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FINAL PROJECT REPORT
STATE ECONOMIC ENTERPRISES
(CONTRACT ICAc-2272)
OCTOBER, 1964

PROJECT 227-M-270-330

for

AGENCY FOR INTERNATIONAL DEVELOPMENT

ANKARA, TURKEY

MEAD CARNEY INTERNATIONAL COMPANY

NEW YORK, N. Y.

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MEAD CARNEY INTERNATIONAL COMPANY

Management Consultants



PLEASE REPLY TO

49 Park Lane,
London, W. 1.

October 1, 1964

Mr. James P. Grant
Mission Chief
Agency for International Development
Ankara, Turkey

Dear Mr. Grant,

While the Mead Carney contract for Turkey was extended beyond September 30, 1964, a clearly defined proportion of our work under that contract was completed on that date. This segment of the work concerned for the most part the furnishing of consulting services to certain State Economic Enterprises at the Enterprise level. The attached report deals with the services rendered. This is submitted as the final report on this part of the project as required by our contract ICAc-2272.

As you will learn from this report and the twenty-five Assignment Reports previously submitted, we have had a large measure of success in accomplishing the original objectives of our contract. There have been problems and these are discussed frankly in this report. We have also made suggestions for continuing and completing the work.

We believe our accomplishments have demonstrated the value of "tailor-made" consulting programs to meeting the unusual conditions of Turkish Industry. With proper adjustment to local needs, good management practices have been shown to be effective in Turkey today.

Yours truly,

C. J. Carney
President

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FOREWORD

Between the middle of May 1962 and the 1st of October, 1964, eight Mead Carney International Company consultants performed services in Turkey. Their periods of service varied from seven months to more than twenty-eight. Their objective was to bring to certain of the more important Turkish State Economic Enterprises modern concepts of business philosophy, organization, procedures and methods.

The work of these specialists ranged from the giving of advice on questions of highest policy, down through the whole complex of manufacturing and marketing activities, right to the organization of work on the shop floor.

Details of the work performed, of recommendations made and of achievements accomplished are contained in twenty-two Monthly Progress Reports and twenty-five Interim and Final Assignment Reports. These forty-seven Reports already have been submitted to the Agency for International Development and to the Government of Turkey. Their titles and the distribution made of those of them appearing in Turkish will be found in the Appendices.

It is not the intention of this Report to review ground amply covered in those Reports. Rather, it stresses overall accomplishments and gives constructive recommendations concerning the contractual undertaking as a whole and not covered in Assignment Reports. It summarizes briefly some training activities.

Finally, it offers recommendations concerning further work and follow-up required to accomplish the objectives set out in the contract.

A considerable amount of administrative and other detail, available otherwise only in scattered files, is brought together in the Appendices.

In preparing this Report, we have been guided by the requirements of the contract regarding the Final Report and by information received from A. I. D. concerning desired report contents.

1 INTRODUCTION

The Turkish State Economic Enterprises have been in existence for about thirty years. They form such an important part of the Turkish economy that their successful operation is essential to maximum industrial progress in that country.

There have been a large number of projects and studies designed to improve the operation of the Enterprises. These projects and studies have involved individual Enterprises, groups of Enterprises and the legal framework within which Enterprises operate.

Most of the recommendations made pursuant to such studies involved basic legal forms, organization, overall personnel policies, public accounting and control provisions, and the like. However, some recommendations were directed at the lower level of individual Enterprise commercial and manufacturing policy and operations.

One of the most thoroughgoing studies was that performed in 1961 by experts supplied by the Government of Turkey, by the European Productivity Agency of the O. E. E. C., and by the U. S. International Cooperation Administration. Based on the findings of this study, a decision was made to employ a management consulting firm to assist some of the Enterprises in improving their efficiency and productivity, following lines suggested in the 1961 study. It was thought that this practical type of management consulting could serve in three ways. First, it would be of benefit to those Enterprises directly involved.

Second, improvements in the Enterprises chosen for intensive consultative services might serve as an example for other Enterprises. Finally, necessity for certain basic legal reforms might be made evident through practical example. To secure these ends, Mead Carney International Company was employed.

II SCOPE AND INTENT OF THE PROJECT

The original scope and intent of the project involving Mead Carney is found in Article I of the contract under which that Company was employed. In part the contract says:

"I. SCOPE OF WORK

"A. The Contractor shall assist the Cooperating Government in the following areas of activity:

"1. Analyze the organizational structure and management practices currently employed in seven of the major state-owned manufacturing enterprises.

"2. Recommend means of increasing the efficiency of their operations.

"3. Assist in the application of those measures recommended by the Contractor and found acceptable by the Cooperating Government and the respective enterprises"

(Paragraph I-B of the Contract, which goes into more detail concerning the Scope of Work, will be found in Appendix I).

As can be seen from the above quotation, and from the more detailed directions cited in Appendix I, the area which conceivably could be covered was extremely wide. Furthermore, any or all of these consultative functions could have been afforded (or perhaps had to be afforded) to no less than seven state enterprises within a period covering only two years, which included two months for preliminary survey and preparation of the work plan.

As originally drafted, the contract called for all of these services to be performed by two organization and management specialists employed for twenty-four months, a personnel specialist employed for six months, and a varying number of additional consultants (up to ten) in unspecified fields, any of whom could spend as little as three months in Turkey. The Scope of Work set forth in the Contract seemed to require that at least two of this last group be in the accounting and industrial engineering fields. The very great needs in the marketing area were recognized in the course of the project by the appointment of two consultants who had strong marketing and sales organization backgrounds.

Originally, a total of ninety man-months of consulting was provided, with the possibility that this number could be increased to ninety-nine.

Under the original concept, then, the job would have consisted of rather thinly-spread consultative services on narrow problems of organization, marketing, accounting, personnel, and other matters. As individual problems of limited scope would arise (presumably in one or another Enterprise), additional short-term experts would be called in to give quick, once-over treatment. In fact, there was some feeling at first than even in the personnel field, for example, the emphasis should be on the type of isolated problem which could be solved in a brief period of time by quick, clean and easy to apply treatment.

The preliminary survey by the two leading consultants in the early summer of 1962 suggested strongly that this concept would not be productive

of the best results. Early experience in the actual consulting phase of the program confirmed the need for a second look at the approach adopted originally.

There were many reasons why the "quick in-and-out" demonstration type of approach was found less desirable than the framework finally settled upon for the program. Just a few of these reasons may be cited. In the first place, the type and number of Turkish counterparts, the availability of whom was assumed in and necessary to the first approach, simply were not forthcoming. Second, language and other difficulties were greater than foreseen. Third, concepts, definitions and terms long known and used in business administration throughout Europe and North America, were unfamiliar even to relatively sophisticated Turkish industrial personnel. Finally, a good deal of time had to be spent in motivation. "Why to do" assumed importance at least equal with "what to do". In the end, in many of its phases, the project took on much more of a training character than might be expected in a management consulting job in a more advanced industrial milieu.

All of these circumstances suggested much more value in a program which would be narrower in scope, but much greater in depth. As finally evolved, the program framework developed by USOM/Ankara rested upon a four-point foundation:

1. Concentration on a relatively limited number of fields.

These included administrative and production organization for maximum profitability; modern management practices; budgeting, accounting, timely reporting and controls; training and personnel administration; marketing and industrial engineering.

2. Concentration on fewer than the seven Enterprises listed in the contract.

Actually, some services were provided to six of the seven Enterprises mentioned. The Turkish Cement Industry was the only one omitted. Appendix II shows relative distribution of consulting time among these Enterprises.

3. The duration of the contract was extended and the amount of man-months made available was increased.

This allowed more time to be spent in areas already found productive. It made possible more of the training and explanation type of activity. Particularly at Makina ve Kimya Endustrisi (M. K. E. K.), it allowed consultation in some areas to be carried down to organization levels which could not have been served under the original program.

4. The use of pilot or demonstration assignments.

These were so chosen that they could be extended later to other areas or to other Enterprises. Their purpose was to show what could be done and how to do it. Application of this principle led to the concentrations of more than two-thirds of total consulting time to just two Enterprises, M. K. E. K. and Sumerbank.

This carefully worked out plan of pilot and demonstration assignments, successfully fulfilled, enabled overall objectives of Article I (A) and of the Project to be carried out.

This is not to say that short-term consulting programs are not of value in particular circumstances; they are. The Industrial Engineering and the Accounting Projects at Azot and Seker are good examples. (See the four Final Reports on these Enterprises as listed in Appendix VI). However, this type of approach seems to work best when the problem to be solved is limited in its scope and clearly defined, and when any suggested solution can be largely self-executing.

In the end, a total of eight consultants were employed on the project. (Dates of service of the consultants can be found in Appendix II). Fields of competence of these consultants were Organization and Management, Sales and Marketing, Financial and Accounting, Industrial Engineering, and Personnel Administration and Training.

With the mentioned revisions in the work plan, it was possible to give some effective help in most of the kinds of activity specified in the contract. Appendix V shows the areas in which services were performed, broken down by Enterprise. Thus the project was carried out with a somewhat narrower scope than suggested in the contract, but with considerably more depth.

Changes in project emphasis, as well as the details of individual programs, were the subject of close and continuous consultation with USOM/Ankara. Consultations were also held when appropriate with representatives of the Government of Turkey. Especially close liaison was maintained with the Ministry of Finance, which had been named by the Government of Turkey to provide liaison with and logistic support of the Mead Carney project.

III SUMMARY OF ACCOMPLISHMENTS

Organization and Management

Reorganizations were carried out in depth in three of the major Enterprises. New organization structures were developed and accepted by management. Position descriptions for key personnel were prepared and organization manuals drafted. All of the above was done in collaboration with personnel of the Enterprises who were trained on the job in implementation of organization changes.

Training material on organization planning and modern management methods prepared for these assignments was published and widely distributed in public and private industrial circles.

Several surveys were made in two additional Enterprises and suggestions for improvement were installed as parts of assignments in other areas.

Sales and Marketing

A pilot project program for improving efficiency and profitability of the 155 Sumerbank textile retail stores was implemented in the Ankara sales region. It includes all activities and functions for a practical contemporary marketing plan, including consumer research, seminar series indoctrination, merchandising, realistic goals and objectives. Proven methods then will be put into effect in other regions. Emphasis on this 1964 project is placed on self-help learning techniques, on-the-job training and performance audits. A manual was published as a combination control handbook for management training and a complete reference manual for counterparts.

At M. K. E. K. the "marketing concept", with emphasis on sales training and administration, was established through seminar indoctrination for all related personnel. A four profit center organization was also implemented. The chemical division was chosen by management as the first profit center to have established a national distribution complex in 1964. To satisfy basic functional needs and to thoroughly integrate, coordinate and train production management and marketing personnel in necessary functions like consumer research, product development, quality control and cost reduction procedures, a new product development team concept has been incorporated within the marketing activity. Also, a disciplined methodology was prepared and published which will help achieve better product planning and competitiveness by forcing a "marketing oriented" philosophy throughout the Enterprise.

Finance and Accounting

In the finance and accounting area new concepts, principles, procedures and techniques were introduced and made part of management's know-how with respect to:

- Modern, uniform accounting principles and practices
- Preparation and presentation of financial statements
- Dynamic performance control reports based on the responsibility principle
- Realistic, flexible budgetary systems and practices for profit planning and control

- Sound costing practices including standard cost
- Application and use of ratios, charts and graphs by management
- Long and short range planning
- Organization of finance, accounting and control departments and establishment of dynamic financial management and controllership practices

This was accomplished through a coordinated effort in five selected Enterprises by means of pilot installations of varying scope, extensive training, lectures and publications.

A new appreciation has been created in Enterprise management circles of the value of financial management and related control techniques for charting a profit course for their Enterprises and controlling its realisation.

Personnel and Training

New structures were prepared for the personnel and training administrations of three Enterprises. Job descriptions were prepared and staffing plans recommended. Personnel functions were established in a proper staff relationship to other activities. In each case, functions were centralized, but authority and responsibility decentralized. Emphasis was shifted from record-keeping and observance of minimum legal requirements to formulation and administration of positive, progressive personnel policies.

A number of "firsts" were established, including the first Foreman Training Course of its kind, and the first plant visit conducted by Turkish management for the families of employees. A standard Safety Manual was prepared and given wide distribution in both public and private sectors.

Assistance was given to managements in meeting the challenges of the new labor relations and collective bargaining laws adopted in the Fall of 1963.

In two Enterprises, analyses were made of existing wage administration plans. In the case of M. K. E. K., assistance was given in preparations for a complete overhaul of that Enterprise's wage system.

Industrial Engineering

The concentration in the areas of management and industrial engineering was on two objectives. The first was to make the Enterprise production managements aware of their functions and responsibilities, how to exercise them, how to measure performance, and how to maintain positive control. One Enterprise was taken as an example, and the necessary management tools of control established. This installation was used as a guide for other Enterprises. The major break-through has been that the managements of several Enterprises are now thinking in terms of control, using control measurements, and moving toward modern management practices.

The second objective was to make management fully aware of the value and function of industrial engineering in modern industry. This was done by example installations and training. Controlled maintenance, including both operational and preventive, was installed in two Enterprises, and is being used successfully. In the third Enterprise several major industrial engineering programs were carried out using Enterprise personnel, and plans are now under way to establish an industrial engineering department to cover all such responsibilities.

IV IMPLEMENTING THE CONTRACT

Actual work under the contract was begun on May 1962 with the arrival in Ankara of the Project Chief and the second member of the consulting team.

The first step was to make a general survey of the work to be done, and to frame a work plan. As a result of discussions with the Mission, Makina ve Kimya Endustrisi was chosen as a starting point. The diversity of management problems presented by this industrial complex, its potential as a very significant contributor to the Turkish economy as a whole (including its potential as a saver of foreign exchange), the desire for assistance and willingness to adopt change shown by its management, the susceptibility of many of its problems to treatment through modern consulting techniques, all of these and other reasons led to this choice. Work was begun on the reorganization of the Enterprise management structure in June of 1962.

This report does not give a play-by-play description of activities over the more than two year period at M. K. E. K. and the other Enterprises visited by Mead Carney (these were the Azot Fertilizer Plant, the Sugar Combine (Seker), Sumerbank, the Cellulose and Paper Works (SEKA), and the Iron and Steel Works at Karabuk). First, this story is told in detail in the more than twenty periodic Progress Reports, and in the more than two dozen Assignment Reports. Second, any effort to arrange activities in strictly chronological order would be confusing, since in most cases, a consultant's work with any one Enterprise was intermittent, rather than in one solid block of time. However, Appendix III shows the month in which work was commenced in each field of consulting in each Enterprise, and

Appendix IV shows the apportionment of direct consulting time as among the six Enterprises.

Of interest is a brief description of the procedure followed typically in an Enterprise in fulfilling the requirements of Article I of the contract.

Initially, the party chief would make a brief survey, identifying broad areas in which available consultative services could be rendered most profitably. At the same time, he would lay the ground-work for such general work of reorganization as might be decided upon for the Enterprise in question. Proposals were discussed with Enterprise top management, and a program agreed upon within the limits imposed by the contract and the recommendations of USOM/Ankara with respect to apportionment of total time among the Enterprises.

In the cases of Azot, Seker and Iron and Steel, limited programs were suggested and adopted. These three Enterprises received relatively short periods of consulting time directed at specific and sharply-defined problems in accounting and industrial engineering.

At the other three Enterprises, Reorganization Committees were established, for considering and placing into effect general reorganization proposals.

All of these preliminary activities were carried on in cooperation with Enterprise management, and the type of assistance desired by that management was taken into account.

At this point, consultants specializing in other areas chosen for attention made more detailed surveys of the problems in their particular

specialities, the existing Enterprise organization for dealing with those problems and of administration of the services generally. Programs were then proposed and adopted in those specialized fields, taking into account the consulting time available.

What these programs were, and how they were carried out, are the subjects of the various Assignment Reports listed in Appendix VI.

Upon completion of an assignment, each consultant would schedule a series of call-backs to help deal with problems arising from implementation, and to check Enterprise progress in adopting his recommendations. Encouragement and even pressure for progress were part of this call-back process. It is felt to be a very important part of any consulting program in the Turkish State Economic Enterprises.

The procedure described above varied slightly from Enterprise to Enterprise and from time to time. In some cases, generalized consulting on broader problems of an Enterprise was supplemented by a more direct and limited type of project. (See for instance at M. K. E. K., Final Report Organization and Production Study of Gazi Fisek Plant, August, 1964).

The consultants also worked together in close harmony. Many of the existing problems involved the organizational structure and relationships within the Enterprise. Accordingly, each consultant, to the extent of his competence, contributed to the overall recommendations on structural reorganization.

In each case, reorganization proposals were directed at creating a structure which emphasized profitable and efficient operation. The

introduction of new tools of management and the adoption of new policies, programs and procedures also were objectives of the consultation process.

Appendix V shows, Enterprise by Enterprise, the extent of coverage achieved with respect to all the fields of activity mentioned in the Scope of Work section of the contract.

Broader Implications of Project Accomplishments

The Scope of Work section of the Mead Carney contract calls for consulting services to be rendered to a selected group of State Economic Enterprises.

In fact, much of the work performed will be of very great value to Turkish industry generally in both the public and the private sectors.

In order to be of maximum benefit to the Enterprises concerned, it was felt that Assignment Reports had to be translated into Turkish and reproduced. Translations of about half the reports have been prepared thus far. It was possible to publish these translations with lira funds already available within the project budget. (Distribution of the translations was made by the Ministry of Finance in the manner indicated in Appendix VII). It is hoped that additional lira funds will be made available to complete the publication of all the reports.

The significance of this move lies in the fact that much of the material in many of the Assignment Reports deals with problems common to many Turkish industries, both public and private.

To give one example, the exhibits attached to the Financial and Accounting Reports for M. K. E. K. (1963), Sumerbank, and Seker, taken

together, present a system of financial statements, budgetary controls, and performance and responsibility reports. They are based upon the most modern accounting and reporting practice. The principles and procedures illustrated can be applied to a wide variety of undertakings in either the public or the private sectors of the economy.

Another example is to be found in the Sumerbank, Final Marketing Report, February, 1964, in which a detailed marketing program extending over fifteen months has developed a marketing-oriented philosophy within the Enterprise.

Another example of general applicability of material developed in the course of project consulting work is found in the publications called "M-C Special Reports". These are in Turkish.

Certain training and other materials were developed for use within specific Enterprises in the course of work with those Enterprises. For instance, course materials were developed in Organization and Management. These materials were assembled, duplicated and distributed as the Handbook on Organization (M-C Special Report No. 2). As another example, with the help and supervision of the Mead Carney personnel consultant, the Training Division at M. K. E. K. wrote an instructors' manual for the first foreman training course of its kind to be given in Turkey. This became M-C Special Report No. 1. The Safety Manual developed for the Cellulose and Paper Works was drafted in such a way as to be easily adapted to the needs of large and small firms in both sectors of the Turkish economy. This Manual was printed as a Special Report, and 1,200 copies distributed. (Distribution of all three M-C Special Reports is shown in Appendix VII).

It is hoped that the second half of the foreman training course, written in 1964, might also appear as an M-C Special Report, as well as a useful manual on preventive maintenance and a summary of a budget training course for management personnel, all prepared by the Mead Carney experts.

The significance of this broader distribution and use of materials developed during specific assignments should not be under-emphasized. A great deal of this material never existed before in the Turkish language. It should serve both the practitioner and the student in the fields of organization, management, personnel administration, accounting, marketing and industrial engineering, whether in the public or in the private sectors.

It should be noted that these extra benefits were secured with little additional overall program cost.

V TRAINING

As was remarked earlier, a great deal of the activity undertaken by Mead Carney representatives had a strong training flavor. In most cases, this type of activity is reported adequately in the various Assignment Reports.

However, three areas of training activity are worthy of brief mention here. The first involves training of personnel permanently assigned to the consulting team. The second involves certain training activities within individual enterprises which may have been reported upon, but which can be highlighted in this report. The third involves participant training programs in the United States.

Personnel Attached Permanently to the Consulting Team

The contract provides in part that:

"The Ministry will provide counterparts for Contractor personnel assigned to the project ... (and consultants shall) demonstrate all methods and procedures of analysis necessary to train Turkish counterparts to a higher degree of competence in solving management problems such as continuously arise in large industrial organizations."

In accordance with the above, four counterparts of unusual ability were assigned permanently to the consulting team. These were:

Captain Durmus Cinar	- Organization and Management
Miss Yuksel Koc	- Finance and Accounting
Mrs. Sevda Hammas	- Personnel and Training
Mr. Riza Barlas	- Industrial Engineering

Each of these personnel worked closely with his assigned consultant, acting not only as interpreter and translator, but also as an active participant in the process of furnishing consultative services. As time went on, each of these individuals was able to accept more and more direct responsibility for large segments of individual projects. The assignment of high calibre counterparts made possible the high level of achievement which was obtained.

The best test of training is what happens to the trainees afterward.

Captain Cinar actually was hired away from the consulting team (with its blessing, of course) by the Cellulose and Paper Works, where he is working with that Enterprise's Reorganization Committee.

Mr. Barlas, the industrial engineering counterpart, received considerable training in the consulting approach to management and production problems in the metal trades, fertilizer, sugar and steel industries. This experience, plus a good educational and work background, is now at the service of the staff of the Committee for the Reorganization of State Economic Organization.

Mrs. Hammas and Miss Koc likewise demonstrated the ability to adopt sound educational backgrounds and research experience to the practical needs of management consulting. From a technical point of view, both are now considered capable of accepting independent industrial consulting assignments.

There is an obvious need for management consulting services in Turkey. Various organizations are at work even now to develop a nucleus of experienced consulting talent within the country. We believe this project

has fully demonstrated the feasibility of on-the-job training of Turkish personnel in modern business techniques and in management consulting methods. However, such personnel should have a very sound knowledge of English, a good educational background including some study abroad, and some industrial or research experience.

Training at the Enterprise Level

For the most part, training activities at the Enterprise level are described in the various Assignment Reports. However, a few outstanding individual examples may be cited here.

The industrial engineering consultant performed considerable training. At M. K. E. K. an Assistant General Director spent almost full time for five months with the consultant working on production organization, manning, costs, and controls. In addition, nine industrial engineering graduates were used on the complete analysis of a case and shell production line, performing the work under the direction of the consultant, and writing routing and other production data sheets.

In the fertilizer industry, an Enterprise employee was trained in maintenance in the course of setting up a department for that purpose and establishing controls. This individual subsequently was promoted to chief plant engineer in charge of power and utilities.

Similarly, in the sugar industry an employee receiving intensive on-the-job training with the consultant on preventive maintenance, was subsequently promoted to the position of manager of another plant.

On the same project, selected managers of other Seker plants were brought to Kutahya for several weeks of observation and training in the maintenance program. They were then able to return to their own plants and apply there the system and principles which they had been taught.

In the accounting field, a considerable amount of training activity was carried on within the Enterprises. At M. K. E. K., Sumerbank and the Cellulose and Paper Works, groups of accounting personnel were assigned to work with the consultant. These groups were given extensive training in new concepts of statement presentation; in management reports for performance and budgetary control; in accounting, cost accounting and standard cost principles; and in procedures and financial executive and controller functions.

At M. K. E. K., special training meetings were held for works controllers and headquarters accounting personnel.

Budget seminars were arranged for top level managers of leading Enterprises. A similar course was conducted for middle level management personnel at M. K. E. K. University professors and other outside Turkish experts participated in these seminars.

A three-year in-service training program was laid out for twenty new graduates hired by M. K. E. K. to develop them as the mainstay of a future accounting staff.

Details of training in the marketing field are covered fully in the various reports on marketing for Sumerbank and M. K. E. K. (See list in Appendix VI). Special mention should be made, however, of two major

seminars held for M. K. E. K. sales personnel in 1962 and 1964, and a similar one held for Sumerbank personnel in 1964.

In organization and management, special materials were prepared and printed for the instruction of top and middle management at M. K. E. K. These papers, issued in serial form, caught the eye of the Minister of Industry. They were reprinted in large numbers and widely distributed among the Enterprises.

At M. K. E. K., three seminar sessions were held on the Principles of Organization and Modern Management Practice. These small special sessions were for the benefit of the General Manager, the four Assistant General Managers and the members of the Organization Committee.

At Sumerbank, four similar sessions were held for a wider audience consisting of the Assistant General Manager (Administration) and about fifteen department heads.

At M. K. E. K., Cellulose and Paper, and Sumerbank, considerable amounts of time were spent in on-the-job training of Organization Committee members.

Finally, counterpart training was given to Mr. Ayhan Cilingiroglu of the Ministry of Finance (now engaging in consulting on his own account) during periods of consultation at Sumerbank and Cellulose and Paper.

One of the most significant developments in the personnel field during the life of the contract was the adoption in August of 1963 of Turkey's first laws recognizing collective agreements and the right to strike and lock-out.

A series of three day-long seminars were presented by the personnel consultant on collective bargaining generally, employer aims in bargaining, bargaining techniques and the like. The first of these, given under the auspices of Sumerbank, was presented to labor relations officials of a number of Enterprises. The succeeding two lectures were given under the sponsorship of the Turkish Productivity Center to mixed groups of State Enterprise and private sector personnel men.

As was shown above, program limitations made it impossible to give consulting services to the State Cement Industry. However, as a logical sequence to the first seminars and at the request of the Cement Industry's Training Department, it was possible to hold a one-day seminar in Afyon for plant personnel officers on the subject of Labor Contract Administration. Sumerbank later reproduced and gave wide circulation to the paper delivered on that occasion.

Participant Programs

In conjunction with the consulting program, seven participant teams were sent to the United States. (See list in Appendix VIII). In each case, the consultant whose speciality was involved conferred closely with officials of USOM/Ankara in laying out a program for the team. Included in these draft programs were such matters as specific area of training to be covered, appropriate firms and organizations to be visited in the United States, and similar matters. It is gratifying to note that original recommendations from Ankara were closely followed, although expanded upon, when final programs were arranged by Washington. In this manner, overseas training was closely keyed in to the consultative and training services being performed by Mead Carney in Ankara.

VI OBSERVATIONS AND RECOMMENDATIONS

General Observations

Consulting is a high-cost, high-value service. To obtain a maximum of value for the expenditure, certain conditions apply to any situation, but they seem especially pertinent in Turkey. Whenever future consulting projects are undertaken, every effort should be made by all concerned to ensure that:-

1. Management is able and willing to give adequate logistic and personnel assistance, including counterparts, interpreters and translators, stenographers, office space and the like.
2. Personnel, once trained, are left in positions where that training is useful, and are not transferred to unrelated jobs.
3. Management has the willingness and independent authority to implement recommendations of the consultants.
4. There is continuity, if not of personnel at top management levels, at least of policy with respect to the consulting project and the recommendations for change growing out of it.

Observations Pertinent to Overall Accomplishments

Article I of the Mead Carney contract speaks of assistance to the Government of Turkey. While specific mention is made of types of assistance and of individual organizations to which that assistance is to be granted, there is an implication of wider areas in which useful results of the project might be found in the future. In fact, the impact of the Mead Carney project ranged far beyond the limits of the Enterprises listed in the contract.

In one example, at the request of USOM/Ankara, consulting assistance was given on a very broad base. Law 440 of 1964 created a Committee on Reorganization of State Economic Organizations. This Law forms a part of the larger effort to improve the situation and operation of the Enterprises, which larger effort also encompassed the Mead Carney project.

The Reorganization Committee has very broad powers of investigation, recommendation and in some cases action. To the extent that such did not interfere with completion of its planned program, the Mead Carney team was requested to give assistance to this Committee.

Consultation was given on such matters as:

- Subjects which might be covered in a prototype basic statute of incorporation for State Enterprises
- Suggested work programs for Committee staff
- Overall Enterprise policies in personnel, marketing and other fields
- Long-range consulting programs designed to assist the Committee in attaining its stated objectives
- Job specifications for staff and consulting personnel

Such consulting activity did benefit the Enterprises specifically the subjects of the Mead Carney contract. Also, however, it fell within the broader sense of "overall accomplishments" under Article I of the contract.

Another observation should be stressed in connection with overall accomplishment. This pertains to the training aspects of work performed over the period of the contract. The achievements of the consulting team are

not to be measured solely in terms of reports, publications, organization charts, balanced production lines, marketing plans nor charts of accounts and balance sheet forms. Work was done with people. Many of them now have broader horizons and better perspective. Not only did these people learn what should be done to create operational improvements - they learned why it should be done. They learned new concepts, new ways of looking at and solving problems. This training was one of the most important of project achievements.

Finally, we believe that the method of financing such consulting projects as this one has an important influence on overall accomplishment. It has been remarked that consulting is a high-value, but a high-cost service. Where the organization receiving the service makes no direct contribution to the cost, there is sometimes a tendency not to take the whole business too seriously. This affects the day-to-day work of consultants, slowing down the rate of accomplishment when supporting services are insufficient, when officials are unavailable for consultation and decision, and the like. Furthermore, final recommendations of the consultants are less likely to receive immediate and serious attention with respect to implementation.

We do not mean that this situation obtained throughout our experience on this project, or that it should necessarily obtain in a future project. We do think that, if the benefiting organization helps finance the project, this will tend to maximize accomplishments and benefits of that project.

Recommendations Concerning the Contractual Undertaking as a Whole

The twenty-five Assignment Reports contain hundreds of recommendations. Most of these pertain to particular situations in individual Enterprises.

However, there are some of these recommendations, made originally with respect to one Enterprise, which can apply to most or all of them, and which are of sufficient importance to be repeated here. Also, there are certain recommendations of a general character which grew out of the work of the Mead Carney team as a whole. These recommendations can be discussed in terms of the broad areas within which they fall.

The well-run industrial process often is referred to as the proper use of men, money and machines. We cannot concern ourselves here with the machines part of this formula - it falls only incidentally within the scope of the Mead Carney contract. We might observe, however, that a substantial number of the Enterprise plants which we have seen are equipped with machinery at least equal to, and often better than, that found in the average plant in the United States. Our observations here will concern only the use of men and money.

Men

The State Economic Enterprises suffer from overstaffing and understaffing - overstaffing in numbers, usually in the order of 100% or more, but understaffing in terms of experience, quality and the achievement of a professional approach to management problems.

Immediate steps should be taken to reduce excess personnel in the Enterprises, particularly as these influence manufacturing and other costs and thus inflate the prices at which goods must be sold in increasingly competitive markets. (See for instance recommendations made in Final Report, Industrial and Management Engineering for Makina ve Kimya Endustrisi, July, 1963). In this connection, and particularly in view of

recent appeal decisions, legislation should be introduced making it easier to dismiss or retire personnel because of inefficiency or redundancy.

Contrasted with this numerical overstaffing, a kind of qualitative understaffing exists in the Enterprises.

In the first place, seasoned top management often is lacking because of very high turnover in those positions and because of inability to compete with private industry in recruiting for those positions. Inadequate pay and insecurity of tenure make it difficult to recruit the most able talent. In Law 440, a start has been made in opening avenues of solutions to this problem. Further steps should be taken to enlist the highest quality of top management and to lower the very great turnover at that level.

Second, a hopelessly inadequate system of paying and promoting professional, middle management and white-collar industrial personnel leads to qualitative understaffing at those levels (although numerical overstaffing certainly exists there, too). To get and keep good personnel, properly motivated to do their best, there should be a major revision in the salary system. Such revision not only should create more realistic salary scales, but also it should reduce the emphasis on education and seniority in determining pay levels and suitability for promotion.

A greater degree of professionalism is desirable in the ranks of Enterprise personnel. By this, we do not necessarily mean more college degrees. We mean a much greater exchange of know-how and achievement with respect to organization, methods, production and sales techniques, office procedures and so on. Exchanges through private organizations such as the Turkish Management Association and other professional societies should be increased.

In one case, however, expansion of formal educational programs is indicated. Turkey needs to establish the profession of public accounting in a realistic practical way. This means the organization of an integrated curriculum at one or more universities leading to the certification of fully-trained public accountants.

Money

Our observations on money concern the obtaining of it, its use, and the techniques of using it properly.

Enterprises should get their money from the sale of their products. They should get enough to maintain efficient production at reasonable costs and to return a profit to the State. Sales mean marketing, a field heretofore largely neglected by the Enterprises.

Each Enterprise should develop an ambitious but realistic marketing plan for a five-year period. Within the framework of the Five Year Plan, the Enterprises should have greater freedom and should display greater initiative in the adoption and fulfillment of such plans. Such moves would contribute importantly to the united effort of both private and public enterprise to improve quickly and efficiently the balance-of-payments situation as well as the economy in general.

Handling money involves two very important functions among others. The first is being sure money is being used efficiently. The second is accounting for that use, and for the results of industrial activity, to higher authority.

One inefficient use of money in particular has caught our attention. Part of the inventories of Enterprises are imported items representing an overextended investment of perhaps more than one billion lira. In many cases, a year's requirements or more of such items are being stockpiled. There are two reasons for this. First, cumbersome and inexcusably slow customs procedures can hold items such as imported spare parts in customs for periods reported as ranging up to a year after landing. Second, the intermittent availability of foreign exchange leads to "scare" buying whenever the foreign currency happens to become available. Correction of these situations could free more than one half billion lira now tied up in inventories, and could decrease considerably the very substantial carrying charges involved.

Handling money means accounting, measuring results, reporting. The whole system of financial reports should be revised on the basis of modern accounting principles and procedures. The importance of accounting as a management tool should be recognized through better staffing in that function. For example, larger Enterprises should upgrade their chief financial and accounting executives to the rank of Assistant General Manager, giving recognition and adequate voice to the planning, control and other functions of handling money for profit and efficient operation.

A final observation, made separately by all of the consultants, is appropriate. No specific studies were made of the kind and quality of general controls now exercised over Enterprise policies and operations. However, previous reports, including those of Mr. A.H. Hanson beginning in 1954, and those of the joint team in 1961, refer constantly and pointedly to an existing condition of over-control of the Enterprises exercised by several

authorities. There also have been observations and recommendations concerning the drawbacks of the present inspectorate system within the Enterprises. We wish simply to say that our informal observations in the course of our work confirm much of what has been said and recommended previously on the subject of control, over-control and even interference.

Recommendations for Further Work or Follow-up

Here again, Assignment Reports contain a great many recommendations which either have not yet been implemented, or which are in the course of adoption. Such implementation should be carried on without delay. Some recommendations, however, should be emphasized here, and others should be made in specific terms where this has not been done elsewhere.

1. The considerable amount of training involved in services rendered over the past two years already has been emphasized. Favorable experience with the Mead Carney project led M. K. E. K. to propose a program which complements additional consulting with broad and intensive on-the-job training of related key personnel. The objective is to match modern machinery and methods with personnel who have learned thoroughly and completely how to operate such machinery and employ such methods. A proposal was initiated by the Enterprise to secure a dollar loan through A. I. D. to carry out the program. The loan application has yet to be presented to A. I. D.

We recommend that the matter of this loan be prosecuted with the fullest vigor and that, when a request is made to the United States Government for a loan in support of the presently proposed program or a similar sound one, the request be favorably received.

2. The Committee on Reorganization of State Economic Organizations has an important job to do, especially on the level of high policy. Undoubtedly, outside assistance will be useful, even necessary.

We recommend that A. I. D. furnish whatever reasonable assistance may be requested by the Committee through the Government of Turkey in the furtherance of the general improvement of Enterprise operations.

3. Final Accounting and Financial Reports of M. K. E. K., Cellulose and Paper works and the Sugar Industry all refer to expansion and upgrading of staff of the finance, accounting and control departments; increased mechanization in data handling processes, preferably through installation of punch-card and small computer systems; and installation of standard cost systems.

We recommend that part-time consulting assistance be sought with respect to the first two objectives mentioned above, and that full-time consulting assistance from abroad be obtained for installation of standard cost systems.

4. The M. K. E. K. Interim Report on Marketing emphasizes the need for an objective, systematic approach on "how to do it" and on how to improve products. Work to be done on new product development is stressed. The Report accents methodology and illustrates practiced procedures for an Enterprise such as M. K. E. K. in a developing country. It is one step in a series in the transition to marketing orientation. Excess machine capacity

and personnel, the need for reduction of foreign exchange requirements and a host of other reasons dictate the necessity for diversification and expansion of sales and manufacture at M. K. E. K. and other Enterprises.

We recommend the provision of further consulting services in new product development both at M. K. E. K. and at other Enterprises capable of diversification and product line expansion.

5. In general, managements at Sumerbank and SEKA have accepted in principle the recommendations of the Mead Carney team. However, they have not yet judged the time right for the installation of many of those recommendations, especially in the field of basic reorganization.

Today, change is in the air. The overall structure of the Enterprises is being studied by a special committee created under Law 440. The internal changes recommended by Mead Carney are in harmony with the objectives of the special Committee. The time seems especially propitious for the adoption of the pending recommendations.

We recommend (a) that these Enterprises begin the adoption of recommended changes at the earliest possible moment, and (b) that short-time consulting help be provided to assist in the installation of new organizations and procedures, when such takes place.

6. There has been demonstrated a great need for the development of professionalism in the broad field of marketing. Better sales management techniques and leadership; the development of market research and market evaluation and planning techniques; Value Analysis procedures to effect competitive costing and pricing, quality control, marketability and profitability; the development of creative thinking; all are needed.

As one means of developing this professionalism, the Mead Carney consultant suggested the creation of a Turkish Marketing Association. With his assistance and guidance, the first steps were taken in May to establish such Association.

We recommend that all necessary steps be taken, including the employment of outside assistance, to greatly expand the marketing activities of State Economic Enterprises, to increase the number of trained marketing personnel and to spread knowledge of, and indoctrinate management in, modern marketing objectives and techniques. In particular, we would recommend that every type of support be given the successful establishment and continued operation of the Turkish Marketing Association, and other similar professional groups.

VII CONCLUSION

Many times in the course of this project, members of the Mead Carney team have heard, directly or indirectly, statements such as:

"This Mead Carney recommendation is all very good for Western Europe or North America, but won't work here. "

"We can't do that in this country. "

"Our people are different. "

The implication is that social and cultural differences in Turkey are an absolute bar to adopting solutions of problems which have worked elsewhere. There may be some truth in this implication. But we feel sure that it is not the whole truth.

When the proposal was first made at M. K. E. K. that a plant visit be held for employees' families (see M. K. E. K. Final Report on Personnel and Training, June 1963), management resisted strongly. Even the consultant's interpreter and assistant, who had been educated in part in the United States and England, was highly dubious. Resistance and doubts were based on estimates of reactions (or lack of them) springing from cultural and social backgrounds. As the report shows, the project was extremely successful. It demonstrated the adaptability to, and eagerness for, innovation on the part of the Turkish workman and his family.

Certainly, there are wide differences today between Turkey and the industrial West. But there are a wide range of similarities between Turkey today and parts of Western Europe of not very long ago. Certain districts in France and Southern Italy come to mind immediately. In these areas, rapid progress has been made.

Many Turks assume that social and cultural forces present insurmountable obstacles to change, innovation and improvement. The truth is, as experience shows in other parts of the world, existing conditions are subject to change to an amazing extent through the conscious efforts of men.

We have tried to shape our recommendation to fit present-day Turkish requirements. In some cases, perhaps we have failed. But in others, we feel sure that problem solutions successful in other parts of the world can be successful in Turkey with relatively unimportant amendments and adjustments.

Only thirty odd years have passed since Turkey poured its first ton of steel. Truly amazing progress has been made since that time, an amount of progress which even some thoughtful and educated Turks fail to appreciate. Turkey has shown a very great capacity to accept change, innovation and progress. We feel this trend can continue, given encouragement and advice from without and within.

In closing, the Mead Carney team of consultants cannot begin to single out and name all of those who have been so helpful on this project. We would like to thank all of the representatives of the Government of Turkey, of A.I.D. in Ankara and Washington, of personnel from the public and the private sectors with whom we have been in contact and who have helped us, university representatives, and all the others. In particular, we should like to express our appreciation to the Turkish staff placed at our disposal by the Ministry of Finance.

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APPENDIX I

DETAILED SCOPE OF WORK, MEAD CARNEY CONTRACT

(PARAGRAPH I-B)

- B. Specifically, the Contractor shall:
1. Identify those problems of the respective enterprises relative to their organizations, procedures and practices which may be the outgrowth of existing legislation or lack thereof, and develop recommendations for such courses of action as will enable the enterprises to accommodate and utilize modern management practices.
 2. Study, in general, current structures of the organizations, organizational relationships, channels of authority, delegations of responsibility and commensurate authority, personnel administration, accounting systems, costing methods, communications and records, internal audits, training organization and methods, operating manuals, internal office procedures, procurement and supply, marketing and distribution organization and methods, and generally the effective use of modern management devices, and make recommendations necessary to improve efficiency.
 3. Evaluate current practices in planning, budgeting, directing, controlling, policy determinations, decision making, reporting, and such other top management considerations as affect efficiency of operations, and make recommendations where necessary for improvement.

4. Analyze in detail the accounting systems and methods of costing presently in use in the respective enterprises and develop recommendations for improvement whenever possible.
5. Analyze in detail the personnel organization and practices as presently exist in the respective state enterprises and develop recommendations for improvement in the organization, methods, procedures, and in the organization and conduct of employee training programs.
6. Advise and assist the respective enterprises to implement changes agreed upon, with regard to the fields of activity set forth above.
7. Demonstrate all methods and procedures of analysis necessary to train Turkish counterparts to a higher degree of competence in solving management problems such as continuously arise in large industrial organizations.

APPENDIX II

PERIODS OF SERVICE OF CONSULTANTS

R. G. Wheaton	Organization & Management	20 May 1962 - 30 Sept. 1964
A. R. Beardsley	Sales & Marketing	20 May 1962 - 21 June 1963
R. E. Chislett	Personnel & Training	28 Aug. 1962 - 30 Sept. 1964
M. T. Schmid	Finance & Accounting	24 Sept. 1962 - 30 Sept. 1964
R. C. Forrest	Finance & Accounting	29 Sept. 1962 - 22 Aug. 1963
P. M. Segre	Industrial Engineering	25 Oct. 1962 - 25 May 1963
E. B. Heavilon	Industrial Engineering	30 Dec. 1962 - 30 Sept. 1964
F. L. Cain	Sales & Marketing	9 Sept. 1963 - 30 Sept. 1964

NOTE: Periods of service include some intervals of paid and unpaid leave.

APPENDIX III

COMMENCEMENT OF CONSULTING AT EACH ENTERPRISE

	<u>MKEK</u>	<u>AZOT</u>	<u>SEKA</u>	<u>SEKER</u>	<u>SUMER- BANK</u>	<u>DEMIR CELIK</u>
Organization and Management	July 1962		Mar. 1963		Jan. 1963	
Sales and Marketing	July 1962				Mar. 1963	
Finance and Accounting	Sept. 1962	Sept. 1962	Dec. 1963	Mar. 1963	June 1963	
Industrial Engineering	Jan. 1963	Oct. 1962		Mar. 1963		July 1963
Personnel and Training	Sept. 1962		Nov. 1963		June 1963	

NOTE: Does not include prior dates of surveys. In most cases, consulting was intermittent rather than consecutive from date of commencement.

APPENDIX IVDISTRIBUTION OF CONSULTING TIME BY ENTERPRISE
(Man Months)

	<u>MKEK</u>	<u>AZOT</u>	<u>SEKA</u>	<u>SEKER</u>	<u>SUMER- BANK</u>	<u>DEMIR CELIK</u>	<u>TOTAL</u>
Organization and Management	4		3	$\frac{3}{4}$	$6\frac{1}{2}$		$14\frac{1}{4}$
Sales and Marketing	$14\frac{1}{2}$			$\frac{1}{2}$	9		24
Finance and Accounting	13	$2\frac{1}{2}$	4	$6\frac{1}{2}$	$6\frac{1}{2}$		$32\frac{1}{2}$
Industrial Engineering	14	$3\frac{1}{2}$		$4\frac{1}{2}$		6	28
Personnel and Training	16		3		4		23
	—	—	—	—	—	—	—
TOTAL	$61\frac{1}{2}$	6	10	$12\frac{1}{4}$	26	6	$121\frac{3}{4}$
	==	==	==	==	==	==	==

NOTE: The totals in this table are less than total man-months under the contract. The table does not include administrative and other time not clearly allocable to any one Enterprise.

APPENDIX VACTIVITY AREAS SPECIFIED IN CONTRACT CLAUSE I-B AND IN WHICH
CONSULTING SERVICES WERE PERFORMED, BY ENTERPRISE

<u>ACTIVITY AREA</u>	<u>MKEK</u>	<u>AZOT</u>	<u>SEKA</u>	<u>SEKER</u>	<u>SUMER- BANK</u>	<u>DEMIR CELIK</u>
Organizational Structure	XX	X	XX	X	XX	
Organizational Relationships	XX		XX		XX	
Channels of Authority	XX		XX		XX	
Planning	XX		XX		XX	
Directing	XX		XX		XX	
Policy Making	XX		XX		XX	
Decision Making Process	XX		XX		XX	
Delegation	XX		XX		XX	
Operating Manuals	XX		XX		XX	
Office Procedures	X		X			
Procurement & Supply	XX		X			
Marketing & Distribution	XX				XX	
Budgeting	XX	XX	X	X	X	
Controlling	XX	XX	XX	XX	XX	
Reporting	XX	XX	XX	X	XX	
Accounting Systems	XX	X	XX	X	XX	
Costing Methods	XX	XX	XX	X	XX	
Personnel Administration	XX		XX		XX	
Training Program	XX				X	
Work Methods & Organization	XX	XX		XX		XX

NOTE: X = Some consulting XX = Extensive consulting
Survey work, which covered all activity areas, is not shown.

APPENDIX VI

INTERIM AND FINAL ASSIGNMENT REPORTS

AZOT SANAYII, T.A.S.

Financial and Accounting Report, March, 1963
 Final Report, Maintenance and Production Controls, March, 1963

MAKINA VE KIMYA ENDUSTRISI KURUMU

Final Report, Introducing the Marketing Concept, March, 1963
 Final Report, Improving Purchasing and Inventory Control, March, 1963
 Final Report, Personnel and Training Program, June, 1963
 Final Report, Financial and Accounting, July, 1963
 Final Report, Industrial and Management Engineering, July, 1963
 Interim Report on Marketing for MKEK, March, 1964
 *Interim Report on Personnel and Training Program, May, 1964
 **Final Report, Organization and Production Study of Gazi Fisek Plant,
 August, 1964
 **Final Report, Personnel and Training Program, September, 1964
 **Final Report, Marketing and New Product Development, September, 1964
 **Final Report, Organization Improvement at MKEK, September, 1964
 **Final Report, Financial and Accounting, September, 1964

SELULOZ VE KAGIT FABRIKALARI

Final Report, SEKA Personnel Program, July, 1964
 *SEKA Organization Assignment, August, 1964
 **SEKA Finance and Accounting, September, 1964

SUMERBANK

Final Report on Part I of Marketing Assignment, June, 1963
 Final Report on Personnel Administration, November, 1963
 Final Report, Sumerbank Marketing Assignment, February, 1964
 **Final Report, Finance and Accounting, July, 1964
 *Final Report, Organization Assignment, August, 1964

APPENDIX VI (Cont'd.)TURKIYE DEMIRCELİK İŞLETMELERİ

Production Control Reports, February, 1964

TURKIYE SEKER FABRIKALARI, A. S.

Final Report, Industrial Engineering Program, May, 1963
***Final Report, Financial and Accounting Program, August, 1963

NOTE: * Being translated and printed in Turkish
 ** Yet to be translated and printed in Turkish
 *** Being translated by Turkiye Seker Fabrikalari, A. S.

All other reports exist printed in Turkish and have
been distributed in accordance with Appendix VII.

APPENDIX VIIDISTRIBUTION OF ASSIGNMENT AND
M-C SPECIAL REPORTS IN TURKISH

High Control Board	State Planning Agency
State Personnel Agency	Ankara University
Ministry of Industry	Istanbul University
Manpower Training Board	Middle East Technical University
Union of Chambers of Commerce	Turkish Management Association
Public Administration Institute	USOM /Ankara
Sumerbank	
SEKA	
MKEK	
AZOT	
SEKER	
DEMIRCELIK (Karabuk)	

In addition, selected reports were sent to certain other agencies such as the Turkish Employers' Confederation, the Near & Middle East Office of the International Labour Office, Central Headquarters of Turk#Is (Turkish Confederation of Trade Unions), and to other associations, companies and individuals in the private sector.

There were four other documents not included in the list in Appendix VI and not mentioned in the text of this Report which were prepared by Mead Carney consultants, but published in Turkish and distributed by MKEK. For the most part, these went to other Enterprises and to concerned Ministries. These documents were:

"Dynamic Financial Management"

"Managerial Use of Cost Accounting"

"The Role of Cost Accounting in Preparing
the Company Budget"

"A Description of Manufacture for 90 mm.
Cases and Shells at Kirikkale"

APPENDIX VIIIPARTICIPANT PROGRAMS STAGED IN
CONJUNCTION WITH MEAD CARNEY PROJECT

Personnel and Industrial Relation Management Study -

(277-30180, July, 1963)

Beet Sugar Industry Study Team -

(277-30180, September, 1963)

Marketing and Sales Study Team -

(277-30230, October, 1963)

Industrial and Production Engineering Team -

(277-30231, November, 1963)

Pulp and Paper Productivity Study Team -

(277-30179, January, 1964)

Financial Management and Accounting -

(277-50008, August, 1964)

Textile Design Team -

(1964)