

A Study on the Role of Development Agencies in Reform and Policy Transfers in Turkey

Türkiye'de Reform ve Politika Transferlerinde Kalkınma Ajanslarının Rölü Üzerine Bir İnceleme

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ABSTRACT

The development agency model is recommended by the European Union (EU) to all candidate and member countries as an obligatory policy tool in eliminating regional development disparities. It is seen that since the beginning of the EU negotiations in Turkey, development agencies have started to be established through local governments in various provinces and their number is gradually increasing.

The development agencies, which were put into practice in 2006 with the Law No. 5449, are seen as a subject worth examining and discussing at this point. However, only addressing the inner workings of these structures and ignoring why and how agencies were established from a more general point of view is insufficient to explain development agencies. For this reason, it is necessary to look closely at the policies of the European Union and the Council of Europe, which implement the regionalization policy as one of its main objectives, to see what development agencies are. The reason for adopting such a method is development agencies are thought to be an example of policy transfer.

Keywords: Turkey, Development Agencies, Regional Development, Policy Transfer.

ÖZ

Kalkınma ajansları modeli Avrupa Birliği (AB) tarafından tüm aday ve üye ülkelere bölgesel kalkınma farklılıklarının giderilmesinde zorunlu bir politika aracı olarak önerilmektedir. Türkiye'de AB müzakerelerinin başladığı dönemden bu yana çeşitli illerdeki yerel yönetimler aracılığıyla kalkınma ajanslarının kurulmaya başlandığı ve sayılarının giderek arttığı görülmektedir.

5449 sayılı kanunla 2006 yılında uygulamaya konulan kalkınma ajansları bu noktada incelenmeye ve üzerinde tartışılmaya değer bir konu olarak görülmektedir. Ancak, sadece bu yapıların iç işleyişine değinmek ve daha genel bir bakış açısıyla ajansların neden ve nasıl kurulduklarını görmezden gelmek kalkınma ajanslarını açıklamakta yetersiz kalmaktadır. Bu nedenle, kalkınma ajanslarının ne olup olmadığını görebilmek için bölgeselleşme politikasını ana hedeflerinden biri olarak uygulayan Avrupa Birliği ve Avrupa Konseyi'nin politikalarına yakından bakmak gerekmektedir. Böyle bir yöntemin benimsenmesinin nedeni ise kalkınma ajanslarının bir politika transferi örneği olduğunun düşünülmesidir.

Anahtar Kelimeler: Türkiye, Kalkınma Ajansları, Bölgesel Kalkınma, Politika Transferi.

1. INTRODUCTION

The development agency model is recommended by the European Union (EU) to all candidate and member countries as an obligatory policy tool in eliminating regional development disparities. It is seen that since the beginning of the EU negotiations in Turkey, development agencies have started to be established through local governments in various provinces and their number is gradually increasing.

With the EU accession process, Turkey is in the process of abandoning the regional development policies based on the incentive system that it has been implementing for many years and entering into a new practice. This recent approach adopted by the EU to all candidate

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countries; prioritizes capital, private sector and regional competition. The main institution of this new approach is Regional Development Agencies. The principle purpose of Regional Development Agencies, which aim to eliminate regional development differences; to revitalize the economy in the region by providing services, to increase regional investments, to ensure the participation of the people of the region in development.

The Turkish public administration system has undergone a fundamental transformation in the process of full membership to the EU, through the Public Administration Basic Law of 2003 and the reform packages enacted in many areas. Removing these reform packages is considered a necessity for the country to become a full member of the EU.

Therefore, policy transfer is different from voluntary learning and is characterized as compulsory. Generally transferred topics are subject to five main classifications: policies, institutions, ideologies, behaviors and negative lessons.

We come across four basic elements in the policy process: 1) Who creates and transfers the policy? 2) Who accepts the policy? 3) What is the subject of the transfer? 4) How does the transfer take place? In this context, development agencies, which are the main subject of the study, will be examined as an example of policy transfer on the basis of institutions and Turkey's relations with two important international organizations, especially within the framework of EU membership. Because the transferred subject must be in accordance with the pursued political objectives.

Turkey, in the EU accession process, to abandon this habit of intervening from the top down, producing development policies at the desk without seeking the opinion of local administrations and local attention centers; this time, in line with the demands from the bottom up, it feels the need to develop policies specific to the region determined by participatory methods and to find new administrative structures to implement these policies.

In the general rationale of the "Draft Law on the Establishment, Coordination and Duties of Development Agencies", which was submitted to the General Assembly of the Assembly on 19.01.2005, the development plans made so far have been ineffective in reducing the interregional development level differences, have not had a chance to be implemented comprehensively and have reached the targeted development level. It has been explained that the development gap between regions in Turkey is very high despite the positive developments achieved.

2. CONCEPTUAL FRAMEWORK OF DEVELOPMENT AGENCIES

At the end of the Second World War, many countries, especially European countries, especially Western European countries, were adversely affected by the war and suffered heavy economic damage. In this context, the stagnation and uneasy atmosphere in the economy led countries to make more efforts to provide economic recovery and development (Ildirar, 2004: 5).

However, another important problem brought to the agenda of the countries by the Second World War was the differences in development between the regions. Thus, after the war, regional economy started to be accepted as a science in itself and more importance was given to regional economic problems (Kumral, 1993: 1-2).

This change of understanding necessitated applying some tools to ensure regional development (Ildirar, 2004: 16). Among them; regional development plans, strategic planning approach, regional incentive mechanisms, organized industrial zones, small industrial sites, free

trade zones, clusters (intraregional sectoral industry network), encouraging and supporting entrepreneurship, realization of public investments, micro loans and grants, one stop offices (onestop shops), total quality management, a local product application, technology (science) centers and technology development program, regional innovation and technology transfer strategies, incubators, convention centers, venture capital, regional marketing/inward investment and finally this development agencies, which are also the subject of this study, can be counted (Akpınar, 2006: 51).

For development agencies, the concept of "regional development agencies (RDA-Regional Development Agencies)" is often used in the literature. This concept can be seen as reasonable in that it expresses the fact that the agencies operate within a certain region with defined boundaries and especially in parallel with the international literature. However, in the Law No. 5449 on the Establishment, Coordination and Duties of Development Agencies, the concept of "development agencies" is used. For this reason, we find it appropriate to use the concept of "development agencies" in our study. On the other hand, in some parts of the study, the term "agency" is used for development agencies in order to ensure fluency.

It should be noted that the term "economic development agencies" is also used for the concept of development agencies in the doctrine (Kumral, 1994: 7). In addition, development agencies according to the country's political, administrative and geographical structure and priorities; It can appear under different names such as the Trade Support Center, the Business Advisory Center or the Regional Advisory and Information Center (Akpınar, 2006: 53).

When the institutional structures in Turkey are examined, it is seen that expressions such as "administration", "organization", "institute", "institution", "the presidency" are used.

Therefore, the concept of "agency" is an expression that we are not accustomed to the Turkish institutional structure. The real name of the institutional structure, sometimes known as the "national agency" in practice, is the "European Union Education and Youth Programs Center Presidency" as stated in the additional article 2 of the Decree Law No. 540 on the Establishment and Duties of the State Planning Organization.

"Agency²" in the dictionary of Turkish Language Institution; a. the organization dealing with news gathering and dissemination, b. the business line that promotes a commercial organization, transfers information about it and makes a profit in this way, c. the office where these business lines work, d. news bulletin on the old radio. In this respect, it can be thought that the name of the agency, in terms of its purely conceptual content and meaning, is a bit far from explaining the function and nature of the institutional structure created.

As a matter of fact, during the enactment process of Law No. 5449, the draft was subjected to criticism because of the name "agency" (Sayın, 2005: 273). Despite this, the fact that the legislator did not make any changes in this regard can be explained by the fact that the aim is to ensure parallelism with the international literature in this field due to being in the process of membership to the European Union, and the idea of preventing the institutional structure from being perceived as a traditional public institution is effective.

On the other hand, the word "agency", which comes from the French word "agence", in English dictionaries (Oxford University, 2000: 22); the Central Intelligence Agency). Therefore, the foreign language equivalent of the word agency expresses an institutional structure.

² Turkish Language Institution, <https://sozluk.gov.tr>, access date: 12.01.2022

The fact that the institutional structure created by the Law No. 5449 is called "development agencies" can be evaluated as a result of this meaning being increasingly accepted in Turkey.

As a matter of fact, the concept of "agency" was used in the Law No. 5523, which came into force after the Law No. 5449 and established a new institutional structure under the name of "Turkey Investment Support and Promotion Agency." This shows that the concept in question is no longer used in Turkey with its primary meaning in Turkish, instead the tendency to be used to express an institutional structure in line with its English meaning has gained weight.

3. DEVELOPMENT OF REGIONAL DEVELOPMENT AGENCIES IN TURKEY

Before discussing the development of regional development agencies in Turkey, it would be appropriate to give information about what kind of regional policy Turkey followed before the development agencies. In this direction, it is possible to evaluate the impact of regional development agencies in the country more clearly.

In Turkey, the economic developments that gained weight in some Western and Southern provinces for the raw material needs of developed countries led to the formation of unfavorable differences in the Eastern, Southeastern, Central Anatolia and Black Sea regions (Arslan, 2005: 288).

The most important goal of the regional development policies implemented within the framework of protectionist-interventionist economic policies in the 1950s is expressed as ensuring that the general economic development of the country is maintained in a balanced way. In order to maintain the economic development of the country, it is thought that a planned intervention in the regions is necessary in order to ensure the necessary capital accumulation, to use the country's resources optimally, and to increase the development level of the underdeveloped regions. With the establishment of the State Planning Organization in 1960, it is seen that development policies started to be made within the framework of a plan. Five-year plans have been put into practice since 1963, and regional policies have been started to be organized in this direction (Sevinç, 2015: 118-122).

Planned development policies in the 1970s directed the development differences in favor of the Western regions. In the 1980s, it is seen that private investment started in the Eastern regions. By the 1990s, problems such as security and increasing national competitiveness did not allow the role of the public sector to change (Arslan, 2005: 288).

It is seen that the development plans prepared by the State Planning Organization do not contribute to the reduction of regional inequalities as intended in practice, but on the contrary lead to an increase in the difference between regions (Sevinç, 2015: 122).

It is stated that the most important reasons for this are the ineffectiveness of local institutions independent from the center in Turkey and the inadequacy of the regional policies implemented by the center (Gündüz, 2013: 65). The absence of independent local institutions in Turkey and the limited powers of local units are also shown among the reasons that cause these policies to fail (Maç, 2006: 3).

The first studies on regional development agencies in Turkey started in the 1990s. Internal reasons such as development agencies coming to the agenda, failure of national development plans to achieve the targeted results and inability to eliminate regional imbalances; It arises from external reasons such as developments in the process of joining the European Union and

changes in regional development policies due to the change in the understanding of the region around the world (Özmen, 2008: 333-334). The transition process to regional development agencies in Turkey sets an important example for other developing countries (Hyman, 2008: 398).

Turkey met with regional development agencies in real terms when the EU candidacy was announced at the 1999 Helsinki Summit, and the development of RDAs in Turkey gained momentum after this period. The establishment of RDAs in the medium term was included in the Accession Partnership Document and legal arrangements for this process were started (Hasanoğlu and Aliyev, 2007: 81). In this process, it has become a priority to stimulate local specialization and entrepreneurship in order to reduce interregional imbalance, and to increase the use of local resources, to bring vitality to the regional economy and to increase competitiveness (Eryılmaz and Tuncer, 2013: 173).

In Turkey, NUTS (Regional Statistical Units) classification was made with the coordination of the State Institute of Statistics and the State Planning Organization in order to collect regional statistics, analyze the socio-economic conditions of the regions, determine regional policies and make the data comparable with the European Union (Eroğlu and Kum, 2010: 180).

The NUTS system was accepted by the Council of Ministers decision dated September 22, 2002, and numbered 4720, and then, in the Accession Partnership Document of 2003, it was decided to establish RDAs in order to benefit from financial aids (Hasanoğlu and Aliyev, 2007: 81). In this direction, it is seen that the most important factor in the activation of regional development agencies in Turkey stems from the European Union membership process. A draft law has been prepared to specify the structure of regional development agencies that will start operating in Turkey. In this respect, the Law No. 5449 on the Establishment, Coordination and Duties of Development Agencies was adopted on 25 January 2006 (Şahin, 2008: 38).

However, it entered into force after it was published in the Official Gazette on February 8, 2006 (Maç, 2006: 8). In article 1 of this law, the most important objectives of development agencies are; "To improve cooperation between public sector, private sector and non-governmental organizations; by ensuring the appropriate and effective use of resources and activating local potential; to accelerate regional development in line with the principles and policies envisaged in the national development plan and programs; ensure its sustainability; reducing interregional and intraregional development differences" (Cankorkmaz, 2001: 125). This shows that the RDAs in Turkey have the same goals as the RDAs established in the world. Among the duties and authorities listed in Article 5 of the Law, there is a statement such as "To carry out researches to determine the resources and opportunities of the region, to accelerate the economic and social development and to increase the competitiveness, and to support the researches of other individuals, institutions and organizations."

This law, which entered into force in 2006, caused controversy and an application was made to the Constitutional Court for its annulment. Annulment request was rejected in 2007 (Cankorkmaz, 2001: 125).

During the evaluation of the compatibility of RDAs in Turkey in the European Union candidacy process, it is necessary to examine whether the RDAs in Turkey contribute to the country's economy. As stated before, it is important to clarify whether the agencies give priority to regional development or to increase competition. For this, first of all, the current added values of the regions to the country's economies were researched, the data obtained were compared with the unemployment rates in the regions, and an attempt was made to comment on whether development could be achieved at the regional level.

4. DEVELOPMENT AGENCIES AS A MODEL IN TURKEY

Agencies, as included in the general view of the Law on the Establishment, Coordination and Duties of Development Agencies No. 5449, were announced in the Statistical Regional Units Classification (Level 2 / NUTS 2) in August 2002 with the decision of the Council of Ministers. Again in the Justification, the need for the realization of regions is mentioned in different policy documents (such as the 2003 EU Accession Partnership, the 58th and 59th Government Urgent Action Plan and the Preliminary National Development Plan). For example, it is stated in the Urgent Action Plan that the distribution of new service regions and units whose purpose is planning, coordination, implementation, monitoring and storage is aimed "to use the resources in place and more effectively, to reduce the development disparities between provinces and regions and to reduce the development differences between provinces and regions."

With the enactment of Law No. 5449 in 2006 and the regulation of development agencies as "intermediate units", this policy goal was achieved. After this process, which is our very short-form rules, a total of 26 development agencies became operational with the construction of the remaining 16 in 2009.

It carries out the completion of an activity that will allow a general assessment of the model through the will of the development agencies. In this section, the organization of the development agency in Turkey will be briefly evaluated under a few sub-titles in terms of the objectives specified in the general evaluation of the Law. It should be noted that for this purpose, it is not aimed to examine the reasons for the emergence of the agency model or to evaluate the success of the agencies in general.

The adoption of the local and immediate economic growth direction, which gained weight with the Neo-Liberal perspective in the 1980s, globalization, and the understanding that the EU has the potential of every region in which it lived in the 1990s, has changed the goals and means of development. For this reason, regional development chambers have changed the sovereignty of their own regions of the regions in a way that will ensure the duration of their action as independent units and the leadership of the private sector in this movement (Turan, 2005: 159; Yılmaz, 2011: 33).

Turkey met with development agencies for the first time at the end of the 1999 Helsinki Summit, where its EU membership candidacy was registered (Hasanoğlu and Aliyev, 2006: 81).

The Undersecretariat of the State Planning Organization, which forms the basis of the Accession Partnership Document, the framework of economic and social harmonization with the EU and includes the 2004-2006 period, had foreseen the establishment of RDAs within the framework of the Preliminary National Development Plan (DPT, 2003a: 127; Dinler, 2008: 352).

In the Urgent Action Plan of the 58th Government, it was envisaged to establish RDAs in the code no.-37 of the Public Administration Reform (KYR) in cooperation with the Ministry of Interior under the responsibility of the DPT in 6-12 months. It has been shown that the distribution of resources from the center causes waste with unnecessary and inefficient investments, and the increase in inter-regional and inter-provincial development disparities as a necessity for the establishment of agencies. In this context, it has been stated that new service regions and units will be created at the sub-region level, taking into account the EU Statistical Region Levels (NUTS), in order to use the resources in place and more effectively, to reduce inter-provincial development disparities and to strengthen local governments. It has been stated that policies to reduce inter-regional development disparities will be carried out by the central

government, and efforts to eliminate inter-provincial development disparities will be carried out by "service regions." In this system, the central government would not directly allocate funds to small-scale projects at the local level, but agencies would organize investments according to local needs (58th Government AEP, 2003: 34-35). In the 59th Government Program, which declared that they will continue the 58th Government Urgent Action Plan, the statement "regional development will be given importance and social infrastructures will be strengthened" (Apan, 2004: 51); however, the expression of establishing agencies to mediate regional development has not been encountered.

To cooperate with companies, non-governmental organizations and local authorities in the geographical region/area they cover, which are not included in the previous administrative structure in Turkey (Apan, 2004: 39) , which constitute a new level with public or semi-public characteristics, and which are established under private law with special laws and regulations. targeting development agencies (Demirci, 2003: 3) came to the fore in Article 25 of the Draft Public Administration Basic Law⁹ (KYTKT) dated 25.04.2003. According to this article; "In accordance with the National Development Plan (Classification of Statistical Regional Units) , conducting research at the IBB-2 level, creating development strategies with participatory methods, ensuring inter-provincial coordination, increasing cooperation between public, private sector and non-governmental organizations, accelerating regional development and supporting private entrepreneurship. Regional development agencies are established for this purpose. The establishment, duties and activities of the Regional Development Agencies and their relations with the central government are regulated by law.

In other drafts of KYTKT, there were no expressions about development agencies (Güler, 2005: 3); however, the preparation of another law titled "Draft Law on the Establishment of Regional Development Agencies" (Demirci, 2003: 3) has been mentioned. On 19.01.2005, the Draft Law on the Establishment, Coordination and Duties of Development Agencies was submitted to the Presidency of the Grand National Assembly of Turkey. The related Draft was included in the lists of EU Harmonization Commission, Internal Affairs Commission, Justice Commission and Plan and Budget Commission as the main commission on 28.01.2005 (Güler, 2005: 4). The Draft discussed at the Public Administration Reform Environment and Regional Development Agency Symposium organized by TMMOB Chamber of Environmental Engineers and Local Research Assistance and Education Association; it has been criticized that 1.) development agencies cannot be considered independently from other public administration reforms, 2) although they are development-related units, they cannot improve the country economically and socially, 3.) even drag them into a federal structure.

5. REGIONAL DEVELOPMENT AGENCY EXPERIENCES IN TURKEY

Regional policies in Turkey first started with development planning in the 1960s and were included in eight development plans. The main purpose of development plans is to close the interregional development gap. However, the policies implemented for the realization of the targets envisaged in the development plans have not eliminated the regional imbalances, on the contrary; they have increased them. The lack of independent local institutions in Turkey and the limited functions of the local units of the central institutions reduce the effectiveness of the policies implemented.

As it is known, the globalization process has necessitated the development of unique processes and tools in many subjects with the structural adjustment policies it has brought. In this process, it was stated to Turkey that regional planning should be handled with a new understanding by the EU and that the RDAs are the tool for this, and the issue was mentioned for the first time within the scope of the work to be done in the medium term in the Accession

Partnership Document in the process of full membership negotiations with the EU. For this reason, statistical regional units at three levels have been established throughout the country in order to conduct socio-economic analysis of regions, determine regional policies and create a database comparable to the EU Regional Statistical System. In this classification, there are 81 statistical regional units within the scope of Level 3 and they are at the provincial level. Each province defines the statistical regional unit, Level 2 statistical regional unit is defined as a result of grouping the neighboring provinces within the scope of Level 3 and there are 26 units. Level 1 statistical regional unit is defined as a result of grouping Level 2 statistical regional units and there are 12 units. RDAs are units to be established in 26 different regions at Level 2, whose centers are also specified in this classification. The creation of these statistical regional units is considered as one of the steps taken within the scope of harmonization with the EU.

The first discussions on the concept of regional development agency in Turkey started in the 1990s. The purpose of starting this process in Turkey is to accelerate the process of joining the European Union as well as the internal development dynamics of the expected localities in the country. However, most of these examples remained at the project stage or ended due to problems at the beginning of the implementation. There are a few applications made in this regard in Turkey.

GAP – Entrepreneur Support and Guidance Centers (GIDEM)

GIDEMs were put into service in the provinces of Adıyaman, Diyarbakır, Gaziantep, Şanlıurfa and Mardin on September 15, 1997, within the framework of the program of strengthening integrated regional development and reducing socio-economic inequalities in the GAP Region. This project was completed on March 31, 2002. The project was carried out in cooperation with the GAP Administration, the Union of Turkish Chambers of Commerce, Chambers of Shipping and Commodity Exchanges, the Development Bank of Turkey and the Small and Medium Industry Development and Support Administration.

The aim of GIDEMs is to encourage investment and entrepreneurship in their regions and to provide the necessary consultancy services in order to attract domestic and foreign capital to the region. While promoting the development of the region by providing consultancy services for entrepreneurs to participate in the business and investment environment created by the GAP, it also aims to be active in the development of workforce, production and technology. In line with these goals, GIDEMs provide consultancy services to investors who want to benefit from the benefits that the GAP will bring to the region, on how to make the investment and where to make it, establishing a business, developing an existing business, and establishing partnerships with other domestic and foreign investors. In this respect, new job opportunities have been provided through the transformation of the characteristics and resources of the region where they are located, apart from the information services provided to entrepreneurs and existing businesses, by carrying out micro-scale and social-purpose projects.

Aegean Region Development Agency

It is a development agency established within the Aegean Region Development Foundation (EGEV). EGEV was established in 1992 in order to accelerate the economic development of Izmir and the Aegean region, to increase the interest of domestic and foreign investors in the region, to promote and encourage them, and to cooperate with other institutions and organizations of the region with the same purpose. Aegean Region Development Agency (EBKA) started its establishment studies in 1993. At this stage, EBKA received support and consultancy services from France and various development agencies in Europe. EBKA

basically has two main strategies. These; to introduce Turkey, to introduce Izmir, the Aegean region. Some of the objectives of EBKA are as follows: To create a common development strategy by taking into account national targets in line with common goals and interests, by cooperating and joining forces with the Aegean region.

To take the lead in expanding the powers of local governments and gaining financial autonomy. To determine regional interests, goals and objectives in order to evaluate local potentials. To create plans, projects and strategies within the framework of these goals. To continue the initiatives towards the realization of these plans, projects and strategies. To provide technical consultancy services for foreign companies' investments in the region. To determine the investment opportunities of the provinces of the region and to prepare promotional documents for foreign investors in this regard.

Mersin Development Agency

It was established within the body of Mersin Chamber of Commerce and Industry (MTSO) to determine local and national development strategies in Turkey. In the establishment phase of Mersin Development Agency, which was established in 1886 and became operational in June 2002 within the body of Mersin Chamber of Commerce and Industry, which is one of the oldest chambers in Turkey; Consultancy and information support was received from EURADA, Info Murcia, Shannon and Alsace Development Agencies. The main purpose of this agency is to ensure the economic, social and cultural revival and development of Mersin and to increase the quality of life.

The duties of Mersin Development Agency can be listed as follows: Developing all kinds of infrastructure. To direct public institutions and organizations, international organizations and non-governmental organizations for the development of the region and to create local development policies. Conducting strategic research, attracting national and international investors to the region, providing information and guiding. To transfer information between foreign and domestic companies, to develop SMEs and to increase their competitiveness, to support outsourcing activities. Planning reciprocal visits, fairs and business delegations.

To operate the European Union Local Information Office and to support EU integration. Scientific, economic, social and cultural studies, conferences, seminars, panel discussions, exhibitions, festivals, etc. organizing activities. To create a knowledge bank for the development of Mersin, to publish various documents for regional and agency needs.

Eastern Anatolia Project Economic Development Agency Proposal

It is the proposal of the Economic Development Agency (EKA), which is included in the Eastern Anatolia Project of the State Planning Organization. In the project, six basic principles were determined in the establishment of the EDA. These principles are; Regionalism, Publicness, Autonomy, Complementarity and Participation.

The agency, whose main field of activity was determined as industry and service sectors, was given the duties of informing, guiding and monitoring investors and businesses on investment and financing issues. In order to fulfill these duties, EKA should be given authorizations regarding obtaining information, affiliates and financial internal functioning. The organizational form of the EKA; the board of directors, the chairman, four departments under the chairman, and promotion offices opened in and outside the region. In the project, it is suggested that the number of personnel in the central unit should be 50 and 3-4 in the offices.

Central Organization of EKA; promotion and investment attracting, venture support, real estate and human resources departments. Public revenues were taken as the basis for the financing of the agency. However, it has been suggested to use the financing resources available in the existing RDAs in EDAs as well.

6. THE NEED OF REGIONAL DEVELOPMENT AGENCIES IN TURKEY

Regions are spatial parts that differ from each other in many ways, such as physical, economic and/or social structure, which are smaller than the whole of the country. Both the characteristics of the region and the unevenly distributed economic investments in the country cause the formation of regions with different levels of development, and this difference leads to the emergence of regions that are economically weaker, with lower living standards and income levels (Çamur, Gümüş, 2005: 147).). Turkey is also a country where such a regional imbalance is felt intensely. The reasons for these interregional imbalances/differences in Turkey are; geographical conditions of the regions, trained manpower, applied development models, infrastructure capacity, proximity to the market and markets (Eşiyok, 2009: 104).

In this context, human, social, etc. of our underdeveloped and developed regions. Institutional structures for local development are needed in order to accelerate the development of our country and increase its competitiveness by activating its potentials in these areas. This need has not emerged recently, the need for an institutional structure in the form of a development agency in order to ensure local and regional development was revealed both in the first BYKP prepared in 1963 and in the later BYKPs, but since the institutional structure envisaged in these plans could not be achieved until recently, the desired level of success could not be achieved and regional differences and imbalances could not be eliminated (DPT, 2010: 18). Today, it is accepted that a consistent policy should be implemented in the face of these imbalances and that at least some of the inequality between developed and undeveloped regions should be eliminated. It is necessary to raise the living standards in the underdeveloped regions without reducing the development rates of the developed regions and to establish a balance by ensuring a harmony between the development rates of the various regions (Karaman, 1995: 56). For these reasons, Regional Development Agencies, which will benefit both the country's development and regional development, were established by the DPT with an organizational model unique to our country, taking into account the political, administrative, social and economic conditions of our country, examples from other countries and the perspective of EU membership (DPT, 2010: 18).).

Even though it is the subject of many debates in terms of local politics and administration, the concepts of "competition" or "competition" come first among the issues that contemporary democracies and developed countries emphasize on local politics (Çukurçayır, Karakoç, 2010: 643). These discussions are undoubtedly important for Turkey as well. In this context, it is envisaged that the RDAs, which will enable our regions to "compete" more powerfully both among themselves and with other regions in the world, on more equal terms, will be established in 26 regions specified in Level-2 together with the law numbered 5449 adopted in 2006. In this context, 26 development agencies operate today. These; Ankara KA (Development Agency) , Ahiler KA, North Anatolia KA, Eastern Black Sea KA, İzmir KA, Çukurova KA, Eastern Anatolia KA, Central Anatolia KA, Central Black Sea KA, East Marmara KA, Istanbul KA, South Marmara KA, Mevlana KA, Northern Aegean NA (Name changed to Zafer KA.) Silk Road KA, Bursa Eskişehir Bilecik KA, Western Black Sea KA, Western Mediterranean KA, Eastern Mediterranean KA, Dicle KA, Northeastern Anatolia KA, Karacadağ KA, Thrace KA, Southern Aegean KA, Fırat KA is Serhat KA.

7. REFORM AND POLICY TRANSFER IN TURKEY

Many policies from the world have been transferred to Turkey. One of the first examples of transfer, perhaps the most important, is customization. When he looked at the privatizations, the protectors of the foreign powers and the situation of the country in Turkey, their needs were differentiated and the privatizations emerged on January 24, 1980, under the leadership of Prime Minister Turgut Özal. Inspired by the liberal economic policies implemented by Margaret Thatcher, who came to power in England in 1979, Özal started the provision of privatization in Turkey in 1984. Thus, Turkey became the first country among developing countries to start implementing liberal economic policies. It has been determined that the reason why the transfer of privatization policy is run is the result of a group of liberalization policies that have had an international voice effect such as the IMF and the World Bank in this policy and have supported these expectations. However, why these policies were transferred did not remain within this scope, the fact that these policies were a necessity for Turkey was also considered. In other words, the government has taken the first step for these intense policies, and they will be implemented together with consumers in foreign powers (Sezgin, 2015: 5-7).

In Turkey, “development agencies” that entered immigrants in 2006 with Law No. 5449 is also an example of policy transfer. In the fifth article of the Law in question, the regulations of the agencies are regulated as follows: To monitor the structures organized by the public-private-civilian sector in the region and to develop cooperation, to use the resources allocated to it in accordance with the regional plan and programs, to be in the departments for covering the environment, To promote the investment discussion in the regions nationally and internationally, to follow all kinds of administrative affairs and management of those around and to support new entrepreneurs in small and medium businesses. When the agencies in the EU and agencies in Turkey are compared, a great similarity is seen, so the “imitation” method, which is one of the policy transfer methods, was used. The policy transferred in the imitation method is not taken down to the smallest detail, but it does not differ much from the original (Övgün, 2007: 247; Kutlu, 2003: 98).

8. CONCLUSION

Understanding policy transmission is important for Turkey. For this reason, how and from which enterprise the policies of "Privatizations", "Development Agencies", "Public Servants Ethics Committee", "Family Medicine" and "Urban Transformation" were not derived from the examples included in the study. In this context, while "Privatizations" were transferred by foreign and internal powers due to compulsory needs, while "Development Agencies" were transferred, the imitation method was used due to their similarity with the agencies they took. In the "Public Ethics Committee" legislation procedure, more than two national legislations were used and it was determined that the "hybridization" method was used for this reason. Attention was paid to the similarity of health policies with the original policies, and for this reason, the "imitation" method was used. If the last example dominates the housing policy, it has been determined that the "Urban Transformation" practices in the housing area are different from the practices brought by the practices, that other states act for the purpose of light only when starting temporary performance practices, and then by taking into account the regional characteristics in environmental protection, and therefore it is one of the transfer methods. Accessories in which the “impact” method is used.

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