
The Effect of Globalization and Localization Process on Local Governments in Turkey*

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ABSTRACT

Globalization process that affects all the countries of the world in the twenty-first century has fundamentally affected all cultural, social, administrative and economic systems. Public administration, which has difficulties in responding to the demands of the society and the individual, is also involved in the process of change. Under the influence of globalization process, reforms that have spread all over the world under the name of “new public administration” have caused significant changes in public administration and local governments. This process, which led to the changes in the concept of classical state as well as in public administration, brought together the two different phenomena such as globalization and locality. The nation-state, which is the decision maker in economic arena, has delegated some powers to local governments, which are the main foundations in terms of economy. This situation forced local governments to undergo structural and functional changes on the axis of globalization-localization. It should be noted that strengthening localization, promoting local values and empowering local governments would be of great help in dealing with the inequality that emerges with globalization of liberal policies.

This study will focus on changes and transformations that local governments are exposed to during the globalization and localization process, after defining the concept of globalization in general. Historical and descriptive research methods have

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been used together in this research. The literature was reviewed in native and foreign languages, then, the collected data and findings were processed with qualitative research techniques. A conceptual and theoretical framework was first established for the research. The works obtained during the research period were examined through an understanding of critical resource scanning and findings have been classified and associated according to their qualifications.

Keywords: *Globalization, Localization, Decentralization, Local Governments, Turkey*

ÖZET

Küreselleşme ve Yerelleşme Sürecinin Türkiyede'ki Yerel Yönetimlere Etkisi

İçinde bulunduğumuz 21. yüzyılda tüm dünya ülkelerini etkisi altına alan küreselleşme süreci, kültürel, toplumsal, sosyal, idari ve ekonomik sistemleri kökten etkilemiştir. Toplumun ve bireyin taleplerine yanıt vermekte zorlanan kamu yönetimi de değişim süreci içerisinde girmiştir. Küreselleşme sürecinin etkisiyle "yeni kamu yönetimi" adı altında bütün dünyaya yayılan reformlar kamu yönetimi ve yerel yönetimlerde önemli değişimlere neden olmuştur. Klasik devlet anlayışının yanında kamu yönetimi anlayışının da değişmesine yol açan bu süreç küreselleşme ve yerellik gibi iki farklı olguyu yan yana getirmiştir. Ekonomik konuda karar verici olan ulus devlet bir takım yetkilerini ekonomik açıdan ana birim olan yerel yönetimlere devretmiştir. Bu durum küreselleşme-yerelleşme ekseninde yerel yönetimlerin yapısal ve işlevsel değişikliklere gitmesini zorunlu kılmıştır. Yerelleşmenin güçlendirilmesi, yerel değerlerin öne çıkarılması ve yerel yönetimlerin güçlendirilmesi, liberal politikaların küreselleşmeyle birlikte ortaya çıkardığı eşitsizlik durumunu gidermede yararlı olacağını belirtmek gerekir.

Bu çalışmada genel olarak küreselleşme kavramı ele alındıktan sonra küreselleşme ve yerellik ilişkisi çerçevesinde yerel yönetimlerin bu süreç içerisinde maruz kaldığı değişim ve dönüşüm aktarılmaya çalışılacaktır. Bu çalışmada tarihsel ve betimsel araştırma yöntemleri birlikte kullanılmıştır. Yerli ve yabancı dilde literatür taraması yapılarak, bilgi toplanmış, elde edilen bulgular ağırlıklı olarak niteliksel araştırma teknikleriyle işlenmiştir. Araştırma için önce kavramsal ve kuramsal bir çerçeve oluşturulmuştur. Araştırma döneminde ulaşılan eserler eleştirel kaynak taraması anlayışı ile gözden geçirilmiş, elde edilen bulgular niteliklerine göre sınıflandırılarak il-

işkilendirilmiştir.

Anahtar Kelimeler: *Küreselleşme, Yerelleşme, Yerindenlik, Yerel Yönetim, Türkiye*

INTRODUCTION

Globalization is a concept that affects the world in a multi-layered and wide spectrum, and thus has been discussed frequently over the last a few years. Globalization, now encompassing many disciplines, from economics to political science, has made a rapid introduction to the curriculum of universities. With the globalization as the fuel of the rethinking period new debates and new concepts have emerged and globalization has begun to be one of the most important topics of research on social sciences. In addition, globalization is also experienced at the level of local administrations showing its impact in economic, political, social and cultural fields. After 1980s, with the impact of the intensified globalization important changes in the management approach came along. In the shrinking of the state and the restructuring of the public administration, local administrations are increasingly becoming prominent figures by the community as efficient and quality public services are offered as to their expectations and need.

With the impact of globalization, local government units in different parts of the world can interact with each other thanks to improvements in transportation and communication technologies, and adopt these new structuring to their own bodies. Local units are thus able to determine their own economic position in economic terms. Local governments interact with each other through the global network they create, and this interaction process leads to significant transformations in their structural and functional position.

Along with globalization, the localization process that has been developing at the same time has brought about the localization policies all over the world, and as a result of these policies backed by global actors, the delegation of authority from central government to local governments led to significant transformations in the structure and functions of local administrations. Changes occurred in the organization structure, econom-

ic and social functions, service delivery methods, participatory mechanisms, financial structure, supervision and autonomy, responsibility and accountability of local governments.

The effects of globalization on the structures and functions of local governments bring about new structures in local governments. It is seen that in many countries of the world, similar practices at global level as local government reforms are reflected in local governments in Turkey and significant structural and functional changes are realized together with legal regulations. The relevant structural changes in this direction started with the 1998 Local Government Reform Draft, but since 2004 they have been implemented in different local government regimes. Law of Metropolitan Municipality number 5216 issued in 2004; The Municipal Law no. 5393 is the most important of these legislation.

In this study, after the conceptual framework was established, firstly the structural and functional transformation of the local governments has been tried to be investigated in view of the dynamics of globalization and localization which interacted with each other.

1. GLOBALIZATION

Globalization is a difficult term to describe, which can vary from everyone's point of view. For this reason different definitions of globalization can be made for each discipline today (Gürün, 2001, p.44). This does not necessarily result in the concept being "used in different meanings for different purposes" (Keyman, 2000, p.18). Globalization, a multi-sided, multi-purpose and very conclusive concept; political, economic, social and cultural sense of integration and a multifaceted process of movement.

When we look at domestic and foreign literature, it is possible to come across different definitions of the concept of globalization. McGrew (McGrew, 2010, p.16) defines globalization as simply the expansion, deepening and acceleration of reciprocal links on a global scale. Archer has described globalization as a "world-wide process" (Archer, 1991, p. 133). According to Robertson (Robertson, 1992, p.2), globalization, defined as the emergence of a consciousness on a global basis, is characterized by distant settlements relative to Giddens (Giddens, 2014, p.68), lo-

cal formations being formed by events beyond the millennium, is defined as the concentration of social relations around the world linking the ways in which the inversion is the way in question.

Globalization, according to Harvey “The world’s shrinking congestion is the result of improvements in communication and information technology, making communication and transportation easier, faster and cheaper, and thus increasing interdependence” (Harvey, 2006, p. 88). This situation, which David Harvey also defines as “time-space squeeze”, suggests that the world shrinks as a “single space”, that is, Mc. In the words of Lohan, it accelerated the transformation of the world into a “global one” (Çelik, 2012, p.59). This has led our lives to be shaped by decisions and events that are taking place far from us, and to the emergence of complex interconnected networks (Heywood, 2014, p.35).

In our country, it is a symbolic representation of all trends and phenomena in the context of enlargement, deepening and acceleration that occur in mutual relations and interactions among the nations, nations, societies and local groups in the world “by the State Planning Organization. Globalization is expressed as “the fact that these three levels of events interact with each other, as the ‘local’ and ‘national’ are wholly subject to what is ‘global’. (Devlet Planlama Teşkilatı, 2000, p.1).

Globalization leads to serious changes in the definition of nation state. This, however, also leads to changes in public administration and local administrations. Research has been conducted in order to reorganize many developed and developing centers and local governments under the influence of the developments in the opinion of public administration. It is known that in the reform works, one of the main elements is the development of the developments that are taking place together with globalization, together with the existence of the influence of each country’s own political, economic, social and administrative structure.

2. GLOBALIZATION AND LOCALIZATION RELATION

One of the most debated issues in the “Information Age” is “globalization” and “localization”. Today, while the world is shaken by globalization tendencies, localization trends are strengthening at the same time, and

the importance of localization in the globalization process is increasing steadily. Globalization and localization of a synchronous manner with the effect of advanced thinking in the process of strengthening local identities and cultures and that new demand at the local level then it is seen that on the agenda. We can say that these requests first found their counterpart in the local administration units. (Özer, 2006, p.40).

In the new world order where the processes of globalization are intense, nation states have begun to lose their meaning and function of modern times. It is shown that the validity of existing regulations for the world economy, including nation states, is also limited, while the nation state that provided the continuation of development in the previous period is no longer deciding on some economic issues. For this reason, when the constitutionality of the nation state is questioned, local units, cities and regions become important as the main unit in economic terms (Eraydın, 2001). Localization in response to regionalization emerges in this direction. "Localization is a brewing tool that allows nations to keep their own cultures viable, while threatening the nation-state mentality, leading to ethnic micro-nationalist movements.

While the localization in the classical sense is defined as the process of "transferring authority from top to bottom within the state" in accordance with the understanding of the French administrative system, localization in today's globalization period has come to have a definition that includes the meanings of "transfer of power from the center to the provincial organization", "transfer of authority from the provincial organization to the local administrations", "devolve to a lower level at every level of the competence" and "the authorities of the public and private sector take over". Localization is now seen as a phenomenon that maintains its effectiveness in international and national circles. Participation, pluralism, autonomy and decentralization stigmatize the state understanding of the new century, and the collective expression of these concepts, 'localization', is a concept that has been researched and accepted almost all over the world. Along with globalization, the rights and authorities of the nation-state are not only those of supranational organizations, but also those of non-central government. While some of the functions of the nation-state were

transferred to supranational institutions, some were transferred to local governments (Akbulut and Gökuş, 2017, p.80).

If localization is indeed very important for strengthening local democracy, local authorities need to be liberated from local governments for local autonomy. Besides, it is wrong that localization is considered completely independent and on its own. Coordination and cooperation between central government and local government should be carried out together. Globalization and localization should be considered as a whole (Bauman, 1996, p.656). What is important here is to bridge the gap between local values and universal trends. "Think about the world and act locally" makes this clear.

It is important to perceive the relationship between globalization and localization correctly and to establish a healthy balance among them. Otherwise, efforts to assess the opportunities for globalization and localization for growth and development can lead to chaos (Okur and Çakici, 2007, p.1).

Another dimension of the localization is that it is perceived as an appropriate means to revive and develop small settlements to bring rural life into a more productive state, without distracting large metropolitan centers. For many, local delights, loyalties and sense of locality are still very attractive and valuable concepts. Environmental awareness is also a factor not only in the direction of globalization but also in the direction of localization. People can easily come together and combine to preserve the quality and standards of the water they drink, the air they breathe, the neighborhoods they live in, towns, cities and regions. Thinking globally and acting locally has become a savvy reminder of this positive aspect of the locality and the obligatory relationship between globalization in particular (Ökmen, 2005, p. 522). On the other hand, this maxim can come from the top of the simultaneous globalization and localization paradox.

With the acceleration of localization and regionalization in European countries, the European Union has expanded its efforts to achieve localization and regionalization in order to realize the united Europe of the future. These studies; Adopting the localism principle of 4/3 of the European Local Autonomy Charter adopted in 1985, highlighting the increasing participation of local and regional governments in the local single and

regional development in 1987 and the development of their activities, in 1988 the European Commission, local and regional political actors the establishment of the Local and Regional Solidarity Council, the Maastricht Treaty signed in 1992 and the establishment of the Regional Committee in 1993, and the European Parliament's Local Governments Conference in 1994 and 1996 can be seen as the main steps taken in this direction (Akbulut and Gökuş, 2017, p. 84).

These localization tendencies in Europe have made necessary structural and functional changes also in Turkey. Relevant structural arrangements in this direction began with the 1998 Local Government Reform Draft, but since 2004, they have been implemented in the form of different local government regulations. Law of Metropolitan Municipality numbered 5216 issued in 2004; The Municipal Law no. 5393 is the most important of these legislation.

2.1. Subsidiarity and Local Governments

The concept of subsidiarity expressed by the words "locality", "localism in service", "secondary situation", "assistant", aims to ensure that decisions are taken and services are provided to people by local bodies as closely as possible to the citizen. The principle of subsidiarity is one of the most important principles of EU legal order today (Gül and Özgür, 2004, p.167).

The principle of locality in service places the individual at the focal point of society. This concept is based on the essence of "a service to be provided by the closest unit ". The basic idea behind the principle is that individuals or subordinate administrative units' power that they can employ with their own initiatives and facilities are not taken as a rule and given to upper groups or higher administrative units. The principle of locality embodies both the strengthening of local governments and the protection of human rights and freedoms by locating the individual at the center (Yıldırım, 2014, p.130). According to this principle, the administration closest to the public need is the closest administration to the public. Therefore, it is the duty of local governments to meet the services in the first place.

Regional/provincial governments, also known as local governments, can

be defined as units working with central government to provide some of the services. Local government refers to a system in which the local people of that region are governed by service organs that they have identified. Local governments are developed units that correspond to the development of the history of the society in order to reach certain targets and to respond to certain needs (Keleş, 2006, p.23). The most obvious reason for the arrival of local governments is the change of local conditions, the proximity to locality, the desire of people to participate in the administrations and that they provide better service to the citizen. From the window of the democracy it is possible for the people to be able to participate in the administrations and to control the administrations thanks to this feature of the local governments” (Sezer, 2008 p.60).

Decentralization is one of the most important sources of strengthening of local governments. Decentralization has reduced the service burden of central administrations and local administrations have strengthened accordingly (Eryılmaz, 1995 p.89). With the strengthening of local governments behind the globalization, the existence of privatization and supra-national capital has been on the agenda. It is said that local governments have been strengthened as an instrument for the supra-national capital to take part in local infrastructure which has a high profit rate. (Güler, 2005 p.203). Therefore, the role of global governance in local governments today is based on the fact that the local area competes effectively in the global economy (Purcell, 2002: 101).

2.2. The Impact of Globalization on Local Governments

With globalization being handled with liberalization; International financial institutions such as the IMF and the World Bank have touched upon the conditions of financing provided by developing countries to adapt to this process, and have made suggestions and recommendations in this regard. That postponement of commercial debts, reduction of debt reduction / debt burden and provision of financial resources for restructuring have been provided on condition of outward policies, commercial and financial liberalization had been the practice of international financial institutions, which became a factor that spread and accelerated the globalization process after the 1980s (Gürün, 2001, p.45).

Globalization increases the multifaceted formation in the international political system. It is one of the most decisive elements that the dominance of nation state can determine and direct economic policies within its borders. But along with the globalization process, the decline in the power of these states has been observed. In the framework of these developments, while the civil society and voluntary organizations are being strengthened and become the main subject of localization efforts, it is observed that the dynamics of local democracy and the local governments fill the gap arising from the decline of the nation state. In many countries of the world and in Turkey similar proposals are put forward that emphasize local governments and small local and voluntary organizations are gaining importance, in essence democratizing local social relations and highlighting global values. In a world where the nation-state has lost power and global relations have become a priority, these organizations also make it possible to move from classical management to governance. This situation requires new interactive relations between the state and the society. New trials emphasizing co-regulation, co-operation, co-production, co-management and public-private partnership at national, regional and local levels have become necessary. In this context, governance is defined as activities aimed at guiding, leading, supervising or managing communities, political and administrative actors (Ökmen, 2005, p.553).

Today, with the globalization process, all the plans are made to build a quality life, and the functions of the cities also change. Along with changing conditions, local governments are inadequate to meet human needs and expectations and cause turmoil in social life. Changes in the nature and function of cities, which are important parameters of the dynamics of globalization and localization in the process of continuous change and development, can be explained by the fact that city administrations are a democratic management unit and an efficient service delivery unit. From the principles of democratization, effective and efficient service delivery to modern management techniques, alternative service delivery methods to social responsibility and moral understanding, most of the inhabitants who have determined the appearance of local administrations in two thousand years are showing their weight. This weight is directly related to the democratization tendencies as well as to the cities forming the spatial dimension of effective service delivery, especially in the context of lo-

cal government-urban and urbanization relations. In this sense, local administrations and cities are emerging as the most affected and changing area, especially in relation to globalization, in the process of living, and in this sense they contribute to this process with democratization tendencies and efficient and efficient service delivery centering. The developments towards the decentralized information society from the centralist industrial society directly and effectively affect the city governments and urban structures (Ökmen, 2005, p.552). For this reason, some responsibilities of central administrations are transferred to local governments. In service delivery, the significance of public proximity is explained. Local governments, in order to rank the presentation of services and the reasons for the increasing localization to rank as follows; we can say that the changes and diversification of citizens' service expectations, including the increase in the status, duties, roles, authorities and responsibilities of local governments. On the other hand, as a result of the downsizing and the activation of the public administration, the local administrations have to be brought into the foreground and the local administrations have to be changed and transformed.

Developed countries have recently increased their tendency to cooperate with local services, local government units, private sector organizations and voluntary organizations. Along with the changing and evolving social conditions, it has led to differentiation of understandings since the past in citizen-state communication. Citizens who want to have an idea in the planning, delivery, and implementation of services are no longer seen as a blessing by their government (Sezer, 2008, p.136).

3. TRANSFORMATION OF LOCAL GOVERNMENTS IN TURKEY IN THE GLOBALIZATION PROCESS

The traditional role of local governments in the public administration system has begun to change with the impact of globalization. With the neo-liberal policies and the downsizing of the state, some of the duties and obligations of the central government have been transferred to local governments as a result of the acceleration of privatization practices. The key to fulfilling public services is the need for reforms in local governments in Turkey as well as in the rest of the world as increasing local

governments are able to meet these expectations with a quality, effective, participatory and productive understanding of these services. Until recent reforms were carried out, they were mostly positioned as “extensions” or “provincial organizations” of central government. From the past, all segments of society have accepted the need to reform local governments and the relations of central and local governments with a holistic understanding and in accordance with the requirements of modern public administration systems. It has always been emphasized that the local governments need to reform the global structure in order to make the necessary adjustments to the new structure and reach the required management capacity in the EU process (Köseçik and Özgür, 2005, p.9).

After the 1990s, localization reforms constituted a significant part of the reform that the World Bank needed to undergo a comprehensive reform of public administration. Along with the period of localization, many public services have been given to the responsibility of the local administrations, which is aimed at narrowing the duties and responsibilities of the central administrations. We can list the demands put forth by foreign actors for reforming cities in Turkey and fulfilling them as follows (Sezer, 2008, p.339):

- The growth of municipal scale
- To be able to work together by establishing small municipalities union in infrastructure services,
- The municipalities have administrative and financial autonomy with the authority to set tax rates and taxation, and the municipalities have full power over their income,
- Making some services paid
- Being able to borrow freely,
- It is a requirement that local governments are free at the stage of establishing relations with private companies and with foreign international local government units.

It is difficult to think about the reforms that will be done in the systems of local administrations different from the public administration. Because local administrations are part of the public administration system. From

here, until the mid-90s, the public administration system in Turkey was insensitive to the changes that occurred in the world and closed its doors. In spite of these changes in the international arena and the growing demand for societies, it has been an attempt to preserve its traditional structure (Saran, 2004, p.212).

One of the most discussed issues in Turkey has been the reforms that have been seen in the field of local government since 1980. The most important of these initiatives are the Public Administration Research Project Local Governments Research Group Report, the 1998 Local Administrations Reform Draft, the 2004 Public Administration Fundamental Law Draft, and the local government laws issued in 2004 and 2005 have a critical role for this change and transformation process.

3.1. Public Administration Research Project (KAYA) Local Governments Research Group Report

The KAYA Project, carried out by TODAİE, is a research project aimed at identifying the implementation and the emerging problems of the studies carried out up to the daylight in order to improve the management approach in Turkey and to reveal the necessary changes in the administrations. The Local Governments Research Group Report identifies the problems of local administrations (Yalçındag, 1993, p.57):

- Weakness of local government units,
- Inadequate financial resources,
- Inability to achieve democratization in real sense,
- Problems with efficient service production.

There are principles and proposals in the KAYA Project that will enable local governments to make decisions about the reforms by removing them from the central administration and enlightening the legislators, the executive organs, the heads of local governments and their members to work out the measures to make the local government reform passable. Local governments have emphasized the need for “strong”, autonomous and democratic qualities”. According to this situation, the report aims to strengthen local governments and has serious recommendations for

their transformation. These recommendations have been found in local government legislation.

3.2. 1998 Local Administration Reform Desing

The 1998 Local Government Reform Initiative contained significant changes in terms of the transformation action intended in local governments. The decline of centralist thinking has aimed to ensure that duties and resources are shared between central and local authorities in accordance with the nature of the services and that rational resource utilization and public participation are consequently achieved. It is said that it is a necessity to change this structure which does not allow efficient resources which can not produce efficient, cheap and easily accessible services and which does not comply with the world realities and which does not allow democratic participation, by drawing attention to the problems arising from centralist structure (Sezer, 2008, p.343).

In 2001, the 1998 Local Government Draft was revised. At the same time, we can say that the projects presented to the public have an important place in the background of restructuring efforts in post-2003 administration, which is closely related to EU harmonization process and global-regional developments (Ökmen, 2008, p.63). On the general justification of the bill, it was said that “all the duties not assigned to the central administration are envisaged to be carried out by the local governments”.

According to the 1998 proposal, local governments would be able to provide any services that are not prohibited by law and that have not been given to a specific unit. The functions expected from the central administrations in the realization of the services transferred to the local administrations are not the direct undertakings of the services; but, the planning, coordination, supervising and guiding them. In this respect, the bill is regarded as a move towards decentralization in the state structure. It is also a rumor that one of the goals of the 1998 draft was to create a local state.

We can say that the local governments have facilitated the provision of services according to market mechanisms, that there is no distinction

between domestic and foreign companies, and that the services are opened to all companies in the course of their operation. The land which is private property of the Treasury and which is not allocated to public institutions is transferred to special provincial administrations and municipalities. (Güler, 1998, p.16-17).

3.3. Law No 5393 Municipality

The municipalities in Turkey are the most active local governments. Municipalities have important elements in the realization of local public services. Today, many responsibilities of the central government are loaded to the municipalities and the municipal law no. 5393 allows the municipalities to come forward by becoming active. Law No. 5393 was issued in 2005. With 5393, municipalities are managed in Turkey. The law of 5216 issued in 2004 governs the metropolitan municipalities. The Municipal Law No. 5393 states that the European Charter of Local Autonomy is prepared by the new realities of public administration, the experiences of developed countries and the problems that arise in practice with the realities of Turkey and the influence of 150 years of municipal experience (Parlak, 2005, p.175-200) . In our country, we can say that municipalities are the local government units that local people know and recognize most. In the course of history, their numbers have also increased.

It is also reflected in the concept of local governments and municipalities in the changes in management thought in the world. In other words, the new Municipal Law is defined as a municipal concept based on open, transparent, participatory, democratic and governance (Öner, 2000, p.54).

Significant increases have occurred in recent times in the duties and responsibilities of the municipalities. When the idea of social welfare state strengthened, the state started to make some services that were seen in the municipalities. In the course of time, globalization and communication and transportation technologies have been on the rise in terms of municipal duties and obligations, with increases in urban population, increases in requests for local services, diversification of service expectations, improvement in governance thinking and increased participation at local level.

When the municipalities are examined seriously, the municipalities have been authorized and empowered in the fields of health, culture, economy, social aids, education and trade rather than a structure solely confined to infrastructure services and responsibilities. (Eryilmaz, 2004, p.152).

Globalization and localization, changes in the European Union, the economy, cultural, social and communication areas, and functional differentiation in public administration have been major influence of changes in the responsibilities of the municipalities

In the municipal services specified by the law, the European Union's subsidiarity principle has proven that the services are provided in the closest places and with the most appropriate methods.

It is also a reality that the negativity caused by globalization has led to an increase in social policies. It is not possible to expect central administrations, which are in the framework of globalization and become weaker in the future, to implement the necessary social policies in an effective way. In other words, local governments are said to have effective functions in implementing social state thought. It may be expected that closer local people will be more functional in resolving problems related to the city of local governments closer to the people (Yüksel, 2007, p.295).

According to the Public Financial Management and Control Law No. 5018, the inspection of the municipalities is carried out through internal and external auditing as in the special provincial administrations. This audit is applied as coverage, performance and financial audit in terms of legal affairs.

Municipalities are controlled by the Ministry of the Interior in other administrative procedures other than financial transactions, in compliance with the law and the integrity of the grant. This process is followed exactly in the control of the municipal subsidiaries and businesses. It is also an important transformation in terms of a transparent and open municipal government that assessments of the audit are publicized and the municipal council is informed.

New initiatives have emerged in the municipal law due to the existence of principles for the institutionalization of democratic local governments that are open, transparent, inclusive, attaching importance to the inter-

national texts in which Turkey is involved and to solve the problems for effective and efficient service delivery in local administrations. In this context, the following provisions were introduced by Law 5393 (Oner, 2000, p.39):

It emphasized the right of people to examine the activities of the municipality and to obtain information about the activities (md:13).

- In cases where the assembly of the municipality, which is considered to be among the organs of the municipality, is obliged to convene outside the ordinary meeting place; to announce the place and time of the meeting to the people of the district; the openness of the parliamentary meetings (art: 20); publicising the agenda of meeting to the public by means of various methods (art: 21/1).
- The publicity of the reports submitted by the specialization commission established by the Assembly emphasized it was arranged that these reports could be presented to the public in various ways, and that those of citizen who wanted can receive it at a fixed rate not exceeding the costs defined by the parliament (Art 24/7). The aim of the special commissions established by the parliament is to discuss the decisions to be taken, to mature the decisions at the commissions and to make use of the opinions of various non-governmental organizations. No public participation has been foreseen in these specialized commissions.
- It has been foreseen that finalized municipal council decisions (Article: 23) and reports of the parliamentary special commission to be issued to the public and to be given to the citizens requesting it (Article: 24). The municipalities with significant increases in their duties and responsibilities as specified in the law and in the provision of services in the municipalities in recent years have had serious problems due to the fact that their incomes do not increase in the same way as the increase in authority and responsibilities in the financial resources of municipalities.

When you look at the expenses of the municipalities, the staff expenses

come first. Public works services, are cost especially in the municipalities and district municipalities. Other important expenditure items are cleaning and environmental services. In addition, the share of expropriation, acquisition of immovable properties, share of participation in institutions, provision of capital, economic-social-social transfers and debt payments within budget expenditures tend to increase gradually (Falay, 1997, p.4).

The municipal budget is an important function in the financial structuring of the municipalities. In this context, the municipalities shall demonstrate in their budget the amount of the activities they will undertake and the amount of appropriation they will need in the realization of these activities. The municipal budget is prepared by the mayor in accordance with the strategic plan and performance program prepared by the municipality.

3.4. Law No. 5216 of the Metropolitan Municipality

In Turkey, since 1984, a two-stage metropolitan municipal system has been introduced in large residential units that have multiple municipalities besides the classical municipal administration. The law of Metropolitan Municipality, which is counted as 5216, also took effect on 10.07.2004. The main objective of this regulation for the metropolises is to introduce a new system in terms of organizing the settlement units that are rapidly changing with urbanization and industrialization and the problems are increasing rapidly. With such a system to be brought together, the local characteristics of the provinces and districts will be preserved, while the participation of the citizens in the administrations is ensured, and the coordination among the various service units themselves, which can be related to each other in the metropolitan area, is completed. (Eryilmaz, 2004, p.160-161).

The powers and duties of the metropolitan municipalities have been subject to serious increases with the new Metropolitan Municipality Law No. 5216. In this respect, income distribution should also be realized in this regard. The sources of income provided to the municipalities are benefited from the district municipalities in terms of the Law no. 2464. High-ranking municipalities also receive certain shares from sources and benefit from other resources provided directly by the state to the Greater

Municipalities. It is also of utmost importance that the distribution of resources is carried out in a fair manner (Keleş, 2006, p.318).

CONCLUSION

The world that is experiencing globalization intensely is also in need of localization. Participation, pluralism, autonomy and decentralization stigmatize the state understanding of the new century, and the collective expression of these concepts, 'localization', emerges as a concept that has been researched and accepted almost all over the world. It is aimed to create a more democratic and participatory government to overcome the negativities of globalization with localization

Along with globalization, many changes and transformations have taken place, and in central and local governments, this change has taken place. In this process, we can summarize the factors that cause change in local administrations as follows; developments such as changes in public services and changes in public services in the framework of restructuring public administrations and changes in the structural and functional areas of cities as well as the rapid increase of the population together with improvements in information and communication technologies are the factors that cause changes in local administrations.

In our country, especially neoliberal urban politics became widespread in the 2000s and local government legislation enabling these developments was established. Despite the frequent emphasis on the reform of the local government in our country, it has been seen that the pre-emptive efforts to the local government laws in 2004 and 2005 have never been able to reach the deadline. The KAYA Project was prepared in 1992. In the 7th and 8th Five Year Development Plans, the 1998 Local Government Reform Initiative was on agenda for restructuring local governments, global developments and responding to change. Domestic reasons such as the inadequacy of democratization in local governments, internal reasons such as lack of effective, efficient and high quality services, the effects of organizations in the global zone on the line of localization politics and the local governance factor in the world have become serious in order to make structural, institutional and functional changes.

Municipalities are the highest functioning local government unit in our country. The municipalities have serious functions during the economic, social and cultural development period. The Municipal Law No. 5393 has been drafted in order to make the municipalities more active local government unit. The Municipal Law No. 5393, prepared by taking into account global developments, the EU impact and the new understanding of the public administration, and the municipalities have undergone some changes in structural and functional areas.

There have been significant changes in the legal dimension in terms of the transformation of local governments (special provincial administrations and municipalities) in Turkey with local governance laws. With this legal process, the outcome of the implementation of the reforms will only be observed after a certain period of time. Administrative and organizational structural changes of legal regulations in provincial special administrations and municipalities, reflections of changes in financial structure, results of innovations in participatory practices, level of development of institutional capacities in benefiting from contemporary management techniques, level of transformation achieved by local administrations' quality, active and efficient presentation will show us that transformations will not remain only in legal terms but also be reflected in practice.

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