AS A GOVERNANCE MODEL IN OFFERING PUBLIC SERVICES: MANORIAL SYSTEM AND PUBLIC-PRIVATE PARTNERSHIP

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ABSTRACT

Cooperation in public and private realm to provide public and infrastructure services is not a new situation. It is possible to encounter examples of this model in both the Manorial system implemented in Ottoman Empire and in Continental Europe of the 19th century.

In this study, we scrutinized the relationship between Tımar (Manorial) System in Ottoman Empire and Public- Private Partnership Model on the axis of good governance and of the multiplicity of the actors.

Key Words: Public-Private Sector Cooperation, Manorial System, Governance, Public Administration

INTRODUCTION

Governance is a kind of governing model that covers not only state actors but also non-state actors such as companies, civil society initiatives and it is also a type of management method which limits the state intervention in the market in favor of the market actors in the good governance implementations.

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In this sense, manorial model as a way of getting main public services done in areas far away from the center where the authority had to provide service in accordance with the conditions of that era in which economy was based on land. Tımar holders were given privilege and in exchange, they were expected to train soldiers which aimed to reduce spending on defense, the most important expense item for the authority. Public private partnership, on the other hand, is a partnership which is established between several public institutions and bodies and private entities that are liable to private law in order to design, to plan, to construct, to finance and/or to manage a public service. In addition, this model prevents public sector from becoming indebted, eliminates necessity of supplementary tax, distribute income gained from service with private sector and gives opportunity for time loans with long term commitments, as well.

From this viewpoint, this study, which aimed to serve as an introduction to this field by examining the relationship between Tımar System and Public Private Partnership Model based on principles of inclusiveness of different actors and check and balance systems among them in good governance approach, is open to all views and contributions which will deepen the relevant subject.

1. FUNDAMENTAL ELEMENT OF THE PUBLIC ADMINISTRATION IN OTTOMAN EMPIRE: LAND MANAGEMENT

The fundamental of the Ottoman economic order is the economic status of the era and needs of the community. The order which manages the fundamentals in parallel with the Islamic Law was also affected by the elements of the Seljukians, Principalities and even Byzantian economy before the establishment. The system which preserved its effectiveness in general features till the 17th century, in other words a statism which basically covered each field, was that the state property is the base in the land, the only great production means and that the private property was the exception.

Accordingly, the dominant land regime in Ottoman was miri (demesne). The production, transportation and distribution were administered under the state supervision and the details were regulated by the state.

The land system was not equally implemented in every region of the country in Ottoman Empire till the Land Act in 1878. An order was developed regarding the lands which expanded in three continents, and the manners and customs which were applied especially for the conquered lands from of old. [2]For instance, the conquered lands of which bare ownership was given to the state and of which tillage right was given to the individuals in return for deeds were named as "demesne land". While some part of the demesne land was donated as private property by the sultans or was sold for its price, it was also given to the soldiers or dignitaries in the state for their services by the manorial system. [3] According to İnalcık, the manorial land system was applied to keep a great imperial army of which economy based on the land alive and directed the principalities of the empire and financial, social and agricultural policies. [4]

The Ottoman land regime was organized in several means depending on the intended purposes and the conquered region as mentioned above and was dealth with in three separate ways as Öşriyye (tithe land), Haraciyye (Tribute land) and Arz-ı miri (Miri land). [5]

The tithe lands are the lands which belonged to local Muslims before the conquest or where the Muslims settled later. The feature of these lands is that Muslims have the tillage right and the land property. These lands can be sold and parceled according to the Islamic Inheritance Law, the owner has the right of disposal. The owner of the tithe land pays a tax called "**çift resmi**"[6]

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[2] Cemile Şahin,'Osmanlı Toprak Sistemi Hakkında Genel Bir Değerlendirme'. *Uluslararası Sosyal Bilimler Dergisi*, vol: 5, no: 6. (December 2012) : 436

[3] Ibid., p.438

[4] Halil İnalcık, *Osmanlı İmparatorluğu Klasik Çağ (1300-1600)* (İstanbul: Yapı Kredi Yayınları 2004) p.111.

[5] Şahin, p.437

[6] a type of land tax is paid by rayah (a subject to a person or a state) to sipahis (cavalryman)

and a tithe which is determined via the crop. The tithe literally means "decimal" or "a tenth part" and it was collected depending on this meaning, however, according to İsmail Cem, it changed in accordance with Ottoman rationality and was collected in percentiles which changed depending on the fertility of the land, range of products and region till the 19th century. [7]

Secondly, the lands called Haraciyye are the lands which are left in the property of local Non-Muslims after the conquest. Those who cultivate these lands are the owners of all disposal rights. They also pay a tithe tax called Harac-ı Mukassem and a land tax called Harac-ı Muvazzaf. However, the amount of the lands which are in the disposal of the peasants are not infinite, each is divided into *farms* according to the fertility of the land.

The Miri land is the lands where the dominant land regime is implemented in Ottoman Empire and the most important feature is that the property belongs directly to the state, to the sultan. The tax which is paid by the peasants living on these lands as a kind of rent is distributed to some authorities and individuals in return for their duties by the state. [8] The conquered lands are measured by the officials in accordance with the miri regime and are divided into Has if the annual income is more than 100.000 akçes, Ziamet if it is 20.000-100.000 and Timar 1.000-20.000 according to the amount of the tax incomes. [9]

The Miri Lands are the lands which are appropriated for the state to prevent the breakup of the tillage and tribute integrity of the conquered lands via inheritance, the lands which are not exactly specified as tithe or tribute during the conquest, the property lands which remain when the owner dies leaving no will or heir, the lands which do have no owner and in which this status is prescribed and the lands maintained by integrating the lands of which ownership belongs to the state but are not used in production. [10] The manorial system came about when the incomes of such lands of which right to run was

[7] İsmail Cem, *Türkiye'nin Geri Kalmışlığının Tarihi* (İstanbul: İş Bankası Yayınları, 2012), p. 36.
[8] Ibid., p. 37
[9] Ibid., p. 38
[10] Ömer Lütfi Barkan, 'Tımar', İ.A., V::XII/1., (İstanbul: MEB Yayınları, 1974) p. 286.

given to the public were distributed to certain individuals in return for military service.

2. MANORIAL SYSTEM

Timar is a system by which all or some of the annual income in a certain region of the miri land is given to a certain individual and in return for this, some services are maintained and is a system which have financial, governmental and military purposes. According to İnalcık, this system was constructed in order to decrease the gold and silver famine which was the fundamental of the monetary system, to ease feeding the great army and to increase the possibility of monetizing the tax in kind which was paid for the crop tithe by the peasants. That is why this policy was developed to meet the military needs of the state. [11]

It was obliged to identify all of the income resources in the lands and to organize books which detected those given as timar in detail so as to establish this system and to maintain continuity in the supervision. After the conquest, a register was conducted and an official called "custodian register" or "village recorder" was assigned to determine the income resources of these lands. [12]

2.1. Sharing Duties and Responsibilities in the Manorial System

The fundamental feature in this system is that the ownership of the land belongs to the state and the tenancy belongs to individuals. The timar holder is not the owner of the land, but has the right to collect the tax which the state will collect from the subjects. In return, he has duties such as feeding fully-equipped soldiers and going to expedition himself. As it is seen, there is an engagement between the state and timar holder which brings responsibilities

[11] Halil İnalcık, *Osmanlı İmparatorluğu Klasik Çağ (1300-1600),* p.111.
[12] Şahin, p. 443

to both. [13]The supervision right given to the timar holder is offered for him to guarantee his income. [14]

Another issue related to the fact that the property ownership in the manorial system belongs to the state is that these lands are not willed to anyone, that the holder is not local, preventing the timar holders from gaining strength for too long with the renewed engagements and preventing an aristocracy to be develop on the land. [15] Also that the timar is taken back without showing any reason proves how powerful this ownership is.

As the ownership belonged to the state in the manorial system, the beneficial ownership was taken back in cases such as any crimes and retirement when the compulsory service was not fulfilled, even though it was not observed quiet often. [16] The timar holders who left or neglected their timar or did not go to the expedition were suspended. Also, the timar holders who did not obey the supervision and lacked necessary equipment lost their timar. [17]

2.2. Timar Forms

It will be helpful to make a classification through the property law, the works the timar holders carry out, how it is distributed and financial axes[18] in general in order to clarify the outline of the timar.

According to the property law, the timars can be divided into two as *property timars* and *non-property* timars. The property timars were observed in some places in Anatolia and the owners of these timars were not obliged to go to the expeditions in themselves but to send jebelu. When this duty was not fulfilled, the timar was not given to another individual, but was seized for a

[13] Şahin, p. 443
[14] İnalcık, p.115
[15] Şevket Pamuk, *Osmanlı-Türkiye İktisadi Tarihi (1500-1914),* (İstanbul: İletişim Yayınları, 2010),pp. 48-49.
[16] Ibid.
[17] Şahin, p. 444
[18] Ibid., pp. 448-450

year by the treasury. The non-property timars were the timars which were given in return for certain services on condition that some of the income was collected.

The timars regarding the works the timar holders carry out can be categorized into *eşkinci* (*cantering) timars* who are obliged to be in the expedition with the jebelu, *mustahfiz (army) timars* who are responsible for protecting certain castles and *service timars* who are responsible for serving the palace and religious institutions and are limited in numbers.

As the third axis, when the distribution ways are considered, the difference will be observed to have come out in the period of Suleiman the Magnificent. The timar was given to the son of the deceased timar holder by the governer till 1530, which was named as *tezkireli* (distributed by the imperial council), after that date, the tezkire administration became a method by which only low-price timars were distributed, a principle which stated that the high-price timars could be distributed by the governers with a firman from Sublime Porte and these timars were defined as *tezkiresiz* (distributed by the governers) *timars*. [19]

In financial terms, the timars were specified as *free* timars who had the right to collect bad-i heva taxes (summer and winter barracks, felony etc.) of which amount was not determined in advance, those who did not have this right were called *non-free* timars.

3. NEW PUBLIC ADMINISTRATION APPROACH

"Classic public administration" approach was dominant in the world as a regime from the time nation states came out till the end of the 20th century. This approach gradually revised itself with the sociopolitical and economic conditions which changed in the world after the World War II. Especially the petrol crises developing in 1970s and the following economic problems

[19] Ibid., p. 450.

devastating the world forced the current public administration approach to change. This change started in the Anglo-Saxon countries and USA in the first instance, later it affected other developing countries. There is no doubt for that one of them is Turkey.

According to the New Public Administration approach, while the classic public administration covers fulfilment of the administrative affairs only in the frame of certain rules, the management concept discusses it in a much broader perspective. Management predetermines the strategy and targets and uses the most effectual and fruitful ways to succeed.

The New Public Administration approach puts emphasis on three basic subjects: Minimal state, adoption of the open market mechanism, implementation of the management techniques in the public administration. In frame of these principles, the general features of the New Public Administration approach can be summarized in detaching the public services from the state monopoly and fulfilling with the market in consideration of alternative methods; adopting an entrepreneur management approach; carrying out the projects after the evaluation of the savings, effectiveness, fruitfulness, quality and performance; determining the reasons and outcomes of the service rather than absolute rules and minimizing the public sector.

In this regard, "governance" concept has started to be put emphasis on in the last years as a part of the New Public Administration approach. In the governance approach, the state is not the one that does the works, but the one that leads. The fundamental aim of the governance is to associate the individuals, social society and business world in the management process as new actors by integrating the community in the management. In this case, a transition from one-actor management in the classic public administration to multiple-actor governance is maintained.

3.1. GOVERNANCE

The governance concept developing as a new model in the last years defends the increase of the participation, effectiveness, fruitfulness, transparency and accountability in the management in the decision-making processes with the interaction between both public and private sectors and local and international institutions.

There is a management method which limits the state intervention in the market in favor of the market actors in the good governance implementations. In this sense, it is also possible to see the good governance as an outcome of the neoliberal paradigm delivering a global effect. What the state has to do in this paradigm limits is to create a proper atmosphere for the entrepreneurs, to keep the economy open for international commerce and to create a competitive environment. In this regard, the duties and responsibilities of all the partners are clarified within the good governance approach. In the management process, competition principle is targeted rather than the interest of the public.

4. PUBLIC-PRIVATE COOPERATION AS A GOOD GOVERNANCE MODEL

The classic economic theory limits the role of the public in the economy and predicts the structure of the market by the private sector. Also that the public affairs are conducted with the private sector is not a new situation. It is possible to encounter examples of this model in both the Manorial system implemented in Ottoman Empire and in Continental Europe of the 19th century.

However, as a result of two great wars and economic crises developing in the beginning and middle of the 20th century, the intervention of the public in the economy increased considerably, this intervention went up to the highest degree in 1950 and 1960s.

The public expenditures which were low in the beginning of the century in the newly industrializing countries and the state intervention in the economy in 1950 had their golden age right after the World War II. However this process lasted for about thirty years, as a result of the increase in the public expenditures, the public intervention in the economic field was started to be questioned again with the decrease in the economic performance. In

1980s, this structure gave its place to a more liberal approach and the role and effect of the state in the economy gradually regressed. It became possible to see the regression of the state effect in the economy in almost all countries and fields, notably in England and USA.
The role of the private sector relatively increased with the change, restrictions were applied in the public expenditures and privatization took its place in the priorities of the governments.

The international commerce liberalized with the globalization and neoliberal period which the world economy lives in, the capital movements gathered speed and the information sharing became easier. That the increasing population headed for the cities increased the expectations from the public, in the meantime it also increased the demand for the infrastructure investments to meet the public needs.

The political initiative which was developed to meet the public service at a demanded level and to fulfil the infrastructure investments gradually increased the infrastructure need. However, the increase in the expense items and the cost of service presentation models led the public administration to alternative financial resources to meet the public investments. One of them is undoubtedly the "Public-Private Partnership" model.

Partnerships are established especially for processes such as financing, constructing and managing great infrastructure investments. In frame of the established partnership, public and private sectors determine the risk sharing, duty and task sharing and management sharing separately.

Briefly, the Public-Private Partnership model is a partnership which is established between several public institutions and bodies and private entities that are liable to private law in order to design, to plan, to construct, to finance and/or to manage a public service. At this point, the fundamental issue for a project to succeed is to assign the risks of the projects regarding the risk management competencies of the parties without deteriorating the economic balance. In other words, it can be concluded that the party that can take over and manage this risk ideally undertakes it according to the form and size of the risk.

In this model, the public authority aims to fulfil the service presentation, on the other hand it aims to overcome the resource problem. The basic expectation of the private sector in the infrastructure participation is to increase the profitability for sure. In this case, both parties need to share the duties and responsibilities, the costs and risks, the income and benefits at the optimal point in frame of an engagement of partnership.

Today, the Public-Private Partnership which is evaluated as the participation of the private sector in the public services and the service presentation in which the state is the holder is implemented from north to south, from east to west, from developing countries to developed countries, in almost every country. This accession period displays itself in mainly energy, telecommunication, transportation, water-canalization and social fields basing on the sector division of the World Bank.

Another important element which completes the model is that it contributes to meeting the increasing needs of the public with scarce resources. Also in the implementation of the model, the fundamental principle is to conduct more effectual and fruitful possible projects by bringing additional resources to the public with alternative financial applications and by using new business models with high technology.

4.1. PUBLIC PRIVATE PARTNERSHIP MODELS

As mentioned above, Public Private Partnership model involves a process in which service is carried out with the cooperation of public and private sector and projects are financed and run cooperatively. Types of this model, which are most widely used, are mentioned below in detail.

4.1.1. Traditional Approach: Design-Build/Design-Propose-Build

Design-Build is the mostly used method in supply of traditional infrastructure of public sector. According to this approach, public sector is responsible for design of the work. Design process is carried out by in-house or special design companies. Design – Propose – Build requires preparation of the detailed design in accordance with certain characteristics and drawing up a contract of project by listing components of the agreement. This document underlies tender bids and competition process starts for this work. The one, who places the most suitable bid, holds the tender bid, which is based on competition.

4.1.2. Design – Build – Finance

In the Design – Build – Finance model, the one, who places the most suitable bid, holds the tender bid, which is based on competition. However, public sector transfers responsibilities and risks related to design, construction and financing of the project to private sector. After completing construction phase in accordance with the demand, municipality makes a payment to its private sector partner. As payments are made based on construction of property in accordance with the demand in this method, private sector partner is encouraged to complete construction in time and to comply with agreement of public sector partner.

In general, the Design – Build – Finance model is used in projects in which including private sector in management process does not have any impact. It is based on innovation or extension of current property and it is used in projects in which it is difficult to transfer maintenance and lifetime responsibilities and risks in long term.

4.1.3. Design – Build – Finance – Maintain

Design – Build – Finance – Maintain model can be defined as a process in which private sector partner goes through tender bid process, which is based on competition, prepares the design, provides financing, completes construction and carries out maintenance of the property in accordance with the conditions and requirements determined by public sector partner.

In this model, multiple groups gather, work in cooperation and form a consortium to undertake design, construction and operation. Unlike the traditional approach, this situation brings advantage to create innovative solutions and evaluate lifetime costs of property.

In the Design – Build – Finance – Maintain model, certain maintenance activities such as cleaning can be assigned to private sector. Such services are generally narrow-scoped and operation responsibilities are undertaken by public sector.

4.1.4. Design – Build – Finance – Operate – Maintain

In Design – Build – Finance – Operate – Maintain contract, tender bids seek contractors to undertake design, construction, maintenance and long-term operation of property in accordance with the specified agreement objectives.

What distinguishes this model from Design – Build – Finance – Maintain model is that private sector partner undertakes more extensive risks and responsibilities related to operation. This approach has been applied successfully in construction and operation of municipality facilities such as transportation infrastructures, sport facilities, community centers, which provide services for public and in which operation responsibilities can be transferred.

Considering sport facilities and community centers, it can be said that the aforementioned services include security, cleaning, waste management, catering, facility operation, programing, program development and its delivery.

4.1.5. Alternative Service Supply (Operation and Maintenance)

In certain situations, public private partnership can take place with public institution draws up an agreement with private sector only on service supply. Outsource has become widespread especially in supply of certain services such as operation and maintenance of municipality facilities. Supply of transit service in cities and regions, maintenance of railways and equipment, and operation and maintenance of roadhouses and of water and waste water systems of municipalities can be given as examples of the aforementioned services.

Alternative service on municipality level generally takes place with a facility assigning supply of operation and maintenance activities or any service to an outsourcing company. In alternative service supply, a sum amount of capital may be needed in accordance with demand of private sector partner. Even though municipality invests in small quantities, payment to an outsourcing company for service supply based on performance is at the forefront.

4.2. RESPONSIBILITY AND RISK SHARING IN PUBLIC PRIVATE PARTNERSHIP MODEL

In Public Private Partnership projects, both parties expect gains and successful results. In this type of cooperation, better results are accomplished if the parties comprehend each other's past situations and strong and weak sides. While public sector believes projects must be under strict and close control from the beginning, private sector seeks the most suitable setting in which it can carry out the work.

What is ideal for companies which develop privatized infrastructure is the presence of a market where only they determine prices and provide service on behalf of public. What they expect from government is only running inspection mechanisms.

What seems the most rational is the situation in which management is assigned to public sector for certain parts of project or it is emphasized in agreement that public management will be included periodically. In addition, it is also ideal that the tender bid includes a condition which suggests public sector can hold process of management and service for certain public services if it is necessary.

4.2.1. Responsibility Sharing in Public Private Partnership Model

4.2.1.1. Tasks and Responsibilities Assigned to Public Administration

Public Private Partnership projects are applied in many fields, however, it is mostly seen in Britain, Australia, Canada and South Africa. Public administration buys service from a private entrepreneur within the scope of an agreement and continues to be included in project during the agreement. While real owner of the project is not public sector, it plans, inspects and controls the process. Main characteristics of the model from public sector perspective;

- Public sector plays a decisive role in service, which is to be provided, in long term and determines performance criteria related to the service. Payment mechanism works in accordance with performance standards mentioned in agreement.
- Quality of service presentation which is designed as long term is given by private sector. While assets and management is under control of private sector, risk is shared by two parties in the most suitable way.
- Public administration does not provide financial support for any phase and does not take risks of time extension and delay costs.
- Public administration transfers control of necessary sources and assets for service presentation to private sector.

These characteristics provides model with result-orientedness and risk management within the frame of good project management. As administrator of contractual relationship, public institution allows agreement to be drawn up, a situation which, at the same time, makes public grant holder.

Public serves as a coordinator by determining infrastructure investment needs. It also plays a role as a funder by keeping demand on optimum level and supplying land, on which the project is carried out. It also acts as if it was a customer by specifying performance results and service standards. It acts as a project manager by planning tender bid process. It performs its supervision task by supervising construction and service processes. It acts as an observer by checking list of conditions and its convenience. As administrator of contractual relationship, it observes financial and work process. It evaluates project's relation with environment and fulfills a series of duties as a public representative who looks after public interest by ensuring project's cohesiveness with social aims and accomplishment of the expected objectives.

In short, when public administration is included in project, it takes on different tasks in every phase such as design, development, adoption, construction and application of project.

4.2.1.2. Tasks and Responsibilities Assigned to Private Sector

Government should decide and establish balancing mechanisms between users and producers for private sector participation into infrastructure service presentations. Until today, there has been numerous institutional structuring set forth. Alternatives vary according to the countries' legal frameworks, financial sources, macroeconomic regulations and supply demand characteristics.

Each institution has its advantages and disadvantages concerning the delivery of the service. Responsibilities undertaken by private sector and by public sector are totally different processes. The crucial issue is to assign tasks, responsibilities and risks to the partner that can best overcome the challenge.

These questions should be responded on the process of responsibility distribution;

-Who is the owner of the structures in the project?

-Who manages the project?

-Who provides funding to the project?

In partnership enterprise for aforementioned infrastructure investment financing expectation, private sector's market effectiveness is reflected to the project. This process is an important phase that contributes to public personnel's development. Apart from that, technological contribution is expected from private sector.

4.2.2. Risk distribution in Public Private Partnership Model

In Public Private Partnership Model implementation, where private sector revenue is generated from end users, private sector can face legal risks due to delivery of infrastructure service generally at the monopoly in the market. Investors would like to refrain from this kind of situation. In this case authority may want to prevent this condition and open the market for competition. A good regulation institution can rule out legal risks. Regulation institutions are one of the extensions of the central authority although generally independence level can vary.

Investors request insurance against regulatory risks in most of the developing countries though this is not the case in real world. Existing insurance systems cover exchange rates differences, wars and expropriation risks. Institutions receiving service are also the ones providing insurance in developed countries. Multilateral Investment Guarantee Agency (MIGA), member of World Bank Group, guarantees political risks, yet generally does not take risks in its scope. In light of this information, we can conclude;

- When private sector revenue is obtained from end user in a PPP implementation, with regards to public budget and costs efficiency in service, it is advantageous to choose the process where private sector owns, funds and manages.

- When revenue is obtained from public, it is important to take into account the burden to the public with regards to efficiency and fiscal part. This type of regulations generally increase public spending and weaken effectiveness. Investors may avoid this model in order not to take risk of default of payment from public.

All in all, social acknowledgement is important in PPP implementations. Acceptability of the implementation is largely depends on efficiency and fiscal burden on public. Secondly, Public Private Partnerships are quite complicated in reality. Conditions change according to each infrastructure investment and each country and most suitable system has its own properties.

CONLUSION AND EVALUATION

Public sector has started to use private sector's financial sources and management skills in many service presentations in recent years within the frame of neo-liberal approach to economics and new public administration understanding. This process brings a paradigm change in public administration understanding beyond conferral of management or privilege. While public sector has never shown tendency to delegate the authority, increasing service expectation suppresses public authorities in certain points more than ever and makes it necessary for household, who expects service, to adopt new methods in order to fulfill the expectations.

Infrastructure investments are considered as an important element apply supplementary taxes or become indebted in order to meet increasing demands in main public services such as new roads, access to cleaner drinking water, waste water management and more opportunities in public transportation.

Becoming indebted leads to political weakness in the middle and long term along with disadvantages reflected on macroeconomic balance and supplementary tax is known as a means which results in negative reactions in short term. At this point, the model called public private partnership is preferred more as an important alternative as it prevents public sector from becoming indebted, eliminates necessity of supplementary tax, distributes income gained from service with private sector and gives opportunity for time loans with long term commitments.

Therefore, cooperation process, which starts from service presentation, has become an understanding which makes governance principle, transparency, inspection mechanism and closed public budget relatively more open. With this cooperation, a new approach emerged in which profit and loss is shared and parties make equal efforts for the service.

In this work, two new factors are aimed to come into prominence. First of them is introducing Manorial model and its structure which has been implemented in Anatolia by public and private sector for almost one thousand year. What underlies manorial model is the fact that getting main public services done in areas far away from the center where the authority had to provide service in accordance with the conditions of that era. Tımar holders were given privilege and in exchange, they were expected to train soldiers which aimed to reduce spending on defense, the most important expense item for the authority.

The second factor is the fact that a type of governance principle within the frame of implementing manorial system has been put into practice. Even though manorial system decisively did not include delegation of authority, authority sharing, intervention in governance as mentioned above, it is seen that nature of manorial system suggests that mesne lords had governance rights on lands which were given by the authority.

The most important factor ensuring this system to work properly is inspections aimed at checking if manorial system is used in the correct way. At this point, inspections can be considered as the most important factor that ensures continuity of manorial system.

Finally, manorial system is based on the principle that brings forth right to use lands by the authority and private persons for certain period of time and obligation to train soldiers in exchange for this right. Having started in Anatolia with Seljuks and practiced in the Ottoman land management, this system stands out as the first practices of Public Private Partnership model. Of course, more study is needed in this model on time and technical data, origins of this model, beginning of first practice, details of these practices and responsibilities. From this viewpoint, this study, which aimed to serve as an introduction to this field, is open to all views and contributions which will deepen the relevant subject.

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