

TÜRKİYE VE BANGLADEŞ YEREL YÖNETİMLER SİSTEMİ ÜZERİNE BİR DEĞERLENDİRME*

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Öz: Türkiye ve Bangladeş iki Müslüman ülkedir ve uzun süredir ikili ilişkileri oldukça iyi durumdadır. Günümüzde bu ülkelerin her ikisi de diplomasi, ticaret, göç, eğitim, savunma gibi birçok alanda çeşitli sektörlerdeki işbirliğini artırmayı amaçlamaktadırlar. Bu çalışma söz konusu bu ülkelerin yerel yönetim sistemlerini karşılaştırmalı bir perspektiften analiz etmeyi amaçlamaktadır. Çünkü her iki ülkedeki akademisyen ve politika yapımcıların yerel yönetim sistemlerini bilmesi gerekir. Türkiye'de özel il idaresi, belediyeler ve köy idaresi şeklinde üç aşamalı bir yerel yönetim sistemi bulunmaktadır. Bangladeş'te ise yerel yönetim sistemi; kırsal yerel yönetim olarak bölge konseyi, Upazila konseyi ve Birlik konseyi olarak üç kademelidir. Bununla birlikte, Bangladeş'in kentsel yerel yönetimi ise kent şirketleri ve belediyeler ile kırsaldan farklılaşmaktadır. Bu çalışma, her iki ülkedeki yerel yönetim organlarının oluşumunu ve işlevlerini analiz etmektedir. Çalışmanın Türkiye ve Bangladeş yerel yönetim sistemini analiz ederek özellikle bu alandaki bilimsel araştırmalara katkı sağlayacağı umulmaktadır.

Anahtar Kelimeler: Yerel Yönetim, Türkiye, Bangladeş, Belediye, Kırsal Yerel Yönetim.

Jel Kodları: H70, H72, H73, H74, H79

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AN EVALUATION OF LOCAL GOVERNMENT SYSTEM IN TURKEY AND BANGLADESH*

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Abstract: Turkey and Bangladesh are two Muslim countries, have good bilateral relation for a long time. In contemporary time, both of these countries intended to increase the co-operation in several sectors, i.e. diplomacy, trade, migration, education, defense etc. This paper aims to analyze the local government system of these countries from a comparative perspective which seems crucial because academicians and policymakers should know the system of local government from both sides. In Turkey, there are three-tier local government systems, namely; especial provincial administration, municipalities and village administration. In Bangladesh, rural local government is also three tiers as District council, Upazila council and Union council. However, the urban local government of Bangladesh is different from rural as City Corporation and Municipalities. This paper broadly analyzes the formation of the local government bodies as well as the functions. It is hoped that this research may contribute to academia by analyzing the local government system of Turkey and Bangladesh.

Keywords : Local Government, Turkey, Bangladesh, Municipality, Rural Local Government.

Jel Classification : H70, H72, H73, H74, H79

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INTRODUCTION

Now a day, local government is a crucial field in Public administration to ensure decentralization, participation, freedom and democracy. Alexis de Tocqueville distinguished two aspects of democracy; national and local, therefore without a healthy local government institution, it is not possible to establish a true democratic society with liberty (Gannett, 2005; Bhuiyan, 2011).

Local government is now an essential body for providing various citizen services from birth certificate to death records. In developing countries, local government institution often faces several challenges, particularly the weak structure, budget deficiency, lack of coordination and finally over interference of central government.

Turkey and Bangladesh have a long historical relation. It is possible to go before eight hundred years when Turkish General İkhtiyār al-Dīn Muḥammad Bakhtiyār Khaljī (in short, Muḥammad Bakhtiyar Khalji) conquered Bengal and established Muslim role for the first time of the history in 1203 (Majumdar, 1974:1).

This Muslim role continued until the British intervention. Historically several examples made from both sides as good relations, notably, in Khilafat Movement even before, where Muslim of Indian sub-continent (Bangladesh, Pakistan and India) intended to continue the existence of Ottoman Empire and send assistance to the Ottoman troops in Ottoman-Russian War (93 Harbi), Balkan War, First World War and Turkish independent war (Çabuk and Kartal, 2019).

Following this assistance, İş Bank of Turkey established partially by the money of Indian sub-continent's Muslim which was send in the time of Turkish Independ war to continue caliphate i.e. Ottoman (Ullah, 2017; Timeturk, 2014; Hürriyet, 2005).

Both of these countries are the Muslim majority country and, the socio-cultural aspect is more or less same, notably what is mean by Anatolian culture (Anadolu Kültürü) in Turkey that is possible to find in Bangladesh. Bilateral relation between these two countries is increasing in contemporary time, particularly in trade, education, migration and so on. Turkish culture is spreading in Bangladesh by Turkish serials, particularly, *Dirilis Erturul*, *Kurulus Osman* and *The Magnificent century*. So, people are interested to know about Turkey, Turkish politics, administration and so on. In the last three years, several books have been published on Turkey, i.e. Turkish culture, history, Ottoman Empire, politics, the biography of President Recep Tayyip Erdogan and Ottoman Sultans.

In particular, the book *Erdogan: The Change Maker* (2018) has become the best seller book of the year of 2018 even become the first in the category of politics (Rokomari, 2019).

Following this aspect, our current research aims to analyze the local government system of both countries which is crucial for inter-governmental relation, academician, businessman as well as the general reader who intended to know the system of government particularly the local government. There is no past work in this topic.

For instance, the local government system of these two countries has many similarities as well as differences. This paper plans to analyze the local government system from a comparative perspective. Hence it is hoped that this paper would inform academicians and policymakers on a comparative discussion about local government system in Turkey and Bangladesh.

LOCAL GOVERNMENT SYSTEM IN TURKEY

The administrative culture of the Ottoman Empire was highly centralized (Merkezi yönetim anlayışı). In the local area, there were several Waqf institutions (Vakif), providing essential citizen services regarding local government institutions. As a representative of central government, the Kadi (judge) was the responsible person of the city. The neighborhood organization was an important institution in the village area initiated in the late Ottoman period, where the Muhtar played a vital role. The Imam of the mosques played an active role in village affairs before initiating the appointment of Muhtar in the neighborhood.

Foundation of the Turkish local government system was setup in the late Ottoman period within the influence of the Western system, particularly France (Kavruk, 2004). Within administrative reforms of Tanzimat package, the local government institutions had initiated.

In Modern Turkey, Local Government is basically formatted by the legal framework of Article 127 of the Constitution. According to article 127, "Local administrations are public corporate bodies established to meet the common local needs of the inhabitants of provinces, municipal districts and villages, whose principles of constitution and decision-making organs elected by the electorate are determined by law..." (Anayasa, 2020).

Within this legal framework, the local government system is composed of Special Provincial Administration, Municipalities, and Village Administration. For instance, field administration in Turkey is also a three-tier system: Province, District and Village.

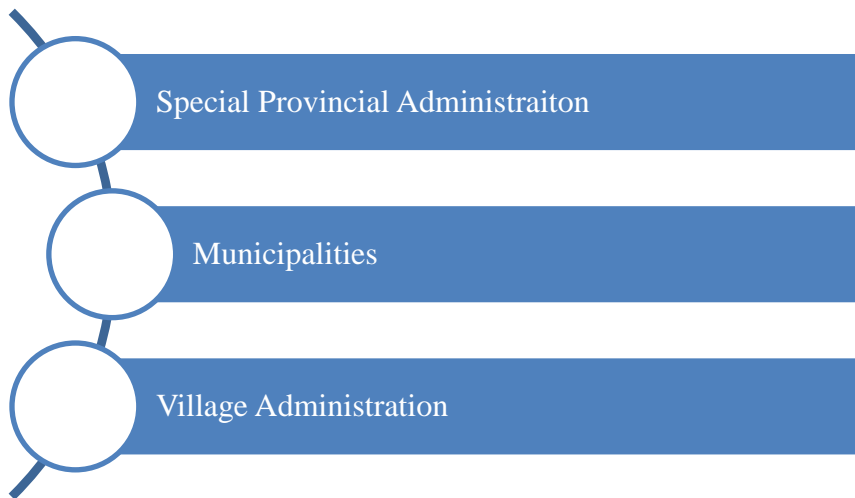


Figure 1: Local Government Structure in Turkey

Special Provincial Administration (İl Özel İdaresi)

Special Provincial Administration (SPA) is the local government body at the province level. In the time of Ottoman, there are fixed number states (eyalet) as the federal system in Modern meaning like USA or UK. This state system transformed into a provincial (vilayet) system within

the reformation in 1864, which brings the smaller body in the local area comparison with the state by following the France model of administration (Ozer and all, 2015: 333).

Following many reforms both in Ottoman and Modern republic, SPA is now the body of local government in the province area. In Turkey, there are 81 provinces now. However, the number of SPA is now 51 because of the reformation of last local government law where SPA declined from the metropolitan areas, i.e., the big cities which have Metropolitan Municipalities (MM), the functions of SPA executed by the MM.

SPA is composed of a Governor (Vali), a Provincial Council, and a Provincial Executive Council. Governor is the head of this body appointed by the President of the republic; therefore, the governor is also the vital person of central government as the representative of the province. The provincial council is directly elected by the voters for every five years term, and the number of its member depends on the number of the total population.

The provincial council makes all decisions on majority votes among its members. In the first meeting, members elect one president and two deputy president of the council among its member who presides over the council meetings. After generating any decision in the council, it is submitted to the governor for final approval. The governor may return to the council for further discussion if he finds anything which is not legal according to the existing law.

It seems a presidential system of government where the governor is the president of the province. Provincial Executive Council is composed of elected members from the provincial council and nominated members from government officials at the province level. The Provincial executive committee is responsible for daily to daily decisions according to the council's approving and planning for the council's meeting.

Municipalities (Belediyeler)

The Municipal system was initiated in the late Ottoman period in 1855 by declaring Istanbul as a municipality (İstanbul Şehremaneti). The Ottoman Sultan appointed one head and twelve broad members of this body.

However, it wasn't a useful application in terms of a good example of the municipality but it was a starting point of modern local government under the Ottoman Empire (Özer and all, 2015: 341).

Following several reforms in both Ottoman and Republic, Turkey now has around 1400 municipalities on different levels. Municipalities are the local government body in the metropolitan, province, district and town area which is determined by law. Municipality is composed of a Mayor, a council, and an executive council.

Mayor and the members of council are directly elected by the voters for five years term. This election held in a same day in Turkey, i.e. local government election for all level in one day as the national election held.

Generally, the candidates in all levels (without village administration) of local government participate in the election as the candidate of the political party. The number of members of the municipality's council is dependent on the total number of population within the law.

The political parties may form the party group of members in council if it has minimum number of members for forming a group which is fixed by the municipal regulation. Municipality's executive council is composed of elected members from the council and nominated members from officials.

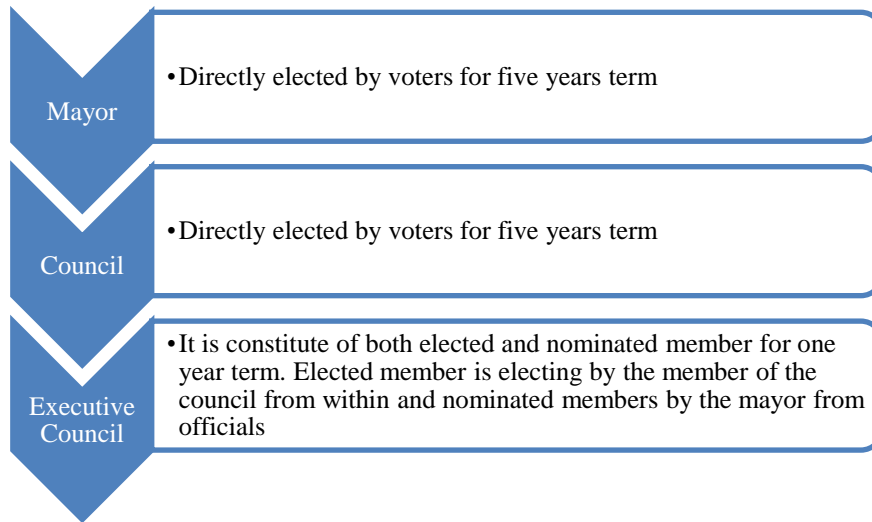


Figure-2: Formation of Municipalities

There are five different types of municipality in Turkey: (1) Metropolitan Municipality (Büyükşehir Belediyesi): (2) Metropolitan District Municipality (Büyükşehir İlçe Belediyesi): (3) Provincial Municipality (İl Belediyesi): (4) District Municipality (İlçe Belediyesi): (5) Town Municipality (Belde Belediyesi).

The Metropolitan Municipality (MM) is the local government body in the metropolitan areas. There are 30 MM now. For declaring an area into Metropolitan, it needs more than 750000 populations in number. Every MM is divided by several small municipalities, which regarded as the Metropolitan District Municipality (MDM).

The Mayor of MM and MDM is directly elected by the voter of their jurisdiction area for five years term. However, the formation of the Municipality Council is differing from MM to MDM.

The number of the member of these both councils depends on the number of population within jurisdiction of law. In practice, the member of the MDM council is directly elected by the people.

However, the member of MM council is nominated from the members of the MDM councils with a fixed number. For instance, every party put a list for the member of council of MDM. According to voter percentage; the political party won the number of the member of MDM council, as well as the members who are in first serial directly elected in the council of MM.

The total number of member of MM council depends on the number of the member of each MDM, generally from each five member of MDM council; one member is elected to the MM council. The mayor of MDM is also the elected member of MM council.

The mayor of MM appoints advisors for helping in his work. The number of advisors depends on the number of the total population. A MM with two million people, the Mayor may appoint advisor with maximum number of ten and other Municipality, it will be five. In MDM, mayor appoints deputy mayor from the members of council as well as from outside, however, the MM hasn't the post of deputy mayor.

The salary of Mayor, deputy mayor, advisor and councilors depend on the annual budget and approval of the council within the framework of regulation. The mayor doesn't allow becoming a member of a political party during his mayoral period. In practice, after being a candidate in the election, the candidate resigns from the post of the political party.

The provincial municipality is the local government body of the province headquarters, where the MM is not available. The district municipality is the local government body of other districts (without headquarter) of the province. The town municipality is the local government body in the town area of the province where district municipality is not available.

Table 1: Types of Municipalities and Their Number

Types of Municipality	Number
Metropolitan Municipality	30
Metropolitan District Municipality	519
Provincial Municipality	51
District Municipality	400
Town Municipality	396
Total	1396

(Kaynak: tbb.gov.tr, 2020)

Village Administration (Köy İdaresi)

Village Administration is the local government body at the village level. Til the Ottoman, it is exiting as an important local government body. For declaring village of an area, it should be out of municipal areas and the number of population should be between 150-2000 within the proposal and approval of Special Provincial Administration (Ozer and all, 2015: 368).

It is composed of a Village Chief (Muhtar), Village Council and Village Association. Village Chief (Muhtar) is directly elected by the voters for five years term. The all voters of the villages regarded as the member of village association and they are gathered in meeting in the necessity moments.

The village council is consist of both elected and ex-officio members. Elected member is electing by the voters of the village for five years term and the number of member of the council is fixing within the framework of the law.

On the other hand there are some ex-officio member in the village like Imam, village founder or teacher. The Imam of the mosque which often regarded as village Imam and the village teacher is the permanent member of village council.

In the municipalities area “Neighborhood” as the smallest unit of local government which is very similar to the Village administration.

LOCAL GOVERNMENT SYSTEM IN BANGLADESH

The foundation of the exiting local government system in Bangladesh was laid down in the time of the British colonial role. Existing literature on local government of Bangladesh argued that issue regarding local government in Indian sub-continent, i.e., Bangladesh, India, and Pakistan is highly politicized, and formation or reforms in local government were initiated according to the needs of ruling elite (Khan, 2008; Aminuzzaman, 2010; Westergaard, 2000; Khan and Hussain, 2001).

Alike with Ottoman system of village administration was available in Bengal in the Mughal even the pre-Mughal era. As stated by Khan (2008), village administration was organized under Village Panchayat, which was responsible for collecting revenues, maintaining law and order, education, irrigation, religion, and moral perspectives of the villagers.

Following many reforms in local government structure at different times under Mughal Empire, British colonial role and Pakistan; the current local government system in Bangladesh is formed by the legal framework of Article 59 and 60 of the constitution. Article 59 of the constitution refers the formation of local government. As stated in constitution,

“1. Local Government in every administrative unit of the Republic shall be entrusted to bodies, composed of persons elected in accordance with law.2.

Everybody such as is referred to in clause (1) shall, subject to this Constitution and any other law, perform within the appropriate administrative unit such functions as shall be prescribed by Act of Parliament, which may include functions relating to a. administration and the work of public officers; b. the maintenance of public order; c. the preparation and implementation of plans relating to public services and economic development” (Constitute, 2016).

Article 60 refers to the power of local government bodies, “Powers of local government bodies

For the purpose of giving full effect to the provisions of article 59, Parliament shall, by law, confer powers on the local government bodies referred to in that article, including power to impose taxes for local purposes, to prepare their budgets and to maintain funds” (Constitute, 2016).

Within this constitutional framework, the local government in Bangladesh consists of two systems as the urban and the rural. The Urban local government bodies are the City Corporations and Municipalities. The Rural Local Government bodies are the District Council (Zila Parishad), Upazila Parishad, and Union Parishad.

In Bangladesh, local government institutions work under the local government ministry. In Bangladesh, there are four tier administrative systems: District, Upazila, Union and Village.

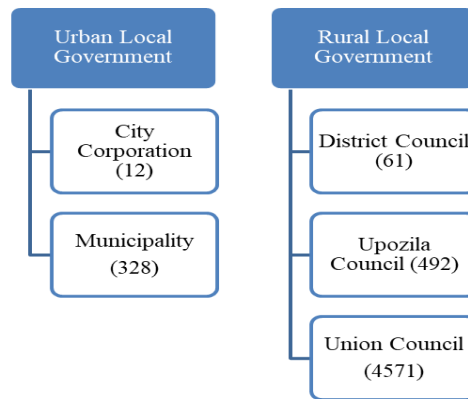


Figure 3: Local Government Units in Bangladesh and Their Current Numbers (Authors' Design)

Urban Local Government

City Corporation

City Corporation is the vital urban local government body constituted in the metropolitan areas or the big cities within the framework of the law. There are twelve city corporations now.

Historically, the urban government was established for the first time under the British colonial role. Dhaka, the capital of Bangladesh, was the first municipality in this region established in 1864 under the legal framework of the Bengal Municipal Act 1964.

At that time, Dhaka was also the largest city in terms of population, where the number of people was about 50,000 (Islam, 2013).

Following several reforms in both the British and Pakistan periods, in 1974, Dhaka shaped as the Municipal Corporation under the Act of 1974, and it upgraded as the status of City Corporation in 1983. On the other hand, the Chittagong City Corporation was established in 1982 in the second and most significant commercial city, Chittagong. From 1984 to 2018, another nine city corporations were established and Dhaka City Corporation was divided by two City Corporations in 2011.

In total, there are 12 city corporations in Bangladesh. According to the last reformation of the City Corporation Act 2009, Government may initiate to establish the city corporation within the framework of the law. In this perspective, the total population of existing urban area, density of population, local income sources, exiting infrastructure and its opportunity to expand, total annual income of existing municipality, and public opinion should be evaluated to form a City Corporation in a area (clause, 4).

In practice, the metropolitan cities, regional (divisional) prime cities or important cities regarding population, or other factors might initiate to establish as City Corporation.

City Corporation is composed of one Mayor, Councilors and Female Councilors whose are directly elected by voters for every five years term. The mayor is the executive head of the City Corporation and also presides over the council's meeting. The mayor of capital's city corporations often regarded as the similar status of cabinet minister and other city corporation's mayor regarded as the state minister or deputy minister within their jurisdiction area.

The number of councilor and female councilor depends on the number of ward which is determined by law. Each councilor elected from each ward and female councilor is a reserve position, elected each from three wards.

For instance, the city corporation is divided by several wards according to population and area. The wards are the downward tier of City Corporation which consists of several Mahallahs.

The councilor is the executive head of the ward administration as well as the member of city corporation council.

Municipalities

Municipalities (which referred as Pourashava in Bengali language) are constituted in the district and town area within law. There are three categories of municipalities as A, B and C.

It depends on municipalities' annual income to categories the municipalities into A, B or C. According to last reform of Local government (Pourashava) act 2009, government may initiated municipalities where three quarters of the total population are serving with non-agricultural profession, 33% of total land is non-agricultural type, density of population is not less than 1050 in per square kilometer and total population is not less than fifty thousand.

In practice the district and town's headquarters or important unions in town area are initiated as municipalities. The formation of municipalities is alike of City Corporation as one mayor, councilors and female councilors which are directly elected by voters for five years term.

Rural Local Government

District Council (Zila Parishad)

District is the crucial administrative unit in Bangladesh. District is the upper level of Upazila. There are 64 districts now. DC (Deputy Commissioner) is the head of the district administration and also the representative of central government like Vali (governor) in Turkey. However, DC is not a member of district council rather he/she performs only the works of central government or administrative functions of district level. District council is the local government unit in the district level.

It is composed of a Chairman, 15 members from 15 wards (each member from each ward) and 5 female members, each of three wards. Election of District Council is indirectly by voters within the law. In practice, elected mayor/ chairman and councilor/member of local government units in district area may eligible to vote for the district council.

Government divides the City Corporation, municipalities, Upazila Parishad and Union Parishad within a district area into 15 wards for the election of the District council.

Upazila parishad

Upazila Parishad is the local government body of Upazila (Town/County/ borough) level and composed of a chairman, a vice-chairman and a female vice-chairman who are directly elected by the voters for every five years term. Along with chairman and vice-chairman, there are several ex officio members in Upazila Parishad:

- (1.) chairman of the union council under its jurisdiction area:
- (2.) mayor of municipalities (if any): and
- (3.) women members who are elected from union council female members.

The Upazila Parishad is responsible to cooperate the works of union council along with its functions.

Union parishad

Union Parishad is the smallest unit of rural local government. It is composed of a chairman, nine members (each one from each ward) and three female members (one from every three wards) who are directly elected by voters for five years term. The union council is divided by nine wards each. A ward is consisted by several villages and the member is the head of this ward administration. For instance, the member of the ward is the lower local government representative in Bangladesh. Union Parishad is the most active local government institute in all-time, particularly in rural local government.

Because, District and Upazila Parishad was inactive in several times because of political cause but Union remain as an important for all time. When District and Upozila Parishad remain inactive, the bureaucrats continued the administrative work at these levels.

Along with this three local government unit in rural area, another unit also existed in several times, the village government (Gram Sarkar). However, it is not effective now.

CONCLUSION

Following Ottoman and Moghul Empire's own classical local administrative system, the Modern local government system of these two countries were adopted in the time of 19th century. The diversity of local government system of these two countries begin with its origin in terms of Modern system, i.e. Turkish local government influenced by the France system where local government system in Bangladesh is influenced by the British system.

However, in many aspects the systems are very similar. The urban government system of both of these countries is more or less same from many perspectives. The Municipal Corporation of Turkey or City Corporation in Bangladesh is the local government body of metropolitan of big cities. Mayor is executive head of both bodies.

In Turkey, Municipal district municipality is the downward body of Municipal Corporation where in Bangladesh it is the wards. For instance, the wards are comparatively small than the Municipal district municipality. The wards consisted one or several Mahallahs, the councilor of City Corporation is elected from each word (i.e. one from each word) in Bangladesh, where the member of council is elected by a list system in Turkey.

Without this diversity of councilor election system, the municipality of these both countries is similar in a extended meaning. The functions of these two bodies don't differ so much in terms of local government institute.

In the province level, Turkey has Special Provincial Administration which is very similar organization to the District council of Bangladesh. However, there are diversities in SPA and District council.

In Turkey, governor is the head of SPA where the DC is not the head of Distract council rather an elected chairman is the head of this body who is elected by the elected local government personnel of its downward level's bodies.

In practice, DC performs most of activities of district level as an administrative head and the representative of central government. In other words, the functions of district council are also limited.

The Upozila and Union Council though refer district municipalities and town municipality in Turkey but not a same body. The Union council is working under the jurisdiction of Upozila Council in Bangladesh, where town municipality is not under the district municipalities.

The Village administration in Turkey is an active local government body where in Bangladesh the village administration is not available now. The union council particularly the member of the ward is performing the activities of village administration (Muhtar) in Bangladesh.

Along with these major differences, some issue is important to discuss. Firstly, according to the constitution of Bangladesh, people of local government (mayor, chairman, councilor or member) should be elected one not the nominated one. As a result, all of the position of local government is elected in a sense though sometimes it has been from bureaucrats because of political cause of keeping some local government institute passive. For instance, district council and Upazila council. But in Turkey, it is not same. Though maximum of the position of local government is elected but some position is for bureaucrats.

For instance, governor is the head of especial provincial administration and it is not an elected position. Secondly, in Bangladesh, there is a system of reserved seats in every level for women which aiming women empowerment. Generally, it is about 33% in every level, i.e. one for each three position though women can participate in the election for all posts, i.e. general posts. In Turkey, there isn't such type of system and women are participating normally like man and parentage of elected women in local governments is comparatively high from Bangladesh.

Finally, both of these countries' local government face some problems of its structure and not became efficient from many perspectives. Further research on this topic may focuses on these issues.

Particularly, the urban government bodies face same problems and prospects of these both countries. In addition to this, the local government bodies of both countries may co-operate each other with sharing their experience. We hope, this kind of cooperation in local government level may develop two countries bilateral relation within an extend way.

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