

Transparency, Open Management Partnership and Turkey

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ABSTRACT

Research Article

Open management partnership is an international initiative established as a result of the initiative of eight countries, initially with an event held in New York in 2011. It has been accepted by many countries today. The main purpose in establishing the open management partnership initiative; to provide better quality service to citizens by improving the management processes of states. In addition, with this partnership document, it is aimed to ensure accountability in public administrations, and to prevent bad management practices with a more effective, efficient, reliable and transparent management approach. Turkey accepted Open Management Partnership in 2011. In 2013, she prepared an action plan within the scope of the open management partnership initiative. This process, which is a very important step for Turkey, did not last long, and our country was excluded from this partnership in 2017. In this study, the importance of the open management partnership initiative for our country and the process experienced in Turkey within the scope of the implementation of this initiative process were examined by the literature review method. In the research, answers are sought for why the open management partnership initiative process in Turkey is not fully implemented, why Turkey's partnership membership has been changed passively, and what steps Turkey has taken in terms of transparency and open management. In addition, suggestions were made on what should be done about open management in the future for our country.

Key Words: Open government, open management partnership, transparency, accountability.

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Introduction

Towards the end of the 1980s, the concepts of openness, transparency, and accountability in public administrations began to be discussed. The new public administration approach, which adopts the understanding of transferring the approaches applied in private sector administrations to public administrations, has begun to be accepted. The globalization process, rapid developments in information and communication technology, developments in the field of transportation are the main factors that affect the acceptance of the new public administration approach. Input-oriented audit approach rather than result-oriented audit approach, which has found application in the traditional public administration understanding for many years, a management structure organized according to the principle of confidentiality, the management approach where documents are not shared within the scope of official secrets and bureaucratization is at the forefront has now become questionable. Because, as a result of the increasing debates that the traditional management approach wastes more resources, does not last long, and increases the paperwork, the new public management approach has found application in countries.

The idea of openness in administration has been accepted as one of the basic features of the democratic management system with these developments. Countries have made arrangements to reflect the idea of open administration in practice to provide a new public administration understanding and a more democratic administration process. The principle of open management describes a process where everyone can freely access and follow the actions or transactions carried out by the administration. Today, it is accepted as a situation that states should inform citizens about all kinds of actions or transactions carried out by the administrations and share the necessary data with the citizens. The open state principle requires that not only the administration shares documents with the citizens or informs them, but also ensures that the citizens actively participate in the decision-making processes of the administration and that the citizens share their thoughts comfortably when necessary. For this reason, countries should regulate their legal infrastructure in this context. To establish the open management principle in Turkey, restructuring efforts in public administrations have been tried to be organized since the 2000s. Turkey became a member of the Open Management partnership in 2011, of which many countries are also members. However, this process, which started very well, has not been carried out well in our country. It was excluded from the Turkey Open Management partnership in 2017, as it could not meet the necessary conditions that the members promised to do. This study is important in that it examines the prominent studies to establish the transparency and openness principle in Turkey's administration and reveals the steps taken in the open state policy process. In addition, this research is important in terms of revealing the reasons why Turkey's membership was put into effect in the Open Management Partnership Initiative. Suggestions were made about what Turkey should do in the next period.

Open Governance and Transparency Principle

With the adoption of the new public administration approach, the need to move away from the traditional public administration approach has emerged. In the new era, which is expressed with the concepts of globalization, information society, citizen-based, democracy, and participation, it is seen that the individual has moved from being affected by the decisions taken by the administration to the position of influencing with the emergence of individualization. Accepting the idea of openness and transparency in administration means developing a relationship between the state and the citizen and receiving feedback from the citizen. Through this relationship, it seems possible to reduce the negativities and

disagreements between citizens, the state, and public administrations, and to re-establish the decreased trust. Providing balance in state-society relations, along with the adoption of participatory democracy, will ensure that democracy takes place without any problems (Emini and Ayaz, 2018: 270).

Developments in management theories have also affected public administration. There has been a transition towards a more flexible management approach such as quality, strategic management, and performance used in the private sector. In this context, it is seen that a flexible administration that integrates the citizen and the administration, contrary to the traditional administration approach, gains importance. There are some prominent principles within the scope of this management approach. At the beginning of these principles is the principle of openness (Karasoy, 2019: 24).

While confidentiality is an important principle in the traditional management approach; It has lost its former importance due to transparency policies (Şengül, 2018: 161). The concept of transparency; It can be stated that first of all, all transactions, actions, and activities of all public institutions or organizations are open, and then the citizens' information and document requests regarding these are the prominent attitudes. The activities of public institutions or organizations regarding the actions or transactions they carry out, as well as the routine reporting of their financial activities to the public, are issues that reinforce transparency (Yazıcı, 2018: 300).

The principle of openness is one of the fundamental values that require public administrations to take care of themselves. It constitutes a structure on which administrative reform arrangements are focused. This structure, on the other hand, creates a new management structure that takes action with the participation of the people and integrates with the people (Eken, 1994: 40). In other words, it can be said that it is based on the understanding of openness in management and the protection of fundamental rights and freedoms of individuals at the highest level (Özdemir, 2019: 36).

Considerations that public administrations should resemble business management models to increase flexibility and efficiency in the creation of the organizational structure and the provision of services made the principle of transparency mandatory for public administrations. The principle of transparency is important not only in terms of providing efficiency during the delivery of services but also in terms of ensuring the ethical culture structure and democratic management style. The principle of transparency is also one of the most important elements that ensure the implementation of the principle of accountability (Kaymal, 2019: 6).

The main reasons for the emergence of openness in the administration can be listed as the increase in the interventionist policies of the state, the developments in the education and cultural levels of individuals, the expansion of the sphere of influence of public administrations, and the effect of international organizations (Özdemir, 2019: 38).

Effects of The Open Government Principle

Correctly used documents and information provide important contributions to the administrations in making decisions, in terms of cost, in knowing and learning the characteristics of the citizens better. In this context, the concept of open state has emerged with the application of the concept of open data in public administrations and the presentation of data by public institutions to the use of citizens through accessible platforms. Open government practices, which mainly focus on the transparency of public administrations, also make a great contribution to the economy thanks to the open information systems they offer to individuals and private administrations. The expansion of the usage areas of open

government data shared through open platforms also reveals the hidden potential of the data (Eroğlu, 2017: 40).

Confidentiality and secrecy factors, which find application in the administration, keep the governed away from the administration and set a barrier between the rulers and the ruled. It causes the marginalization of the governed. This situation leads to some negative situations in public opinion and deterioration of the relations between the administration and the governed. Secrecy can be seen as a disease in both political and administrative terms. The administration in this understanding prevents the formation of a more knowledgeable public, causes the public to move away from the administration, causes the governed to misbehave and have a self-centered mindset. It causes citizens to question what, why, and how is done. Managers, on the other hand, engage in more unethical behaviors, personal interests come before public interests; because there is no audit, and service is provided in line with the understanding of confidentiality (Koçak, 2010: 117).

The principle of openness in management started to develop after the middle of the 20th century. The increase in the state's interventions in the social, economic, and cultural fields, the corruption attempts in the administration, and the changes in the field of education and technology have enabled the open management thought to mature (Eken, 1994: 53).

The contributions of the open state principle provide various contributions to many segments in the country (Ubaldi, 2013): With open government practices, it helps states to develop new management models for the management of the administration. It ensures the development of interaction between the state and the citizens served. It provides contributions in areas such as making decisions during the realization of the management's activities and using the costs. If the service is to be evaluated in terms of the citizens provided; the increase in the participation of citizens in the social activities of the administration, the increase in the initiatives of the citizens towards cooperation, the development of the ability of the citizens to make rational choices in the decision-making processes due to the sharing of information and documents with the public institutions, and all of these contribute to the citizens to live a better quality life as a result of their participation in the services and decisions. If it is evaluated in terms of non-governmental organizations that contribute to the establishment of the open state principle; Non-governmental organizations that establish relations with different segments of society play a major role in determining the important information and documents shared by states.

Open government enforcement elements increase transparency in the field of public administration, and government programs increase efficiency in their activities by creating awareness about their activities. Sharing data open to the public domain contributes to the delivery of more inclusive services and the establishment of more participatory democracy, while also contributing to society. The open state increases the transparency of the administration as well as the participation of the citizens in the administration. It ensures the realization and expansion of cooperation between citizens and the administration. It contributes to the provision of new and value-added services together with cooperation. By ensuring public openness, it provides the development of decision-making skills of public institutions and citizens (Eroğlu, 2017: 48).

With open management, governments must recognize that direct effects can occur. For example, corruption can be mitigated by the fact that authorities must provide information on the Internet about their connections and financial interests (Meijer et. all., 2012: 19).

Open data reforms are arguably one of the most successful reform areas in many countries. In particular, progress has been related to the introduction of e-government policies, with an emphasis on open data policy and transparency of documents. Successful work has been done in many countries by expanding electronic media for the storage of government documents and the digital publication of documents. Open administration has

paved the way for better use of information and data as a result of uploading and making available government documents and data. It also recognizes the Open Governance Partnership initiative as an important tool in promoting good governance and open government practices. The Open Governance Partnership has soon inspired many countries to openly commit to more open and participatory inclusion of their people (Lindroth, 2016: 16). (Lindroth, 2016: 16).

Open Management Partnership Attempt

Open Government Partnership (OGP) is a new global governance mechanism aimed at promoting open government and democratic practices (Fraundorfer, 2017: 611). Open Management Partnership; It is a multilateral international attempt that aims to make concrete commitments from states to use new technologies to spread the principle of transparency, increase public participation in policymaking and implementation processes, fight corruption, and strengthen good governance (Gülmez and Ünlüel, 2014: 74).

Open management policy is seen as a growing area of public policy and institutional reform in many countries around the world. As it is a new field, it is still early to see the results of transparency initiatives and to understand good governance practices. Open government initiatives should not only be seen as a new transparency policy, but also bring new opportunities to states and institutions in important core values such as accountability, efficiency and participation (Ingrams, 2018: 1042). The launch of the Open Government Partnership (OGP) is clearly related to the values of transparency and openness and may be the main reason for the creation of the initiative (Piotrowski, 2017: 156).

It is a platform created on September 20, 2011. Countries wishing to join the initiative must first meet the minimum requirements for open management. After it is determined that it meets the minimum requirements, it must approve the necessary declaration to participate in the initiative (<http://www.verigazeteciligi.com/open-government-partnership-acik-yonetim-ortakligi-zirvesi-7-9-aralikta-pariste/>).

The Open Management Partnership is an international attempt that aims to develop an open management approach. This attempt is also multilateral because not only states are involved in this attempt. In other words, the Open Management Partnership creates an environment where all parties can come together and express their opinions and recommendations on the establishment of the principle of openness, transparency, and participation in management. To realize these, meetings, symposiums, forums, etc., are organized in different countries at regular intervals activities are carried out (Koca, 2018: 569).

The Open Government Partnership has integrated the principle that both governments and public officials undertake their missions to citizens and the need to provide information and disclosure about their activities, which can be a general description. Open government is the responsibility of accountability to citizens for the functioning of the government and its administrations (Bartoli and Blatrix, 2018: 276-280).

Every country that wants to join the Open Management Partnership must approve the Open Management Partnership, prepare a national action plan in line with these basic principles, and undertake to independently report on the progress of the issues included in this action plan. A total of eight founding countries created the attempt in 2011 for the first time. A total of 55 countries became members of the attempt in two years. When the action plans committed by the participating countries are evaluated, it is seen that they have more than 1000 commitments to manage their public administrations more openly and more transparently. This attempt is supervised by a Steering Committee made up of representatives

of the states and non-governmental organizations that are members of the attempt, which is carried out in cooperation with multiple stakeholders (Gülmez and Ünlüel, 2014: 75).

On the official website of the OGP, all documents related to the operation of the partnership are published, including the financial contributions of the member states, the plans drawn up, the progress reports on the subject, the minutes of the decisions taken at the meetings. At the same time, when progress reports are made available online, they can be commented on by the public, representatives of NGOs and governments. Comments on progress reports are then published on the website (Fraundorfer, 2017: 616).

The OGP governance model is also a uniquely practical reflection of the power-sharing between government and civil society representatives. This collaborative governance model is a reflection of the participation and cooperation principles supported by the member states. Although OGP is an independent body, it also has partnerships with four multinational organizations (Piotrowski, 2017: 159).

Two mechanisms determine the performance of countries regarding the implementation of the prepared action plans. In these prepared reports, suggestions are made regarding the future action plans for the relevant country. Member countries are expected to share their experiences on open management, examples of good practices, and their expertise on technical issues, with appropriate methods and tools, with other member countries (Ak, 2014: 52).

Other key components of the Open Governance Partnership are public consultation and a focus on peer learning. The participation of country stakeholders is important for the development of national action plans. Regional and global conferences are organized to ensure peer learning between countries, so that the representatives of the state and civil society can come together in the country (Piotrowski, 2017: 160).

One of the objectives of the Open Government Partnership is to increase the quality of public services offered to citizens, to ensure that public institutions are more transparent, and to ensure that states are more sensitive to the situation of citizens, as well as increase the quality of governance of states. This goal necessitates the existence of culture for real cooperation and dialogue between the public institutions of the countries and the states and non-governmental organizations. For this reason, this attempt supports states and non-governmental organizations that take more transparent and more accountable regulations into their programs and policies (Gülmez and Ünlüel, 2014: 75).

States that have joined the Open Government Partnership and ratified the Open Government Declaration are fully responsible for the following (Manolea and Cretu, 2013:5):

- Openness needs to be promoted so that more information on government activities is made available to people in a timely manner and free of charge,
- Citizens need to be involved in decision-making processes to make government more innovative and responsive.
- The highest standards of professional integrity must be applied so that those in power serve the people and not themselves.
- Increased access to advanced new technologies is needed to help people fulfill their desires for access to information and have a stronger voice for its governance.

The ultimate potential of open government is emerging to improve people's well-being. More effective participation of the public in decision-making processes, increased transparency on how public resources are used, and greater public control over decision-makers are of great importance for developing democracy in countries. Before these are realized, open government policy will be far from reaching its goal. It opposes practices that

prevent public participation in decision-making processes, and provides the necessary opportunities for them to participate in decisions in areas that affect the public (Bapna, 2016).

Open Management Partnership and Turkey

The way to put the open management idea into practice; Ensuring that the public is informed about this issue is important for the implementation of a transparent public administration approach (Kırılmaz and Balcı, 2017: 1736). The final objectives committed by Turkey; activating the people and non-governmental organizations operating in the country in the process of creating policies and laws. For this purpose, through the portal www.saydamlik.gov.tr, informing the public about the process of drafting laws as well as the policies being carried out in the country on transparency, accountability, and corruption, getting feedback from them, and activating participation are the prominent commitments. In addition, it is among the commitments to include the representatives of public administration, private sector, and non-governmental organizations in the Public Transparency and Openness Consultation Platform in the action plan, to ensure their participation in the meetings and to include their opinions (Koca, 2018: 573).

In the first National Action Plan prepared by Turkey, there are various commitments to ensure integrity in public administration and to increase the quality of services provided. Among the main objectives of these commitments are the active participation of citizens and civil society mechanisms in law and policy-making processes. Openness, transparency, accountability, and the fight against corruption are among the commitments made through the Saydamlik.gov.tr portal (Civil Society Monitoring Report 2015-2016: 4).

One of the important developments regarding the principle of openness, which will be considered as a silent revolution in Turkish public administration, is the regulation issued in 2009. The aim of the regulation; is to determine the principles that public institutions should comply with to create an effective, efficient, accountable management approach, a more transparent public administration system based on the declarations of citizens, and to ensure that the public services to be provided are carried out faster, with higher quality and at low cost. With this regulation, many regulations have been put into effect to create a more open public administration structure, such as taking into account the declarations of the citizens regarding the services provided by the public institutions, informing the citizens, establishing service standards regarding the service provider of the administration, and explaining the situation to the relevant person with justification in case of any negativity. However, the fact that this regulation does not have the force of law, the regulations of the administrations in their laws, and the implementation of the special provisions in the regulations reduce the effect of the regulation. Another important development regarding the principle of openness in administration is the 2010 referendum, which re-regulated the right to petition in the Constitution. With this new regulation, the right to petition has been re-established (Ak, 2014: 50).

In the National Action Plan of Turkey, it has committed to open the portal www.duzenleme.gov.tr to ensure the active participation of the public in the policy-making process. With this portal, it has committed the participation of the public, the private sector, and non-governmental organizations on the legal regulations that are on the state's agenda and in the preparation phase. In addition, sharing the expenditures made by public administrations with an integrated understanding with www.harcama.gov.tr is one of the commitments made. Within the scope of the Open Management Partnership, the establishment of an Electronic Tender System under the name of EKAP has been committed in the action plan (Koca, 2018: 573). One of the most up-to-date regulations regarding the open management principle is that Turkey is a member of the Open Management Partnership Initiative (Ak, 2014: 50).

It is important to carry out workshops, seminars, and conferences, to create public awareness on this issue, to reduce bureaucratic obstacles, to measure the effectiveness with surveys, and to carry out pilot applications that will enable the tender to be made electronically for the successful realization of the commitments Turkey made in the first action plan in the Open Management Partnership process (Kartal, 2015).

Another accepted development from open government initiatives is the Law on the Protection of Personal Data, which came into force in 2016. The project, which is carried out within the scope of conducting written or verbal information applications made by citizens in a common area, examining statistical data, and controlling them from a single center (BIMER), can be considered as one of the important steps in public administration in terms of establishing the open state principle. Another development made within the scope of the open state principle in Turkey is an arrangement called the e-Government Gateway that enables public services to be carried out by a single platform (Eroğlu, 2018: 471).

Although the applications on open management in Turkey are limited, there are a few examples (Digital Academy, 2021):

Within the scope of the "*Supporting Smart Applications*" action in the 2015-2018 Information Society Strategy and Action Plan, it is aimed to provide call-based support for the realization of smart applications by using the public data used by the central government and local units.

Within the scope of the action of "*Conversion of Public Data into Open Data and Sharing*" in the 2016-2019 National e-Government Strategy and Action Plan, it is aimed to share the information shared by public institutions with institutions in a format that can be read and processed by machines. Thus, it was ensured that different studies and research were used from this information.

Within the scope of the *Action of Establishing the Public Investments and Realizations Monitoring Portal*, it is aimed to share information about the works and investment statuses in the investment plans and programs of the institutions. By sharing information on investments and the works carried out, it provided an opportunity for stakeholders to create economic added value by making analyses and research on this subject.

Within the scope of the action "*Creating the Public Expenditure Monitoring Portal*", is aimed to share the budget expenditures made by the institutions in detail with the stakeholders.

There is no detailed study on Turkey's Open Government Partnership process and the status of its commitments. Turkey did not prepare the second action plan in the process it should prepare, and did not work on the process. In 2014, he made a notification to the Prime Ministry Inspection Board on this issue. In response, the Open Management Partnership Initiative, in the letter it sent to the Prime Ministry Inspection Board; It has been stated that all member countries that take the initiative should prepare a National Action Plan with concrete commitments within the scope of two-year periods, that Turkey has taken a contrary attitude to the expectations of the Open Management Partnership Initiative, and that it has not sent the second action plan since 2014. It has also been stated that Turkey is passive about the first action plan, and therefore a progress report on Turkey has not been prepared (Kartal, 2015).

Open management data is on the agenda of Turkey as well as being on the agenda of the whole country. However, the strategic plan in the form of a clear government directive published in the United States in 2009 does not yet exist. Although it is among the popular goals to provide a more participatory, transparent, and innovative management approach by managing the information of many institutions in Turkey openly, there are difficulties in achieving this transition. The existence of these difficulties prevents many institutions from switching to open management, and despite the initiation of projects for the realization of

open management, the projects are unsuccessful due to the existing difficulties (Çaldağ et al., 2019:1).

- The reasons that make it difficult to switch to open management can be listed as follows: Sharing open management data; As a result of the continuous and regular use of information belonging to individuals or organizations, it may be used by malicious software. Lack of clear management data entries that will provide the necessary conditions for confidentiality (Çaldağ et al., 2019: 4);
- Requires public institutions to make sound decisions over the availability of data, preferring privacy concerns over public interest, such as in attempts to disclose information about available real estate. Lack of attention to potential privacy violations and national privacy issues, often by civil society, media, and government (Rosnay and Janssen, 2014: 6);
- Due to the complexity in the open management data area, the shared data is not sufficiently understood by the users, there is no explanatory or help desk (Gökalp et al., 2019: 583);
- The absence of proactive political leaders who favor public participation through ICT (Hossain and Chan, 2015: 5);
- No integration will enable the information provided in the open management field to be used in other software (Çaldağ et al., 2019: 4);
- The inability to employ talented and competent people (Gökalp et al., 2019: 204) is one of the biggest obstacles to open management.
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Janssen and his colleagues divided the barriers to open government (2012: 262-263) into categories:

Institutional reasons: Risk-averse culture in institutions, lack of a single practice for publishing data, insufficient resources for publishing data for small organizations, outsourcing citizens' interests over organizations' interests, problems with implementation.

Reasons arising from task complexity: Lack of ability to discover appropriate data, lack of access to original data, access only processed data, lack of detailed explanation of what the data means, problems in searching due to lack of index to reach real information, very complex processing of data, The absence of a help desk to resolve issues.

Reasons arising from use and participation: Insufficient incentives for users, concern due to too many data entries, paying a fee to access data, mandatory registration condition to download data, insufficient information on how to use data, not knowing how to use information, unexpected situations increased costs for.

Legislation: Confidentiality breach, security issue, lack of license required for data use, prior written consent is required to access or use data.

Information quality: Lack of information, incorrect information, outdated and invalid data, too much information to process.

Technical reasons: Lack of standards, lack of central portal, lack of support to make data available, lack of standard software to handle open data, outdated systems for publishing data.

Results and Discussion

The principle of openness in administration is important in terms of both the establishment and development of democracy and the continuation of the existence of public institutions. At present, administrations can carry themselves to the future if they share their activities and studies with their citizens clearly and accurately. Instead of the understanding of

secrecy and secrecy that prevailed in the 1990s, the rapid development of technology, the increase in the education level of citizens, and the effect of the globalization process, new management approaches are being implemented in public administrations. The application of the dominant management approach in the private sector also in public institutions has caused the abandonment of the traditional management approach. Of course, our country has also been affected by this wind of change experienced all over the world. In this context, our country has started to make new regulations in line with the new public management approach. Many new regulations have been made to establish and adopt the principle of openness in management. One of the most important arrangements made in this context is that it became a member of the Open Management Partnership in 2011. It is one of the important steps taken for our country to become a member of such an initiative since the traditional management approach and confidentiality were accepted as the main principle for a long time like our country.

Before becoming a member of the Open Management Partnership, Turkey has made important regulations regarding openness, transparency, and participation. Studies on the adoption of the open management principle in our country have started to be carried out as of the 2000s. In this regard, the Public Financial Management and Control Law, adopted in 2003, makes significant contributions to financial transparency, transparency, and accountability. With this Law, public institutions are obliged to prepare strategic plans and performance programs. Thus, it was ensured that public institutions act in line with their accountability responsibility. The Right to Information Law, which gives citizens the right to freely request information from public institutions according to their needs, was adopted. In the Municipality Law adopted in 2005, municipalities were given the duty and responsibility to establish city councils. City councils are an important regulation that enables citizens to actively participate in decision-making and implementation processes within the scope of the open management principle. In 2006, the Prime Ministry Communication Center (BIMER) was established. In 2009, the Regulation on the Procedures and Principles to be Followed in the Delivery of Public Services was adopted. With the referendum held in 2010, the right to petition was rearranged. E-government applications, which have been effectively implemented in our country since 2006 and to which new regulations are added every day, can be counted among the important developments within the scope of the open management principle.

Important steps have been taken in the field of openness, participation, transparency, and accountability in Turkey. However, these arrangements should not be considered sufficient. New regulations should be made in this area within the scope of emerging needs. It is necessary to review the reasons for Turkey's exclusion from the Open Government Partnership, and to complete the deficiencies in this matter, taking into account the action plans of the countries that are members of the initiative and the regulations they have made, taking into account the conditions of our country. If we want to have the same conditions as other countries, public institutions and citizens have to do their part to bring our country to the same level as other countries where democracy has developed. Because it is not possible for any administration, institution, or organization that provides services within the scope of the principle of confidentiality and confidentiality in management to carry themselves into the future. The culture of openness and transparency brought by the new order should be established by abandoning the traditional management practices of public institutions and public employees. They should make it a philosophy of life. It should not be forgotten that the administrations that openly share their information and documents gain a more positive perception in the public.

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