

LOCAL GOVERNMENTS AND EVALUATION OF LOCAL GOVERNANCE TOOLS IN THE CONTEXT OF THE GOVERNANCE APPROACH

Yönetişim Yaklaşımı Bağlamında Yerel Yönetimler Ve Yerel Yönetişim Araçlarının Değerlendirilmesi

Reference: Karataş, A. (2020). "Local Governments And Evaluation Of Local Governance Tools In The Context Of The Governance Approach", International Social Mentality and Researcher Thinkers Journal, (Issn:2630-631X) 6(39): 2663-2674.

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ABSTRACT

The governance approach, which has serious reform proposals in public administration, has very critical principles such as transparency, accountability, rule of law, and participation. Depending on such principles, countries have been involved in various public reform movements in recent years. As a matter of fact, this situation is triggered by the fact that the quality of governance is regularly measured by the World Bank every year and this is displayed as a kind of trust in the political and legal structure of the country. Countries that report more positively than these evaluations are considered to be in a good position in terms of democracy and human rights. On the other hand, the fact that governance gives importance to localization, localization in service or delegation of authority shows that governance is not an issue that only concerns the central administration. Therefore, governance local governments are also a closely related issue. Accordingly, the reflection of the governance approach in local governments is called local governance. Local governance is an approach that suggests that actors other than public institutions should actively participate in decision-making processes at local level.

Within the scope of this study, it is argued that local governance is emphasized and that the way to achieve good governance at national or international level starts with local governance. In other words, the active implementation of local governance will indirectly lead to an improvement in good governance indicators across the country. For this reason, it is evaluated what tools are used for the more active implementation of local governance and how they can be used more actively. It is thought that serious improvements can be seen in governance indicators if the evaluations made are put into practice.

Key words: Governance, Local Governments, Local Governance, Democracy

ÖZET

Kamu yönetiminde çok ciddi reform önerileri olan yönetim yaklaşımı, şeffaflık, hesap verebilirlik, hukukun üstünlüğü, katılımcılık gibi oldukça kritik ilkelere sahiptir. Bu gibi ilkelere bağlı olarak ülkeler son yıllarda çok çeşitli kamu reform hareketleri içerisine girmektedir. Nitekim bu durumu, yönetim kalitesinin Dünya Bankası tarafından her yıl düzenli şekilde ölçülerek bunun bir çeşit ülkenin politik ve yasal yapısına duyulan güven gibi sergilenmesi tetiklemektedir. Bu değerlendirmelerden daha olumlu şekilde rapor alan ülkelerin demokrasi ve insan hakları açısından iyi bir konumda olduğu düşünülmektedir. Bununla birlikte yönetim olgusunun yerelleşmeye, hizmette yerelliğe ya da yetki devri gibi konulara da önem vermesi, yönetişimin sadece merkezi yönetimi ilgilendiren bir konu olmadığını göstermektedir. Dolayısıyla yönetim yerel yönetimleri de yakından bir konudur. Buna bağlı olarak yönetim yaklaşımının yerel yönetimlerdeki yansımalarına yerel yönetim denilmektedir. Yerel yönetim, yerel düzeyde karar alma süreçlerine kamu kurumları dışındaki aktörlerinde aktif şekilde katılımı gerektiğini öneren bir yaklaşımdır.

Bu çalışma kapsamında yerel yönetim olduğu üzerinde durulma ve aslında ulusal ya da uluslararası düzeyde iyi yönetimi yakalamanın yolunun yerel yönetimden başladığı savunulmaktadır. Yani yerel yönetimin aktif şekilde hayata geçirilmesi, dolaylı olarak ülke genelindeki iyi yönetim göstergelerindeki iyileşmeye yol açacaktır. Bundan dolayı yerel yönetim olgusunun daha aktif şekilde uygulanabilmesi için kullanılan araçların neler olduğu ve bunların nasıl daha aktif şekilde kullanılabileceği değerlendirilmektedir. Yapılan değerlendirmelerin uygulamaya geçirmesi durumunda yönetim göstergelerinde ciddi iyileşmelerin görülebileceğini düşünülmektedir.

Anahtar Kelimeler: Yönetişim, Yerel Yönetimler, Yerel Yönetişim, Demokrasi

1. INTRODUCTION

The effects of globalization began to be felt after the middle of the 20th century, and the world began to adopt a more transparent, accountable and participatory governance approach by moving away from the classical management approach. The concept of governance has started to enter our lives more and more every day, and the classical management understanding is gradually being replaced by the understanding of governance that brings the management to the upper layer. The governance approach has changed the nature of local level relations.

Governance can be expressed as a system or order created by the joint efforts of all role players in a social-political structure. In its most common definition, governance refers to the management styles that progress in areas between public institutions and the private sector whose distinction is

not clear (Stoker, 1998: 18) and refers to the reorganization of the administration for better management (Özer, 2006).

Governance supports an understanding that advocates the inclusion of civil society and the private sector, which play a role other than the central government, in the decision-making process. Local governance method refers to the governance issue to be done at the local level (Arap, 2004: 162). Local governance is an issue that includes political participation, effective control, representation, the right of civilians to have a say in the administration, keeping the law superior, decentralization system, openness and transparency in administration, quality service, fairness and social equality. The local governance system supports the community living in the city to become more sensitive to their places, enables the society to participate effectively in the administration, and the adoption of the resulting decisions is simplified and the sense of adopting and accepting the place they live in improves (Demir, 2019: 208).

The phenomenon of governance can be applied at a macro scale or locally. The basis of the effectiveness of governance is to be ranked as factors that affect each other from micro to macro and to get results at each upper level. If governance is implemented both in a way to cover the country and at the local level, the governance achievements to be gained can be effective in social development. For this reason, the interaction of local actors at the local level creates the concept of "local governance".

Within the scope of this study, first of all, the governance approach is emphasized and the basic suggestions and criticisms of governance are mentioned. Therefore, starting with the basic works on governance in the literature, attention has been drawn to the claims defended by governance in the historical process. Secondly, by focusing on local governments, the reasons for the emergence, functions and purposes of these administrative units are emphasized. Thirdly, the phenomenon of local governance, which is the reflection of governance on local governments, is emphasized. In addition, important events and period points in the historical process in the emergence of local governance are emphasized. Following this, local governance models are emphasized. Finally, it is dwelled on what are the tools for realizing the local governance phenomenon in practice and how these tools contribute. Suggestions to be made for the realization of local governance in a more effective and efficient way are emphasized.

2. GOVERNANCE APPROACH

The roots of the word governance go back to Medieval Europe; the word, which has a historical past until the 15th century, is used in English and French to mean "government" or "sovereignty" (Bayramoğlu, 2004: 32). It is stated that especially in the 17th century France was inspired by an approach that tries to reconcile or combine the government with civil society (Yüksel, 2010: 147). According to another rumor, the concept of governance dates back to BC. It is based on the Arthashastra work written by Kautilya in the 400s. Kautilya stated here the main elements of governance as justice, ethics and anti-autocratic attitudes. Although the concept of governance dates back to ancient times, a common and strong definition has not been reached today (Kraay & Kaufmann, 2002).

The word derived from the verb "kubernan", which means to steer and guide in Greek, is also historically used in the sense of government and administration (Gündoğan, 2013: 15). Governance is defined as the structure or order created by the joint efforts of all relevant actors in a socio-political system (Ö. Bozkurt, Ergun, & Sezen, 1998: 274). Governance first entered the literature with the 1989 World Bank Report. In the report in question, the administrative problems experienced by the states in the Southern Sahara Region were examined and it was concluded that the crisis in the economy was triggered by the state, and the concept of governance was evaluated as the role of political power in the affairs of a country (Memduhoğlu and Yılmaz, 2010: 13). With the successful finding of the World Bank report's approach that Africa's management crisis will be

overcome by "governance", "governance" has been included in the literature by taking it within the framework of scientific approach.

In its generally accepted definition, governance shows the management styles that develop on the boundaries between public institutions and the private sector whose distinction is blurred and emphasizes the restructuring of the management in order to manage it better (Stoker, 1998: 17-18). Since governance is used in various fields, it has changed and developed as a concept. This concept is derived from the words "management" or "manage" and is expressed as the management of the process of making a decision and ensuring participation to implement this decision (Eryılmaz, 2019: 60).

Especially at the World Environment and Development Conference held in Rio in 1992, it was emphasized that everyone should take a role to create the sustainable world of the 21st century; It was emphasized that not only states but also local governments, business circles and new non-governmental actors such as non-governmental organizations assumed responsibility (Haktankaçmaz, 2004). By the end of the 1990s, the European Union felt the need to use the same concept in its internal practices and started a study with a document called the European Governance White Book (Okçu, 2007).

The concept of governance is widely fed by postmodernism or postmodern management discussions (Aydın, 2011: 149). The concept of governance is used in the local and global public and private sectors. The concept of governance is included in many areas such as environment, education, health and international relations (Coşkun, 2013: 40).

The reason for the lack of a single definition of the concept of governance is that the concept of governance is related to many disciplines from law to politics, from public administration to business and international relations, and it finds application at local, national and global spatial scales (Güzelsarı, 2003: 18). However, when the concept of governance is considered in the context of public administration, it is used to explain the state-citizen relations whose nature has changed.

OECD defines the concept of governance as "the use of power and authority in the management of a country's economic and social resources" (Aktan, 2003: 176). World Bank experts Kaufmann, Kraay and Zoido-Labaton (1999) define governance as "the traditions and institutional mechanisms that determine the exercise of power and authority in a country". The United Nations Development Program defines governance as the use of political, economic and administrative authority in the management of country affairs and states that this requires complex mechanisms, processes, relationships and institutions. As a matter of fact, through these institutions and processes, citizens and social groups protect their interests and exercise their legal rights. Also, these institutions and processes reconcile differences between citizens and groups (Cheema, 1997).

According to Stoker (Stoker, 1998: 18) the recommendations of the governance approach are as follows:

- ✓ Governance focuses on the existence of different institutions and organizations beyond government.
- ✓ Governance guides in determining the responsibilities of those who solve social and economic problems.
- ✓ Governance reveals the relationship between all individuals and institutions participating in common activities.
- ✓ Governance is a concept related to self-governing independent persons.
- ✓ Governance implies that not only the administration but also other factors are effective in solving the problems.

The concept of governance can be mentioned in three dimensions: systemic, political and administrative (Yılmaz & Ökmen, 2004: 40-41). These:

Systemic dimension: It occurs after official and legal processes and foresees a much wider structure than the government. It includes actors such as local governments, non-governmental organizations and private sector in the system and adopts the distribution of power and authority gathered in the state to these new actors.

Political dimension: It refers to the participation of the citizen in the administrative and political decision-making processes in every field and manner possible and thus envisages an understanding beyond the legitimacy and formally democratic character of the state.

Managerial dimension: It means an effective, independent, transparent, accountable and auditable public service.

The rapid changes in information systems and the fact that everyone can adapt to these changes in a short time changes people's social, economic and cultural lives, their perspective on the world, and makes a system that is more reliable and can have a say. Governance, which aims at an ideal public administration in terms of operation and structure, requires a detailed examination of all dimensions of administrative processes with a holistic approach. This multi-dimensional approach tries to provide by developing various indicators to facilitate the elimination of negativities such as confidentiality, clumsiness, inefficiency and arbitrariness. These elements that complement each other in different sources are subjected to various classifications, but are generally addressed under the subheadings of Rule of Law, Participation, Accountability, Transparency, Efficiency, Audit, Equality and Efficiency (Bovaird & Löffler, 2003; Demmers, Jilberto, & Hogenboom, 2004. Friedman, 2007; Osborne, 2010). In addition to these principles, the principle of locality in service can also be added. This principle means that the service is provided to the public by the closest management. Due to the prominence of the individual, not only local governments but also provincial units of the central government are within this scope (Aydın, 2011: 317).

The characteristics of the governance phenomenon and the innovations that this process has brought to the public administration are explained in the above definitions. However, the features specified by Bovaird and Löffler regarding this issue should be addressed (Bovaird and Löffler, 2003: 16);

- ✓ The phenomenon of governance is a process that envisages the cooperation of citizens and NGOs as a result of the insufficiency of public institutions in solving the problems related to social life, which is becoming more complex day by day. The concept of governance, however, adopts that consensus and arbitration institutions will play an active role in solving these problems and will be more effective than the use of public power.
- ✓ The phenomenon of governance includes legal sanctions valid in society and traditional customs. However, the concept of governance acknowledges that, in exceptional circumstances, the results obtained can change the importance of formal or informal rules. Because the problems that cannot be solved with legal sanctions can be solved through legal regulations. In this respect, governance uses instruments that are considered within the scope of soft power as well as legality to achieve the goal.
- ✓ The phenomenon of governance does not accept that the business management idea, which is considered appropriate by the new public administration approach, is the only correct one in all terms and conditions. According to the phenomenon of governance, managerial structures and understandings should be shaped according to environmental conditions.
- ✓ The phenomenon of governance accepts that the principles of transparency, honesty and accuracy are their leading values in social life by making logical evaluations rather than just cause-effect and input-output relationship.
- ✓ According to the phenomenon of governance, managerial processes are related to the communication between groups or people who seek to use power over each other in order to raise their interests to a better level and naturally involve a political process. For this reason, this process, which includes the political structure, should not be left to professional managers within the framework of business management approach.

With the emergence of some negativities in the understanding of governance over time, these negativities have been tried to be eliminated with a new management approach, "good governance". However, with the view that this approach, which is expressed as good governance, has some disadvantages, it is said that the "good enough governance" approach has recently started to be discussed. According to this view, good governance is important but not "everything" (Aydın, 2011: 213).

3. BASIC DYNAMICS OF LOCAL GOVERNMENTS

Different definitions have been made in the literature on Local Governments. If we briefly mention some of these definitions; Local government; They are administrative units that emerged in parallel with the historical development of societies in order to reach certain goals and produce solutions for certain needs (Keleş, 2009: 23). Local administrations; They are constitutional public institutions established within a certain legal order in order to meet the local needs of large and small human communities settled within the boundaries of the state (Nadaroğlu, 1994: 3). Local administrations; The decision-making bodies in order to meet the common needs of the local community living in a specific regional area are public legal entities that are directly elected by the local people, have duties and powers determined by law, and have a special income, budget and personnel (Ulusoy & Akdemir, 2014). Decentralization is the provision of public services to legal entities subject to autonomous public law, separate from the central administration (Tortop et al., 2014: 13). Local governments; In one of the local parts of a country, apart from the central and provincial units of the central administration, they are units that are directly elected and administered by the elected people (Güler, 2009: 279). Local administrations; service meets the needs of the local nature as well as the overall management of the provincial organizations in Turkey and the overall decision-making bodies directly elected by the people, governance mechanisms are important in contributing to democratic governance rooted (Sencer, 1992: 298). Finally, according to Eryilmaz (2019), decentralization in the modern sense; It defines the administrative powers of the central government as sharing not only with local administrations but also with provincial organizations, federal units, semi-autonomous public institutions, professional organizations and voluntary organizations, that is, the use of representation through intermediaries.

Local governments; It is an integral part of the science of management, and the central state can completely change the structures, roles and functions of local governments with their policies towards these institutions. Local democracy, democratic local governments, restructuring in local governments, etc. The focus of these discussions carried out with names is to strengthen the local government across the center (Toprak, 2005: 190). The basic principle of effectiveness and efficiency in public administration is "providing services by units closest to the citizen"; The basic principle of local governments was expressed as "execution of services by autonomous organizations by bodies charged with election" (Henden, 2004).

3.1. Reasons for Existence of Local Governments

The main reason for the existence of local administrations is the need to provide local services (Özdenkoş, 1999: 78). The difficulty of central governments in meeting these needs, or rather, their failure to meet them, has brought the need for local governments to light. Considering the theoretical part, the existential reasons of local governments are examined in three parts as political reasons, administrative reasons and social reasons, excluding historical and sociological elements (Görmez, 1997: 44).

The first of the existential reasons of local governments is political reasons. First of all, the existence of a local government mechanism in a country is closely related to the fact that that country has achieved its own political unity. Another existential reason for local governments is administrative reasons. It is not possible for all public services of a country to be carried out with a central organization. From this point of view, the strengths and weaknesses of the central government and local government emerge. The weakness of one, the superior qualities of the other

(Keleş, 2009: 25). Another reason for the existence of local governments is social reasons. People living in a country; Their level of knowledge, perspective on life, cultural levels and perspectives on state sovereignty are of great importance in the establishment and development of local governments in that country (Çukurçayır, 2010: 47).

3.2. Local Governments and Democracy Relations

Local governments are very important in terms of concepts such as politics, democracy and peace in the country (Tortop et al., 2014: 22). Local governments play an important role in providing people with an understanding of democracy and freedom and in the development of democracy with an understanding of democratic administration (Y. Bozkurt, 2014). The roles of local governments in the society's adoption of democracy understanding, issues such as participation, freedom and efficiency reveal the concept of "local democracy". In other words, local democracy is the prevalence of democratic values in local governments and the prevalence of this understanding in administration (Görmez, 1997: 68-70).

Local democracy is the direct participation of the people in the administration and the adoption of democratic understanding in the local administration. In another definition, local democracy is to determine the problems concerning the public and to discuss and decide for solutions (Yıldırım, 1993: 90). The concept of local democracy is mostly used in states with strong local governments such as the Netherlands and federal states such as the USA and Germany. In these countries where local democracy has developed, the culture of democracy is well established and non-governmental organizations play an important role by participating in the administration. The concept of local democracy is measured by the local governments bringing the understanding of democracy to the society (Görmez and Altınışik, 2011: 32).

In order for democracy to be fully realized in local governments, some rules must be followed. These are the elected persons and members of parliament to act responsibly and to be sensitive to the voters and the public, to be transparent to the public and to inform the public and involve them in the administration. In order to ensure full democracy in local governments, it is necessary to ensure the participation of the public in both the decision-making and implementation phases. Participation is a very important concept for local governments. In addition, participation plays a very important role in developing the understanding of democracy in local governments, raising the public awareness of democracy and providing fast and efficient local services (Görmez and Altınışik, 2011: 38-39).

4. LOCAL GOVERNANCE APPROACH

4.1. Local Governance Phenomenon

If it is necessary to define the concept of local governance; It refers to the realization of the understanding of governance in mutual interaction and communication with local governments (Palabıyık, 2004: 8). The governance process in local governments consists of three basic disciplines. The first of these is the acceleration of the decentralization process as a result of the change in the balance between the central administration and the local administration as a local government. Another is the elimination of the process of contributing the workforce of local governments to reproduce themselves. The last one is to ensure capital accumulation through local privatization practices. This situation is also an intermediate purpose of governance (Güler, 2009: 254).

Local Governance is a concept that promises to make all groups, forces and actors in the city partners of the city administration, it is used to express the network of relations and mutual interaction between the public, private sector and non-governmental organizations. There is a situation in which one of the actors does not get ahead or over the other.

The most important concept in the understanding of local governance, which is the way governance is applied to the local, is participation. It has been widely accepted that many problems such as

poverty, hunger, diseases, ecosystem degradation, inequalities, deterioration of education systems, human rights violations and similar problems that occur in the world are due to the lack of participation of citizens (Ökmen and Görmez, 2009: 109).

There is a transformation from the 'local government' perspective, which is defined as the provision of limited types of services determined by national laws and the central administration, in a specific geographic area, to a perspective of 'local governance' with a broader framework, which is expressed as the organization and creation of joint actions at the local level (Shah et al. Shah, 2006:1).

The definition of local governance in the United Nations Development Program is as follows: “It is a set of systems, organizations and stages where society and individuals express their needs and interests, compromise their differences of opinion, realize their responsibilities and rights at the local level” (Öztoprak, 2011: 60).

The concept explaining the participation and cooperation between public, private sector and non-governmental organizations in solving local problems; In the administration and reshaping of the city, taking the opinions of the local residents, the adoption of transparency, accountability and common mind in local administrations indicates that the cities should be managed in a participatory way with the governed rather than unilateral policies (Kara and Şimşek, 2016: 246).

Local governance aims at the interaction of public institutions and private sector at the local level in a comprehensive field and requires the involvement of non-governmental organizations in the administration. Thus, while local governance provides the opportunity to perform public duties effectively, it also creates the transparency of local governments. Therefore, it enables democracy to deepen at local level and representation to be more participatory (Demir, 2019: 209).

4.2. Significant Developments in the Formation of Local Governance

The first and perhaps the most important of these developments is the European Charter of Local Self-Government. This Charter Law No. 3723 was accepted by Turkey. Turkey's local governments strengthened by relevant material to the derogation that Local Self-Government Charter's preamble on public participation subject to the decision-making process at the local level to address as a priority and local governments, aims to make basic unit of administration. In its 3rd article titled “The Concept of Autonomous Local Government”, it paved the way for local people to participate in decisions that concern them and also highlighted participation in local governments.

The second important development is the European Urban Charter. Developments in decentralization and participation in local governments, which are the main actors of democracy, have made urban rights come to the agenda more strongly.

The third important development is the UN-Rio Summit. The summit / conference held in 1992 was accepted as the main goal among 179 countries participating in the conference to implement social and economic development and to adopt measures to be addressed against environmental problems.

The fourth important development Agenda 21, adopted at the end of the Rio Summit, is an action plan that constitutes a top-screen expression of global cooperation and political statements put forward for sustainable development. Agenda 21 has stood against inequality, degradation in nature and ignorance by putting justice at the center. Its purpose is; It brings to the agenda of international subsidiaries that will meet all kinds of needs, raise the vital standards of people, prevent degradation in nature and take a step towards a better future.

The fifth important development, Local Agenda 21, came to the fore in the 1990s as an application that includes all of the institutional and theoretical aspects of this mechanism, as the governance mechanism became widespread. Local Agenda 21, which was implemented under the leadership of the UN, is the name of the program that imposes responsibilities on the settlement and imposes responsibilities on all affected institutions and individuals, tries to establish communication

between the local people and the municipality, sees local governments as the closest administrative level to the public, and constitutes the local leg of Agenda 21.

Habitat-II, the sixth important development, is a summit / conference held under the umbrella of the United Nations on 30-31 May 1996 in Istanbul. The aim of Habitat-II is to create a global consciousness by linking the understanding of responsibility with the local, national and international area. According to this understanding, the state is not the only actor in guiding the society. Besides the state, civil society should also be considered as a common director.

The seventh important development is the creation of City Councils. The origins of city councils are Agenda 21, Local Agenda 21 and the European Urban Charter. It was stated that the participation and cooperation of local administrations will be a determining factor in the realization of the targets determined within the framework of Agenda 21. In this context, also in Turkey in 1997, "Promotion and Development of Local Agenda 21 in Turkey Project" United Nations Development Program (UNDP), Turkey's Permanent Representative and the International Association of Local Authorities of the Eastern Mediterranean and Middle East Region Organization (IULA-EMME) with the support started.

The main purpose of the City Councils is to realize participation and democracy at the local level, to be one of the determinants of local activities by taking an active role in the decision-making mechanisms of civil society and to make local governance effective. In addition, city councils aim to create a development policy based on local governance within the framework of cooperation to be established between central government, local government, non-governmental organizations and local people in realizing local development (Eroğlu, 2010: 44-45).

4.3. Local Governance Models

Local governance models were subjected to a fourfold classification by Pierre (1999: 372-397) as the Operator Urban Governance Model, Corporate Urban Governance Model, Developmental Urban Governance Model and Welfare Urban Governance Model. He argues that urban governance processes do not function impartially, on the contrary, they are the process in which political ideas are protected and developed by partisan conflicts. National characteristics are effective in shaping urban governance. However, differences can be observed in the participation of organized interests in the process even among cities within the same country (Pierre, 1999).

The operator urban governance model explains the processes, which have been called as new public management in recent years, and where the business managerial characteristics of local governments in a sense precede their democratic and participatory qualities. In this process, attention is focused on efficiency, demand and expert management. Productivity is important in private sector management standards. Private sector management strategies are used in the production and delivery of public services (Pierre, 1999).

The institutional model of urban governance is seen in the typical small, industrial and developed democracies of Western Europe. Corporate governance; defines local governments as the system in which social groups and other organized interest groups participate in the making and implementation of urban policies. It is the main idea of the model that participatory local democracy can only be realized through the representation of local interests (Pierre, 1999).

In the developmental local governance model evaluated by Pierre (1999), the aim is to use the governance process in local economic development. Sustainable and long-term economic development is the main objective of the model. There is effective communication between the public and a small number of elite private sector representatives in the model.

The welfare urban governance model, defined as the last model, is applied in settlements that depend on the nation as a whole rather than their own capacity as a source of economic development or prosperity. In terms of public expenditures, there is a dependence on central government revenues (Pierre, 1999). This model has two main features; The first is the delegation

of the central government's responsibilities regarding happiness to local governments. The second feature is that it includes non-profit organizations between the state and private enterprises, and the importance given to the cooperation at the desired level increases even more (Canpolat, 2009: 6).

4.4. Local Governance Practices and Tools

4.4.1. People's Conventions

Public congresses are organizations established to inform the public about local services to be provided. Attention was given to the participation of people from every class in public congresses. Citizens had the opportunity to convey their demands to the management in these congresses (Yıldırım, 2014: 82). Public congresses have the purpose of having a good organization for participatory democracy, legal regulation as well as a certain urban consciousness of the local people in achieving the purpose of those activities (Akçay, 2013: 29).

4.4.2. Public Opinion Polls

Public opinion polls method; It is a method used to determine the opinions of the regional community on the current issue, without making a decision on local services that concern the general interest of the people. Public opinion polls; It is defined as a research conducted in order to determine their orientations, thoughts and opinions about certain issues by interviewing individuals who constitute a sample group selected orally for the purpose of representing the public or sending a questionnaire (Öner, 2006: 108).

4.4.3. Referendum

Local participation has been seen as the most important factor in the development of local democracy in the international literature. In the "European Charter of Local Self-Government", which determines the global principles of local democracy; It is stated that the right of citizens to participate in public activities is a democratic principle undertaken by the member states of the Council of Europe and local administrations are the main institution of democracy (Önder, 2013: 315).

4.4.4. Project Democracy

Project Democracy; It refers to the alienation of local people from the practices and projects of local governments and their ability to have a say in situations that may affect themselves directly or indirectly (Göymen, 2000: 10).

4.4.5. E-Municipality

As a result of the rapid transformation experienced in the electronic information age; It is inevitable that developments in information technologies will affect the understanding of public administration. On the axis of these developments today, the service of public institutions in electronic environment has made the static structure of public institutions dynamic.

4.4.6. People's Days

In municipalities, they are meetings organized by the mayor and called "public days". The aim here is to communicate the problems, requests and expectations of the people face to face with the city administrators, especially the mayors.

4.4.7. Neighborhood Information Centers

They are centers established in the form of offices in municipalities that center on cultural and educational activities in the districts, ensure that the demands and requests of the people in the city are conveyed to the municipality.

4.4.8. Mukhtar (local authority) Meetings

The mukhtars, who are chosen by the local people and who are closest to the local people, are among the people who know the opinions of the people on local participation best. Serving as intermediaries between citizens and institutions, mukhtars are of great importance in ensuring local governance by acting as a guide, business follower, petition writing, searching for relevant institutions on behalf of citizens, and acting as a patroness in socio-cultural terms.

5. EVALUATION AND CONCLUSION

The understanding of governance can be evaluated in the context of respect for the individual and human rights, and the understanding of management that meets demands and expectations is spreading rapidly. In line with the content of the concept of governance, it seems to be able to respond to the demands and expectations of the citizen today, and also for tomorrow due to its nature. Because the values taken as the basis are all freedoms within the scope of human rights, and perhaps today, when the citizen who demands the right to participate in the administration within the scope of freedom of expression and thought, tomorrow, it will be possible to realize this by evaluating it within the scope of governance. Because the purpose in governance is a sustainable development within the scope of fundamental human rights.

Although public participation in the process is a need within the scope of governance, it is difficult today that this situation is in the form of applying democracy at first hand, but there are solutions to this. One of these solutions is non-governmental organizations and the other is the use of developing technology in favor of participation. Non-governmental organizations are the basic building blocks of governance practices. Because the participation of the people in the administration is not the direct participation of everyone in the administration, some organizations that have come together with certain criteria within the framework of certain objectives and act on behalf of these people and have a say about their expectations and demands is a solution to implement the principle of participation.

As a matter of fact, with a more general assessment; It can be argued that democracy will be positively affected seriously if the governance phenomenon is put into practice and implemented more actively. Because it is thought that the phenomenon of governance, which is the basic indicators such as participation, accountability, transparency, rule of law, and freedoms, is closely connected to democracy with these principles. On the other hand, it is necessary for governance to contribute to democracy in real terms, and to actively implement the concept and principles of governance at the national level and at the local level.

This situation, called local governance, is tried to be implemented with a series of agreements, specifications or conferences on an international scale. Based on these activities, he developed a number of application tools. Within the scope of this study, an evaluation is made on the local governance tools that are tried to be applied in our country and how they can be used more actively is investigated. As a matter of fact, it can be argued that the more active use of these tools will contribute positively to governance indicators at the national level and therefore to democracy.

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