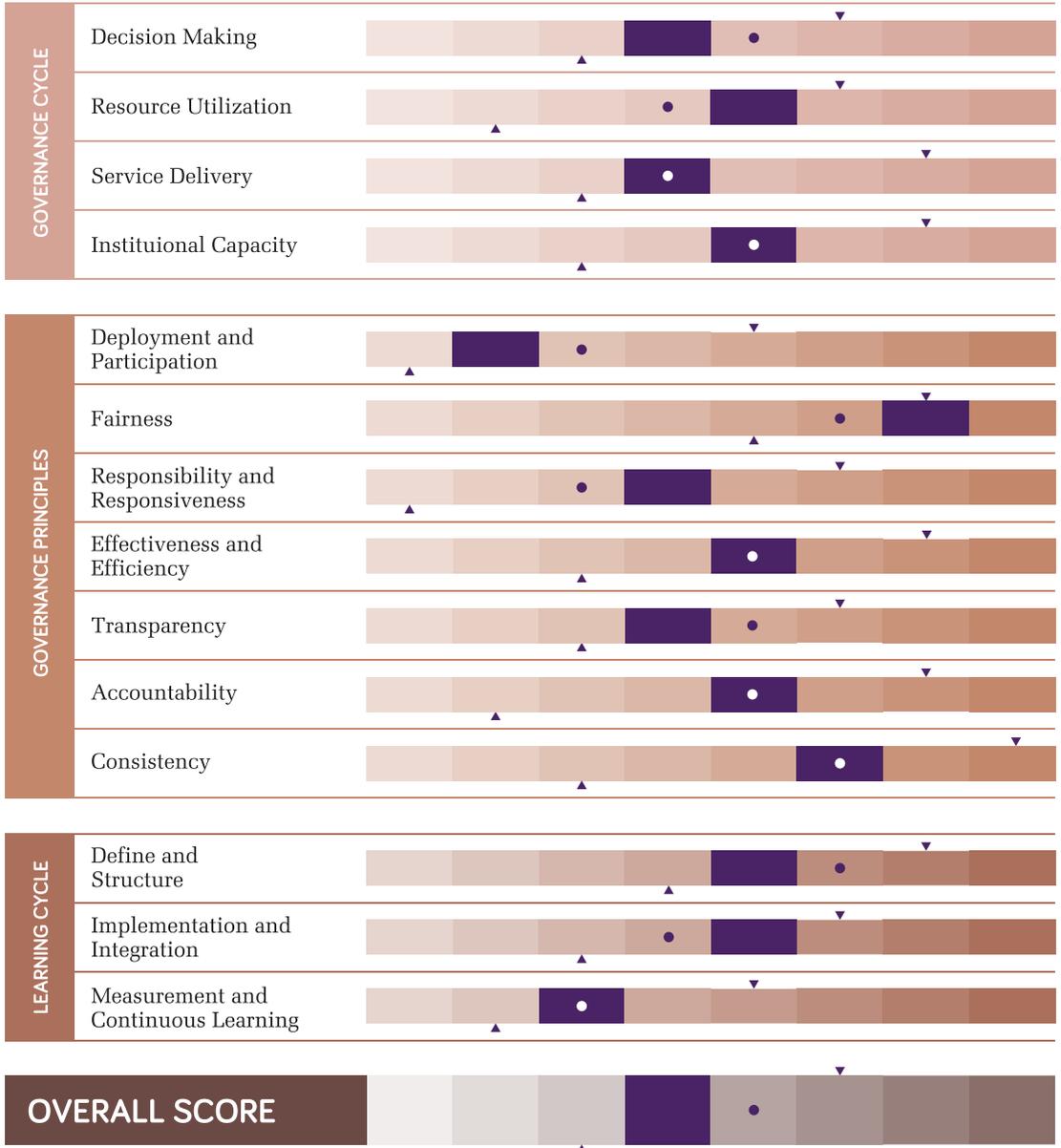
Population 250,410	Average Age 34.5
Population Density 808 people in km²	Average Years of Schooling 8.2 years
Average Household Population 3.4	Percentage of Graduates 15%
Annual Spending per Person 1,155 TL	Green Space per Person 2.6 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallum Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

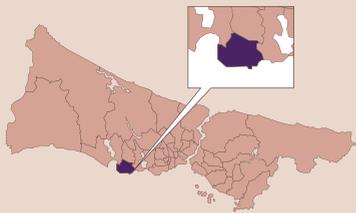
BEYLİKDÜZÜ

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
297,413

Population Density
7,626 people in km²

Average Household Population
3.3

Annual Spending per Person
1,163 TL

Average Age
32.8

Average Years of Schooling
9 years

Percentage of Graduates
22%

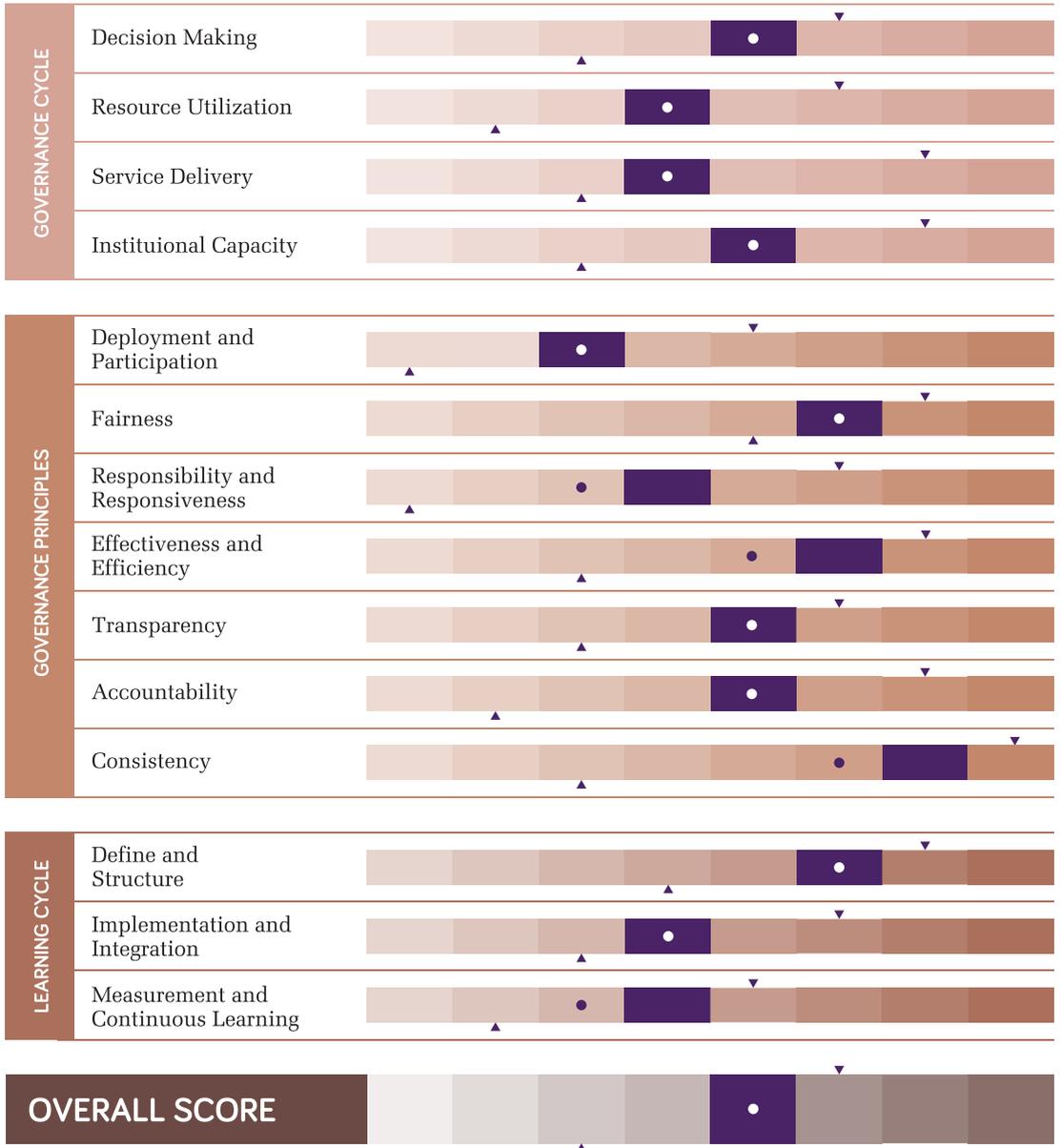
Green Space per Person
0.9 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen İstanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

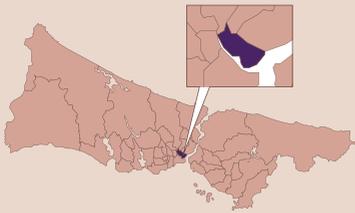
BEYOĞLU

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
238,762

Population Density
26,529 people in km²

Average Household Population
3.2

Annual Spending per Person
791 TL

Average Age
33.9

Average Years of Schooling
7.4 years

Percentage of Graduates
12%

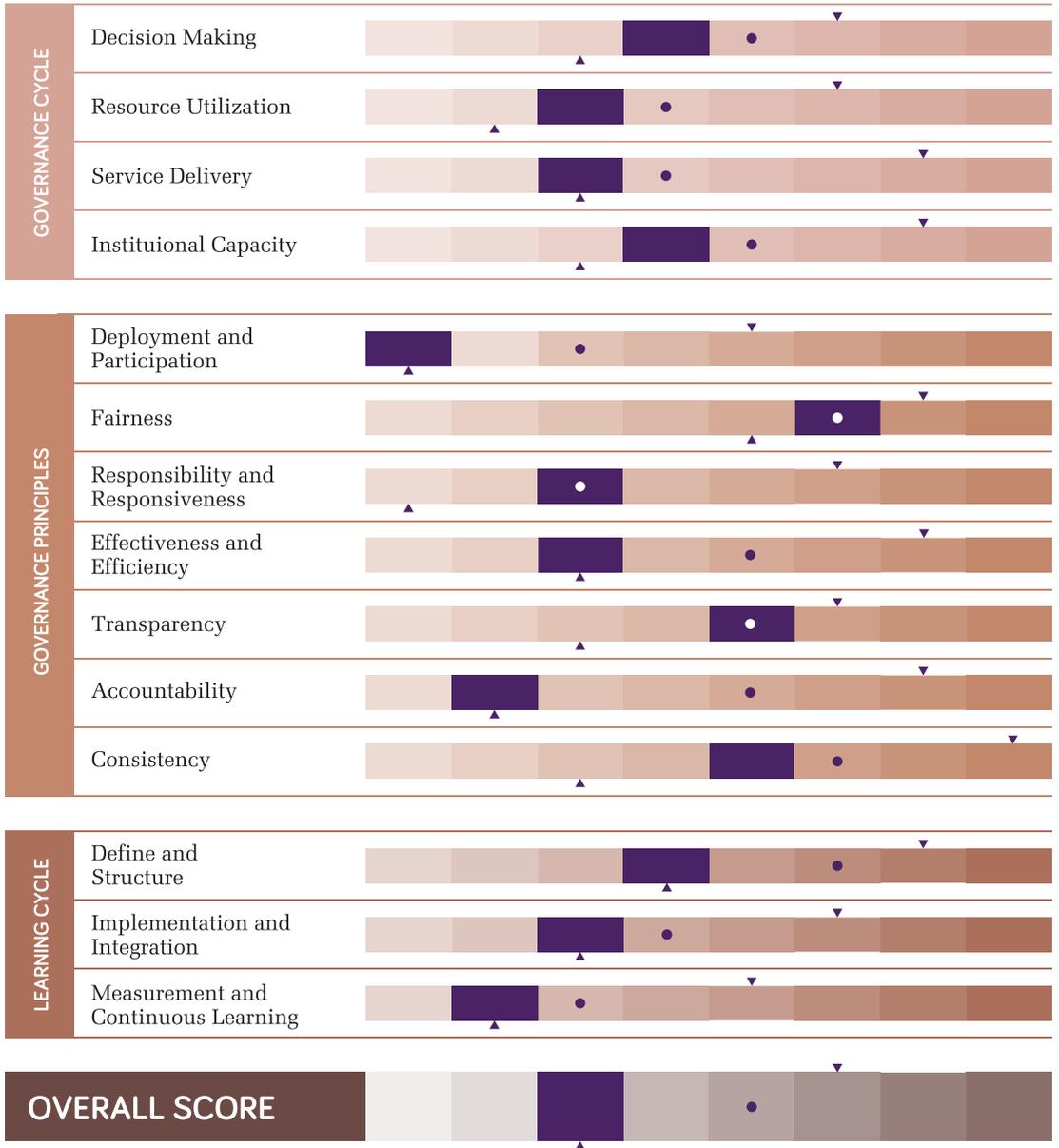
Green Space per Person
1.9 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahalleler İstanbul (2017) publication, green space per person data is obtained from İstanbul 95 project (2018).

BÜYÜKÇEKMECE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
237,185

Population Density
1,371 people in km²

Average Household Population
3.3

Annual Spending per Person
1,136 TL

Average Age
33.4

Average Years of Schooling
8.3 years

Percentage of Graduates
16%

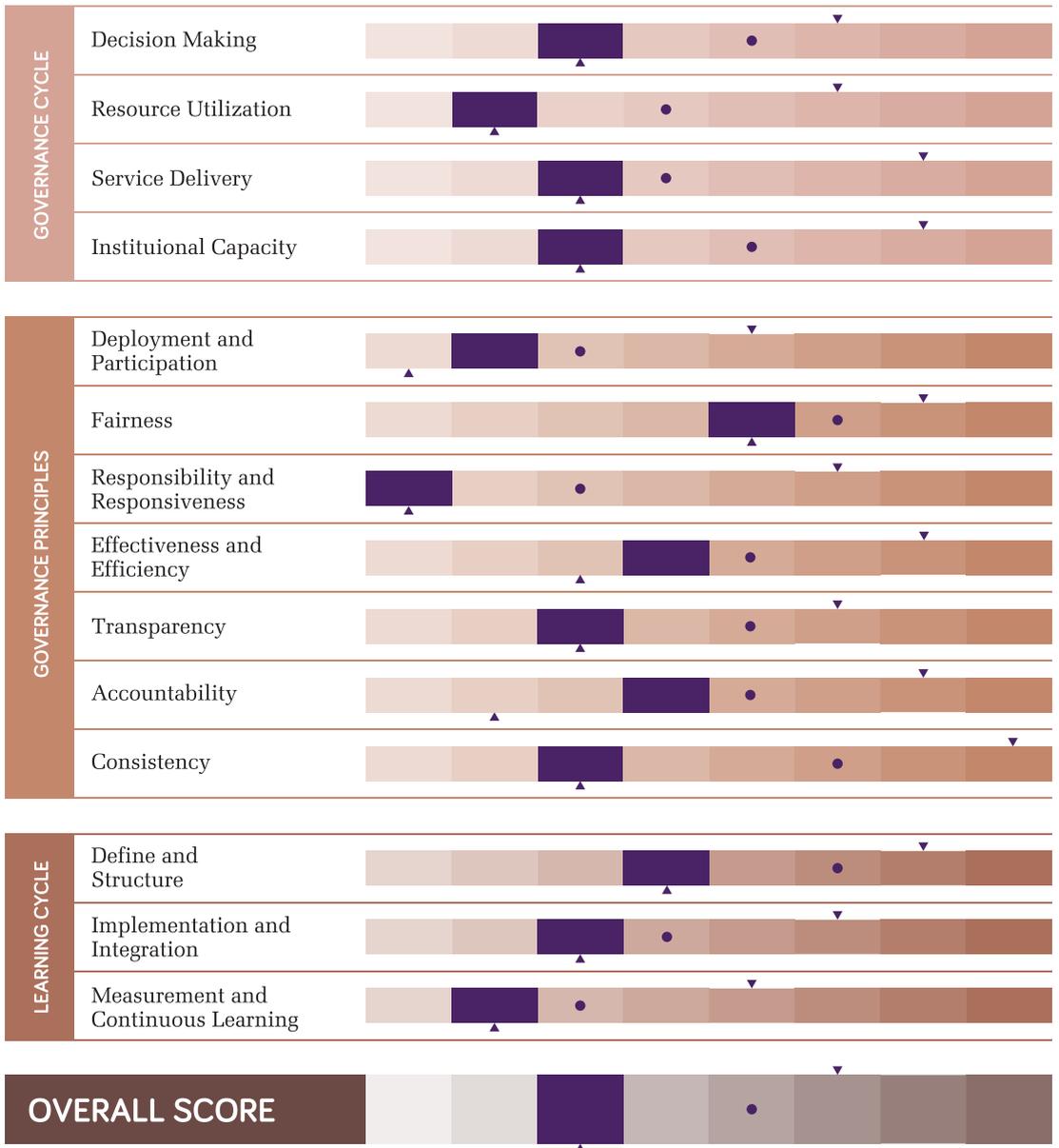
Green Space per Person
1.5 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

CATALCA

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
68,934

Population Density
60 people in km²

Average Household Population
3

Annual Spending per Person
709 TL

Average Age
36.5

Average Years of Schooling
7.3 years

Percentage of Graduates
10%

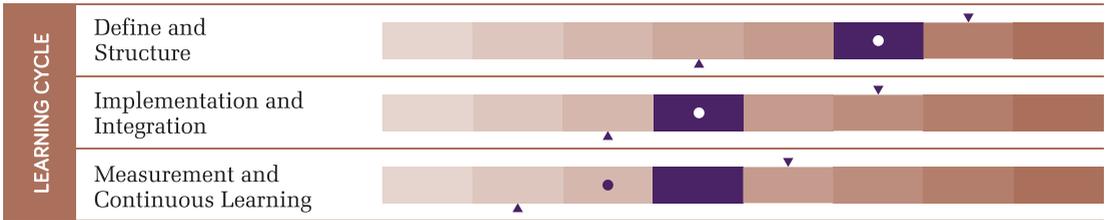
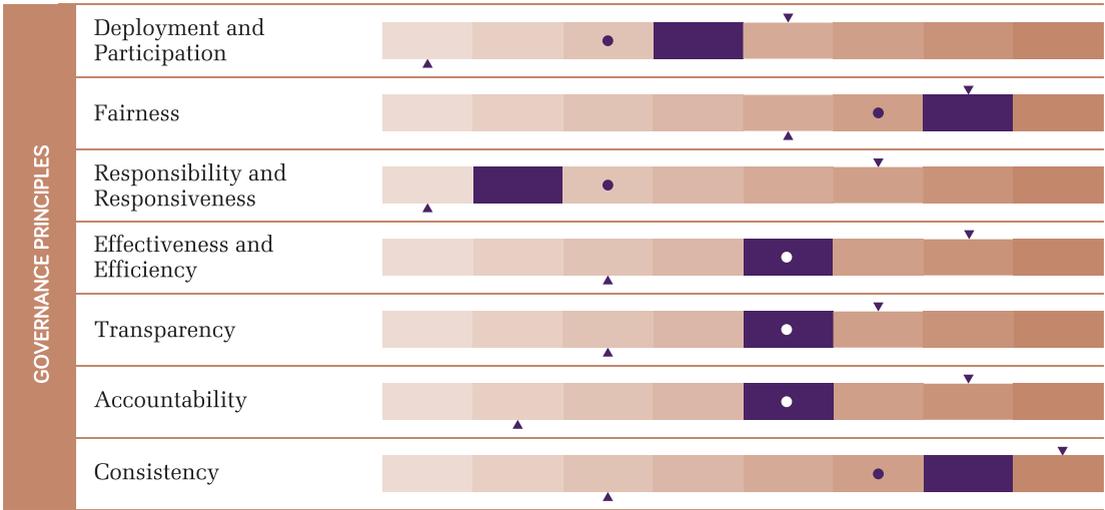
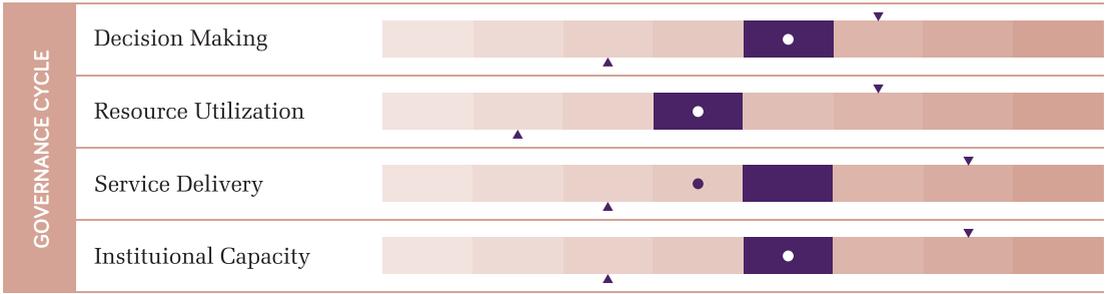
Green Space per Person
1.3 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallem Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

ÇEKMEKÖY

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000





DISTRICT PROFILE*

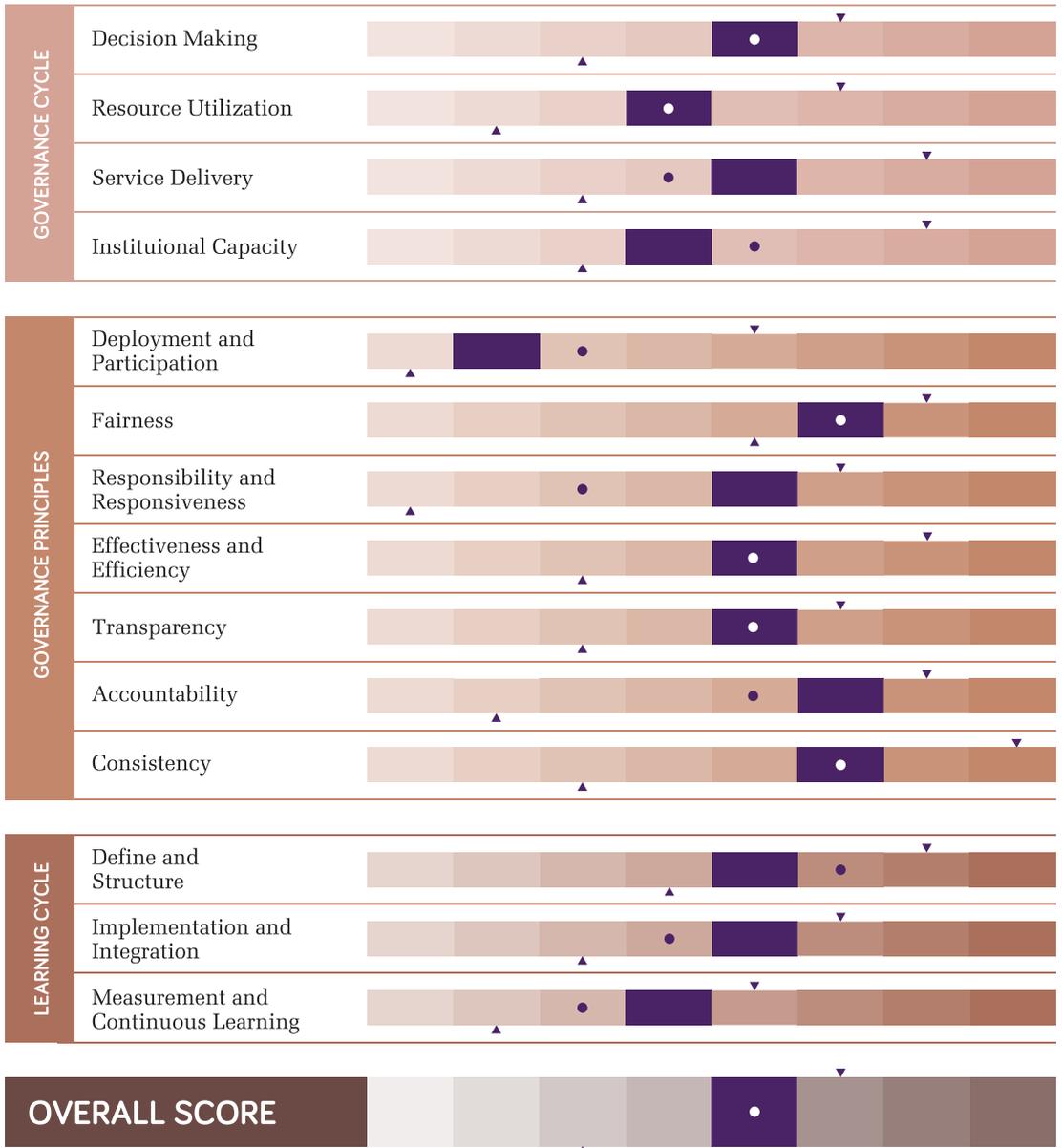
Population 239,611	Average Age 30.4
Population Density 1,576 people in km²	Average Years of Schooling 8.1 years
Average Household Population 3.5	Percentage of Graduates 17%
Annual Spending per Person 647 TL	Green Space per Person 0.7 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahalem İstanbul (2017) publication, green space per person data is obtained from İstanbul 95 project (2018).

ESENLER

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
457,231

Population Density
24,065 people in km²

Average Household Population
4

Annual Spending per Person
473 TL

Average Age
29.9

Average Years of Schooling
6.7 years

Percentage of Graduates
7%

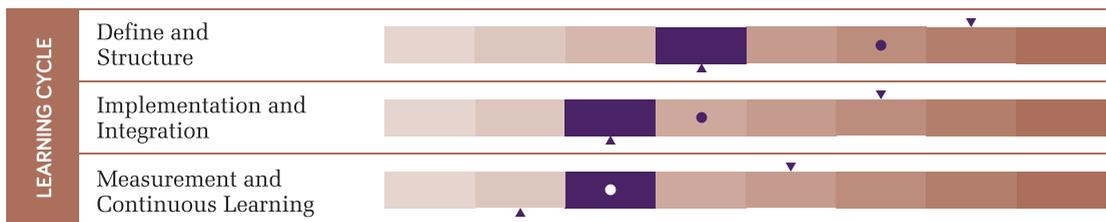
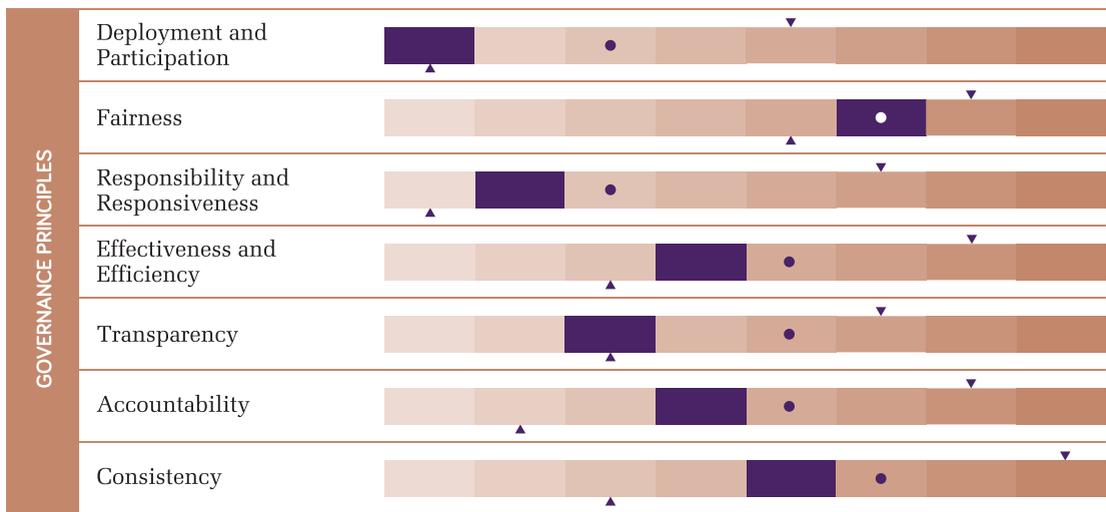
Green Space per Person
0.2 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallen Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

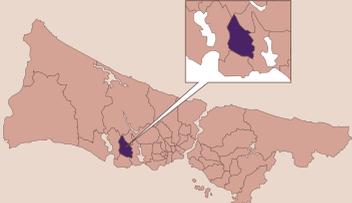
ESENYURT

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



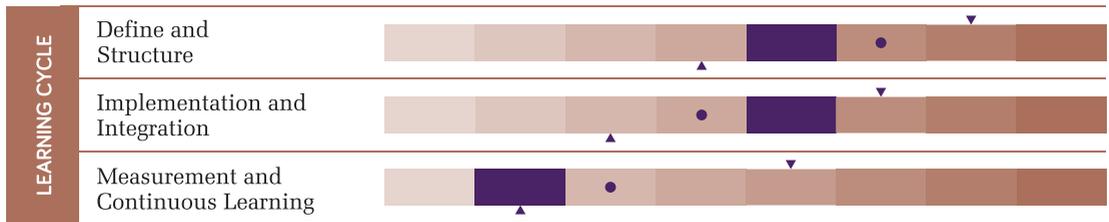
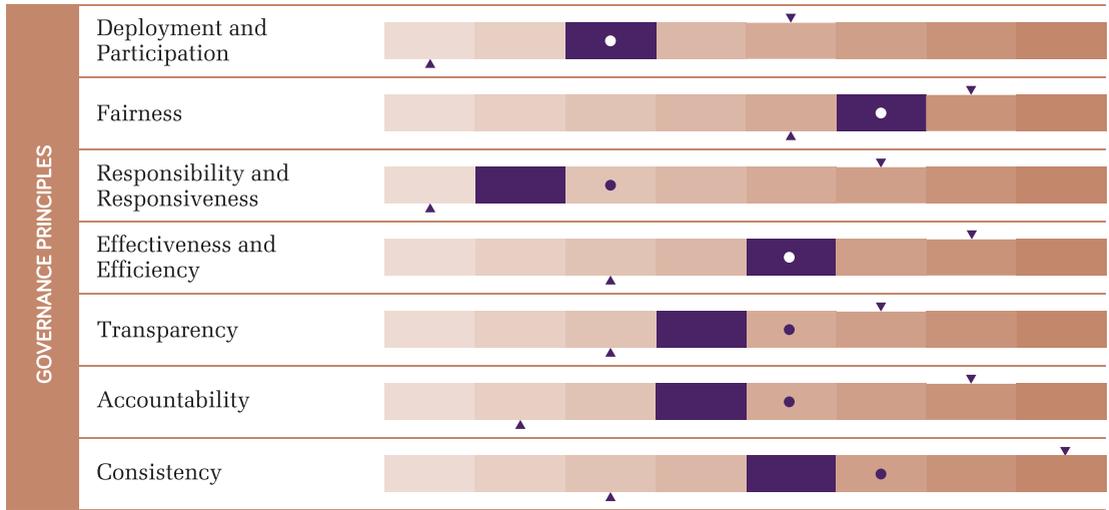
Population 795,010	Average Age 28.1
Population Density 18,489 people in km²	Average Years of Schooling 7.1 years
Average Household Population 3.8	Percentage of Graduates 10%
Annual Spending per Person 890 TL	Green Space per Person 0.7 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallim Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

EYÜPSULTAN

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
377,650

Population Density
1,656 people in km²

Average Household Population
3.4

Annual Spending per Person
659 TL

Average Age
33.1

Average Years of Schooling
8 years

Percentage of Graduates
15%

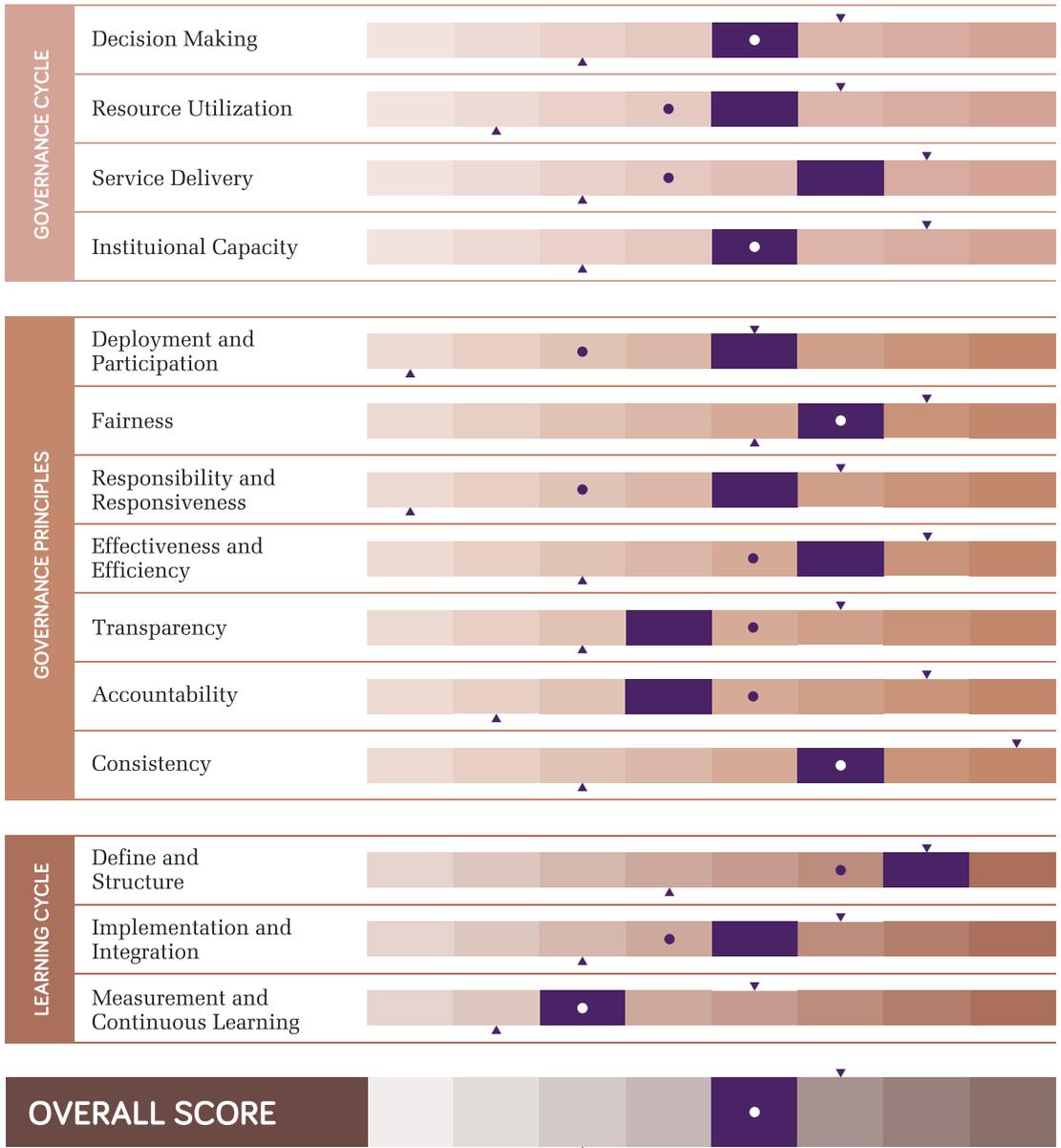
Green Space per Person
2.4 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

FATİH

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



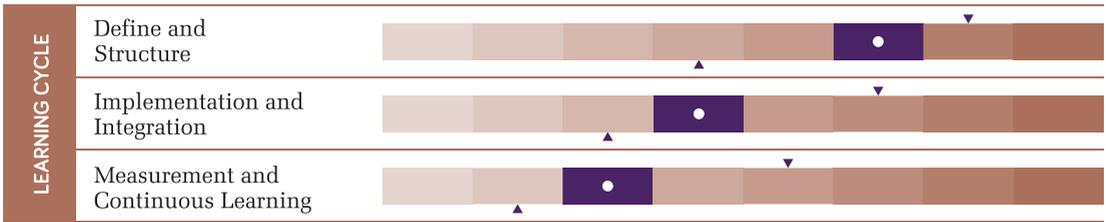
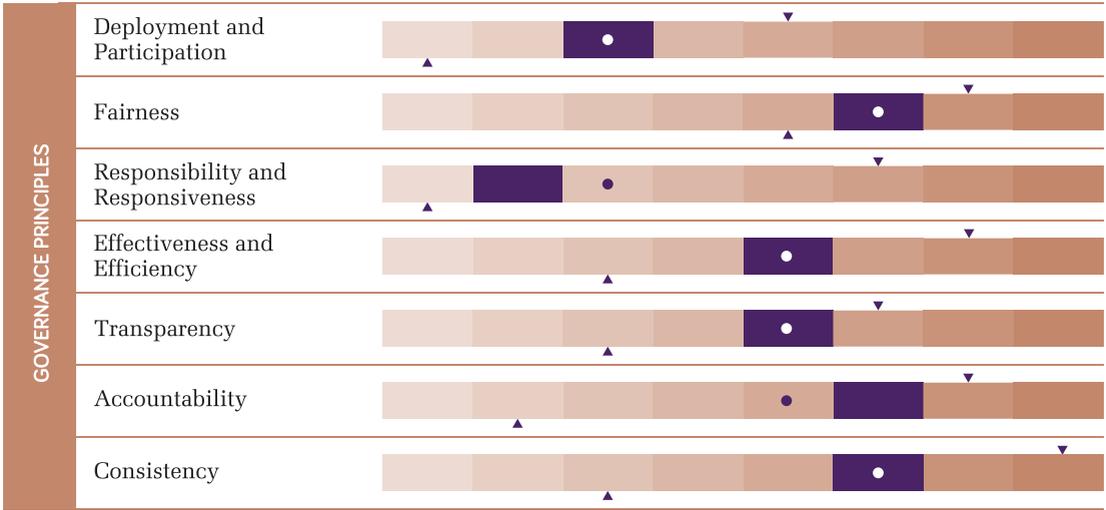
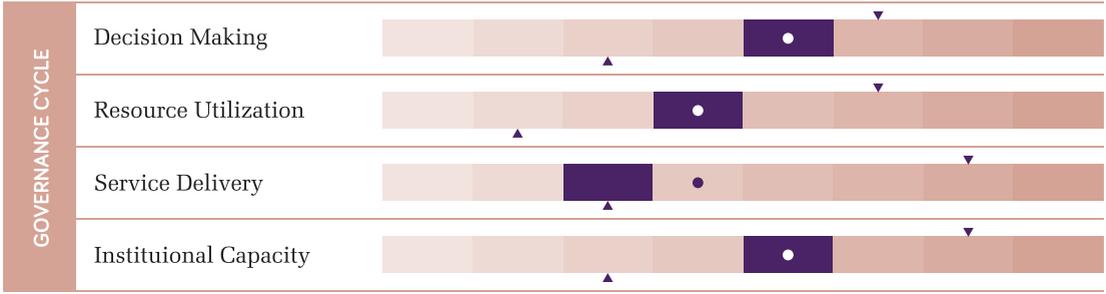
Population 417,285	Average Age 35.7
Population Density 27,819 people in km²	Average Years of Schooling 7.9 years
Average Household Population 3.1	Percentage of Graduates 15%
Annual Spending per Person 642 TL	Green Space per Person 3.7 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahalleler Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

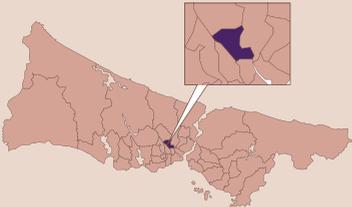
GAZIOSMANPAŞA

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



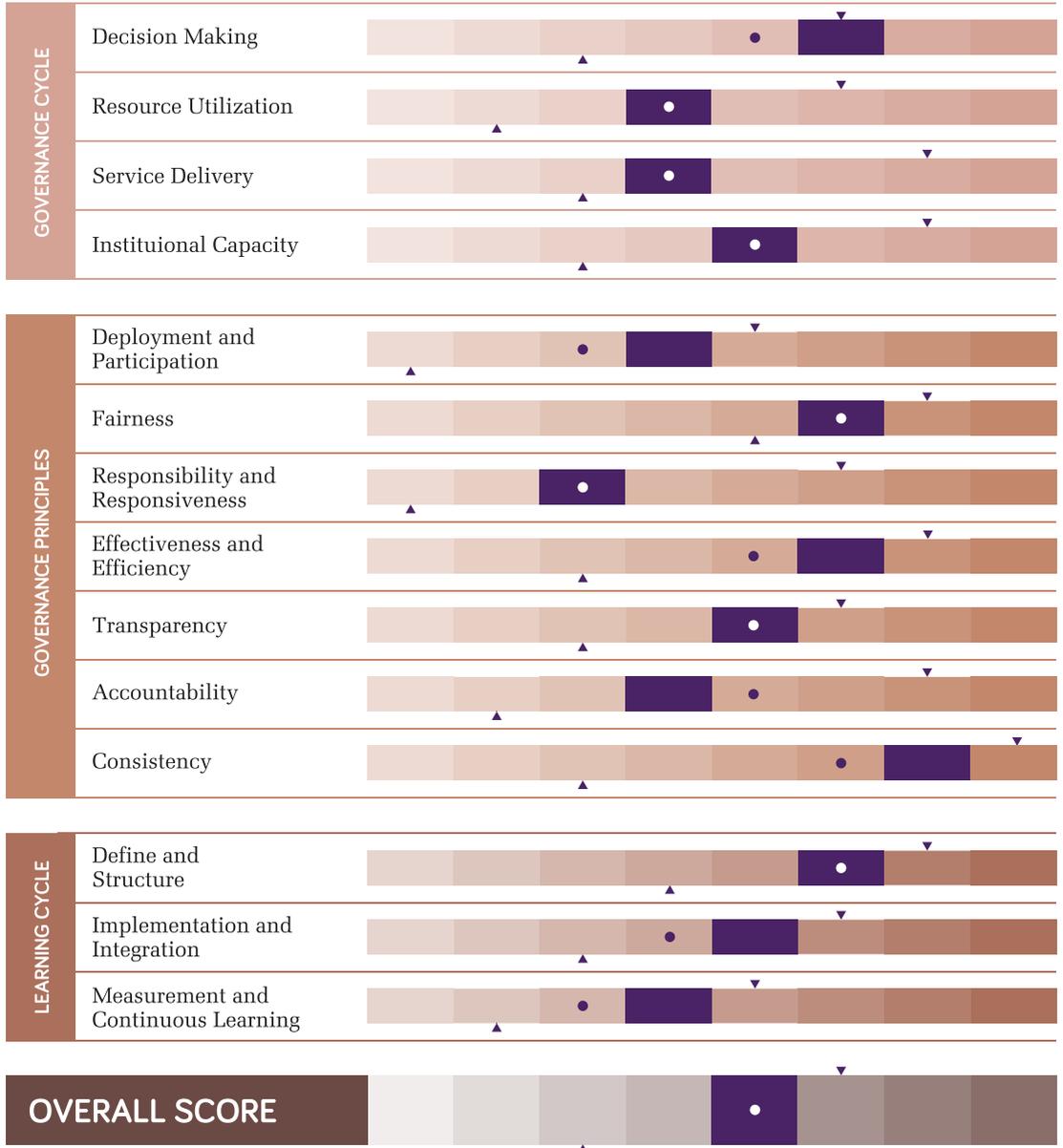
Population 499,766	Average Age 31.8
Population Density 41,647 people in km²	Average Years of Schooling 7.1 years
Average Household Population 3.7	Percentage of Graduates 10%
Annual Spending per Person 418 TL	Green Space per Person 0.4 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahalleler Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

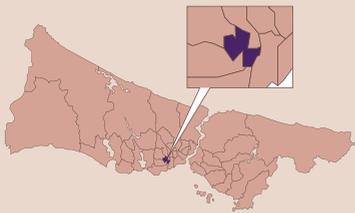
GÜNGÖREN

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
298,509

Population Density
42,644 people in km²

Average Household Population
3.5

Annual Spending per Person
487 TL

Average Age
33.4

Average Years of Schooling
7.8 years

Percentage of Graduates
13%

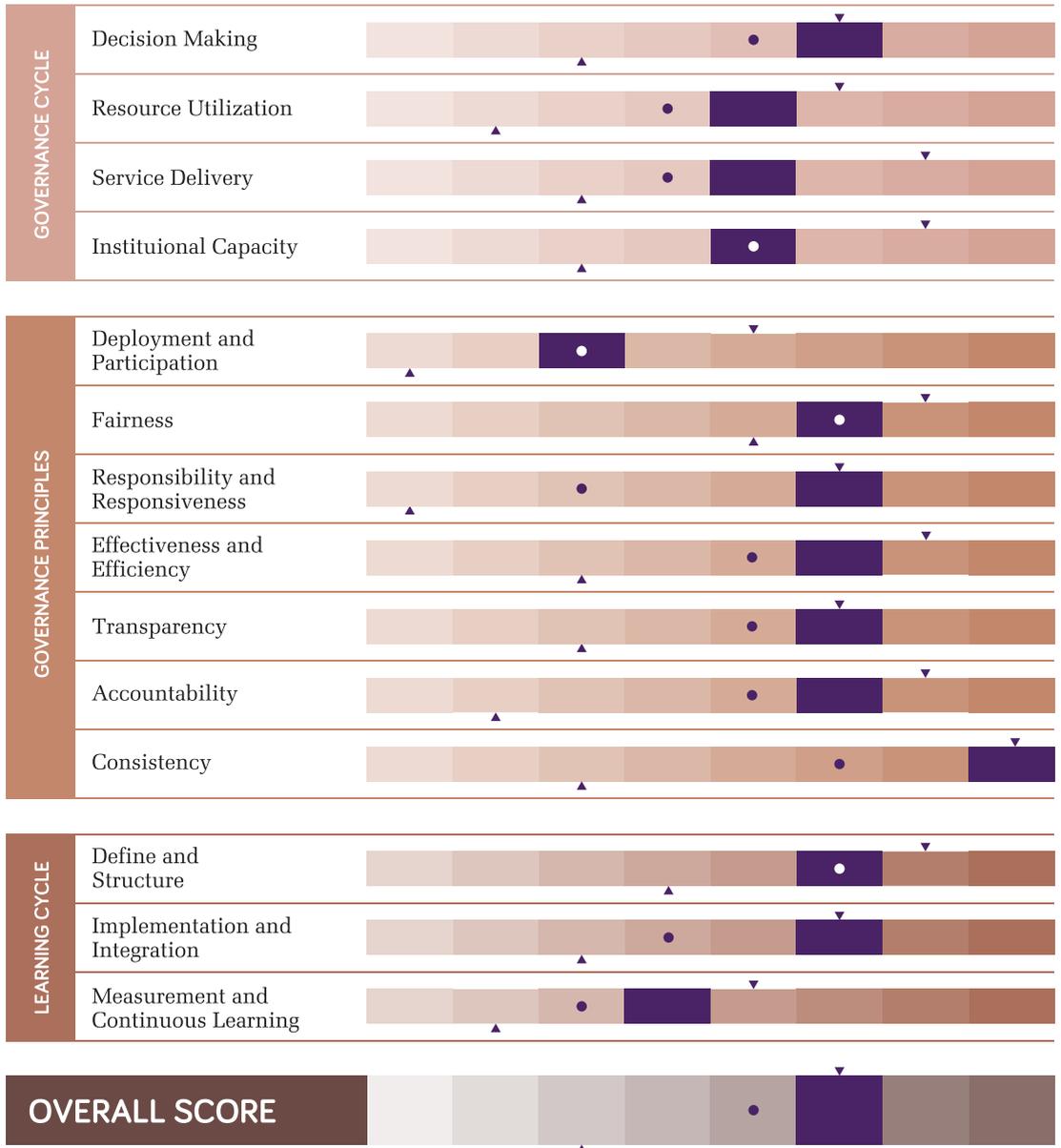
Green Space per Person
0.5 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

KADIKÖY

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
452,302

Population Density
18,092 people in km²

Average Household Population
2.6

Annual Spending per Person
884 TL

Average Age
42.3

Average Years of Schooling
10.9 years

Percentage of Graduates
35%

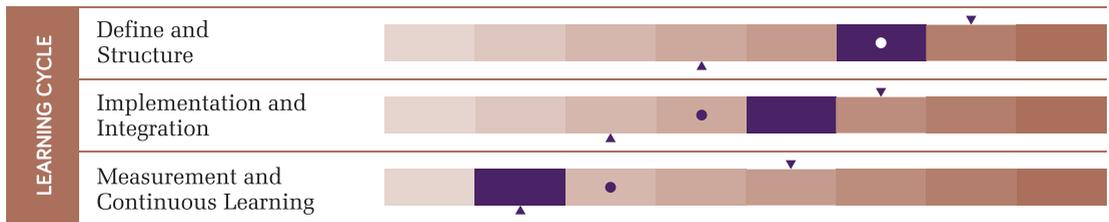
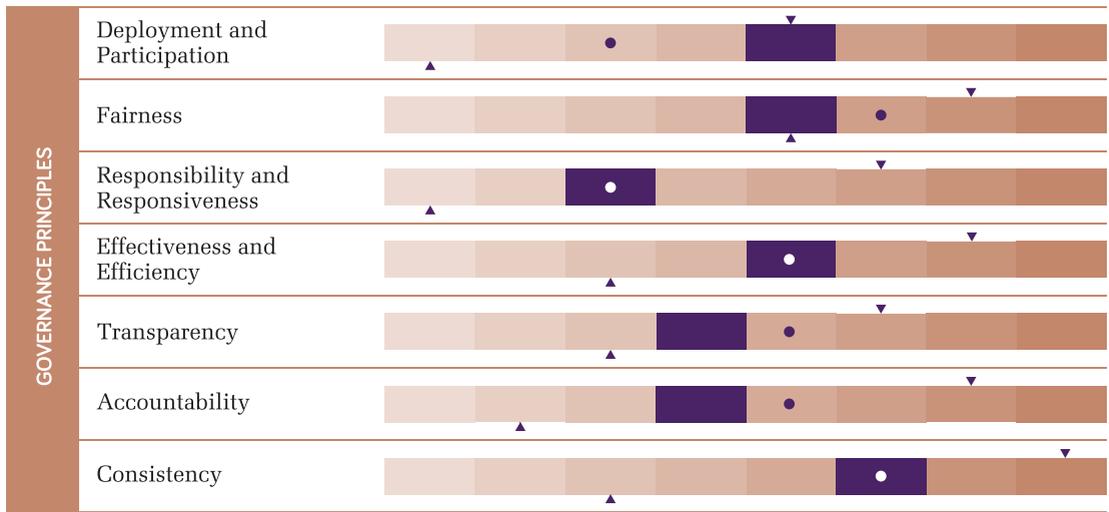
Green Space per Person
2.3 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleler İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

KAGITHANE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*

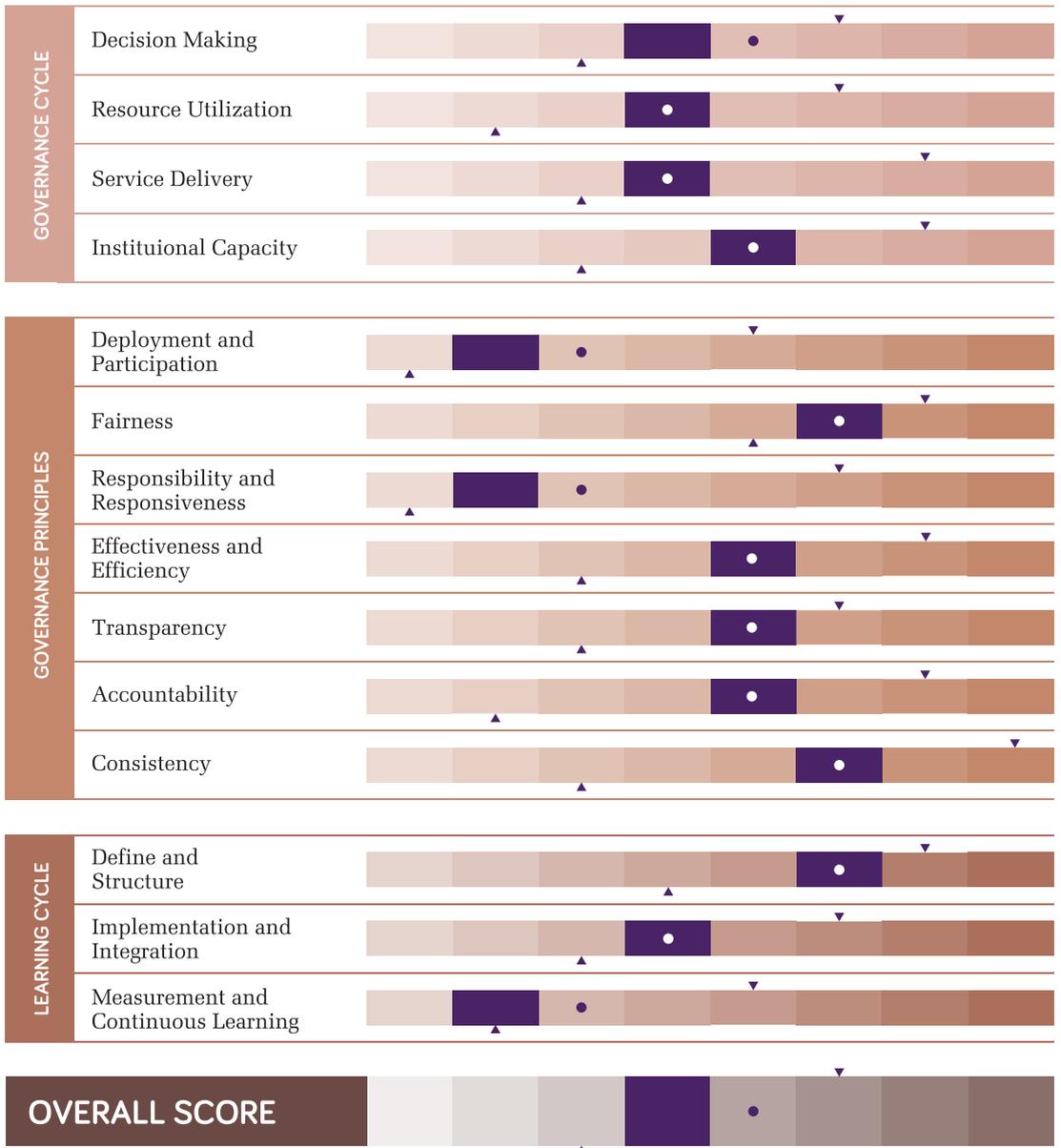
Population 439,685	Average Age 32.2
Population Density 29,312 people in km²	Average Years of Schooling 7.8 years
Average Household Population 3.5	Percentage of Graduates 14%
Annual Spending per Person 693 TL	Green Space per Person 1.3 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallem Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

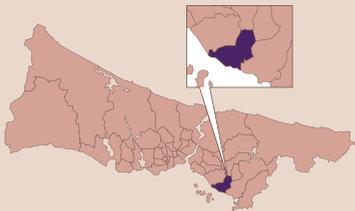
KARTAL

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
459,298

Population Density
12,087 people in km²

Average Household Population
3.3

Annual Spending per Person
674 TL

Average Age
34.4

Average Years of Schooling
8.5 years

Percentage of Graduates
19%

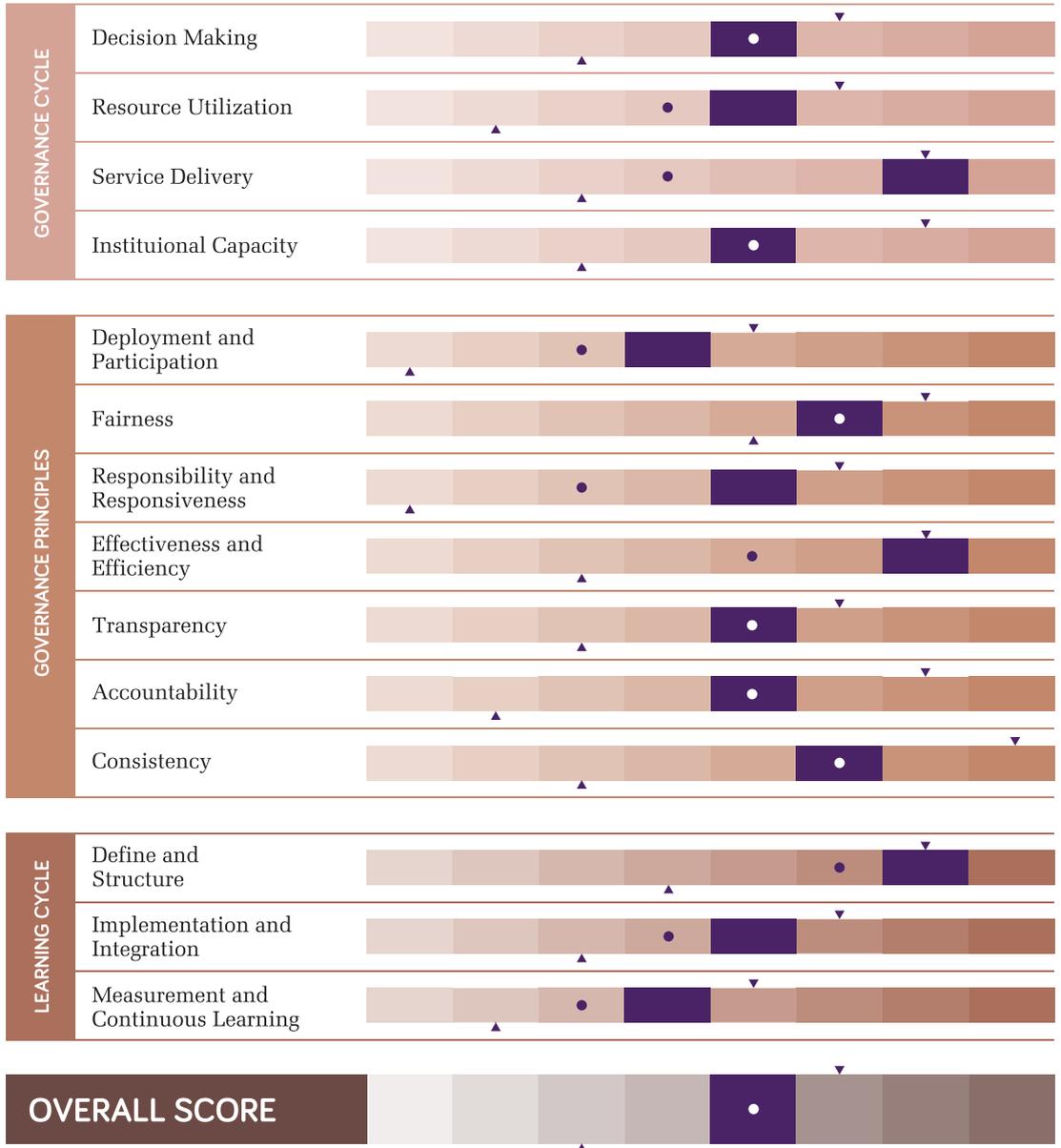
Green Space per Person
1.8 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleler Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

KÜÇÜKŞEKMECE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
766,609

Population Density
17,423 people in km²

Average Household Population
3.6

Annual Spending per Person
511 TL

Average Age
31.7

Average Years of Schooling
7.7 years

Percentage of Graduates
14%

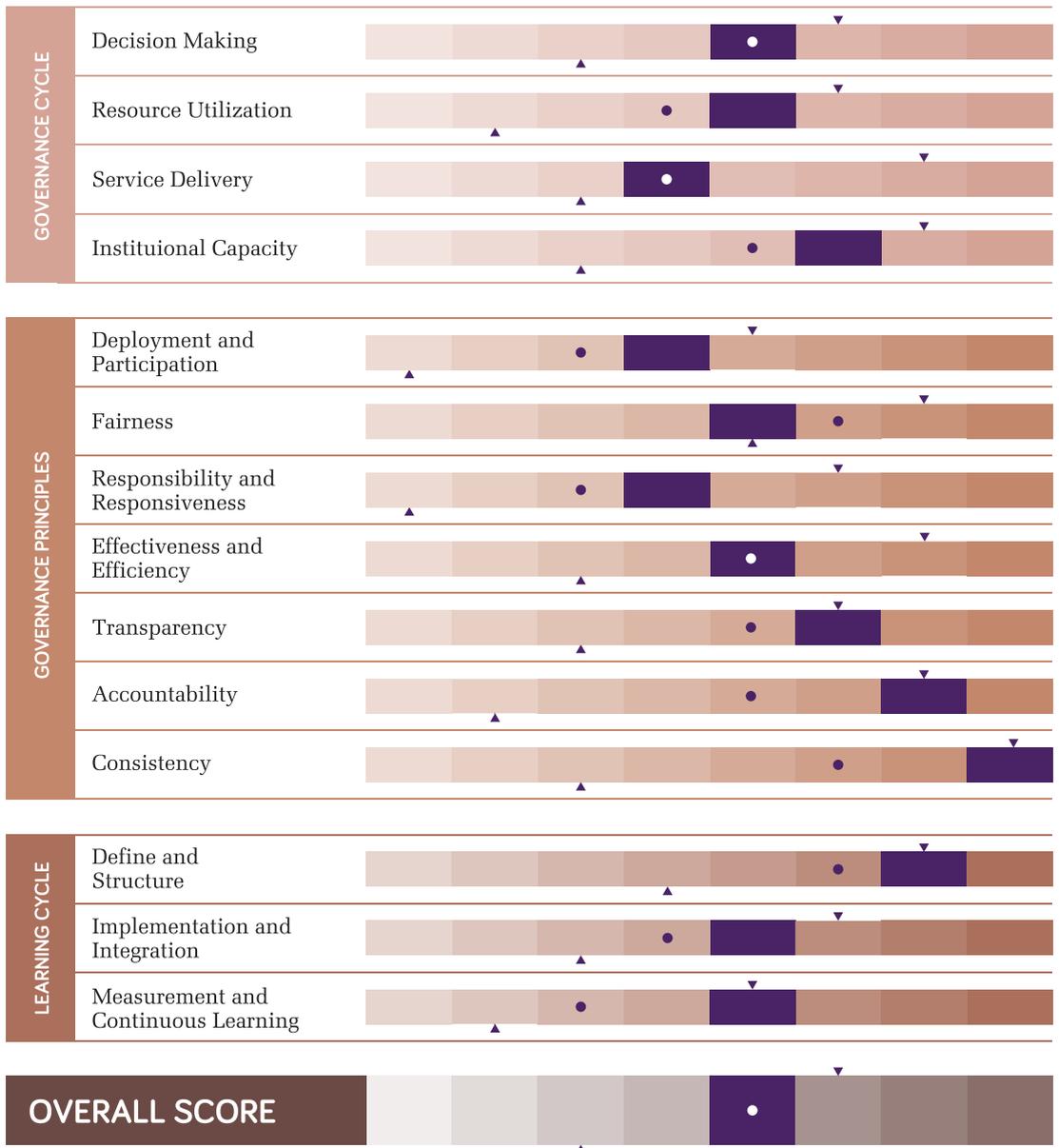
Green Space per Person
0.9 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleim Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

MALTEPE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
490,151

Population Density
9,248 people in km²

Average Household Population
3.1

Annual Spending per Person
672 TL

Average Age
35.7

Average Years of Schooling
9 years

Percentage of Graduates
22%

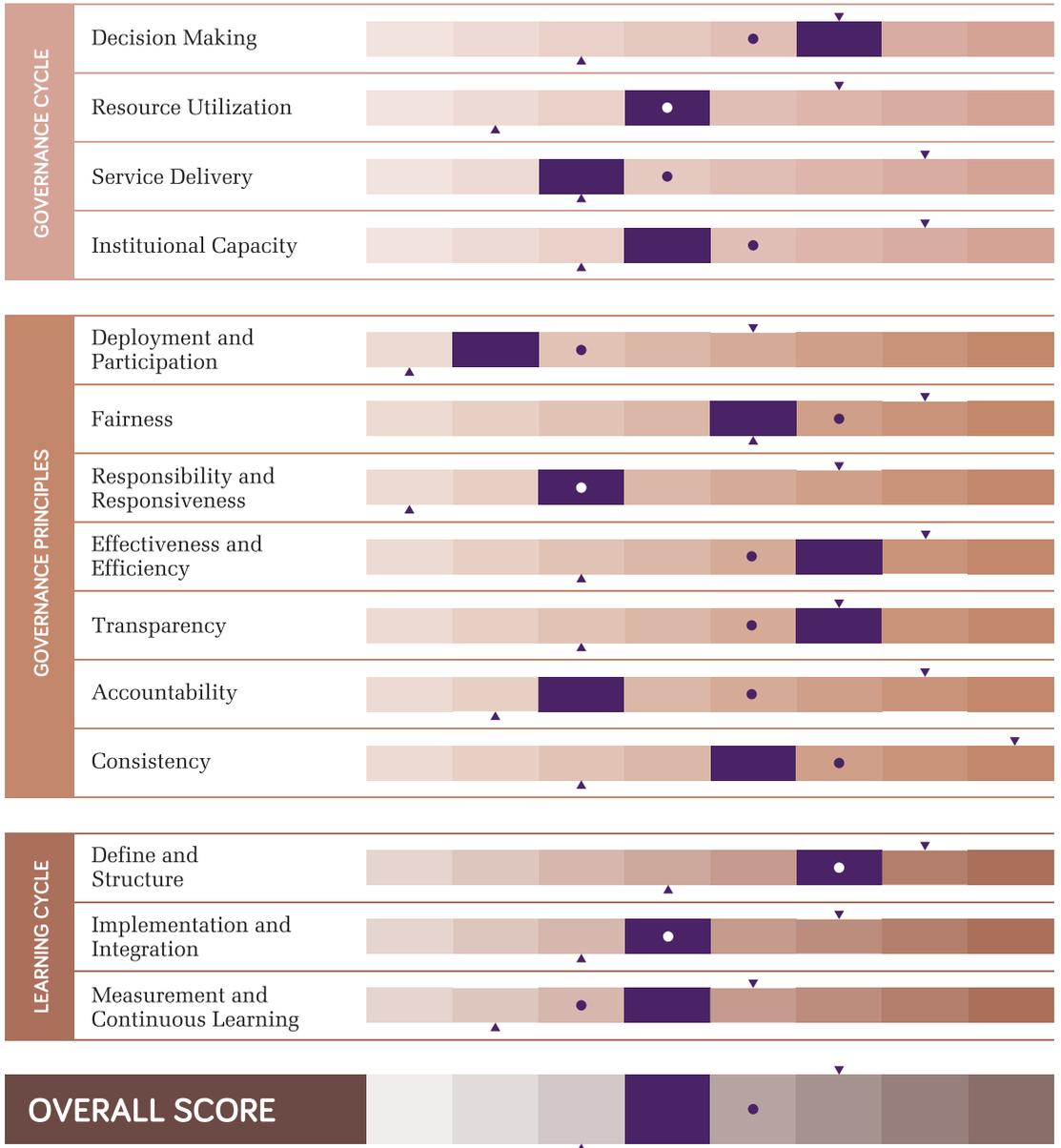
Green Space per Person
3.2 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallemler Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

PENDİK

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



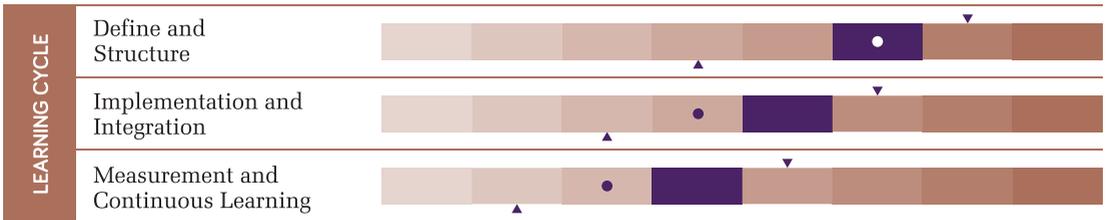
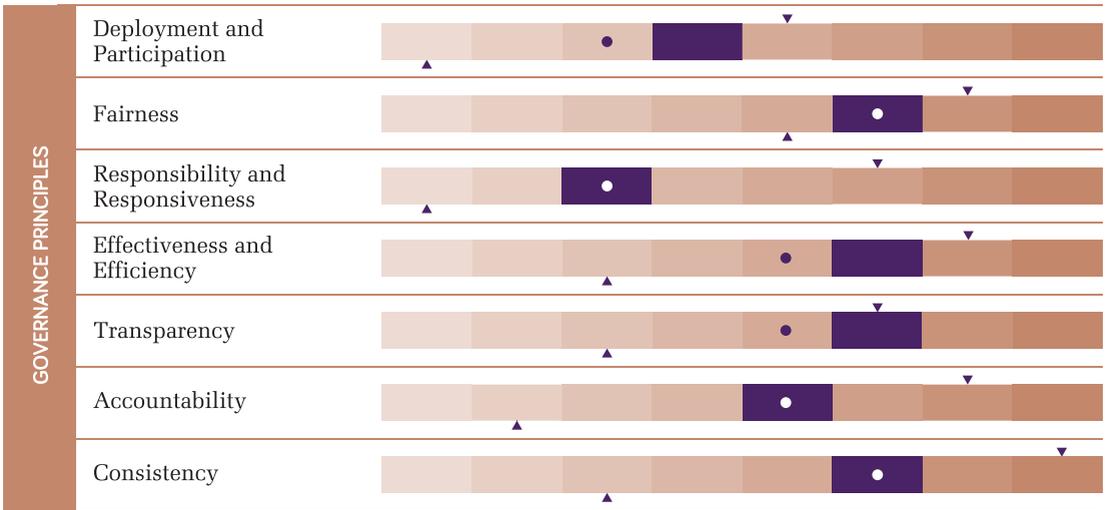
Population 691,681	Average Age 31.2
Population Density 3,640 people in km²	Average Years of Schooling 7.8 years
Average Household Population 3.6	Percentage of Graduates 14%
Annual Spending per Person 529 TL	Green Space per Person 1.4 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahalleler Istanbul (2017) publication, green space per person data is obtained from Istanbul 95 project (2018).

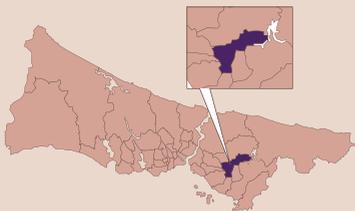
SANCAKTEPE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
377,047

Population Density
5,985 people in km²

Average Household Population
3.9

Annual Spending per Person
806 TL

Average Age
28.7

Average Years of Schooling
7.2 years

Percentage of Graduates
11%

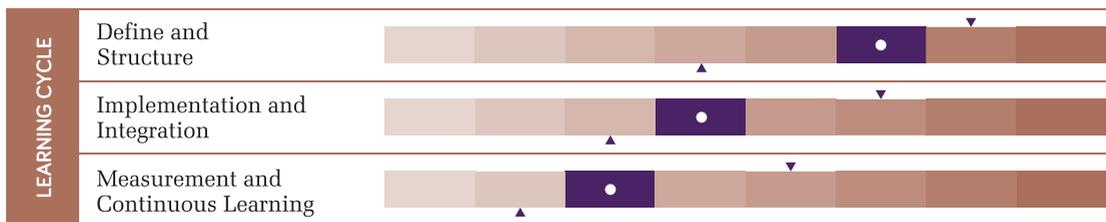
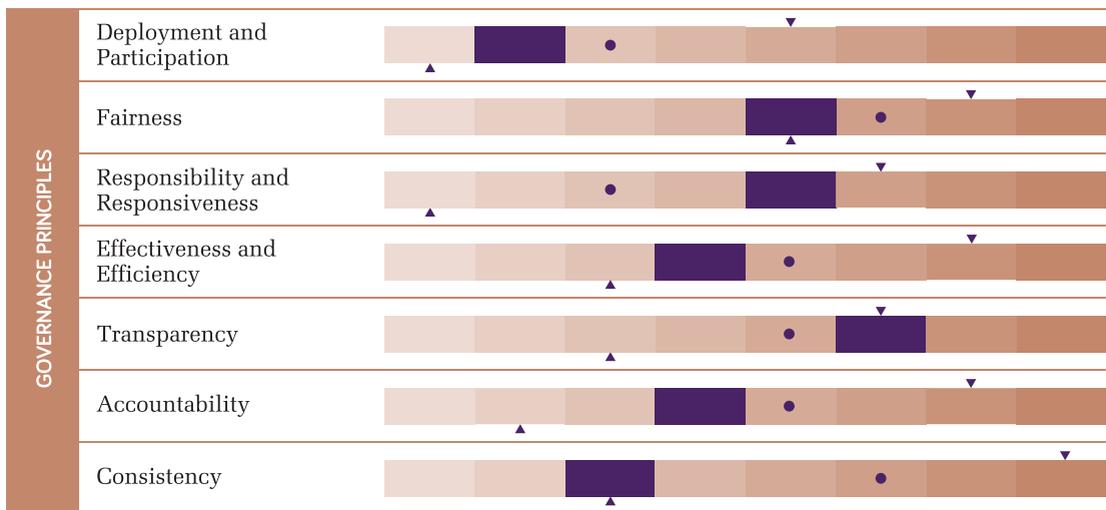
Green Space per Person
0.6 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleim Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

SARIYER

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
342,753

Population Density
1,936 people in km²

Average Household Population
3.2

Annual Spending per Person
906 TL

Average Age
34.9

Average Years of Schooling
8.9 years

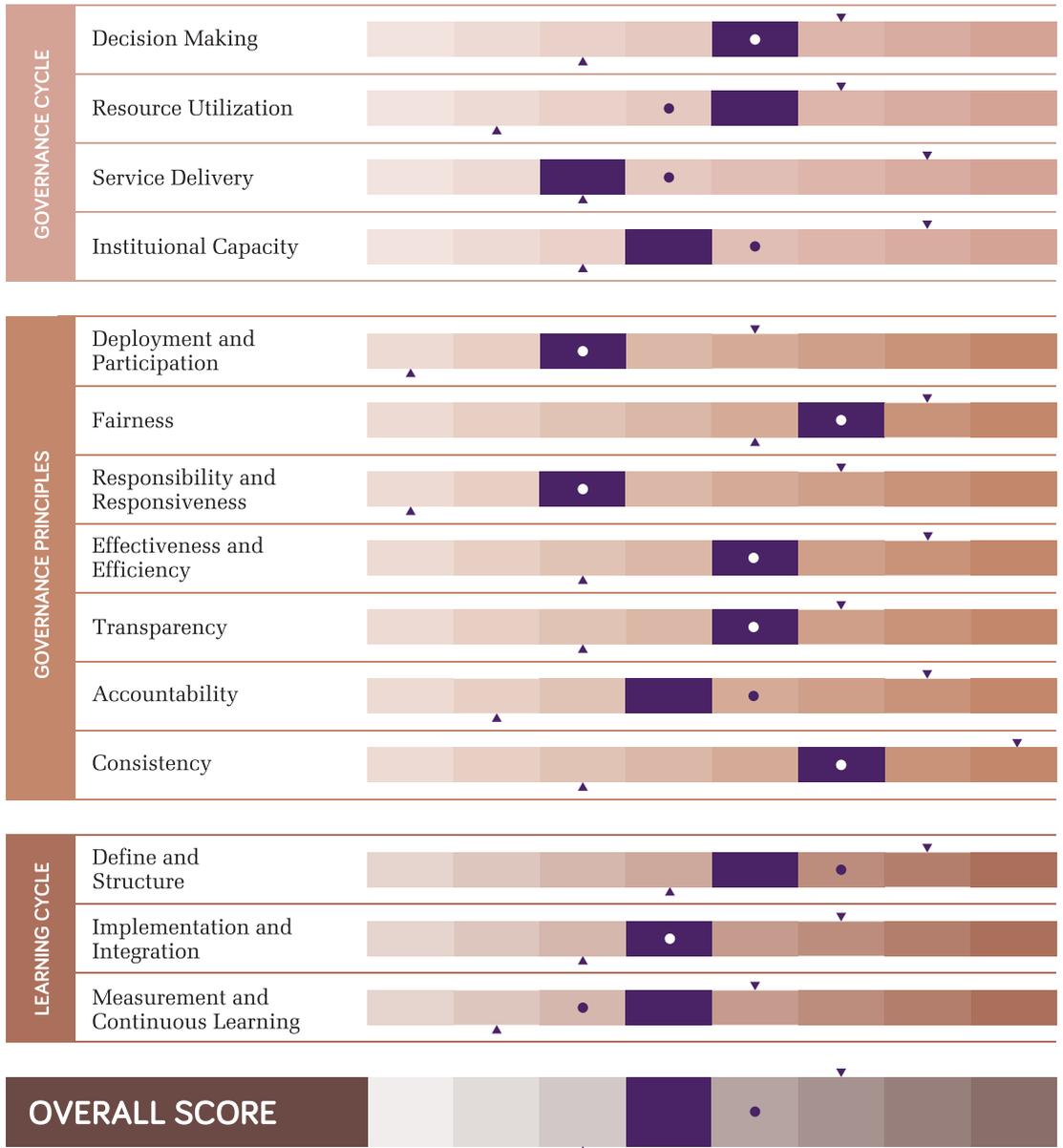
Percentage of Graduates
20%

Green Space per Person
1.8 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



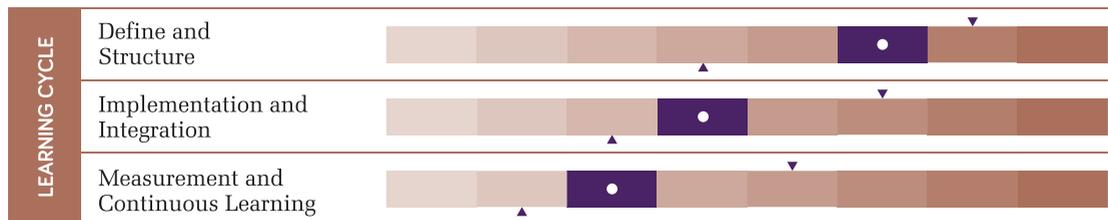
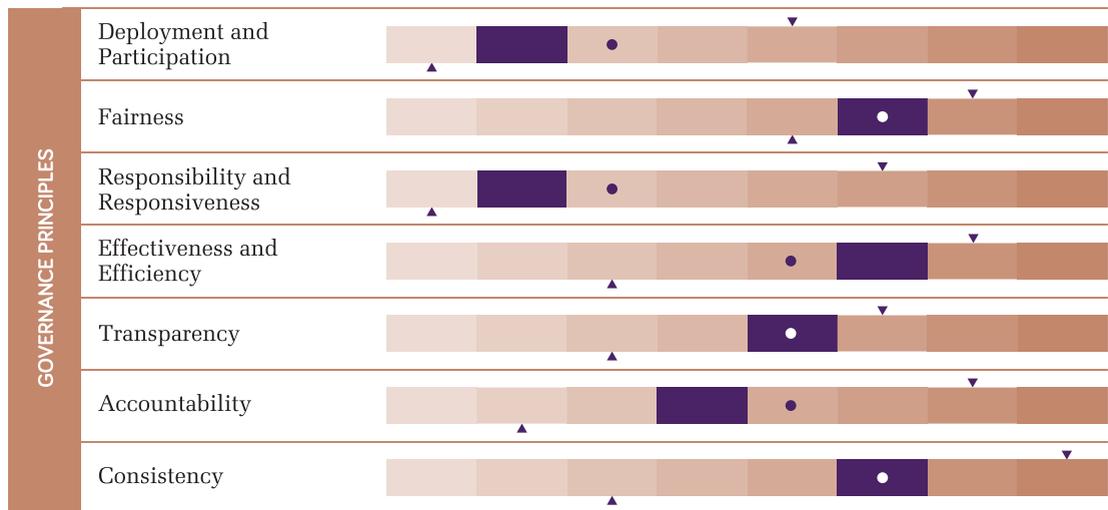
Population 170,523	Average Age 34.2
Population Density 199 people in km²	Average Years of Schooling 7.5 years
Average Household Population 3.2	Percentage of Graduates 12%
Annual Spending per Person 775 TL	Green Space per Person 1.4 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahallen İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

SULTANBEYLİ

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
324,709

Population Density
11,197 people in km²

Average Household Population
4.5

Annual Spending per Person
412 TL

Average Age
27.3

Average Years of Schooling
6.4 years

Percentage of Graduates
6%

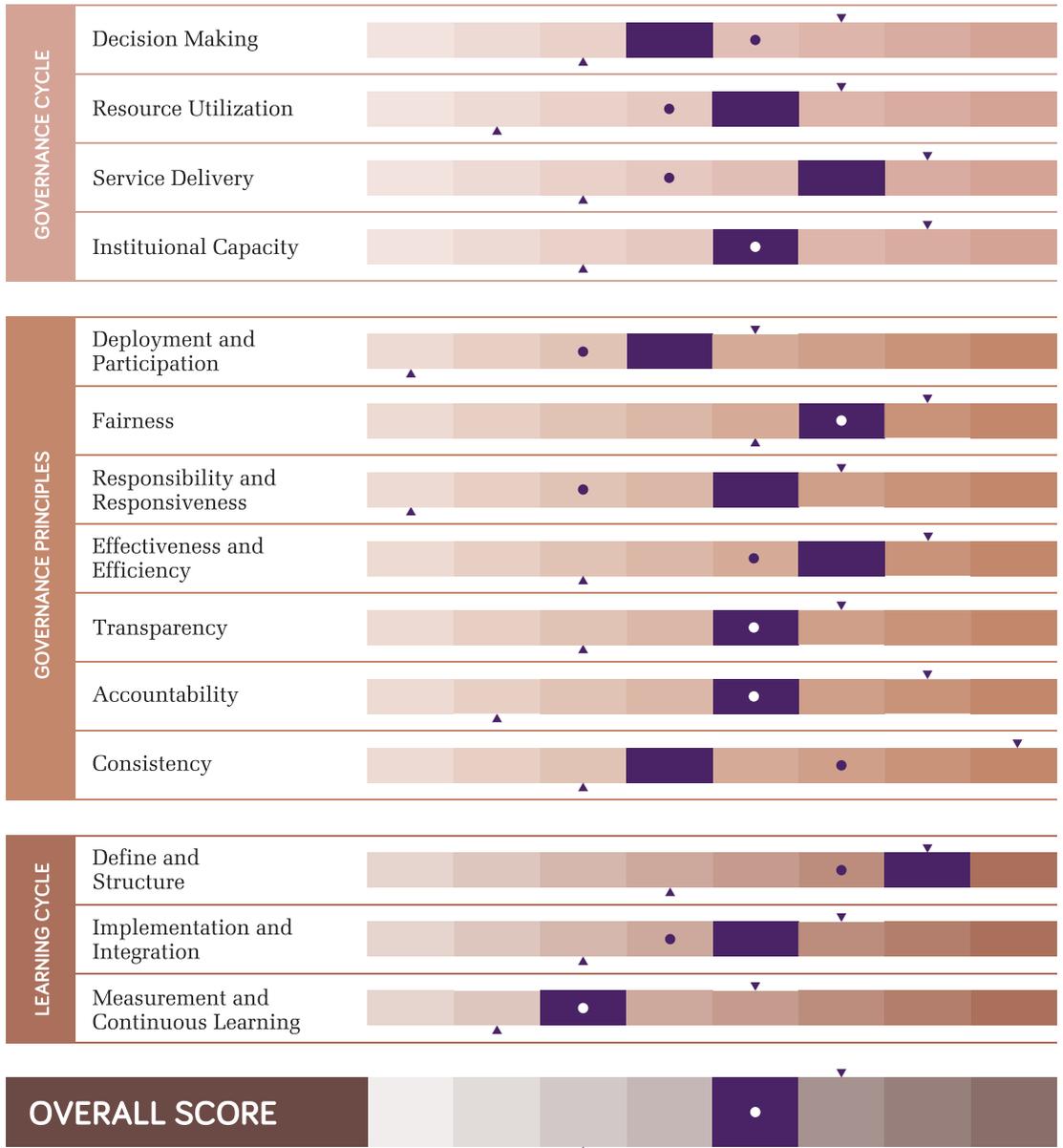
Green Space per Person
0.5 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleler İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

SULTANGAZI

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
525,090

Population Density
14,192 people in km²

Average Household Population
4.2

Annual Spending per Person
485 TL

Average Age
28.7

Average Years of Schooling
6.4 years

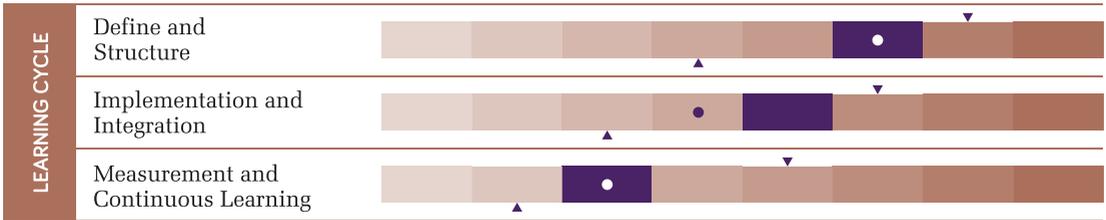
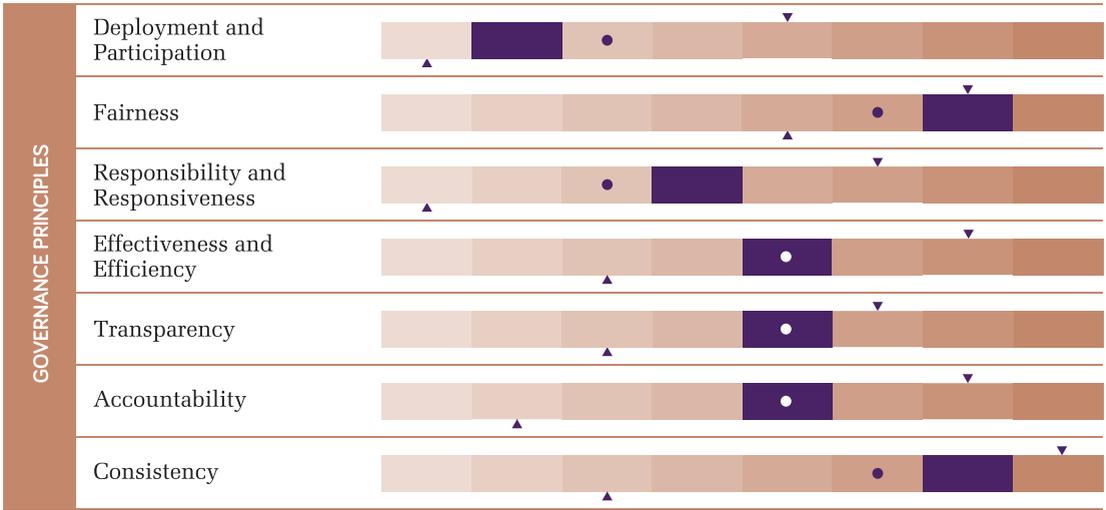
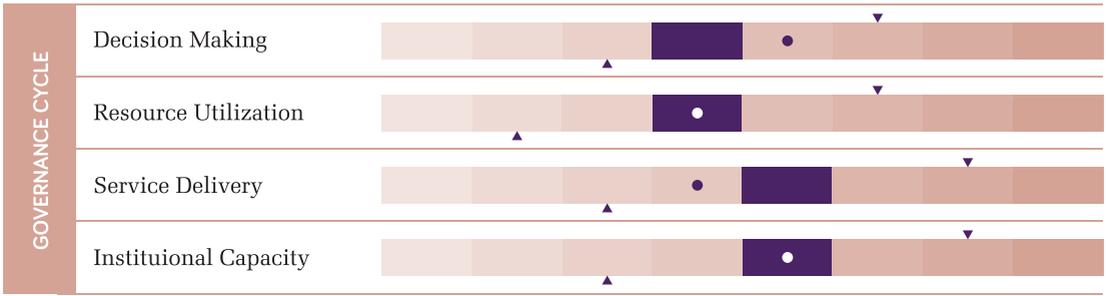
Percentage of Graduates
6%

Green Space per Person
0.8 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalllem Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



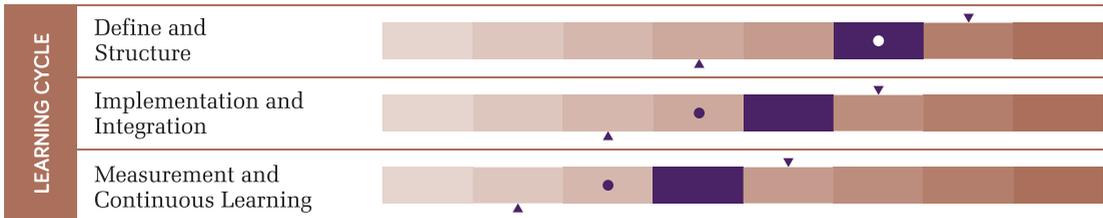
Population 272,803	Average Age 36.9
Population Density 27,280 people in km²	Average Years of Schooling 9.2 years
Average Household Population 2.7	Percentage of Graduates 24%
Annual Spending per Person 1.611 TL	Green Space per Person 1.1 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalle İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

TUZLA

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000





DISTRICT PROFILE*

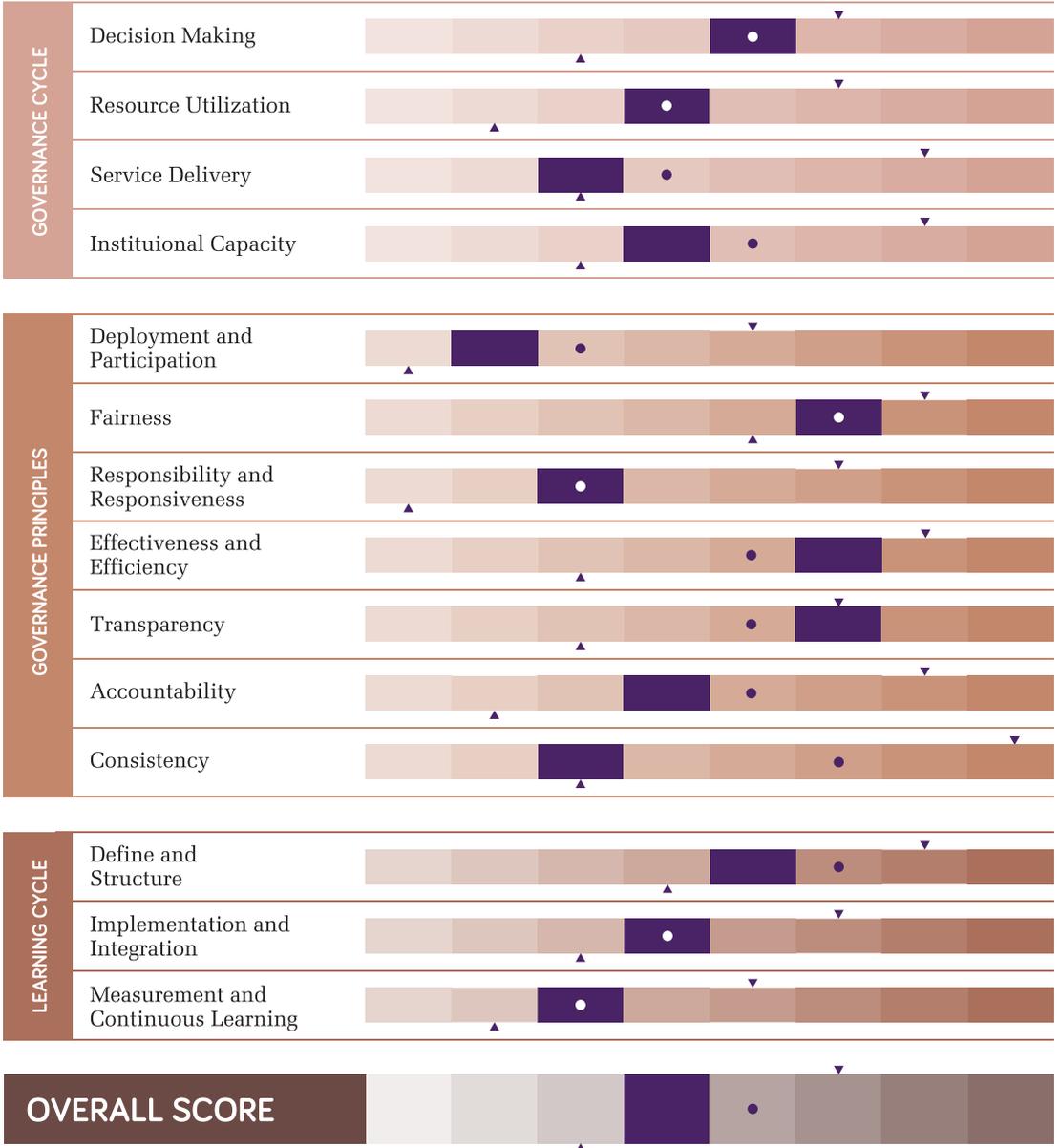
Population 242,222	Average Age 30.8
Population Density 1,755 people in km²	Average Years of Schooling 8.2 years
Average Household Population 3.4	Percentage of Graduates 17%
Annual Spending per Person 1,064 TL	Green Space per Person 1 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mabullem Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

ÜMRANIYE

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
694,154

Population Density
15,090 people in km²

Average Household Population
3.5

Annual Spending per Person
502 TL

Average Age
31.7

Average Years of Schooling
8.2 years

Percentage of Graduates
17%

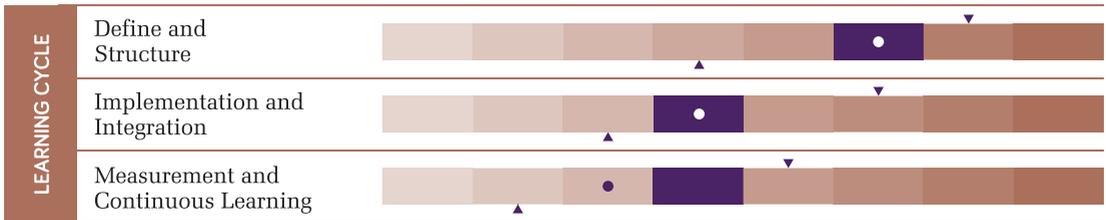
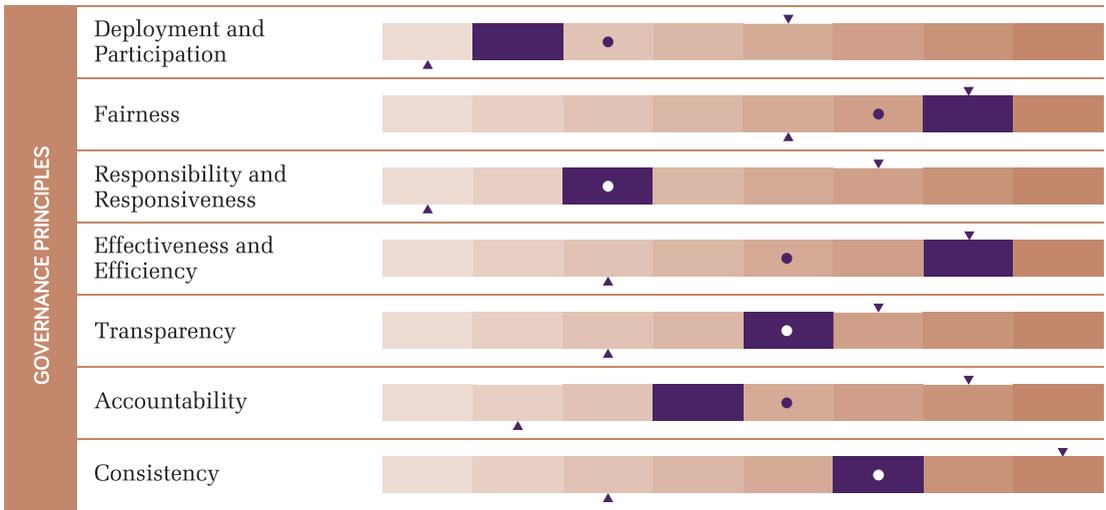
Green Space per Person
0.6 m²

*Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleim Istanbul (2017)* publication, green space per person data is obtained from *Istanbul 95 project (2018)*.

ÜSKÜDAR

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



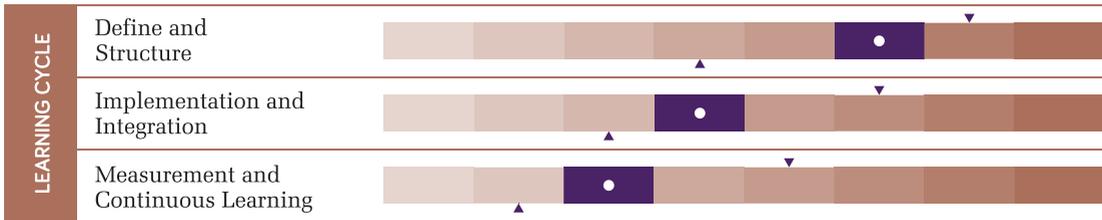
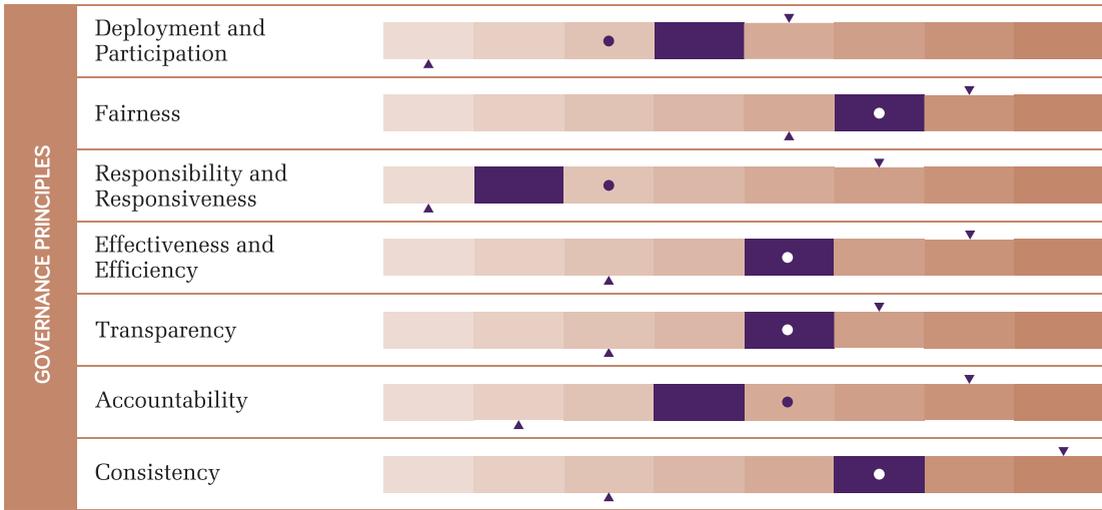
Population 535,537	Average Age 35.5
Population Density 15,301 people in km²	Average Years of Schooling 9.2 years
Average Household Population 3.1	Percentage of Graduates 23%
Annual Spending per Person 707 TL	Green Space per Person 2.5 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from Mahallen İstanbul (2017) publication, green space per person data is obtained from İstanbul 95 project (2018).

ZEYTİNBURNU

■ District's Score Bracket ● All Districts Average Score ▲▼ All Districts Score Interval

0 125 250 375 500 625 750 875 1000



DISTRICT PROFILE*



Population
287,897

Population Density
23,991 people in km²

Average Household Population
3.8

Annual Spending per Person
722 TL

Average Age
32

Average Years of Schooling
7.2 years

Percentage of Graduates
11%

Green Space per Person
1.7 m²

* Population, population density, average age, average years of schooling, percentage of graduates and average household population data of 2016 is gathered from *Mahalleler İstanbul (2017)* publication, green space per person data is obtained from *İstanbul 95 project (2018)*.

APPENDIX

APPENDIX 1. Guideline

PRINCIPLE: DEPLOYMENT AND PARTICIPATION

CYCLE	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	01	Municipality prepares its strategic plan with participatory survey method.
	Define and Structure	02	Municipality prepares its strategic plan with participatory meeting method.
	Define and Structure	03	There is a City Council.
	Define and Structure	04	City Council proposes suggestions to Municipal Council for assessment.
	Define and Structure	05	Apart from City Council and website, there are other participation opportunities (people's day, neighborhood visit etc.) for citizens.
	Define and Structure	06	President of City Council is not the Mayor.
	Implementation and Integration	07	Municipality informs the relevant stakeholder in advance and invites them to participatory Strategic Planning process.
	Implementation and Integration	08	Municipality includes the opinions of the participated stakeholders in its Strategic Plan.
	Implementation and Integration	09	Municipality assess and includes the opinions of the City Council in its Strategic Plan.
	Implementation and Integration	10	Municipal Council assesses the proposals of the City Council.
	Implementation and Integration	11	Municipality shares the information about citizen participation processes, methods and their contributions in its Annual Activities Report.
	Measurement and Continuous Learning	12	Municipality shares the list of the stakeholders whose views included in its Strategic Plan.
	Measurement and Continuous Learning	13	Municipality publishes the opinions of the stakeholders acquired through survey in its Strategic Plan.
	Measurement and Continuous Learning	14	Municipality publishes the opinions of the participated stakeholders in its Strategic Plan.
	Measurement and Continuous Learning	15	Municipality publishes the opinions of the City Council in its Strategic Plan.
	Measurement and Continuous Learning	16	Municipality regularly shares the proposal of the City Council passed on the Municipal Council.
	Measurement and Continuous Learning	17	Municipality annually reports and publishes the citizens' participatory activities.
RESOURCE UTILIZATION	Define and Structure	18	Municipality prepares its budget with the participation of the stakeholders.
	Implementation and Integration	19	Municipality informs the stakeholders in advance and invites them to budget preparation process.
	Measurement and Continuous Learning	20	Municipality receives the opinions of the stakeholders and incorporates them into its budget.
	Measurement and Continuous Learning	21	Municipality publishes the list of the stakeholders which participated in its budget preparation process.

PRINCIPLE: DEPLOYMENT AND PARTICIPATION

PROCESS	LEARNING CYCLE	NO	CRITERIA
SERVICE DELIVERY	Define and Structure	22	Municipality receives the opinions and suggestions of the citizens about its planned services.
	Implementation and Integration	23	Municipality regularly conducts public opinion research.
	Measurement and Continuous Learning	24	Municipality publishes the results of its public opinion research.
INSTITUTIONAL CAPACITY	Define and Structure	25	Municipality has got a unit for neighborhood chiefs (Mukhtars).
	Define and Structure	26	Municipality consults with the citizens for identifying neighborhood needs and priorities.
	Define and Structure	27	Municipality provides online participation opportunity for the citizens.
	Implementation and Integration	28	Municipality meets with the neighborhood chiefs once a month.
	Implementation and Integration	29	Municipality regularly conducts consultative meetings at the neighborhoods.
	Implementation and Integration	30	Mayor regularly organizes People's Day.
	Implementation and Integration	31	There is an online form at the municipal website for submitting opinions and demands.
	Measurement and Continuous Learning	32	Municipality publishes the number of meetings held with the neighborhood chiefs at its Annual Activities Report.
	Measurement and Continuous Learning	33	Municipality publishes the number of meetings held at the neighborhood at its Annual Activities Report.
	Measurement and Continuous Learning	34	Mayor publishes the number of People's Day held.
Measurement and Continuous Learning	35	Municipality shares the opinions and demands received online at its Annual Activities Report.	

PRINCIPLE: FAIRNESS

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	36	There are objectives for the different social groups in the Strategic Plan.
	Implementation and Integration	37	In the Strategic Plan, there are objectives for the disabled persons.
	Implementation and Integration	38	In the Strategic Plan, there are objectives for women.
	Implementation and Integration	39	In the Strategic Plan, there are objectives for youth.
	Implementation and Integration	40	In the Strategic Plan, there are objectives for children.
	Implementation and Integration	41	In the Strategic Plan, there are objectives for senior citizens (elderly, retired).
	Implementation and Integration	42	In the Strategic Plan, there are objectives for unemployed persons.
	Implementation and Integration	43	In the Strategic Plan, there are objectives for poor.
	Implementation and Integration	44	In the Strategic Plan, there are objectives for homeless.
	Implementation and Integration	45	In the Strategic Plan, there are objectives for the relatives of martyr and war veterans.
	Implementation and Integration	46	In the Strategic Plan, there are objectives for ex-convicts.
	Implementation and Integration	47	In the Strategic Plan, there are objectives for immigrants.
	Implementation and Integration	48	In the Strategic Plan, there are objectives for the welfare of animals.
	Implementation and Integration	49	In the Strategic Plan, there are objectives for ethnic and religious minorities.
	Measurement and Continuous Learning	50	The completion rates are regularly published for the objectives defined in the Strategic Plan.
RESOURCE UTILIZATION	Define and Structure	51	There is a unit for project fund raising at the municipality.
	Define and Structure	52	In the Strategic Plan, there are objectives for the disabled persons.
	Define and Structure	53	In the Strategic Plan, there are objectives for women.
	Define and Structure	54	In the Strategic Plan, there are objectives for youth.
	Define and Structure	55	In the Strategic Plan, there are objectives for children.
	Define and Structure	56	In the Strategic Plan, there are objectives for senior citizens (elderly, retired).
	Define and Structure	57	In the Strategic Plan, there are objectives for unemployed persons.
	Define and Structure	58	In the Strategic Plan, there are objectives for poor.
	Define and Structure	59	In the Strategic Plan, there are objectives for homeless.
	Define and Structure	60	In the Strategic Plan, there are objectives for the relatives of martyr and war veterans.
	Define and Structure	61	In the Strategic Plan, there are objectives for ex-convicts.
	Define and Structure	62	In the Strategic Plan, there are objectives for immigrants.
	Define and Structure	63	In the Strategic Plan, there are objectives for the welfare of animals.
	Define and Structure	64	In the Strategic Plan, there are objectives for ethnic and religious minorities.
	Implementation and Integration	65	Municipality carries out project in the social policy field for fund raising (grant, sponsorship, food bank).
	Implementation and Integration	66	Municipality publishes the detailed information of spending on different social groups.
	Measurement and Continuous Learning	67	Municipality annually publishes the information about the externally received resources and their use in projects and activities at its Annual Activities Report.
	Measurement and Continuous Learning	68	Municipality publishes the percentage rates of spending on different social groups.

PRINCIPLE: FAIRNESS

PROCESS	LEARNING CYCLE	NO	CRITERIA
SERVICE DELIVERY	Define and Structure	69	In the Strategic Plan, there are objectives for the disabled persons.
	Define and Structure	70	In the Strategic Plan, there are objectives for women.
	Define and Structure	71	In the Strategic Plan, there are objectives for youth.
	Define and Structure	72	In the Strategic Plan, there are objectives for children.
	Define and Structure	73	In the Strategic Plan, there are objectives for senior citizens (elderly, retired).
	Define and Structure	74	In the Strategic Plan, there are objectives for unemployed persons.
	Define and Structure	75	In the Strategic Plan, there are objectives for poor.
	Define and Structure	76	In the Strategic Plan, there are objectives for homeless.
	Define and Structure	77	In the Strategic Plan, there are objectives for the relatives of martyr and war veterans.
	Define and Structure	78	In the Strategic Plan, there are objectives for ex-convicts.
	Define and Structure	79	In the Strategic Plan, there are objectives for immigrants.
	Define and Structure	80	In the Strategic Plan, there are objectives for the welfare of animals.
	Define and Structure	81	In the Strategic Plan, there are objectives for ethnic and religious minorities.
	Implementation and Integration	82	There are recent activities of the Municipality towards women.
	Implementation and Integration	83	There are recent activities of the Municipality towards disabled persons.
	Implementation and Integration	84	There are recent activities of the Municipality towards senior citizens/elderly.
	Implementation and Integration	85	There are recent activities of the Municipality towards children.
	Implementation and Integration	86	There are recent activities of the Municipality towards unemployed.
	Implementation and Integration	87	There are recent activities of the Municipality towards poor.
	Implementation and Integration	88	There are recent activities of the Municipality towards homeless.
	Implementation and Integration	89	There are recent activities of the Municipality towards the relatives of martyr and war veterans.
	Implementation and Integration	90	There are recent activities of the Municipality towards ex-convicts.
	Implementation and Integration	91	There are recent activities of the Municipality towards immigrants.
Implementation and Integration	92	There are recent activities of the Municipality towards ethnic and religious minorities.	
Measurement and Continuous Learning	93	Municipality measures the performance its activities towards different social groups.	
INSTITUTIONAL CAPACITY	Define and Structure	94	Municipality defines its Ethical Values.
	Implementation and Integration	95	Municipality has got an Ethic Commission.
	Measurement and Continuous Learning	96	Municipality publishes its Ethical Commission's report and/or decisions.

PRINCIPLE: RESPONSIBILITY & RESPONSIVENESS

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	97	The concept of 'Sustainability' is mentioned in the Municipality's vision and/or mission statement.
	Define and Structure	98	Municipality prepares a plan for sustainable development.
	Define and Structure	99	There is an objective for sustainability in the Strategic Plan.
	Define and Structure	100	The concept of 'Sustainability' is mentioned in the Municipality's Strategic Plan.
	Define and Structure	101	The concept of 'Good Governance' is mentioned in the Municipality's vision and/or mission statement.
	Define and Structure	102	The concept good governance concept or its principles (participation, transparency, accountability) is mentioned in the Strategic Plan.
	Define and Structure	103	There is good governance aim and objectives in the Strategic Plan.
	Implementation and Integration	104	Municipality includes the opinions of the City Council on sustainable development in its Strategic Plan.
	Implementation and Integration	105	Municipality defines the indicators in its sustainable development plan.
	Measurement and Continuous Learning	106	Municipality publishes the indicators on sustainable development plan.
	Measurement and Continuous Learning	107	Municipality publishes the indicators on good governance in its Strategic Plan.
RESOURCE UTILIZATION	Define and Structure	108	Municipality allocates resources for its sustainability objective.
	Implementation and Integration	109	Municipality makes spending for sustainability objective.
	Implementation and Integration	110	Municipality allocates resources for the project implementation in partnership with NGOs and other stakeholders.
	Measurement and Continuous Learning	111	Municipality publishes its spending on sustainability objective.
SERVICE DELIVERY	Define and Structure	112	The City Council's opinions on sustainability are reflected in the Strategic Plan.
	Implementation and Integration	113	Municipality's volunteering activities are included in its Annual Activities Report.
	Implementation and Integration	114	Municipality conducts re-cycling activities for ecological sustainability.
	Measurement and Continuous Learning	115	Municipality publishes its performance measurement of volunteer service activity.

PRINCIPLE: RESPONSIBILITY & RESPONSIVENESS

PROCESS	LEARNING CYCLE	NO	CRITERIA
INSTITUTIONAL CAPACITY	Define and Structure	116	Municipality website contains information for citizens' right to complaint.
	Define and Structure	117	There is a complaint form or area at municipality's website.
	Define and Structure	118	There is a unit/directorate for international relations in the municipality.
	Define and Structure	119	There is a unit/directorate for international relations in the municipality.
	Define and Structure	120	There is human resources management policy at the municipality.
	Implementation and Integration	121	Municipality publishes the number of complaints for its overall activities.
	Implementation and Integration	122	Municipality publishes the content of complaints for its overall activities.
	Implementation and Integration	123	There is an equality policy at the municipality.
	Measurement and Continuous Learning	124	Municipality reports and publishes its activities in equality policy.
	Measurement and Continuous Learning	125	Municipality publishes its assessment of the complaints made about its activities.

PRINCIPLE: EFFECTIVENESS AND EFFICIENCY

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	126	The concepts of 'Effectiveness' and/or 'Efficiency' principle is mentioned in the Municipality's vision and/or mission statement.
	Define and Structure	127	There is an objective on effectiveness and/or efficiency principle at the Municipality's Strategic Plan.
	Define and Structure	128	The concept of 'Innovation' principle is mentioned in the Municipality's vision and/or mission statement.
	Define and Structure	129	There is an objective on innovation principle at the Municipality's Strategic Plan.
	Implementation and Integration	130	Municipality defines indicators for effectiveness and/or efficiency in its Strategic Plan.
	Implementation and Integration	131	Municipality defines indicators for innovation in its Strategic Plan.
	Measurement and Continuous Learning	132	Municipality publishes indicators for effectiveness and/or efficiency in its Strategic Plan.
	Measurement and Continuous Learning	133	Municipality publishes indicators for innovation in its Strategic Plan.
RESOURCE UTILIZATION	Define and Structure	134	Municipality has got online collection facility for accruing taxes.
	Measurement and Continuous Learning	135	Municipality publishes its annual tax collection rate.
	Measurement and Continuous Learning	136	Municipality publishes explanation for its tax collection rate.
SERVICE DELIVERY	Define and Structure	137	Municipality regularly assess citizens' satisfaction.
	Define and Structure	138	Municipality records the complaints made about its services.
	Implementation and Integration	139	Municipality publishes the number of complaints.
	Implementation and Integration	140	Municipality publishes the content of complaints.
	Implementation and Integration	141	Municipality regularly conducts citizen satisfaction survey.
	Measurement and Continuous Learning	142	Municipality informs that it assessed the results of citizen satisfaction survey.
	Measurement and Continuous Learning	143	Municipality publishes evaluation of the complaints made about its service areas.

PRINCIPLE: EFFECTIVENESS AND EFFICIENCY

PROCESS	LEARNING CYCLE	NO	CRITERIA
INSTITUTIONAL CAPACITY	Define and Structure	144	There is a unit or directorate for research and development activities at the municipality.
	Define and Structure	145	There is a municipal mobile application for smart phones.
	Define and Structure	146	Municipality annually provides in-house training for its staff.
	Define and Structure	147	Municipality has got a quality management certificate.
	Define and Structure	148	Municipality employs an internal auditor.
	Implementation and Integration	149	Municipality includes research and development activities in its Annual Activities Report.
	Implementation and Integration	150	Municipality provides training on service quality for the relevant year.
	Implementation and Integration	151	Municipality publishes information about the education level of its staff.
	Measurement and Continuous Learning	152	Municipality measures and publishes its performance about research and development activities.
	Measurement and Continuous Learning	153	Municipality publishes information about the trainings its staff underwent.

PRINCIPLE: TRANSPARENCY

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	154	The concepts of 'Transparency' and/or 'Openness' principle is mentioned in the Municipality's vision and/or mission statement.
	Define and Structure	155	The concepts of 'Transparency' and/or 'Openness' principle is mentioned in the Municipality's Strategic Plan.
	Implementation and Integration	156	Municipality publishes its Strategic Plan at its website.
	Implementation and Integration	157	Municipality publishes its Annual Activities Report at its website.
	Implementation and Integration	158	Municipality publishes its Annual Performance Programme at its website.
	Implementation and Integration	159	Municipality publishes Municipal Council's agenda at its website.
	Implementation and Integration	160	Municipality airs its Council meetings through online TV.
	Implementation and Integration	161	Municipality publishes the detailed decisions of the Municipal Council at its website.
	Implementation and Integration	162	Municipality defines indicators for transparency and/or openness principles in its Strategic Plan.
	Measurement and Continuous Learning	163	Municipality publishes indicators for transparency and/or openness in its Strategic Plan.
RESOURCE UTILIZATION	Define and Structure	164	Municipality publishes the reports of the approved resource needs at its website.
	Define and Structure	165	Municipality publishes its final accounts at its website.
	Implementation and Integration	166	Municipality publishes its immovable property list at its website.
	Implementation and Integration	167	Municipality publishes its vehicle list at its website.
	Implementation and Integration	168	Municipality publishes the use/allocation of its immovable property at its website.
	Implementation and Integration	169	Municipality publishes the tax payment calendar at its website.
	Measurement and Continuous Learning	170	Municipality publishes information and explanation about its budget realization rates.
	Measurement and Continuous Learning	171	Municipality publishes the total budget realization rates.

PRINCIPLE: TRANSPARENCY

PROCESS	LEARNING CYCLE	NO	CRITERIA
SERVICE DELIVERY	Define and Structure	172	Municipality publishes information about the Municipal Council Commissions at its website.
	Define and Structure	173	Municipality publishes the service standards at its website.
	Implementation and Integration	174	Municipality publishes the detailed reports of the Municipal Commission reports at its website.
	Implementation and Integration	175	Municipality publishes information about the available services for citizens at its website.
	Measurement and Continuous Learning	176	Municipality publishes the results of citizen satisfaction survey at its website.
INSTITUTIONAL CAPACITY	Define and Structure	177	Municipality has got a website and in use.
	Define and Structure	178	There is a section for the right to information at municipal website.
	Define and Structure	179	Municipality publishes information and contact details of the neighborhood chiefs at its website.
	Define and Structure	180	Municipality publishes the recent report of the Audit Office.
	Define and Structure	181	Municipality publishes its ethical values at its website.
	Implementation and Integration	182	Municipality provides e-municipality services.
	Implementation and Integration	183	The number of information requests made is recorded by the Municipality.
	Implementation and Integration	184	The content of information requests made is recorded by the Municipality.
	Implementation and Integration	185	Municipality publishes the details of tenders finalized at its website.
	Implementation and Integration	186	Municipality publishes the internal audit report at its website.
	Implementation and Integration	187	Citizens can access the recent information about urban plan at municipal website.
	Implementation and Integration	188	Municipality publishes the agenda of Municipal Council's Urban Planning Commission at its website.
	Measurement and Continuous Learning	189	Municipality publishes its assessment of the request of information made by the citizens.
	Measurement and Continuous Learning	190	Municipality regularly publishes the number of online citizen contacts made at its Annual Activities Report.
	Measurement and Continuous Learning	191	Municipality publishes the meeting minutes of Municipal Council's Urban Planning Commission at its website.

PRINCIPLE: ACCOUNTABILITY

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	192	There is online contact facility to reach the Mayor.
	Implementation and Integration	193	Mayor's contact details are available at website.
	Implementation and Integration	194	Municipal Council Members' contact details are available at website.
	Measurement and Continuous Learning	195	Municipality publishes the numbers of total citizen demands and requests made within the last year.
	Measurement and Continuous Learning	196	Municipality publishes the content of total citizen demands and requests made within the last year.
RESOURCE UTILIZATION	Define and Structure	197	Municipality publishes its final accounts at its website.
	Define and Structure	198	Municipality publishes the rate of license registration for businesses at its district.
	Implementation and Integration	199	Municipality publishes the annual total income according to its final accounts.
	Implementation and Integration	200	Municipality publishes the annual total spending according to its final accounts.
	Measurement and Continuous Learning	201	Municipality publishes recent explanation about the balance of income-spending according to its final accounts.
	Measurement and Continuous Learning	202	Municipality publishes the rate of collection for its accrued income account.
SERVICE DELIVERY	Define and Structure	203	Municipality publishes the performance indicators for its delivered services in its Annual Activities Report.
	Implementation and Integration	204	Municipality measures the completion rate of its activities in its Annual Activities Report.
	Measurement and Continuous Learning	205	Municipality publishes the performance result of its activities.
INSTITUTIONAL CAPACITY	Define and Structure	206	Municipality publishes information whether the Municipal Council assessed the report of the Audit Office.
	Implementation and Integration	207	Municipality publishes the report of Municipal Council Audit Commission at its website.
	Measurement and Continuous Learning	208	Municipality publishes the assessment of the applications made by the citizens in the scope of right to information.

PRINCIPLE: CONSISTENCY

PROCESS	LEARNING CYCLE	NO	CRITERIA
DECISION MAKING	Define and Structure	209	In the Strategic Plan, National Development plan is referenced.
	Define and Structure	210	In the Performance Programme, it is stated that the objectives are in conformity with the Strategic Plan.
	Implementation and Integration	211	In the Performance Programme, objective indicators are defined in line with the Strategic Plan.
	Measurement and Continuous Learning	212	The implementation of the objectives is analyzed and published in the Performance Programme.
RESOURCE UTILIZATION	Define and Structure	213	Municipality plans its resource needs in line with the Strategic Plan objectives.
	Implementation and Integration	214	Municipality publishes the rate of conformity of the final accounts with the Strategic Plan objectives.
	Measurement and Continuous Learning	215	Municipality publishes the assessment of conformity of the final accounts with the Strategic Plan and Performance Programme.
SERVICE DELIVERY	Define and Structure	216	Municipality assesses the conformity of its activities with the Strategic Plan in its Annual Activities Report.
	Define and Structure	217	Municipality assesses the conformity of its activities with the budget.
	Implementation and Integration	218	Municipality publishes the rate of conformity of its activities with the Strategic Plan in its Annual Activities Report.
	Implementation and Integration	219	Municipality publishes the rate of implementation of its activities with the budget.
	Measurement and Continuous Learning	220	Municipality publishes the explanation about the implementation rate of its activities in conformity with the Strategic Plan.
	Measurement and Continuous Learning	221	Municipality publishes written explanation about its activities' conformity with the budget in its Annual Activities Report.
INSTITUTIONAL CAPACITY	Define and Structure	222	There are objectives about institutional development (human resources, communication etc.) in the Strategic Plan.
	Define and Structure	223	There are objectives about institutional infrastructure (information technology, technology etc.) in the Strategic Plan.
	Implementation and Integration	224	Municipality publishes the rate of implementation for institutional infrastructure objectives' conformity with the Strategic Plan in its Annual Activities Report.
	Implementation and Integration	225	Municipality publishes the rate of implementation for institutional development objectives' conformity with the Strategic Plan in its Annual Activities Report.
	Measurement and Continuous Learning	226	Municipality publishes explanation about the rate of implementation for institutional development objectives' conformity with the Strategic Plan.
	Measurement and Continuous Learning	227	Municipality publishes explanation about the rate of implementation for institutional infrastructure objectives' conformity with the Strategic Plan.

“GOOD GOVERNANCE IN PUBLIC SECTOR” CERTIFICATE PROGRAM

“Good Governance in Public Sector” Certificate Program, organized in association with Boğaziçi University Life Long Learning Center, focuses on building awareness on the importance of governance and sustainability, using empirical methods while designing and implementing policies, raise the participatory democracy in policy design and implementation, and increase the service quality in public sector for current and future executives.

The program consists of 4 modules with 24 hours each. The modules of the program are as follows: “Good Governance in Public Sector”, “Regulatory Reform and Empirical Methods in Policy-Making”, “Participatory Democracy and Open Government”, “Effectiveness and Innovation in Public Service Delivery and Innovation”.

ARGÜDEN GOVERNANCE ACADEMY

The non-profit Argüden Governance Academy's mission is to improve the quality of **"Governance"** by **increasing trust** for the institutions to build a **better quality of life** and a **sustainable future**.

The Academy conducts education, research, and communication activities to disseminate **the good governance culture** at all levels of the society (public, civil society, private sector, and global actors), including the children.

The Academy's vision is to become **"a center of excellence in governance"** and **"a reference institution"** by **creating a knowledge and experience platform** on governance at the national and international level.

Argüden Governance Academy is committed to play a pioneering role by adopting **"Integrated Thinking"** and **"Good Governance Principles"** (**consistency, responsibility, accountability, fairness, transparency, effectiveness, and deployment**) to all its work and stakeholder relationships.

The Academy aims to:

- Ensure that good governance is adopted as a culture,
- Raise the understanding of "the key role of good governance in improving quality of life and sustainability of the planet",
 - Guide the institutions by developing methods to ease the implementation of good governance principles,
 - Inspire future leaders by promoting "Best Practices" of good governance,
- Increase the next generation leaders' experience of good governance,
 - Disseminate global knowledge and experience at all levels of the society with a holistic approach,
- Become "the right cooperation partner" for the leading institutions in the world by creating common solutions for global issues.

The Academy advocated "Integrated Thinking" during Türkiye's presidency of the G20 and adopts this culture in all its activities.

Argüden Governance Academy became **the first non-governmental institution in the world** to report its work as an Integrated Report **since its founding**.

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