



ANALYSIS OF THE EFFECTIVENESS OF THE MUKHTAR INSTITUTION IN CITY CENTERS IN TERMS OF PUBLIC ECONOMY IN TURKEY

TÜRKİYE'DE ŞEHİR MERKEZLERİNDEKİ MUHTARLIK KURUMUNUN KAMUSAL EKONOMİ AÇISINDAN ETKİNLİĞİNİN ANALİZİ

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Abstract

With the effect of the developing world and globalization, the increasing human needs have become unlimited and the world has become a small local government. Demographic, social and societal developments have also brought innovations in management. The recent dominance of the welfare states understanding and the increasing importance of the modern management approach have led to an increase in the responsibilities of the state. The state alone has become unable to provide services to the entire public with only the central government, so the responsibilities of local governments have increased. The mukhtar institution, which is the closest point of the local government to the people and acts as a bridge between the people and the central-local government, has become an important unit. In this study, it has been evaluated in terms of public effectiveness whether the mukhtar institution has been successful as a state policy in Turkey, how much it can keep up with the digital age, and whether it can meet the needs especially in city centers. While making the evaluation, a questionnaire was applied to 410 participants over the internet (online), cross-table and chi-square analyzes were made with the help of the SPSS econometric analysis program with the data obtained from the survey results. As a result of the analyzes, it was concluded that the mukhtar institution in the city centers is not effective in the public economy and creates a waste of resources for the state.

Keywords: Government Failure, Public Economy, Mukhtar Institution.

Öz

Gelişen dünya ve küreselleşmenin etkisiyle artan insan ihtiyaçları sınırsız bir hal almış dünya küçük bir yerel yönetim haline gelmiştir. Yaşanan demografik, sosyal ve toplumsal gelişmeler yönetimde de yenilikler getirmiştir. Refah devletleri anlayışının son zamanlarda hakim olması ve modern yönetim anlayışının önem kazanması devlete düşen sorumlulukların artmasına neden olmuştur. Devlet tek başına sadece merkezi yönetim ile tüm halka hizmetleri sunamaz hale gelmiş, bu nedenle yerel yönetimlerin sorumlulukları artmıştır. Yerel yönetimin halka en yakın noktasında olan, halk ile merkez- yerel yönetim arasında köprü vazifesi yapan muhtarlık kurumu önemli bir birim haline gelmiştir. Bu çalışmada, Türkiye'de muhtarlık kurumunun bir devlet politikası olarak başarılı olup olamadığı, dijital çağa ne kadar ayak uydurabildiği, özellikle şehir merkezlerinde ihtiyacı karşılayıp karşılayamadığı kamusal etkinlik açısından değerlendirilmiştir. Değerlendirme yapılırken internet (online) üzerinden 410 katılımcıya anket uygulanmış, anket sonuçlarından elde edilen verilerle SPSS ekonometrik analiz programı yardımı ile çapraz tablo ve ki-kare analizleri yapılmıştır. Yapılan analizler sonucunda şehir merkezlerindeki muhtarlık kurumunun kamu ekonomisine etkin olmadığı ve devlet için kaynak israfı oluşturduğu sonucuna ulaşılmıştır.

Anahtar Kelimeler: Devlet Başarısızlığı, Kamu Ekonomisi, Muhtarlık Kurumu.

GENİŞLETİLMİŞ ÖZET

Çalışmanın Amacı

Araştırmada, muhtarlık kurumunun kamu harcamaları açısından bir yük oluşturup oluşturmadığı, muhtarlık sisteminin özellikle şehir merkezleri içerisinde ne kadar gerekli olduğu ve bu sistemin ne kadar başarılı ve etkili bir devlet politikası olduğu değerlendirilmek istenmiştir. Çalışmamızda, muhtarlık kurumunun kamusal faydasını, kuruluş amacına uygunluğunu ve bu kurumlar için harcanan kamu giderlerinin etkinliğini analiz etmek amaçlanmıştır.

Araştırma Soruları

Türkiye'de kamu yönetim reformları ile önem kazanan yerel yönetimin hem merkezle hem de halk ile arasında iletişim ağı görevi gören ve yerel halkın ihtiyaçlarını karşılamak için köprü vazifesi üstlenen muhtarlık kurumu çalışmamızın konusunu oluşturmaktadır. Çalışmada araştırma soruları, şehir merkezlerindeki muhtarlık kurumunun ne kadar etkin olduğunu, halkın ihtiyaçlarına ne kadar cevap verebildiklerini, gelişen teknoloji ve elektronik ortama hangi düzeyde ayak uydurabildiklerini analiz edebilmeye yönelik hazırlanmıştır. Aynı zamanda muhtarlık kurumunun devlete bir kaynak israfı olup olmadığı ve bu uygulamanın devlet başarısızlığı olabileceği üzerinde analizler yapılabilmesine yönelik araştırma soruları ankete dahil edilmiştir.

Literatür Araştırması

Akman (2018), çalışmasında mahalle yönetimi ile ilgili yeni bir yasal düzenlemenin gerekli olup olmadığını, Isparta ili özelinde sadece mahalle muhtarlarının katılımına yönelik anket tekniği kullanarak analiz etmiştir. Araştırma sonucunda yeni bir yasal düzenlemenin mahalle yönetimi için zorunlu bir ihtiyaç olduğu sonucuna ulaşmıştır. Akpınar (2017), çalışmasında İzmir Karşıyaka ilçesindeki muhtarlık kurumunu analiz etmiştir. Mahalle problemleri üzerine yaptığı çalışmada, nitel bir araştırma yöntemi ile odak gruplar oluşturmuş (8 ayrı grup şeklinde) ve en kalabalık mahalleleri incelemiştir. Çalışmada, mahalle yönetimi ile ilgili eksiklerin giderilmesi gerektiği sonucuna ulaşılmıştır. Bulut (2001), çalışmasında Gaziantep Büyükşehir belediyesi ve ilçe belediyelerini (Şehit Kamil ve Şahinbey) baz alarak anket tekniği yöntemi ile 150 mahalle muhtarı üzerinden bir değerlendirme yapmıştır. Çalışmada mahalle muhtarlıklarının bazı talep ve beklentilerinin somut bir şekilde karşılanmadığı sonucuna ulaşılmıştır. Candan ve Kazak (2019), çalışmalarında Karaman örneğini baz alarak mahalle kültürünün kentlilik bilinci üzerine etkisini ele almışlardır. Çalışmada anket tekniği kullanılmış, Karaman ilinin 5 farklı mahallesindeki bireyler üzerinde değerlendirmeler yapılmıştır. Farklı analizler sonucunda mahalle kültürü ile kentlilik bilinci arasında pozitif yönlü bir ilişkinin olduğu sonucuna ulaşılmıştır. Genç ve Korkın (2017), çalışmasında Aydın ili Atça beldesinde anket yönetimini kullanarak 367 örneklem üzerinden, örneklemelerin 6360 sayılı kanuna karşı tutumlarını değerlendirmişlerdir. Çalışmada, Atça beldesindeki örneklemelerin, Atça beldesinin mahalleye dönüşmesine neden olan 6360 sayılı kanun karşısında olumsuz tutum izledikleri sonucuna ulaşılmıştır. Göküş ve vd. (2013), anket yöntemi ile

Nevşehir İli örneği üzerinden muhtarların görevlerini yerine getirmesinde halkın memnuniyetini dikkate alan bir çalışma yapmışlardır. İl belediye sınırları içinde yapılan değerlendirme sonucunda muhtarların görevlerini iyi bir şekilde yerine getirmediği sonucuna ulaşılmıştır. Köklü ve Gül (2017), çalışmalarında mahalle muhtarlıklarının dönüşümü ve 6360 sayılı kanun ile gelen yeni mahalle muhtarlığı algısını incelemiştir. Bu inceleme kapsamında Isparta kentinde mahalle muhtarlarına yönelik anket çalışması yapılmış ve yeni sistemde muhtarların yeri ve önemini nasıl değerlendirdikleri ve bu konuya karşı tutumları incelenmiştir. Muhtarlığın liderlik ve temsilci arasında bir konumda kaldığı sonucuna ulaşılmıştır.

Yöntem

Çalışmada değerlendirme yapılırken internet (online) üzerinden 410 katılımcıya anket uygulanmıştır. Ankette 5 demografik, 4 çoktan seçmeli, 11 tane likert ölçekli soru olmak üzere toplamda 20 soru sorulmuştur. Anket sonuçları sonucunda elde edilen verilerde basit regresyon yöntemi kullanılmış ayrıca çapraz tablo ve ki-kare analizi yapılmıştır. Ki-kare analizi yapılırken çarpıklık ve basıklık değerleri baz alınarak normal dağılım varsayımı ile hareket edilmiştir. Sonuçlar, frekans dağılım tabloları ve histogram grafikleri göz önünde bulundurularak tablolar halinde değerlendirilmiştir. Son kısımda ise seçili değişkenler arasında korelasyon analizi yapılmıştır. Bu analiz yapılmadan önce Kolmogrov-Smirnov ve Shapiro-Wilk normallik testi uygulanmıştır. Normallik testi sonucunda parametrik olmayan testlerin kullanımı uygun görülmüştür.

Sonuç ve Değerlendirme

Ülkemizde mahalle ve muhtarlık sisteminin çok köklü bir geçmişi söz konusu olsa da zaman içinde sistemde birçok değişiklikler öngörülmüştür. Gelişen iletişim ağının sürekli yenilenmesi, birçok işlemin halk tarafından e-internet sistemi ve mobil ağlar üzerinden yapılabilmesi, içinde bulunulan çağın değişim ve dönüşümü her an hazır olmayı gerektirmesi birçok alanda olduğu gibi mahalle muhtarlıklarında da değişimi zorunlu hale getirmektedir. Özellikle e-devlet uygulamalarıyla istenilen her türlü evrağın sistemden elde edilebilmesi birçok kurumun varlık nedeninin kamu ekonomisi açısından sorgulanmasına neden olmuştur. Halka en yakın birim olarak ve yerel yönetim-il arasında halkın sesi şeklinde nitelendirilen muhtarlık kurumu şehir merkezleri içerisinde eski işlevinin birçoğunu bahsedilen yenilikler karşısında kaybetmiştir. Kırsal alanda eskiye göre yine az da olsa muhtarlık birimi gerekliliğine ihtiyaç duyulduğu yaptığımız çalışmanın bir sonucudur. Merkezi yönetim ve yerel yönetim, muhtarlıklar vasıtası ile halka rahatlıkla ulaşıp bağ kurduğunu düşünse bile aslında muhtarlıkların vatandaştan uzak bir kuruma dönüştüğü görülmektedir. Vatandaşların rahatça erişimi ve sorunların çözülmesinde muhtarlık kurumunun etkin olmadığı düşünülmektedir. Netice olarak muhtarlar her ne kadar kırsal bölgelerde hala faaliyetlerini sürdüren ve gerekli bir kurum olarak görülse de gelecek yıllarda muhtarlık kurumunun şehir merkezlerindeki konumu ve rollerinin teknolojik dönüşüm ve e-devlet uygulamalarıyla daha da pasif hale geleceği düşünülmektedir. Buna göre

büyükşehir ve belediye sınırları içerisinde kalan muhtarlıklarının kamu ekonomisinin etkinliği açısından kaldırılabilirliği düşüncesi yapılan analizler ile tartışmaya açılmıştır.

1. INTRODUCTION

Many changes in the world after the 1980s have made it necessary to reconsider the concept of state. Changes in the duties, role and management understanding of the state, the failure of the interventionist state understanding, the increasing expectations of the society from the state with the changing order have led to the differentiation of the public administration understanding and the emergence of new concepts.

After the 1990s, with the changes in public administration, the concept of "governance" was emphasized and concepts such as "reorganization of the state", "effective state understanding", "entrepreneurial state" and "public governance" began to be mentioned. In this way, it is aimed to harmonize these two concepts by making changes in the understanding of management against the changes in the current political structure (Güzelsarı, 2004). The concept of governance has been reconciled with the concept of local government, and the transfer of powers and duties from the center to the local in order for the people to participate in the decisions of self-government has been paved the way for the provision of decentralization (Palabıyık, 2004).

The legal basis of the administration in Turkey is Article 123 of the 1982 Constitution. The article states that "Administration; it is a whole with its organization and duties and is regulated by law. The establishment and duties of the administration are based on the principles of "central administration" and "decentralization" (1982 Constitution, 1982:123. Article). This article shows that in addition to the central government (capital, province), local government (municipality, special provincial administration, villages) are accepted as a method of administration.

With the Law No. 6360 enacted in terms of adapting to the changes made in the field of management in our country, the public administration system has been directly affected, and the concept of neighborhood, neighborhood management and therefore the mukhtar institution responsible for this management have gained importance. With this law, the boundaries of the metropolitan municipality were expanded as provincial property boundaries and the number of neighborhoods was increased from 19,122 to 32,044 (Akpınar, 2017), and today this figure has reached 32,206. The fact that the neighborhood management style is so numerous has made it necessary to deal with the institution of the mukhtar.

In our study, the mukhtar institution, which serves as a communication network between the local administration and both the center and the public and acts as a bridge to meet the needs of the local people, which has gained importance with the public administration reforms in Turkey, is discussed. In line with the objectives of the Law No. 6360, it was analyzed how effective the mukhtar institution in the city centers is, how much they can respond to the needs of the people, and at what level they can keep up with the developing technology and electronic environment. At the same time, in the face of the

modern management approach of the mukhtar institution brought by the globalization (especially the mukhtar institutions in the city centers), analyzes were made on whether there was a waste of resources for the state and whether this practice could be a failure of the state. For this purpose, while performing the analysis, the survey technique was used with likert-scale questions and the results were evaluated by applying different analysis tests in the findings.

2. THE CONCEPT OF MUKHTAR

In Article 3 of the Municipal Law No. 5393, the neighborhood is defined as "an administrative unit within the boundaries of the municipality, whose needs and priorities show similar characteristics and which have a neighborly relationship between its residents" (Law No. 5393, 2005: 3. Article). In other words, a neighborhood is defined as "each of the parts of a city, town or large village that is administratively divided and all the people who live in these parts" (Akdemir and Cengiz, 2022). While Yalçındağ defines the concept of neighborhood as an organization that is the deputy of the central administration and local administrations, he expresses the mukhtars as the representative of the neighborhood (Yalçındağ, 1998). The neighborhood is the old village component in the city and is as indispensable as the high cultural centers and purposeful association institutions for a balanced urban life (Mumford, 2007). The neighborhood is an intermediate institution that establishes a relationship between those who manage and those who are managed at the bottom and forms a network (Bulut, 2001), and the muhtars are the ones who provide the management of this institution.

Neighborhood management is the oldest form of administration within the Turkish public administration system, and the management of cities in the Ottoman period was based on this smallest and traditional administrative unit, the neighborhood (Eryılmaz and Şen, 1994). Article 9 of the Municipal Law No. 5393 According to the article; "The neighborhood is governed by mukhtar and council of elders. The establishment, abolition, merger, division of neighborhoods, the determination of names and boundaries shall be made with the decision of the city council and the approval of the governor upon the opinion of the district governor" (Law No. 5393, 2005:9. Article). The headmanship is administered by the people elected by the people by exercising their right to vote. These elected persons are called "mukhtar" (Akman, 2018) and their place of duty is called "mukhtar unit". The elected mukhtar is responsible for the neighborhood administration, but it is not a completely independent decision-making institution. This administration does not have a separate budget of its own and is subject to the supervision of the civil authorities (Eryılmaz and Şen, 1994). In this respect, the neighborhood management and the mukhtar institution are a link between the center and the local.

3. INSTITUTION OF MUKHTAR IN HISTORICAL PROCESS

The first mukhtar institution in Turkey was established in 1829 in Üsküdar Eyüp, Istanbul. In Anatolia, the first mukhtar institution was established in Kastamonu Taşköprü in a structure similar to

the example of Istanbul (Çadırcı, 1970). The historical process regarding the mukhtarship of the neighborhood (Candan and Kazak, 2019), which is accepted as a legacy from the Ottoman period, and the changes made until today's practice, and the affiliated organs of this institution are given in the table below.

Table 1. Changes in the Historical Process Regarding the Mukhtar Institution

Period	Changes	Organization
1829-1864	The process of establishment and institutionalization of the mukhtar office began. It was first established in Istanbul in 1829 and then in the provinces in 1833. Various edicts and regulations were made during this period for the creation of the mukhtarship.	- Mukhtar-i Evvel - Mukhtar-i Sani - Imam in Auxiliary Duty
1864-1913	Neighborhood headmen were compared to villages and stated as "villages are under the jurisdiction". The village headman was turned into a local government unit.	- Mukhtar - Board of Elders
1913-1933	In 1913, the neighborhood headman was legally abolished, but it continued to exist de facto under the government permit.	-
1933-1944	In 1933, the neighborhood headman was abolished once and for all. The duties of the mukhtars were left to the gendarmerie, police, municipality, neighborhood people, watchmen, etc.	-
1944-2005	In 1944, with the Law No. 4541, the neighborhood headman was re-established.	-Neighborhood Mukhtar - Board of Elders
2005-2012	In the Municipal Law dated 03.07.2005 and numbered 5393, there are articles providing for the establishment of administrative and legal relations between the neighborhood administration, the mukhtar and the municipality.	-Neighborhood Mukhtar - Board of Elders
After 2012	- With the Law No. 6360 adopted in 2012 and put into practice in 2014, villages in metropolitan cities were turned into neighborhoods and village headmen were turned into neighborhood headmen. - In metropolitan cities, mukhtars have lost their status as local governments. - In places where there is no metropolitan city, village headmen continue their powers, duties and responsibilities. - Regarding the duties and personal rights of the neighborhood headmen; -Law No. 4541 of 1944 -Law No. 2108 of 1977 and the election of the Mukhtar and the council of elders; -There is Law No. 2972 of 1984.	-Neighborhood Mukhtar - Board of Elders

Source: Arıkboğa, 1999 ; Avşar, 2020

The mukhtar, which was abolished over the years, was definitely re-established in 1944 and has continued to exist with many changes until today. The mukhtar institution has been shaped over time with the difference in settlements in villages and cities, and today the local administration system has taken its final form within the scope of the law numbered 6360. In the provinces in the metropolitan municipalities whose number increased to 30, the provincial special administration was abolished. The villages of the metropolitan municipality were converted into neighborhoods. In this way, a two-tier management system (depending on the metropolitan municipality and district municipality) emerged. Outside the metropolitan area, the towns with a population below 2000 have been converted into villages (Zengin, 2014). Today, when talking about the mukhtar institution, although it is understood as a single

institution structurally, in practice it includes two different structures. The first of these is the neighborhood mukhtars and the second one is the village mukhtars. Village mukhtars are distinguished from neighborhood mukhtars in terms of the existence of legal personality (Acar and Koç, 2016).

Table 2. Changes Before and After Law No. 6360

Type of Municipality	Before 6360	After 6360	Change and Transformation
Metropolitan Municipality	16	30	14 provincial municipalities became metropolitan municipalities.
Metropolitan District	143	519	The number of metropolitan district municipalities was 392.
Provincial Municipality	65	51	51 provinces remained provincial municipalities.
District Municipality	749	416	333 districts became metropolitan district municipalities.
Town Municipality	1977	342	The legal personality of the municipality of the 1635 towns ended.
Special Provincial Administration	81	51	Special provincial administrations were closed in 30 provinces.
Total Municipalities	2950	1396	The number of municipalities fell to 1396.
Village	34395	17834	The legal personality of 17,541 villages came to an end.
Neighborhood	19103	36740	In 30 metropolitan municipalities, village administrations were connected to the district municipality to which it was connected as a neighborhood.

Source: Genç and Korkin, 2017

As can be seen in Table 2, there has been a great increase in the number of neighborhoods after the Law No. 6360. In metropolitan cities, regardless of the population criterion, towns were converted into neighborhoods, while in municipalities other than metropolitan cities, towns with a population below 2000 were converted into villages. Therefore, there have been significant increases in both neighborhood mukhtars and village mukhtars.

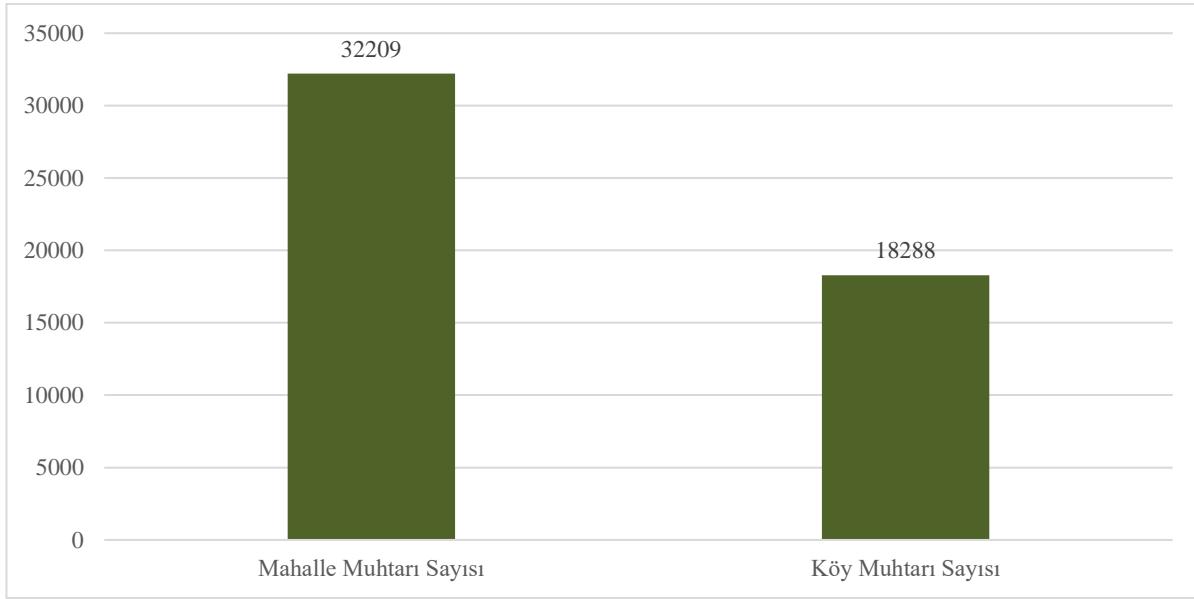
4. ARE THE MUKHTARS IN THE CITY CENTERS A WASTE OF RESOURCES IN TERMS OF PUBLIC ECONOMY?

The duties of the muhtars are in accordance with Article 3 of the Law No. 4541. It is expressed in the article. These tasks are; population and citizenship services, military service, elections, courthouse, land registry cadastre, national education, social security, national defense, civil defense, mobilization, health, agriculture and animal husbandry, law enforcement, notification law, taxes, sale of foundation lands and other duties. Mukhtars are also obliged to fulfill the duties assigned by the civil administration supervisors (Göküş, et al., 2013; Akman, 2018). Apart from these duties, Article 9 of the Municipal Law No. 5393 within the scope of the article; (i) to meet the common needs of the residents of the neighborhood, (ii) to carry out relations with the municipality and other public institutions and organizations, (iii) to discuss issues concerning the neighborhood, (iv) to cooperate with other relevant institutions and (v) to fulfill other duties assigned by law (Law No. 5393: 2005: 9. Article).

Mukhtars are the institutions that constitute their political and legal fields on behalf of the society (Aslan, 2021). Neighborhood mukhtar may receive fees for the services to be performed within the scope of the information determined at the beginning of each fiscal year and within the knowledge of the provincial administrative board. Within the scope of the "Mukhtar Allowance and Social Security Law" numbered 2108 dated 1977, allowances are given to the muhtars. It is envisaged that neighborhood and village mukhtars who are not insured or who do not have a pension within this scope will be considered insured. The social security premiums of the mukhtars are paid directly to the Social Security Institution by the special provincial administrations or investment monitoring and coordination directorates. Thus, all mukhtars who do not have social security are covered by insurance coverage. In addition, there is no deduction in the premiums that those who receive pensions from other social security institutions will receive from the mukhtar allowance and fees due to these salaries (Law No. 2108, 1977: 1-4. Article). Mukhtars can leave one of the council of elders as a deputy and use permission within a certain period of time. With the Law No. 6136 dated 1953, the freedom of carrying and possessing weapons was granted to the muhtars. The right to resign was also granted within the scope of the personal rights of the mukhtars (Palabıyık and Atak, 2002).

The transfer of the duties assigned to the neighborhood mukhtars to other units over time caused both confusion and the fact that they were not legally recognized made the neighborhood mukhtars dysfunctional (Önver, 2020). With the Law No. 6360, arrangements were made to prevent the waste of resources for the mukhtars, but no efficiency was achieved. In this period when the digital age and electronic transformations are experienced rapidly, the mukhtar institution has been left unauthorized and ineffective since the duties and powers of the mukhtar institution can now be done through e-government, by the relevant local government units and by the provincial centers (Akman, 2018). After the Law No. 6360, the participation rates of mukhtars in non-governmental organizations, development agency, city councils, chambers and municipal councils, which are important in terms of social organization, remained quite low. This shows that its effectiveness has been lost in terms of local democracy. One of the most important duties of the mukhtars is to fulfill the notification process. On January 19, 2013, the Electronic Notification Regulation No. 28533 entered into force. The regulation has brought an important convenience in terms of the state-citizen relationship, and the notification obligations of the muhtars have decreased (Aslan, 2021). Accordingly, an important task belonging to the mukhtars will now be carried out electronically. Increasing the communication network, local governments acting with the understanding of governance, experiencing technological developments; in the past, the role of the neighborhood mukhtar between the provincial administration and the people was disabled. Considering the personal rights granted to the mukhtars and the fact that they are paid over the minimum wage, which increases every year, it can be said that the mukhtar institution in the city centers has no longer functional and is a public waste for the state. Table 3 shows the current number of muhtars in Turkey in 2022.

Table 3. Number of Muhtars in Turkey (2022)



Source: Turkish Civil Administration Departments, 2022

As can be seen in Table 3, the number of neighborhood mukhtar in Turkey in 2022 is 32,209 and the number of village mukhtar is 18,288, and a total of 50,497 muhtars are actually working.

Article 1 of the Muhtar Allowance and Social Security Law No. 2108 In its article, "Village mukhtars and city and town neighborhood mukhtars shall be given a monthly allowance in an amount to be found as a result of multiplying the indicative figure of 14,750 by the monthly coefficient of the civil servant. This allowance shall not be subject to any taxes and deductions except stamp duty" (Law No. 2108, 1977:1. Article). Due to the fact that the wage given to the mukhtars over 14750 indicators is below the net minimum wage, a new provision was introduced to the Mukhtar Allowance and Social Security Law with the New Economy Package in 2022, and in case the relevant allowance is below the minimum wage, it is enacted to pay the difference separately without any taxes and deductions. With the new article added to the law, the salaries of all mukhtars were equalized to the minimum wage. The additional cost of giving the difference between the minimum wage and the salary by equalizing the salaries of the mukhtars to the minimum wage is 236 million TL to the budget in 2022 alone (Anadolu Agency, 2022).

Mukhtars were paid 1.005.879.088,54 TL in 2018, 1.197.417.066,25 TL in 2019 and 1.342.342.050,39 TL in 2020 (Ministry of Interior Annual Report, 2020; Ministry of Interior Annual Report, 2021). These amounts do not include social security premium payments. Considering that the minimum wage is constantly increasing due to inflation, the salaries and social security premium payments of 50,497 mukhtars will constitute an important burden for the state.

5. EMPIRICAL STUDIES CONDUCTED FOR THE EFFECTIVENESS OF INSTITUTION OF MUKHTAR

There are many theoretical studies that have been carried out for many years for mukhtar institutions. In addition, field researches based on the changes in the duties and responsibilities of the mukhtar and mukhtar institutions have been carried out due to the changes in the management understanding over the years. However, there are a limited number of studies aimed at evaluating the necessity of the mukhtar institution from a statistical point of view by the method of analysis. Not all similar studies in this field were included, only studies using survey technique were explained.

In his study, Akman (2018) analyzed whether a new legal regulation on neighborhood management is necessary by using a survey technique for the participation of neighborhood mukhtars in Isparta province only. As a result of the research, it was concluded that a new legal regulation is a mandatory need for neighborhood management.

Akpınar (2017) analyzed the mukhtar institution in Karşıyaka district of İzmir in his study. In his study on neighborhood problems, he created focus groups (in the form of 8 separate groups) with a qualitative research method and examined the most crowded neighborhoods. In the study, it was concluded that the deficiencies related to neighborhood management should be eliminated.

Bulut (2001) made an evaluation on 150 neighborhood mukhtars with the survey technique method based on Gaziantep Metropolitan Municipality and district municipalities (Şehit Kamil and Şahinbey) in his study. In the study, it was concluded that some of the demands and expectations of the neighborhood mukhtars were not met concretely.

In their study, Candan and Kazak (2019) discussed the effect of neighborhood culture on the consciousness of urbanity based on the example of Karaman. In the study, survey technique was used and evaluations were made on individuals in 5 different neighborhoods of Karaman province. As a result of different analyzes, it was concluded that there is a positive relationship between neighborhood culture and urban consciousness.

In their study, Genç ve Korkın (2017) evaluated the attitudes of the samples against the Law No. 6360 over 367 samples using the survey management in Atça town of Aydın province. In the study, it was concluded that the samplings in the town of Atça followed a negative attitude towards the Law No. 6360, which caused the town of Atça to turn into a neighborhood.

Göküş et al. (2013) conducted a study that took into account the satisfaction of the people in the fulfillment of the duties of the muhtars through the example of Nevşehir Province with the survey method. As a result of the evaluation made within the boundaries of the provincial municipality, it was concluded that the mukhtars did not fulfill their duties well.

In their study, Köklü and Gül (2017) examined the transformation of neighborhood mukhtars and the perception of new neighborhood mukhtars introduced by Law No. 6360. Within the scope of this examination, a survey study was conducted for the neighborhood mukhtars in the city of Isparta and how they evaluated the place and importance of the mukhtars in the new system and their attitudes towards this issue were examined. It was concluded that the mukhtars remained in a position between leadership and representative.

6. AIM AND METHOD OF RESEARCH

In this research, it was evaluated whether the mukhtar institution constitutes a burden in terms of public expenditures, how necessary the mukhtar system is especially in the city centers and how successful and effective this system is a state policy. In our study, it was aimed to analyze the public benefit of the mukhtar institution, its suitability for the purpose of its establishment and the effectiveness of the public expenses spent for these institutions. For this purpose, 410 participants were surveyed online during the evaluation. In the survey, a total of 20 questions were asked, including 5 demographic, 4 multiple choice, 11 Likert scale questions. In the data obtained as a result of the survey results, simple regression method was used and cross-table and chi-square analysis were performed. When chi-square analysis was performed, the assumption of normal distribution was taken based on skewness and flatness values. The results were evaluated and interpreted in tables by considering frequency distribution tables and histogram graphs.

Finally, correlation analysis was performed by selecting non-parametric methods and the significance levels between the two indicators we considered were measured by determining the related situations. Again, it was evaluated whether there was a positive or negative relationship between the likert-scale questions to which we applied correlation analysis.

6.1. Ethical Permission

Ethical permission of the study was obtained from Kırıkkale University Social and Human Sciences Research and Publication Ethics Committee (dated 18.01.2023 and numbered 01).

7. DEMOGRAPHIC FINDINGS AND RELIABILITY ANALYSIS OBTAINED FROM RESEARCH

Frequency distributions of various demographic variables used in the study and test results for reliability analysis of the scale used are given below. Demographic questions were generally prepared by taking into account gender, education level, age range, occupational groups and income range. In addition, the frequency distributions of multiple choice questions are shown separately in the form of tables.

Table 4. Frequency Distribution of Demographic Questions

Gender	Frequency	%	Cumulative %
Male	201	49.0	49.0
Female	209	51.0	100.0
Total	410	100.0	
Age Groups			
0-20	31	7.6	7.6
20-40	245	59.8	67.3
40-60	103	25.1	92.4
60 and more	31	7.6	100.0
Total	410	100.0	
Education Level			
Primary School	37	9.0	9.0
High School	70	17.1	26.1
Associate degree	37	9.0	35.1
BachelorDegree	154	37.6	72.7
Master Degree	112	27.3	100.0
Total	410	100.0	
Profession			
Education	143	34.9	34.9
Health	55	13.4	48.3
Commerce	47	11.5	59.8
Others	165	40.2	100.0
Total	410	100.0	
Revenue Distribution Range			
0-5,500	122	29.8	29.8
5,500-7,000	92	22.4	52.2
7,000-10,000	67	16.3	68.5
10,000-15,000	68	16.6	85.1
15,000 and more	61	14.9	100.0
Total	410	100.0	

Table 4 shows the frequency distributions of the demographic questions (age, gender, education level, occupation and income distribution) asked in the survey.

Table 5. What Do You Go to the Mukhtars For? Frequency Distribution

	Frequency	%	Cumulative %
For Official Documents	268	65.4	65.4
For Outreach Request	25	6.1	71.5
For Complaint and Request	29	7.1	78.5
Others	88	21.5	100.0
Total	410	100.0	

In table 5, the frequency distribution of the question of what you go to the mukhtars for is included. According to the table, 65.4% (n:268) of the participants answered "For Official Documents" and constituted the highest section. It was estimated that more than half of the respondents went to the mukhtars to request official documents.

Table 6. Do You Know Where the Neighborhood Mukhtar Is? Frequency Distribution

	Frequency	%	Cumulative %
Yes	306	74.6	74.6
No	104	25.4	100.0
Total	410	100.0	

In table 6, the frequency distribution of the question do you know where the neighborhood mukhtar is included. 74.6% (n:306) of the respondents answered "Yes" and it is generally seen that the whereabouts of the mukhtars are known. On the other hand, the number of people who do not know where the neighborhood mukhtar is 1/4 of the total participants.

Table 7. How Often Do You Go to the Neighborhood Mukhtar in a Year? Frequency Distribution

	Frequency	%	Cumulative %
0	238	58.0	58.0
1-2	143	34.9	92.9
3-4	15	3.7	96.6
5+	14	3.4	100.0
Total	410	100.0	

In table 7, the frequency distribution of the question of how often you go to the neighborhood mukhtar per year is included. 58.0% (n:238) of the respondents answered "0" with zero frequency, and more than half of the participants never went to neighborhood mukhtar's office. Even if the whereabouts of the neighborhood mukhtars were known by the vast majority of the participants (table 6), it was generally predicted that the neighborhood mukhtars were not visited at all or that they went "1-2" times with a rate of 34.9% (n:143). In this case, it was determined that the frequency of going to the mukhtars was low.

Table 8. What Do You Think Are the Reasons for not Going to the Mukhtars? Frequency Distribution

	Frequency	%	Cumulative %
Technology (Sufficient e-government applications)	256	62.4	62.4
Distance	15	3.7	66.1
No Need	117	28.5	94.6
Others	22	5.4	100.0
Total	410	100.0	

In table 8, the frequency distribution of the question of what do you think may be the reasons for not going to the mukhtars is included. 62.4% of the participants (n: 256) think that they do not go to mukhtars due to "Technology" (e-government applications are sufficient). Again, 28.5% (n:117) of the respondents stated that they did not go to the mukhtars due to "No Need". It was foreseen that e-government applications provided an advantage in carrying out the transactions and undertook many functions of the mukhtar institution, and in this case, it was determined that there was no need for mukhtars.

Table 9. I Think Everyone Knows the Duties of the Mukhtars Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	80	19.5	19.5
Disagree	160	39.0	58.5

Partly Agree/Partly Disagree	107	26.1	84.6
Agree	48	11.7	96.3
Strongly Agree	15	3.7	100.0
Toplam	410	100.0	

In table 9, an analysis was made with likert-scale questions about thinking that everyone knows the duties of the mukhtars, and 39.0% (n:160) of the participants answered "Disagree" and constituted the highest section. Those who know the duties of the mukhtar have a rate of only 15.4% (11.7%+3.7%) with the answers "Agree" and "Strongly Agree" (n: 48+15). In this case, it can be said that the duties of the muhtars are not generally known by everyone.

Table 10. I Think I Can Get Answers to All My Questions from the Mukhtars When Necessary
Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	66	16.1	16.1
Disagree	144	35.1	51.2
Partly Agree/Partly Disagree	129	31.5	82.7
Agree	60	14.6	97.3
Strongly Agree	11	2.7	100.0
Total	410	100.0	

In table 10, an analysis was made with likert-scale questions about thinking that I could get answers to all my questions from the mukhtars when necessary. 35.1% (n:144) of the participants answered "Disagree", making up the highest section. In this case, when a question is asked to the mukhtars when necessary and needed, it is determined that an answer cannot be obtained to eliminate the need.

Table 11. I Think That the Residents of the Neighborhood Do Not Know the Mukhtar Frequency
Distribution

	Frequency	%	Cumulative %
Strongly Disagree	12	2.9	2.9
Disagree	47	11.5	14.4
Partly Agree/Partly Disagree	98	23.9	38.3
Agree	180	43.9	82.2
Strongly agree	73	17.8	100.0
Total	410	100.0	

In table 11, an analysis was made with likert scale questions for the situation that I think the residents of the neighborhood do not know their own mukhtar. 43.9% (n:180) of the participants answered "Agree", making up the highest section. In this case, about half of the respondents stated that they did not know their mukhtar. It can be stated that the mukhtars, who are in charge of providing public services and are considered to be a state employee, are not in contact with the people enough.

Table 12. I Think That the Mukhtars Have No Effect on the Development of the Neighborhood
Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	26	6.3	6.3
Disagree	78	19.0	25.4

Partly Agree/Partly Disagree	101	24.6	50.0
Agree	130	31.7	81.7
Strongly Agree	75	18.3	100.0
Total	410	100.0	

In table 12, an analysis was made with likert-scale questions about thinking that the mukhtars had no effect on the development of the neighborhood. 31.7% (n:130) of the respondents answered "Agree", making up the highest segment. It was concluded that in the development of the neighborhood, in reporting the deficiencies and needs, the mukhtars, which are one of the closest organizations to the local administration, have no effect on the development of the neighborhood. In this case, the interpretation that the neighborhood mukhtars are an ineffective institution can be said by taking into account table 10.

Table 13. I Always Find Mukhtars on the Spot During Working Hours Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	85	20.7	20.7
Disagree	139	33.9	54.6
Partly Agree/Partly Disagree	123	30.0	84.6
Agree	55	13.4	98.0
Strongly Agree	8	2.0	100.0
Total	410	100.0	

In table 13, I always find the mukhtars in place during working hours the frequency distribution is included, and 33.9% of the participants (n:139) answered "Disagree" and constituted the highest section. Again, when we consider the rate of 30.0% (n:123) of the participants who were undecided, it was determined that the mukhtars were not always present in the mukhtar institution during working hours. In this case, it was concluded that the mukhtar institutions could not provide services to the citizens effectively and efficiently.

Table 14. I Think that the Existing Effectiveness of the Mukhtars Compared to the Past Has Disappeared Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	15	3.7	3.7
Disagree	18	4.4	8.0
Partly Agree/Partly Disagree	54	13.2	21.2
Agree	190	46.3	67.6
Strongly Agree	133	32.4	100.0
Total	410	100.0	

In table 14, an analysis was made with likert-scale questions about thinking that the existing effectiveness of the mukhtars was lost compared to the past. 46.3% (n:190) of the participants answered "Agree", making up the highest section. In this case, taking into account the "Strongly Agree" response (32.4%), it was seen that more than half of the respondents thought that the effectiveness of the mukhtars was lost compared to the past.

Table 15. I Think Mukhtars Can Keep Up with the Digital Age and Technology Frequency

	Frequency	%	Cumulative %
Strongly Disagree	95	23.2	23.2
Disagree	145	35.4	58.5
Partly Agree/Partly Disagree	116	28.3	86.8
Agree	40	9.8	96.6
Strongly Agree	14	3.4	100.0
Total	410	100.0	

In table 15, I think that mukhtars can keep up with the digital age and technology, and the frequency distribution is included. 35.4% (n:145) of the respondents answered "Disagree", making up the highest segment. Accordingly, it was seen that the mukhtars did not have enough information in the face of the developing technological developments and could not keep up with the innovations of the period. Today, when the technology and communication network is very developed and all transactions are moved to the electronic environment, it is seen that the mukhtars can fall behind these developments. In this case, it can be said that the mukhtars cannot play an active role in the provision of services to citizens effectively, efficiently and quickly.

Table 16. I Think All the Works of the Mukhtars are also done from the E-Government Application Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	6	1.5	1.5
Disagree	19	4.6	6.1
Partly Agree/Partly Disagree	88	21.5	27.6
Agree	170	41.5	69.0
Strongly Agree	127	31.0	100.0
Total	410	100.0	

In table 16, an analysis was made with likert-scale questions about thinking that all the works of the mukhtars were also done from the e-government application. As a result of the analysis, 41.5% (n:170) of the participants answered "Agree" and 31.0% (n:127) answered "Strongly Agree". In this case, it was determined that more than half of the participants (72.5%, n: 297) thought that all the works of the mukhtars could already be done electronically.

Table 17. I Think that the Salaries Paid to the Mukhtars Are Unnecessary Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	18	4.4	4.4
Disagree	81	19.8	24.1
Partly Agree/Partly Disagree	101	24.6	48.8
Agree	84	20.5	69.3
Strongly Agree	126	30.7	100.0
Total	410	100.0	

In table 17, an analysis was made with likert-scale questions about thinking that the salaries paid to the mukhtars were unnecessary and the frequency distribution was included. 30.7% of the participants (n:126) answered "Strongly Agree", making up the highest section. When we look at the percentage rates of those who remain undecided by answering "Agree" and "Partly agree/partly disagree", it is seen

that the salaries paid to the mukhtars are considered as an unnecessary public expenditure. Considering that each mukhtar receives a salary based on the minimum wage and that the SSI premiums of each of them are paid by the state, it is concluded that the waste of resources paid to the mukhtars that people do not recognize (table 11) and cannot find it during working hours (table 13) should be abandoned. It is seen that this result is supported by the results of the analyzes we have applied using the survey technique method.

Table 18. I Think that the Mukhtars in Rural Areas Are More Active Than the Mukhtars in the City Center Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	13	3.2	3.2
Disagree	20	4.9	8.0
Partly Agree/Partly Disagree	49	12.0	20.0
Agree	191	46.6	66.6
Strongly Agree	137	33.4	100.0
Total	410	100.0	

In table 18, an analysis was made about thinking that the mukhtars in rural areas were more active than the mukhtars in the city center and the frequency distribution was included. 46.6% (n:191) of the participants answered "Agree", making up the highest section. It was concluded that mukhtars were more active in rural areas than mukhtars in the city center, and it was foreseen that there was a greater need for mukhtars in places such as villages and towns.

Table 19. I Think That the Mukhtars in The City Centers Should Be Abolished Frequency Distribution

	Frequency	%	Cumulative %
Strongly Disagree	15	3.7	3.7
Disagree	66	16.1	19.8
Partly Agree/Partly Disagree	84	20.5	40.2
Agree	94	22.9	63.2
Strongly Agree	151	36.8	100.0
Total	410	100.0	

In table 19, I think that the mukhtars in the city centers should be abolished the frequency distribution is included and the analysis is made with likert-scale questions. 36.8% of the participants (n:151) answered "Strongly Agree", making up the highest section. 22.9% (n:94) of the participants answered "Agree", making it the second highest rate. In this case, according to the results of the survey, it can be inferred that there is not much need for the mukhtar institution in the city centers, that this state policy actually creates a burden on the state as a public expenditure (as seen in Table 17) and that expenditures are made in an inefficient area.

Table 20. Reliability Analysis (Cronbach Alpha Coefficient)

Number of Observations = 410,0				
Average: 3,580	Minimum Average 2,410	Maksimum Average 4,022	Range 1,612	Maximum/Minimum 1,669
Number of Articles Analyzed: 15				
Cronbach Alpha = 0.694		Standardized Alpha = 0.686		

Table 20 contains the results of the reliability analysis. Demographic questions were not included in the analysis, and the Cronbach alpha coefficient, which was taken into account for the reliability of the survey, was 0.694, while the standardized alpha coefficient was 0.686. According to these results, it is possible to state that the survey is acceptable for social sciences.

8. FINDINGS FOR THE EVALUATION OF THE PUBLIC EFFECTIVENESS OF THE INSTITUTION OF MUKHTAR

20 questions were asked to 410 people who participated in the survey, cross-tabulation was made with the obtained data and the findings were grouped, reported and interpreted. Separate hypotheses were established for each table, the statistical significance of the variables was verified by Chi-square tests, and the hypotheses rejected or accepted as a result of the findings obtained by looking at the significance levels according to Pearson Chi-Square values were indicated.

Table 21. What Is Your Gender? * I Think the Mukhtars in the City Centers Should Be Abolished Crosstabulation

Gender		I think the mukhtars in the city centers should be abolished					Total
		Strongly Disagree	Disagree	Partly Agree/ Partly Disagree	Agree	Strongly Agree	
Male	Frequency	4	18	30	42	107	201
	%	2.0	9.0	14.9	20.9	53.2*	100.0
Female	Frequency	11	48	54	52	44	209
	%	5.3	23.0	25.8*	24.9	21.1	100.0

In table 21, a cross-table analysis was made between the gender situation and the issue of thinking that the mukhtars in the city centers should be abolished. H0: There is no significant relationship between gender status and the fact that I think that the mukhtars in city centers should be abolished. H1: Hypotheses have been formed that there is a significant relationship between gender status and the situation that I think that the mukhtars in city centers should be abolished. Since our Pearson Chi-Square value (Sig.: 0.000) is $p=0.000 < 0.05$, there is a significant relationship, and therefore the hypothesis of H0 (no significant relationship) is rejected. In the table, it is seen that more than half of the "Male" participants with a rate of 53.2% (n:107) answered "Strongly Agree", that is, they think that the mukhtars should be abolished in city centers. It was predicted that the "Female" participants were undecided on this issue. It has been determined that there is a gender difference in this regard.

Table 22. How Old Are You? * What Do You Go to The Mukhtars For? Crosstabulation

Age		What Do You Go to The Mukhtars For?				
		For Official Documents	For Outreach Request	For Complaint and Request	Others	Total
0-20	Frequency	23	2	1	5	31
	%	74.2*	6.5	3.2	16.1	100.0
20-40	Frequency	168	6	14	57	245
	%	68.6	2.4	5.7	23.3	100.0
40-60	Frequency	64	6	11	22	103
	%	62.1	5.8	10.7	21.4	100.0
60 and more	Frequency	13	11	3	4	31
	%	41.9	35.5	9.7	12.9	100.0

In table 22, a cross-table analysis was made between the age status and the question of what you would go to the mukhtars for. H0: There is no significant relationship between age status and the question of what you would go to the mukhtars for. H1: Hypotheses have been formed that there is a significant relationship between age status and the question of what you should go to mukhtars for. Since our Pearson Chi-Square value (Sig.: 0.000), $p=0.000 < 0.05$, there is a significant relationship between these two states, and therefore the hypothesis of H0 (no significant relationship) is rejected. According to the table, 74.2% of the 0-20 age group answered "For Official Documents". When we look at other age groups, it is seen that each age group answers the question of what you go to the mukhtars for the most official document requests and this answer constitutes the highest rate in each age group. According to the answers of the participants in Table 16, based on the conclusion that all the works of the mukhtars can be done through the e-government application, the citizen who usually goes to the mukhtar for official document request can also meet his needs from e-applications. In this case, it is concluded that there is not much need for mukhtars.

Table 23. Do You Know Where The Neighborhood Mukhtar Is? * I Think The Mukhtars In The City Centers Should Be Abolished Crosstabulation

Do you know where the mukhtars is?		I Think The Mukhtars In The City Centers Should Be Abolished					
		Strongly disagree	Disagree	Partly Agree/ Partly Disagree	Agree	Strongly Agree	Total
Yes	Frequency	14	56	66	71	99	306
	%	4.6	18.3	21.6	23.2	32.4	100.0
No	Frequency	1	10	18	23	52	104
	%	1.0	9.6	17.3	22.1	50.0*	100.0

In table 23, a cross-table is made between do you know where the neighborhood mukhtar is and the situation of thinking that the mukhtars in the city center should be abolished. Since our Pearson Chi-Square value (Sig.: 0.008), $p=0.008 < 0.05$, it was determined that there was a significant relationship between these two conditions. 50.0% of the participants who answered "No" to the question "Do you know where the neighborhood mukhtar is" answered "Strongly Agree" to the situation that the mukhtars in the city center should be abolished. In general, it is foreseen by the cross-table that a result has been

reached in the direction of abolishing the mukhtars whose whereabouts are not even known in the city centers.

Table 24. I Think I Can Get Answers to All My Questions from the Mukhtars When Necessary* I Think the Salaries Paid to the Mukhtars Are Unnecessary Crosstabulation

I Think I Can Get Answers to All My Questions from the Mukhtars When Necessary		I Think the Salaries Paid to the Mukhtars Are Unnecessary					
		Strongly disagree	Disagree	Partly Agree/ Partly Disagree	Agree	Strongly Agree	Total
Strongly disagree	Frequency	0	4	9	13	40	66
	%	0.0	6.1	13.6	19.7	60.6	100.0
Disagree	Frequency	1	16	27	48	52	144
	%	0.7	11.1	18.8	33.3	36.1	100.0
Partly agree/partly disagree	Frequency	6	37	49	17	20	129
	%	4.7	28.7	38.0	13.2	15.5	100.0
Agree	Frequency	11	24	16	6	14	71
	%	15.5	33.8	22.5	8.5	19.7	100.0

In table 24, a cross-table is made between thinking that I can get answers to all my questions from the mukhtars when necessary and thinking that the salaries paid to the mukhtars are unnecessary. Since the Pearson Chi-Square value (Sig.: 0.000), $p=0.000 < 0.05$, a significant relationship was predicted between these two conditions. According to the results of the analysis made between these two cases consisting of Likert-scale questions, 60.6% of those who answered "Strongly disagree" in order to get answers to all their questions from the mukhtars also answered "Strongly Agree" about the unnecessaryness of the salaries paid to the mukhtars. In other words, it was concluded that the salaries paid to the mukhtars who could not meet the needs of the citizens and could not answer the questions or problems were an unnecessary waste of resources and this situation was confirmed by analysis.

9. CORRELATION ANALYSIS BETWEEN SELECTED VARIABLES

In this section, correlation analysis was performed between the variables. Before this analysis, Kolmogrov-Smirnov and Shapiro-Wilk normality tests were applied. As a result of the normality test, the use of non-parametric tests was approved.

Table 25. Correlation Analysis of Education Level- Frequency of Going to Mukhtar

			What is your education level?	How often do you go to the Mukhtar every year?
Spearman's rho	What is your education level ?	Correlation Coefficients	1,000	-,118**
		Significance (Level 2)	.	,008
	N		410	410
	How often do you go to the Mukhtar every year?	Correlation Coefficients	-,118**	1,000
Significance (Level 2)			,008	.
N		410	410	

**Correlation is significant at the 0.01 significance level.

As can be seen from the correlation test results in table 25, there is a statistically significant relationship between the education level of the people surveyed and the frequency of going to neighborhood mukhtars at the level of 1% significance (P.: 0.000). When the correlation coefficient is examined, it is seen that there is a negative relationship between these two variables. According to the findings obtained, as the education level of the people participating in the survey increases, the frequency of going to the neighborhood headman decreases.

Table 26. That Mukhtars in City Centers Should Be Abolished * Correlation Analysis in which All the Works of Mukhtars Are Done from E-Government Application

			Mukhtars in City Centers Should Be Abolished	All the Works of Mukhtars Are Done from E-Government Application
Spearman's rho	Mukhtars in City Centers Should Be Abolished	Correlation Coefficients	1,000	,540**
		Significance (Level 2)	.	,000
	N		410	410
			,540**	1,000
Significance (Level 2)			,000	.
N		410	410	

All the Works of Mukhtars Are Done from E-Government Application	Correlation Coefficients Significance (Level 2) N	
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**Correlation is significant at the 0.01 significance level.

As can be seen from the correlation test results in table 26, there is a statistically significant relationship at the level of 1% significance between the fact that the survey participants think that the mukhtars in the city centers should be abolished and that all the works of the mukhtars are also done from the e-government application (P.: 0.000). When the correlation coefficient is examined, it is seen that there is a positive relationship between these two variables. According to the findings obtained, as the number of those who think that the mukhtars should be abolished in the city centers has increased, the number of those who think that all the works of the muhtars are done through the e-government application has increased.

10. CONCLUSION

Although there is a deep-rooted history of the neighborhood and mukhtar system in our country, many changes have been foreseen in the system over time. The continuous renewal of the developing communication network, the fact that many transactions can be carried out by the public through the e-internet system and mobile networks, and the fact that the current era requires being ready for change and transformation at any time make it necessary to change in the neighborhood mukhtars as well as in many areas. Especially with e-government applications, the fact that all kinds of documents desired can be obtained from the system has caused the reason for the existence of many institutions to be questioned in terms of public economy. The mukhtar institution, which is described as the closest unit to the people and as the voice of the people between the local government and the province, has lost many of its old functions in the city centers in the face of the mentioned innovations. It is a result of our work that there is a need for a small number of mukhtar units in rural areas compared to the past.

In the study carried out with the survey technique carried out within the scope of 410 samples, it was revealed that all other mukhtar units except rural areas did not know their duties and responsibilities exactly, and even if it was little known where the mukhtar institution was located in the city centers, the mukhtars went to the mukhtars 1 or 2 times a year for processing. It is the case that the residents of the neighborhood in the city center do not know their neighborhood mukhtar (table 11).

Again, it has emerged that the neighborhood mukhtars are generally closed during working hours and that a citizen cannot find the mukhtars in place if he needs them (table 13). It has been concluded that there is no need for neighborhood mukhtars in city centers and that all works can be done through the e-government system in the age of digitalization (table 16). According to the results of table 17, 51.2% of the 410 participants (more than half of the respondents) stated that they see the salaries paid to neighborhood mukhtars as an unnecessary waste of public resources, while 59.7% (table 19) stated that the mukhtars in the city center should be abolished. It is seen that the results of these two situations support each other. It can be stated that the mukhtar institutions (table 14-15) in the city centers, which have lost more effectiveness than rural areas compared to the past and are thought to be unable to keep up with the digital age, cannot have an effective management policy. In particular, it was concluded that the public expenditure to the mukhtars in the city center was considered unnecessary and that the public resources spent should be evaluated in more efficient areas. In the correlation analysis, it was found that in parallel with the increase in the level of education, the frequency of going to the mukhtars in the city center decreased at the same level. In the same way, as the number of those who think that all the works of the mukhtars are done from the e-government application increases, it has been determined that the number of those who think that there is no need for the mukhtars in the city center has also increased.

Even if the central government and the local government think that they can easily reach and connect with the people through the mukhtars, it is seen that the mukhtars have turned into an institution away from the citizens. It is considered that the mukhtar institution is not effective in the easy access of citizens and in solving problems. As a result, although mukhtars are still seen as a necessary institution that continues its activities in rural areas, it is thought that the position and roles of the mukhtar institution in city centers will become even more passive with technological transformation and e-government applications in the coming years. Accordingly, the idea that the mukhtars within the boundaries of the metropolitan and municipal municipalities could be removed in terms of the effectiveness of the public economy was opened to discussion with the analyzes made.

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