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SERVICES IN MUNICIPALITIES WITHIN THE FRAMEWORK OF NEW PUBLIC ADMINISTRATION

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ABSTRACT

The concept of classical public administration reigned in the world until the 1980s; The concept of classical public administration with solid, hierarchical and bureaucratic characteristics left its place to a flexible, market-based and decentralized understanding of public administration after a paradigm shift in management. International developments in the political, economic, social and cultural spheres that occur today necessitate changes in public administration.

In our study, the reform of public administration together with a new concept in Turkey, the impact on local governments will be examined. This effect is versatile; Anti-bureaucratic structure, participation in management, openness and accountability, strategic planning and innovations in the axis of localization will be examined at the local level in light of the laws issued by taking into consideration the process of change.

Key Words: Reform, New Public Administration, Decentralization, Local Governments

ÖZ

1980'lere kadar dünyada hüküm sürdü; Sağlam, hiyerarşik ve bürokratik özelliklere sahip klasik kamu yönetimi kavramı, yönetimde bir paradigma değişiminden sonra yerini esnek, pazar temelli ve merkezi olmayan bir kamu yönetimi anlayışına bıraktı. Günümüzde meydana gelen politik, ekonomik, sosyal ve kültürel alanlarda uluslararası gelişmeler kamu yönetiminde değişiklik yapılmasını gerektirmektedir. Çalışmamızda, kamu yönetimi reformunun Türkiye'de yeni bir kavramla birlikte, yerel yönetimler üzerindeki etkileri incelenecektir. Bu etki çok yönlüdür; Bürokratik olmayan yapı, yönetime katılım, açıklık ve hesap verebilirlik, yerelleştirme ekseninde stratejik planlama ve inovasyonlar, değişim süreci göz önüne alınarak verilen yasalar ışığında yerel düzeyde incelenecektir.

Anahtar Kelimeler: Reform, Yeni Kamu Yönetimi, Yerelleşme, Yerel Yönetimler

1. INTRODUCTION

In the 21st century, social sciences have entered into a process of great change and development in every field. Especially the changes in the economic and social spheres brought about the reinterpretation and design of the concept of the state. The types of public administration are re-examined, depending on the roles that the government should take in the economic and administrative spheres. The activities that the state should or should not do, the limits of responsibility of the state, the expectations of the citizens and the demands of the private sector have been discussed and great criticisms have been made on the classical models.

Globalization, technological development and transition to a knowledge society are undergoing a rapid development in the world. States and organizational structures have begun to initiate their own modernization processes in order to adapt to this change. Especially in the last quarter of the 20th century, a new approach to the management of the public sector has taken place in the world. This approach, which is called the new public management concept, argues that the traditional public management understanding

cannot meet the needs of the changing day, and that it is quite old in the management dimension and adds many new concepts and values to the public administration. As a result of this widespread change, the demands and expectations of the society have changed and increased. States have not shown any resistance to this transformation, and in this process, local governments have increased their importance and have begun to disseminate their central management powers and responsibilities (Bilgiç, 2003: 28-32).

Today, strengthening and restructuring of local governments is seen as one of the indispensable elements of socio-economic development. Together with globalizing change, the strong nation-state and central government understanding of the old gradually leaving the local to a prominent structure. During this transformation, the central and local new roles are discussed and rebuilt, taking into account the specific circumstances of the countries.

The new management paradigm has been named as New Public Administration in the literature. The factors that reveal the new public management concept are classified under three headings: political-ideological, economic and social factors. Political factors are the developments that take shape in the framework of the new right-wing ideology, leading to change in many areas from public service provision to privatization and leading to questioning the role of the state. Economic factors are the development of international trade, budget deficits, economic crises, developments in the methods and techniques of the private sector. Social factors are caused by the changes in population structure, human rights, democracy and education level as well as the changes in the expectations of individuals seeking rights and the public administrations cannot respond and this decreases the trust in public institutions (Bilgiç, 2003: 28-32).

In Turkey, after removing the prefix neo-liberal policies of the 1980s, some steps have been taken in order to downsize the state, especially in the economic field. The most important and comprehensive reforms in the field of management were realized after 2000. In this study, the laws enacted in the local government sector in Turkey will be investigated by analyzing the impact on local governments of the new public management approach. It is aimed to examine the laws enacted by using historical and descriptive research method according to the values of new public administration.

2. NEW PUBLIC ADMINISTRATION

From the 16th century, when modern states began to emerge, public services varied and varied according to the period and geography. Public needs in the historical flow necessitated the change in service and management. In the early years of modern states, while limited services such as justice, defense and security were in question, the services that the states received in accordance with their mission mission developed and expanded their influence in all areas of life. The events in the world and their way of thinking in the field of management have formed a series of experiences. As a result of this accumulation, public administration was able to find its original meaning in the 19th century.

In the 19th and 20th centuries the traditional approach to public administration has been marked by the traditional approach. Both the endless destructive wars and the centralized forms of government emerged as a necessity for the state to have a voice in every field. However, in the last quarter of the twentieth century, the traditional government, which has been marked by two centuries of democratic and welfare state understanding, has suffered a collapse. According to the bureaucracy model, new management approaches developed against the negativities and inadequacies of public administration have started to be accepted. The first of these is the New Public Management concept (Parlak & Sobacı, 2012: 226).

The new public administration, in essence, is a concept that expresses the application of business principles in bureaucracy. There is no definitive definition, management rule or program. Its content and process can be changed according to time and conditions. It is an effort to make public administration as successful and efficient as the private sector. In the private sector, the techniques and applications that have been successful have been adapted to the public and aimed to be included in the management within the movement of innovation (Parlak & Sobacı, 2012: 226).

The broader sense of public administration; the role of the state on the market and the public, redefining and shaping the relations between the government, the private sector, the bureaucracy and the society, and aiming to make the state's authority more effective and efficient by attracting the functions of the state to the basic functions, to improve the possibilities (Eryilmaz, 2008: 15).

2.1. Emergence and Development of New Public Administration

The need to innovate in whatever field of life is due to certain needs. Since 1945, the rigid, hierarchical and bureaucratic structure of traditional public administration has adversely affected the service provision process of modern states. In this context, a new understanding in public administration was needed. The reasons for the change have changed according to the situation of the countries and their management structures. However, the factors of change in the rapidly globalizing political sphere are similar. We can classify the reasons for the emergence of the new public management concept as follows (Coskun, 2013: 51):

- Inadequate in meeting the criticism and needs of traditional public administration,
- Intellectual accumulation and developments in management science,
- liberal movements in the economy to gain weight,
- New right thought,
- changes in social thought and progress in education;
- Change in political leadership,
- Increase in the expectations of citizens,
- Globalization and international changes
- Private sector development,
- Technological developments.

The most realistic approach to all public administration after the 1980s is the bridge between traditional public administration and private sector management. The new public administration can be considered as the most appropriate shortened version of the approaches to the public sector. It includes values, norms, techniques and management practices for public sector management. Priority is given to the management of citizens; resources and programs, management activity and process are determined with an innovative approach (Ömürkünüşen, 1997: 520). In this direction, a synthesis has been tried to be taken by taking into account the weak points of each approach. In fact, it places less importance on public policy management function. Therefore, private sector management is very sensitive towards this aspect of the public sector (Özer, 2005: 6).

The core idea of traditional public administration is the Weberian bureaucracy theory. According to this theory, the public sector is completely different from the private sector. The public is governed only by its own rules and laws. Therefore, many people in the public sector should be employed and expenditures should be made from the public budget. within the framework of this understanding

sector has been overgrown and spread in all areas (Lane, 2000: 304). The negativity of this growth and spread brought the market understanding of liberalism tsunami to the forefront in public administration. The new public administration was first introduced in England by Thatcher and by the practices adopted by Reagan in the United States (Bilgiç, 2003: 29). This management approach, which was pioneered by the United Kingdom and the United States, was considered valid in the globalized political sphere and was made effective in this respect by means of regulations and laws both in the country and in the region.

2.2. Principles of New Public Management Approach

The new concept of public administration is a revolt to the traditional public administration with the building blocks of globalization and liberal economy. Since 1980s, it is a rapid transformation movement between developed and developing countries. It is the embodiment of the management unity of the private-public sector. The principles of the new public administration understanding and grounding can be considered as follows (Eryılmaz, 2013: 53-56):

- a) It is against the model of bureaucratic organization: It is a criticism of the model of bureaucracy of Max Weber, which forms the way of organizing the traditional public administration approach. Although Weber's bureaucracy model has had important functions in the twentieth century, it does not have the flexibility to keep up with rapidly changing management conditions. He was unable to prevent the cumbersome state, excessive stationery, inefficiency and centralization of the state. The new concept of public administration has taken the bureaucratic understanding that harms the state to day,

and has adopted the style of management that advocates for decentralization, emphasizes the principle of transfer of authority, takes into account the demand of citizens, puts citizens as customers and has a result-oriented and flexible structure.

- b) **Reduction of the State:** The new public administration, as a reaction to the interventionist state understanding that constitutes the basis of Keynesian thought, has the smallest state understanding, which is the greatest struggle of the Liberal movement. He argues that the State should return to its essential duties so that it can be more efficient and efficient in the areas of its duties. It is a market-centered approach. It was deemed appropriate for the state to act as a catalyst between public-private sector and non-governmental organizations instead of solving social problems alone. It is an understanding that glorifies the concept of governance.
- c) **Change in Responsibility:** According to the new public administration concept, bureaucrats should be held accountable not only for the process but also for the results. Public employees should be responsible not only to politicians but also to the public. Transparency should be ensured in management and ways of obtaining information should be facilitated. In this way, quality of service is provided and service-oriented management approach is desired. Conflict of secrets and secrets are opposed. Openness in management has been advocated.
- d) **Free Market Based Management:** Emphasizes that the principles and techniques of business administration in the private sector should be implemented in public administration. In the new public management concept, entrepreneurial and entrepreneurial spirit model, strategic goals, customer and quality are important concepts. Private sector should be given priority when performing public services. Within the framework of this understanding, the citizen should take the role of the client in the eyes of the state and the demands / needs should be eliminated according to the priority.

To sum up, the new public administration is an understanding of the management of the time and the management concept of the time, which maximizes the speed of service delivery of the state, which removes the traditional public management concept with its innovative and market-centered structure, facilitates the work of the executive group at all levels, becomes cumbersome with bureaucratic processes. It is also the form of government that is leading to the restructuring of many states.

3. NEW REFLECTION OF PUBLIC ADMINISTRATION THE IN TURKEY

Since the 1980s, it begins a new public management reforms in local governments in Turkey. The basis of these reforms is globalization, the increasing importance of democracy, neo-liberalist movement, developing technology and European Union criteria. Together with the regulations, the strengthening of local administrations, the reduction of the control of the central governments on the local administrations, the more effective participation of the citizen in the administration and the weakening of the traditional central structure. Turkey, local government reform remained weak in güdeleyic't were applying their own internal dynamics and an oppressive power of the European Union played an important role at this point.

The first step on the new public management of local governments in Turkey, the 3030 No. Municipality was laid in 1984 with the Law on the Administration. With this law, metropolitan municipalities were established and their duties, authorities and responsibilities were expressed. It also covers the principles and procedures for relations with the central government and other local administrations.

The parts of the new public administration approach, which the United States and the United Kingdom are leading, are determined as the administrative targets of the European Union. The autonomy of local administrative units is considered as the most important issue. In this respect, the European Council adopted the European Charter of Local Self-Government in 1988. In the Charter, the basic principles of the autonomy of local governments are defined. which is a European Union candidate country, except some clauses in the decision of Parliament in 1991, Turkey has adopted this text. The European Charter of Local Self-Government, based on the public's right to participate in governance, is a prerequisite for the establishment of decision-making bodies of local governments with democratic methods and their wide autonomy for their responsibilities, methods and resources in order to achieve this. Insights that stand out in the Charter; the priority priority of the local governments, the provision of proportional resources and the provision of proportional resources, the impact of the central government and the removal of the law can be considered as the foreground. regulations on local governments in Turkey are designed in accordance with the present Charter.

In the 90s, reform efforts have changed dimension, and structural reform efforts to change the quality of public administration have accelerated. In this context, the Local Governments Research Group Report was prepared in 1991, which included recommendations for strengthening local governments. In this period, the

sense of the New Public Administration, which was felt worldwide, was put into practice in the local administrations through the Draft Law on Local Governments which came into force in 1998. This new understanding of the reduction of the powers and responsibilities of the center in the local favor was reinforced in the 2000s. In the 2000s, a report called Change in Management for Change Management was published by the Prime Ministry (Emini, 2009: 35).

Serious new public management reform efforts within the framework of the understanding of local governments in Turkey since 2004 began. First, the Metropolitan Municipality Law No. 5216 was adopted on 10 July 2004. The purpose of the law is to regulate legal status. The management of the metropolitan municipality, determining the duties and responsibilities of the metropolitan municipality and ensuring that the services are planned, programmed, effectively, efficiently and harmonized (www.resmigazete.gov.tr, 2017). The deficiencies of Law No. 3030 were tried to be eliminated and the criteria for the acquisition of metropolitan municipalities were made more difficult.

The Law No. 5216 did not provide detailed arrangements for the institutional structure and operation of the metropolitan municipality council. The basic and attention-grabbing novelty that the law brings to the finalization of the decisions of the metropolitan council is the recognition of the authority of the metropolitan municipality to adopt the decisions of the metropolitan council in the same or not. By law, the metropolitan mayor was removed from being a direct approval authority on the metropolitan council with the district and first-tier municipalities and a more democratic structure was created (Öner, 2006: 343).

In the general justification of the law, it was stated that the increase in urban population caused an increase in service demand and costs, and that cities were the engine of a large market, trade center and national economy in the global economy. Although such important managerial units have many problems waiting for a solution problems caused by the inadequacy. It is stated that because of the fact that the necessary authority and financial resources for the solution are shared among more than one local administration unit, although the problems originate from the whole of the main assets, the management structure, service production capacity and financial resources make it impossible to overcome the problems and eliminate the efficiency and efficiency in management. Besides, it was mentioned that planning and coordination in the existing structure and the advantages of economies of scale could not be utilized (Lamba, 2014: 140).

One of the local government reforms is the Law on Special Provincial Administrations dated 22.02.2005 and numbered 5302. The purpose of the law; to regulate the establishment, organs, management, duties, powers and responsibilities of the special provincial administration and working procedures and principles (www.resmigazete.gov.tr, 2017). The general justification of the law emphasizes the increase in the demand for identity and the participation of the central government structures throughout the world and the empowerment of decentralized structures. It is stated that localization is a guarantee of democracy, and therefore each locality constitutes a center in itself is one of the basic characteristics of representative democracy (Lamba, 2014: 141). The duty and authority mismatch between the special provincial administrations and municipalities and the place of duty and authority to be fulfilled are also eliminated.

It is possible to list the regulations of the Law concerning the autonomy of the special provincial administration as follows (Parlak, 2005: 195):

- to stop the governor to be the chairman of the provincial council;
- The necessity for the approval of the provincial council decisions should be removed from the approval of the governor and that only the decisions should be notified to the governor,
- The approval of the Ministry of Interior's approval requirement for the finalization of the budget of the special provincial administration and the introduction of the budget with the adoption of the parliament,
- Reduction of the cause of termination of provincial council,
- To be able to become a founder member or member of international organizations and organizations related to his / her area of duty by the provincial general assembly of the special provincial administrations and to realize joint activities and service projects,
- To be able to carry out a joint service project with local administrations, other public institutions and organizations, public institutions, associations, foundations and professional chambers at national level.

Another regulation concerning local government reforms is the Law on Local Governments Law No. 5355 dated 26.05.2005. The purpose of this Law is; to regulate the legal status, establishment, organs, management, duties, powers and responsibilities of local administrations and working procedures and principles. The law is one of the important regulations aimed at ensuring efficiency and efficiency in local administrations, overcoming the problems of legislation, eliminating the lack of organization and increasing the scale especially in public services (Kerman et al., 2012: 78). In the reasoning, it is stated that the new public management approach is based on efficiency and efficiency in management and being prepared for the uncertainties of the future, making quick decisions and finding quick and appropriate solutions to the problems are among the basic requirements of adaptation to change. Restructuring in public administration also requires a transformation and change in local administrations. It was stated that working methods, processes and aims of local administrations would be the subject of change, therefore, the removal of excessive bureaucratic structures, the establishment of flexible and smaller units working effectively, and the methods and processes of inquiry should be questioned in these administrations. In addition to flexible and horizontal organization, it is stated that emphasizing that the strategic management that envisages the future should be prominent and that the public should be entrepreneurial and competitive, and that it is compatible with decentralization (Lamba, 2014: 141).

It was envisaged that municipal administrations would adopt a more democratic and citizen-oriented approach by providing services in the closest places to the citizens and in the most appropriate way. Among the innovations related to the participation were the arrangements for the establishment of City Councils where the citizens would have the opportunity to participate in the municipal councils and specialization committees and to express their opinions and to explain the opinion of everyone. The objective is to increase efficiency and efficiency in municipalities through five-year strategic plans, performance programs and annual reports. In the reasoning, it was mentioned that municipalities would be authorized to use the methods of making or operating many jobs and services, as well as having some work and services with the concession or build-operate-transfer model in accordance with the new public management understanding. Furthermore, it was stated that municipalities could cooperate with other public institutions and organizations and non-governmental organizations in the form of public-private partnership, and a competitive understanding would prevail among local administrations (Lamba, 2014: 142). With the law, except for provincial and district centers, the number of population required for the establishment of a municipality has been increased from 2000 to 5000. In this way, it is aimed to carry out the services in an efficient, efficient and economical way and to prevent waste of resources.

In recent years, the importance of regional development has increased due to globalization, competition and the EU accession process. Turkey also issued Law No. 5449 on the Establishment of 08.02.2006, adapt to these changes in the Law on Duties and Coordination was ensured. In the general rationale of the law, the point of departure of regional development plans in the world is not only to address the interregional developmental differences, but also to be sustainable, balanced, people-oriented, flexible, competitive, participatory and local efforts, local potentials and dynamics, strategic approach and learning-based practices. has been mentioned. Therefore, the determination of local / regional dynamics and potential, in accordance with national priorities, in place and in a participatory manner, planning using common mind, flexible, action-based, role-sharing and human-oriented programs, development policies and competitive projects at the stage of support in the local a high technical capacity was needed. Moreover, the inadequacy of the existing structure in developing cooperation between the public sector, private sector and non-governmental organizations at the local level hampered the institutionalization of regional development and local development (Lamba, 2014: 143).

Agencies are expected to contribute to the consolidation of local ownership by ensuring their direct and active participation in the development process of the community through the effective and efficient use of resources in the regions, development of capacity in local governments, making plans of ideal size and scale, decision-making and implementation structures open to participation. In addition, the organizational structure of agencies, in accordance with the public-private partnership understanding, broad participation, high technical capacity, is designed to operate as an effective private sector organization, employment methods in terms of employment and wage payment expertise, performance-based and success-oriented staff structure attempt to create. It has been seen that the new public administration is in compliance with the principles of decentralization, competition, governance and the establishment of administrative and financial self-sufficient units (Lamba, 2014: 143).

4. EFFECT OF LOCAL MANAGEMENT REFORMS

Local governments may be defined as public legal entities established to meet the common needs of a local community living in a particular geographical area, whose decision bodies have been elected by the local people, whose duties and powers are determined by law, have special revenues and budget and have their own organizational structure and personnel. With these qualities, local administrations constitute one of the basic elements of the democratic management structure, and besides these sociological factors, these administrations are included in almost every society, especially in order to increase efficiency in the provision of local public services. The main motive in the search for restructuring is to adapt these organizations to the conditions of the day in the light of contemporary developments and to ensure that they offer better quality, faster, more efficient and efficient services in a way that is sensitive to the demands and expectations of the people. In Turkey in this framework that the restructuring of local governments has become a basic need for similar reasons and for many years it has consistently create one of the most important elements of public administration reform effort. The search for this direction has been strengthened and comprehensive reforms have been carried out in recent years regarding local governments (Urhan, 2008: 85).

The regulations in the world of contemporary, are important steps in terms of modern local government of Turkey wants to join the approach. Contrary to what is understood in our country, the word reform refers to a process. The restructuring of management is not something that can happen in a moment with a few regulations (Urhan, 2008: 101). The strengthening of local governments is among the national priorities, albeit at the level of discourse, that are compatible with global trends. The administrative and financial strengthening of local governments and the transfer of powers and duties to local governments are then statements that have been included in the 9th Development Plan and the 61st Government Program.

Efficiency, efficiency and transparency principles are given in almost all of the general reasons of the laws examined. In legislative arrangements, principles regarding accountability, transparency, balance of authority and responsibility, performance management, strategic planning and financial control have come to the fore. In the general justifications of the laws on local government, central government, local administration associations and development agencies, the changes in the understanding of public administration and the new public administration are also mentioned, emphasizing efficiency, transparency, accountability and participation. It was determined that decentralization was attempted by providing authority and resource transfer to local governments. In line with the objective of generating better service in terms of resource use and discipline, which is one of the main components of the new public administration, it was desired to benefit from the economies of scale by increasing the scale in local governments. With the arrangements, it is aimed to create flexible and smaller units with a more horizontal organization, far from entrepreneurial and competitive, bureaucratic structure (Lamba, 2014: 147).

There is a close relationship between localization and democracy. It gives citizens the opportunity to say more and give them the opportunity to prefer, it finds the best way to apply in local governments. Local governments have the opportunity to better identify consumer preferences and serve the public in a better way. Because they are closer to the public, they can make their participation easier. Traces of localization are seen as very significant in the reforms and this principle is dominated by new laws.

Local government reforms are carried out in accordance with the new public management approach with the effect of internal and external dynamics. Within the framework of this understanding, regulatory laws have been set up for all local government units. Together with a number of shortcomings, the reform movement was implemented and continued on this path. At the level of local government, a new public management approach has been tried to be established and this has been achieved to a great extent.

5. CONCLUSION

In today's world where globalization has gained a great deal of power and access to information is very fast, there is a great change in the field of administration as in all areas of economic, political and social life. In this context, public administration has also had its share in the world and has changed in the direction of new values. Both internal and external factors played an important role in this transformation process.

Nowadays, the first step of administrative reform practices has been realized with the New Right Thought which emerged in the second period of the 90s. The main goal of this idea is to draw the state down as far as it can to its essential duties and to build a market-based public administration. New regulations, shaped

by the new right and neo-liberal thinkers, have attached great importance to the small and the local. The fact that public services are not fast, high quality and efficient, their existing organizations are not acting in accordance with the conditions of the day, the wars and crises can not be rendered ineffective, the globalization and technological backwardness have justified the new rightists.

The restructuring of public administration within the scope of the reform is carried out in the elements of human, organization and method. There are some principles to consider when configuring this conversion. It is possible to sort them as follows (Attitude, 1971: 42):

1. Reform should be carried out taking into account the social, economic and political order, structure, traditions and understanding of the country.
2. The reform should be carried out progressively, carefully and decisively.
3. Reform should be planned in advance, at this stage, the strategy, main stages and priorities of the reform should be determined.
4. In order to implement the reform, qualified technical institutions should be established and organized.
5. Specialized personnel in the field of public administration should be trained in research, investigation and implementation of the reform.
6. Priority and weight should be given to personnel issues that form the basis of reform.
7. A psychological environment should be established to facilitate the adoption of public personnel and public reform.
8. It is necessary to be prepared for the burden and cost of this situation, considering that reform will lead to resistance.

The local government reform in the framework of the new public management in Turkey was initiated under the influence the European Union and globalization, but in practice there has not been any negatives be formed in the necessary legal framework and administrative infrastructure fully configurable. This in particular showed itself very clearly in Law No. 6360. These problems manifest themselves primarily in the formation of financial and unitary state; the tasks assigned to local governments and their financial structure do not match much and they are generally tried to be compensated by the borrowing. Also it is seen that sparked concerns among the public of separatist movements are also experiencing a unitary structure and geographically highlight the danger of a split in Turkey. In addition to all these, unconstitutional practices in the law should be reviewed and no duality should be observed in the laws.

Undoubtedly, it is the desire of the local authorities to be under the control of the citizen as well as in the increasingly developed democracies of the center. However, in our country, there is a serious democracy gap in the sense that citizens participate in decision-making processes of local governments, monitor and supervise practices, ask for accounts and lack of means and methods. This lack of democracy is both the deficiencies in institutional structures and the traditional ones.

Generally speaking, the regulations established within the framework of the new public administration approach have achieved a great extent and local governments have gained strength in the face of central government. These arrangements have been carried out to a large extent only in the last 15 years. Therefore, we can call the regulations more beginning of the process. Because the realization of reforms in the form of revolution can cause economic and social problems. This is a process and changes occur in the process flow. In recent years, although reforms at the local government level have slowed down, it is foreseen that the current trend of new public administration will continue in the following periods.

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