


EVALUATION OF THE EFFECTS OF DEVELOPMENT PLANS ON ECONOMIC DEVELOPMENT IN TURKEY FROM 1985 TO THE PRESENT

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Abstract. This study analyzes the impact of development plans on Turkey's economic growth from 1985 until the present. In an era where uncertainties are on the rise, and global balancing processes are witnessed frequently, development plans play an important role in fostering economic development. The study sheds light on Turkey's interactions with other nations, its macroeconomic progress, social and economic advancements due to plan implementation, economic targets and expectations, democratization, and the rule of law. These factors are presented in a broader context that may differ from year to year with changing international dynamics.

Key words: development plans, economic development, Maxqda.

Introduction

In the development plans that were published with the entry into the planned economy period in Turkey, there are regulations in all areas that are important for the development of the country, especially economic and social issues. National development plans are macro-scale plans and include policy objectives that are implemented at the national level within the framework of the adopted principles and aim to increase the welfare of the country. The first nine five-year development plans were prepared by the State Planning Organization, the Tenth Development Plan was prepared by the Ministry of Development, and the Eleventh Development Plan, which is currently in the implementation phase was prepared by the Presidential Strategy and Budget Directorate (Çelik and Çetiner, 2019). In the 1990s, project planning came to the fore instead of the concept of planning, and as a result, DPT continued to work with the understanding of a project evaluation office. In the 2000s, a complete transition to the strategic planning process was achieved in Turkey. The most obvious reflections of this transition appear in the Eighth Five-Year Development Plan (DPT, 2000). The Ninth Five-Year Development Plan has been put forward for seven years, covering the period 2017-2013, with a one-year delay in order to be compatible

with the EU budget. The main purpose pursued here, as stated, is to ensure that the economic and social structure develops in harmony with the EU. Around these objectives, the Ninth Five-Year Development Plan has the feature of being a plan that includes what steps need to be taken in the EU harmonization process rather than offering solutions to the problems existing throughout the country (Team, 2011). Turkey's approaches to global developments, interactions with other countries, macroeconomic developments, social, and economic developments resulting from implementing plans, economic targets, and expectations, steps taken towards democratization and the rule of law are presented in a different context every year in Turkey. may appear. In this context, when evaluated in all its dimensions, the Fifth Five-Year Development Plan covering the years 1985-1989 was accepted as the beginning and compared with the Eleventh Development Plan covering the years 2019-2023.

Literature review

Evaluation of development planning in Turkey

In the 1980s, planning at the global level lost its importance, and with the revival of liberal policies, the use of Keynesian policies was discontinued. In the new period, the market alone was the determining

factor, and the interventionist approaches of the state left itself only to the regulatory function. The main reason for this transformation is the excessive government intervention in the markets in the 1970s. First, stabilization measures were announced on January 24, 1980 (Ak, 2011). Afterwards, there was a radical change in the economic structure in line with the regulations implemented with the September 12 coup. In the 1980s, concepts such as globalization, financial freedom, free market, and removal of monetary restrictions were heard frequently in the economic circles of developed countries. This situation points to the birth of a new economic model. During those years, international organizations, such as the World Bank and the IMF, started a persistent endeavor to apply pressure on the decision-making mechanisms of the states. The basis of this situation is that the debts of the states to the relevant institutions are constantly increasing and it is now becoming very difficult to pay them.

There are many structural regulations in Turkey during this transition period. With the 1982 Constitution, development planning was first removed from the basic duties of state institutions and organizations, and regulations on this subject were made in the economic provisions section. Because of these developments, the State Planning Organization has lost its status as one of the Constitutional institutions. Here, DPT lost its influence on the economy and moved away from an expert institution and became a political structure (Sezen, 1999: 244).

In the 1980s, Turkey signed five different harmonization packages with the World Bank, and the economic restructuring process began. With the agreements in question, a loan of 1.6 billion dollars was given to Turkey by the World Bank. Certain regulations were made depending on the decisions taken with the agreements. The basic headings of the regulations in question are as follows (Soyak, 2003: 179).

- Privatization of energy systems,
- Taking steps to develop exports,
- Conducting infrastructure studies to facilitate financial capital movements, and subsequently establishing and operating capital and money markets under the findings
- Giving priority to infrastructure projects by reducing SOE shares in order to realize public investments,
- Elimination of state monopoly by providing inputs such as machinery, fertilizer, medicine, and seeds throughout the agricultural sector.

In line with the articles put into practice, a very important transformation process has occurred in the

economic structure. While industrialization efforts were left in the background in the development plans put forward in the following process, increasing exports, structurally shrinking the state, and privatizing kits were determined as the primary targets.

The Fifth Five-Year Development Plan and the Sixth Five-Year Development Plan, which emerged because of policy changes, appear as reflections of the policies of the World Bank and the IMF. While industrialization steps are in the background of these plans, the development of exports is the primary goal. In addition, with these two plans, the Turkish economy has become open to international capital and financial markets. With the Seventh Five-Year Development Plan, the sectoral planning approach was abandoned and a transition to the strategic planning period was achieved. A plan was made that included the structural, legal and institutional change strategies deemed necessary for the strategic planning process (Soyak, 2003: 179). In addition, the plan in question highlights the need for permanent and effective changes in the state's understanding of organization and role within the social and economic structure. In addition, the need to shape the economy by market actors rather than taking administrative decisions regarding the economy is emphasized (Övgün, 2019: 190).

In the Seventh Development plan has no elements that are deemed necessary in every planning, such as determining concrete goals, determining methods suitable for the determined goals, starting the use of resources, monitoring the practices and making evaluations. In the 1990s, project planning came to the fore instead of the concept of planning, and as a result, DPT continued to work with the understanding of a project evaluation office (Sezen, 1999: 278).

There is a significant difference between the strategic planning approach implemented in the Seventh Five-Year Development Plan and development planning. When looked at, public investments are at the forefront of development planning. The development plans prepared have the feature of being guiding for the private sector and imperative for the public sector. Within strategic planning, public institutions have to make plans just like private sector organizations under the free market conditions determined by international capital. While public investment targets are determined for development planning and certain incentives are used for the private sector in line with these targets, in strategic planning, the aim is

to enable the private sector to provide direct savings with incentives (Ekiz and Somel, 2005: 124). By the 2000s, a complete transition to the strategic planning process was achieved in Turkey. The most obvious reflections of this transition appear in the Eighth Five-Year Development Plan.

The Ninth Five-Year Development Plan has been put forward for seven years, covering the period 2017-2013, with a one-year delay in order to be compatible with the EU budget. The main purpose pursued here, as stated, is to ensure that the economic and social structure develops in harmony with the EU. Around these objectives, the Ninth Five-Year Development Plan has the feature of being a plan that includes what steps need to be taken in the EU harmonization process rather than offering solutions to the problems existing throughout the country. The changes in the understanding of planning during the period also led to changes in the organization of planning. One of these changes is the decision to move planning to the institutional level in order to increase the policy development capacity. In this way, instead of creating a top-down structure, each public institution and organization is considered as planning units and it is aimed at continuing the planning in question from top to bottom.

Methodology

In this study, the secondary data collection technique will evaluate the effects of development plans on economic development in Turkey. In this context, it is planned to conduct a content analysis with the quantitative, qualitative and mixed analysis program Maxqda. The Fifth Five-Year Development Plan, covering the years 1985-1989, will be considered as the beginning, and its comparison

will be made with the Eleventh Development Plan, covering the years 2019-2023. In this regard, seven documents in total will be uploaded to Maxqda’s document scanning system and evaluated. Within Maxqda, a code system will be created along with the creation of the data set on development plans, and statistical data will be provided from TURKSTAT’s database. Within the study, content analysis, which is referred to as a document analysis method, was performed together with maxqda, which is a qualitative, quantitative, and mixed analysis program. In this context, seven different documents for development plans valid between 1985 and 2021 were uploaded to the Maxqda document scanning system. Afterwards, a code system was developed for the purpose that makes up the data set of the relevant research within the program. In addition, some statistical results were got through TURKSTAT. The determined basic and sub-codes are; Global events and trends in Turkey, macroeconomic events, and expectations in the world economy, goals, and policies of plans, stable, and strong economy, strong societies, sustainable environments, and the rule of law, global trends, and interactions in Turkey, economic, and social developments in Turkey in the pre-planned period. It is expressed as social events, competitive production, and efficiency, qualified personnel, livable cities, democratization, and good governance.

Results & Discussion

The scanning results of the codes of the documents prepared for the development plan documents included in the study and uploaded to the program, and the code frequencies encountered, are given in Table 1.

Table 1 – Documents and Codes Uploaded to the Program

Document Name	CODED SECTIONS
Fifth-Five-Year-Development-Plan-1985-1989	119
Sixth-Five-Year-Development-Plan-1990-1994	79
Seventh-Five-Year-Development-Plan-1996-2000	9
Eighth-Five-Year-Development-Plan-2001-2005	13
Ninth-Development-Plan-2007-2013	15
Tenth-Development-Plan-2014-2018	132
Eleventh-Development-Plan-2019-2023	68

Among the documents used, the most frequently determined code frequencies belong to the Tenth-Deve-

lopment-Plan-2014-2019 period. The current relationships of the code variables within the study are listed in Table 2.

Table 2 – Relationship Between Code Variables

CODE	Coded Sections of All Documents	% Coded Sections of All Documents	Documents
Goals and Policies of the Plans	340	78,16	7
Qualified Person	35	8,05	4
Constitutional State	17	3,91	5
Democratization	15	3,45	5
Good Governance (Corporate Governance)	8	1,84	2
Strong Society	8	1,84	2
Economic and Social Developments in Turkey in the Pre-Plan Period	4	0,92	2
Sustainable Environment	2	0,46	1
Livable Cities	2	0,46	1
Competitive Production and Efficiency	2	0,46	1
Stable and Strong Economy	1	0,23	1
Macroeconomic Developments and Expectations in the World Economy	1	0,23	1
Global Trends and Turkey Interaction	0	0,00	0
Global Developments and Trends in Turkey	0	0,00	0

In the content analysis of the seven reports prepared, the most frequently encountered code was “goals and policies of the plans”. This situation shows that the policy focus in reporting, which evaluates the aftermath of future activities in the prepared development plans, is followed more intensively in policies along with targets and activities, besides harmonizing it with the public management system. For example, it is seen that in the Eleventh Development Plan, efficiency was determined as a priority, the leading role was taken by the industrial sector, and the framework of an export-oriented and stable model was created. Because of a general evaluation, the Eleventh Development Plan has the feature of being a complement to the plans made so far. The main goal in the prepared five-year plans is determined as increasing the level of social welfare. Because of this situation, emphasis is placed on the strengthening of the Turkish economy by implementing export-oriented development plans. With these, it is envisaged to follow liberal foreign trade and foreign capital policies, to eliminate and reduce interregional inequalities in the development process, and to keep state intervention in the economy to a minimum.

For development plans, the sustainability of long-term investments and external financing can be ensured by improving the investment and business environment in the horizontal policies section regarding improvements in the ecosystem. Cost rights will be built with the principles of rule of law and good governance, and a business ecosystem with strong institutional capacity will be created that will increase productivity. However, it is emphasized that cost-effective access to the business ecosystem can be increased by strengthening the energy and logistics infrastructure. Social and economic welfare, which increases with sustainable development, is possible by strongly maintaining and effectively implementing the principles of democratization, rule of law, and good governance through the state. Because of human-centered development approaches, which are at the focal point of the innovative governance system, democratization, and the rule of law are put forward as one of the starting points of the prepared plans. The similarity matrix of the plans valid between 1985 and 2023 is given in Table 3.

Table 3 – Similarity Matrix of Development Plans

Document Name	DP-2019-2023	DP -2014-2018	DP -2007-2013	DP -2001-2005	DP -1996-2000	DP -1990-1994	DP -1985-1989
DP -2019-2023	1,00	0,50	0,50	0,57	0,50	0,36	0,43
DP -2014-2018	0,50	1,00	0,71	0,79	0,71	0,71	0,64
DP -2007-2013	0,50	0,71	1,00	0,79	0,71	0,57	0,64
DP -2001-2005	0,57	0,79	0,79	1,00	0,93	0,79	0,86
DP -1996-2000	0,50	0,71	0,71	0,93	1,00	0,86	0,93
DP -1990-1994	0,36	0,71	0,57	0,79	0,86	1,00	0,93
DP -1985-1989	0,43	0,64	0,64	0,86	0,93	0,93	1,00

Note: The expression DP is an abbreviation for "Development Plan".

There is 86-93% similarity between the content of the development plans of the years 1990-1994 and 1996-2000 and the content of the development plans of 1985-1990. The main reason for this situation is the re-creation of plans because of the crises that occurred in different countries during that period or the unsuccessful results achieved in the development goals. With the study conducted, it was determined to what extent the employment policies in the development plans implemented from 1985 to the present were consistent and to what extent they were compatible with the determined targets. In addition, the study evaluated the ability to achieve the goals, targets, and plans being discussed regarding human resources and suggestions for development plans. Here, the indicators planned for the periods were compared with the actual indicators that emerged in the following period. The results got are transferred through employment data tables for all development plans. Afterwards, examinations and interpretations were made regarding the planned policies regarding employment and manpower. During the Fifth Five-Year Development Plan period, taxes were used to finance investments and expenditures. The priority issues addressed in the Fifth Five-Year Development Plan are; Structural features of production in Turkey, accumulation of human and material resources, geographical location features, current status of natural resources, characteristics of the regions to be given priority in development and the requirements arising in the name of national security, global foreign trade conditions and opportunities available in foreign competition, Payments No. 2983 The current state of the balance, the protection levels of industries that have achieved or can achieve competitiveness, the profit, and depreciation situation around the effects of selling fixed assets, ensuring productivity increase in the economy, the benefits of export incentives for consumers, determining the target for

national income, personnel requirements and other operating expenses, the status of basic products, the current status of agricultural loans, measures that can be developed under the Constitutional norms to solve land problems, reform in the agricultural structure, development of agricultural technologies and economic efficiency, high and insufficient and high energy prices, because of the increase in the total crude oil processing capacity above the required level because of the demand for petroleum products, the need for oil in oil refineries and their shadows, the insufficient statistical data on the movements of tourists, the capacities of existing higher education institutions, research and development on the solution of economic and social problems. It can be expressed as performing the work. In order to ensure a mobile workforce throughout the country, working conditions and wage policies must be improved. As in the previous two development plans, while working to increase employment within national borders in Turkey, it is important to evaluate existing employment opportunities outside national borders and accept them on the agenda.

There are certain issues that have been taken into consideration in the Sixth Five-Year Development Plan. Making production plans, prudence, and efficiency studies, some agreements to which we are a party in foreign trade rules, calculating country risks in loans, allocating loans to foreign countries for supporting exports, providing some services for obtaining foreign currency, improving Turkey's foreign competitiveness. Some of these include increasing trade and examining world trade conditions, and continuing the rationalization of protection policies. In addition, the Ankara Agreement, and the Additional Protocol Provisions include increasing economic efficiency within the framework of the aim of full membership in the EU, ensuring horizontal and vertical justice in taxation

processes, public finance policies, taking steps to simplify fund systems rather than new taxes, liquidating funds that have lost their function and agricultural products. Considering economic targets and balances in allocating financial resources for planning also makes up the issues within planning. In addition, in the process of determining the support prices to be given to agricultural products, a road map has been determined that will create stability in farmer incomes and guide the production processes. During this determination, determination of foreign prices and the general balance of the economy, selection of species related to afforestation and restoration, evaluation of foreign and domestic potential with genetic erosion and biological desert criteria based on the principle of using the resource under environmental conditions, profitability of the projects, the status of foreign markets, the current competitiveness of the products, the long-term effects of the use of nuclear energy throughout the sector, the investments to be made in the communication sector, the emerging requirements for national security and defense systems, the consideration of workforce requirements while increasing the higher education potential depending on social-based demands, the EU regional policy in the implementation and definition processes. The objectives and practices being observed are within development policies.

The growth in the Turkish economy since the 1990s has remained far from the growth figures that the financial community can trust. Because of the unstable growth outlook, companies have had to make their investments much more cautiously. As a result, this situation has become an obstacle to permanent employment increase.

In the Seventh Five-Year Development Plan, as of 2005, reducing export subsidies and supports given to agricultural products, ending the use of textile quotas along with export restrictions, reducing industrial tariffs, taking steps under the anti-dumping law, protecting intellectual property rights and Some new rules have been introduced in order to comply with the rules determined for investment requests.

Development of policies in the fields of trade, technology, and research to be performed to increase technology capacity at the national level, research projects performed by international companies, implementation of trade policies that will make foreign investments much more important, human development resources in institutional systems that can provide solutions to social problems. Evaluating the social responsibilities to be followed

by the state, ensuring balance in social and economic distribution, taking steps to strengthen the welfare state understanding, adding subsidies with higher social gains to the budget, ensuring equality of opportunity in practices, aligning labor legislation with the EU harmonization process, ensuring flexibility for labor markets. Developing appropriate solutions is among the topics that planning focuses on. In addition, implementing projects with high employment potential, responding to sectoral needs by acting in line with technological and scientific data in the purchasing policy to be determined by the government, developing collaborations that will contribute to progress in the fields of technology, science, and economy with the countries we assist, especially Turkey, Focusing on the relationship between competition law and privatization, ensuring the qualitative and quantitative development of financial instruments, taking steps to prevent loss of competitiveness with the change in the EU tax policy, and reducing the effects of the tax burden created by the tax system on employees are also included in the planning.

The seventh zoning plan period is considered being the period in which the most significant progress and change occurred in zoning plans. During this period, significant progress was made in the economy. The Eighth Five-Year Development Plan emphasized the elimination of barriers to capital movements and the achievement of a substantial level of financial market liberalization. In this process, the use of financial markets and macroeconomic policy tools has led to an increase in the dependence on food and other needs. In this period, when the state's withdrawal from production was considered among its basic duties; Ensuring compliance with the global competitive environment with privatization policies, determining taxation principles in line with the structure of income tax in tax policies, creating larger data sets for the development policies followed in OECD countries, making revisions in the GAP main plan in line with the conditions of the period, leading to an effective institutionalization process in the Southeastern Anatolia Region. Other issues emphasized include protecting environmental values, monitoring changing demographic elements, observing economic and environmental conditions, taking steps to strengthen the infrastructure of educational institutions, and implementing projects that will meet the needs of individuals in information and communication technologies. The development plan in question has a dynamic and self-updating structure that incorporates long-term strategies at

both national and international levels. Conducting research and production activities by multinational companies is considered a very important tool in spreading skills, technology, and capacity.

During the Ninth Development Plan process; Emphasis was placed on facts such as the preservation of natural and cultural values for future generations, current, and social events, and national values that should be given priority. Also during this period, projects for the transition from classical passenger trains to faster conventional train traffic were implemented. During the planning period, steps were taken to establish competitiveness and price stability in line with the demands of the economic circles, and the polluter or user pay principle was made valid in all sectors throughout the country. Other issues highlighted are; investment and consumption stages, dissemination of information and communication technologies, ensuring geographical and seasonal improvement in tourism, changes in the consumer profile in international markets, international dimensions of terrorist activities, lifelong learning strategies, introducing innovative strategies in education and training processes, international financing of terrorist activities. When we look at the objectives of the plan, the evidence shows that besides increasing competitiveness; it includes targets such as increasing employment opportunities, developing an environment of social solidarity, ensuring regional development along with human development, and increasing the quality of public services. In order to improve employment opportunities, it is emphasized that training programs should be more compatible with labor demand, the labor market should be developed and an effective labor policy should be put forward. In order to make the program pool measurable and manageable for easier monitoring and evaluation of the Tenth Development Plan, priority issues have been limited. Although the multi-dimensional process of globalization is a risk factor for numerous countries, it also contains important opportunities for growth and development. For an effective development process, there must be a clear harmony between the labor market and the education system. Phenomena such as lifelong learning, acquiring skills for business life, and developing entrepreneurship culture in individuals are especially important in the long term. Central government

organizations, local governments, or universities provide various supports for agricultural activities of different qualities, focusing on production directly on agricultural basins. In addition, natural disaster risks for the north-south line on highways are addressed through spatial planning processes. The Eleventh Development Plan has been implemented effectively by public institutions. The long and medium-term results of implementing the measures and policies to be taken for higher education quotas, in order to establish the link between the plan and the budget, and to strengthen the link between education and employment and supply and demand, at the budget aspect and macroeconomic level are included. In addition, addressing topics such as inflation expectations, changing trends in prices, factors affecting inflation, academic incentives, technology, and information transfer activities, effects of climate change, development of different financial systems will yield positive results, especially in the long term. The prediction that it will come out is dominant. Within the Eleventh Development Plan, supporting sports industries with high competitiveness, implementing cooperation projects to reduce disaster risk, and strengthening sports tourism are also discussed. While an approach in which the results of governance are prioritized has come to the fore with the Eleventh Development Plan, it has become much more common to follow policies besides targets and activities and to integrate reporting into the government that evaluates post-performance along with pre-government impact analysis. Development plans becomes much more important in an atmosphere where uncertainties increase, where changes in the political and economic balance of power are experienced rapidly in developed and developing countries, where balancing processes are observed at the global level and, ultimately, besides the formation of new centers of power, international cooperation becomes more complex. Turkey's approaches to global developments, interactions with other countries, macroeconomic developments, social, and economic developments resulting from implementing plans, economic targets, and expectations, steps taken towards democratization, and the rule of law are presented in a different context every year in Turkey. Development plans addressing these differentiations are shown with "X" in Table 4.

Table 4 – Issues Showing Differences in Development Plans from Year to Year

DEVELOPMENT PLANS	DP 2019- 2023	DP 2014- 2018	DP- 2007- 2013	DP- 2001- 2005	DP 1996- 2000	DP 1990- 1994	DP 1985- 1989
Goals and Policies of the Plans	X	X			X		
Qualified Person	X	X	X	X			
Constitutional State	X	X	X	X	X	X	X
Democratization	X	X	X	X	X		
Good Governance (Corporate Governance)	X		X				
Strong Society	X	X					
Economic and Social Developments in Turkey in the Pre-Plan Period	X	X	X				
Sustainable Environment	X	X					
Livable Cities	X						
Competitive Production and Efficiency	X						
Stable and Strong Economy	X						
Macroeconomic Developments and Expectations in the World Economy	X	X					
Global Trends and Turkey Interaction	X	X					
Global Developments and Trends in Turkey	X	X					

Note: The expression DP is an abbreviation for "Development Plan".

Conclusion

With the implementation of development plans, a very important transformation process has occurred in the economic structure, in line with the issues presented. While industrialization efforts were left in the background in the development plans put forward in the following process, increasing exports, structurally shrinking the state, and privatizing kits were determined as the primary targets. The Fifth Five-Year Development Plan and the Sixth Five-Year Development Plan, which emerged because of policy changes, appear as reflections of the policies of the World Bank and the IMF. While industrialization steps are in the background of these plans, the development of exports is the primary goal. In addition, with these two plans, the Turkish economy has become open to international capital and financial markets. With the Seventh Five-Year Development Plan, the sectoral planning approach was abandoned and a transition to the strategic planning period was achieved. A plan has been made that includes the structural, legal and institutional change strategies deemed necessary for the strategic planning process. The plan in question highlights the need for permanent and effective changes in the state's understanding of organization and role within the social and economic structure. In addition, the necessity of shaping the economy by market actors rather than taking administrative decisions regarding the economy was emphasized. In the seventh plan has no elements that are deemed

necessary in every planning, such as determining concrete goals, determining methods suitable for the determined goals, starting the use of resources, monitoring the practices and making evaluations. In the 1990s, project planning came to the fore instead of the concept of planning, and as a result, DPT continued to work with the understanding of a project evaluation office. In the 2000s, a complete transition to the strategic planning process was achieved in Turkey. The most obvious reflections of this transition appear in the Eighth Five-Year Development Plan. The Ninth Five-Year Development Plan has been put forward for seven years, covering the period 2017-2013, with a one-year delay in order to be compatible with the EU budget. The main purpose pursued here, as stated, is to ensure that the economic and social structure develops in harmony with the EU. Around these objectives, the Ninth Five-Year Development Plan has the feature of being a plan that includes what steps need to be taken in the EU harmonization process rather than offering solutions to the problems existing throughout the country. The changes in the understanding of planning during the period also led to changes in the organization of planning. One of these changes is the decision to move planning to the institutional level in order to increase the policy development capacity. In this way, instead of creating a top-down structure, each public institution and organization is considered as planning units and it is aimed at continuing the planning in question from top to bottom.

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