

Periodical Comparison of Strategic Plans:

Antalya Metropolitan Municipality Case

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Abstract

In this study, it has been aimed that the first three strategic plans of the Metropolitan Municipality of Antalya prepared for the periods of 2007-2011, 2010-2014 and 2015-2019 are evaluated and compared. In literature review, strategic planning concept is introduced, and legislative developments related to the strategic planning in Turkish Public Administration are summarized. In order to evaluate and compare the first three strategic plans of Antalya Metropolitan Municipality, an evaluation set of 50 questions has been used with respect to the acts, regulations and guides in relation to the implementation of strategic planning in Turkish public organizations. These criteria have been grouped under five titles as preparation process, situation analysis, future outlook, cost-analysis and control/evaluation process. Then the strategic plans prepared by Antalya Metropolitan Municipality for three periods as 2007-2011, 2010-2014 and 2015-2019 have been reviewed and evaluated based on the evaluation set of 50 questions.

As a result of the research, it has been observed that the metropolitan municipality of Antalya has gained considerable amount of experience in the strategic planning since the implementation of its first strategic plan in 2007.

Key Words: *Antalya Metropolitan Municipality, Strategic Planning, Public Management.*

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1. Introduction

Emerging of strategic concepts in the field of business management takes place after the World War II. The process starting as planning continued as budget and financial control, long-term planning, commercial strategic planning, common strategic planning and strategic management (Cevik, 2010, pp.138-139; Parlak and Sobaci, 2010, pp.300-301).

Strategic management is defined as a science and art to formulate, implement, control and evaluate the decisions which are made to accomplish organizational aims (David, 2001, p.5). Strategic management analyzes the goals of which an organization aims to reach, and the process for success (Barry, 1986, p.10). Strategic management includes both determination of strategies toward organizational aims and control of their implementation and the success of the process. Therefore, strategic management concept is considered as the aggregation of managerial decisions and activities to guide the long-term performance of an organization (Hunger and Wheelen, 2007, p.2).

Strategic management is a tool for an organization to reach its goals by developing effective strategies, and planning, implementation and control of these strategies. In other words, strategic management is a discourse field which analyzes what an organization should do and what kind of strategies it should apply in order to survive within a competitive environment. Therefore, the main purpose of strategic management is to determine and apply strategies, and control the outcomes.

As one of the reflections of strategic management approach, strategic planning Strategic planning is defined briefly as the determination of what should be done today in order to have tomorrow (Tumer, 1993, p.90). It is described as a disciplined work to determine what an organization is and what and why it does, and also to make main decisions and carry out activities as a guide (Bryson and Alston, 2004, p.3). Strategic planning is the long-term plans made by top-managers in order to reach the positions determined in the goals and missions of an organization. Therefore, it is the cluster of decisions to affect the long-term success of an organization (Eren, 2005, p.4). Actually, strategic management and strategic planning concepts are used in the same meaning, especially in the implementation. That is why strategic planning includes planning for both application and control phases. On the other hand, some researchers approach

strategic management as a developed form of strategic planning (e.g; Liou, 2000, p.462; Toft, 2000, p.4; Eadie, 2000, p.124; Wilson, 1998, p.507).

Strategic planning is also described as a result-oriented method like a road map which indicates the distance between present and future positions of an organization, and includes directions and activities to be accomplished, and check points during the journey. Strategic planning is also considered as efforts disciplined in order to determine important decisions which affect the quality and direction of organizational and managerial activities under specific conditions (Cevik, 2010, p.144).

Many organizations including public organizations have started to apply strategic management especially in the second half of 20th century. Twentieth Century was a period in which a fast transformation went through in many aspects. Private and public organizations had to adapt themselves to meet the changing and increasing demands of customers and citizens.

2. Strategic Planning In Turkish Public Administration

Inclusion of strategic planning in Turkish Public Administration has started with the Public Financial Management and Control Act 5018 on December 24th 2003. In the Act, strategic plan is defined as a plan which includes short and long term aims, main principles and policies, targets and priorities, performance criteria of the public organizations, the methods and resource distribution to reach these requirements. By means of that Act, some responsibilities have been imposed on public organizations in terms of strategic planning such as determination of mission and vision statements, strategic aims and measurable targets, conduct performance evaluations in the line of predetermined aims and indications, preparation of strategic plan, and attribution of budgets on strategic plans, annual aims and performance indications in order to provide public services in preferable quality and level.

In addition, the act has authorized the State Planning Agency (DPT) to determine the methods and principles of strategic planning process for public organizations. DPT has prepared a Strategic Planning Guide in 2003, which was revised in 2006, to help and direct the strategic planning process in the public organizations. This guide presents a

general framework for strategic planning process and the scope and content of the strategic plans. According to the guide, main purposes of strategic planning are to (i) provide financial discipline in macro-level, (ii) distribute the resources according to strategic priorities, (iii) control the efficient use of resources and (iv) develop the accountability (DPT, 2003, p.2). Later in 26 May 2006, a regulation has been issued in relation to implementation of strategic planning in public organizations. In the regulation, a schedule has been determined for public organizations to prepare strategic plans.

Municipalities have come to the forefront in terms of public-service provision because of some causes such as the increase in the urban population, constantly-increasing and changing social demands and emerging of subsidiarity principle. Accordingly, municipalities have tried their best to take advantage of new management approaches (Azaklı, 2002, p.418; Yüksel, 2002, p.36; Öztop, 2007, p.107). As one of the new managerial tools, strategic planning is considered important in terms of determination of service priorities and resources, efficient use of resources, and minimization of costs for a specific period (Yüksel, 2002, p.32). These aims have been reflected on the recent legislations and regulations. The Metropolitan Municipality Act, 5216 includes the preparation of strategic plan as one of the tasks of metropolitan municipalities. The act also requires mayors to manage municipalities according to strategic plans. The Municipality Act 5393 requires strategic plan to be prepared and followed by mayors after being discussed and approved in the municipal council. The act 5393 has required municipalities to determine and perform their activities with respect to their strategic plans.

3. Comparison Of The Strategic Plans Of Antalya Metropolitan Municipality Which Were Prepared For The Periods Of 2007-2011, 2010-2014 And 2015-2019

3.1. Purpose, Scope and Methodology of the Study

Purpose of this study is to examine the first three strategic plans of Antalya Metropolitan Municipality for the periods of 2007-2011, 2010-2014 and 2015-2019, and to determine the development in the strategic plans according to the criteria in the acts,

regulations and guides in relation to the implementation of strategic planning in Turkish Public Administration. As general information about the strategic plans, periods of them, titles of strategic planning team directors, and number of the team members are indicated in Table 1.

Table 1: General Information about the Strategic Plans of Antalya Metropolitan Municipality

ANTALYA METROPOLITAN MUNICIPALITY	Period	Director of Strategic Planning Team	Members in the Team
1. Period Strategic Plan	2007-2011	Assistant Secretary General	>15
2. Period Strategic Plan	2010-2014	Assistant Secretary General	>15
3. Period Strategic Plan	2015-2019	Non Available (N.A.)	N.A.

In order to compare the strategic plans, an evaluation set of 50 questions has been determined with respect to the acts, regulations and guides in relation to the implementation of strategic planning in Turkish public organizations. These criteria have been collected under five titles as preparation process, situation analysis, future outlook, cost-analysis and control/evaluation process (Table 2). Then, the strategic plans which have been prepared and implemented by Antalya Metropolitan Municipality for the first three periods as 2007-2011, 2010-2014 and 2015-2019 have been reviewed and evaluated based on these criteria.

Table 2: Distribution of the Criteria determined

CRITERIA GROUPS	NUMBER OF CRITERIA
PREPARATION PROCESS	6
SITUATION ANALYSIS	5
Internal Analysis	4
Environmental Analysis	4
FUTURE-OUTLOOK	
Mission	4
Vision	4
Core Values	4
Aims	4
Targets	4
Strategies	3
COST ANALYSIS	4
CONTROL & EVALUATION	4
TOTAL NUMBER OF CRITERIA	50

The criteria obtained from the legislations have been transformed into brief questions which might be replied with YES (+) or NO (-). Information in the strategic plans which have been obtained from the web site of Antalya Metropolitan Municipality have been reviewed and evaluated according to the evaluation set of 50 questions. The lines in the Tables (from Table 3 to Table 9) indicate evaluation criteria, and the columns indicate the evaluation of related strategic plan. The sign (+) means that the strategic plan meets the criteria in that line whereas the sign (-) means that the strategic plan does not meet the criteria.

3.2. The Findings of the Evaluation

3.2.1. Preparation Process of the Strategic Plans

Table 3: Evaluation for Preparation Process

		<i>STRATEGIC PLANSANTALYA METROPOLITAN MUNICIPALITY</i>		
		1. PERIOD	2. PERIOD	3. PERIOD
<i>QUESTIONS FOR PREPARATION PROCESS</i>				
1	Does the plan cover five-year period?	+	+	+
2	Were the personnel assignments made for the strategic planning team?	+	+	+
3	Is the head of strategic planning team at the top management level?	+	+	-
4	Are the members of team from various specialties?	+	+	-
5	Are all municipal departments represented in the strategic planning team?	+	+	-
6	Is there any planning and schedule in relation to strategic plan preparation?	+	+	+

As a result of examination of the preparation processes in the first three strategic plans of Antalya, it might be stated that Antalya Metropolitan Municipality has realized the importance of preparation process for strategic planning. However, it is observed that the third strategic plan does not have any information about the strategic planning team (Table 3).

3.2.2. Situation Analysis

Table 4: Evaluation for Situation Analysis

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR SITUATION ANALYSIS (A)</i>		1. PERIOD	2. PERIOD	3. PERIOD
1	Is there any information regarding history of the municipality, its transformations, significant structural formations?	+	+	+
2	Are the responsibilities and legislations in relation to the municipality included in the strategic plan?	+	+	+
3	Have the stakeholders of the municipality been determined within the strategic planning?	+	+	+
4	Were the stakeholders grouped/classified?	+	+	+
5	Is there any methodology (schedule, evaluation, reporting, and responsibilities) in order to have stakeholders' opinions?	+	+	+

As for situation analysis process, it is observed that all of the strategic plans meet the first five criteria of the situation analysis (Table 4).

Table 5: Evaluation for Internal and Environmental Analyses

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR SITUATION ANALYSIS (B)</i>		1. PERIOD	2. PERIOD	3. PERIOD
<i>B.1. Internal Analysis</i>				
1	Are the organizational structure, significant changes, changing requirements included in the strategic plan?	+	+	+
2	Are number, distribution, educational level, qualification and experiences of the municipality personnel indicated in the strategic plan?	+	+	+
3	Is there any information about technological sub-structure and vehicles of the municipality?	+	+	+
4	Are financial resources, budget-size, vehicle and	+	+	+

		STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY		
QUESTIONS FOR SITUATION ANALYSIS (B)		1. PERIOD	2. PERIOD	3. PERIOD
	building inventory and other assets taken care of in the strategic plan?			
B.2 Environmental Analysis				
1	Are environmental developments in Turkey and abroad in the service activities of the municipality determined in the strategic plan?	+	+	+
2	Have major inclinations and problems around the municipality been determined and taken care of?	+	+	+
3	Are national programs (such as development plans, middle and long term programs) considered?	-	-	-
4	Have a SWOT analysis been performed and the strengths, weaknesses, obstructions and threats of the municipality determined?	+	+	+

In three strategic plans of Antalya Metropolitan Municipality, criteria regarding internal analysis are met completely. However, there is one missing issue in all three strategic plans in terms of environmental analysis: national programs on long-term (such as development plans, middle and long term programs). All three strategic plans do not include any information in relation to national programs regarding the service area and activities of the municipality (Table 5).

3.2.3. Future-Outlook

Table 6: Vision, Mission and Core Values

		STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY		
QUESTIONS FOR FUTURE-OUTLOOK (A)		1. PERIOD	2. PERIOD	3. PERIOD
A.1. Mission Statement				
1	Does mission statement include the purpose of existence of the municipality?	+	+	+
2	Does mission statement include the service area of the municipality?	+	+	+
3	Does mission statement cover the services and/or products which are provided by the municipality?	+	+	+
4	Is mission statement clear, meaningful and efficient?	+	+	+
A.2. Vision Statement				
1	Is vision statement brief and easy to remember?	+	+	+
2	Is vision statement unique?	+	+	+
3	Is vision statement assertive?	+	+	+
4	Does vision statement describe the successes and ideals for future?	+	+	+
A.3. Core Values Statement				
1	Are the core values clear and certain?	+	+	+
2	Do the core values support the system and processes for the municipality to achieve its vision?	+	+	+
3	Do the core values define the working philosophy of the municipality?	+	+	+
4	Are the core principles, standards and ideals included in the core value statement?	+	+	+

It has been determined that all the strategic plans of Antalya Metropolitan Municipality conform to the criteria in relation to vision, mission and core value statements within future-outlook process (Table 6).

Table 7: Aims, Targets and Strategies

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR FUTURE-OUTLOOK (B)</i>		1. PERIOD	2. PERIOD	3 PERIOD
B.1. Aims				
1	Do the aims support the mission of the municipality?	+	+	+
2	Do the aims conform to the mission, vision and core values of the municipality?	+	+	+
3	Are the aims clearly defined?	+	+	+
4	Do the aims cover middle-term time period?	-	+	+
B.2. Targets				
1	Are the targets completely clear and understandable?	+	+	+
2	Are the targets measurable (quantity, time, quality or cost)?	+	+	+
3	Are the targets result-oriented?	+	+	+
4	Is there any time schedule for the targets?	-	+	+
5	Do the targets conform to vision, mission, core values and aims?	+	+	+
B.3. Strategies				
1	Do all strategies and targets conform each other?	+	+	+
2	Are there strategies to enable for the municipality to achieve its aims and targets?	+	+	+
3	Do the strategies reply what should be done to achieve aims and targets?	+	+	+

In terms of aims, targets and strategies, all three strategic plans of the municipality have met almost all criteria excluding one in the aims section, and one in the targets section (Table 7). The aims in the first strategic plan did not cover a middle-term period; most aims covered 5 year-period which was the total period of strategic plan. Also, the first strategic plan did not include any time schedule for the targets determined. It is observed that those issues have been corrected in the second and third strategic plans.

3.2.4. Cost-Analysis

Table 8: Cost Analysis

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR COST ANALYSIS</i>		1. PERIOD	2. PERIOD	3 PERIOD
1	Are there alternative activities/projects to achieve the target?	+	+	+
2	Are the importance of the activity/project described in terms of success?	+	+	+
3	Has the cost for each target/aim been determined?	-	-	+
4	Have the cost of aims in the strategic plan been determined for one year and five-year periods?	-	-	+

First and second strategic plans of Antalya Metropolitan Municipality did not include costs for the aims and targets, therefore there was no cost determined for these strategic plans (Table 8). In the third strategic plan, it has been observed that the costs for aims and targets have been included, and the total annual costs for the strategic plan have been indicated.

3.2.5. Control and Evaluation

In terms of control and evaluation criteria, it has been determined that the first strategic plan did not have any information about the collection of critics, and the methodology to review and evaluate the problems which might arise during the implementation of the strategic plan (Table 9). However, second and third strategic plans include information how the strategic plan will be reviewed and revised.

Table 9: Control and Evaluation

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR CONTROL AND EVALUATION</i>		1. PERIOD	2. PERIOD	3. PERIOD
1	Have responsible personnel/departments been determined for each aims/targets in the strategic plan?	-	+	+

		<i>STRATEGIC PLANS ANTALYA METROPOLITAN MUNICIPALITY</i>		
<i>QUESTIONS FOR CONTROL AND EVALUATION</i>		1. PERIOD	2. PERIOD	3. PERIOD
2	Is there any time schedule or deadlines for the aims/activities?	+	+	+
3	Is there any information about the collection of findings in the implementation period of strategic plan?	-	+	+
4	Is there any information regarding methodology to review and evaluate the problems during implementation of the strategic plan?	-	+	+

4. Conclusion

Some causes such as increasing social requirements, population increase in urban areas and subsidiarity put municipalities to the forefront in public-service provision and led them to new managerial tools. Strategic planning is one of these tools which has been imposed on municipalities in Turkey since 2006. Strategic planning has been included in the Public Financial Management and Control Act 5018 in 2003, in the Metropolitan Municipality Act 5216 in 2004, in the Provincial Special Administration Act 5302 in 2005 and in the Municipality Act 5393 in 2005. The Act 5393 has required municipalities to determine and perform their activities with respect to the strategic plans they prepared.

State Planning Agency (DPT) published a guide in 2003 (revised in 2006) in order to guide public organizations in the implementation of strategic plan. In 2006, a regulation has been issued in relation to the implementation of strategic planning in public organizations, and a schedule has been determined for that purpose. Today, the municipalities have prepared and applied their third-period strategic plans since 2006.

In this paper, first three strategic plans of Antalya Metropolitan Municipality for 2007-2011, 2010-2014 and 2015-2019 have been reviewed and evaluated according to the criteria obtained from the acts, regulations and guides in relation to the implementation of strategic planning in Turkish Public Administration.

The findings indicate that in the third strategic plan related to 2015-2019, Antalya Metropolitan Municipality has straightened almost all the problems observed in the first and second strategic plans and has gained an extensive experience in the preparation of strategic plan. Nevertheless, it is observed in the third strategic plan that the strategic planning team has not been included. It is important to include the names of strategic planning team in the strategic plan since it enables the team to adopt, maintain and develop the plan eagerly. In addition, it is also determined that all three strategic plans do not include any information in relation to national programs in the long-term regarding the service activities and areas of the municipality (such as development plans, middle and long term programs). It is important to include and consider these types of information which were specified by the central government in relation to the service area, in the phase of environmental analysis.

As a recommendation for further research, it is advised that the aims and targets issued in the strategic plans be evaluated in terms of their implementation in the service area of the Municipalities.

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