

SOCIAL POLICY PROCESS ANALYSIS OF MUNICIPALITIES IN TURKEY  
AFTER 2002  
EXAMPLE OF SAMSUN METROPOLITAN MUNICIPALITY

by  
EYLÜL BAYRAKTAR

Submitted to the Faculty of Arts and Social Sciences  
in partial fulfillment of  
the requirements for the degree of  
Master of Arts

Sabancı University  
June 2014

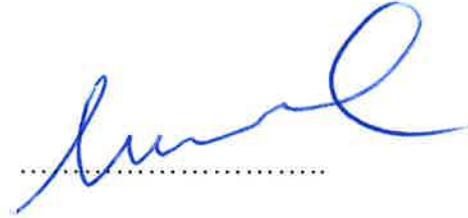
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APPROVED BY:

İzak Atiyas  
(Thesis Supervisor)



Meral S. Öztoprak



Emre Hatipođlu



DATE OF APPROVAL: 24.06.2014



**ABSTRACT****SOCIAL POLICY PROCESS ANALYSIS OF MUNICIPALITIES IN TURKEY  
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Bayraktar, Eylül

Department of Public Policy

Supervisor: Assoc. Prof. Dr. İzak Atiyas

June 2014, 121 pages

There are many studies on social policy in the literature. It is possible to find studies especially on the social policy implementations of both central and local governments and on the legal basis of these implementations. However, it is difficult to find studies analyzing all the stages of social policies of administrations, starting from the process of formulation to the process of evaluation. In this thesis, with regard to this deficiency, after Justice and Development Party that is a newly established party came to power alone in 2002, social policies implemented by municipalities that are effective local government units on social policy are tried to be analyzed using process model. Samsun Metropolitan Municipality taking a place among the first five municipalities in terms of social expenditure ratios is studied as an example municipality. In this thesis, the scope of social policy that is a very broad field is restricted by policies oriented groups need to be supported. The aim of the thesis is to discuss municipal social policies after 2002 in detail accordingly the stages of the process model that are issue identification and agenda setting, policy formulation, policy adoption and legitimization, policy implementation and policy evaluation. Socio-economic datas are interpreted and interviews are done for this aim. In conclusion, in the analysis of social policy of municipalities that have taken newly perceptible steps on transparency, some difficulties has experienced about the analysis of some stages. With this thesis, introducing difficulties&problems encountered in the municipal social policy analysis, it could be ensured the increase in awareness for these problems and to make relevant units to work on the solutions of the problems.

Keywords: Municipal Social Policy, Public Policy Making, Process Model

## ÖZET

# TÜRKİYE'DE 2002 SONRASI BELEDİYE SOSYAL POLİTİKALARININ SÜREÇ ANALİZİ SAMSUN BÜYÜKŞEHİR BELEDİYESİ ÖRNEĞİ

Bayraktar, Eylül

Kamu Politikaları Bölümü

Tez Danışmanı: Doç. Dr. İzak Atıyas

Haziran 2014, 121 sayfa

Literatürde sosyal politika üzerine birçok çalışma bulunmaktadır. Özellikle gerek merkezi yönetim gerekse yerel yönetimlerin sosyal politika uygulamaları ve bunların yasal dayanakları üzerine çalışmalar bulmak mümkündür. Fakat, yönetimlerin sosyal politikaları oluşturma sürecinden başlayıp değerlendirme sürecine kadar tüm aşamaları inceleyen çalışmalara rastlamak zordur. Bu tezde, ilgili eksiklik göz önüne alınarak, 2002'de yeni bir siyasi parti olarak AKP'nin tek başına iktidar oluşu sonrasında, sosyal politika konusunda etkin birimler olan belediyelerin yürüttükleri sosyal politikalar, süreç modeli kullanılarak incelenmeye çalışılmıştır. Örnek belediye olarak ise, sosyal harcama oranları açısından Türkiye'de ilk beş belediye arasında olan Samsun Büyükşehir Belediyesi çalışılmıştır. Burada, çok geniş bir alan olan sosyal politikanın kapsamı, desteklenmeye muhtaç gruplara yönelik yürütülen politikalar ile sınırlandırılmıştır. Tezin amacı, süreç modelinde kullanılan beş aşamaya göre (Problemin ortaya konulması ve gündem oluşturma, politika oluşturma, politikanın meşrulaştırılması, politikanın uygulanması ve değerlendirilmesi), 2002 sonrası belediye sosyal politikalarını masaya yatırmaktır. Bu amaçla, sosyo-ekonomik veriler yorumlanmış ve mülakatlar yapılmıştır. Sonuçta, şeffaflık konusunda henüz yeni yeni somut adımlar atabilen belediyelerin sosyal politika analizinde, söz konusu bazı

ařamaların ortaya konulmasında zorluklar yařanmıřtır. Bu alıřma ile belediye sosyal politikalarının analizinde karřılařılan problemlerin ortaya konulması, sz konusu problemlere ynelik farkındalıđın artmasını ve ilgili birimlerin bu sorunların zm zerinde alıřmalarını sađlayacaktır.

Anahtar Kelimeler: Belediye Sosyal Politikası, Kamu Politikası Yapımı, Sre modeli

## ACKNOWLEDGEMENTS

First and foremost, I would like to express my sincere thanks to my advisor Assoc. Prof. Dr. İzak Atiyas for his continuous support, guidance and encouragement. I should also thank Prof. Dr. Korel Göymen for his advices in preparation of this thesis. Furthermore, I would like to express my appreciation to Prof. Dr. Meral S. Öztoprak and Asst. Prof. Dr. Emre Hatipoğlu. They keep their valuable time for me. Additionally, I should thank to Alaettin Bayrak because of his contributions to part of my study on Samsun Metropolitan Municipality.

Also, I would like to express my love and my sincere thanks to my family, including my dad, my mom, and my two sisters, for their continuous support, encouragement and understanding. I love you all.

To my cousin, Çağla Uysal, thank you so much for supporting me. Your support helps me a lot in the completion of this study.

I place on record, my sense of gratitude to one and all who directly or indirectly have lent their helping hand in this time course.

## TABLE OF CONTENTS

ABSTRACT.....	iv
ÖZET .....	v
ACKNOWLEDGEMENT.....	vii
TABLE OF CONTENT.....	viii
LIST OF TABLES.....	xiii
LIST OF FIGURES.....	xiv
LIST OF ABBREVIATIONS.....	xv
CHAPTERS.....	1
1. INTRODUCTION.....	1
2. HISTORY OF SOCIAL POLICY PERSPECTIVE OF MUNICIPALITIES IN TURKEY.....	5
2.1 Ottoman Period.....	8
2.2 Turkish Republic Period Before 2002.....	11
2.3 Turkish Republic Period After 2002.....	15
3. SOCIAL POLICY PROCESS OF MUNICIPALITIES IN TURKEY AFTER 2002.....	17
3.1 Issue Identification And Agenda Setting.....	17
3.1.1 Policy Environment.....	17
3.1.2 Internal and External Factors Causing The Social Problems and Affecting Political Agenda in The Beginning of the 2000's.....	19
3.1.2.1 Globalization and Neo-liberal Policies.....	19
3.1.2.2 Continuation of Increase in the Urban Population: Migration and Urbanization.....	21
3.1.2.3 Economic Crisis of 2000 and 2001.....	23
3.1.2.4 2002 National Elections and 2004 Local Elections.....	28
3.1.2.5 Local Agenda 21.....	30
3.1.3 Important Actors in Agenda Setting.....	32

3.1.3.1 European Union.....	41
3.1.3.2 Mayor and Metropolitan Mayor.....	33
3.1.3.3 Media.....	34
3.1.3.4 Non-governmental Organizations.....	34
3.2 Policy Formulation.....	37
3.2.1 Justice and Development Party Program.....	38
3.2.2 Strategic Plans of The Municipalities.....	40
3.3 Adoption and Legitimization of the Policy.....	41
3.3.1 Actors in the legitimization process of municipal social policy.....	41
3.3.1.1 Mayor and Metropolitan Mayor.....	42
3.3.1.2 Municipal Council and Metropolitan Municipal Council.....	42
3.3.1.3 Municipal Board and Metropolitan Municipal Board.....	44
3.3.2 Legal Documents That Legitimise Municipal Social Policy.....	44
3.3.2.1 Turkish Constitution.....	44
3.3.2.2 Municipal Law.....	45
3.3.2.3 Metropolitan Municipal Law.....	46
3.3.2.4 Strategic Plans of Municipalities.....	48
3.4 Municipal Social Policy Implementation.....	48
3.4.1 Approaches to Study of Implementation.....	49
3.4.1.1 Top-down Approach.....	49
3.4.1.2 Bottom-up Approach.....	50
3.4.1.3 Synthesis or hybrid Approach.....	51
3.4.2 Responsible Actor from the Implementation of the Policy: "Municipalities".....	52
3.4.3 Other Actors Involving in the Implementation Process of the Policy.....	54
3.4.3.1 International Organizations.....	54
3.4.3.2 Ministries.....	55

3.4.3.3 Development Agencies.....	56
3.4.3.4 Non-governmental Organizations.....	56
3.4.3.5 Private Sector.....	57
3.4.4 Municipal Social Policy Tools.....	57
3.4.4.1 Strategic Plans of Municipalities.....	58
3.4.4.2 Provision of Goods and Services.....	58
3.4.4.3 Municipal Economic Enterprises.....	59
3.4.4.4.Social Aid.....	60
3.5 Municipal Social Policy Evaluation.....	61
4. EXAMPLE OF SAMSUN METROPOLITAN MUNICIPALITY.....	64
4.1 General Information about Samsun.....	64
4.2 Samsun Metropolitan Municipality.....	66
4.3 Social Policy Process Analysis of The Samsun Metropolitan Municipality After 2002.....	67
4.3.1 Issue Identification and Agenda Setting.....	69
4.3.1.1 People in Need of Support in Samsun.....	73
4.3.1.2 Important Actors in Agenda Setting.....	78
4.3.1.2.1 Samsun Metropolitan Mayor.....	79
4.3.1.2.2 Local Media.....	79
4.3.1.2.3 Local Non-Governmental Organizations.....	80
4.3.1.2.4 Samsun Ondokuz Mayıs University.....	81
4.3.1.2.5 Middle Black Sea Development Agency.....	83
4.3.2 Policy Formulation.....	83
4.3.2.1 Formulation of Social Policy Part of Justice and Development Party Program.....	83
4.3.2.2 Formulation of Social Policy Parts of Strategic Plans of the Samsun Metropolitan Municipality.....	86
4.3.3 Adoption and Legitimization of the Policy.....	88
4.3.3.1 Actors in the Legitimization Process of Municipal Social Policy.....	88
4.3.3.1.1 Samsun Metropolitan Municipal Council.....	88
4.3.3.1.2 Samsun Metropolitan Mayor.....	89

4.3.3.1.3	Samsun Metropolitan Municipal Board.....	89
4.3.3.1.4	Samsun Governor.....	89
4.3.3.2	Legal Documents.....	90
4.3.3.2.1	Metropolitan Municipal Law Numbered 5216.....	90
4.3.3.2.2	Strategic Plans of Samsun Metropolitan Municipality.....	90
4.3.3.2.2.1	Samsun Metropolitan Municipality Strategic Plan of 2007-2009.....	91
4.3.3.2.2.2	Samsun Metropolitan Municipality Strategic Plan of 2010-2014.....	95
4.3.4	Implementation of Social Policy of Samsun Metropolitan Municipality.....	97
4.3.4.1	Samsun Metropolitan Municipality as the Responsible Actor for The Policy.....	97
4.3.4.2	Stakeholders Involved in The Implementation Stage of The Policy.....	98
4.3.4.2.1	European Union.....	98
4.3.4.2.2	United Nations.....	99
4.3.4.2.3	Ministry of Interior.....	99
4.3.4.2.4	Middle Black Sea Development Agency.....	99
4.3.4.3	Tools of the Policy.....	100
4.3.4.3.1	Projects.....	100
4.3.4.3.1.1	Project of Supporting Vocational Course and Attendance to Professional Life for Women.....	100
4.3.4.3.1.2	Project of Women's Shelter.....	100
4.3.4.3.1.3	Project of Samsun Camp and Beach for Training - Resting for Disabled People.....	101
4.3.4.3.1.4	Social Responsibility Projects.....	101
4.3.4.3.2	Municipality Owned Enterprise – SAMULAŞ AŞ..	102
4.3.4.3.3	Other Tools Related the Provision of Goods and Services.....	102

4.3.4.3.3.1 Mavi Işıklar Education and Rehabilitation Center.....	102
4.3.4.3.3.2 Home Care Services for Older People.....	103
4.3.4.3.3.3 Nursing Home of Samsun Metropolitan Municipality.....	103
4.3.4.3.3.4 Samsun Metropolitan Municipality Women Consultation Center and Violence Line....	103
4.3.5 Evaluation of Social Policy of Samsun Metropolitan Municipality.....	104
4.3.5.1 Annual Reports of Samsun Metropolitan Municipality.....	104
4.3.5.2 Provincial Development Index and Population Change in Samsun.....	108
5. CONCLUSION.....	110
5.1 Limitations of the Study.....	110
5.2 Policy Suggestions.....	112
REFERENCES.....	116

## LIST OF TABLES

Table 2.1 Diagram of Social Expenses of Municipalities Belonging 2008.....	7
Table 3.1 Per Capita Gross Domestic Product.....	25
Table 3.2 Unemployment in Turkey, total (% of total labor force) (national estimate)..	26
Table 3.3 Annual Growth Rate.....	27
Table 3.4 Urban Population and Rural Population by Years.....	28
Table 4.1 District Municipal Boundaries.....	67
Table 4.2 The Rate of Social Expenses to Budget Costs of Municipalities Based on the 2008 Year.....	68
Table 4.3 Demographic Indicators.....	70
Table 4.4. Education Indicators.....	71
Table 4.5. Financial Indicators.....	72
Table 4.6. The Proportion of Disabled Population by Having Social Security and The Registration Status of Social Security, 2002.....	77
Table 4.7. The Proportion of Disabled Population by Expectations from Organizations, 2002.....	78
Table 4.8. Numbers of Local Media Companies.....	79
Table 4.9. The Percentages of Health Services, Education Services and Social Services.....	92
Table 4.10. Support Program for the Groups out of Social Inclusion.....	94
Table 4.11. Support for the Groups out of Social Inclusion Program.....	96
Table 4.12. Population of Samsun between 2000-2013.....	109

**LIST OF FIGURES**

Figure 2.1 Kingdon's Agenda Setting Model.....29

**LIST OF ABBREVIATIONS**

AÇEV	Anne Çocuk Eğitim Vakfı
AKP	Adalet ve Kalkınma Partisi
ANAP	Anavatan Partisi
CHP	Cumhuriyet Halk Partisi
ÇEV	Çağdaş Eğitim Vakfı
DSP	Demokratik Sol Parti
EU	European Union
IMF	International Monetary Fund
ISMEK	İstanbul Büyükşehir Belediyesi Sanat ve Meslek Eğitimi Kursları
KADER	Kadın Adayları Destekleme Derneği
KEDV	Kadının Emegini Değerlendirme Vakfı
MHP	Milliyetçi Hareket Partisi
NGO	Non-Governmental Organization
OKA	Orta Karadeniz Kalkınma Ajansı
OMÜ	Samsun Ondokuz Mayıs Üniversitesi
SAMULAŞ	Samsun Ulaşım
SPO	State Planning Organization
TESEV	Türkiye Ekonomi ve Sosyal Etüdler Vakfı
TURKSTAT	Turkish Statistical Institute
TEPAV	Türkiye Ekonomi Politikaları Araştırma Vakfı
UNFPA	United Nations Population Fund
USA	United States of America
WHO	World Health Organization

## **CHAPTER 1**

### **INTRODUCTION**

Public policy is the main tool of states for fulfilling state duties. State reaches the aim that it wants within the framework of the roles in the various activity fields through the instrument of public policies. State creates order with public policies that it formulates and implements in every conceivable fields from education to health, from defense to environment. In this sense, public policies are vital for states. Anderson defines public policy as “Policy is set of purposeful activities that institutions or people monitor to solve a problem” (Çevik & Demirci, 2012; as cited by Anderson, 1990).

As it can be understood from the Anderson's definition; ensuring continuity of the state and welfare of the society depends on to carry out successful public policies. In this sense, studies on public policy, introducing deficiencies and problems in the field, and producing solutions for the problems are important issues. However, these important issues are passed over in Turkey and just in the recent years few studies have been done in the field.

In order to carry out successful public policies, analysis of the implemented policies should be done carefully. As a result of the analysis done, shortcomings and weaknesses of the previous policy are determined and new policies are formed accordingly these shortcomings and weaknesses. Analysis of public policy involving various actors is a complex process. Process model is one of the models that are composed in order to make simple this complex process. This model analyzes public policy by dividing the process into five stages that are issue identification and agenda setting, policy formulation, policy adoption and legitimization, policy implementation and policy evaluation. All these stages has separate importance. Clear and accurate determination of the policy issues, formation of policy goals and objectives accordingly these issues, making implementations devoted to these goals and objectives and lastly determination of what extent goals and objectives have been achieved as a result of

implementation are all significant points for the success of the next policy.

Social policy has become one of the fundamental policy of the states after the Industrial Revolution and later on globalization and neo-liberal policies. Social policy is a wide-ranging policy including many fields such as environment, urban, culture, tourism, and groups need to be supported. Today, social policy of municipalities emerges as an important tool beside social policies of the central government.

The concept of decentralization prominent with globalization and the concept of governance determined by European Union for the member and candidate states ensure that municipalities have come to the forefront in Turkey after 2002. Municipalities that have more duties and responsibilities today than the past because of the public administration reforms of AKP government within the EU accession period have also come into prominence in the field of social policy. Especially metropolitan municipalities draw the attention with their social policy implementations. Socio-economic problems of metropolises that have population exceeding their carrying capacity have made compulsory to carry out municipal social policies especially for the groups need to be supported.

As explained above, very few studies in the literature on the analysis of public policy, increase of the importance of social policy with the increase in socio-economic problems because of the globalization and neo-liberal policies, adoption of municipalities as an important units beside central government and the increase of the importance of municipal social policy implementations constitute the effective points in the formation of the subject of this thesis. In this thesis, social policy of municipalities after 2002 is tried to be analyzed using process model. Social policy scope is restricted by the policies oriented groups need to be supported. The reason for the selection of the period as after 2002 is that AKP newly established political party was elected and came to power alone. Social policy understanding of AKP that emerged as a new political power and drew image as conservative-liberal has been determiner of municipal social policies after 2002. Because most of the municipalities elected from AKP in 2004 local elections, the success of the AKP in 2002 elections has become a policy window for the

municipal social policies. Additionally, in this thesis, Samsun Metropolitan Municipality is studied as an example. The reason of the selection of Samsun Metropolitan Municipality is that it takes a place among the first five municipalities in terms of social expenditure ratios and there are very few studies on the social policy of this municipality in the literature.

This thesis firstly aims that while it makes contributions to studies on public policy analysis that is a new field for Turkey, it also makes contributions to literature about studies on the social policies of Samsun Metropolitan Municipality and secondly to be conducive to make municipalities to do improvement works on their social policies consideringly the problems revealed in the study.

In the thesis, answers of some questions are also tried to be found: Is it possible to examine municipal social policies according to process model?, Could the stages of the social policy of Samsun Metropolitan Municipality be clearly defined?, which problems are faced during the policy analysis?, what is the scope of Samsun Metropolitan Municipality's social policy oriented to disadvantaged groups, and which groups can benefit from the policies of the municipality mostly?, and lastly are conservative identity and neo-liberal position of Justice and Development Party reflected in the social policy of the Samsun Metropolitan Municipality?

This thesis comprises of five chapters. In the first chapter, the purpose and importance of the study are introduced. In the second chapter, the history of municipal social policy perspective in Turkey is examined in general. After briefly examining local social policies in the Ottoman Period, municipal social policies in Turkish Republic is discussed in two parts as before 2002 and after 2002.

In the third chapter, the process analysis of municipal social policy in Turkey after 2002 is done in general. Firstly, socio-economic situation of Turkey in the beginning of 2000's and factors leading socio-economic problems and their reflections on the local are discussed. In this part, it is benefited from socio-economic datas of Turkey. Secondly, in

the policy formulation process, documents determined the policy are examined. Thirdly, actors effective in the adoption and legitmization of the policy and documents making legitimate the policy are revealed. Fourthly, in the policy implementation process, approaches about the implementation are explained and then responsible actor from the policy, other actors involved in the process, and policy tools are examined. In the last process, that is the evaluation of the policy, Investigate and Analysis Report of the State Supervisory Council of 2009 and the study of Uğur and Bostan, Decentralization of Social Policy: Social Municipality are used.

In the fourth chapter, stages in the municipal social policy analysis that are examined in the previous chapter in general are studied specific to Samsun Metropolitan Municipality. In the fifth chapter, general evaluation of the municipal social policies after 2002 is tried to be done and possible policy suggestions are tried to be reveal in consideration of the problems met in the process analysis of social policy of Samsun Metropolitan Municipality.

## CHAPTER 2

### HISTORY OF SOCIAL POLICY PERSPECTIVE OF MUNICIPALITIES IN TURKEY

When it is thought that the social policy implementations have started to appear together with industrial revolution, social policies starting from 1800's until now with its scope always enlarging, have a strong place among the public policies in Turkey. Especially with the understanding of a welfare state its importance has increased and lots of countries including Turkey have given a place for the social policy implementations.

The concept which is used as social policy in Continental Europe and welfare policy in Northern America has been used as a social policy in Turkey after 1930's. It has emerged, after the industrial revolution, in order to remove the socio economic inequality between the working class and capitalist class as a result of the revolution and to make the negative life standards better and create the social peace and protect state order. Then the scope of this concept has been extended by considering the socio-economic problems the capitalism has created over the whole society and made to cover not only the working class but all the social groups who are in need of socio-economic help. Thus not only the imbalances which are arising out of working life but also the solution of the all socio-economic problems in a society have been targeted (Aydm, 2008)

Generally social policies are the policy that a state applies in order to get equal opportunities for all socio-economic groups in life. According to Morris, social policy is “that the government takes actions in order to correct the inequalities in the society, to improve the condition of the groups who don't have any advantage and to help the weak” (Ersöz, 2011; as cited by Morris, 1985). In this sense, the groups which have a more special situation relative to the other groups and which need support in order to

live in a humane way creates the target group for the social policies. These can be expressed as disabled, old people, children, unemployed and women. The real institution which applies social policies for this intent is the state which includes the central administration and local administrations. Beside the state; civil society, private sector and non-governmental organizations also play an active role in the social policy implementations (Ersöz, 2011).

Social policy concept contains the social assistances and social services. Social assistances have its roots in pre-industrial revolution period and has the same past as the history of humanity. Because social assistances, consists of in-kind and financial aid for the people or groups which cannot be able to live on themselves in a society. Conscientious feelings of society carry the phenomenon of enabling the people in need to keep on their lives with welfare back to the very old times. “Even though the participation of the local administrations in the field of social assistances carries back to the formation of the city administrations, these institutions have participated in providing social assistances and services within the scope of poverty laws since 1300's” (Aydın, 2008). In Turkey, provincial organizations of related ministry of central administration and related units of municipalities seem to be the main actors in provision of social services.

Social policies are currently being given serious attention nowadays in lots of countries including USA which has the largest free market economy in the world. Especially health policies within the social policies have gained importance and increasing expenses have inclined lots of European countries and Turkey looking for ways to limit their health expenses. Still especially in the last 20 years the awareness of the people for human rights has increased and the request for the social policies including health area has been increased based on fundamental rights. Thus, the countries are not flexible with the budget that they have for the social policies and provide the right to live as humane as possible as requested by the people via social policies.

The communication revolution which happened as parallel to the technological

advances has speeded up the globalism and the phenomenon of globalism which has gained acceleration since 1990, has brought the local elements into forefront in all over the world. Local units have now started to compete in the world scene not countries, and this led the local & regional administrations to be a part of the global competition by bringing their own qualities to forefront. Turkey has started to be influenced by this movement with the İstanbul Habitat Conference in 1996 and the local administrations have started to become more active in policy making (Aydınlı, 2004). With the governance concept, which has started to be more active starting from 1990's and increased its active status in 2000's, the importance of the municipalities has been increased with regards to democracy and efficient service providing. Municipalities, as the closest administration units to the society, will determine their needs in the best way as possible and distribute the resources according to these needs and provide a more effective service than the central government. When looked within the scope of social policies stating that especially the metropolitan municipalities are in a more active level in social policy implementations will not be so wrong. Especially İstanbul, Ankara, Bursa, Antalya, İzmir and Samsun Metropolitan Municipalities are prominent with the expenses they have made for the social policies.

**Table 2.1. Diagram Social Expenses of Municipalities belonging 2008**

<b>Municipality</b>	<b>Social Expenditure Amount</b>
Ankara Metropolitan Municipality	168.733.034
Antalya Metropolitan Municipality	4.684.401
Bursa Metropolitan Municipality	14.018.671
İstanbul Metropolitan Municipality	270.174.948
İzmir Metropolitan Municipality	59.147.436
Samsun Metropolitan Municipality	1.850.094

Source: Adıyaman & Demirel, 2011

In 1990's the income of the municipalities has started to increase compared to past and

their existence in social policies area has started to expand. The economics crises and increasing city population day by day has varied the socio-economic problems in the society and the increase in the educated population has increased the local service requests when compared to past years. It can be seen that especially metropolitan municipalities actively provide service to society in this matter. Municipalities have varied their social policy activities starting from these years by providing food and food banks to the old people and orphans and added new services such as care homes, safe houses for women and children, hospitals and polyclinics, vocational courses (Demir, 2006; as cited by Ersöz, 2006).

There have been social implementations in local level starting from the times of Ottoman Empire. Since modern municipalities are not seen in Ottoman period, the Kadi (judge, mayor), Lonca (guild system) and vakif (foundation) are seen as the local policy implementers. In The Turkish Republic however municipalities have conducted various implementations in order to create welfare for the society. In this chapter where it will be generally studied that social policies implemented by the municipalities for the local people in need, local social policies of Ottoman Period will be the first to study and then Republic period will be studied as divided in pre-2002 and post 2002 period.

## **2.1. Ottoman Period**

Ottoman Empire had a closed society based on agriculture. Ottoman Empire fell behind the industrialization movement which has spread the world since 19<sup>th</sup> century and the Empire carried on with its agricultural society feature until its downfall. The fact that Ottoman society showed a closed agricultural society made family, relatives and neighbors to be active in the social protection. Thus, social protection is seen in a local level was based more on close relative relations and protection of the people who need protection.

Turkey has a strongly centralized government and this quality of the state comes from Turkey's history. The Ottoman-Turkish polity did not have a tradition of local

government meaning "self-government". The Ottoman political system had the signs of bureaucratic centralism meaning domination of civil society by the state (Göymen, 2006). Thus there was no local administration tradition like Western Counties in Ottoman Empire, so in the Ottoman Empire period, it seems that it is not possible to talk about municipal social policies. However the social policy activities are carried out by the municipalities today were provided at those times by Kadı (judge, mayor), Lonca (guild system) and vakıf (foundation) in a local level.

Religious type institutions; Kadı (judge, mayor), Lonca (guild system) and vakıf (foundation); provided municipal services in Ottoman Empire. Before the first western-type municipal administration was set up in Ottoman Empire, different types of municipal services were provided by a variety of institutions prior to this development. Ottoman institutions like Kadı (judge, mayor), Lonca (guild system) and vakıf (foundation) which provided local services ranging from the provision of infrastructure to social and health matters were the evidence of the existence of a tradition of local self-government, but extremely limited, because Ottoman Empire was highly centralized and local notables did not enjoy territorial rights and there was no free cities.

Foundations play a leading role in the political, social and economic life. Foundations, up to the last period of the Ottoman Empire, provided service provision in every conceivable kind and foundations has been the second largest economic power after the Ottoman central finances. Education, health, public works, religion, social welfare services that are considered as a state duty in today's understanding of the modern state were not considered as the duties of the state in Ottoman, all these services were run by foundations. Statesmen, administrators and foundations established by rich families can be shown as the most effective institutions in the provision of local level social service and assistance in Ottoman Empire. Foundations used to provide in-kind and financial aid to the people who are in need such as people with no relative, widows, sick and poor people. Central administration in Ottoman Empire has left educational, health and cultural services in local level mostly to the foundations.

After the foundations, another active institution in Ottoman social policy implementations was lonca (guild system). Lonca (guild system) was an organization consisting of craftsmen and tradesmen and it was a social protection mechanism for its members. Lonca (guild system) provided social security for their members and their families via the provident funds they established. They provided in-kind or financial aid and supported their members who were unable to work, supported old members and families of the deceased members, and provided aid for their birth and funeral expenses (Ören, 2011). Kadı (judge, mayor) had the judicial and administrative functions in Ottoman Empire. Within the scope of social policies, Kadı (judge, mayor) had an effective position due to having authority in establishment and audit of foundations.

Neighborhoods and Mukthars were also organizations which held an important position in social matters in Ottoman Empire. Neighborhood has mosque, baths, school and social complex in its own borders. In this sense, as well as being an administrative unit it is also a social and cultural unit. Also the “avarız foundations” (special ottoman foundation for helping one another) were an effective tool for providing for the social needs (Es, 2008). Avarız foundations are funds to be founded with the donations of the benefactors who have good financial status. These foundations had been carrying out the municipal social services in a more modern sense. <sup>1</sup>They were carrying out social assistances and services such as helping young people who cannot be able to work, paying for the expenses of people who have no relatives and people who are in need, paying for the treatment costs of the poor people.

The first municipality was established in Beyoğlu, in 1853, after the Crimean War in which Ottoman Empire defeated. In 1869, 13 additional district municipalities were established in İstanbul. Even after The Tanzimat Reforms, the establishment of the municipalities in a modern sense in Ottoman Empire was not able to ensure that municipal social services in today's context still was not carried out by local administration units. Such that the municipalities which was established were like specimens and this prevented them to be effective in social services. As a summary, in

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<sup>1</sup> <http://www.vgm.gov.tr/sayfa.aspx?Id=30>

pre and post Tanzimat Period of Ottoman Empire, local social needs were provided especially by foundations, lonca and neighborhood units. This situation had been continued until the downfall of the Empire.

## **2.2. Turkish Republic Period before 2002**

In the period starting with the foundation of the first municipality in 1853 until the downfall of Ottoman Empire to talk about the existence of the municipalities similar to Western cultures is impossible as well as it is conundrum that municipal services were carried out by the municipalities established. Thus, when the Republic is established in 1923, there were no local administration tradition similar to Western cultures (effective and autonomous) inherited to the newly established state.

The young republic was just out of war and had no power to bring the local administrations to forefront within the public administration. Only %25 of the population were living within the borders of the municipalities. With The Municipal Law passed in 1930 and laws related to municipalities passed after this law gave important duties and authorities were given to municipalities. Even though various duties and services were given to municipalities starting from city services to social policies, the budget provided to municipalities is very limited, so they remained incapable in completing these duties. In this period most of the resources were allocated to the industry in order to develop the country and this also prevented the municipalities in completing their duties (Aydın, 2008). It does not look like a situation to be found odd that the municipalities that cannot be able to provide basic city services such as infrastructure were ineffective in municipal social policies.

It can be seen that the central administration did not give so much importance to the social policies in the first years of the republic. This situation caused that the municipalities were also ineffective in this matter. Especially between the years of 1923-1929, it can be clearly seen that the state which was just out of war it did not show a quality of social state. For the new republic which was just starting to put itself

together had some other priority matters like completing development of the country than social policy. After the 1929 worldwide economic crisis, efforts for industrialization with the help of the state have been carried out through statist policies which were applied in a more serious ways and the public sector was grown at that period just like the other countries. The state has provided opportunities to its employees such as health and old age security in the institutions opened by the state itself. It can be said that the foundations of the municipal economic enterprises which will have a strong impact on the provision of the municipal services after long years have been laid in this period (Ören, 2011).

According to Buğra, the statist policies ignored social policy making in order to overcome the existing poverty in the society and it was foreseen that this problem could be solved with the understanding of philanthropy and with the social assistances from the foundations. The newly established state continued the tendency in the first years of state to give foundations the duty of the provision of social assistances and services just like in The Ottoman period. Central administration saw peasants as the people who had poverty and tried to eliminate poverty with the policies which are intended to stop the migration from villages to cities (Buğra, 2013).

After the Second World War, in the 1950's, a process of centralization had occurred and thus it became impossible to talk about the active municipalities at that time. Starting from 1950's with the rapid increase in the urbanization, Municipalities which had resources that were out of proportion with their duties, were face with the increasing urban service needs. This situation carried the municipalities that failed to satisfy even providing the urban needs, away from social policies (Ersöz, 2011). This situation became more and more visible until 1980. In 1950, 28,8 % of the population were living within the borders of a municipality but when it is came to 1980, this has increased immensely and became 57,7% (Aydın, 2008).

After the second world war, starting from 1945 and until 1980's it can be said that the central administration was more active in health, education and social assistances and

social services due to the effect of tendency towards centralization. According to Adıyaman and Demirel, another reason of this situation is the social state status given to the state with the 1961 constitution (Adıyaman and Demirel, 2011). However between these years, there were some municipalities which were active about implementation social municipality understanding. These are the social democrat municipalities which started their service after the 1973 elections. The period of “social democratic municipalities” between the years of 1973 – 1980 has been an important period with regards to social policy activities of the municipalities in Turkey. “Together with this new municipality understanding, aside from the classic local municipal services, new areas for Turkish municipality which are increasing in the cities such as housing, environment-consumer protection, public transportation, public and vocational education, protecting historical environment and cultural heritage, youth and culture services have been started to seen among the local services” (Öz & Yıldırım, 2009; as cited by Yıldırım, 1990).

When it is looked after 1980, the foundation of Social Aid and Solidarity Promotion Fund in 1986 has been an important improvement for social policy implementations by central administration. “The aim of the fund can be described as to provide help for the people who are poor and in need and who are not included in any social security network, taking precautions in order to improve social justice and contributing to the improvement of the income distribution” (Gürses, 2007). Social Aid and Solidarity Promotion Funds which can be found in regions and cities achieve mentioned targets by using this fund. Within this context, a %2 share is transferred to this fund from the budget of the municipalities. Mayor of the city is also responsible from using the resources of the mentioned foundation (İnan, 1999).

The economic policies applied after 1980 has changed the city life. As a result of increasing the incentives for the industry and decreasing the incentives for agriculture, important dissolution has started in villages. Forced migration from villages to cities has started and in the middle of 1980's village and city population have become equal. This situation caused a serious increase in the urban service requests and also the family structure which was the most important informal social security institution in the society

since Ottoman period, changed (passing from traditional family structure to elementary family) and an increase in the number of people who were in need increased. Another important informal social security institution, villages, started to be unable to contribute to the social security due to people migrating to cities broke their connection with their villages. Thus, for the municipalities, aside from dealing with the increasing urban services, the need for extending the social policy implementations occurred due to increase in the number of people who were in need within the municipal boundaries (Kesgin, 2012).

Starting from 1980's Turkey has influenced from decentralization movement just like Europe. Within this context, central administration had a tendency to see itself as the authorizing party and started to expect some duties among social assistances and social services from the local administrations (Öz & Yıldırım, 2009). Increasing resources allocated to the municipalities in 1980's can be seen as a result of this development.

Between the years of 1984-1988, based on the expression of "Private administration units can be established in metropolitan cities" in 1982 constitution (Türkiye Cumhuriyeti Anayasası, 1982), metropolitan municipalities were established in 8 cities and this development was said to be a milestone for the local social policies. Since authorities, duties and resources of the metropolitan municipalities have been increased and they have drawn a constantly increasing and positive graphic from the time they had been established up until now with their social policies.

After 1990, municipalities have come face to face with the increase in the number of people in need from a socio-economic point of view in the cities due to forced migration added to existing migration. As a result of this situation, municipalities had to intensely do social municipality activities as the closest administrative unit to these people. Thus, they chose to vary the social assistances and social service implementations.<sup>2</sup> They gave importance to the social policy implementations such as foundations of bread factories and selling cheap bread, health services such as home care service, food stations,

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<sup>2</sup> <http://www.sosyalpolitikalar.com.tr/derg-boeluemler/kapak-/kapak-dosyasi/100-kentsel-yoksullua-ve-sosyal-dlanmaya-kar-yerinden-ve-yerel-muedahale-olaraksosyal-belediyecilik.html>

vocational courses, providing bursary for students, shelters, nursing homes, rehabilitation centres, social and financial aids to the people in need.

### **2.3. Turkish Republic Period after 2002**

In 1990's, the area of social municipalities in which especially metropolitan municipalities of Istanbul and Ankara were active, has been extended when it is came to 2000's and municipalities have started to provide services in a more extended circle within the social municipality context. According to Ersöz, in 2000's, social municipality has turned to municipality that is more responsible from socioeconomic, cultural and physical development of the local (Ersöz, 2011).

AKP which singlehandedly came into power in 2002 has won a huge majority of the municipalities in 2004 local elections. This means in this section where the social policies of municipalities are studied in general, AKP's social policy understanding should be shortly mentioned.

According to Buğra, the view of AKP government to social policy is about taking precautions by the state about this matter besides philanthropy. In other words, beside the understanding consisting of solving the problems through philanthropist citizens or institutions, the understanding of the necessity of the state's role in the solution of social problems is dominant. Thus, this issue is both seen as a right and also a subject to philanthropy emphasis. Buğra explains these two opposite situations as: There are 3 factors that affect actions on a social area of the AKP which completely adopts conservative liberalism. These are the increase in poverty with 2001 crisis, IMF impositions on social security reform and the need for the preparation of Joint Inclusion Memorandum within the context of EU adaptation process (Buğra, 2013). The most important example of AKP's taking action in this area with their social policies is the social security reform.

The fact that AKP adopted neoliberal policies has a characteristic to explain the

implementation of intense policies for taking direct action on socioeconomic life not by the central government. In 2000's, central government does not choose to be an onlooker for the social policies on sure, but it has transferred this issue mostly to local administrations and non-governmental organizations. It can be seen that in recent years, municipalities and non-governmental organizations are especially active in fighting poverty through social assistances. So much of that, lots of municipalities have units responsible from social assistances (Metin, 2010). AKP has included a statement about social policies in their Development and Democratization Program: "It has been aimed to increase efficiency in social state services, speed, and capacity of resources through providing priority to local administrations, non-governmental organizations and private sector" (Gürkan, 2011; as cited by AKP, 2002). It can be clearly seen from here that AKP government gives importance to the role of the municipalities in social policies.

When it is looked at the two metropolitan municipalities of Turkey which are famous for their social policies, İstanbul and Ankara metropolitan municipalities, it can be seen that they carry out important social policy implementations. İstanbul metropolitan municipality and almost all of its district municipalities support people in need via in-kind and financial assistances. Providing help in food and fuel aid, school uniforms, school equipment, bursaries to the students in need can be seen often. Food stations, home health care for the people who cannot leave their homes, polyclinic services for the people who do not have any health insurance, vocational courses, circumcision and wedding ceremonies, shelters for women and children are important social services provided by İstanbul Metropolitan Municipality. Ankara Metropolitan Municipality also draws attention about social assistances and services. Ankara Metropolitan municipality provides social services to the people in need with its services such as Youth Centers, Center for Kids Who Work in Streets, Children Protection and Consultation Center, Cloth Washing Centers, Training and Recreation Centers, Marriage Activities, Circumcision Activities, Centers for Providing Help for Older People, Club For Older People, Old And Youth Information Retrieval Center, Compassion Houses, Service and Rehabilitation Center for Disabled, Training And Technology Center for Visually Challenged, Club for Disabled, Trade Center for Disabled, Club For Woman, Guesthouse For Women (Adıyaman & Demirel, 2011).

## CHAPTER 3

### SOCIAL POLICY PROCESS OF MUNICIPALITIES IN TURKEY AFTER 2002

#### 3.1. Issue Identification and Agenda Setting

Governments (both central, regional or local) use public policies in order to conduct state duties. When a problem occurs within the society, governments constitute a policy to overcome the existing problem. Issue identification is the first step of the public policy process and also important regarding the success of the public policy. The issue or problem should be identified carefully in order to find suitable solutions for the problem.

In 2002, when AKP government won the national elections in Turkey, the socio-economic situation was not pleasant because of some external and internal reasons. Income inequality had increased and led social problems especially in the cities. Many people had slogged on to meet basic needs such as essential nutrients, health, education, and healthy housing. The socio-economic situations of the cities have forced municipalities to conduct social policies in order to enhance the life standards of the local people. Municipalities are one of the closest units to local people and can be more successful than central government to determine people in need and consequently social municipality has come into prominence after 2002. In this study, social policy process of municipalities is examined, so policy level is local level.

##### 3.1.1. Policy Environment

Policy environment is an important aspect for the public policy process. According to Anderson, policy environment includes geographic characteristics and demographic variables and so features such as climate, natural resources, economic system, political

culture, population size and age distribution give information about policy environment (Anderson, 2010) .In general, political culture and socio-economic features determine the policy environment.

It can be said that in Turkey despite the improvements in the consciousness of democracy, people are generally passive in affecting decision making. Especially in the underdeveloped regions such as Souteastern Anatolia and Eastern Anatolia, participation rates in elections are very low. And like in the subject political culture, in Turkey people generally complain about policies, but do nothing in order to enforce government to make changes in policies.

Political culture affects local social policies in a way that in Turkey, like in many mediterranean countries, sense of social responsibility is usually carried out with the relations based on clientelism. Social programmes that are carried out according to the assistance based on kith and kin relationships or anxiety about loss of votes prevents from reaching the social implementations to their original owners. (Kesgin, 2012)

Political culture also affects the relationship between central government and local governments in Turkey. Top-down approach is an important problem for many public policies including social policy. There is an in consonance between central government and local governments in terms of the formulation and implementation of social policies. The state, particularly central governments, sees itself as a single unit dominated in every policy area, so both local governments and non-governmental organizations generally excluded from policy making by central government. Regarding this explanation, it could be said that top-down approach model begins to lose its effect on municipal policy making with the impact of EU and the term governance. In the 2000s, Municipalities begin to take other groups' or institutions' opinions, such as NGO's and universities, in the formulation process of their policies.

It is important for the policy analysis to explain the main internal and external factors that cause significant social problems within the Turkish society and also explain policy

environment, and make municipalities to be involve in social policies from the beginning of the 2000's.

### **3.1.2. Internal and External Factors Causing the Social Problems and Affecting Political Agenda in the Beginning of the 2000's**

Important factors such as economic and political crises, new political success, sudden hits, the importance of the issue, media, and non-governmental organizations have effect on the political agenda. Some internal and external factors are effective in the explanation of social policy environment and agenda setting process after 2002.

#### **3.1.2.1. Globalization and Neo-liberal Policies**

The effects of globalization in Turkey, as well as all over the world, have gained momentum as a result of the liberalization of the economy with the implementation of neo-liberal policies. Globalization having especially large impact on the economy has removed the boundaries between countries. Countries compete to each other in the international arena and the competition has increased the economic differences between countries. Not only between countries, but also the gap between classes has increased within the individual developing countries, hence inequalities in income distribution have increased. Coburn expresses that “it is not inequalities did not exist before recent neo-liberal regimes or doctrines, simply that inequalities was and is, exacerbated under neoliberalizm” (Coburn, 2000). Werlhof also remark about the consequences of globalization and neoliberal policies that “the gap between the rich and the poor has never been wider. The middle classes dissappear. This is the situation we are facing” (Werlhof, 2008).

Deacon indicates that “the social consequences of globalization generate the need for more -not fewer- measures of social protection. Inequality requires more social redistribution; vulnerability requires the strengthening of social rights, entitlements and

systems of social protection; social exclusion creates the need for strategies of empowerment” (Deacon, 2000).

In this sense, the effects of globalization to the economic policies seem to be increased social problems of many countries including Turkey. Turkey's Socio-economic structure has begun to change with the implementation of neo-liberal economic policies after 1980. AKP government has adopted neo-liberal policies like Özal government of 1980's and so the importance of social policy to be applied has increased.

Decentralization trends have developed with globalization in many countries in the world. Two facts, globalization and decentralization, which seem opposite to each other, have come starting from 1990's to the present day. Triggering decentralization by globalization has occurred through communication technology. Communication revolution provides that people can be informed about goods and services offered by the state in other countries and so people can compare goods and services they are received with the state provision of goods and services in the other countries. Thereby expectations of people have increased both qualitatively and quantitatively. Central governments have remained in capable to meet increasing expectations and this situation has caused that local governments has become an important actor in policy making and service provision along with central government.

In the light of these developments, public administration reforms that strengthen local governments in Turkey were done in 2000's. Municipalities' activities in the social policy field seem to be increased after 2005 reforms in Turkey. Since the idea that local governments as the closest units to the local people are more efficient in determining and meeting the social needs of local people has been adopted. Thus, social policies of municipalities have gained importance in addition to the policies of central government. For instance, ISMEK offering vocational course is one of the important tool of the social policy of the Istanbul Metropolitan Municipality and provides services in many parts of the province. Public education centres opened by municipalities are other important examples for the municipal social services. Additionally, cities compete in the international arena instead of countries, because differences between countries are

removed with globalization and this situation foregrounds local features and differences. Municipalities engage in competition with other cities through bringing different features to forefront. This situation has also affected understanding of municipal social services.

In short, existing inequality in income distribution in Turkey has increased with globalization and the need for social policy implementations has also increased. In the period after 2002, depending on decentralization developed with globalization, municipalities have come into prominence in the social policy field. Inequality within the society has been tried to reduce by the social policies of municipalities suitable with national policies.

### **3.1.2.2. Continuation of Increase in the Urban Population: Migration and Urbanization**

Increase in the population and urban areas extended with migration occur as today's global trends. Urban developments determine socio-economic changes and these changes affect extensive areas. Cities are located in the center of these changes interrelation with demographic and economic growth. Changes in the structure of families and urban society, poverty and lack of opportunities, and problems of psychological adaptation are regarded among social effects of intense urbanization (Dociu and Dunarintu, 2012).

Starting from the 1950s, Turkey has witnessed rapid urbanization up to now. After 2002, in order to overcome social problems in the cities led by rapid urbanization, many municipalities have to involve in social policies. Especially big municipalities have lots of implementations for social problems of their local people. Thus, continuation of unbalanced urbanization after 2002 is one of the main trigger of the social municipality issue in Turkey and so it is important to explain urbanization related social problems in the cities.

Causes of urbanization can be divided into two categories: push and pull factors. Push factors are negative conditions in rural that force rural population to migrate to the cities. Some examples of push factors are mechanization in agriculture, lack of security and development in transportation that makes easy migration for the people. Additionally, lands in the rural became fragmented due to the inheritance system, and this caused the reduction in the productivity of agriculture. Another reason for the decrease in productivity was that appropriate technology did not enter the rural (Heper, 1997). Because of these reasons, up to now, people in the agricultural sector had to slider out of agriculture so, they had migrated to the cities.

Pull factors are the conditions in the cities that cause migration from the rural areas to the cities. Some examples of the pull factors are economic opportunities, education, better quality of life, and demand for industry. Thus, because of all these push and pull factors, in Turkey, population of rural and urban became equal in 1980's and after than urban population is rapidly growing.

In Turkey in contrast with west, urbanization did not emerge and continue with parallel to the industrialization. In other words, while industrialization is developing slowly, urbanization goes so fast. This is called unbalanced urbanization. This leads a big problem: increase in the population of big cities like Ankara, İstanbul is much more than in other cities. Big cities congregate in certain regions like Marmara. These problems lead unbalanced urbanization, so public services in the big cities become insufficient and big cities exceed their carrying capacity. Thus, big cities become over-populated while other cities become de-populated. In the de-populated cities schools, hospitals etc were empty and in the over-populated cities these services became insufficient. So the importance of municipalities' social policies has increased.

Gated communities in the big cities are important consequences of rapid urbanization. People who share certain socio-economic features live in the same area. People having high socio-economic standards choose to live apart from people having low socio-economic standards. Needs for housing for the migrants cannot be met, so Squatter

Housing problem occur in the big cities. Gecekondu production type, which meets the demands of lower and lower-middle income group coming from the rural areas and working at industry or at service units of the city, compared with the planned part of the cities, created a duality, not only in terms of quality and quantity of infrastructure and services, but a "social dualism" due to lack of integration of the urban migrant in this new habitat (Heper, 1997). Thus, after 2002, many municipalities especially in the big cities like Istanbul carry out social policies in order to overcome social duality problem of the cities.

Gated communities and urbanization but not urban integration prevents big cities to be an integrated city. Integrated city means that there is no differentiation between rural and urban areas of the city. In Turkey, big cities cannot be called an integrated city. Because migrants generally live in the gecekondu areas and they cannot adopt the city culture. Migrants began to live in the cities, but they are still going on to live accordingly their old habits. Thus, there is urbanization, but not urban integration and there are no integrated big cities. According to Göymen, any attempt to integrate the city has to be "multi-dimensional" in incorporating the physical aspects of the city, as well as the social and cultural, and should try to facilitate the active participation of stakeholders including local governments (Göymen, 2006). In brief, increasing population of the cities has made social municipality understanding a necessity for many municipality in Turkey.

### **3.1.2.3. Economic Crisis of 2000 and 2001**

Economic situation of the people is one of the main factors affecting quality of life. It is necessary to have sufficient economic conditions to get a good education or to involve in social activities after satisfying basic needs such as food, housing, heating, and dressing. In the periods of economic crises, low and middle income groups have difficulties to meet even food expenditures. Low and middle income groups which try to primarily meet the needs of food and shelter have to push basic needs such as health and education into background. Participation in social activities such as cinema and theater becomes almost impossible for these groups. In other words, people have to change

their consumption behaviors in the periods of economic crises.

The sources of Socio-economic problems in Turkey after 2000 depend on the economic crises of November 2000 and February 2001. When it comes to 2000, the country had a huge public deficit problem due to difficulties in financing public deficits since the 1990s. Public deficits were financed through borrowing, so the country was inserted under a huge debt burden. Public deficits were tried to be met through banking sector and so it was allowed that bank audit had flexibility. As a result of audit flexibility, banks in Turkey burdened too much debt. Thus, in 2001, Turkey had experienced great banking crises. Public deficits were seen as the main reason for the crises and this situation has affected economic policy of the new government after 2002. AKP government which came to power in 2002 has aimed to reduce public sector in the economy, so extensive privatization policy implemented and many public institutions were privatized. Many people were laid off due to privatization, so privatization policies are also effective in the social conditions in the society after 2002.

Economic crises have led to substantial reductions in the revenue of people and so the quality of life of low and middle income groups have negatively affected. In other words, low and middle income groups have moved away from social activities in order to meet their vital needs which have not been also met properly. This situation has also had a negative impact on family life (Kaya, 2002).

Economic crises in the beginning of 2000's have been decisive in social policy of municipalities after 2002. Thus, socio-economic conditions of crisis environment provide clues for the social policy environment when AKP government came to power in 2002.

Socio-economic conditions of the country are another important indicator with policy culture in explaining the policy environment. Economic crises in the beginning of 2000's have negatively impacted on the social life as well as economic life in Turkey.

Economic crises affect life standards of individuals due to changes in the socio-

economic levels of people. Since, economic crises increase unemployment and reduce income. Additionally, income inequality among social groups and poverty also increase because of the crises (2001 Ekonomik Krizinin Toplum Sađlıđı Üzerine Etkileri, 2003).

**Table 3.1.Per capita Gross Domestic Product**

Years	GNP (TL)
1998	1124
1999	1071
2000	1127
2001	1048
2002	1099

Source: TURKSTAT

According to the datas stated in the table, between 2000 and 2001, a very significant reduction in the amount of per capita gross domestic product occured. The amount of reduction of 79TL proves the reduction effect of the economic crises in the beginning of 2000's on income.

Unemployment is one of the main consequences of economic crises. Employers, in the crisis conditions, lay off workers or reduce labor wages in order to compensate decreasing profits. Therefore, an increase in unemployment rates is seen in the economic crisis environments. In Turkey, economic crises of 2001 significantly affected unemployment rates. In the every period, Turkey has an unemployment problem, but in 2002, unemployment rate showed a significant increase, 2 percent, compared to the previous year.

**Table 3.2. Unemployment in Turkey, total (% of total labor force) (national estimate)**

<b>Year</b>	<b>Unemployment Rate, %</b>
1998	6,9
1999	7,7
2000	6,5
2001	8,4
2002	10,4
2003	10,5
2004	10,8

Source: World Development Indicators

After economic crises of 2001, total unemployment rate including educated and unemployed young population increased till 2003. In addition to the problem of unemployment, socio-economic inequality between groups within the society had increased due to indirect taxes increased with IMF stabilization programme. In other words, after 2001 economic crises, a large segment of the society had become impoverished and their social life had deteriorated (2001 Ekonomik Krizinin Toplum Sağlığı Üzerine Etkileri, 2003).

Population growth and population structure are also important for determination of social needs and social policies. Population growth rate is one of the main factors of social problems. Since, rapid population growth leads migration to urban due to reduction in the amount of land per capita in rural areas and migration causes increase in the social needs of urban population like needs for housing. Increasing need for housing raises squatting around cities, so also many social problems occur like social exclusion. Therefore, population growth rate is another important factor for description of policy environment.

**Table 3.3. Annual Growth Rate:**

Years	Annual Growth Rate (per mille)
1985	24,9
1990	21,7
2000	18,3
2008	13,1
2009	14,5

Source: TURKSTAT, Census of Population

According to the table, population growth rate decreased by 3,4 per mille between 1990-2000, within a 10-year period. Despite the reduction in the rate of population growth in general, population in Turkey continues to increase and the main problem about population in the short run is growing urban population.

In Turkey, as it is mentioned before, increasing urban population over years is the main reason for growing social problems in the urban areas. Thus, in order to explain social policy environment of municipalities, it is important to look urban and rural population by years.

**Table 3.4. Urban Population and Rural Population by Years**

<b>Census Year</b>	<b>Total Population</b>	<b>Village Population</b>	<b>City Population according to criteria of being the center of the province and district</b>	<b>Proportion of city population in total (%) / Urbanization Rate</b>
1927	13.648.270	10.342.391	3.305.879	24,22
1950	20.947.188	15.702.851	5.244.337	25,04
1980	44.736.957	25.091.950	19.645.007	43,91
1985	50.664.458	23.798.701	26.865.757	53,03
1990	56.473.035	22.816.760	33.656.275	59,60
<b>2000</b>	<b>67.803.927</b>	<b>23.797.653</b>	<b>44.006.274</b>	<b>64,90</b>
2007	70.586.256	20.838.397	49.747.859	70,48
2010	72.561.312	17.754.093	54.807.219	75,53

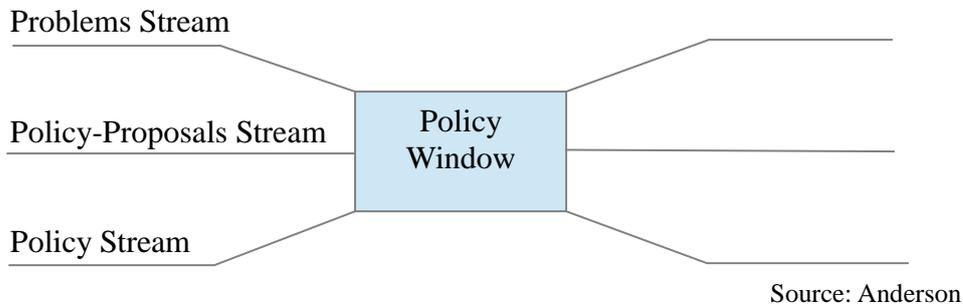
Source: TURKSTAT

The growing urban population is one of the main reasons for the active role of municipalities in the social policy. Since, increasing urban population raises difficulties in the provision of decent life for everyone. The table clearly shows that urbanization rate increasing over the years exceeds 60 per cent after 2000. In 1980's, urban population exceeds rural population and after 2000, urban population becomes two times more than rural population. This means that municipalities have to be more active about the solution of social problems of the cities after 2000.

#### **3.1.2.4. 2002 National Elections and 2004 Local Elections**

Kingdon uses Policy Streams Model to explain fluctuations in the agenda setting process. According to Kingdon, a country's overall agenda constantly changes, and new politicians and new government officials take the office through the elections. Therefore management styles, perceptions, ideologies and so power balances also change. Power balances that occur in the process of these political developments are major

determinants of the policy agenda (Alican Kaptı, 2013; as cited by Kingdon, 1995).



**Figure 2.1** Kingdon's Agenda Setting Model

Social municipality becoming an important issue in the agenda regarding local social policy after 2002 might be explained with Justice and Development Party's success in the 2002 elections accordingly Policy Stream Model. The importance giving by AKP government to the European Union membership process has played an important role in putting local social policy and social municipality issue on the agenda after 2002. Governance and subsidiarity principles have influence on local administrations laws enacted after 2002 by the effect of European Union. These two principles have been taken into consideration in the field of social policy like in the other policies and so municipalities have taken a more active position in the field of social policy.

Before the 2002 national elections, the country was ruled by a coalition government composed by DSP, MHP, and ANAP. 2000 and 2001 economic crises were completed this coalition government, because people were tired from economic and social problems arising from economic instability. Therefore, in the 2002 national elections, most people preferred to vote a new party, Justice and Development Party, other than existing parties for many years. AKP got 35% of votes and CHP got 19% of the votes, and so AKP formed 58th government alone.

AKP is known as a conservative and liberal political party and conducts social policy generally based on social assistance. According to Metin, understanding of the neo-

liberal policy of AKP government shapes social policy and so social assistance implementations (Metin, 2010). Metin indicates that in the AKP government period, social assistance is used as a main instrument of social state and is made accordingly clientelist relations purported like that social assistance is based on voluntariness. AKP government has embraced neo-liberal policies and has aimed to reduce share of the state in the market and support private sector with the privatization implementations. In other words, AKP government uses social assistance in order to overcome socio-economic problems caused by the free market economy.

AKP got 48,255% of the votes in the 2004 local elections and 12 metropolitan municipalities, 46 provincial municipalities, and 483 district municipalities. Success of AKP government in the local election gives a clue about local social policy. Since, most of the municipalities are from Justice and Development Party and so their social policy is in parallel with social policy understanding of AKP government. Municipalities open soup kitchens, provide fuel, food, and a low degree financial assistance. In other words, municipalites also greatly use social assistance implementations.

About the local social policy after 2002, it can be said that policy window has opened with 2002 national elections and 2004 local elections. In the 2002 elections AKP won the elections and formed government. Thus, social municipality understanding has shaped according to conservative AKP's neo-liberal policies. Additionally, AKP gives importance to the European Union membership process and began to work to make municipalities important actors in the social policy to make suitable with the European Union criterias.

### **3.1.2.5. Local Agenda 21**

Local Agenda 21 is the main output of the Rio Earth Summit of 1992 and underlies the sustainable development for the environment-development related problems of the world and emphizes subsidiarity for the solutions. Thus, Local Agenda 21 aims to achieve sustainable development at local level.

In the Rio Earth Summit, it is indicated that environmental problems cover problems related to the increasing poverty, international inequalities, unhealthy urbanization, population explosion, and unemployment (Emrealp, 2005). Thus, the Rio Earth Summit makes local governments, which are the closest units to the local people, one of the main actors involving in the solution of social problems.

Sustainable development is an economic, social, and environmental process. After Industrial Revolution, development was associated with only economy, and while countries were conducting policies in order to achieve growth in their economies, the consequences of the growth policies were not considered. After many years, especially in the last 20 years, many countries have to be aware of the negative consequences of their activities aiming at economic growth. Since, the world is faced with serious social and environmental problems related to production activities. The most important environmental problem known by everyone is global warming. In the world, per capita gross national product has increased dramatically in last 10 years and so production and consumption have also increased, natural resources are in danger of extinction. While developed countries continue to the production activities in order to make growth in their economies, the gap between developed countries and the other countries is growing and developing and undeveloped countries have faced significant social problems. Some countries do not meet even the basic needs of people.

Local Agenda 21 is an important document for the realization of the sustainable development. Local Agenda 21 aims to improve life standards of local people, so municipalities should provide goods and services in order to meet social needs of local people. Istanbul Habitat Conference of 1996 makes contributions to the social duties of municipalities in Turkey, because the conference was effective in the acceptance of Local Agenda 21 in Turkey. Local Agenda 21 in Turkey brings together central government, local governments, and civil society for the city. Primary participatory mechanisms are working groups, youth council, women council, children council, elderly council, council for disabled and neighborhood committees. These participatory mechanisms show that these councils involve in the social policies of municipalities.

In short, Local Agenda 21 containing chapters of struggle against poverty, demographic dynamics and sustainability, protection of human health becomes an important action plan for the progress of social municipality after 2002.

### **3.1.3. Important Actors in Agenda Setting**

Agenda setting of the problem subject to the policy is accomplished by various actors including national and international ones. From the perspective of municipal social policy after 2002; EU, mayor and metropolitan mayor, NGO's and the media are seen as important actors active in the agenda setting.

#### **3.1.3.1. European Union**

After the 2001 economic crises, in Turkey, lots of reforms in public administration have been done with the impact of European Union. Even within the EU countries, decentralization and governance levels are varied, so EU put some conditions with White Paper in 2002 and has wanted to all its members and candidates to procure these conditions. As a consequence of this development, Turkey has been affected by convergence factors that are decentralization, governance, and subsidiarity. Subsidiarity means to encourage services to be delivered at the lowest possible level closest to the targeted population which is benefit from it or impacted by it and decentralization is a concept which distributes the powers and responsibilities of the central government to provincial units. Thus, subsidiarity and decentralization concepts put local governments forward in policy making and service provision.

AKP government emphasized that reforms in public administration would be done in accordance with European Union criterias when AKP came to power in 2002. The government indicated that public administration reforms would be prepared correspondingly to European Union policies. Local governments are strengthened with the reforms suitable with European Charter of Local Self-Government (Çukurçayır,

2011; as cited by Kösecik, 2007). European Charter of Local Self-Government provides that municipalities see themselves more responsible for local people and leads that municipalities are forced to be active in the field of local social policy.

The main target of European Urban Charter adopted by European Council in 1992 is improvement of the life standards in the settlements. In the charter, it is emphasized that physical environment and socio-cultural facilities of the settlements should be developed and local people should be given an opportunity to involve in the city issues. Municipalities are determined as the main actor in ensuring rights of the urbanites and service areas in which municipalities should involve are determined in the charter. (Ersöz, 2011) Therefore, municipalities have to undertake many responsibilities in the initiating livable cities through actualizing rights of the urbanites determined in the European Urban Charter and the charter is effective in the social municipality improvement in the last 10 years of Turkey.

### **3.1.3.2. Mayor and Metropolitan Mayor**

Mayors are one of the important actors within the process of agenda setting of the municipal social policy. Many local people in Turkey request for assistance from their mayors over mayors' councilors. Mayors could be informed about demands of disadvantaged groups through their councilors and could bring up social problems to the agenda in line with demands.

Mayor having duties and authorities like “to use the funds allocated in the budget for the poor and needy; to carry out services for the disabled and to form center for disabled” (Belediye Kanunu, 2005) has to lay stress on the problems of disadvantaged groups and is responsible for putting these problems on the social policy agenda.

In Turkey, social policy perspective of political party of which mayor is a member substantially redounds on the municipal social policy, and so it is not surprise that

mayors are powerful actors within the agenda setting process of municipal social policy.

### **3.1.3.3. Media**

The media is one of the important actor that is effective in agenda building. According to the agenda setting approach, issues taking part in the media is effective in attracting public's and politicians' attention to the problems. Anderson indicates that some issues attract the attention of media and through the publications and broadcasting, politicians have to put these issues on the agenda (Anderson, 2010).

In Turkey like in many other countries in the world, the media becomes one of the most important actor affecting policy-making process together with the communication revolution. In addition to the traditional media instruments such as television, gazettes and journals, spread of the use of internet makes pressure on the policy-makers about putting problems highlighted by the media on the policy agenda.

Both national and local media in Turkey emphasises on the social problems and especially makes news about social problems related women and children in the last years. Awareness about social problems of disadvantaged groups generated by the media pushes policy-makers for putting problems on the agenda. Municipalities want to make a reputation in the eyes of local people through solve social problems highlighted by the local media. When municipal social policy is considered, keeping of the local social problems on the agenda by the municipality is mainly because of vote concern. Thus, problems of local disadvantaged groups reported as news in the media enter into the municipal social policy agenda easier.

### **3.1.3.4. Non-governmental Organizations**

The effect of NGO's on the social policies is questionable compared to similar institutions in history. Foundations in the Ottoman Empire have much more effect on

social issues than today's NGO's and have active role in the solutions of social problems. Today, NGOs act as a supplementary role in social policy implementations of central government and local governments. Many associations exist in Turkey at local level and social assistance is limited regarding these associations, because assistance provided by associations are desultory and generally hold in religious festivals and Ramadan. In addition, these associations generally reach limited parts of the society because of appealing to certain groups. NGO's working at national level are in a better condition than local NGO's in terms of resources, but have less information about needs of local people (Sosyal Politika Forumu, 2007).

“Process of governance changes nature of relations at local level and brings jointly administrative mentality based upon horizontal and democratic organization in local governments” (Aydınlı, 2004). In other words, in 2000's that concept of governance becomes more effective in Turkey, collaboration with NGO's in the processes of decision-making and implementation of municipal social policies is provided. Provincial and district organizations of central government, municipalities and NGO's work in cooperation respecting social exclusion and struggle against poverty at local level. Community centers of central government give information about disadvantaged groups to NGO's working at local level and refer people in need to municipalities. More in particular, in a joint political platform, municipalities cooperate with NGO's and neighborhood organizations (Sosyal Politika Forumu, 2007).

According to Demir, in order to formulate appropriate municipal social policies, volunteers and municipal employees should pull together and municipal employees should not consider volunteers as a threat for themselves (Demir, 2006; as cited by Zengin, 1999).

Many municipalities in Turkey may hinder local services due to lack of resources. Municipality-NGO collaboration could also resolve mentioned disruptions. Since, NGO's will contribute to policies implemented by municipalities with their technical and financial possibilities. Some municipalities in Turkey have already opened up to

this collaboration and put into practice. Experiencing an increase in municipal-NGO cooperation in Turkey day by day considerably results from scarce resources and strengthening of the concept of governance.

In Turkey, many NGOs engage social projects together with municipalities. From the perspective of agenda setting, it is seen that some NGO's affect social policy of the municipalities. NGO's calling attention to social problems and so ensuring these problems taken into consideration by the central government and local governments reveal situation related social problems of local people by carrying out studies. In this way, these NGO's could provide to be put problems of disadvantaged groups on the municipal social policy agenda. Many NGO's working at local level qualitatively and quantitatively reveal the problem through surveys and field works and also raise awareness of local people about the problem. Thus, local people become more clearly aware of the problem and also have information about their social rights. Thereby local people become self-aware of their rights, demand social assistance and services from municipalities and municipalities may be obliged to put social problems of local people on the policy agenda.

<sup>3</sup>“Kadının Emeğini Değerlendirme Vakfı” is one of the examples of NGO's having effect on the agenda setting of municipal social policy. Kadının Emeğini Değerlendirme Vakfı studies about social issues in Istanbul and its surroundings and also in Southeastern Anatolia Region. “KEDV works through its believes of low-income women's expertise on alleviating poverty and women's power on the issue of the development of their families and the society and also improves its projects with synergy of women and their environment and cooperate with local govnenments and other actors in the society”

In this sense, KEDV draws attention to the problems related to women via its studies on its work areas, so KEDV affects to be put these problems on the municipal social policy agenda and also get involved in municipal social policy implementation process by joint

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<sup>3</sup> <http://www.kedv.org.tr/hakkimizda/>

projects carried out together with municipalities. “Gender Based Local Budget Analysis Beyoğlu District Pilot Scheme Project” is an example of KEDV projects. By this project, KEDV aims to attract the attention of municipality to women's problems and by revealing relation between municipal budget and needs of women, KEDV tries to create awareness on women in Beyoğlu and also aims to ensure that problems presented with the project enter the municipal policy agenda.

Many other NGO's study on social policy field like KEDV, and affect local social policy agenda. Some of these NGO's are The Turkish Economic and Social Studies Foundation (TESEV), Contemporary Education Foundation (ÇEV), Flying Broom, Koç University Social Policy Center, The Association for Supporting Contemporary Life, Mother Child Education Foundation (AÇEV), and The Association of Life without Handicaps.

### **3.2. Policy Formulation**

Policy formulation is the second stage of public policy-making. Many alternative solutions for the problem/issue put on the agenda are developed and best suitable policy alternative is selected among all. In this stage, answers are tried to be got for some questions such as what targets and priorities are, what the alternatives for the solution are, and what benefits and costs of the alternatives are (Demir, 2011; as cited by Sidney, 2007).

In order to understand social policy formulation at local level regarding social municipality after 2002, firstly it is important to investigate AKP party program and try to get answers for the question how the party program is formed. Since, most of the municipalities are elected from AKP, so local level alternatives are mainly parallel with alternatives determined by the ruling party.

### **3.2.1. Justice and Development Party Program**

Political party program is an action plan remarking in general terms which expectations and needs of the voters will be met in the event of becoming ruling party (Esen & Çetin, 2012; as cited by İslamoğlu, 2002). The needs and expectations of the voters are met through public policies implemented by public institutions. Thus, political party programme is an important document for the public policy formulation process.

Social state conception is emphasized in the Justice and Development Party Program and it is indicated that social policies will be generated in order to ensure the welfare of all citizens. In other words, social policies will be performed in order to provide humanely life for everyone, not for a specific class. Humanely life will be provided for people who are unemployed, disabled, poor, orphan, old, or in bad health within the coverage of social policy. In the party program, it is especially highlighted that life will be made easier for disabled citizens. Central government will cooperate with non-governmental organizations and local administrations in the social policy sphere (AKP Parti Programı). In this sense, the party program of ruling party is a guide for the examination of the social policy process of the municipalities. As stated earlier, since 2002 most of the municipalities were elected from Justice and Development Party and so AKP party program is the basis for most of the municipalities' social policies. Therefore, the formation process of the social policy part of the AKP party program is a guide for the explanation of the municipal social policy formulation.

In order to understand how social policy understanding of AKP is formulated, interview with one of the members in AKP Samsun Provincial Organization, Alaettin Bayrak, is made. Bayrak summarizes social policy understanding of AKP as “AKP sees state as a purpose of serving for the public and conducts social policies ensuring welfare and happiness of all the citizens, not of a certain class or segment. In this regard, special programs for poor, elder in need of nursing, children, and unemployed people are formulated and feelings of being deserted and forlorn is not evoked to citizens in a difficult situation. The purpose is placing social policy understanding that provides

humane life for unemployed, poor, sufferer, handicapped. Projects preventing increase in the number of street urchins, homelesses, and beggars and also rehabilitating these people are encouraged.

Bayrak clarifies the question of how party program in which social policy aims and objectives are stated is formulated, as “party program is formulated by authorised bodies of the party that are founders' committee, central executive committees indicated in the party charter, central decision board and central administrative board. Decisions are pursued by executive board, central decision and administrative boards.”

Bayrak says the following about the participation of local actors including AKP provincial organizations in the process of party program formulation: “opinions of local actors may be received in the formulation process of the party program, but the final decision belongs to headquarters. Since, central decision and administrative boards are composed of people representing provinces of Turkey. In other words, all segments of the society are represented in these boards. Provincial organizations of the party could give opinion to these boards directly or through head office if they want or consider something significant.”

Bayrak explains update of the party program accordingly changing and evolving socio-economic conditions as: “party program is updated with regard to evolving socio-economic conditions and order of priority of importance and priorities must be fulfilled. Completed decisions and works are removed from the program and new ones are included to the program and this process continues in transformation. Lastly, Bayrak answers the question that what extent priorities and principles stated in the party program are reflected in the social policy formulation process of municipalities in Samsun as: “municipalities elected from AKP in Samsun try to make effort in terms of the compliance of social policy understanding of the party and to perform the party's advisory decisions can be implemented at the local level.”

### **3.2.2. Strategic Plans of Municipalities**

The adoption of the concept of public management rather than traditional public administration understanding reveals the need for strategic planning in the public administration. The traditional understanding of public administration has begun to be questioned with the neo-liberal wind of 1980's and it has been accepted that traditional public administration remains incapable especially in the service quality and the use of scarce resources. Thus, making strategic planning in the public institutions including municipalities is emphasised in many countries. In Turkey, the legislative efforts after 2005, within the European Union accession period, making strategic plans is made obligatory for the municipalities populated over 50.000.

Strategic planning presents targets of the institution, and provides the preparation of the budget in accordance with these targets and the use of resources accordingly target priorities (Erbaşı, 2010). One of the important opportunities provided by strategic planning is strengthening of accountability. Targets are clearly indicated in the strategic plan, so individual responsible cannot escape from answering questions of how much of targets achieved and where resources are spent.

According to the regulation about procedures and principles concerning strategic planning in the public institutions, "strategic plan is the plan involving medium and long term objectives, basic principles and policies, targets and priorities, performance criterias, methods to be used to reach the targets and resource allocation of public institutions." (Kamu İdareleri için Stratejik Planlama Klavuzu, 2006, as cited in the Public Financial Management and Control Law, 2005).

In addition to the Public Financial Management and Control Law that imposes an obligation to public administrations to make plan, Municipal Law numbered 5393 and Metropolitan Municipal Law numbered 5216 impose an obligation to some municipalities to make strategic planning. " According to the laws numbered 5393 and 5216, municipalities with population over 50.000 are supposed to prepare strategic

plan." (Devlet Planlama Teşkilatı, 2006). According to these laws, municipalities populated over 50.000 have to prepare or renovate their strategic plans within the 6 months from 2009 local elections. A copy of strategic plan of municipality prepared within 6 months after local elections is send to the Ministry of Interior and Ministry of Development after the plan is accepted in the municipal council. Strategic plan of municipality has to be published on the website of the municipality.

All the explanations about municipal strategic plan show that all policies of the municipalities have to be formulated according to the strategic plan. Municipal policies have to be based on the municipal strategic plan in order to be associated with the budget. Since, policies generated according to the budget will be more realistic. In the examination of municipal social policies, just like in the examination of other municipal policies, municipal strategic plan is the most important document in the social policy formulation process. Since, strategic plan of the municipality indicates the objectives that social policy of municipality is formed in line with. This situation will be examined in the case of Samsun Metropolitan Municipality in a concrete manner.

### **3. 3. Adoption and Legitimization of the Policy**

Legitimization stage is the third stage of the public policy process coming after formulization of the policy. In the legitimization stage, policy draft formalizes and becomes a law. In the formulization stage, policy draft is shaped accordingly scientific and objective frame. However, scientific and objective issues regarded in the policy formulization might be omitted in the legitimization stage due to political interests (Kaptı, 2013). In addition to the legislative acts, documents such as regulations, circulars, and court decisions are also included in the legitimization stage.

#### **3.3.1. Actors in the legitimization process of municipal social policy**

Social policies implemented by municipalities are legitimized by formal actors that are mayor or metropolitan mayor, municipal council or metropolitan municipal council, and

municipal board or metropolitan municipal board.

### **3.3.1.1. Mayor and Metropolitan Mayor**

Mayor is an effective actor in the legitimization process of municipal social policy. According to article 21 of Municipal Law numbered 5215, agenda of the municipal council is determined by mayor who is president of the council (Belediye Kanunu, 2004). This situation proves that mayor is an important actor in terms of determining issues to be discussed in the council and so regarding putting social problems on the council agenda and legitimization of the purposes. In the article 23 of the same law, it is indicated that mayor sends decisions that are seen as contrary to law by the mayor back to the council and also can prosecute a suit against final decisions in the administrative jurisdiction (Belediye Kanunu, 2004). Thus, article 23 also points out that mayor is one of the important actors within the legitimization process of municipal social policy.

According to article 14 of Metropolitan Municipal Law numbered 5216, metropolitan mayor who is president of the metropolitan council can send decisions that are seen as contrary to law by the mayor back to the council with detailed ruling and also can prosecute a suit against final decisions in the administrative jurisdiction (Büyükşehir Belediye kanunu, 2004). This situation makes metropolitan mayor is more effective in the legitimization process of metropolitan municipal social policy than other members of the council.

### **3.3.1.2. Municipal Council and Metropolitan Municipal Council**

As stated in the municipal law numbered 5393, "municipal council is decision making body of municipality and consists of members elected accordingly basis and procedures specified in the applicable legislation" (Belediye Kanunu, 2004). Municipal council members are determined by citizens through local elections arranged once in 5 years. The number of municipal council member is determined according to population.

According to the article 20 of the law numbered 5393, municipal council meeting is holded in the first week of every month. Municipal council meetings take no more than 5 days, but meeting for budget discussions can take up to 20 days. Council meetings are open unless any council member asks for a closed meeting with a reasoned with the proposal.

As specified in the Municipal Law numbered 5393, acceptance of the municipal strategic plan is one of the duties and authority of municipal council. In this sense, municipal council is an important actor in the formation of the legal basis of the municipal social policy. As it is mentioned earlier, policies of municipalities are formed according to their strategic plans. Since, aims and objectives of the municipal social policy are indicated in general terms in the municipal strategic plan, and so municipal social policy is shaped in the direction of these aims and objectives.

According to the Metropolitan Municipal Law numbered 5216, "metropolitan municipal council is decision making body of metropolitan municipality and consists of members elected accordingly basis and procedures specified in the applicable legislation" (Büyükşehir Belediye Kanunu, 2004). Metropolitan municipal council members are determined by citizens through local elections arranged once in 5 years. With respect to the Metropolitan Municipal Law numbered 5216, metropolitan municipal council meeting is hold in the second week of every month. Metropolitan municipal council meetings take no more than 5 days, but meeting for budget discussions can take up to 20 days, just like municipal council meetings.

In the Metropolitan Municipal Law, acceptance of strategic plan of the metropolitan municipality which is prepared in consultation with district municipalities is regarded as one of the duties and authority of metropolitan municipal council. Metropolitan municipal council is one of the important actor in the formation of the legal basis of the social policy of metropolitan municipality. Since, strategic plan of the metropolitan municipality forms a general framework for the social policy of metropolitan

municipality.

### **3.3.1.3. Municipal Board and Metropolitan Municipal Board**

Municipal board and metropolitan municipal board can be seen as the actors effective in the legitimization process of the municipal social policy.

In the article 34 of Municipal Law numbered 5393, examination of the strategic plan and annual work programs and present opinion to the council are counted among duties and authorities of Municipal Board that mayor who is president of. Because, passage of strategic plans and work annual programs of the municipalities in municipal council is the most important process of legitimization of the social policy, municipal and metropolitan municipal councils can be counted as the actors involved in the legitimization process of the municipal social policy.

### **3.3.2. Legal Documents That Legitimise Municipal Social Policy**

General legal documents that prepare legal basis for municipal social policy and strategic plans of the municipality included objectives and targets of municipal policies are examined in this part. Thus 1982 Turkish Constitution, Municipal Law numbered 5393, Metropolitan Municipal Law numbered 5216, and strategic plans of the municipality are explained regarding their relation to municipal social policy.

#### **3.3.2.1. Turkish Constitution**

Turkish Constitution numbered 2709 is adopted on 18.10.1982 and published in The Official Gazette in 9.11.1982. In the second article of the 1982 Turkish Constitution, social state status of the Turkish Republic is specified. Özbudun defined social state in consideration of Constitutional Court decision: "social state, in brief, can be defined as a state that is supposed to ensure social justice and social security and to actualise a

minimum level of life befitting human dignity for everyone" (Özbudun, 2009). According to Özbudun, social state can provide social justice through ensuring equality of opportunity and uses some legal instruments for this purpose. Legal instruments at issue are measures for ensuring a minimum level of life befitting human dignity for everyone like providing opportunity to everyone to live in healthy houses; planning like five year development plans; and measures determined in the constitution such as education, health, housing and social security right (Özbudun, 2009).

Central government and local governments meet together the requirements of the social state imposed on Turkish Republic by the constitution, in accordance with the principle of the integrity of administration. In this sense, social policy of municipalities is one of the most important tool with social policy of the central government to make constitutional principle of social state principle actual.

### **3.3.2.2. Municipal Law**

Municipal Law numbered 5393 is adopted on 3.7.2005 and published in The Official Gazette in 13.7.2005. According to paragraph a of article 14 of the Municipal Law, under the heading of the duties and responsibilities of the municipality, provided that the local common, municipalities are supposed to fulfil services related planting, parks and green areas, housing, culture and art, youth and sports, social service and assistance, wedding ceremonies and vocational and skills courses. Additionally, obligation of opening guest house for woman and children in the municipalities with a population more than 100.000 is specified (Belediye Kanunu, 2004).

In the paragraph b of the article 14, it is indicated that municipalities might open and operate all kinds of health care facility (Belediye Kanunu, 2004) and it is remarked that municipalities have to take conditions of old, fond, low-income or disabled citizens into account in terms of the service provision.

According to the article 69, municipalities might make, sell, or rent collective housing in order to meet the housing needs of inhabitants and to prevent unplanned urbanization, and in order to do this, municipalities might carry out joint projects with other public institutions/agencies and banks. In the same article, it is indicated that within the boundaries of the municipality and the contiguous area, municipalities might do land allocation to people exposed to disaster and the low-incomers who do not have a house belongs to himself, his wife, and his children under the age of 18 (Belediye Kanunu, 2004).

Under the heading of Voluntary Participation in Municipal Services, article 73 specifies that municipalities carry out program aimed at voluntary participation in order to ensure solidarity, participation, efficiency and saving in the provision of services related health, education, sports, social services and assistance, environment, library and parks and services oriented to the elderly, children, women, poor, needy and disabled.

### **3.3.2.3. Metropolitan Municipal Law**

Metropolitan Municipal Law numbered 5216 is adopted on 10.7.2004 and published in The Official Gazette in 23.7.2004. In the Metropolitan Municipal Law under the heading of duties, powers and responsibilities of the Metropolitan Municipality, paragraph m of the article 7 states some duties and responsibilities of the metropolitan municipality that are to build places such as library, sports centers, museum, leisure and entertainment centers and parks in order to meet social needs of local people and to provide aid amateur sports clubs if necessary (Büyükşehir Belediye Kanunu, 2004).

Paragraph m of the article 7 indicates that if necessary, metropolitan municipality is responsible to build buildings and facilities for the educational, health, and cultural services. Additionally, in the paragraph v, "to conduct and develop health centers, hospitals, temporary health units and all kinds of social and cultural services for adults, elderly, disabled, women, youth and children.." is indicated as a duty of metropolitan municipality (Büyükşehir Belediye Kanunu, 2004).

Article 7 also states that district municipalities are supposed to open health, education, culture, entertainment and recreation centres and vocational courses and to offer social services oriented to woman, children, elderly and disabled (Büyükşehir Belediye Kanunu, 2004).

Briefly stated Municipal Law and Metropolitan Municipal Law assign municipalities social responsibilities and so, municipalities have to conduct social policies in order to fulfill responsibilities imposed by law. In addition to these laws, there are some other laws that impose social responsibilities to municipalities.

Fidan indicates laws other than Municipal Law and Metropolitan Municipal Law that are also imposed social responsibilities to municipalities: Child Protection Law numbered 5395, Law About Handicapped and Amendments on Certain Laws and Statutory Decrees numbered 5378, Public Health Law numbered 1593, Law About Assistance for Needy Soldier families numbered 4109, Law About Honor Pension for Persons who Deserved the Country and Awarded Medal of Independence numbered 1005, Public Servants Law numbered 657, and Anti-squatting Law numbered 775 (Fidan, 2006).

Child Protection Law gives responsibility to municipalities to provide consultancy and sheltering measures; Public Health Law imposes responsibilities to municipalities to take precautionary actions and provide free treatment for public health; Law About Handicapped and Amendments on Certain Laws and Statutory Decrees indicates responsibilities for municipalities to improve social life of handicapped; Anti-squatting Law gives responsibilities to municipalities to provide social assistance for low-incomers in order to prevent the construction of slums; Public Servants Law imposes municipalities to ensure social assistance for municipal officials and employees; Law About Honor Pension for Persons who Deserved the Country and Awarded Medal of Independence states that municipalities have to provide free municipal public transportation for veterans of Korea and Cyprus; and according to the Law About

Assistance for Needy Soldier families, municipalities have a responsibility to provide social assistance for needy soldier families if the person serves in the army more than 45 days (Akpınar, Şahin, & Zengin, 2012; as cited by Fidan, 2006).

#### **3.3.2.4. Strategic Plans of Municipalities**

Strategic plans of municipalities examined in detailed in the formulation process part carries an important document qualification for the legitimization process of the municipal social policy.

Strategic plan manifesting objectives and targets of the municipal social policy just like for the other policies of the municipalities is a legal document that legitimate municipal social policy implementations. The document that other segments of the society find an opportunity to present an opinion in the formulation process of plan is examined by municipal board and municipal board express opinion to the municipal council and then the document is approved by the municipal council.

#### **3.4. Municipal Social Policy Implementation**

Policy implementation is the fourth stage of the public policy-making process after the adoption and legitimization step. Fitz, Haplin, and Power define the implementation stage as the conversion of policy objectives into action (Kaptı, 2013; as cited by Fitz, Haplin, and Power, 1994). Public policy implementers have to make planning what to do, to provide communication between actors involving in the stage, and also resources will be spent to keep under control of the implementers in order to achieve public policy objectives (Gharip, 2010, as cited by Barrett and Fudge, 1981). Control of the resources is important regarding efficiency and also communication between actors is crucial. Since, different actors involve in the policy implementation stage and cooperation between actors is essential for the success of the implementation (Kaptı, 2013).

As stated before, various actors are effective in the policy implementation stage. Nakamura and Smallwood make classification about these different actors (Gharip, 2010, as cited by Nakamura and Smallwood, 1980): in the first group there are policy makers who are the main actors of policy formulation process and their impact during the implementation stage is too few; the second group involves formal implementers such as central government agencies and local governments; and in the last group there are intermediaries like private sector.

Anderson also categorizes actors making contribution to the implementation stage: administrative organizations like affiliated institutions and organizations of executive branch, administrative policy such as auditing bodies and laws and regulations, and administrative law makers like program managers involving in the decision making process (Kapti, 2013, as cited by Anderson, 2003).

### **3.4.1. Approaches to Study of Implementation**

It is important to mention that there are three traditional approaches to the study of public policy implementation as follows: top-down approach, bottom-up approach and the synthesis or hybrid approach.

#### **3.4.1.1. Top-down Approach**

Birkland explains top-down approach as "top-down approach is studying policy implementation in which one first understands the goals and motivations of the highest level initiators of policy, and then tracks the policy through its implementation at the lowest level" (Birkland, 2005).

Hall indicates that top-down approach underlines the policy hierarchy which means that

public policies are constituted by top decision-makers of the central government and the implementation of the policy is done by the actors at the bottom of the hierarchy (Hall, 2009). This means that stages of the policy formulation and implementation are conducted by different actors.

Sabatier and Mazmanian determine some criterias for a successful policy implementation follows as: clear and consistent policy targets, program based on valid theory, sufficient structure for the implementation stage, implementers committed to the policy targets, executive and legislative bodies and interest groups as supporting actors in the stage, and no significant changes in the socio-economic conditions of the policy (Pülz & Treib, 2007; as cited by Mazmanian and Sabatier, 1983).

There are some weaknesses of top-down approach and according to Birkland the most important one is about clear targets of the policy (Birkland, 2005). Top-down approach makes essential to set up targets of the policy by central government decision-makers. However, implementers are not let to be involved in the determination of the policy targets, so it is difficult to implement policy having objectives or goals on which are not settled with policy implementers.

#### **3.4.1.2. Bottom-up Approach**

Birkland clarifies bottom-up approach as "Bottom up approach is studying public policy implementation in which one begins by understanding the goals, motivations, and capabilities of the lowest level implementers and then follows the policy design upward to the highest level initiators of policy" (Birkland, 2005). According to the bottom-up approach, in the policy implementation stage, public policy is shaped accordingly policy implementers and local conditions (Duyar, 1995; as cited by Berman and Mclaughlin, 1974). Hence, policy implementers in the local level significantly affect the success of policy implementation. Since, during the policy implementation, some points about policy implementers such as ideology and interests of the implementers significantly

affect the process of policy implementation.

Supporters of the bottom-up approach are in opposition to the idea that policy implementers have to completely adhere to the public policy formulated in the center and on the contrary they defend an opinion that local bureaucrats/implementers should have discretion regarding policy implementation (Pülzl and Treib, 2007). Since, local implementers are the closest units to the public and so, they might implement public policy determined by the center accordingly local conditions and needs.

<sup>4</sup>Steinbach indicates problems about bottom-up approach as follows: Because public policy might change in the policy implementation process, the evaluation of the public policy might be difficult and results might be deceptive; and another problem is about bureaucratic accountability, just because the effects of the actors in the implementation stage become difficult to separate from each other.

#### **3.4.1.3. The Synthesis or hybrid Approach**

Hybrid approach is the synthesis of top-down approach and bottom-up approach. In order to eliminate the weaknesses of the two approaches, some analysts combine the two approaches and put the positive sides of the approaches together in the Hybrid model.

Birkland states that "top policy makers can make choices of policy instruments or tools to structure implementation while realizing that the motivations and needs of lower-level implementers must be taken into account" (Birkland, 2005). Thus, according to the hybrid approach, it should be provided that implementers and local actors are involved in both policy formulation and implementation stages. According to Birkland, top-down approach is good because it has a dominant program and bottom-up approach is well due to giving importance to the local implementers/actors (Birkland, 2005).

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<sup>4</sup> <http://www.healthknowledge.org.uk/>

Centralist approach is dominant in Turkey since the beginning of the republic. This means that policies have been determined by top bureaucrats from the center and it is expected that these policies are implemented by the provincial organization units of the central government and local governments in the local level. In other words, top-down approach has been adopted in policy-making. In the policy formation process local governments and non-governmental organizations have not been taken into consideration. However, after membership negotiations with the European Union started, this situation has changed at the least, because EU gives importance to participation and decentralization. Policies have been still determined from the center, but some non-governmental organizations might be offered for consideration in the policy-making process.

When it comes to social policies of municipalities, municipal social policies are shaped in accordance with the needs of local people of each municipality in the local level. However, social policy understanding of the political party which mayor is elected from affects municipal social policy. In Turkey, especially municipalities from the ruling party are expected to shape their policies in the direction of social policy of the central government.

#### **3.4.2. Responsible Actor from the Implementation of the Policy: "Municipalities"**

Development of the municipalities coincides with the republic period even though the first organization as local organization was done in the municipality field after Tanzimat reform era (Gözübüyük & Tan, 2010). Municipal law dated 1930 and numbered 1580 remained in force until the adoption of the municipal law dated 2005 and numbered 5393. The municipal Law assigns some important local common duties in the fields of public improvements, economy, health, social assistance, and education.

The municipal law dated 2005 and numbered 5393 indicates that provincial and district centers are required to establish a municipality and in the areas populated 5000 or more than 5000, municipality can be established if certain conditions are met. The general

trend in the direction of municipalization may be prevented with the Municipal Law numbered 5393 with the condition of at least 5,000 population for the establishment of municipality (Gözübüyük & Tan, 2010).

Municipal council and municipal board are decision making bodies and mayor is the executive authority of the municipality. Only municipal board is mentioned here, because municipal council and mayor are previously discussed.

The following tasks of the municipal board are listed in the article 34 of the Municipal Law (Gözübüyük & Tan, 2010): to examine strategic plan, budget and final accounts, and the annual work program and to express an opinion to the municipal council; to make transfers within the budget; to give punishments prescribed in laws; and to take and implement decision of expropriation. Here it is clear that municipal board is one of the important actor within the municipal social policy formation, in consequence of providing opinions about the municipal strategic plan.

In Turkey, metropolitan municipality as a new local administration unit was established in 1984 with the law numbered 3030. Legal ground of the establishment of metropolitan municipalities is composed with the article 127 of the 1982 Turkish Constitution: "Special administrative units can be introduced for the large settlements" (Türkiye Cumhuriyeti Anayasası, 1982). According to Aydın, metropolitan municipality system was established in 1984 in order to provide planned urbanization, more effective and efficient municipal services, and more active local participation to the local services (Aydın, 2004).

The first metropolitan municipalities of Turkey were established in İstanbul, Ankara, and İzmir in 1984 with the law numbered 3030 and then Adana, Gaziantep, and Konya were added to the first metropolitan municipalities (Aydın, 2004). Today, there are 30 metropolitan municipalities in Turkey.

According to the Metropolitan Municipal Law dated 2004 and numbered 5216, "Metropolitan municipality means a public-law corporation comprising at least three

district or first-tier municipalities, which co-ordinates the work of these municipalities, exercises its statutory functions, responsibilities and powers and enjoys administrative and financial autonomy, and whose decision-making body is elected by universal suffrage" (Büyükşehir Belediye Yasası, 2004).

Metropolitan municipal council and metropolitan municipal board are the decision-making bodies and metropolitan mayor is the executive body of the metropolitan municipality. Metropolitan municipal board is involved in the social policy formulation process because, like municipal board, it has a duty of examining the strategic plan and the annual work program and budget and final account and providing opinion to the council.

### **3.4.3. Other Actors Involving in the Implementation Process of the Policy**

In the implementation stage of the municipal social policy, there are great variety of actors involved, ranging from formal or informal and national or international ones. International organizations, development agencies, ministries, NGO's, and private sector come after municipalities in the implementation process of the municipal social policy in Turkey.

#### **3.4.3.1. International Organizations**

International organizations such as European Union and United Nations are involved in the implementation process with their projects or grant programs. Many municipalities get involved in grant programs offered by international organizations for social policy implementations, and are also inclusive of social projects of these organizations.

Grant programs and social projects of international organizations help municipalities for actualising their social policy targets and purposes. Thus, in Turkey, municipalities except metropolitan municipalities such as İstanbul and Ankara Metropolitan

municipalities have problems in terms of resources that are insufficient. Thus, Grant programs and social projects of international organizations helps municipalities in Turkey to implement their social policy.

Project within EU Financial Assistance Program about the establishment of women's shelter is an example for the impact of international organizations on the implementation process of municipal social policy in Turkey.<sup>5</sup> Metropolitan municipalities of İstanbul, Ankara, Antalya, Bursa, Eskişehir, Gaziantep, İzmir, and Samsun carry out project for establishing of women's shelters with Ministry of Interior General Directorate of Local Authorities and the project is conducted within the scope of EU Pre-Accession Financial Assistance Program of 2006. Thus, EU is seen as an actor in the implementation of municipal social policy in Turkey.

#### **3.4.3.2. Ministries**

Ministries are also seen as an actor in the implementation process of municipal social policy in Turkey. Especially Family and Social Policies Ministry and Ministry of Interior General Directorate of Local Authorities are involved in the social projects or programs together with municipalities.

Provincial Directorates of Ministry of Family and Social Policies carries out women, children, disabled and elder oriented projects with municipalities. Ministry of Interior General Directorate of Local Authorities also carries out projects and programs with municipalities for disadvantaged groups.

<sup>6</sup>Disabled support program of Family and Social Policies Ministry is an example for ministry-municipal partnership in the implementation process of municipal social policy. The ministry finances disabled oriented projects built by local administrations with the support of NGO's. Disabled support program of the ministry supports 63 projects throughout the country.

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<sup>5</sup> <http://www.ab.gov.tr/index.php?p=44586&l=1>

<sup>6</sup> <http://www.eleleprojesi.org.tr/>

#### **3.4.3.3. Development Agencies**

Development agencies are important actors in the implementation process of the municipal social policy just like in the formulation process. Disadvantaged groups are mentioned in the agency works. Development agencies lay stress on social analyzes and formulation of social policy strategies of their responsible areas.

Development agencies are involved in the implementation process of municipal social policy with the tools of financial support, technical support, and coordination mission for providing communication between social policy actors. Thus, municipalities have a chance to apply financial and technical support program of development agencies and get support from agencies in the implementation of their social policies.

#### **3.4.3.4. Non-governmental Organizations**

In the last 10 years, NGO's become important actors within the processes of policy formulation and implementation. With the development of the term “governance” and membership negotiations with EU, the importance of local NGO's in the social policy process of municipalities' increases. There are lots of NGOs working for disadvantaged groups and some of them make contributions to the implementation process of municipal social policies.

Local governments are in need of collaboration with NGO's in order to meet certain local services, because local governments have difficulties in terms of resources. Thus, municipalities have to carry out social policies by doing joint studies with NGO's in order to use limited resources in the most correct way, so municipalities operate joint work with professional organizations, associations and other voluntary organizations in the field of social assistance and services (Demir, 2006).

### **3.4.3.5. Private Sector**

State-Private sector-NGO cooperation have gain importance with development of the term “governance” and membership negotiations with EU. When state-Private sector-NGO cooperation issue is handled in terms of social policies, it can be seen that some business firms are involved in disadvantaged groups oriented social activities. Some of these business firms do social projects via their own foundations. Çelikel Education Foundation established by ANEL Holding Company is an example of NGO founded by a private company and support young people who can not afford education expenses with its scholarship program.

When it comes to municipal social policies, Sabancı Holding can be given as an example of private company supporting local social policies. Sabancı Holding makes contribution to local social policies via Sabancı Foundation with grant programmes. Some municipalities benefit from these grant programmes and carry out disadvantaged groups oriented projects. Thus, private sector is an effective actor in the municipal social policy implementation process via its support for the projects af municipality.

After the explanation about the actors involved in the implementation process of municipal social policy, policy tools for implementation of the policy is clarified.

### **3.4.4. Municipal Social Policy Tools**

"According to Lester Salamon and Michael Lund policy tool is a method through which government seeks a policy objective" (Birkland, 2005; as cited by Salamon and Lund). Salamon and Lund indicate some dimensions for types of public policy tools and some of them are the nature of the activity (outright money payments, legal protections, restrictions, and provision of good and services), and delivery system structure (Birkland, 2005). When it comes to tools of the municipal social policy, most notably provision of goods and services and outright money payments/in kind transfers are

mainly used by municipalities to achieve determined targets of the social policy. Regarding delivery system structure, municipal social policy tools are in direct category, because municipalities are the main actor in the service delivery.

#### **3.4.4.1. Strategic Plans of Municipalities**

Strategic plan of municipalities examined in detailed in the formulation process part is an important policy tool in the implementation process of the municipal social policy. An obligation to make strategic plans to public institutions through understanding of public management makes strategic plans an important document for both policy formulation and policy implementation processes. An obligation to make strategic plans to municipalities populated over 50.000 ensures that strategic plans of municipalities are included within the policy implementation tools.

In the strategic plans, Municipalities determine targets of social policy and then indicate projects and program built for achieving targets. The most important municipal social policy implementation tool, provision of goods and services, is achieved through projects and program situated in strategic plans of municipalities.

#### **3.4.4.2. Provision of Goods and Services**

Municipalities mainly use “provision of goods and services” in order to reach social policy objectives. Municipalities produce goods and provide services for disadvantaged groups in order to support them and raise their life standards. Projects and program build by municipalities are used to provide goods and services for disadvantaged groups.

Many municipalities in Turkey have physical therapy and rehabilitation centers for disabled and old people, old-age homes for old people, woman information centres and

violence line, women's shelter, and child protection and advice centers. These centres are established through projects and program of municipalities and outrightly offer services for disadvantaged groups.

Municipalities also carry out works for rehabilitation of street children, vocational and skill building courses, transportation services for disabled and old people, and preventive health care services for children. Some municipalities also have clubhouses for old people, women, and disabled in order to make these people to integrate into society.

#### **3.4.4.3. Municipal Economic Enterprises**

Increase in local needs with rapid population growth and urbanization cause that municipalities cannot meet local necessities with their scarce resources, so alternative solutions to meet local needs are searched and municipal economic enterprises are developed as a result of these searches. Municipal economic enterprises that are at first located within the municipal organization and without a separate legal entity have a separate budget from the municipal budget and have separate legal entity in our day.

“Municipal economic enterprises can be described as private legal entities with independent budget and are established by municipalities on the purpose of carrying out some local services or that municipalities become a partner of under the condition of deriving of management” (Berk, 2003). Some of municipal economic enterprises are established with seeking profit in order to provide income for municipalities and some of them are established as non-profit enterprise to meet basic needs.

<sup>7</sup>Non-profit municipal economic enterprises are one of the implementation tools of municipal social policy. Istanbul Halk Ekmek Joint-stock Company and Sağlık Joint-stock Company established by Istanbul Metropolitan Municipality are examples of municipal economic enterprises that can be seen as tools for municipal social policy.

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<sup>7</sup> <http://www.ibb.gov.tr/trTR/kurumsal/Birimler/SaglikAS/Documents/hakkinda.pdf>

Istanbul Metropolitan Municipality support local people with low-income through Istanbul Halk Ekmek Joint-stock Company that offers cheap and high quality bread. Istanbul Metropolitan Municipality also offers services for old people, disabled, street children and women in the health and social service fields through Sağlık Joint-stock Company.

#### **3.4.4.4. Social Aid**

Social aid is an important tool for the implementation of municipal social policy and like in many other countries social aid is used in Turkey for poverty alleviation. “Social aid is a support mechanism developed by central or local governments in order to fight against poverty and beneficiaries do not contribute it in any way. Social aid can be classified as non-contributory payments and general assistance. Old age-disability pensions are non-contributory benefits and generally irregular and temporary assistance which may be in-kind or financial are located in the general assistance category” (Şener, 2010)

Social aid of municipalities includes family allowance, free health care for the poor, unemployment assistance and pension for elders and disabled and like this. Family allowance, unemployment assistance, and pension for elders and the disabled are examples of financial aid and free health care for the poor is an example of in-kind aid used by municipalities (Gündüzöz, 2013).

Assignment of new duties and responsibilities to municipalities with the Municipality Law in 2005 accelerates the process of municipal social aid (Şener, 2010). Especially metropolitan municipalities such as İstanbul and Ankara metropolitan municipalities are much more effective than the others, because İstanbul and Ankara metropolitan municipalities have better budget opportunity than the others. However, monitoring of social assistance of municipalities is a problem in Turkey. Although municipalities generally prefer to use social aid in social policy implementations, it is difficult to reach their social aid expenditures.

### **3.5. Municipal Social Policy Evaluation**

Evaluation of the policy which is the final stage of public policy process have an importance with regards to introduce the points related that policy objectives has been reached or not, the budget allocated is sufficient or not, changes in the implemented policy are necessary or not. The evaluation stage of the policy helps to increase the success of policies to be implemented in the future if the evaluation is done carefully.

According to Hall, formative evaluation or accumulative evaluation are used in the evaluation stage of the policy. While formative evaluation focuses on activities of the program (number of activities, number of institutions participating in activities etc), accumulative evaluation centers upon that desired results have been achieved or not as a result of policy implementation. Hall supports the use of the two evaluation types for the successful evaluation (Kaptı, 2013; as cited by Hall, 2011).

According to Kaptı, the most important challenges encountered are challenges such as failure in the clearly defined policy objectives and no evaluation in performances (Kaptı, 2013). Mentioned challenges are seen in the evaluation process of policies of both central government and municipalities.

An evaluation of social policies of the municipalities in Turkey is involved in Investigative and Analysis Report published by The State Supervisory Council in 2009: “Huge differences are observed in practice of social services and assistances of municipalities, because the duties of the municipalities about social services and assistances are very broadly defined in the relevant legislation and relevant legislation also leave the implementation up to the discretion of municipalities. Thus, municipal social policies become the subject of debate. Implementations showing differences and depth in each municipality damage social state principle due to bring consequences such as benefiting from different social assistances in different provinces or one part of the country cannot benefit from services and assistances that are offered in another part of the country. Additionally, resource allocation can reach a situation that prevent primary

duties of local authorities because of excessive resources allocated to social services and assistances by reason of elections and other political choices. Moreover, coordination between municipalities and other public institutions or non-governmental organizations cannot be sufficiently provided. This situation causes that in some settlements, much needed services cannot be provided while in other settlements repeated services are offered.” (Araştırma ve İnceleme Raporu, 2009).

Some segments of the society have a judgment that in kind and financial aid which is much preferred by municipalities in Turkey as a social policy implementation tool prevents poor community to adapt to working life. According to people having this judgement, poor people find working unnecessary and do not make an effort to find a job because of social assistances offered by municipalities (Araştırma ve İnceleme Raporu, 2009).

Uğur and Bostan make an evaluation of municipal social policies in Turkey (Uğur & Bostan):

- It is argued that social policy implementations of municipalities are aimed at reelecting of existing mayor in the next election rather than fulfillment of social state principle.
- Social policy practices are situated in the second plan due to lack of municipal revenue sources. Most municipalities in Turkey draw a picture like they are addicted to the center in terms of financial resources. The duties and responsibilities given to municipalities by law are not determined accordingly municipal revenues, so municipalities have to allocate very little amount of their limited budgets for social policy implementations.
- The share transferred from the center to the municipalities is determined considering population basis rather than considering differences of local expenditures. This situation causes that while some municipalities distinguish with social policy implementations, other municipalities remain incapable of social policy practices.
- Municipalities incur a serious debt due to inadequate municipal resources, so

municipalities which finance current expenditures through debt cannot finance social policy implementations.

- The ratio of social spending within the municipal budget is 1,1% in 2006 and 1,38% in 2012. These ratios show that municipal social policies are not in desired level. Municipal social policy expenditures that are not in desired level are also become inefficient due to some important reasons such as clientelism, arbitrary treatments, corruption, and partizanship.
- Most municipalities carry out social policies through temporal social assistance implementations. This situation causes continuation of neediness of needy-indigent people and not to find permanent solution for neediness.
- Waste of limited resources is occurred, because there is no coordination between center and municipalites.

## CHAPTER 4

### EXAMPLE OF SAMSUN METROPOLITAN MUNICIPALITY

#### 4.1. General Information About Samsun

Samsun province having 9083 km<sup>2</sup> surface area is located in the middle of the Black Sea coastline and between deltas where Yeşilırmak and Kızılırmak Rivers flow into the Black Sea. Topographic structure of Samsun consists of plateaus and mountains which are not mainly very high. Neighbor provinces of Samsun are Sinop, Ordu, Çorum, Amasya, and Tokat (2007-2009 Strategic Plan of Samsun Metropolitan Municipality, 2006).

Samsun has an important experience about population growth since the beginning of Republic. Samsun has also become an important city regarding the process of migration from rural to urban started in 1950s. In this period, Samsun let in immigrants from the eastern provinces such as Ordu, Trabzon, and Giresun because of the relative development efforts with the port construction. The existence of Çarşamba and Bafra plains is an important reason for migration to Samsun. The city population increased to 44.000 according to the general Samsun census of 1950 (Samsun Population was 30.372 in 1927); and in the other censuses, city population was determined as 134.000 in 1970, 304.000 in 1990, 362.000 in 2000, and 550.000 in address based census of 2011. Samsun still receiving intense migration from the eastern provinces also immigrates to metropolitan cities such as Istanbul and Ankara. Most people immigrate Samsun from the rural parts of the Eastern Black Sea are unqualified and most people migrate from Samsun to other big cities are qualified. Although Samsun is one of the big and developed cities in Turkey, employment opportunities are insufficient. Thus, college educated young people of Samsun have to leave the city to find job mostly in Istanbul and Ankara.

Samsun does not become an industrial city although the establishment of Black Sea Copper Enterprise, nitrogen and cigarette factories and also attempts of the establishments of other large industrial enterprises. Economy of Samsun has continued to mainly base on agriculture. Especially after 1980, small industrial sites have been formed in order to struggle against employment problem. In Samsun, Some of the products produced in manufacturing industry are cement, copper, fertilizers, automobile spare parts, furniture, textiles and medical instruments (Hekimoğlu, Altindeğer, & Demirbaş)

Agricultural sector forms 67 percent of the employment within the economy of the Samsun. The main agricultural products are rice, wheat, corn, tobacco, sunflower, nuts, and sugar beet. Bafra and Çarşamba Plains constitute 122,410 hectares of agricultural land in total (Turkish Republic Governorship of Samsun, 2013).

In Samsun there are 3 private ports follows as Samsunport, Toros Fertilizer Port, and Yeşilturt Port. Samsunport operated by Turkish State Railways till 2009, and it was transferred to Samsunport International Port Operation Corporation in 31.12.2009. In addition to the ports, passenger and freight transport are made by railways to the other parts of Turkey (Turkish Republic Governorship of Samsun, 2013).

Samsun is an important transportation center providing all types of transportation opportunity through land, sea, air, road and rail way and connecting the Black Sea Region to the Central and Western Anatolia. The completion of the Samsun Çarşamba International Airport in 1998 makes a significant contribution to Samsun's important situation in transportation. State Highways are 779 km and railways are 169 km within the province boundaries (2007-2009 Strategic Plan of Samsun Metropolitan Municipality, 2006).

Samsun has limited potential regarding diversity of minerals and mineral reserves and determined raw materials are manganese, lead, zinc, brick, tile, cement and lignite formations. The most important raw material source in the province is cement raw

material site in Ladik district (Maden Tetkik ve Arama Genel Müdürlüğü, 2010).

Samsun has become an important energy hub with its position in the energy sector and Blue Stream Pipeline has strengthened this situation. Natural gas received from Russia reaches Samsun from under the Black Sea and then it is distributed to all around Turkey through Blue Stream Pipeline. Additionally, with the Samsun-Ceyhan Oil Pipeline Project, 50 percent reduction in oil tanker traffic in Istanbul and Çanakkale Straits and transportation of 1.5 million crude oil barrels per day (Turkish Republic Governorship of Samsun, 2013). There are also important hydroelectric power plants in Samsun follows as Hasan Uğurlu Dam, Suat Uğurlu Dam, Altinkaya Dam, and Derbent Dam.

After a brief look of the general characteristics of Samsun, general information about the Samsun Metropolitan Municipality is given and then the social policy process of the municipality is examined.

#### **4.2. Samsun Metropolitan Municipality**

Samsun Metropolitan Municipality was established with the legislative decree numbered 504 and dated 9.9.1993. Legislative decree numbered 504 is about the establishment of Metropolitan Municipality in the seven provinces following as Antalya, Diyarbakır, Erzurum, Eskişehir, İzmit, Mersin and Samsun. With the same legislative decree, four first-tier municipalities within the boundaries of Samsun Metropolitan Municipality that are Atakum Municipality, Canik Municipality, Ilkadım Municipality, and Gazi municipality were established. Metropolitan Municipality Law numbered 5216 and dated 2004 has brought new principles related to the determination of metropolitan municipality boundaries and so first-tier municipality number in Samsun increased to 14. Finally, according to the law numbered 5747 and dated 6.3.2008, there are 4 district municipalities within the boundaries of Samsun Metropolitan Municipality follows as Atakum, Ilkadım, Canik, and Tekkeköy Municipalities (2010-2014 Strategic Plan of Samsun Metropolitan Municipality, 2009).

**Table 4.1. District Municipal Boundaries**

Province	District	Municipality	The Limits of the Municipal Administrative Area (m <sup>2</sup> )	The Limits of the Municipal Development Area (m <sup>2</sup> )	Size of contiguous area (m <sup>2</sup> )	Village of contiguous area
Samsun	Central	Metropolitan	796760000 m <sup>2</sup>	151800000 m <sup>2</sup>	517340000 m <sup>2</sup>	77th
Samsun	Atakum	Atakum	237280000 m <sup>2</sup>	70300000 m <sup>2</sup>	129870000 m <sup>2</sup>	16th
Samsun	Ilkadim	Ilkadim	140710000 m <sup>2</sup>	31600000 m <sup>2</sup>	106980000 m <sup>2</sup>	11th
Samsun	Canik	Canik	230150000 m <sup>2</sup>	14000000 m <sup>2</sup>	217440000 m <sup>2</sup>	37th
Samsun	Tekkekoy	Tekkekoy	188620000 m <sup>2</sup>	35900000 m <sup>2</sup>	59380000 m <sup>2</sup>	12th

Source: Samsun Metropolitan Municipality.

### **4.3. Social Policy Process Analysis of Samsun Metropolitan Municipality After 2002**

As it has been stated in the previous chapters, in this study the process model has been used and thus in this section the social policy of Samsun Metropolitan Municipality after 2002 is studied on accordance with the process model.

The reason of choosing Samsun Metropolitan Municipality as the sample municipality is that there is not a lot of study in the related literature about the social implementations

of this municipality which has the 5th position among the metropolitan municipalities for social expenses.

**Table 4.2.The Rate of Social Expenses to Budget Costs of Municipalities Based on the 2008 Year**

<b>Municipality</b>	<b>The Amount of Social Expenditure</b>	<b>Budget Expenditure</b>	<b>Ratio</b>
Ankara Metropolitan Municipality	168.733.034,21	1.698.773.109	9,93
İzmir Metropolitan Municipality	59.147.436,24	1.102.611.825,76	5,36
İstanbul Metropolitan Municipality	270.174.947,96	5.442.187.718,00	4,96
Bursa Metropolitan Municipality	14.018.671,00	470.645.256,00	2,98
Samsun Metropolitan Municipality	1.850.094,00	133.246.927,02	1,39
Antalya Metropolitan Municipality	4.684.401,46	353.441.186,75	1,33

Source: Adıyaman & Demirel, 2011

When looked at the data above it can be seen that the social expenses belonging to Samsun Metropolitan Municipality is 1,39 among the total budget expenses and it has the 5<sup>th</sup> place among metropolitan municipalities. Social policy analysis of this

municipality, which stands out with its social service implementations, is done on accordance with the 5 levels which has been stated on the previous chapter of the study.

#### **4.3.1. Issue Identification and Agenda Setting**

In the 2nd chapter of this study, factors which will drive the municipalities in Turkey being active and taking social problems into their agendas are explained. These factors affect the social status of the people who live in Samsun and with the effect of the developments which had been explained before Samsun Metropolitan Municipality social policy agenda has been determined. After these effects and improvements that are explained in the second chapter of the study are discussed briefly for Samsun, the status of socio-economic status of Samsun after 2002 will be explained with data and this situation will show us the problem which will cause the formulation of the social policies of the municipality. Then, important actors which will determine the social policy agenda of the municipality after 2002 will be mentioned.

With the neo-liberal policies started to be applied from 1980's, it has been very difficult for the people to support themselves. This situation shows its effects in Samsun just as in all the country. The situation in agriculture is not so bright throughout the country, thus the migration from rural areas to city center has been increased. Globalism and neo-liberal policies show their effects over the craftsmen and small businesses in Samsun, too. Lots of businesses are closed and the industry which is not in a good situation before took its share from this situation. In addition to migration within the province of Samsun, the migration wave from Karadeniz Region also continued to flow into Samsun. In addition to all of these situations, the occurrence of an economic crisis in 2000's has increased in Samsun the number of people who are in financial difficulty.

Especially in 2000's together with the public reforms performed by AKP government, the duty and responsibilities of the municipalities has increased and as a parallel to this increase, Samsun Metropolitan Municipality has increased its activities in the social policy area. Decentralization which improved its importance in these years, has made

the municipality actions to be taken into forefront in Samsun. Samsun Metropolitan Municipality tries to meet the increase in the social requests and expectations of the people that have increased together with the globalism, with its social policies.

**Table 4.3. Demographic Indicators**

<b>Changeable Demographic Indicators</b>	<b>Year</b>	<b>Unit</b>	<b>Samsun</b>	<b>Black Sea Region</b>	<b>Turkey</b>	<b>Range</b>
Total Population	2000	person	1.209.137	8.439.213	67.803.927	14
Urbanization Rate	2000	percent	52,54	49,03	64,90	50
Average Annual Populaton Growth Rate	1990-2000	per mille	4,04	3,65	18,28	62

Source: Hekimoğlu and others, 2007

Based on the year 2000 datas, Samsun can be seen among the first 15 province in population ranking. When it is looked at the yearly population growth rate, the province falls below the Turkey average with a rate of 4.04 but also it can be seen as above the Karadeniz Region average. This situation may be explained with migration to the city from within the region and immigration to the outside of the region from Samsun. When it is looked at the urbanization level, Samsun again is below the Turkey average but it is above the Karadeniz Region average. This also seems like supporting intra-regional migration to the city. This situation in Samsun population has affected the social policy making of the municipality. Due to the city has an immigration of qualified people and receiving migration of unqualified people, the number of the people who are in need has increased and this has reflected upon the municipal social policies.

The data of Samsun related to education gives information about the number of people in need among the population.

**Table 4.4. Education Indicators**

<b>Changeable Demographic Indicators</b>	<b>Year</b>	<b>Unit</b>	<b>Samsun</b>	<b>Black Sea Region</b>	<b>Turkey</b>	<b>Range</b>
literacy rate of the population	2000	percent	86,21	85,82	87,30	47
literate female population-total female population ratio	2000	percent	79,52	78,49	80,62	40
rate of college graduates to school graduates	2000	percent	6,51	5,92	8,42	31
primary education enrollment rate	2000-2001	percent	107,27	87,39	98,01	15
secondary schools enrollment rate	2000-2001	percent	39,37	31,70	36,92	26
vocational schools enrollment rate	2000-2001	percent	21,79	23,04	20,49	35

Source: Hekimoğlu and others, 2007

According to the Samsun province 2000 year data given in table above, the literacy rate in the region is just below the Turkey average, but it's just above the region average. At the same time, when it is looked at women population among literate population is again below the country average but just above the region average. The share of the university graduates in total other graduates is below the country average and above region average. This situation shows that Samsun is somewhere in the average level

when compared to the whole country in view of education. When it is looked at the data of primary, secondary and vocational enrolment rates it can be seen that Samsun is above the country average. All of these shows that the city population is not in so a mediocre situation when compared to the whole country in terms of education. But, still in order to do a situation assessment about the people in need, the education data are not enough by itself. Aside from these data, it is needed to have a look at the financial indicators.

**Table 4.5. Financial Indicators**

<b>Changeable Demographic Indicators</b>	<b>Year</b>	<b>Unit</b>	<b>Samsun</b>	<b>Black Sea Region</b>	<b>Turkey</b>	<b>Range</b>
Share in the gross domestic product	2000	percent	1,41	9,46	100,00	14
Gross domestic product per capita	2000	Million Lira	1,452	1,396	1,837	34
Municipal expenditures per capita	2000	Million Lira	72	55	82	21
The amount of per capita public investment	1995-2000	Million Lira	305	244	248	20

Source: Hekimoğlu and others, 2007

Samsun has the 14<sup>th</sup> position in terms of gross domestic product and 34<sup>th</sup> position for gross domestic product per capita. In terms of gross domestic product, Samsun has a better place when compared to the whole country and in the ranking of Municipal expenditures per capita it has the 21st place and in terms of the amount of per capita public investment it has 20th place. According to these datas, the population of Samsun is located in a better position than lots of other cities in terms of Municipal expenditures

per capita and public investments.

The number of the people who has green card (health card for uninsured people in Turkey) provides some insights about the socio-economic situation. According to TURKSTAT, the number of people who have green card in the year 2000 is %15 for Turkey and %24 for Karadeniz region and for Samsun it is %32. According to these datas, Samsun is at the 6<sup>th</sup> position among 81 cities in the year 2000. The rate of people with green card which is well above the national average may be an indicator about that the number of people who do not have edaquate socio-economic situation are more in Samsun than the whole country. However as it is like in whole country, green cards may not always be given to their owners with realistic criteria. Also the high number of the green card owners may point out that there is a gap between poor and rich population in Samsun (Zeybek, 2006).

#### **4.3.1.1. People in Need of Support in Samsun**

The data belonging to Samsun population which is given above are important point for explaining the need for social policy implementations, because, every country shapes their own economic policies and social policies by considering the characteristics of their population. Same situation is also valid for the municipalities, the social problems are pointed out by considering the characteristics of the local population and the social policy of the municipality is formed based on these features. In the light of population characteristics of Samsun, groups in need of support are studied. These people in need consist of unemployed, disabled, old people, children, and women.

Unemployment in Turkey has increased starting from 1950's together with the increase in the population and fast urbanization and it is one of the biggest problems of the country. The most recent economic crisis of 2001 has increased unemployment and it has the rate of % 8,5. When it is looked at the features of the unemployed population, women constitute an important part of the unemployed population. This seems to explain that women are placed in the group of people in need. This important problem

which can be seen country-wide has made it compulsory for municipalities to consider the unemployed when creating their social policies. Metropolitan municipalities, while creating their social policies, have to consider the unemployed population more than other municipalities. The reason for this is that the metropolitan cities are usually at the average level or just above the average in view of unemployment rate in the region they are located. According to TURKSTAT research; unemployment rate of Samsun is %9,8 in 2001 (Yılmaz, 2005).

It is clear that the socio economic situation of the women is worse when compared to men. Just like in whole Turkey it is the same in Samsun. Even though when compared to past, there can be seen an increase in the socio-economic situations of women parallel to the positive increase in their education levels, unfortunately this increase is not yet enough. This situation causes women to be counted among the people in need by the state.

As it is mentioned above, women make the highest share in the unemployed group. It is also a problem that women are not involve in employment. Between the years of 2008-2012, the total increase in the employment in Turkey is %33 and the reflection of it for women's employment is %31; and in Samsun the increase of employment by %43 is reflected to the women's employment as %37. (Şener, Demirdirek, & Çakın, Samsun'da Kadının Durumu, 2013). In the city, women usually work as unregistered agricultural workers. Women show some reasons to why they are unemployed as (Şener, Demirdirek, & Çakın, Samsun'da Kadının Durumu, 2013): Low wages, no insurance, having no one else to look after the children or elders at home other than themselves. Since being out of employment leaves the women out of social security, in order to support women who are out of employment in Samsun and creating social policies for them are among the most important duties of the municipalities.

One of the most important problems about women is that they are subjected to violence. Women who are subjected to physical and sexual violence is a serious problem in Samsun as well as whole Turkey. It is very hard to have credible data about this matter.

Because women who are subjected to violence, do not share this problem with anybody and do not apply to the state institutions with the thinking of "what would anybody say?" Consultation centers of Family and Social Policies Ministry and Samsun Metropolitan Municipality Women Solidarity Center provides support for this kind of situations but researches have shown that women are avoiding from applying to these centers. These women who are avoiding even talking about the subject of violence constitute an important social problem.

In short this situation of the women, who are in a more disadvantageous situation than men in socio-economic life in Turkey, is tried to be solved by public policies. The inequality between women and men in socio-economic field is in a serious level as mentioned in the report of TEPAV of Project Report for the Situation of Women in Samsun. Thus, Samsun Metropolitan Municipality, when creating their social policies, has to consider the social problems of the women in their agenda.

Located among the 14 cities in which the number of children living in poverty are highest according to the data of the year 2003 (Türkiye'de Çocukların Durumu Raporu, 2011) .According to the report made by Samsun Chamber of Medicine in 2010 called "Being a Child in Samsun", the poverty profile for children in Samsun has been increasing since 2002. Report says that children are the most effected group from the crisis occurred at the beginning of 2000's and the most important problem for children is malnourishment (Samsun'da Çocuk Olmak Proje Raporu, 2010).

Another important matter about the children is that they are married before they are 18. This situation is very common in Samsun especially among Romany citizens. Child brides and grooms are an important problem among Romany people. Children married before the age of 18 are important social problem for Samsun. Children's education, who married at a very young age, mires down and so, chances of finding job in the future decrease. This problem causes to ensure the continuation of poverty.

Child abuse is unfortunately located among the social problems of Samsun. As

mentioned in the project report “Samsun’da Kadının Durumu”, incest is an important problem in Samsun revealing by the applications received by Family and Guidance Bureau (Şener, Demirdirek, & Çakın, Samsun'da Kadının Durumu, 2013). About fighting with the problems such as child poverty, children marriage, child abuse and incest, as well as the services provided by the related units of ministry, the social policies of municipalities which are closer to the local people has a most important place.

In order to ease the life of disabled people who has an important place among the people in need of support and increasing their quality of life is mainly the duty of the local administrations. Municipalities are the foremost units in supporting the disabled people in both identifying and providing care for the disabled people and designing the streets on accordance with their disabilities. Inside the municipal social policy, firstly the number of the disabled people should be determined in order to create the implementations towards the problems of disabled people and implementations which will make their lives easier. When it is looked at Samsun, determination of the number of disabled is made by Samsun Governorship in 2011. Within the scope of the Samsun Database Project for Disabled People in 2011, 32.902 disabled people have been registered (Turkish Republic Governorship of Samsun, 2013). Thus, it was not possible to have the number of disabled people at the beginning of 2000’s. However a comment can be made based upon the number of disabled people in Turkey and in the region.

According to TURKSTAT data, the rate of total disabled population (the proportion of disability/Total disabled population) in Turkey is %12,29 and for Black Sea region this is %12,98. This is a significant rate. The rate of the people who have social security/registered disabled people in this number is another element which will shape the social policies of municipalities.

**Table 4.6. The Proportion of Disabled Population by Having Social Security and The Registration Status of Social Security, 2002**

	Social Security (Having)	Social Security (Not Having)	Registration (Own)	Registration (Dependent)
Turkey	47,55%	52,45%	45,21%	54,79%
Black Sea	49,25%	50,75%	41,08%	58,91%

Source: TURKSTAT

According to the table above, the number of the people who have social security is seems to be above the average of Turkey. Still the half of the disabled people who live in the region do not have social security. This situation makes it necessary to give priority to providing services to the disabled people with no social security in the social policies of the municipalities. When it is looked at the status of registering into social security, 58.91% of the disabled people in the region is dependent. 41.08% of them are self-employed and rest are unemployed but has social security because they are dependent to someone else. This means that %60 of the disabled people living in the region are unemployed. Municipalities will, in their policies, try to take precautions which will enable the unemployed disabled people to have employment and integrated into social life.

**Table 4.7. The Proportion of Disabled Population by Expectations from Organizations, 2002**

	<b>Turkey</b>	<b>Black Sea</b>
<b>Financial Support</b>	62,22%	72,20%
<b>Creation of Educational Opportunities</b>	3,31%	0,59%
<b>Helping to Find Job</b>	9,55%	9,17%
<b>Defense of Legal Rights</b>	3,51%	3,86%
<b>Having Treatment and Care Services by Health Personnel at Home</b>	4,12%	2,36%
<b>Other</b>	13,53%	11,82%
<b>Unknown</b>	4,76%	

Source: TURKSTAT

As it can be understood from the table above, the main thing expected by disabled citizens from the institutions is financial support. When it is talked about the whole region, the financial support has the first place with 72.20 %. This means that a large portion of disabled people are expecting social assistance instead of social services. Thus, it is expected to take the social assistance into consideration as parallel to this expectation when the municipality social policy is formulated.

#### **4.3.1.2. Important Actors in Agenda Setting**

Various actors are effective in the putting socio-economic situation of Samsun and situation of people in need that are tried to be mentioned above on the agenda of the municipal social policy. These actors can be explained as Mayor of Samsun Metropolitan Municipality, local media, local NGO's and after 2006, Central Blacksea Development Agency.

#### 4.3.1.2.1. Samsun Metropolitan Mayor

<sup>8</sup>Yusuf Ziya Yılmaz who was first chosen as the Mayor of Metropolitan Municipality on 18<sup>th</sup> of April 1999 local elections, was chosen again on 18th of March 2004 and 29th of March 2009 local elections again as third time. Yılmaz, who has this position for 14 years after being elected for 3 consecutive periods, was first elected when an economic crisis occurred in Turkey and this made him face big social problems.

#### 4.3.1.2.2. Local Media

One of the important actors affecting the policies of Samsun Metropolitan Municipality is media. Samsun is a rich city in respect of local media companies. The table below contains the number of the local media companies of Samsun.

**Table 4.8. Numbers of Local Media Companies**

	Province	Districts
<b>Local Television</b>	4	4
<b>Local Paper</b>	14	13
<b>Internet Journalism</b>	27	
<b>Journals</b>	9	

Source: Turkish Republic Governorship of Samsun

As it can be understood from the information of the table above, Samsun has a lot of local media companies. Social problems in Samsun are broadcasted to the society via 75 local media companies. Local media broadcasting social problems of Samsun creates a pressure for Samsun Metropolitan Municipality, as well as other municipalities, to take these problems into municipal policy agenda. Newspapers such as Haber, Denge, Halk and Arena which have high circulation and local internet newspapers often publish news

<sup>8</sup> <http://www.yusufziyayilmaz.com.tr/hakkimda.asp>

about women, children and disabled people. News about women and children are generally news of violence towards these groups. Local media which includes a lot of news about the disabled people especially publishes the hardships encountered by disabled people. In the local internet newspapers, the criticisms of local managers of NGO's such as Association of Disabled People, who defends the rights of the disabled people and their expectations, can be found often.

In brief, the importance of local media is about the pressure on the local institutions to activate by keeping socio-economic problems of local people on the agenda. Each news published about the problems faced by the people in need of support may force Samsun Metropolitan Municipality to create policies for solving the above mentioned problems.

#### **4.3.1.2.3. Local Non-Governmental Organizations**

There are lots of NGO's in Samsun which defend the rights of the people who are in need of support and work for them to provide a better life. If some of them are counted: Foundation of 19 Mayıs University, Samsun branch of Altı Nokta Association for Blind People, Association of Women of Republic, Commission for Children's Rights, Association of Youth Life Assembly, Association of Youth, Association of Shaping Society, Cooperation and Culture Association of Women, KA-DER Samsun Branch, Black Sea Association of Culture and Solidarity, Association of Educating and Improvement of Blind People, Association of Deaf and Mute People, Association of Turkish Women, Turkish Association of Disabled People, Samsun Branch of Growth and Protection Foundation for Mentally Deficient Children, Foundation of Social Cooperation and Solidarity.

Mentioned NGO's also try to keep the existing social problems in the agenda by expressing the problems of the people who are in need to the local media and by the demonstrations they have made. These institutions also inform municipalities about their expectations with the visits they make and try to affect the social policy agenda of

the municipalities. Also they try to contribute to the determination of the social problem by attending to the workshops and projects which are done jointly by the local institutions. Within this context they try to affect the policy agenda of the metropolitan municipality.

#### **4.3.1.2.4. Samsun Ondokuz Mayıs University**

Universities have always been important both for the citizens and local institutions in the locations they have been established. It can be seen that universities generally conduct important researches nation-wide and as also in the cities they have been established. Social problems create an important portion of the local researches made by them. Universities which made scientific research in order to present the social problems the citizens experience and contribute strongly to the local administration units in this subject.

One of the greatest advantages of Samsun is that it has a university within its limits since 1975. <sup>9</sup>Samsun Ondokuz Mayıs University established in 1975 and has a total of 16 faculties consisting of Dentistry, Education, Science and Letters, Fine Arts, Law, Aviation and Space Sciences, Theology, Communications, Economics and Administrative Sciences, Architecture, Engineering, Medicine, Veterinary, Tourism, Sports Sciences and Agriculture; 1 conservatory (OMÜ Samsun State Conservatory), 3 graduate schools, 11 vocational higher education schools which provide 2 years education-training; 5 institutes (Educational Sciences, Science, Fine Arts, Health Sciences, Social Sciences).

Samsun Ondokuz Mayıs University which is one of the successful universities of Anatolia is also the stakeholder for a lot of projects made related to the social problems. Social problems of Samsun are presented with scientific works by both projects and workshops. University also has the position of a stakeholder for projects, workshops

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<sup>9</sup> <http://www.omu.edu.tr/kisa-tanitim/>

and seminars together with the local NGO's such as Samsun Provincial Directorate of Ministry of Family and Social Policies, district municipalities, Middle Black Sea Development Agency, Community Volunteers Foundation. Together with other local actors, university carries out studies in order to reveal the social problems and it is one of the important actors which affect the social policy agenda of Samsun Metropolitan Municipality.

#### **4.3.1.2.5. Black Sea Development Agency**

Middle Black Sea Development Agency is active in Samsun, Amasya, Tokat and Çorum with TR83 level 2 areas and its main goal is "to increase the capacity of the private, non-governmental organizations and local administrations, creating a culture of mutual working between them and creating efficient cooperation, accelerating the economic, social and cultural advancement and increasing the power to compete, maintaining the sustainability, reducing the development differences in the area" (2009 Annual Report of the Central Black Sea Development Agency , 2009).

Since 2006 the agency has been active in TR83 Level 2 Area and continued its works towards economic development of the region. Within this context, especially within the scope of financial support, it has the role of an actor in the determination of the municipality's social policies by supporting the Samsun Metropolitan Municipality. To give an example, the Project of Women's Status in Samsun which is completed by TEPAV with the financial support of OKA in 2013 can be mentioned as the biggest study which was made about the socio-economic status of the women in Samsun. Even though Samsun Metropolitan Municipality is not among the study partners, it is still clear that this study which shows the socio-economic problems of women in the city provides that the municipality has to take the problems presented in the study into their agenda as well as other responsible local actors. So, this study which was supported by OKA will affect the social policy agenda of Samsun Metropolitan Municipality.

### **4.3.2. Policy Formulation**

AKP party program and strategic plans of the Samsun Metropolitan Municipality are sources of Samsun Metropolitan Municipal social policy, so formulation of these documents are important documents for the understanding of social policy formulation of the municipality.

#### **4.3.2.1. Formulation of Social Policy Part of Justice and Development Party Program**

Justice and Development Party Program comprises of 7 parts follows as Introduction, Basic Rights and Political Principles, Economy, Public Administration, Social Policies, Foreign Policy, and Conclusion. Social policies part which is important for the social policy of municipalities includes 14 subchapters that are Perception of the Social Policy, Education, Culture and Arts, Public Health, Social Security, Labor, Women, Family and Social Services, Youth and Sports, Urbanization and Housing, Environment, Science and Technology, Written and Visual Media, and Traffic (AKP Party Program).

In the party program of Justice and Development Party, it is emphasized that social policies to be carried out do not recognize privilege for any social group and aims to provide welfare for everyone. For this purpose, AKP wants to ensure the cooperation between the government, private sector, non-governmental organizations and local governments. "In this sense, special programs shall be created for the poor, senior citizens needing care, needy children, the unemployed and the citizens who are facing hardship shall not be made to feel abandoned and lonely. It is unavoidable to introduce a concept of a Social State, which cares unemployed, poor, needy, ill and handicapped people and which allows them to live in a way that commensurate with human honor" (AKP Party Program).

All the structural measures will be taken in the public places particularly urban areas,

workplaces, and schools in cooperation with local governments and non-governmental organizations in order to make life easier for disabled. Projects aiming to inhibit the increase in the number of Street children, beggars and homeless people and also aiming decarceration of these people will be encouraged (AKP Party Program). Today, many municipalities have begun to initiate some implementations compatible with the party policy, especially implementations for elderly, disabled, children and woman.

Municipalities are important units regarding social assistance and social service provision as stated earlier. AKP party program indicates that it will be provided to increase quality and extent of the social service program oriented to children, young, and old; rehabilitation, nursing and treatment of disabled will be enabled; social assistance to the elderly and the needy will be reviewed according to the current conditions (AKP Party Program). Today, all these services emphasized in the party program are included in services provided by the municipalities. In the party program, it is especially highlighted to the extent of rest home and daily children's home due to difficulties in the elderly and child care based on industrialization and urbanization. At this point, especially nursing home services of the municipalities seem to support this target stated in the party program.

The party program states that dealing with all kinds of problems about women accumulated over years is one of the priorities of the party. Local administrations will be provided to study on women's problems. Education program oriented to the female children in the rural will be ensured and also non-governmental organizations studying in this field will be supported (AKP Party Program).

It will be provided that girls will be introduced to education and works on creating awareness about girls education to parents especially in rural will be carried out. Works aimed at procuring social security and employment areas for housewives will be put into practice (AKP Party Program). During recent years, many municipalities enable that housewives can sell their handmade products in bazaars which provided them by municipalities.

In the AKP party program, collaboration about family and social service is laid stress on with local administrations and non-governmental organizations in order to improve current circumstances. Assistive adjustments for mental health of family members affected by the intensity of everyday life will be provided, and preventive measures for family violence will be increased, and women and children who are victims of violence will be put under protection (AKP Party Program). Municipalities populated 50.000 or more than 50.000 are enjoined to establish shelters for women and children exposed to violence or under risk by Municipal Law numbered 5393 and in march of 2008, Ministry of Internal Affairs Directorate of Local Administrations has started Women's Shelter Project and with the project, works for construction of shelters and training in the institutions related women subjected to violence has been started in Bursa, Eskişehir, Gaziantep, İstanbul, İzmir, Samsun, Ankara, and Antalya (Tosun, 2010). This project is a beginning for the municipalities regarding the establishment of shelters for women and children.

It is indicated in the party program that collaboration with local administrations and non-governmental organizations will be ensured in order to inhibit children becoming street urchin and also with this collaboration it is aimed that disabled citizens will be integrated into society and provided to participate in working life.

AKP party program is important document for social policy formulation of the municipality, because Samsun Metropolitan Municipality Mayor, Yusuf Ziya Yılmaz, is elected from Justice and Development Party in local elections of 2004 and 2009. Thus, policy mentality of the party that is stated in the party program is an effective matter for social policy formulation of the municipality. The formulation of AKP party program is clarified in the part 2, so it is not be explained again in this part.

#### 4.3.2.2. Formulation of Social Policy Parts of Strategic Plans of the Samsun Metropolitan Municipality

Strategic plans of the municipality are the most important documents of the formulation process of the municipal social policy. Strategic plans of the municipality include targets and aims and also tools of the municipal social policy, so some questions about how strategic plans of the municipality are formulated are directed to the respective department of the Samsun Metropolitan Municipality. The questions directed to the department are as follows:

- How is strategic plan of the municipality formulated?
- How is social policy of the municipality indicated in the strategic plan chosen among the policy alternatives? Does the municipality get the opinions of civil society organizations about policy alternatives?
- Which social factors cause the implemented social policy of the municipality put into agenda?
- Do local media and local NGO's have an effect on putting a social problem on the policy agenda?
- How do you measure the success of the municipal social policy?

For the first question, it is explained that “The process of formulation of strategic plan firstly begins after local elections with internal circular including the head and members of the planning team determined by the top director. Internal circular includes that notification of the start of the strategic plan studies to all the units and the issue of attentive execution of the planning team works. After the circular is sent to all units, it is provided that if there is a need for training about the formulation of strategic plan, training for planning team and strategic unit employees is ensured”.

“The process of the formulation of strategic plan consists of 4 stages: where are we?, where do we want to reach? , How can we reach the point we want? , and how can we follow our success and evaluate it? . In order to find an answer for the question - **where are we?**- , the current situation of the municipality including determination of the

historical development, human resources, technological resources, instruments, equipments, real estate properties and financial situation is analyzed. Because participation is one of the basic elements of the strategic planning, internal and external stakeholders are primarily determined within the scope of stakeholder analysis for obtaining views of the parties that the municipality is in interaction with. After the determination of the stakeholders, under SWOT analysis, workshops that are the most effective way of providing participation are done by inviting public institutions, NGO's, unions, trade associations, city councils, university and mukhtars. The basis for the development of strategies is ensured through the determination of strengths, weaknesses, opportunities and threats as a result of the SWOT analysis”.

“In order to find an answer for the question **-where do we want to reach?** -mission, vision, fundamental values, objectives and targets of the municipality are determined with the planning team by taking into account the results of SWOT analysis. About the question **-How can we reach the point we want?-**, activities about priority issues falling within the competence of the municipality are determined by doing studies in the direction of objectives and targets set together with all the units of the municipality. The answer for the question **-How can we follow our success and evaluate it?-** is also found through performance measurement and evaluation.”

“Additionally, performance measurements are determined through the preparation of annual Performance Program intended for the activities situated in the strategic plan. Performance measurements in the performance program prepared a year ago are monitored and evaluated through the preparation of the annual report.”

Çalt answers the second question as “while strategic plans of the municipality are prepared, social municipality understanding is at the forefront among the fundamental values of the municipality. Need for the development of the city in the social field is determined according to social municipality understanding and necessary studies are done for the activities to be carried out in this context. About activities, that can be done within the social policy, opinions of NGO's, unions, trade associations, city councils,

university and mukhtars are taken”.

Çalt answers two of the questions directed to the unit. The two answers also included general points about other questions that are not answered. Thus, the formulation of the strategic plans of The Samsun Metropolitan Municipality are tried to be explained through Çalt's answers.

### **4.3.3. Adoption and Legitimization of the Policy**

The implementation of the social policy created by the municipality depends on the foundation of a legal structure of the policy. Only after the creating the legal structure of the policy, formulated policy could be implementable. This process enables the legitimization of the social policy to be implemented. First of all, all the actors in the process are handled and later legal documents (that legitimise municipal social policy) are discussed.

#### **4.3.3.1. Actors in the Legitimization Process of Municipal Social Policy**

The actors playing a role in the legitimization of a social policy implemented by Samsun Metropolitan Municipality are the actors who are active in the decision taken for the policy to pass to the implementation process based on the general laws.

##### **4.3.3.1.1. Samsun Metropolitan Municipal Council**

Metropolitan Municipal Council is the decision making body of the Samsun Metropolitan Municipality and it is the main actor in the decisions made about the social policies. All the Council Members plays an active role in this process.

#### **4.3.3.1.2. Samsun Metropolitan Mayor**

Mayor of Samsun Metropolitan Municipality is the head of the Samsun Metropolitan Municipal Council and an active player in the legitimization process of the social policies. He can resend the decisions of council which are against the law on accordance with the 5216 numbered Metropolitan Municipality Law article 14 for re-considering together with its reason. At the same time, for the finalized decisions, he can apply to administrative jurisdiction in 10 days. This situation makes the Mayor of Samsun Metropolitan Municipality a more active actor than the other members of the council in legitimizing the social policies.

#### **4.3.3.1.3. Samsun Metropolitan Municipal Board**

In the Municipal Law 5215 numbered article 34, it is indicated that the Metropolitan Municipal Board, which the mayor of metropolitan municipality is head of, has among its duties and authorizations to investigate the strategic planning and yearly work schedule and give his comments to the council, so the board will takes its place among the actors who affect this process (Belediye Kanunu, 2004)

#### **4.3.3.1.4. Samsun Governor**

As mentioned in the Metropolitan Municipality Law numbered 5216/article 14, putting into the effect of the finalized decision of the Metropolitan Municipality Council is depending on the sending of the decision to the biggest administrative chief in the location within at least 7 days. Same article provides authority to the biggest administrative chief in the location to apply for the administrative jurisdiction in 10 days for the decisions which he finds contrary to law. Thus, Governor of Samsun is counted as one of the actors of the processes of adaptation and legitimization.

### **4.3.3.2. Legal Documents**

Core documents for the adoption and legitimization process of municipal social policy, Metropolitan Municipal Law and strategic plans of the Samsun Metropolitan Municipality, give municipality the duty of social policy implementation. These two legal documents which are discussed in detailed in the 2nd chapter are mentioned briefly in this chapter.

#### **4.3.3.2.1. Metropolitan Municipal Law Numbered 5216**

As mentioned in Metropolitan Municipal Law Numbered 5216, the section of the duties, authorities and Responsibilities of the Metropolitan Municipality, in the article 7, v clause: "To carry out and improve all kinds of social and cultural services towards adults, old people, disabled people, women, teenagers; to establish social facilities for that purpose; to open vocational and skill courses, and to be in cooperation with universities, vocational schools, higher education institutes, non-governmental organizations while managing these activities" (Büyükşehir Belediye Kanunu, 2004) are among the responsibilities of the Metropolitan Municipality duties, authorities and Responsibilities. V clause of the article 7 compels Metropolitan Municipalities to have policies towards the groups who are in need of support. Thus, social policies of Samsun Metropolitan Municipality are based on the general law numbered 5216.

#### **4.3.3.2.2. Strategic Plans of Samsun Metropolitan Municipality**

Municipalities in Turkey have started to make strategic plans after 2005 and as for the pilot application in 2005, Kayseri Metropolitan Municipality strategic plan is decided to be prepared. Other Municipalities have followed Kayseri Metropolitan Municipality later. In 2007, Samsun Metropolitan Municipality prepared its first strategic plan including between the years of 2007-2009. The second and the last strategic plan covers

the years between 2010-2014.

With municipal strategic plan, by considering the view and expectations of the stakeholders, after the analysis for the current situation have been completed, priorities and resources are determined and goals, aims and activities for the years to come are presented. In order to meet the aims and goals presented in the plan, activities and projects to be applied are determined. At the latest how to do the following up and evaluation of the strategic plan are presented (2007-2009 Strategic Plan of Samsun Metropolitan Municipality, 2006). Thus, the strategic plans of the municipalities have the quality of being the most important document which shows the social policies.

#### **4.3.3.2.2.1. Samsun Metropolitan Municipality Strategic Plan of 2007-2009**

In the Samsun Metropolitan Municipality Strategic Plan of 2007-2009, a SWOT analysis is made with the participation of district municipalities, mukhtars, head of departments, department supervisors, union representatives, chamber representatives. According to the results of the SWOT analysis; inequitable distribution of national income, unemployment, shortage of social areas and socialization areas, being a center of a first stop migration in the region and life in the suburbs and housing are counted among the threats. The mentioned threats are shaped the social policy created by the municipality.

As mentioned in the strategic plan, a public survey with the attendance of 4,666 people is carried out within the boundaries of the metropolitan municipality. As a result of this survey, society requests mainly about supporting infrastructure, environmental rearrangements, health, education activities, creating sports areas, support for the groups who have left outside of the social inclusion, maintenance of the culture and historical fabric subjects (2007-2009 Strategic Plan of Samsun Metropolitan Municipality, 2006). As it can be understood from the results of the survey, formulation and implementation of municipal social policy for the people who are in need of support are also included

among the prioritized requests of the society. When it is looked at the general service areas and sub service areas distribution of the survey results; the percentages of health services, education services and social services are as below:

**Table 4.9. The Percentages of Health Services, Education Services and Social Services**

<b>Service Areas</b>	<b>Percentage</b>
<b>Health Services</b>	<b>13,30</b>
Elderly oriented health services	21,80
District polyclinics	20,90
Environmental health services	19,10
Disabled oriented health services	18,20
<b>Education Services</b>	<b>13,10</b>
Practical vocational courses	30,10
Reading mobilization for adults	25,60
Foreign language courses	24,20
<b>Social Services</b>	<b>8,90</b>
Education services	19,80
Children and youth services	13,20
Social assistances	13,10
Projects in the field of vocational education	11,00

Source: 2007-2009 Strategic Plan of Samsun Metropolitan Municipality

Based on the percentages above, 40% of health services that has 13,30% percentage within all the requests consists of health services oriented to elderly and disabled. %55,7 of education service requests that has %13,10 share within all the requests consist of practical vocational courses and reading campaign for adults requests. Generally social services have the share of 8.90 % among general requests.

Three goals have been determined towards “creating a city environment in which modern values are alive (strategic aim 1)” in the plan. First of these aims is “creating an urban environment which presents a higher living standard (aim 1.1)”. One of the

activity among the activities planned towards this aim is that “improving the social life quality and its accessories, presenting this in a way that it can be used by all the groups in the society (activity 1.1.3)”. Under the above mentioned activity headline, there is the program for supporting the groups which are left outside of the social inclusion. Four projects were placed within this program: providing services for the adults who are in need of support; vocational courses towards teenagers; providing education and other supports; child education, protection and other educational support services; support for the disabled and other special groups.

**Table 4.10. Support Program for the Groups out of Social Inclusion**

<b>Project</b>	<b>Work 1</b>	<b>Work 2</b>	<b>Work 3</b>	<b>Work 4</b>
	<b>Related Unit (Project Duration)</b>	<b>Related Unit (Project Duration)</b>	<b>Related Unit (Project Duration)</b>	<b>Related Unit (Project Duration)</b>
Provision of services for adults in need	Construction of new nursing home	Establishment of women's shelter	Home care for citizens in need of care over the age of 65	Satisfying in-kind and financial needs of low-income citizens
	Department of Health and Social Services (2007)	Department of Science Affairs (2007)	Department of Health and Social Services (2007-2008-2009)	Department of Health and Social Services (every year)
Provision of services related education, protection and other educational services for children	More effective use of the training volunteers park	Primary school construction	-	-
	Department of Operation and Affiliates; Department of Education and Cultural Services (2007)	Department of Science Affairs (2007-2008-2009)	-	-
Support for disabled and other special groups	Establishment and operation of rehabilitation center for the disabled	Establishment of disabled coordination center	-	-
	Department of Health and Social Services (2008-2009)	APK (2007)	-	-

Source: 2007-2009 Strategic Plan of Samsun Metropolitan Municipality

The table above contains the works which will be carried out under the projects to be done within the scope of supporting the groups which are outside of the social inclusion together with their completion times. Thus the social policy to be carried out between the years of 2007-2009 has been documented officially.

#### **4.3.3.2.2.2. Samsun Metropolitan Municipality Strategic Plan of 2010-2014**

In the strategic plan of 2010-2014; public institutions, universities, vocational chambers, unions, NGO's, association of mukhtars and neighbourhood mukhtars, metropolitan municipality and SASKİ personnel attended to SWOT analysis works. According to the results of the SWOT analysis reports determined threats are increase in the unemployment rate, unqualified migration and sending the qualified population, inadequate employment when compare to the increasing youth population were counted (2010-2014 Strategic Plan of Samsun Metropolitan Municipality, 2009). The mentioned threats are problems which shape the social policies of the municipality.

The first strategic aim is presented as “improving the social environment of the city and enriching the social life” among the aims determined towards “creating a city which will meet the requirements of a quality life (strategic aim 1)”. One of the aims to be reached towards this aim is “providing enough support and service for the groups of poor, old and vulnerable groups, planning and applying the studies with society, NGO’s and prominent people in the city via a strong dialogue and attendance” (2010-2014 Strategic Plan of Samsun Metropolitan Municipality, 2009). Activities determined towards the mentioned aim are “supporting the groups which left outside of the social inclusion and providing the social services to society with a modern understanding (activity 1.3.2)”. Under this activity, projects towards the support of the special need groups and their social development and increasing the social connection ties have been determined. The determined projects are support of the lifelong learning, increasing the skills of the groups with limited financial resources and care home for old people. With another project which is stated in the plan, “social and cultural environment management plan”, determination of the groups which are out of social inclusion and activities to be implemented for these groups will be carried out. (2010-2014 Strategic Plan of Samsun Metropolitan Municipality, 2009).

**Table 4.11. Support for the Groups out of Social Inclusion Program**

<b>Activity: Creation of the city image and Increasing the satisfaction of city-dwellers</b>			
<b>Project</b>	<b>Work 1</b>	<b>Work 2</b>	<b>Work 3</b>
<b>Related Unit (Project Duration)</b>			
Educational and social support for adult women	Women's coordination center	Opening of women's locals in districts	Organizing cultural and social activities with NGO's related women
	Department of Education and Cultural Services (2010-2011)		
<b>Activity: Support for the groups out of social inclusion and provision of social services to urbanites in a modern sense</b>			
Services and assistances for adults in need	Home care services for elderly and patients	In kind and financial assistances for people in need	-
	Department of Education and Cultural Services (2010, 2011, 2012, 2013, 2014)		
Service provision for the elderly in need of care	Constituting elderly care center for the elderly in need of care	-	-
	Department of Education and Cultural Services (2010, 2011, 2012)		
Support for disabled and other special groups	Opening of disabled coordination center	Establishment of disabled beach and training centers, ensuring disabled to get a profession	Preparation of inventory of citizens with disabilities
	Department of Education and Cultural Services (2010, 2011, 2012)		
Support for disabled related NGO's, schools and other institutions	Support and awarding of successful disabled students and sporters	Arranging meetings and symposiums about people with disabilities	Arranging youth festival related disabled
	Department of Education and Cultural Services (2010, 2011, 2012, 2013, 2014)		

Source: 2010-2014 Strategic Plan of Samsun Metropolitan Municipality

#### **4.3.4. Implementation of Social Policy of Samsun Metropolitan Municipality**

In the implementation process which is the fourth stage of social policy analysis of the Samsun Metropolitan Municipality; responsible actor for the policy, actors involved in the implementation of the policy and municipal social policy tools are explained.

##### **4.3.4.1. Samsun Metropolitan Municipality as the Responsible Actor for the Policy**

Samsun Metropolitan Municipality has the duty and authority of making social policy with Metropolitan Municipal Law Numbered 5216. Thus it is responsible from the implementation of the policies created by municipality.

Branch Directorate of Health Affairs, Branch Directorate of Social Services, Branch Directorate of Nursing Home and Disabled Services under Samsun Metropolitan Municipality General Directorate of Culture and Social Affairs are the units responsible from implementations of social policies formulated by the municipality for the groups in need of support.

As mentioned in the annual reports belonging to the years 2008, 2009, 2010, 2011, and 2012 (2008 Annual Report of Samsun Metropolitan Municipality, 2008):

- Branch Directorate of Health Affairs is obliged to work with solution center for the citizens who are in need of support in order to conclude the social and financial aid and at the same time carrying out the application and plans about the social service works (services towards women, old people, teenagers and people with no relatives).
- Branch Directorate of Social Services and Disabled People is obliged to create database related to disabled people, carrying out the rehabilitation programs towards disabled people in cooperation with universities and associations, foundations, etc., carrying out social activities and works which will enable the integration of disabled people with social life, providing psycho-social consultation and guidance services to the disabled people and their families,

providing social and financial support for the disabled people who have insufficient financial situation, and providing care service for the disabled people who are in need and older people.

- Branch Directorate of Nursing Home is obliged to protect and look after old people, to meet social and psychological needs of the old people who are in social and economic poverty in a peaceful environment, to carry out works towards more efficient nursing home services, and to carry out much better services for older people, to investigate the needs and problems of older people, cooperating with the universities, volunteer institutions, public institutions in order to increase the service quality.

#### **4.3.4.2. Stakeholders Involved in the Implementation Stage of The Policy**

In the implementation stage in which it requires the cooperation from different institutions, different actors take roles. Together with the related units of Samsun Metropolitan Municipality, the national and international stakeholders who are included in the implementation process of the social policies of municipality are as below:

##### **4.3.4.2.1. European Union**

European Union has become one of the international stakeholders, with the funds provided to municipality, for the implementation of the municipal social policy. "Project of Supporting Vocational Course and Attendance to Professional Life for Women" has been made active with the funds provided from European Union. Project had started in May 2005 and ended in July 2005. <sup>10</sup>The total project budget is 53,761 Euros and funds used are 48,385 Euros and institution addition is 5,376 Euros.

Another project for which European Union provided funds is "Project of Women Shelters". The project consists of 4 components which covers 8 cities among which Samsun also is present. European Union has become one of the stakeholders of this

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<sup>10</sup> <http://samsun.bel.tr/proje-detay.asp?SayfaId=863>

project with the financial aid they have provided. <sup>11</sup>The total budget of the project which started in 2006 is 11,8 million Euros.

#### **4.3.4.2.2. United Nations**

United Nations is another stakeholder for the “Project of Women Shelters” covering 8 cities among which Samsun also is present. United Nations Population Fund (UNFPA) provides technical support for the project. Consultation support is received for the architectural project from United Nations Population Fund.

#### **4.3.4.2.3. Ministry of Interior**

General Directorate for Local Administrations under Ministry of Interior are carrying out the “Project of Women Shelters” in Samsun in cooperation with the Samsun Metropolitan Municipality. The project which has a budget of 11.8 million Euros, a section of 2,250,000 Euros will be spent from the budget of Ministry of Interior.

#### **4.3.4.2.4. Middle Black Sea Development Agency**

Middle Black Sea Development Agency which is the stakeholder for lots of projects of municipality has also the position of an important stakeholder in the "Samsun disabled education, recreation and rehabilitation camp and beach project" with the fund it provided within the scope of the social policy of the municipality. <sup>12</sup>Total cost of the project is 2,204,035.91 TL and of which 714,989.25 TL amount will be paid by the Middle Black Sea Development Agency.

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<sup>11</sup> <http://samsun.bel.tr/proje-detay.asp?SayfaId=863>

<sup>12</sup> <http://samsun.bel.tr/proje-detay.asp?SayfaId=875>

#### **4.3.4.3. Tools of the Policy**

Municipal strategic plans mentioned in previous parts are the main tool for the implementation of the municipal social policy. In addition to these documents, various tools used in the implementation process of the policy are as below:

##### **4.3.4.3.1. Projects**

Social responsibility projects of Samsun Metropolitan Municipality and other projects which the municipality carries out with the cooperation of other stakeholders are the most important tools in the implementation process.

##### **4.3.4.3.1.1. Project of Supporting Vocational Course and Attendance to Professional Life for Women**

The project which is financially supported with the funds from European Union had been started in May 2005 and ended in July 2005. <sup>13</sup>The aim of the project is to enable women at the ages between 18-40 and literate at the lowest level, unemployed and wishing to join the professional life, residing in the areas of undeveloped regions of Samsun and called as a disadvantaged group to exist as the strong individuals in society by bringing the knowledge and skills to a certain level. For this purpose, within the scope of the project, 50 women were given training about the caring for children, older people and sick people and making homemade dishes and marketing by experts.

##### **4.3.4.3.1.2. Project of Women's Shelter**

<sup>14</sup>The aim of the project which is carried out by the General Directorate of Local

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<sup>13</sup> <http://www.samsun.bel.tr/proje-detay.asp?SayfaId=863>

<sup>14</sup> <http://www.samsun.bel.tr/proje-detay.asp?SayfaId=864>

Administrations under Ministry of Interior in Samsun in cooperation with Samsun Metropolitan Municipality is to protect the women who are subjected to violence in order to protect the human rights, so to support the municipalities especially the ones having a population more than 50.000 to meet the obligations of opening women's shelters. The project consists of 4 stages and the first stage is to build a women's shelter home; 2nd stage is the control process of the building stage; 3<sup>rd</sup> stage is the formation of the shelter home on accordance with the needs of women and children who will be staying there, and the 4<sup>th</sup> stage is providing the employment of the personnel who are experts in these matters in the shelter homes established with "The Project of Improving the Protection Services Towards Women" and increasing the sensitivity of the public related to this matter.

#### **4.3.4.3.1.3. Project of Samsun Camp and Beach for Training - Resting for Disabled People**

Within the scope of the training and resting camp project which is established in order to provide a better and high quality service to the disabled people who live in Samsun, a camp facility which enables the disabled people to use the sea facilities easily and receive training which will ease their way of life will be built.

#### **4.3.4.3.1.4. Social Responsibility Projects**

"Providing Home Care Services for 600 People in Need of Support", "Building of a New Nursing Home", and "Mavi Işıklar Education and Rehabilitation Center" projects are the social responsibility projects which are implemented within the scope of the social policies of Samsun Metropolitan Municipality.

#### **4.3.4.3.2. Municipality Owned Enterprise – SAMULAŞ AŞ.**

Municipalities provide support to the policies they are carrying out via municipality owned enterprises and use these enterprises as policy tools. One of the municipality owned enterprises of Samsun Metropolitan Municipality is SAMULAŞ AŞ and it carries the role of a tool in the implementation process of the social policy of the municipality by applying a reduced tariff to the citizens who are above 65 years old and to disabled people. (With the regulation which came into effect by being published in Official Gazette dated 4 March 2014 and published based on the 4736 numbered law dated 12 July 2013, disabled citizens with 40 % or above levels of disability and heavily handicapped and one companion with them; older people who are above 65 years gained the right to travel for free.

#### **4.3.4.3.3. Other Tools Related the Provision of Goods and Services**

There are tools, in addition to party programme, municipal strategic plans and projects, such as rehabilitation centers, centers for youth, shelters, and vocational courses for the implementation of the municipality's social policy.

##### **4.3.4.3.3.1. Mavi Işıklar Education and Rehabilitation Center**

Rehabilitation centers established towards disabled people are an important tool with relation to social policy implementations. Mavi Işıklar Education, Resting, Rehabilitation Center and Camp which was opened after its construction was completed in 2013 by the Samsun Metropolitan Municipality aims the disabled people to be rehabilitated and receive training which will ease their lives.

#### **4.3.4.3.3.2. Home Care Services for Older People**

<sup>15</sup>Every individual who is above 60 years old and has an income lower than minimum wage level and live in the metropolitan municipality boundaries could apply to the center which was established in 2007 by Samsun Metropolitan Municipality. The services provided by the center as totally free and consist of general health services, psychological support services, psychological consultation services, care services and cleaning services.

#### **4.3.4.3.3.3. Nursing Home of Samsun Metropolitan Municipality**

<sup>16</sup>The name of the center which was established in 1973 as “Home for the Weak” later changed to “Nursing Home”. In the nursing home of Samsun Metropolitan Municipality, services are provided to old people who have trouble completing their basic living activities and who are in need of economic, psychological and social support. The total capacity of the institution consists of 50 men and 10 women.

#### **4.3.4.3.3.4. Samsun Metropolitan Municipality Women Consultation Center and Violence Line**

Women Consultation Center and Violence Line has been established by Samsun Metropolitan Municipality in 2010 with the aim of protection of the women who are subjected to violence and preventing the violence towards women. Center provides information to women about the places that people who are subjected to violence could apply and provide information about the legal rights that women have. <sup>17</sup>Necmi Çamaş who is the Head of Directorate of Culture and Social Affairs under Samsun Metropolitan Municipality has explained that 360 women applied to the Woman Consultation Center in the last two years. Supports for women who are subjected to

<sup>15</sup> <http://www.samsun.bel.tr/proje-detay.asp?SayfaId=34>

<sup>16</sup> <http://www.samsun.bel.tr/sosyal-hizmetler.asp?ContentId=22>,

<sup>17</sup> <http://www.samsun.bel.tr/Haber-Detay.asp?NewsId=773>

violence, sociologic and economical support are provided in the center.

#### **4.3.5. Evaluation of Social Policy of Samsun Metropolitan Municipality**

In the evaluation part of the social policy of Samsun Metropolitan Municipality, it is tried to be examined that if the planned implementations toward objectives and targets stated in the strategic plans of the municipality are done or not, and also tried to be exhibited that how the realized implementations affect groups who need social support. Then, datas that can give an idea about the effect of implemented social policy of the metropolitan municipality on socio-economic life of Samsun are presented and these datas also provide to make an evaluation about how the municipality can shape its social policy in the next years. Lastly, critics and suggestions for the social policy of Samsun Metropolitan Municipality are tried to be asserted in the light of all the assessments.

Firstly, Annual Reports of Samsun Metropolitan Municipality are examined and planned targets within the scope of social policy and their percentages of realization are shown.

##### **4.3.5.1. Annual Reports of Samsun Metropolitan Municipality**

In the 2008 Annual Report of Samsun Metropolitan Municipality, it is indicated that New Nursing Home Project, started in 2007, is completed in 2008 (2008 Annual Report of Samsun Metropolitan Municipality , 2008).

In the 2009 Annual Report of Samsun Metropolitan Municipality, it is stated that the targeted number is 700 for year the 2009, realized number is 610 and percentage of realization is 87% for the targets of “satisfying the in-kind and financial needs of low-income citizens” and “serving home care for the citizens in need of care over the age of 60”. The targeted budget set for the year 2009 is 120.000,00 TL for the purpose of “the establishment of women's shelter” and realized amount- percentage of realization are

not indicated. Lastly, the targeted budget set for the year 2009 is determined as 50,000.00 TL for the target of “the establishment and operation of rehabilitation centers for disabled” and realized amount- percentage of realization are not shown about related budget (2009 Annual Report of Samsun Metropolitan Municipality, 2009).

In the 2010 Annual Report of Samsun Metropolitan Municipality, it is indicated that “Women's Consultation Center” is established. For the purpose of “social services and assistances for adults in need”, the targeted budget set for the year 2010 is 1,000,000.00 TL, realized amount is 845,730.00 and percentage of realization is 84.6%. For the same purpose, about the number of home care services for sick and elderly people, the targeted number for the year 2010 is indicated as 750, realized number as 405 and percentage of realization as 54%. The targeted number for 2010 is determined as 5500 realized number as 850, and percentage of realization as 15.5% about the people in need supported with in-kind and financial assistances (2010 Annual Report of Samsun Metropolitan Municipality, 2010).

For the purpose of “care services done for the elderly in need of care”, the targeted budget set for the year 2010 is 900,000.00 TL and percentage of realization is 100%. The targeted budget set for the year 2010 is 100,000.00 TL, realized amount is 500.00 TL and percentage of realization is 0.5 % for the target of “the supporting of disability NGO's, schools and institutions and organizations related disabled”. Lastly, the targeted budget set for the year 2010 is 315,000.00 TL, realized amount is 0.00 TL and percentage of realization is 0.0 % for the target of “supporting disabled groups and special groups” and also with in the scope of the same purpose, one “disabled coordination center” has been targeted to be opened, but the percentage of realization about this target is stated as 0.0 % (2010 Annual Report of Samsun Metropolitan Municipality, 2010).

In the 2011 Annual Report of Samsun Metropolitan Municipality, it is stated that the targeted budget set for the year 2011 is 50,000.00 TL, realized amount is 2,760.00 TL and percentage of realization is 5.5 % for the target of “educational and social support for adult women”. About “the cultural and social activities organized together with

women and NGO's", targeted number for the year 2011 is determined as 12 and percentage of realization is indicated as 100%. For the purpose of "social services and assistances for adults in need", the targeted budget set for the year 2011 is 1,445,000.00 TL, realized amount is 1,300,000.00 and percentage of realization is 90% (2011 Annual Report of Samsun Metropolitan Municipality, 2011).

About "the number of home care services for sick and elderly people", the targeted number for the year 2011 is indicated as 1000, realized number as 814 and percentage of realization as 81.4 %. For the purpose of "care services done for the elderly in need of care", the targeted budget set for the year 2011 is 960,000.00 TL and percentage of realization is 100%. The targeted budget set for the year 2011 is 250,000.00 TL, realized amount is 24,000.00 TL and percentage of realization is 9.6 % for the target of "the supporting of disability NGO's, schools and institutions and organizations related disabled". Lastly, "disabled education, recreation and rehabilitation camp and beach", started its construction in 2011, is aimed to be complete in 2013 (2011 Annual Report of Samsun Metropolitan Municipality, 2011).

In the 2012 Annual Report of Samsun Metropolitan Municipality, it is stated that the targeted budget set for the year 2012 is 50,000.00 TL, realized amount is 50,000.00 TL and percentage of realization is 100% for the target of "educational and social support for adult women". About "the cultural and social activities organized together with women and NGO's", targeted number for the year 2012 is determined as 12 and percentage of realization is indicated as 100 %. For the purpose of "social services and assistances for adults in need", the targeted budget set for the year 2012 is 200,000.00 TL, realized amount is 3,049,000.00 and percentage of realization is 152 % (2012 Annual Report of Samsun Metropolitan Municipality, 2012).

About "the number of home care services for sick and elderly people", the targeted number for the year 2012 is indicated as 1100, realized number as 1100 and percentage of realization as 100 %. Lastly, the targeted budget set for the year 2012 is 200,000.00 TL, realized amount is 600,107.00 TL and percentage of realization is 300 % for the target of "supporting disabled groups and special groups" (2012 Annual Report of

Samsun Metropolitan Municipality, 2012).

In the 2013 Annual Report of Samsun Metropolitan Municipality, it is stated that the targeted budget set for the year 2012 is 50,000.00 TL, realized amount is 50,000.00 TL and percentage of realization is 100% for the target of “educational and social support for adult women”. About “the cultural and social activities organized together with women and NGO's”, targeted number for the year 2013 is determined as 12 and percentage of realization is indicated as 100 %. About “the number of home care services for sick and elderly people”, the targeted number for the year 2013 is indicated as 7200, realized number as 5155 and percentage of realization as 71 %. The targeted budget set for the year 2013 is 50,000.00 TL, realized amount is 9,144.00 TL and percentage of realization is 18% for the target of “the supporting of disability NGO's, schools and institutions and organizations related disabled” (2013 Annual Report of Samsun Metropolitan Municipality, 2013)

The targeted budget set for the year 2013 is 200,000.00 TL, realized amount is 200,000.00 TL and percentage of realization is 100% for the target of “supporting disabled groups and special groups”. It is also indicated that “disabled education, recreation and rehabilitation camp and beach” which is put into service with the name of “Mavi Işıklar Education and Rehabilitation Center”. About “the number of in-kind and financial assistances for people in need”, the targeted number for the year 2013 is indicated as 1200, realized number as 1037 and percentage of realization as 86%. The targeted number of "Disabled Coordination Center" is aimed to be opened in 2013 is 1 and percentage of realization is 100 %. Lastly, the aim of preparation of inventory of citizens with disabilities is shown as 1 and percentage of realization is 0 % (2013 Annual Report of Samsun Metropolitan Municipality, 2013).

It seems that Samsun Metropolitan Municipality, that publishes its annual reports since 2008, realizes most of the targets set in the relevant years. Although there are some deviations about some of the targets, it can be said that general picture is not so bad. Additionally, it is seen that budgets allocated to some targets are not used. When it is looked at the overall table, women’s shelter is not put into service and inventory of

disabled citizens is not prepared despite both of them are put among the targets.

It is quite difficult that the effects of all these applications mentioned previously on the groups need to be supported cannot be clearly and definitively proved. Because there is no data base on socio-economic situations of woman, children, disabled and old people belongs to Samsun, the impact of social policy implementations on these groups is quite difficult to be followed. Thus, interpretation is tried to be made accordingly some general data such as provincial development index, and population change.

#### **4.3.5.2. Provincial Development Index and Population Change in Samsun**

Yıldız, Sivri and Berber make a comparison of ranking of provinces belongs to the years 2003 and 2010 in their study of the ranking of socio-economic development of the provinces by using Principle Components Analysis that is also used by State Planning Organization (Yıldız, Sivri, & Berber, 2012). Variables that are used in the study for reaching the ranking of the year 2010 are demographic indicators, employment indicators, education indicators, health indicators, industry indicators, agricultural indicators, construction indicators, financial indicators, infrastructure indicators, and other welfare indicators like the rate of population with green card. In the study, provinces are divided into three categories by comparing the years 2003 and 2010: provinces with invariant position, provinces with worsening position, and provinces with convalescent position (Yıldız, Sivri, & Berber, 2012). Samsun that is ranked in 32 in the socio-economic development endex of SPO is ranked in 32 in the mentioned study, so that Samsun is included in the group of provinces with invariant position (2010). Additionally, socio-economic development endex of Samsun of the year 2011 is 33. This situation may be a signal about the impact of social policy of Samsun Metropolitan Municipality referring that the implemented policy is not so effective on the socio-economic situation of Samsun, although social expenses of the municipality increasingly continue in general. However, this situation cannot give a certain interpretation about the social policy of Samsun Metropolitan Municipality, so it is necessary to look at population changes in Samsun.

**Table 4.12. Population of Samsun between 2000-2013**

Years	Population
2000	1.209.137
2007	1.228.959
2008	1.233.677
2009	1.250.076
2010	1.252.693
2011	1.251.729
2012	1.251.722
2013	1.261.810

Source: TURKSTAT

Population among years shows that population of Samsun is continuously increasing. As stated previously, Samsun lets in unqualified immigrants and most of them are young population. Thus, this situation may explain fixed place of Samsun in the socio-economic development ranking in spite of increasing social expenditures of the municipality.

Social policy suggestions to Samsun Metropolitan Municipality are indicated in the next chapter, conclusion part of the thesis.

## CHAPTER 5

### CONCLUSION

It is indicated in the previous chapters that the second aim of this thesis, that firstly aims to make contributions to fill the gap in literature about the studies on public policy analysis, is that to introduce policy suggestions to municipalities to ensure improvements in the municipal social policies. In the direction of this second aim of the thesis, under the title of “policy suggestions”, after briefly giving general suggestions, social policy suggestions for Samsun Metropolitan Municipality are stated in consideration of deficiencies indicated in the fourth chapter of the thesis. Before policy suggestions, explanation for the limitations of the study are made under the title of “limitations of the study”.

#### **5.1. Limitations of the Study**

In this study, just like indicated in the previous chapters, process model is used as the analysis model that composes of five stages. Process model aims to examine all the process from the beginning to the end of the policy with the stages of issue identification and agenda setting, policy formulation, policy adoption and legitimization, policy implementation, and policy evaluation. However, some points that is essential to be revealed accordingly the process model could not be introduced in this study.

One of the limitations about the study is that in the first stage of the process model, socio-economic datas of local areas that are necessary for introducing the issue identification and interpreting policy environment could not be reached. Datas related to the groups in need of support living within the boundaries of Samsun Metropolitan Municipality could not be reached neither via municipality nor related provincial organizations of the central government. Inventory records of disabled, that are one of

the groups in need of support, living within the boundaries of the province is done by Samsun Governorship finally in 2013. The problem about lack of socio-economic datas related to the groups in need of support within the boundaries of the municipality leads difficulties on issue identification in the first stage of the analysis and also difficulties about revealing how much extend the policy is successful in the solution of the identified issue in the last stage of the analysis.

In the second stage of the analysis, in the formulation of the policy, determination of the policy alternatives among that policy is selected is an important issue. However, it is not possible to reach social policy alternatives of Samsun Metropolitan Municipality. There are two strategic plans of the municipality, prepared between the years of 2007 and 2014. Both plans are examined and social policy alternatives of the municipality could not be found. Social policy alternatives of the municipality are not reached again through the interview on “how strategic plans of the municipality are formulated”, made with the related unit of the municipality. Thus, social policy alternatives of Samsun Metroplitan Municipality could not be examined in the study.

The last limitation about the study is related to the social policy objectives and targets of the Samsun Metropolitan Municipality. It is seen that social policy objectives and targets are indicated through general expressions in the strategic plans of the municipality. Because of these general expressions, for the evaluation stage, it becomes difficult to be stated if objectives and targets are reached or not.

Although there are some limitations of the study, it is easy today to make municipal policy process analysis compared to the years before 2007. Before 2007, it was quite difficult to reach policy aims&objectives and projects&programs determined accordingly these aims and objectives, because there is no obligation for municipalities to make strategic plans before 2007. Annual reports of municipalities are also important documents for the policy evaluation. Preparation of strategic plans and annual reports are newly issues for municipalities in Turkey. Thus, after municipalities have more

experiance about them, it could be said that in the coming years, strategic plans and annual reports of municipalities become more useful documents for the municpal policy analysis.

## **5.2. Policy Suggestions**

In the third chapter of the thesis, analysis of municipal social policy in Turkey after 2002 is generally examined and in the last stage, in policy evaluation stage, general criticism are indicated. In the direction of these criticisms, social policy suggestions are briefly done in this part and then social policy suggestions for Samsun Metropolitan Municipality are stated. Lastly, the effect of AKP's neo-liberal and conservative position on the social policy of Samsun Metropolitan Municipality is tired to be revealed.

Before determination of the social policy suggestions for municipalites in Turkey, some suggestions are remarked for the legislations giving duties and authorities to municipalities. Firstly, duties and authorities of municipalities about groups in need of support should be more loud and clear in the relative legislations and it should be ensured that municipalities feel themselves as the responsible actor from the life standards of these groups. In this way, it is also provided that diffirences in social policy implementations among the country could be prevented. Secondly, allocated budgets to the municipalities should be determined accordingly both quantity and quality of populations in municipal boundaries rather than taking into account only quantity of the population. Thus, it could be ensured that municipalities could not limp social policy activities on the ground that shoestring budgets are used for the basic urban activities.

In the conclusion of this study, policy suggestions for the municipalities are determined as:

- In Turkey, municipalities mainly use social assistances as social policy tools much more than other policy tools. This situation leads that poverty problem could not be permanently solved and poverty&neediness continues. Thus, municipalities should be form social policy oriented to prevent the continuity of the poverty and neediness.
- Municipalities should be provide a successful coordination with provincial organizations of central government and NGO's. Municipalities could take advantage of this coordination in terms of resources.
- Lastly, municipalities should aim at the social policy imlementations oriented to real needers rather than shaping their policy implementations according to vote concerns, clientalism and partizanship.

After general social policy suggestions for the municipalities in Turkey, policy suggestions for Samsun Metropolitan municipality are as follows:

- When Samsun Metropolitan Municipality's social policy is examined, it is conspicuous that women's shelters is not still opened although it is forced by law. In addition to women's shelter, the issue of children has remained in the back ground among the social policy of metropolitan municipality. Especially preventive street urchins, child marriage, and child abuse oriented implementations and studies should be included in the social policy of the municipality.
- Lack of the database about the groups need in support creates a negative effect regarding accession of the policy implementations to targeted groups and observing the impact of the implemented policy. Thus, Samsun Metropolitan Municipality should primarily form databases about groups in need. These databases are also important for the formulation of the future social policies. If

the municipality has all the information about people in need, it can formulate a more successful social policy.

- As stated earlier, most of the Roman citizens living in Samsun need socio-economic support and Roman children generally work and do child marriages instead of going school and get education. Because of this reason, Samsun Metropolitan Municipality should do studies and implementations oriented to make socio-economic situations of Roman citizens better.

Policy suggestions for Samsun Metropolitan Municipality stated above are tried to be formulated accordingly the evaluation on social policy of the municipality. Both evaluations and policy suggestions give some clues about the effect of AKP's neo-liberal and conservative position on the social policy of Samsun Metropolitan Municipality. Thus, this last chapter of the study is ended with some arguments as follows:

- It is seen that Samsun Metropolitan Municipality mainly implements programs and projects for disabled and leaves out women and children. This matter might be explained with the conservative identity of the municipality elected from AKP. Conservative movement sees family as the keystone of society and also as the primary source of the natural hierarchy existing in the society, so this view affects social policy understanding. The lack of women's shelters and also lack of policies oriented to children begging in the street and to sexually abused children might be explained with the concerns about deterioration of family.
- According to Buğra, the conservative understanding of “woman looks after children” also shapes social policies in Turkey, and so, many municipalities (including Samsun Metropolitan Municipality) remain incapable about opening kindergartens for working women aiming at increasing women employment (Buğra, 2011).
- In the study, as it is indicated before, Samsun Metropolitan Municipality also leaves out poverty oriented policies. This matter is explained with neo-liberal

and conservative identity of the ruling party which Samsun Metropolitan Municipality elected from. Both neo-liberals and conservatives are in favor of limited government intervention. According to Kirk, “conservatives support a voluntary society. Decisions that affect lives of citizens are taken accordingly locality and volunteer basis” (Önür, 2009; as cited by Kirk, 2008). Thus, municipalities in Turkey generally deliver the poverty alleviation issue to NGO’s. Conservatism does not object to provide support for disadvantaged groups, but has the idea that this support should be done through civil society.

- Lastly, greater use of social assistances as an implementation tool of municipal social policy compared to the social services might be explained with social solidarity understanding underlying conservatism.

After these statements, it is easy to say that neo-liberal and conservative position of AKP is reflected in the social policy of Samsun Metropolitan Municipality and that the municipality has shaped its policies oriented to disadvantaged groups accordingly social policy understanding of the ruling party.

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