

The 3rd International Geography Symposium - GEOMED2013**Administrative geography analysis of legislation # 6360 regarding metropolitan municipalities in Turkey (2012)**Hulusi Karagel^{a*}, Döndü Üçeçam Karagel^b^a *Mustafa Kemal University, Faculty of Education, Antakya, 31000, Turkey*^b *Mustafa Kemal University, Faculty of Art and Science, Antakya, 31000, Turkey*

Abstract

6360 including the amendments and regulation on the metropolitan municipalities in Turkey and some related acts and decree laws has entered into force by being republished in Gazette no. 28489 of 06 December 2012. The Act has a geographical aspect in addition to the other aspects which have to be examined. Thereby, in this study, # 6360 was analyzed in terms of administrative geography. The scope of the research is the administrative geography analysis of the metropolitan municipality in Turkey between the years of 1984 – 2012. This study will make up the deficiencies on the local government systems of the metropolitan municipalities in Turkey, and the geographical basics, aspects and the problems of the system. On the contrary to the law, Antakya's, which is the central district of Hatay, not being a newly established county, but being turned into a metropolitan sub-provincial municipality; the use of certain authority of the governor and some rights, authority and charges of the special provincial administrators by the 'Investment, monitoring and coordination committee'; metropolitan and sub-provincial municipalities' being allowed to serve in all kinds of ways in the purpose of supporting agriculture and livestock, are just one part of the findings contrary to the common knowledge. Metropolitan municipality which is defined by the act, is basically neither a settlement with the distinguishing features of a city, nor an organization which is in charge of providing public and municipal services in the center of population. It is an administrative zone, having administrative and financial autonomy which is valid in law. However, in approximately the last 30 years, the present metropolitan municipalities have shown that they are not properly structured institutions for serving wide rural areas that are extending to the provincial borders.

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* Corresponding author. Tel.: +0-505-434-8578; fax: +0-326-245-6005.

E-mail address: hkaragel@mku.edu.tr

1. Introduction

Legislation # 6360 dated 12.11.2012 and titled “Law regarding Amendments in Some Legislations and Statutory Decrees for the Establishment of Metropolitan Municipalities and Twenty Six Districts in Thirteen Provinces” became effective after its publication in official gazette #28489 in 06.12.2012. 30 articles of the legislation composed of a total of 39 articles two of which are provisional and 27 lists took effect in its publication date and 9 articles and a total of 25 sub-clause based on 3 articles along with one clause based on an item will become effective with the first local administrations elections that will be held following this date. In addition to several different dimensions of the legislation investigated in various academic circles, there is also its geographical dimension that requires analysis and examination in terms of “urban geography”, “regional development and planning geography” and “administrative geography”. In this context, the content of articles in Legislation # 6360 was analyzed in terms of administrative geography in the current research; the findings were interpreted and discussed in the framework of political and academic views along with laws, statutory decrees and regulations regarding the principles of causality, comparison-associations and distribution. Rationale behind the research question/problem can be cited as follows: the topic that was discussed was not fully comprehended in almost any of the circles in this process because discussions were based on completely personal views and information with weak reliability and validity in academic and political circles; the individuals who prepared the proposal were not able to express either the purpose of the infrastructure that they wanted to develop or the model it was based on; they presented a totally defensive attitude about the proposal instead of making changes or revisions regarding the points that were criticized or providing satisfactory explanations; the legislation was not brought to Parliament's Planning and Budget Commission although it was discussed in Grand National Assembly of Turkey Internal Affairs Commission between the dates of 10-21 October 2012; the fact that the legislation has a wide legal array (Grand National Assembly of Turkey, 1949; 1950; 1963; 1981; 1983; 1984a; 1985a; 1985b; 2004; 2005a; 2005b; 2005c; 2007; 2008b) and that the legislation engaged the agenda of the Grand National Assembly of Turkey, President of the Republic and the public opinion for a long period. Therefore, the purpose of the current study is to provide the analysis of administrative geography of Legislation # 6360 that includes changes and amendments in some legislations and statutory decrees related to metropolitan municipalities in Turkey, to provide the geographical dimensions of the legislation and to remove the questions marks in minds. With the help of this research, it will be possible to fill the gap, although partially, that exists about the concept of metropolis, metropolitan municipality local government system, geographical foundations, dimensions and problems of the system as well as to provide a supplementary resource related to the field. As a matter of fact the number of studies undertaken in the field of administrative geography is so scarce, it is almost nonexistent.

2. Study Area

The first metropolitan municipalities were established in *Istanbul, Ankara and Izmir* in 1984 with Legislation #3030 with the power provided by the Constitution (Grand National Assembly of Turkey, 1982: 126) to relatively integrate the large and small local governmental disunity in big urban areas in the country, to coordinate the relationships among municipalities and to present urban services in a more productive manner (Keleş, 1994: 242; Eke, 1982: 27; Arıkboğa, 2009: 738). These metropolitan municipalities were by *Adana* in 1986 with Legislation #3306, *Bursa* in 1987 with Legislation #3391, *Gaziantep* with Legislation #3398, *Konya* with Legislation #3399 and *Kayseri* in 1988 with Legislation #3508. Similar initiatives continued in the following years as well. In this framework, statutory decree with Legislation #504 published in 1993 allowed the establishment of metropolitan municipalities in 7 more provinces that are *Antalya, Diyarbakır, Erzurum, Eskişehir, İzmit, Mersin* and *Samsun* (See Bakanlar Kurulu, 1993). The foundation of metropolitan municipalities in the periods of 1984, 1986-1988 and 1993 continued with the establishment of *Sakarya* Metropolitan Municipality after Marmara Earthquake of 1999 (Year 2000 statutory decree with Legislation #593, see Bakanlar Kurulu, 2000). Following a long cessation in the tradition of establishing metropolitan municipalities in our country, 13 more metropolitan municipalities were established in 2012 with Legislation #6360. These are *Aydın, Balıkesir, Denizli, Hatay, Kahramanmaraş, Malatya, Manisa, Mardin, Muğla, Şanlıurfa, Tekirdağ, Trabzon* and *Van* metropolitan municipalities (Fig. 1).

Table 1. Number of Provinces, Districts, Sub-district, Town and Villages in the Study area (2011).

Province	Number of Districts		Number of Sub-Districts		Number of Towns	Number of Villages	Province	Number of Districts		Number of Sub-Districts		Number of Towns	Number of Villages
	Cent.	Prv.	Cent.	Prv.				Cent.	Prv.	Cent.	Prv.		
Adana	5	10	14	6	21	460	Kayseri	5	11	16	7	32	394
Ankara	16	9	17	14	20	664	Kocaeli	12	0	10	0	0	243
Antalya	5	14	18	15	74	529	Konya	3	28	28	23	167	583
Aydın	1	16	17	12	36	489	Malatya	1	13	14	10	39	494
Balıkesir	1	18	19	29	34	891	Manisa	1	15	16	12	68	779
Bursa	7	10	17	5	21	658	Mardin	1	9	10	6	21	571
Denizli	1	18	19	4	68	358	Mersin	4	9	13	8	41	508
Diyarbakır	4	13	17	11	12	799	Muğla	1	11	12	15	49	395
Erzurum	3	17	20	16	14	965	Sakarya	10	6	16	4	12	427
Eskişehir	2	12	14	2	14	370	Samsun	4	13	17	8	23	945
Gaziantep	3	6	9	3	13	438	Şanlıurfa	1	10	11	19	15	1151
Hatay	1	11	12	13	64	361	Tekirdağ	1	8	9	10	24	256
İstanbul	39	0	11	0	0	150	Trabzon	1	17	18	6	57	476
İzmir	21	9	24	17	23	601	Van	1	11	12	10	8	579
K. Maraş	1	9	10	8	52	475	TOTAL	156	333	440	293	1022	16009

Source: TÜİK, ADNKS 2011.

Table 2. Metropolitan Municipalities and Their Populations in The Study area (2011).

Province	Total Populations			Urban Populations			Rural Populations		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Adana	1.662.520	828.034	834.486	1.617.284	805.303	811.981	45.236	22.731	22.505
Ankara	4.581.161	2.283.807	2.297.354	4.550.662	2.268.598	2.282.064	30.499	15.209	15.290
Antalya	1.088.004	546.045	541.959	1.041.972	522.632	519.340	46.032	23.413	22.619
Aydın	999.163	499.194	499.969	599.973	299.320	300.653	399.190	199.874	199.316
Balıkesir	1.154.314	577.658	576.656	701.213	351.677	349.536	453.101	225.981	227.120
Bursa	2.652.126	1.325.715	1.326.411	2.359.804	1.180.977	1.178.827	292.322	144.738	147.584
Denizli	942.278	470.027	472.251	655.322	326.393	328.929	286.956	143.634	143.322
Diyarbakır	1.570.943	795.894	775.049	1.132.351	577.441	554.910	438.592	218.453	220.139
Erzurum	780.847	393.081	387.766	505.254	255.056	250.198	275.593	138.025	137.568
Eskişehir	781.247	388.880	392.367	700.355	348.166	352.189	80.892	40.714	40.178
Gaziantep	1.753.596	883.086	870.510	1.556.149	784.979	771.170	197.447	98.107	99.340
Hatay	1.474.223	741.695	732.528	732.802	368.402	364.400	741.421	373.293	368.128
İstanbul	13.624.240	6.845.981	6.778.259	13.483.052	6.774.602	6.708.450	141.188	71.379	69.809
İzmir	3.965.232	1.979.088	1.986.144	3.623.540	1.807.181	1.816.359	341.692	171.907	169.785
K. Maraş	1.054.210	534.845	519.365	656.783	332.453	324.330	397.427	202.392	195.035
Kayseri	1.255.349	631.165	624.184	1.090.530	548.190	542.340	164.819	82.975	81.844
Kocaeli	1.601.720	812.302	789.418	1.499.958	760.985	738.973	101.762	51.317	50.445
Konya	2.038.555	1.009.855	1.028.700	1.527.937	757.969	769.968	510.618	251.886	258.732
Malatya	757.930	379.563	378.367	498.588	249.701	248.887	259.342	129.862	129.480
Manisa	1.340.074	671.361	668.713	891.084	447.927	443.157	448.990	223.434	225.556
Mardin	764.033	384.735	379.298	446.226	226.738	219.488	317.807	157.997	159.810
Mersin	1.667.939	831.244	836.695	1.303.018	647.012	656.006	364.921	184.232	180.689
Muğla	838.324	428.114	410.210	362.513	184.493	178.020	475.811	243.621	232.190
Sakarya	888.556	445.863	442.693	664.813	333.968	330.845	223.743	111.895	111.848
Samsun	1.251.729	617.701	634.028	827.796	407.763	420.033	423.933	209.938	213.995
Şanlıurfa	1.716.254	858.409	857.845	951.925	478.982	472.943	764.329	379.427	384.902
Tekirdağ	829.873	427.452	402.421	572.359	295.258	277.101	257.514	132.194	125.320
Trabzon	757.353	374.426	382.927	421.504	210.023	211.481	335.849	164.403	171.446
Van	1.022.532	525.144	497.388	526.725	273.183	253.542	495.807	251.961	243.846
TOTAL	54.814.325	27.490.364	27.323.961	45.501.492	22.825.372	22.676.120	9.312.833	4.664.992	4.647.841

Source: TÜİK, ADNKS 2011.

29 metropolitan municipalities, 1.022 first level municipality (town) that are transformed into neighborhoods and 16.009 village settlement areas are included in this context. According to this framework, number of total settlements in the study field is 17.520. According to geographical classification, 2.8% of these settlements are cities, 5.8% are villages or towns, 489 district civil administration areas, 733 sub-district civil administration areas whose organizations were nullified (town) with municipality organizations and 91.4% are villages (Table 1). However, 83% of the population lives in urban areas (Table 2).

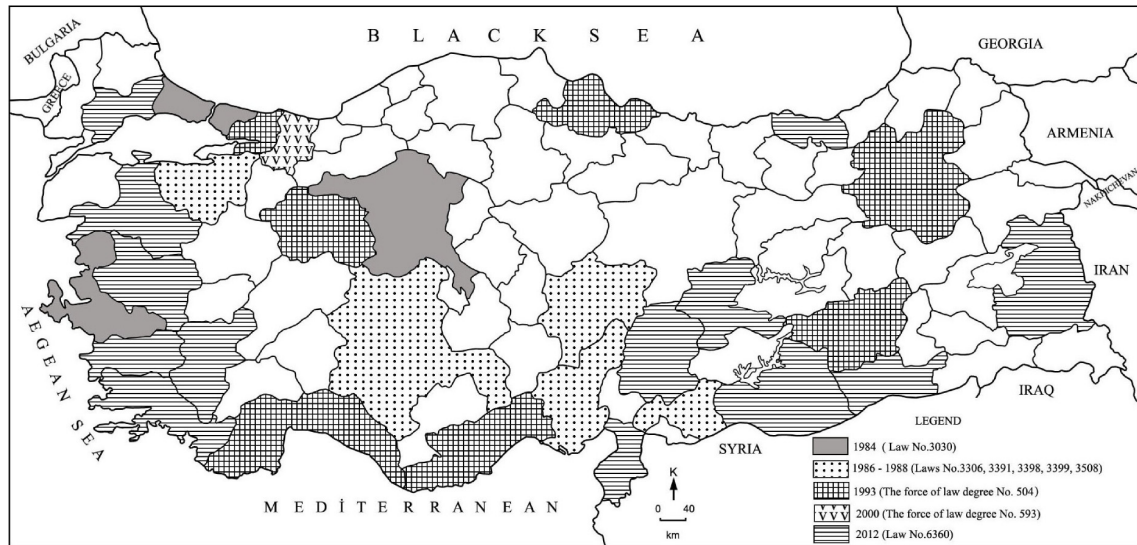


Fig. 1. The Provinces and cities had been metropolitan municipality in the various periods in Turkey

3. Material and Method

Main material that was used to obtain the findings and in academic analysis and evaluations is the # 6360 legislation “Law regarding Amendments in Some Legislations and Statutory Decrees for the Establishment of Metropolitan Municipalities and Twenty Six Districts in Thirteen Provinces” dated in 12.11.2012 that was published in 06.12.2012 in the official gazette #28489. The legislation is composed of a total of 39 articles, two of which are provisional and 27 lists. Therefore, each article and list included in the legislation was separately investigated, examined, the findings were assessed in administrative geography perspective and important conclusions were reached in the framework of “urban geography”, “regional planning and planning geography” and “administrative geography”. 29 provinces with Metropolitan municipality status and 2011 data of Turkish Statistical Institute Address-Based Population Registration System were used as the basis of the study.

4. Findings and Discussion

Legislation # 6360 increased the number of metropolitan municipalities whose borders included provincial civilian administration borders such as İstanbul (1984) and Kocaeli (1993) to 29 by including the previously established metropolitan municipalities such as Ankara, İzmir (1984), Adana (1986), Bursa, Gaziantep, Konya (1987), Kayseri (1988), Antalya, Diyarbakır, Erzurum, Eskişehir, Mersin, Samsun (1993) and Sakarya (2000) and Aydın, Balıkesir, Denizli, Hatay, Kahramanmaraş, Malatya, Manisa, Mardin, Muğla, Şanlıurfa, Tekirdağ, Trabzon and Van (A.1.1) established in 2012 in a manner to allow their borders to include provincial civilian administration borders (A.1.2). The names of the newly established metropolitan municipalities were replaced by the names of the central district with the exception of Hatay Province (A.1.1). The other previously founded metropolitan municipalities other than Kocaeli and Sakarya do not have metropolitan districts such as Hatay that whose names can be used for the metropolitan municipalities (Table 3). The fact that a total of 29 metropolitan municipalities were founded in a 28-year period between 1984-2012 shows that the political tradition of establishing provinces or districts in local or general elections is gradually being removed and is replaced by “metropolis” tradition. As a result of political promises given beforehand, the establishment of metropolitan municipalities in the place of provinces or districts gained impetus in the recent periods. As an average, there is a new metropolitan municipality almost each year. These courses of events will gradually deactivate Provincial Administration, Provincial Special

Administration and Municipal Law and the existing “Law for Metropolitan Municipalities” will be transformed into a structure that carries the absolute authority of the central government.

Table 3. Metropolitan Municipalities that do not have the same names as their central districts

Metropolitan Municipalities that do not have the same names as their central districts			Metropolitan Municipalities that have the same names as their central districts		
İstanbul	G. Antep	Erzurum	Kocaeli	K. Maraş	Ş. Urfa
Ankara	Konya	Eskişehir	Sakarya	Malatya	Tekirdağ
İzmir	Kayseri	Mersin	Aydın	Manisa	Trabzon
Adana	Antalya	Samsun	Balıkesir	Mardin	Van
Bursa	D. Bakır	Hatay	Denizli	Muğla	

Transforming all town municipalities and villages included in the Metropolitan Municipalities provincial civilian administration borders to neighborhoods of Metropolitan Municipalities that they are administratively related to by abolishing the their legal entities (A.1.3 and A.1.4) and including the rural areas with their common physical and human community land that are not in the framework of urban transformation and urbanization, their activities such as agriculture, animal husbandry, mining, arts and crafts and tourism, their housing structures, architecture, traditions and unique life styles into the urban areas with this political reform undoubtedly has and will have objectionable dimensions in historical, geographical, sociologic, ethnographic and folkloric conditions. “Metropolitan Municipality reforms have virtually been born with the problem of “not conflicting and overlapping with the borders of urban areas” and this problem is carried to the current times. Therefore, the concept of metropolis that includes the central administrative areas (province and districts along with rural areas) does not have an organic tie with city or administrative urban area concepts anymore (Karagel, 2013: 450). However, cities are expanding to their surroundings and the towns and villages in the periphery are expanding towards the cities in the center as a result of the changing conditions, the dynamic process of urbanization, new needs and services, rapid urbanization and migration and the city is not a municipality service area any more (Özgür, 2008: 129). In reality, one of the characteristics expected of a urban development is this kind of expansion. Adopting such a model prior to experiencing this or similar processes, without establishing a physical contact or closeness among the settlements of different characters and without founding a cultural communication and integration is rather a radical step. Therefore, this decision may be the result of “the policy of gradually transferring *“the provincial administration system to local governments”*”(Karagel, 2013: 450). Also the current municipalism institution does not have a suitable structure to serve large rural areas as well. As a matter of fact, rural settlement problems in cities (slum areas) have not yet been solved m (Karagel, 2013: 456).

Abolishment of Provisional Special Administrations in Metropolitan Municipalities (A.1.5) and the transfer of the responsibilities that these legal entities were given to various public organizations and institutions regarding the relationships (A.3.2) may result in a number of chaotic situations in implementation such as involving the bureaucratic processes again due to problems such as not finding the addressee for the tasks most of the time, relegating the tasks from one institution to the next and tasks will be left under the responsibility of the lowest level organization or institution whose power of execution has decreased due to chain of command.

The level of sub-district (vill) that combined related and similar villages and towns in terms of local geographical conditions and several services was included in administrative division in 1870 with “Regulations for Public Provincial Administrations” (Ministry of Internal Affairs, 1976, p.10). However, this administrative level was discussed in the ‘60s in both political and academic levels and the use of “district” level was accepted as a more suitable programming and implementation level for social development (State Planning Organization, 1963: 65; Geray, 1966: 198-200; 1968; 1969: 16; 1971; 1974; 1999; Payashoğlu, 1966: 43 & Özçağlar, 2003: 15). Number of sub districts rapidly decreased in the ‘70s. Number of districts increased after the ‘80s and number of provinces increased after 1988 (Karagel, 2010: 121). Finally, the sub districts and sub district institutions of the provinces which have metropolis status were abolished (A.1.6) and the lowest level of this central administrative provincial organization that was deemed dysfunctional since the ‘70s were actively disregarded.

35 sub clauses of the 2nd article is related to the establishment of new districts in the framework of Metropolis and Special Administration (Table 4). According to this, 23 new metropolis districts and Kozlu and Kilimli districts in

Zonguldak province were established. While Antakya, the central district of Hatay Province was transformed into a metropolis district, the other areas included in its border were connected to the newly founded Defne district. In this sense, Antakya is not a newly established district as mentioned in the legislation (Grand National Assembly of Turkey, 2012: A.2.6).

Table 4. Newly Established Districts and Their Municipalities along with The Neighborhoods, Town and Villages whose Administrative Dependence was Changed or Reorganized (2012).

Metropolitan Municipality	Established District or Municipality	Neighborhoods, Town and Villages whose Administrative Dependence was Changed			Article / Sub Clause
		Neighborhood, Town or Village	Prior Dependence	Current Dependence	
Aydn	Efeler	Complete (Neighborhoods, Town and Villages)	Central District	Efeler	2.1
	Karesi	List # 1(Neighborhoods, Town and Villages)	Central District	Karesi	2.2
Balıkesir	Altıeylül	List # 2(Neighborhoods, Town and Villages)	Central District	Altıeylül	2.3
Denizli	Merkezefendi	List # 3(Neighborhoods, Town and Villages)	Central District	Merkezefendi	2.4
Antakya	Antakya	List # 5(Neighborhoods, Town and Villages)	Antakya	Antakya	2.6
	Defne	List # 6(Neighborhoods, Town and Villages)	Antakya	Defne	2.7
Hatay	Arsuz	List # 8(Town and Villages)	İskenderun	Arsuz	2.10
Payas	Sincan, Kozludere and Çağlalık Villages		Yakacık /Dörtöyl	Payas	2.11
	Şehzadeler	List # 11(Neighborhoods, Town and Villages)	Central District	Şehzadeler	2.14
Manisa	Yunusmre	List # 12(Neighborhoods, Town and Villages)	Central District	Yunusmre	2.15
K. Maraş	Dulkadiroğlu	List # 14(Neighborhoods, Town and Villages)	Cnt. Dist. and Pazarcık	Dulkadiroğlu	2.17
	Onikişubat	List # 15(Neighborhoods, Town and Villages)	Central District	Onikişubat	2.18
Mardin	Artuklu	Complete (Neighborhoods, Town and Villages)	Central District	Artuklu	2.21
Muğla	Menteşe	Complete (Neighborhoods, Town and Villages)	Central District	Menteşe	2.22
	Seydikemer	List # 16(Neighborhoods, Town and Villages)	Kemer /Fethiye	Seydikemer	2.23
Tekirdağ	Süleymanpaşa	Complete (Neighborhoods, Town and Villages)	Central District	Süleymanpaşa	2.24
	Kapaklı	List # 17(Town and Villages)	Kapaklı /Çerkezköy	Kapaklı	2.25
Trabzon	Ergene	List # 18(Neighborhoods, Town and Villages)	Marmaracık /Çorlu	Ergene	2.26
	Ortahisar	Complete (Neighborhoods, Town and Villages)	Central District	Ortahisar	2.27
Ş. Urfa	Eyyübiye	List # 19(Neighborhoods, Town and Villages)	Central District	Eyyübiye	2.28
	Haliliye	List # 20 (Neighborhoods, Town and Villages)	Central District	Haliliye	2.29
Van	Karaköprü	List # 21(Neighborhoods, Town and Villages)	Karaköprü /Center	Karaköprü	2.30
	Tuşpa	List # 22(Neighborhoods, Town and Villages)	Central District	Tuşpa	2.31
	İpekyolu	List # 23(Neighborhoods, Town and Villages)	Central District	İpekyolu	2.32
Metropolitan Municipality	District and its municipality whose name/center had been changed	Neighborhoods, Town and Villages whose Administrative Dependence was Changed/Reorganized			Article / Sub Clause
		Neighborhood, Town or Village	Prior Dependence	Current Dependence	
Denizli	Akköy /Pamukkale	List # 4(Neighborhoods, Town and Villages)	Central District	Pamukkale	2.5
Malatya	Yeşilyurt	List # 9(Neighborhoods, Town and Villages)	Central District	Yeşilyurt	2.12
	Battalgazi	List # 10(Neighborhoods, Town and Villages)	Central District	Battalgazi	2.13
Metropolitan Municipality	Neighborhood, Town or Village	Neighborhoods, Town and Villages whose Administrative Dependence was Changed/Reorganized			Article / Sub Clause
		Prior Dependence	Current Dependence		
Hatay	Sofular and Hanyolu Villages	Şenköy /Antakya	Altınözü	2.8	
Manisa	List # 7 (Town and Villages)	Şenköy /Antakya	Yayladağı	2.9	
	List # 13 (Town and Villages)	Demirci	Köprübaşı	2.16	
K. Maraş	Keleşler, Bayramgazi, Cennetpınarı	Pazarcık	Türkoğlu	2.19	
Mardin	Gökçe Town	Kızıltepe	Cent. District	2.20	
Van	List # 24(Neighborhoods and Villages)	Central District	Edremit	2.33	
Province	Nullified Sub district or village	Established district or neighborhood	Prior Dependence	Current Dependence	Article / Sub Clause
Zonguldak	Kilimli Sub District	Kilimli District	Central District	Kilimli	2.38
	Kozlu Sub District	Kozlu District	Central District	Kozlu	2.39
	Esenköy and Yahma Villages	Esenköy and Yahma Neighborhoods	Central District	Kozlu	

Source: Legislation # 6360

Administrative dependence in some neighborhoods in districts that are included in metropolitan municipality borders such as Van (A. 2.34 and 2.35), Istanbul (A. 2.36 and 2.37) and Ankara (A. 2.40 and 2.41) required some physical changes and reorganizations in the context of addition and merging as if undertaking a statistical rearrangement in the distribution of political votes. “Are the borders of municipalities being defined? Or the borders of the country? (Günay, 2013), “The target is to send the Alewi citizens outside of Antakya center” (Bizim Gazete,

10.10.2012), “*politicians are defining district borders as they like, they are including the areas inside Esenyurt district borders to Beylikdüzü*” (Beynet.com, 18.10.2012), Ankara Metropolitan Municipality Mayor Melih Gökçek: “*it is an extremely correct decision in terms of urbanism and city planning*”. Yenimahalle Municipality Mayor Fethi Yaşar: “*Making calculations for elections with the logic of taking something to put it somewhere else will only bring despotism, not service to Çayyolu. The legislation has been passed to win in Yenimahalle*”. Çankaya Municipality Mayor Bülent Tanık: “*It is an arrangement directed to affect the results of elections by playing with the neighborhoods that participate in the elections. The idea is “We cannot win in Çankaya but let’s shape Yenimahalle and Etimesgut*”. Etimesgut Municipality Mayor Enver Demirel: “*In my opinion, that is what it was supposed to be. I believe the arrangements to take the services to citizens in the easiest manner was done*” (Akner, 09.11.2012). ...etc

In the doctrine, there is no common conviction regarding the “metropolis, megapolis /metropolitan municipality” approach. According to comparative law dimension, it is regarded as a “*local management unit*” (Yıldırım, 1997) and according to Turkish Language Association it is “*a city of a specific size in terms of population and trade*” (Turkish Language Association). The legislation prior to the recent changes stated that a metropolitan municipality “*is the city that includes more than one district inside the municipality borders*” (Grand National Assembly of Turkey, 1984b: A.3) and it is regarded as a “*public legal entity*” (Grand National Assembly of Turkey, 2004: A.3a) whose borders are defined in the following manner: “*Under the conditions of taking the existing Governorship Building as the center and to exist inside the provincial civilian administration borders, the border of the circle with the radius is 20 km in metropolises with up to one million inhabitants, the radius is 30 km in metropolises whose population is between one-two million inhabitants and the radius is 50 km in metropolises whose population is over two million* (Grand National Assembly of Turkey, 2004: PA.2). However, with the latest changes in Legislation # 6360 the concept of “*metropolitan municipality*” has been changed to “*public legal entity that provides coordination among district municipalities under its borders, that has administrative and financial autonomy, that undertakes the roles and responsibilities and uses the authority assigned by the power of laws and that is formed as a result of elections by voters who make up of the decision making body* (A.4). There are two main elements that are noteworthy. The first is related to focusing mostly on the legal capacity of metropolitan municipalities and the second is related to the fact that the area whose borders are given does not essentially constitute an urban area. Accepting the status of these areas as completely urbanized spaces is nothing less than terminating the inhabitants that integrated with the geographical environment and their life styles with the power of the government. Provision of administrative statuses for settlements in Turkey is obtained freely with the effect of political tendencies and the geographical characters of the settlements are not generally taken into consideration (Karagel, 2013: 447). In that case, it is necessary to either provide a limitation in space that fits the concept of “*metropolis*” or to term the resulting model with a new and different name as seen in the case of “*the largest local management area in terms of administrative and financial autonomy*” (see Karagel, 2013). On the other hand, we believe that the fact that the legislation has abolished the first level municipalities (A.4); that is it possible to provide urban services where and when necessary with better quality and its holistic central approach are important and it is necessary to prevent deadlocks that can be caused due to noncompatibility and lack of organization in tasks that are undertaken by various large and small municipalities as a result of distributing the power and responsibilities.

What kind of assessment tool has evaluated the value of transformation of provincial municipalities whose total populations are more than 750.000 to metropolitan municipalities by legislation (A.5)? What sort of population is the lower limit for metropolises? In terms of providing examples, isn’t the most populated (along with dependent settlements but less than 750.000) industrial and financial administrative area in its region with highly developed urban functions where physical distinctions are not observed in passing from one district to another *more urban* than many of the provinces with more than 750.000 population which is formed mostly of village and town population?

The outstanding deficiencies of the law can be cited as expansion of the borders of metropolitan municipalities to include the provincial civilian administration borders (A.6) as basically a political projection, that it is not based on a functionally scientific foundation, that the geographical and sociological aspects of rural areas, their management and economy are not taken into consideration, that the settlements with no physical integrity among them are tried to be integrated for the sake of law and that qualitative criteria (human and economic features) are disregarded for the sake of qualitative criteria of population.

New statements added to Article 7 of Law for Metropolitan Municipalities regarding the Roles, Power and Responsibilities of Metropolitan Municipalities resulted in some structural changes in the law that are not overly functional. More importantly, it includes a hard-to-believe supposition that municipalities which are inherently focused on urban services can undertake any activities and provide any services in the fields of agriculture and animal husbandry (A.7) in order to provide these sectors in the rural areas.

Since services undertaken in cooperation with national and international public sector, private sector and non-governmental organizations and other project expenses are regarded in a general framework in the context of “topics for the welfare of the public” which can easily be abused, they were revoked by the Constitutional Court. With the new legislation, the paragraph in question was limited to the roles of metropolitan municipalities (A.9) and was made more supervisory.

While there are no changes in the law regarding “In order to establish a new town in the border of the metropolitan municipalities by way of disintegration, the town population should be no less than 100.000”, the lower limit for the town population in areas where new towns will be founded was reduced to 20.000 instead of 50.000 (A.8.4). However, the law has discrepancy in this regard because it has already annulled the first level municipalities in metropolitan cities (A.1.3). Therefore, since new municipalities cannot be established in these provinces other than metropolitan district municipalities, the article in question has no implementation arena.

The statues that state that the use of forest villages that are transformed into neighborhoods and rural areas of towns and villages such as pasture, summer pasture and winter quarters (A.16) shows that although these areas are included in urban space, it is not possible to provide urban services to these areas by the municipalities. Therefore, what have changed are not the geographical truths but only the political tendencies.

Since the elected mayor will depend on and liable to the general votes in the province

(A.29), the dominant power of the metropolitan municipality will be in the hands of the political power even though district municipalities are run by another political will or party.

With changes in the related legislation, governors and metropolitan municipality mayors following the Chief of Chaplain are entitled to diplomatic passports (A.31).

Metropolitan municipality system abolished “Provincial Special Administration” which had an effective role in provincial administration with its democratic management structure, however it has established “Investment Monitoring and Coordination Directorates” under the leadership of governors to manage and supervise the central management and has brought a central management system that can make the political power be felt even more strongly. Therefore central government has found the opportunity to implement almost all of its projects in metropolitan municipality borders as desired through “Investment Monitoring and Coordination Directorates” under the leadership of governors. As a matter of fact, the role of preparing the annual activity reports that will be presented to the related institutions are also given to this organization. The organization whose expenses will be provided by the Ministry of Internal Affairs will be able to enlist personnel in the amount and quality it desires according to need without taking staff, space and title into consideration. Extra expenses such as purchase, use, maintenance and repair of vehicles used in public organizations and institutions as well as building, maintenance and security of governors’ and district governors’ accommodations will be provided by this organization (A.34).

While the clause that “metropolitan municipalities will be able to provide any investments and services in its power to settlements under their jurisdiction” (PA.1.18) gives the impression that localization in management is highly regarded in the framework of Law of Harmonization Code of the European Union, it emphasizes the enforcing and supervisory effect of central power on the system with the clause “In case of hindrance or disruption of municipality services during the first six months, governors shall take necessary precautions and ensure coordination among municipalities” (PA.1.16) and the following clause states that the governor can take over local governments: “In case of identifying that investment and services supposed to be provided in the province by public organizations and institutions, the governor can undertake these tasks through Investment Monitoring and Coordination Directorates”(A.34).

As a parallel to these, the reformist characteristics of the other provisional articles of the legislation present the effectiveness of central authority on local governments in a striking manner (See Grand National Assembly of Turkey, 2012: PA.1.23; PA.1.24; PA.2.1; PA.2.5; PA.2.9).

5. Results

The new structure put forth by the almost fully integrated Special Administration Law, Municipality Law and other related laws is a rather radical administrative reform that has no equal prior system in the country. The redefined metropolitan municipality is not a powerful and potent municipality system that can provide services to all areas in its provincial administrative area or expanding borders. The political effectiveness of both local and central authority on space management greatly increased with the abolishment of provincial special administration composed of different political wills and a special structure termed “metropolis” was created.

The current metropolitan municipality approach has shown that it is not a suitable organization that can provide services to large rural areas that have expanded towards the city borders. Let alone the settlement problems in rural areas, even rural problems in urban spaces (slum problems) are yet unsolved. Therefore, it is necessary to approach the problem from administrative, social and cultural aspects instead of dealing with only spatial and economic aspects. Finally, the subsidiarity principle seems not quite possible to implement due to increasing distances between administrative center and villages.

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