



## **A REVIEW UPON THE CHANGES WHICH COME WITH THE MODEL UPON TURKISH METROPOLITAN MUNICIPALITY WITHIN THE PROVINCIAL ADMINISTRATIVE BOUNDARIES**

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### **ABSTRACT**

*The growing cities in Turkey by the population and spatial terms and the increase of societies' own expectation about services have revealed the basic needs on upcoming amendments for available municipality laws. The constitution act in 1982 brought new and specific management forms for big settlements in Turkey, then the metropolitan municipalities were firstly founded in 1984. Consequently, the metropolitan municipality law 6360 has been finally accepted in 2012. Besides, the area management principle was also accepted for metropolitan municipalities which gave services for rural areas as well as the urban ones. Equaling the service area of metropolitan municipalities to the provincial administrative boundaries resulted in the debates on some important changes upon duties, responsibility issue, and representation and participation concepts. In this study the case of metropolitan municipalities' own available system which has an important place in local governance will be analyzed.*

**Keywords:** Provincial state border, Metropolitan municipalities, Metropolitan municipality law amendments.

### **Contribution/ Originality**

This study contributes in the existing literature of public administration and local governments. Indeed, this study uses new estimation methodology for the sphere of existing administrative nature in decentralized bodies of Turkey. This study documents the new profile of metropolitan municipality model's characteristics.

## **1. INTRODUCTION**

The establishment of the municipality organization in Turkey can be dated to the period of Ottoman Empire. The municipality organization, which was firstly established in İstanbul city's specific areas in 1854 (Erkul, 2010) became prevalent via a bylaw in 1869 in İstanbul and a two-

stage administration model was formed (Gül, 2013; Ökmen and Arslan, 2014). The municipality law which was published in the year 1930 as the number 1530 remained in force for a long time. The transition to the multi-party system, the internal migration after the year 1950, the increase of the settlement which have the municipality organizations, the municipalities which are getting bigger in demographic and spatial terms and the problems of municipalities etc., all result in the need for making new amendments in municipality laws. In the light of this need, the provision which exists in the 127<sup>th</sup> article 3<sup>rd</sup> paragraph of Turkish Constitution Act in the year 1982 was formed upon the statement that specific administration units could be created for big settlements (İzci and Turan, 2013). By the law, no 3030 in the year 1984, the status, duties and powers of district municipalities and newly founded metropolitan municipalities (Ankara-İstanbul-İzmir) were clarified (Şahin *et al.*, 2013). The law no 3030 was used in the period between 1884 and 2004 for 20 years by making some amendments and trying to fill the legal holes with governing regulations of the same law (Bingöl *et al.*, 2013). Metropolitan or the newly used word which is often used in our country as metropolis is not only a legal status but also a physical size class, being a socioeconomic concept as well. Term used for metropolis cities as metropolitan municipality model was mainly thought for the zones which have metropolitan characteristics and for the metropolis areas or the city zones which are bigger than a determined level being urban (Arikboğa, 2009). The status for the *metropolitan municipalities* was formed in order to make the available local government system better, and sustain a newer and comprehensive service area orientation, besides make the traditional local government services widespread for center-city scale, and also motivate the economic living and improvement via controlling, planning and opening the center-city administration for local groups in reasons (Deniz and Kantürk Yiğit, 2013). Moreover, the industrialization, the service production capacity of the increasing problems as the transportation and environment, and also their status are still an open question due to the insufficient small-scaled local governments being devoid of financial resources make the metropolitan municipality model compulsory (Bingöl *et al.*, 2013). This situation resulted in the case that some municipalities which have no metropolitan characteristics obtained the status of being a metropolitan municipality (Ulusoy and Akdemir, 2013; Adıgüzel, 2014). The model which was accepted for Turkey since 1984, about metropolitan municipalities has two stages. In this type of model, the metropolitan municipality type for the upper level and the county, etc. type for the lower level have to be found, besides the sharing of power and resource distribution across the levels via also making many regulations for some legal and administrative relations among the levels should also be performed (Arikboğa, 2009).

Based on the law which was introduced in 2004 by the number 5216, the provincial state border endured metropolitan municipality model was accepted, and the law no. 3030 was annulled, then some amendments for metropolitan law were performed. This -metropolitan municipality model in provincial state border- model is the best answer for the searches upon changes and the new needs coming from the changes, besides this kind of searches is also a part of compulsory duty for this area, yet it can't be said that this would be the latest one (Bingöl *et al.*, 2013).

**Table-1.** The periods of Metropolitan Municipality Model (Arikboğa, 2013).

N.No	Period	Explanation
Metropolitan Municipality Model in city centrum		
1	The establishment Period (1984-2004)	The added up new metropolitan municipalities
2	The extension Period (2004-2008)	The extension based upon radius
3	The integration Period (2008-2012)	Zero town in radius=2008's Model
Metropolitan Municipality Model in Provincial Scale		
4	Spatial Metropolitan Municipality Model(2012 +)	The model of 2012: Metropolitan Municipality/ county state border + zero town/ village

When the law, no 6360 was introduced in 2012, the experiences, which were gained since 2004 in İstanbul and Kocaeli, about the subject as the metropolitan municipality model in provincial, state border finally resulted in the situation that some amendments about the duties of metropolitan and metropolitan county municipalities have to be performed. Eventually, the metropolitan municipality model in provincial state border, which was previously practiced for the cities as İstanbul and Kocaeli, became widespread for the other metropolitan municipalities in the country (Bingöl *et al.*, 2013). The 4<sup>th</sup> article of the law no 5216 was amended with the law no 6360 in the year 2012 which was known as “the Regulation upon the establishment of metropolitan municipality in thirteen provinces and the newly founded twenty six new counties via the amendments upon some laws and statutory decrees” (Yıldırım and Belli, 2013). The Ordu province became metropolitan municipality in the year 2013 by the law no 6447 Along with those changes, the aim of this study is analyze the law no 6360's changes which occurred in metropolitan municipalities, being put into practice after the local government election on March 30<sup>th</sup>, 2014

## 2. NEW AMENDMENTS WHICH WERE INTRODUCED IN METROPOLITAN MUNICIPALITY LAW

The aim of the law no 6360 is to structure the municipal administration in the provincial state border according to the principle of local administration under the framework of constitutional main regulations. The systematics of city administration in Turkey was changed by the law no 6360. The number of the metropolitan municipalities was increased, and the administration zone of them was extended to the provincial border. The local government election system was differentiated, and the voting patterns in the provinces, which became metropolitan municipalities, were operated in the provincial state border for the metropolis municipal elections. Along with the law, the percentage as 77-78 % of the population and 51% of the surface area was begun to be managed by the metropolitan municipality system (Çelikyay, 2014).

Under the framework of this regulation, the population as 56 million was come under the metropolitan municipal borders. The legal entities of town municipalities and villages and

provincial special administrations (a decentralized body in Turkey) in the provinces which became metropolitan municipalities, and the districts which are under the borders of metropolitan municipalities with the villages joined the county municipalities as neighborhoods, and the town municipalities in the other provinces were converted into the villages. The local governments in number for Table 2 upon the period before law and after the session since the law, no 6360 can be seen below (Çelikyay, 2014).

**Table-2.** Comparative Municipality Numbers

Local Governments	The period before the law no 6360	The period after the law no 6360
Metropolitan Municipality	16	30
Metropolitan County Municipality	143	501
Provincial Municipality	65	51
County Municipality	749	416
Town Municipality	1977	395
Municipality number at total	2950	1392
Provincial special administration number at total	81	52
Village administrations number at total	34283	17720

As is seen in the table, the number of metropolitan municipality was increased from 16 to 30 by the introduction of the law no 6360, the number of municipalities was decreased from 65 to 51, the number of provincial special administrations was reduced from 81 to 51, and the number of villages were dropped from 34.823 to 17.720 at total (Çelik Lamih and Altıparmak, 2013; Ökmen and Arslan, 2014). After the local governments' election on March 30<sup>th</sup> 2014, the 92 % of the country population started to live under the municipal borders and the 8 % is now living in the villages. Owing to this law, 56 million in population started to live under the metropolitan municipal borders, and the law began to concern each 3 of 4 persons in Turkey (Çelik Lamih and Altıparmak, 2013).

Owing to the Metropolitan Municipality Law, some major changes occurred in administrative structure, financial system, political geography, participation and representation, service delivery, public improvements and the order of planning (İzci and Turan, 2013). The overlapping of municipal borders with the provincial state borders annihilated the rural population in theoretical sense (Gürbüz *et al.*, 2014a) and along with the prospective population projections, the field management instead of the residential area was aimed (Bozan, 2013). These amendments broke the routine in the understanding of municipal management and started a transition from the central (urban) management towards the spatial field management (Gürbüz, 2013; Gürbüz and Yildirim, 2014).

This kind of renewing process changed the power, service and duty areas local governments, then along with determining the spatial structures in which the services were produced, the structure of organizations which deliver those services were redesigned according to this (İzci and Turan, 2013).

To sum up, those following changes came up with the mentioned law (Çelikyay, 2014) as newly established metropolitan municipalities for new 13 provinces, conversion of whole borders of the metropolitan municipalities into the provincial state borders, annulled provincial special administrations, introduced new counties, conversion of all county type municipalities within the metropolitan municipalities into being subordinated in the provincial state border, annulled town-type municipalities in those provinces with conversion to be subordinated within the neighborhoods of a municipality, annulled village administrations in those provinces with conversion to be subordinated in neighborhoods, removal of the town municipalities having lower population than the number 2000 from the metropolitan municipality borders being converted into the villages, establishment of the Head, Department of Investment Monitoring and Coordination (YİKİB) and redesign of the central government share outs.

### 2.1. New Amendments Introduced Upon the Administrative System

The discussions upon introducing metropolitan municipality in provincial state border model or how the management of the metropolitan municipalities would occur are mostly related with the hot topics which are about the administrative responsibility areas and municipalities' overlapping liability with urban zones. Yet, -the extension of metropolitan management scale- can be served in specific examples, thinking the real country examples as -United States of America, Canada, France, Belgium, Denmark, Germany, Netherland, Norway, Sweden and United Kingdom, and this method is also widely used in those countries (Çelikyay, 2014).

The metropolitan municipality model was firstly cited in 2004's law no 5216 with the temporary article as 2/1 via the statement as "Based on this law, the metropolitan municipality border are identical to the provincial state borders for the provinces as İstanbul and Kocaeli", and then the metropolitan municipality borders of the cities as İstanbul and Kocaeli were accepted as the provincial state borders. Again the temporary article of the law no 5216 as "Under the borders, the legal entities of villages was annulled by being transformed into neighborhoods" was rooted, and "the villages in İstanbul and Kocaeli lost their legal entities by annulment" (Bingöl *et al.*, 2013). Another stage for the model of metropolitan municipality in provincial state border was the law no 5747 in the year 2008. The first paragraph of the first article of this law and the related parts of this paragraph as 27, 28,29,30,31 and 32 resulted in the establishment of new districts in İstanbul and Kocaeli, then the legal entities of first stage municipalities were annulled and involved in the borders of county municipalities (Bingöl *et al.*, 2013).

In the model as provincial state border based metropolitan municipality; the public services which are about routine, small scaled and daily needs were met by county type municipalities, and the higher level- big scaled services as planning at provincial scope and coordination activities were expected to be executed by metropolitan municipalities. It is also stated in the law no 5216's 27/1<sup>th</sup> article which was amended by the law no 6360 as "The harmonization and coordination about performing the services among the municipalities which are under the scope of the metropolitan municipalities were sustained by the metropolitan municipality. In finding solutions for the problems among the county type municipalities or the ones between the county-

municipalities and metropolitan municipalities, the metropolitan municipalities' assembly is authorized (Bingöl *et al.*, 2013).

It was foreseen that the metropolitan municipality model for the provincial state border service delivery scope will reveal those following developments (Çelikyay, 2014). Firstly, the local governments which produce services at wide scale can be equipped by advanced technologies. Qualified technical personnel can be employed in those units, besides the increase of productivity can be sustained owing to the expertized employment. Moreover, the local government system which was revealed in those units will sustain the efficient usage of resources which come from the center. Secondly, the efficient usage of the resources for the units which are integrated under the provincial borders can be sustained. Thirdly, more fair structures can be sustained according to the facilities to be belonged. Following this, efficiency can be sustained for the delivery of services which have the locally joint public features for the cases as city planning, building, transportation, firefighting in synchronized and integrated manners. Finally, public improvements under the framework as regulatory high level zoning can be sustained at provincial scale in harmonized manner.

Briefly, along with the new regulation, there disappeared the village administration and provincial special administration in the provinces in which the metropolitan municipality organizations were established now, and the only local government unit becomes the municipalities (Bingöl *et al.*, 2013).

The extension of the managerial zone towards the provincial state border comes with some other fringe benefits. The improvement of the service quality, the opportunity to realize integrated city reconstruction plans, the efficient usage of financial resources, the increase of service production, delivering the services at the same quality for the citizens who live in the different zones of the cities can be seen as some of them (Çelikyay, 2014).

By the law, no 6360, the application of the provincial state border based metropolitan municipality model in 13 provinces were decided to start. Meanwhile, the legal entities of the provincial special administration in those provinces and the villages' legal entities with the forest villages in İstanbul and Kocaeli were annulled (Deniz and Kantürk Yiğit, 2013).

One of the innovations which came with the metropolitan municipality law is the establishment of new counties. Based on this development, border changes occurred. Owing to this change, the environmental village and towns could be added to the administrative borders, and the issue as the administrative belongingness changes was revealed (Çelikyay, 2014).

Two new different regulations were done for the local government associations by the law no 6360. The first one is that the statement as the president of the associations of which member are fully from provincial special administration is the governor of the province in which the center of the association also exists was amended, instead of this an election among the member provinces' governors as a principle was accepted. By this way, equality at the association presidency level for provinces was tried to be brought. The second regulation is the annulment of the local government associations of which aims disappeared or the ones which met with amendment by

the law no 6360 via annulling the legal entities of some municipalities, provincial special administration and villages, before the local elections (Çelikyay, 2014).

The establishment of YİKİB(The Head Department of Investment Monitoring and Coordination) being bound to governor was decided in order to guide the public organizations and institutions in the province with controlling them and execute the investment and related services efficiently in all of the metropolitan municipalities with monitoring, coordinating activities, and also manage the emergency call, disaster, immediate aid services in a harmonization besides coordinating the investments of the central government in the local area and taking responsibilities for the advertisement of the provinces with representation, award ceremonies, and protocol activities, parallel to the aspects of law. Again the work procedure and principles of YİKİB can only be determined by the Ministry of Internal Affairs by a regulation text (Law no 6360 Art. 34) The aim of this newly unit is to make the investments and the services of public institutions and organizations in the cities, in which the metropolitan municipalities exist, more efficient, via monitoring with coordinating them more effectively (Karasu Mithat, 2014).

In this scope, the deficiencies which can occur in the services under the municipality's responsibility can be executed by YİKİB based on the directive of governors. Owing to this regulation, the central governments can obtain the opportunity on interfering the budgets of local governments and the financial autonomy will meet with a new obstacle (Kızılboğa and Özaslan, 2013).

## **2.2. New Regulations upon Sharing the Duty and Power**

Many services' delivery was given to the upper level in dramatic number, because of the reasons that firstly the extension of the services' output area is convenient for wide scale benefiting, and secondly some services are sensitive to the scale economics. Hence, giving the responsibilities of not only the services which are identical to the holistic position of cities, but also the services of which characteristics would bear an economic efficiency in delivery process if they were a part of the higher scale execution, to the metropolitan municipalities is a rational type of choice (Arikboğa, 2012).

Constructing roads, squares, avenues, streets and parkways which bind the neighborhoods under the metropolitan municipality administration to the city centrums, or procuring them with maintenance and repairs besides the cleaning procedure and snow fighting, putting new rules for the buildings which have façades to these roads being proper to the urban design projects, determining the places in which the advertisement and announcements can be hung with fixing their shape and sizes, performing the activities such as giving numbers and names to the squares, avenues, roads, streets, highroads and also to the buildings having façades on them, were all under the authority of metropolitan municipality administration.

## **2.3. New Regulations Based on the Aspects of the Efficiency and Productivity in Services**

According to the field study which was executed by Canpolat in the year 2002, it is seen that a substantial part of the small scaled municipalities were set around the big municipalities

(district-province-metropolis), they can't execute many local services, having very low technical personnel employment capacity, and poor sufficiency levels upon the participation capacity of citizens and setting participation platforms, besides the financial structures of them are mainly dependent on the fiscal incomes coming from general budget's taxation incomes, and the capacity on obtaining internal revenue is dramatically low, again the share of current expenditures in the budget has a very big quantum (Canpolat, 2010).

Güven Sami (1982) predicated the reason of those problems related with small scaled municipalities on the deficiency about qualified personnel, financial inabilities, the inadequacy about field and population, which are all seen in three steps at total. On the other hand, the area in which the service output was expanded along with the scale economics

On the other hand, the area in which the output benefit of the services was become widespread along with the scale economics , via the characteristics of the law no 6360 about the preliminary position of scale economics emphasizing the service efficiency (Arikboğa, 2013). In this scope, the optimal municipality concept are named differently with the other concepts as urban seize, urban holistic status and the municipality size etc. Atmaca (2013) a local government unit was founded by the law no 6360 and the previous laws by thinking the population scale and the optimal seize issue with the population.

New local government units which can apply rural policies for rural zones are needed, being open to new management units (Ökmen and Parlak, 2013). On the other hand, it can be said that the amendments which came with the law no 6360 are the newer version of reform efforts, besides it can also be stated here that they would not be the latest one and the administration systems would renew themselves continuously based on the new developments and needs (Bingöl *et al.*, 2013).

The law no 6360 predicted that the public expenditures would decrease owing to the scale economic and the service costs would decline. As is mentioned in the explanation of the law text, for the infrastructure services of the places which were converted to neighborhoods from villages, the municipalities and the bound administrations became obliged to separate 10 % of their investment budgets for ten years, and another facility upon realizing new investments and efficient service management in those places can be seen a helpful method as well (Genç, 2014).

Owing to the amendments which were made in this scope, the public services which are not optimal are transferred to the local governments, besides some local government units were annulled because of being under the optimal scale or they were integrated in order to obtain the level of optimal scale" (Bingöl *et al.*, 2013). On the other hand, there exist some other arguments that this law is convenient for the modern world's trends about the "optimal scale" subject, and it has more effective regulations about sustaining services and investments in economical level, having the ability upon bringing more efficient services for the settlement zones which couldn't gain services deliberately (Çelikyay, 2014).

For the available circumstances, delivering the services by a bigger and ideal scale having center, instead of today's position as service delivery given by more than one center, will decline

the unit costs and public expenditures per capita. Owing to this new regulation, the “field and population optimality” was tried to be obtained (Parlak, 2013).

In the general explanation text of the law no 6360, paying attention the mentioned features, the following positive developments of the metropolitan municipality in provincial state border model will reveal in projections, owing to the scale optimization (Bingöl *et al.*, 2013). First of all, the increase of scale can make the capacity of service delivery bigger, meanwhile the cost of service per unit decreases and the efficient usage of the resources can be sustained. Besides, the capacity of human resources can increase in both quality and quantity related terms. Secondly, the opportunity of the electors about elections in a bigger scale can give benefits about the diversity of the representatives who took responsibilities in decision organs and their sophistication, then more expertise based qualified commissions can be established.

Thirdly, the park of the equipment and instruments can increase in quality and quantity related terms, besides the given opportunity about using the same financial pool can increase the efficiency and prevent the waste of resources. Fourthly, the scale growing based resource increase and the employment of qualified personnel result in benefiting from more advanced technologies. Fifthly, the division of labor, and specialization increase, meanwhile the productivity is also growing, on the other hand the cost of services decreases and effective usage inclines. Following this, it can be possible that city construction plans which cover whole of the city realize, and mutually conflictive plans' problems in applications can disappear.

Afterwards, the projects in bigger scales covering more than towns and districts can be revealed in easier manners. Later on, the deficiencies for the services which need province-wide coordination, seen in delivery issue can disappear, thus the services can be executed more effective and accelerated way. In the sequel, managing the services which are related with the holistic status of city, from one authorized point and a more fair distribution of resources by means of facilities to be gained will be possible. Finally, as a result of those advantages, the quality in service delivery, quality, acceleration, velocity, economy and productivity can increase, eventually the satisfaction of public sphere who benefit from those services can incline.

#### **2.4. New Regulations Which Are Made Upon the Representation and Participation Issues**

In the explanation text of the law no 6360 it was stated that a more effective and productive managerial structure can be established by means of service delivery, owing to the law which was constructed upon two stage based structure, and this structure can sustain the democratic participation (İzci and Turan, 2013).

By the extension of metropolitan municipalities' borders via covering the provincial state borders, the annulled municipalities can be problematic in terms of working democracy and the application of the principle about subsidiarity.

When the local governors become alienated from the center, due to the increasing power and responsibilities, talking about the public's distance towards the elected people and the subsidiarity may not be possible (Karagel, 2012).

In the available model the members of metropolitan municipality assembly cannot be elected directly. Instead of this, it is accepted that the district type of municipality mayors with the ratio as 1/5 upon district type of municipality assembly's members could be assigned as municipal assembly members. It was also shown that the available administration resulted in an important portrait of injustice upon representation (Arikboğa, 2012). The following Table 3 can show how the injustice about representation issue occurs across the municipalities

**Table-3.** The number of members as people who will be sent to the assembly of metropolitan municipalities by municipalities (Arikboğa, 2009).

Municipality Population	Assembly member's number	Number of members who will be sent to the assembly of metropolitan municipalities	Average representation (Population/Representation Number)
0-10.000	9	2	5.000
10.001-20.000	11	3	6.666
20.001-50.000	15	4	12.500
50.001-100.000	25	6	16.666
100.001-250.000	31	7	35.714
250.001-500.000	37	8	62.500
500.001-1.000.000	45	10	100.000
1.000.001 +	55	12	83.333

As the table is analyzed, the increase of population of county type municipalities is correlated with the proportionally less number of metropolitan municipality assembly member based representation for them.

It is seen that the legal entities of many of the villages and municipalities was annulled without asking anything to the public living there. This situation forms a kind of contradiction towards European Charter of Self Governance in clear terms. The 5<sup>th</sup> article of the discussed text having the title as “Conserving the Local Government’s Borders” states that “In the circumstances in which the legalization platform is available for this, and even for the referendum cases, no amendment is possible without asking the local groups the issue” (Duru, 2013). Yet, according to the modern local democracy principles, the local governments and local society are the compulsory sides whose views have to be taken. These kinds of obligations are the norms to be followed according to European Charter of Self Governance (Keleş, 2014; Özsalmanlı Yıldız, 2014). Still, along with this law, the area in which the metropolitan municipality model was applied is discussed upon being changed (Arikboğa, 2012) yet this topic was not asked to the local society and local governments.

On the other hand, the integrations which was realized in the administrative system via the law no 6360, and the extension of neighboring area borders resulted in the change about the election spheres as well.

## 2.5. New Regulation about the Financial Structure

The public services at local level in Turkey were delivered by municipalities. Municipalities need a sufficient budget in order to deliver those services. This budget is composed of general fiscal revenues and the equity capitals which were produced by them. And this regulation will be convenient to the popular view upon sustaining administrative autonomy (Demircan Siverekli, 2008) also in financial sense being under the framework for the facilities which the municipalities own.

Along with the law no 6360 which is about making the model as metropolitan municipality in provincial state border widespread, the realm of authority of metropolitan municipalities and county type municipalities was expanded, besides the amendments upon increasing the financial facilities of local governments realized (Bingöl *et al.*, 2013). However, the share-out which was taken by metropolitan municipality from metropolitan county type municipality as 30 % was not changed (Çelikyay, 2014; Karasu Mithat, 2014).

Along with the law no 6360, if we looked at the changes upon distribution ratios about the share outs from General Budget Financial Revenues (GBVG), the share outs which will be taken from general budget fiscal revenues by local governments are increased under the scope of metropolitan municipalities and metropolitan municipalities. The GBVG share-out distribution ratios before and after the law no 6360, can be seen in following Table 4 (Bingöl *et al.*, 2013).

**Table-4.** The GBVG share-out distribution ratios which is given to local governments, before and after the law no 6360

Local Government Units	GBGV Share-out Before the law no 6360(%)	GBGV Share-out Ratio After the law no 6360(%)
Province and county municipalities	2,85	1,50
Provincial special administrations	1,15	0,50
Metropolitan county municipalities	2,50	4,50
Metropolitan municipalities	5	6

. The share outs from general budget fiscal revenues taken by province and district type of municipalities seems like decreasing, yet the number of those local government units and their population decline, thus the share-out per capita from the general budget fiscal revenues by those local governments will increase (Bingöl *et al.*, 2013). An important advantage for the crowded metropolitan municipalities or the ones in which more fiscal revenues were obtained, was realized. (Çelikyay, 2014).

According to the information given by Hayrettin Güngör, who is the *General Secretary of The Association of Turkish Municipalities*, approximately 10, 30 % share-out of General Budget Financial Revenues is transmitted to the local governments for the year 2011 in the available situation. The numeric value of this is around 25.576.247.306TL and it is 342TL per capita. As to the law no 6360, the share-out which was transferred from the general budget for local governments is around 11, 38 %. The monetary value of this is 28.309.547.316TL which is 379TL per capita as to 2011 data. Along with the amendment with the law no 5779 upon the law no 6360, the share-out

which was transmitted to the local governments from the general budget gained an increase around 10,5 % (Güngör, 2013).

All of this change which was realized by the law no 6360 upon the financial concepts will strengthen the financial structure of the local governments. Hence the authority zone of the local governments will be expanded, besides along with this power a financial support will be sustained (Bingöl *et al.*, 2013).

### 3. CONCLUSION

When the amendments about the metropolitan municipality laws were analyzed, it is seen that the criteria about establishing municipalities were affected by political decisions as well as the scientific data and theories. Yet, it has to be known that the service and administration standards of local governments of which borders were defined by locally qualified services criteria, and the central administration of which borders were defined by political and administrative criteria were different from each other (Çelikyay, 2014).

By the metropolitan municipality law of today, the metropolitan municipalities was transformed into the position upon delivering services for the all borders of central provincial government and field management in spatial terms were accepted. This situation means that the municipal services would be given to the rural population as well as the urban one (Çelikyay, 2014).

In the new model which was brought by the law no 6360, the praxis area of the metropolitan municipality services is the provincial scale. In the decision upon overlapping the borders, it was understood that this system had been successful for 8 years in İstanbul and Kocaeli cases and it would be effective upon further steps (Keleş, 2013). Along with the new regulation, in the provinces in which this model is going to be applied, the units as village administration and provincial special administration will be annulled, the local governmental structure will be declined from three staged based level to the one-stage based level (Bingöl *et al.*, 2013).

Along with the law no 5216 which was introduced in 2004, bringing the model as metropolitan municipalities in provincial state border, strengthening this model by the law no 5747 in 2008 and making this model widespread via the law no 6360 in the year 2012, which took the applied model of İstanbul and Kocaeli of the year 2004 as a base, are evaluated as the latest stages of this innovation movement in Turkey at all.

Approximately 77-78 % of Turkish population and 51 % of Turkey surface area will be administrated with this law (Çelikyay, 2014). In the provinces in which the metropolitan municipalities were introduced under the scope of the law no 6360, the annulment of legal entities of provincial special administrations and villages and their transformation into the neighborhoods mean that the local governments in the provinces in which the metropolitan municipality model is introduced, will be executed by one hand as the municipalities (Bingöl *et al.*, 2013).

Although the annulment of provincial special administration and executing their duties by one hand are important by means of service effectiveness and resource usage; it can be said that they are not important for representation, participation and local democracy at the equal level

(Çelikyay, 2014). It can be concluded that the new regulation is a strengthening factor instead of easing one by means of participation (Keleş, 2013).

Along with this change, the public services of which delivery by central government is not optimal were transferred to the local governments, in addition to this, it is aimed that some local government units were closed because of being under the optimal scale, and/or they were integrated with some other local governments in order to gain the optimal scale (Bingöl *et al.*, 2013).

Owing to the law no 6360, the share outs taken from the general budget revenues by the metropolitan municipalities and metropolitan county municipalities are increasing in proportional terms. This ratio was inclined for metropolitan county municipalities from 2, 50 % to 4, 50 %, besides it was increased from 5% to 6 % in metropolitan municipalities. In addition to the change in share-out distribution ratios upon the general budget fiscal share outs, the distribution standards were also changed. It is understood that a more fair distribution model is aimed by adding the surface area factor to the determinant position of population (Bingöl *et al.*, 2013).

This regulation which brings a dramatic change for the administration structure in Turkey will have important effects on behalf of spatial planning. First of all, it has to be mentioned here that along with the authority taken by the law no 6360, the approach upon giving an obstacle about handling a province under one-unique authority via planning them under a departed nature in mutually disintegrated units' portrait on behalf of upper scale plans, can be proper to the planning principles (Ersoy, 2013).. The city construction plans in the villages will be planned as type projects, and those projects will take payment funds from the related ministry (Çelikyay, 2014).

In the transition period for this model, it is possible to face with some problems between the metropolitan municipalities and related institutions, organizations or county type municipalities, about city planning, infrastructure, transportation and public transport on behalf of communication, coordination, division of labor and authority sharing (Bingöl *et al.*, 2013).

The execution and administration of (The Head Department of Investment Monitoring and Coordination) the YİKİB will be sustained by a governor or a deputy governor, who is assigned by the governor. The coordination, control and monitoring about all kinds of the helps and supports, which will be given by the central government, and even their direct appointment in emergency times will be fulfilled by YİKİB (Yıldırım and Aliyev, 2013a).

On the other hand, the mostly discussed part of the law no 6360 is the transmission of the holistic city/ metropolis regulation under the managerial transformation, based on the understanding upon growing the power, resource and scale size in local governments, towards the borders of geographical/state borders of province will also bring the argues upon region management / regional administration in case of the statement that the province being governed by central management base would be ruled by the principle as subsidiarity based autonomous management. Moreover, it is also stated that without creating a new regulation upon sharing the legalization power, which was given by sovereignty, to the local or regional units, there would be no discussion on federations, thus the new law had no characteristics like this (Çelikyay, 2014).

The law will sustain centralization at local level instead of the localization (Duru, 2013). Yet, the local governments are tried to be strengthened via a centralized understanding (Çelikyay, 2014). On the other hand, it can be stated here that the positive contributions and effects of the reforms' beneficial effects on administration and local governments after the year 2004 in Turkey, gifting dramatic effects on urban management systematic sphere and management structure can be possible upon the Turkish World administration culture.

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