

CONTEXT

LEGISLATURE: **Unicameral**

- Upper house: none
- Lower house: elected using Proportional Representation

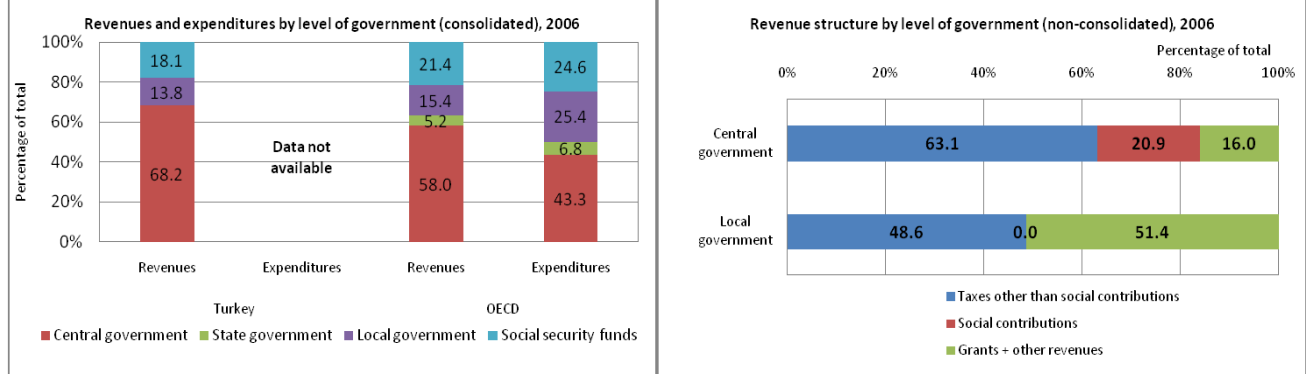
SYSTEM OF GOVERNMENT: **Parliamentary**

- No. of ministries: 15 (2008)
- No. of ministers: 26 (2008)

STATE STRUCTURE: **Unitary**

REVENUES

The central government collects almost 70% of total revenues, far more than the OECD average. Local governments have almost equal shares of revenue coming from taxes and grants, suggesting moderate fiscal autonomy.

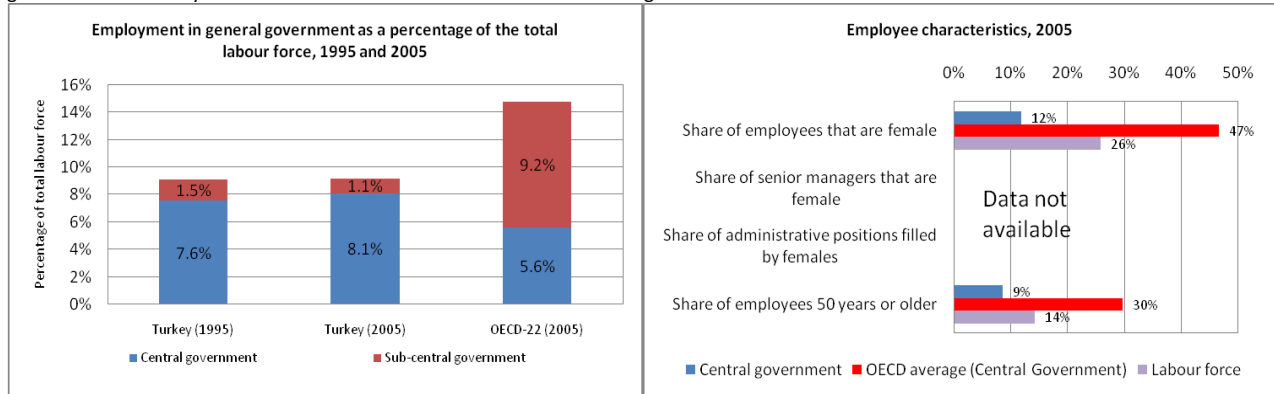


Source: OECD National Accounts [Revenues] [Expenditures]

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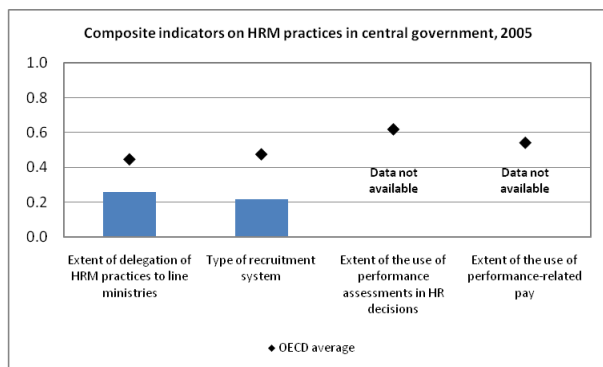
GOVERNMENT EMPLOYMENT: SIZE, CHARACTERISTICS AND HUMAN RESOURCE MANAGEMENT

Government employment in Turkey is highly centralised, with most government employees working at the central level. The Turkish government employed just over 9% of the total labour force in 2005. The share of the labour force employed by government remained roughly the same from 1995 to 2005, although employment became more centralised. The share of employment in 2005 is below OECD average of 14%, making the Turkish government one of the smallest employers among OECD countries. Females represent a smaller proportion of the central government workforce than the general labour force, although participation increased between 1995 and 2005. The share of employees 50 years or older in central government is notably lower than in the labour force and the OECD average.



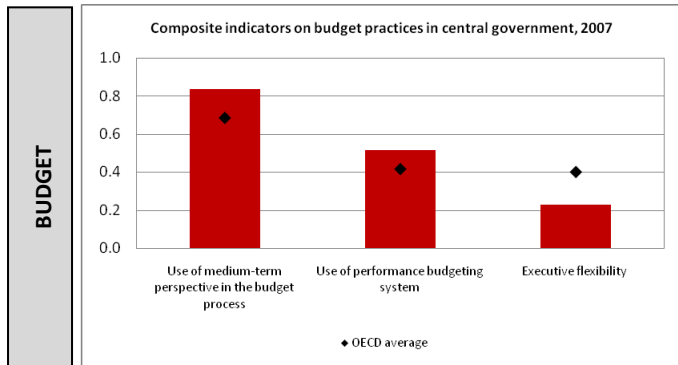
Source: OECD Comparison of Employment in the Public Domain Survey and Labour Force Survey [General government employment] [Distribution by level]

Source: OECD Strategic HRM Survey and Labour Force Survey [Female participation] [Ageing]



Turkey's central government is highly centralised, granting relatively few HRM-related responsibilities - such as individual career management - to line ministries and managers. It also operates a career-based recruitment system with entrance to the civil service through competitive examination. Turkey has a separately managed senior civil service.

Source: OECD Strategic HRM Survey [Delegation] [Recruitment] [Performance management]



Since 2006, Turkey has implemented many budget reforms, including the adoption of a medium-term expenditure framework (MTEF) and the preparation of strategic plans and performance programmes by ministries. The MTEF sets expenditure ceilings for ministries and includes expenditure estimates for the next 3 years based on macroeconomic policies, economic targets and indicators. While the Turkish Legislature gives the executive less flexibility to manage budgets than other OECD countries, recent reforms have begun to devolve more responsibility for budget management to ministries.

*Note: Data for performance budgeting are for 2008 and refer to pilot cases.*

*Source: OECD International Budget Practices and Procedures Database.*

[\[Medium-term\]](#) [\[Performance budgeting\]](#) [\[Executive flexibility\]](#)

OECD Journal on Budgeting: [www.oecd.org/gov/budget/journal](http://www.oecd.org/gov/budget/journal)

**INTEGRITY**

Types of information central government decision makers are required to disclose and level of transparency, 2009

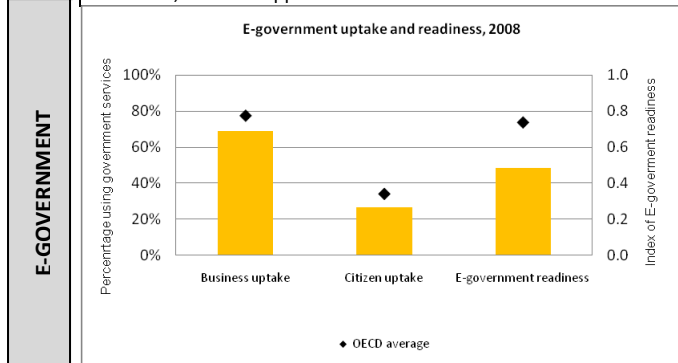
Requirements for disclosure	President	Prime Minister	Minister	Lower House Legislators
Assets and liabilities	D	D	D	D
Loans	D	D	D	D
Sources and level of income	D	D	D	D
Outside positions	D	D	D	D
Gifts	ND	ND	ND	ND
Previous employment	ND	ND	ND	ND

D= Disclosed; DP= Disclosed and publicly available; ND= Not disclosed; NA= Not applicable.

Compared to other OECD countries, disclosures about private interests are less transparent. While Turkey requires central government decision makers to disclose assets, liabilities, loans, income and outside positions, these disclosures are not made public. In addition, members of parliament and of the government are not subject to any restrictions after their term of office.

*Source: OECD Survey on Integrity*

[\[Disclosures\]](#)



Turkey exhibits a below average level of e-government readiness when compared to other OECD countries, largely due to a relatively low level of broadband access. Despite lower levels of “readiness,” citizen and business usage of e-government services remains close to the OECD average. In addition, Turkey has recently launched a new national e-government portal, [www.turkiye.gov.tr](http://www.turkiye.gov.tr), which became operational in December 2008.

*Source: United Nations E-Government Readiness Knowledge Base, Eurostat.*

[\[Readiness\]](#) [\[Uptake\]](#)

[\[OECD E-Government Publications\]](#)

**REGULATORY MANAGEMENT**

Requirements for Regulatory Impact Analysis (RIA) processes used by central governments

	2005	2008
Quality reviewed by body external to Ministry preparing rules	No	Yes
Required for draft primary laws	No	Only for major regulation
Required for draft subordinate regulations	No	Only for major regulation
Required to quantify costs	No	Only for major regulation
Required to quantify benefits	No	Only for major regulation
Required to publicly release results	N/A	No

The 2005 and 2008 surveys of Indicators of Systems of Regulatory Management examined the extent of governance practices designed to improve the quality of regulation in OECD countries. Among the most important practices are: the use of regulatory impact analysis (RIA) to assess the cost and benefits of new regulation and the institutional oversight of the quality of regulations; and the design of programs to reduce the costs of administrative activities on business and citizens.

In 2008, Turkey passed regulatory reforms that represent significant steps towards the adoption of RIA. Full implementation of the formal arrangements that have been reported may take time. Turkey reports the existence of administrative burden reduction programmes over the last decade. While there is no general requirement for the quantitative measurement of administrative burdens, measurement is made for some specific burden reduction projects. Turkey reports, for instance, to have removed unnecessary procedures and documents in polyclinics in order to reduce waiting time in lines.

*Source: OECD Survey on Regulatory Management.*

[\[RIA\]](#) [\[Administrative simplification\]](#)

Regulatory Management Indicators: [www.oecd.org/regreform/indicators](http://www.oecd.org/regreform/indicators)

EU 15 reviews on Regulatory Reform: [www.oecd.org/gov/regref/eu15](http://www.oecd.org/gov/regref/eu15)

Background reports on Regulatory Reform: [www.oecd.org/regreform/backgroundreports](http://www.oecd.org/regreform/backgroundreports)

**Extent of programs for reducing administrative burdens at the central level of government**

	1998	2005	2008
Explicit programme exists	Yes	Yes	Yes
Includes quantitative targets	No	No	No

**Production costs** are a subset of total government expenditures, excluding government investment (other than depreciation costs), interest paid on government debt and payments made to citizens and others not in exchange for the production of goods and services (such as subsidies or social benefits). Production costs include compensation costs of general government employees, the costs of goods and services produced by private entities funded by government (intermediate consumption and social transfers in kind via market producers), and the consumption of fixed capital (indicating the level of depreciation of capital).

**Structure of government expenditures:** Data on expenditures are disaggregated according to the Classification of the Functions of Government (COFOG), which divides government spending into 10 functions. More information about the types of expenditures included in each function can be found in Annex B of *Government at a Glance 2009*.

**Employment characteristics:** The OECD averages refer to the following number of countries:

- Share of employees that are female: OECD-23
- Share of senior managers that are female: OECD-22
- Share of administrative positions filled by females: OECD-17
- Share of employees 50 years or older: OECD-25

**HRM Composites:** The indexes range between 0 (low level) and 1 (high level). Details about the theoretical framework, construction, variables and weighting for each composite are available at: [www.oecd.org/gov/indicators/govataglance](http://www.oecd.org/gov/indicators/govataglance).

- **Delegation index** gathers data on the delegation of determining the number and types of posts needed in an organization, compensation levels, position classification, recruitment and dismissals, and conditions of employment. This index summarises the relative level of authority provided to line ministries to make HRM decisions. It does not evaluate how well line ministries are using this authority.
- **Type of recruitment system index** includes policies for becoming a civil servant in general (*e.g.* competitive examination or direct application) and for recruiting senior civil servants, and systems for appointing entry-level positions and for allocating posts across departments. This index describes a spectrum of recruitment systems in place in OECD member countries. Countries scoring closer to 0 have career-based systems whereas countries scoring closer to 1 have more position-based systems. The index does not evaluate the performance of difference systems.
- The **performance assessment index** indicates the extent to which it is used in career advancement, remuneration and contract renewal decisions, based on the views of survey respondents. This index provides information on the formal use of performance assessments in central government, but does not provide any information on its implementation or the quality of work performed by public servants.
- The **performance-related pay index** looks at the range of employees to whom PRP applies and the maximum proportion of base pay that PRP may represent. This index provides information on the formal use of performance related pay in central government, but does not provide any information on its implementation or the quality of work performed by public servants.

**Budget Composites:** The indexes range between 0 (low level) and 1 (high level). Details about the theoretical framework, construction, variables and weighting for each composite are available at: [www.oecd.org/gov/indicators/govataglance](http://www.oecd.org/gov/indicators/govataglance).

- The **medium term budget perspective index** contains information on whether countries develop and present multi-year expenditure estimates in the annual budget, the number of years the estimate covers, how often estimates are updated; and whether there are multi-year targets or ceilings and how often these are revised. This index measures the extent to which countries have developed a medium-term perspective in their budget process. However, it does not evaluate whether this perspective has been effective at achieving budget outcomes such as fiscal discipline and allocative efficiency.
- The **performance budgeting index** contains information on what type of performance information is developed; the processes for setting goals and targets; the process for monitoring and reporting on results; and if and how performance information is used in budget negotiations and decision making processes by key actors including the central budget authority, the line ministries and politicians. This index examines the degree to which OECD member countries have put a performance budgeting system in place. However, it does not measure how successfully these systems operate in practice.
- The **executive flexibility index** contains the following variables: the extent to which lump sum appropriations are used; the number of line items in the budget; agencies' ability to carry-over unused budget allocations between years, borrow against future appropriations, reallocate between line items and keep efficiency gains; and constraints on the executive's ability to increase spending during budget execution. This index looks at the different levels of flexibility provided to the executive during budget execution. However, it does not measure whether this flexibility is used effectively or appropriately.

**E-Government:**

- The **UN e-government readiness index** ranges between 0 (low level) and 1 (high level). It measures the capacity of governments to implement and develop e-government services. Developed within the framework of the UN global e-government survey, the indicator consists of three sub-indices: (1) the web measure index, (2) the telecommunication infrastructure index and (3) the human capital index. The web measure index ranks countries based on the coverage, sophistication and availability of e-services and e-products. The index categorizes countries as having either an emerging, enhanced, interactive, transactional, or networked e-government presence. The telecommunication infrastructure index is a weighted average of 5 measures of ICT infrastructure capacity: PCs/100 persons, Internet users/100 persons, Telephone lines/100 persons, Broad-banding/100 persons and Mobile phones/100 persons. The human capital index is a weighted average of the adult literacy rate (two-thirds weight) and the combined primary, secondary and tertiary gross enrolment ratio (one-thirds weight).
- The e-government take-up by citizens indicator measures the percentage of individuals (aged 16-74) who used the Internet to interact with public authorities in the 3 months preceding the survey. Data are collected through Eurostat's annual Community Survey on ICT Usage in Households and by Individuals, and are only available for European countries.
- The e-government take-up by businesses indicator measures the percentage of enterprises using the Internet to interact with public authorities. Only businesses with 10 or more employees are included. Data are collected by national statistical offices based on Eurostat's annual Model Survey on ICT Usage and E-commerce in Businesses.