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Araştırma Makalesi / Research Article

The Effect of Good Governance Principles on Creating Public Value: Case of Ankara Metropolitan Municipality*

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Abstract

Governance approach refers to an understanding that includes some improvements made in the management system to improve it. Many technological, global, and cultural changes that exist today lead to the emergence of different desires and needs of individuals. In this context, public services are undergoing significant transformations within their existing management systems to meet changing expectations. The importance of public services that include good governance principles is increasing in meeting these demands and needs. In this regard, the concept of public value, which prioritizes both the provision of public services and understanding the desires and needs of individuals, becomes linked to the principles of good governance. Based on this idea, this research aims to determine whether good governance principles are effective in creating public value. In this regard, the study was carried out by applying a survey method to people in the service area of Ankara Metropolitan Municipality. As a result of the study, it was seen that good management principles and public services, when applied, are very effective in creating public value and creating a high sense of satisfaction.

Keywords: *Good Governance Principles, Public Service, Public Value Creation.*

İyi Yönetişim İlkelerinin Kamu Değeri Yaratmadaki Etkisi: Ankara Büyükşehir Belediyesi Örneği

Öz

Yönetişim yaklaşımı, yönetim sisteminde gerçekleştirilen ve onun geliştirilmesi amacıyla yapılan bazı iyileştirmeleri içeren bir anlayışı ifade etmektedir. Günümüzde var olan teknolojik, küresel, kültürel birçok değişiklik bireylerin farklı istek ve ihtiyaçlarının ortaya çıkmasına neden olmaktadır. Bu çerçevede, değişen beklentileri karşılayabilmek için, var olan yönetim sisteminde kamu hizmetleri büyük dönüşümlerden geçmektedir. Bu istek ve ihtiyaçların karşılanması noktasında iyi yönetişim ilkelerini içeren kamu hizmetlerinin önemi de gittikçe artmaktadır. Bu doğrultuda hem kamu hizmetlerinin sunumunu hem de bireylerin istek ve ihtiyaçlarını anlamayı önceleyen kamu değeri kavramı, iyi yönetişim ilkeleriyle bağlantılı hale gelmektedir. Bu fikirden yola çıkarak bu araştırmada iyi yönetişim ilkelerinin kamu değeri yaratmada etkili olup olmadığının belirlenmesi amaçlanmaktadır. Bu doğrultuda çalışma, Ankara Büyükşehir Belediyesi'nin hizmet bölgesindeki kişilere anket yöntemi uygulanarak gerçekleştirilmiştir. Çalışma sonucunda iyi yönetim ilkelerinin ve ilkelerin uygulandığı kamu hizmetlerinin kamu değeri yaratmada oldukça etkili olduğu ve yüksek memnuniyet duygusu oluşturduğu görülmüştür.

Anahtar Kelimeler: *İyi Yönetişim İlkeleri, Kamu Hizmeti, Kamu Değeri Yaratma.*

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INTRODUCTION

In the field of public services, especially in recent years, there have been quite serious transformations in terms of structure. Among the factors that have led to these transformations are changes in the dominant economic thought in the world, changes in public administration, changes in information and communication technologies, reflections of globalization and postmodernism (Uysal, 2013), and the enrichment of the content of the idea of democracy (Altın, 2013). These factors, which bring about changes in the structure of public administration, also cause changes in the structure of public services. In this framework, public services should change according to the conditions of the time, the needs of the age, and the expectations of the public to provide social benefit (Göküş, 2010) and to meet the changes mentioned above (Çırakman, 1976).

Changes have led to the introduction of contemporary concepts such as governance and public value in public administration and public services. Starting from the traditional public administration, the lack of concepts such as participation, ethics, accountability, and transparency has led to citizens' demands in this direction. Thus, public services have become increasingly citizen-oriented, prioritizing the wishes and needs of citizens, based on principles such as participation and the rule of law, as well as accountability and transparency. For this reason, the idea has emerged that services based on these principles will create more value than the deficiencies in past public administration approaches.

In this framework, the primary aim of this study is to determine whether the principles of accountability, transparency, participation, rule of law, effectiveness and efficiency, morality and ethics, responsiveness and accessibility, strategic vision-strategic planning, and equality are effective in creating public value. The secondary aim of the research is to contribute to the literature in this field, since there is no study on the relationship between the good governance principles and public value and no study that examines this issue within the framework of municipalities. The third aim of the research is to demonstrate in practice how valid the theoretical definitions of public value used in the literature are in the eyes of the public. Given that both these objectives and the services provided by Ankara Metropolitan Municipality align with the good governance principles, Ankara Metropolitan Municipality would be a suitable institution for the study. Therefore, the survey was conducted with citizens in the service area of Ankara Metropolitan Municipality.

In this framework, the concepts of good governance and public value will be briefly mentioned in the first stage to provide a background for the study. As a result of the change in public services, the reflection of the concepts of good governance and public value in public services will be analyzed. Referring to the role of local governments in public services, the public services of the Ankara Metropolitan Municipality that include good governance principles will be included. Then, the creation of the survey statements will be explained, and the data of the study will be analyzed.

1. THEORETICAL FRAMEWORK

1.1. Public Services Shaped by Good Governance and Public Value

Governance refers to inter-organizational networks with an autonomous self-governing structure (Rhodes, 1996; Stoker, 2019; Turan, 2014). Good governance can be characterized as a form of governance that helps to achieve the ideal social, environmental, cultural and material goals sought and expected by citizens (Graham et al., 2003). The principles of good governance

outlined in the EU White Paper are identified as openness, participation, accountability, effectiveness, and coherence. It is emphasized that while each principle is significant on its own, they can only be fully achieved when interconnected (European Union White Paper, 2001). Many scholars have supplemented these principles with additional complementary ones, such as the rule of law, transparency, responsiveness, equity, and strategic vision (Çukurçayır & Sipahi, 2003; Dilaveroğlu, 2020; Özer, 2006). Toksöz, who regards good governance as "a new approach encompassing all principles necessary for establishing democratic government," has added the principles of transparency and fairness to this framework (2008). On the other hand, several additional principles should be incorporated to address the challenges of the contemporary era. Accessibility, which reflects the level at which citizens can engage with government, as well as morality and ethics, which should be upheld at all stages—from the delivery of services to communication practices—must also be included.

The concept of public value was put forward in Mark Moore's book "Creating Public Value: Strategic Management in the Public Sector", written in 1995. Moore, did not define public value, leaving it to public managers to define public value (Moore, 1995). This public value is created by the activities of governments and their institutions, and these activities affect the lives of the public; in short, public value is a straightforward concept that measures the gains to the public from public activities (Prebble, 2015). Public value is based on public opinions that are formed as a result of the services provided by the state and its institutions (Prebble, 2015). Public value is created through public services and public managers aim to create public value, just as private sector managers seek to create private value (Moore, 1995).

Especially in the last century, changes in economic, social fields have led to changes in the internal structure of public organizations and the way they provide services. This cycle of change resulting from globalization and the development of technology has also led to changes in management structures (Korkut et al., 2015; Özer et al., 2016). The process of globalization has led to cultural, political and economic changes in societies around the world that have differentiated the expectations of citizens, and has had an impact on the transformation of public services both structurally and in terms of content (Kırışık, 2013). Dissatisfaction with services that are few in number and low in quality has led citizens to demand more and better quality services (Göküş, 2010). People's expectations and needs in life have changed, and there have been changes in living standards. The environment in which public administration is located has experienced a significant change, and in this direction, the traditional understanding of administration and the services it provides are deficient and inadequate in terms of both quality and quantity (Denek, 2019). Thus, public administration has had to adapt to the environment in which it provides public services and to all kinds of changes (cultural, social, technological, etc.) occurring in this environment (Kırışık, 2013).

Change and transformation in public administration have also led to significant shifts among many public administration actors. Starting with local governments, which are the administrative units closest to the public, all service-providing administrative levels are incorporating adjustments aligned with these changes. For instance, municipalities are redesigning their websites to better serve the public. While this study examines such transformations through the lens of good governance principles and public value, Karkın and Jahnsen have analyzed the websites of Turkish local government units specifically from the perspective of public value (Karkın & Jahnsen, 2014).

1.2. The Role of Local Governments in Providing Changing Public Services

Approaches such as Traditional Public Administration (TPA) and New Public Management (NPM) have been shaped by the idea of how to deliver public services to the public best and have differentiated themselves within this framework (Çelik & Akça, 2021). In TPA, the lack of a value structure among public service providers has led to several issues, including a decline in welfare levels, unachieved goals, and diminished trust between society and administrators. Similarly, the focus on efficiency in NPM introduced a perspective where service recipients were referred to as "customers" rather than citizens, and public service providers were labeled as "unresponsive technocrats." This paved the way for the emergence of the concept of public value. Within this framework, public administrators and service providers are viewed as explorers who collaborate with other actors to investigate, define, and create public value (Wang & Wang, 2019). While the managerial approach gained prominence with NPM due to its emphasis on efficiency, it also became the subject of criticism for the innovations and changes it introduced. This criticism gave rise to alternative ideas under the banner of Post-NPM. Among these, the concept of public value has stood out with its distinctive ideas about the public and the quality of public services, emphasizing the shortcomings of NPM. The notion of "public value" was positioned in opposition to the market-based values of NPM, highlighting its limitations (O'Flynn, 2007; Çolak, 2021).

While both NPM and the concept of public value share a common understanding regarding the adoption of specific management ideas from the private sector, the concept of public value differentiates itself from NPM, particularly with its ideas about citizenship perception (Köseoğlu & Tuncer, 2014). Public value, on the one hand, refers to key principles such as efficiency and performance associated with NPM. On the other hand, it points to the legitimacy and trust principles of TPA as well as the participatory approach to governance in the policy and implementation stages (Köseoğlu & Tuncer, 2014). It plays a balancing role between TPA and NPM (Karkın, 2015) and incorporates elements from both (Gençosman, 2018). Public value is based on the views of the public that emerge as a result of services provided by the state and its institutions (Prebble, 2015). What is valuable, as can be understood from the concept itself, is grounded in the desires and judgments of the public. In public value, the needs of the public are central, but different individuals have different desires and needs. Moreover, these individuals grow up in different social environments, which leads them to develop distinct cultural frameworks and, within this context, changing ideas and needs over time (Alford & Hughes, 2008).

In a period when the way of public administration and, naturally, public services have undergone a great deal of transformation, it becomes counterintuitive to carry out public services from a single center, a single value or a single point of view. In this case, institutions such as local administrations (special provincial administrations, municipalities) are included in the central organization of the administration to meet differentiated service expectations and increase functionality (Çırakman, 1976). One of the many forms of public services is local public services provided through local administrations (Karahanoğulları, 2001). To meet the demands of contemporary society, there is a need for an increasing number of qualified public institutions to meet the increasing number of public services. These institutions have an important place both in providing a wide range of services and in implementing more effective methods (Çırakman, 1976). One way to increase effectiveness, efficiency, and speed in public services is decentralization (Korkut et al., 2015).

Reasons such as globalization and the increase in the rate of urbanization have led to an expansion in the service range of local governments (Karayel, 2019); service delivery has become more intricate and difficult with the increase in transportation, communication and technological

opportunities in cities. At the point of providing these services, local governments have come to the fore due to their ability to provide more effective services compared to central governments (Sezer, 2008; Sezer & Vural, 2010). This situation has further increased the importance of local governments that focus only on local services and can provide more effective services within this framework. Thus, the traditional definition of public service and its traditional structure have been replaced by a new service definition and a service network with service providers that are more advanced, self-renewing, autonomous, and able to move freely within an autonomous service cycle to meet changing and complex expectations. Existing services have started to be carried out with good governance principles such as transparency, efficiency, etc., which have been added to public services with the governance approach, and the innovations required by the age have started to be integrated into public services. Local governments' live broadcasting of tender procedures and parliamentary meetings, and the inclusion of the public's opinion in a decision-making process that will already take place in daily routine through surveys, can be shown as examples of the transformation of services and the understanding of governance included in services.

Public administrators also pay attention to building trust with the target audience and providing target-oriented responses to collective demands (O'Flynn, 2007). One of the primary sources of public value is trust and legitimacy, which are at the center of the relationship between the public and governments. In fact, even if services and outputs match, if there is a lack of trust between the public and administrators or a lack of legitimacy of administrators, this can undermine public value because trust is a fundamental value that the public highly values (Kelly et al., 2002). Local governments do many things that provide value to the public. These efforts that offer value can be considered in three aspects (Mulgan et al., 2019): First, the value created refers to the value created as a result of public services such as transportation, security, and education. Second, there is a value associated with outcomes, and this value can be understood through democratic debate or surveys to understand which outcomes the public values. Thirdly, it refers to the emergence of the concept of trust as a value attributed by both the individual and society at large. The formation of these values usually stems from the satisfaction people feel towards public services, along with governance qualities such as coordination, reliability, and responsiveness (Mulgan et al., 2019). From this point of view, each service based on sound governance principles is expected to create a feeling of satisfaction among citizens. This study is based on this main assumption.

2. RESEARCH METHODOLOGY

As mentioned before, the research was conducted with a questionnaire based on my literature in the first stage. After a pilot survey with 50 participants, the questionnaire was finalized after corrections were made in the incomprehensible points of the statements, new statements were added, and the questionnaire was finalized by taking the opinions of expert professors. The final version of the questionnaire was conducted both as face-to-face surveys and online forms. With 59 statements created in the questionnaire, it was tried to understand the value of the services provided by Ankara Metropolitan Municipality within the framework of good governance principles on the public. In the survey, individuals were expected to respond to each statement on a 5-point Likert scale. In addition to the pilot application of the questionnaire, there are some control statements in the final study. Since these control statements are constructed in a negative structure, their answers should be given in reverse on a 5-point Likert scale. Therefore, in contrast to the positive statements, the answers to the control statements are 1: Strongly agree, 2: Agree, 3: Undecided, 4: Disagree, 5: Strongly disagree. In this case, in control statements, individuals are

expected to pile up on the left side of the scale, that is, on the side where the answers are negative in the questionnaire.

The second and main phase of the survey included 450 citizens of Ankara. The respondents were randomly selected in different locations in Ankara, but mainly in Çankaya and Yenimahalle districts. In face-to-face surveys, individuals were informed that these services were already being provided, in case they had not heard of them. They were informed that these services were collected from the Municipality's annual reports, websites, and social media channels. They were then told that they were asked to rate the value of these services on a 5-point Likert scale. The online version of the questionnaire was also delivered to people through advertisements and individuals known to live in Ankara. Based on the responses to the control statements, 327 respondents' surveys were found to be valid.

Cronbach's Alpha coefficient is an internal consistency coefficient frequently used to measure the reliability of a Likert-type scale. According to Cronbach's Alpha coefficient, values between 0.00-0.39 indicate that the developed test is not reliable; values between 0.40-0.59 indicate that the reliability of the developed test is low; values between 0.60-0.79 indicate that the developed test is highly reliable; values between 0.80-1.00 indicate that the developed test has high reliability (Alpar, 2020). Cronbach's Alpha Reliability Analysis was performed on the survey data, and the reliability coefficient was found to be .975. In this case, the developed test has high reliability. Since the reliability of none of the statements in the questionnaire was higher than the overall reliability of the questionnaire, there was no need to remove any statement from the analysis. However, statement number 40, the third statement of the accessibility principle, was later removed from the questionnaire and was not used in the study. The data of the questionnaires were used in frequency analysis with the SPSS 24 program. Crosstabs method was applied in frequency analysis and how individuals responded to which statement depending on demographic variables was shown in tables.

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3. SURVEY DESIGN AND EMPIRICAL FINDINGS

The fact that the concept of public value is a concept and theory that has received little attention in the Turkish public administration literature (Karkın, 2012; Karkın, 2015) and that there are not enough data sets on the concept (Karkın, 2012) has led to the desire to conduct a study in this field. In addition, most of the studies encountered in the literature stand out as studies that attempt to measure public values, not public value. Most importantly, a study linking good governance principles and public value has not been found in the literature. In their study titled Public Value and Local Governments, Uçar Kocaoğlu and Saylam (2015) discuss the connection between public value and local governments in terms of several principles. However, there appears to be no study that asks the citizens, who are the subject of public value, about the effect of good governance principles on the creation of public value.

The survey method was chosen in this study due to its relative applicability and ease of analysis. For this reason, the survey statements were created from scratch by political scientists and public administrators who are experts in their fields, in line with the service details obtained by examining the literature, activity reports, social media accounts, and website of Ankara Metropolitan Municipality. The services and discourses of the Municipality were analyzed to

determine which of the good governance principles they are related to, and then the survey statements were prepared accordingly. In this case, the first step is to look at how the principles that are subject to the services are addressed.

The Municipality has used expressions referring to many good governance principles and has carried out activities in this direction. For example, there is a section on the Municipality's website under the heading of transparency and accountability, where information on previous services is shared[1]. In line with the principle of transparency, there is a separate section on the website called "Transparent Ankara" (*Şeffaf Ankara*) where live video footage of tenders and parliamentary meetings can be accessed.[2] Within the framework of the principle of participation, the Municipality has conducted surveys regarding the Ankapark[3] process and the structure of street signs asking for public opinion and has carried out active studies on public participation[4]. Beside, in many of Mayor's speeches, the Mayor has made statements based on the rule of law, and has put up posters in many parts of the city stating that they have taken actions based on the law.[5]

Within the framework of the principle of effectiveness and efficiency, studies were carried out to achieve maximum benefit with the available resources[6]. On the other hand, the Municipality has issued warnings to its own employees regarding the principle of morality and ethics and has asked public employees to pay attention to moral and ethical principles in their public work, and the Mayor has actively participated in ethics workshops[7]. The Municipality has created a portal to respond to citizens' requests and questions and has worked to provide rapid feedback to citizen requests[8]. In addition, in order to ensure that citizens have quick access to the Municipality and the municipal administration, public meeting days were organized and meetings were held with mukhtars, who manage the neighborhoods[9]. Strategic plans have been created to meet the needs of the age, and the production of some of the municipal buses as electric buses has started.[10] In addition, the Municipality has made efforts to ensure equality between women and men and to ensure that disabled people can move outside on an equal footing with other individuals.[11]

In the other hand, the Municipality provides services such as sharing annual activity reports regarding the services in the Municipality on its website, publishing posters showing the cost of services offered, sharing the work on social media accounts, obtaining organic fertilizer from waste vegetables and fruits and distributing it to farmers free of charge, using applications such as "Blue Table" (*Mavi Masa*) to easily access information and answers, and establishing Technology Centers and free Wi-fi networks. As can be seen, the Municipality provides many services that include good governance principles. The statements were created to understand whether these services provide value to citizens.

The survey includes each of the principles listed previously. Within each principle, four statements were included, both statements containing general judgments and statements directly related to services. For example, the statement "I find it valuable that the municipality's efforts to ensure that all citizens live equally." is a general statement. On the other hand, the statement "I find it valuable that practices such as "My Purple Map" (*Mor Haritam*), which the municipality created for women to feel safe." is a direct service-oriented statement. After preparing statements for all good governance principles, public value statements were included in the last part of the survey. In this section, there are statements based on the definitions of public value in the literature can be seen Table 1.

Table 1: Public Value Statements*

Quotes	References	Statement Numbers	Expression
"Public value refers to the value created by government through services, laws regulation and other actions."	(Kelly et al., 2002, p. 4)	50	I think the services provided by the municipality are valuable.
"All of the important areas of value fall into three broad categories: services, outcomes and trust."	(Kelly et al., 2002, p. 11)	51	I see the results of the services produced by the municipality as valuable.
"The third main source of public value is trust, legitimacy, and confidence."	(Kelly et al., 2002, p. 17)	52	The services provided by the municipality create a bond of trust between the municipality and the public.
"Clearly, the views of managers and policymakers are critically important … but citizens' views seem at least equally important."	(Bozeman, 2019, p. 817)	53	It is important for me that the municipality not only provides services but also cares about our opinions as a result of the services.
"The aim of managerial work in the public sector is to create public value just as the aim of managerial work in the private sector is to create private value."	(Moore, 1995, p. 28)	54	The main raison d'être of the municipality is to provide services that we consider important.
"There is evidence that satisfaction is higher in services seen as important by users."	(Kelly et al., 2002, p. 12)	55	If the municipality produces services that we value, the importance of its services increases.
"What makes something publicly valuable is partly that a public values it."	(Benington & Moore, 2011, p. 10)		
"...In these areas user satisfaction is critical to public value."	(Kelly et all., 2002, p. 11)	56	The fact that the municipality provides all the things I need has a positive impact on me.
"Accordingly, a higher satisfaction of personal needs leads to a higher public value"	(Meynhardt et al., 2017, p. 149)		
"The fact that public value can be produced as a joint effort between citizens and government is particularly salient for outcomes."	(Kelly et al., 2002, p. 16)	57	It is a valuable issue for me that the municipality seeks my opinion in its decisions.

Control Statement		58	The results of the services produced by the municipality are not valuable to me.
"Public preferences are at the heart of public value. In a democracy only the public can determine what is truly of value to them."	(Kelly et al., 2002, p. 6)		
"Public value is value for the public. Value for the public is a result of evaluations about how basic needs of individuals, groups and the society as a whole are influenced in relationships involving the public."	(Meynhardt, 2009, p. 212)	59	It is valuable for me that the municipality learns about my needs and makes plans accordingly.
"… what is valuable is registered in the desires and judgments of people. In the case of public value, it is the needs and wants of the collective citizenry that count."	(Alford & Hughes, 2008, p. 133).		
"The first part of the definition ("what the public values") by focusing attention not just on individual interests but also on the wider public interest, and not just on the needs of current users but also on the longer term public good..."	(Benington, 2009, p. 234)	60	When the municipality produces services for the benefit of the people, I consider these services valuable.
"There is a strong correlation between satisfaction with different services and whether people feel they are well informed about them."	(Kelly et al., 2002, p. 11)	61	It is important for me that the municipality informs the public about services in any way.
"Trust is highly valued by the public. One UK survey found that honesty and trustworthiness were the qualities the public value most in a political leader"	(Kelly et al., 2002, p. 17)	62	It is important for me that the municipality runs its services honestly.
The importance of participation in public value: "Very important - multifaceted (customers, citizens, key stakeholders"	(Kelly et al., 2002, p. 10)		
"The judgment of what is public value is collectively built through deliberation involving elected and appointed government officials and key stakeholders.."	(Stoker, 2006, p. 42)	63	I think it is important for the municipality to contract with different sectors to serve us well.
"Public value creation should be through inter-organisational partnerships and network relationships among public managers, clients, and stakeholders where public expectations are better understood."	(Samaratunge & Wijewardena, 2009, p. 315)		
"Public value is created differently in different public actions and can only be determined through consultation with relevant stakeholders by the agency taking the action."	(Gençosman, 2018, p. 55)		

"…Later on, this idea changed to the idea that public value is the result of negotiations between politicians, public administrators, various social structures and individuals. At this point, public value has become a value or benefit attributed to the public service as a result of consensus."	(Erten, 2021, p. 122)	63	I think it is important for the municipality to contract with different sectors to serve us well.
"Research suggests that used appropriately this (engagement) can generate considerable value."	(Kelly et al., 2002, p. 25)		
"There is a growing sense that it is an idea whose time has come – that public value thinking and action may help to make sense of the very complex changes and tough challenges now facing governments and communities in a period of profound political economic and social restructuring..."	(Benington and Moore, 2011, p. 2)	64	I find the municipality's participatory approach to solving problems valuable.
This statement was added as an overview of the statements generated at the end of all the fieldwork.		65	I think that the municipality's compliance with good governance principles (accountability, transparency, participation, etc.) creates value.

*Prepared by authors.

The first version of the survey was prepared in order to determine the validity and reliability of the survey statements, to understand the comprehensibility of the statements and to get feedback from the public about the statements. The pilot application of the survey was carried out in Çankaya district of Ankara due to its highest population. Another reason for this is the high probability of reaching people from many districts of Ankara at the same time. The pilot application was tried to be carried out on 50 people by proportioning the ratio of men and women to each other. As a result of the application, the overall reliability of the survey was .969 according to Cronbach's Alpha Reliability Analysis. However, since there were no control statements in the pilot survey, it was not clear whether the respondents filled out the survey without caring, whether they answered the survey according to their agreement with the political party to which the Municipality belongs (responding positively to all of them if they are in the same direction and negatively to all of them if they are in the opposite direction), or whether they really wanted to answer all of them positively. Due to this situation, control statements (the opposite of a positive statement) were added to the second version of the survey in order to understand how carefully the survey was answered. On the other hand, some of the statements were modified according to the feedback received from the public and the opinions of experts in the field. After removing the statements that needed to be removed and adding more statements on public value, the final version of the survey was reached. In the final version of the survey, in addition to 6 demographic questions, there are 59 statements, 65 statements in total. In the survey, a 5-point Likert-type scale was used (1-Strongly Disagree, 2-Disagree, 3-Undecided 4-Agree, and 5-Strongly Agree). The statements were designed to measure whether the services using the good governance principles - accountability, transparency, participation, rule of law, effectiveness and efficiency, morality and

ethics, responsiveness, accessibility, strategic vision-strategic planning and equality - create a sense of value and satisfaction among the public.

Unlike the first version of the survey, in the final version a control statement was added to some of the good governance principles. For example, between the statements of the first principle, accountability, a statement has been inserted that is the opposite of statement 1, thus increasing the number of statements to five. Below you can see statement number 7 and control statement number 11 of the survey:

Table 2: Example of Control Statement

7: I find it valuable that the municipality is accountable for its activities.
11: It is not valuable for me that the municipality is accountable in matters related to its activities.

The final application of the survey was carried out on 450 citizens in the Ankara service area in 2023, after the approval of the ethics committee. The people included in the face-to-face survey were randomly selected in different parts of Ankara, but mostly in Çankaya and Yenimahalle districts. In face-to-face surveys, individuals were informed that these services were already being provided, in case they had not heard of any of these services. They were informed that these services were collected from the Municipality's annual reports, websites and social media channels. They were then told that what they were asked to do in the survey was to respond to these services depending on how valuable they considered them to be on a 5-point Likert scale. The online version of the survey was also delivered to people through advertisements and individuals known to live in Ankara. Based on the responses to the control statements, 327 surveys were found to be valid and these valid surveys were used in the frequency analysis. Of the individuals who participated in the survey, 210 were female and 117 were male. On the other hand, out of the 327 people whose survey was valid, the highest number of respondents on the basis of districts is from one of the 7 districts of Ankara with the highest population. In this case, it can be said that the distribution of the participants in the study on the basis of districts is proportional to the population of the city, and validity is ensured in this regard.

Cronbach's Alpha Reliability Analysis was performed on the final survey data and the reliability coefficient was ,975. The survey data were used in frequency analysis with the SPSS 24 program. Crosstabs method was applied in frequency analysis. By taking the mean of each responses to each principle, the average information of 327 respondents about the statements was obtained. The mean values of the responses to each statement are shown below.

Table 3: Descriptive Statistics

	Minimum	Maximum	Standard Deviation	Mean	Answers Close to the Mean
Accountability 1	1,00	5,00	0,66328	4,6391	Strongly Agree
Accountability 2	1,00	5,00	0,92878	4,3823	Agree
Accountability 3	1,00	5,00	0,83582	4,5046	Strongly Agree
Accountability 4	1,00	5,00	0,69153	4,6086	Strongly Agree
Accountability 5	**1,00**	**5,00**	**1,32034**	**1,7309**	**Disagree**
Transparency 1	1,00	5,00	0,71143	4,6636	Strongly Agree
Transparency 2	1,00	5,00	0,74516	4,5474	Strongly Agree
Transparency 3	1,00	5,00	0,99795	4,3333	Agree
Transparency 4	1,00	5,00	0,69880	4,5413	Strongly Agree
Participation 1	1,00	5,00	0,70127	4,6024	Strongly Agree
Participation 2	1,00	5,00	0,73105	4,6300	Strongly Agree
Participation 3	1,00	5,00	0,64167	4,6300	Strongly Agree
Participation 4	1,00	5,00	0,75741	4,5474	Strongly Agree
Rule of Law 1	1,00	5,00	0,55896	4,7339	Strongly Agree
Rule of Law 2	1,00	5,00	0,61312	4,7156	Strongly Agree
Rule of Law 3	1,00	5,00	0,63372	4,6820	Strongly Agree
Rule of Law 4	1,00	5,00	0,69805	4,6453	Strongly Agree
Rule of Law 5	**1,00**	**5,00**	**0,81817**	**1,2966**	**Strongly disagree**
Effectiveness 1	1,00	5,00	0,70259	4,6820	Strongly Agree
Effectiveness 2	1,00	5,00	0,70017	4,7064	Strongly Agree
Effectiveness 3	1,00	5,00	0,87381	4,4495	Agree
Effectiveness 4	1,00	5,00	0,75793	4,5382	Strongly Agree
Moral 1	1,00	5,00	0,62581	4,7217	Strongly Agree
Moral 2	1,00	5,00	0,71568	4,7125	Strongly Agree
Moral 3	1,00	5,00	0,67334	4,6911	Strongly Agree
Moral 4	1,00	5,00	0,72704	4,6024	Strongly Agree
Moral 5	**1,00**	**5,00**	**0,82994**	**1,2844**	**Strongly disagree**
Responsiveness 1	1,00	5,00	0,61885	4,6453	Strongly Agree
Responsiveness 2	1,00	5,00	0,68567	4,5872	Strongly Agree
Responsiveness 3	1,00	5,00	0,65868	4,5841	Strongly Agree
Responsiveness 4	1,00	5,00	0,66627	4,5963	Strongly Agree
Accessibility 1	1,00	5,00	0,61830	4,7003	Strongly Agree

Accessibility 2	1,00	5,00	0,72568	4,6116	Strongly Agree
Accessibility 4	1,00	5,00	0,92291	4,3884	Agree
Strategy 1	1,00	5,00	0,70081	4,6055	Strongly Agree
Strategy 2	1,00	5,00	0,72907	4,6789	Strongly Agree
Strategy 3	1,00	5,00	0,71777	4,6544	Strongly Agree
Strategy 4	1,00	5,00	0,62089	4,7217	Strongly Agree
Equality 1	1,00	5,00	0,76388	4,6300	Strongly Agree
Equality 2	1,00	5,00	0,83815	4,5474	Strongly Agree
Equality 3	1,00	5,00	0,74771	4,6514	Strongly Agree
Equality 4	1,00	5,00	0,54055	4,7737	Strongly Agree
Public Value 1	1,00	5,00	0,79401	4,5260	Strongly Agree
Public Value 2	1,00	5,00	0,82673	4,5535	Strongly Agree
Public Value 3	1,00	5,00	0,84303	4,4862	Agree
Public Value 4	1,00	5,00	0,76084	4,5963	Strongly Agree
Public Value 5	1,00	5,00	1,03881	4,2294	Agree
Public Value 6	1,00	5,00	0,82757	4,4128	Agree
Public Value 7	1,00	5,00	0,71937	4,5566	Strongly Agree
Public Value 8	1,00	5,00	0,60668	4,6728	Strongly Agree
Public Value 9	**1,00**	**5,00**	**0,95891**	**1,4220**	**Strongly disagree**
Public Value 10	1,00	5,00	0,57111	4,6697	Strongly Agree
Public Value 11	1,00	5,00	0,60117	4,7064	Strongly Agree
Public Value 12	1,00	5,00	0,58673	4,7034	Strongly Agree
Public Value 13	1,00	5,00	0,55770	4,7615	Strongly Agree
Public Value 14	1,00	5,00	0,74171	4,5352	Strongly Agree
Public Value 15	1,00	5,00	0,65439	4,5810	Strongly Agree
Public Value 16	1,00	5,00	0,61730	4,7034	Strongly Agree
Number of Valid Surveys	**327**				

4. EVALUATION

In this study, based on the claim that the good governance principles are effective in creating public value, in order to understand the satisfaction of individuals and to obtain their opinions, each of the good governance principles was formed in the structure of "I find it valuable…" (…*değerli görüyorum*.) In this way, it was tried to understand how valuable the individuals consider each principle based on the scores of their responses. The fact that individuals give positive answers in positive statements and negative answers in negative statements will show that the assumption of the study is supported. As can be seen from the table above, the overall result of

the survey shows that all of the good governance principles create a high level of satisfaction and value for the public.

There are a few points to be mentioned in the survey results. The statements mentioned below are shown in Table 4.

Table 4: Supplementary Statements

Statement Number	Statement
47	I find it valuable that the municipality conducts surveys on its website to gather women's opinions in the name of gender equality.
48	I find it valuable that practices such as "My Purple Map" (*Mor Haritam*), which the municipality has created for women to feel safe.
49	I find it valuable for the municipality to implement practices such as "Barrier-Free Parks" for the disabled and "Barrier-Free Nursery" for children.
20	I find it valuable that the municipality acts in accordance with the law in its operations
24	The municipality's compliance with the law in its operations is not valuable to me.

As can be seen above, the 47th and 48th statements for the principle of equality were created for the equality of women and men. In these statements, an application created for women to live as safely as men and a survey that gives importance to women's opinions in order to ensure an equal living environment between them are mentioned. It is seen that such practices that are valuable for women are also very valuable for men. Because women responded to the 47th statement 84.3% responded positively, while 82% of men responded positively. While 98.6% of women responded positively to statement 48, 89.8% of men responded positively. In this case, it is seen that a service that is created for women in the name of women's equality and for women to lead a prosperous life, which ultimately creates value for women, also creates value for men. The same situation is also valid for the activities carried out for the participation of disabled individuals in Turkish society. Because 99.5% of women responded positively to the statement 49. Men responded positively to the same statement at a rate of 93.2%. Based on the fact that none of the individuals participating in the survey are disabled, it is seen that women and men value these services and the principle of equality within this framework very highly, which are aimed at facilitating the lives of disabled individuals living in the society, although they themselves do not see concrete benefits. Because the highest rate in the survey belongs to this statement (4,7737).

According to the survey results, the second highest mean belongs to the first statement of the principle of the rule of law, statement 20. With this statement, individuals rated the value they attach to the principle of the rule of law and the municipality's compliance with the law within this framework. While 96.2% of women responded positively to this statement, 96.6% of men responded positively. It is clear that the principle of the rule of law is highly valued by both women and men. However, the point that needs to be mentioned in detail here is that the statement numbered 24, which is control statement of principle of the rule of law, also received a very high rate of negative responses. 96.2% of women and 93.1% of men responded negatively to this statement.

Another point that draws attention according to the survey results is related to the level of education. In most of the 59 statements, as the level of education increased, the rates of "Strongly Agree" in positive statements or "Strongly Disagree" in negative statements also increased. It can be said that parallelism continues between all education levels in the majority of statements, and that there are parallels between levels in other statements. As a result, in this case, it is seen that as the level of education increases, services based on good governance principles create more public value.

Taking the mean of each principle within itself can show us how high the positive response each principle received. In this case, the mean of each principle out of 5 is as follows: Principle of accountability 4.4807; principle of transparency 4.5214; principle of participation 4.6024; principle of rule of law 4.6960; principle of effectiveness and efficiency 4.5940; principle of morality and ethics 4.6887; principle of responsiveness 4.6032; principle of accessibility 4.5668; principle of strategic vision/strategic planning 4.6651; principle of equality 4.6506. In this case, the average of the response rates among the 9 principles is close to 5, that is, the response "Strongly agree", and the average of the responses of 1 principle is close to 4, that is, the response "Agree". If we were to rank these rates, the order from the principle with the most positive response to the principle with the least positive response can be made as follows: Rule of law, morality and ethics, strategic vision/strategic planning, equality, responsiveness, participation, effectiveness and efficiency, accessibility, transparency, and accountability.

Another point that can be mentioned is the public value statements created by adapting and starting from the definitions in the public value literature. While the rates of twelve of these statements are close to the response "Strongly Agree", the response rates of three of them are close to the response "Agree". The mean of statement number 58 (see Table 1), which is the control statement in public value statements, is 1.4220, which is close the answer "Strongly Disagree". However, since the statement is constructed in a negative structure, it can be said that this statement is actually close to the answer "Definitely Agree".

Among these statements, the statement with the highest standard deviation (an indicator of how far the answers are distributed from the mean) is the fifth of the public value statements, that is, expression number 54 (see Table 1). In this statement, 52.9% of women and 58.1% of men chose the answer "Definitely Agree". The statement's highest positive response rates seem to be quite low compared to other statements. The interpretation that can be made here is this: There is an understanding that prevails in the Turkish state tradition and in current Turkish administrative structure. According to this understanding, the state and administrative levels are often seen as more valuable than all individuals and the total of the people. With this understanding, while the state is seen as a necessary evil structure or plays a guard role, as can be seen in some other states, such an idea has not been established in Türkiye and Turkish state tradition. The state always has the supreme title of being a father, helping in difficult situations and being able to meet all needs. In this case, the services offered to the public within such a structure tend to be thought of as donations rather than as a necessary situation. Based on this, in our opinion, the idea that the main purpose of existence of the state and all its service levels is to provide service may not be an idea that is sufficiently established in Turkish society.

Traditionally, the state is viewed as an entity that protects, cares for, provides necessary services, and constantly considers the needs of its citizens. In this context, much like a father’s role in protecting his family, the state (often referred to as the "paternal state") similarly protects its citizens and ensures their needs are met (Ateş & Nohutçu, 2006). Although this traditional understanding of the state has undergone significant changes, particularly in the last century, its

influence continues to persist in countries like Türkiye, where a large portion of the population holds conservative values. In different countries, it is possible that this statement will receive a higher positive response.

These statements, which are based on public value definitions, have been created, as said before, to show how solid a foundation these definitions really have in the eyes of the public. As can be seen, all definitions received a highly positive response from the public. In this case, it can be said that the validity of public value definitions from the public's perspective is ensured. The public value statement that received the highest positive response from the public is public value statement number 62 (see Table 1) in the survey. The average of this statement is 4.7615 and the rate of responses is close to the "Definitely Agree" response. This statement is based on Kelly et al. (2002)'s statements about trust. In this case, this statement, which was created to understand how important trust and honesty are seen by the public, is accepted by the public as Kelly et al. (2002) was answered in a way that proves its statement and supports the study conducted.

Secondly, the public value statement with the highest mean is the 11th statement in the value section and corresponds to the 60th (see Table 1) statement in the survey. This statement was created based on Benington's (2009) statement that associates public value with benefit. Accordingly, Benington saw the definition of "what the public values", which he used when defining public value, as being related to benefit. In this case, it is seen that the public also sees these services as valuable when services are produced for the benefit of the society in general, and these beneficial actions create public value on the public.

Public value statements 12 and 16 have the 3rd highest mean with a mean of 4.7034. The 12th public value statement corresponds to the 61st (see Table 1) statement in the survey, and the 16th public value statement corresponds to the 65th statement in the survey. Statement 62 Kelly et al. (2002) stated that there is a strong relationship between satisfaction with services and people's feeling that they are well informed about these services. According to this interpretation, informing individuals about services, providing them with details about these services, not hiding this information and making it easily accessible when desired constitutes a value. The high mean of this expression is an indicator of how much the public values being informed about services.

As a result of the survey and analysis, based on the results of all statements one by one and finally the result of the 65th (see Table 1) statement, it is seen that good governance principles create public value. As can be seen in table 2, means of all principles are high. All of the principles and their means, as well as the answers to the 65th statement, are positive, with a high degree of response. On the other hand, it has been observed that public value is highly linked to many issues such as satisfaction, trust, results, honesty, services, participation, information sharing, and caring about citizens' opinions.

5. DISCUSSION

In the public value literature, there are significant studies on the measurement of public value and whether public value creation occurs. However, there is no consensus on how and through which tools and methods public value should be measured, and various studies have been conducted to measure public value (Çelik & Akça, 2021):

> Regarding the measurement of public value, there are several important original studies conducted by scholars and public institutions, such as Moore (2003), BBC (2004), Hills and Sullivan (2006), Talbot (2008), Bozeman (2009), and Bracci, Gagliardo, and Bigoni (2014). Therefore, methods such as "program evaluation," "impact analysis," "cost-benefit analysis," "balanced scorecards,"

"performance measurement systems," and "competing values approach" are employed to measure public value.

Recognizing the gaps in the measurement of public value, Moore conducted a study and revised Kaplan's earlier work within the framework of public value. They adapted the "Balanced Scorecard" to public value and developed a public value scorecard specifically designed for nonprofit organizations (Moore, 2003). In 2008, Talbot also conducted a study to measure public value. He utilized the "Competing Values Framework" as a basis for measuring public value and identified four interrelated dimensions in this framework: collaboration, creativity, control, and competition. Talbot noted that every organization possesses characteristics associated with these four dimensions (Talbot, 2008). Meynhardt, in his efforts to define public value, identified the values created by public and private sector organizations for the public in Switzerland and Germany. Through a survey study, he developed a "Public Value Atlas" (Uzun & Demir, 2019). The Public Value Atlas provides an empirical dataset that highlights how organizations contribute to the common good, thereby making their contributions to society more transparent. This approach facilitates the amplification of the public's voice and fosters a dialogue between society and other stakeholders (Meynhardt et al., 2017). In the context of Türkiye, the concept of public value is predominantly examined from a conceptual and theoretical perspective.

Within this framework, how public value can be precisely measured and which of the existing measurement tools yield accurate results remain unresolved issues in the literature. This study posits that public value can be understood through citizens' feelings of satisfaction and approval. It further argues that the best way to determine whether good governance principles create public value is by directly asking the citizens.

However, the study has certain limitations, such as being derived from a thesis and not being conducted across all districts of Ankara, which can be considered as shortcomings. Nevertheless, despite being carried out in only two major districts of Ankara, attention was paid to ensure that the surveyed individuals represented the general population of the city. On the other hand, applying the study to all areas of Ankara or different cities and diverse populations could yield valuable insights, particularly in assessing the extent to which the results align with those of this study.

When the studies in the literature and the results of this study are evaluated together, it becomes evident that being open, transparent, fair, and accountable, as well as having observable integrity, are highly effective in creating public value. From this perspective, a review of empirical studies and widely available conceptual insights in the literature reveals that the findings of this study are consistent with those of prior research.

6. CONCLUSION AND RECOMMENDATIONS

This study was created based on the idea that good governance principles and public services combined with good governance principles create value and satisfaction on the public in order to ensure the changing conditions mentioned above. According to the results, the response rates for all statements without exception were at least 4, that is, close to the "Agree" response. In this case, according to the data of the people who participated in the survey, it was concluded that good governance principles and public services in which good governance principles are applied create a very high level of public value and a feeling of satisfaction on the public.

The public value statements prepared in the last part of the survey also have positive response means. These statements, which were created according to many concepts that are at

the center of public value such as trust, satisfaction, participation and services, have received a high rate of positive responses from the public. In this regard, many definitions of public value expressed theoretically are also proven in practice.

As can be seen from the general results of the survey, good governance principles have an undeniable impact on creating public value. It is of great importance to include good governance principles in political, social and economic fields, both because they are highly valued by the public and because complex problems easily arise in the current period. The inclusion of these principles in management areas and social life will create an opportunity for Türkiye that is developed in every aspect and advanced management levels in every aspect. In an environment where the public's requests and complaints are better understood, creating all services on the basis of these requests and complaints will both increase the quality of services and ensure the best possible use of limited resources. In addition to all this, it should not be forgotten that since this study was carried out only in the service area of Ankara Metropolitan Municipality and the whole public was not included in the study, the same study may not yield the same results when carried out in a different place with different individuals.

The management approaches of a hundred years ago have lost their ability to solve today's problems, and new management approaches have emerged to meet the new demands and needs. Today, in these management approaches, public services are undergoing very rapid transformation. The needs in society may differ from day to day even compared to the previous day. A break away from the service concept in old management approaches and one-sided service provision, where the results behind the services are not taken into account, continues to have an impact all over the world. Moving away from uniformity and poor quality in services follows this. In this context, this traditional unilateralism in both public services and the provision of public services has been replaced by a management structure that includes different structures within the public services, cares about the results of the services, and listens to the opinions of the public while ensuring their participation in the services. Local governments, which can solve administrative difficulties more easily with their more concise structure, where different types of services can be adapted and implemented more easily, and who can understand the problems of the people more easily due to their proximity to the public, also stand one step ahead of other levels of government.

Public value refers to the value and satisfaction created by the public as a result of services. On the other hand, public value has emerged as an understanding that is based on many foundations such as trust, honesty, participation and the idea that the ultimate goal of public administrators and public institutions is to create value. With this understanding, we have entered a period in which people's ideas are included in the management system with feedback, services are transformed thanks to this feedback, and all types of service units constantly act to achieve the best. During this period, the requests and determinations of administrators ceased to be the only standard for public services. The public has moved to a very important position in creating public services and creating public value. In this position, it is revealed that services that the public does not value do not create public value, and that public services that do not create a feeling of satisfaction on the public can not create public value in the same way.

FOOTNOTES

[1] https://www.ankara.bel.tr/dokumanlar/saydamlik-ve-hesapverilebilirlik

[2] https://seffaf.ankara.bel.tr/

[3] It is a very large event space in Ankara that has been under litigation for a long time and has remained idle since the time of the previous Municipality.

[4] https://www.ankara.bel.tr/haberler/bld-4-0-soz-hakki-nda-ilk-lokal-anket-14574

[5] https://twitter.com/volkan_gultekin/status/1404855866050895886

[6] https://www.ankara.bel.tr/haberler/ekonomiye-katki-buyuksehir-atik-yas-sebze-ve-meyveleri-gubreye-donusturuyor-14908

[7] https://www.ankara.bel.tr/haberler/baskan-yavas-yerel-yonetimlerde-etik-calistayina-katildi-12984

[8] https://www.ankara.bel.tr/iletisim/online-bilgi-edinme-formu

[9] https://www.ankara.bel.tr/haberler/abb-muhtarlari-dinlemeye-devam-ediyor-16032

[10] https://www.ankara.bel.tr/haberler/dunyada-bir-ilk-15467

[11] https://www.izleme.org/ankara-buyuksehir-belediyesi-yerel-esitlik-eylem-plani/

AUTHOR STATEMENTS

Statement of Research and Publication Ethics

This study has been prepared in accordance with scientific research and publication ethics.

Ethics Committee Approval

For this research, the Ethics Committee of the University of Karadeniz Technical University Ethics Committee approval was obtained with the date of 14.11.2022 and the decision numbered E-26014373-05.01.04-31.311482

Author Contributions

The authors contributed equally to the study.

Conflict of Interest

There is no conflict of interest for the authors or third parties arising from the study.

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