



# Kesit Akademi Dergisi

The Journal of Kesit Academy

ISSN: 2149 - 9225

Yıl: 5, Sayı: 21, Aralık 2019, s. 1-11

Araştırma Makalesi

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## **TRANSFORMATION OF METROPOLITAN MUNICIPALITIES IN TURKEY AND LAW NO. 6360**

### **Abstract**

The Law on the Amendment of the Law on the Establishment of Metropolitan Municipality in 26 Provinces and 26 Districts and Some Laws and Decree Laws, which changed the Turkish management system on the basis of local administrations, was approved in the Turkish Grand National Assembly on 12 December 2012 and entered into force after the local elections dated 30.03.2014. This new law, which made a fundamental change in the Municipal Law No. 5216, has been a fundamental change that transformed the municipal administrations, special provincial administrations and village administrations. With this law, the villages in the provinces where metropolitan municipalities are located have been transformed into neighborhoods and caused radical changes in the rural areas where agriculture and animal husbandry are concentrated. All of the provincial borders were taken to the borders of the metropolitan municipality and village legal entities were abolished and turned into neighborhoods. rural areas and rural population suddenly home in Turkey with this law and urban areas has been defined as urban population. This transformation has increased the service obligations and service areas above the existing and newly established metropolitan municipalities. As an additional burden, various problems have arisen in meeting and carrying out these services items that are in the budget of municipalities. In addition, with this law, which is prepared without investigating the economic levels and geographical conditions of rural areas, it is understood that metropolitan municipalities cannot be efficient and effective in the preparation

of zoning plans and elimination of infrastructure problems without sufficient tools, personnel and budget.

**Keywords:** Law No. 6360, Local Governments, Metropolitan Municipalities.

## **TÜRKİYE'DE BÜYÜKŞEHİR BELEDİYELERİNİN DÖNÜŞÜMÜ VE 6360 SAYILI KANUN**

### **Özet**

Türk yönetim sistemini yerel yönetimler bazında değiştiren, 6360 Sayılı 13 İlde Büyükşehir Belediyesi ve 26 İlçe Kurulması İle Bazı Kanun ve Kanun Hükmünde Kararnamelerde Değişiklik Yapılmasına Dair Kanun, 12 Aralık 2012 tarihinde TBMM'de onaylanmış ve 30.03.2014 tarihli yerel seçimlerin ertesinde yürürlüğe girmiştir. 5216 Sayılı Belediye Kanunu'nda köklü değişiklik yapan bu yeni kanun belediye yönetimleri ile beraber, il özel idarelerini ve köy yönetimlerini de dönüştüren köklü bir değişim olmuştur. Bu kanun ile birlikte büyükşehir belediyelerinin bulunduğu illerdeki köyler mahalleye dönüştürülmüş ve tarım ve hayvancılığın yoğun olduğu kırsal alanlarda köklü değişikliklere yol açmıştır. İl sınırlarının tamamı büyükşehir belediyesi sınırlarına alınmış ve köy tüzel kişilikleri kaldırılarak mahallelere dönüştürülmüşlerdir. Türkiye'deki kırsal nüfus ev kırsal alanlar bu kanun ile birlikte aniden kentsel alan ve kentsel nüfus olarak tanımlanmıştır. Bu dönüşüm mevcut ve yeni kurulan büyükşehir belediyelerinin üzerindeki hizmet yükümlülüklerini ve hizmet alanlarını artırmıştır. Ek bir yük olarak belediyelerin bütçelerine binen bu hizmet kalemlerinin karşılanmasında ve hizmetlerin yürütülmesinde çeşitli sorunlar ortaya çıktığı görülmüştür. Ayrıca kırsal alanların ekonomik düzeyleri ve coğrafi şartları araştırılmadan hazırlanan bu kanun ile birlikte, yeterli araç-gereç, personel ve bütçesi olmadan büyükşehir belediyelerinin, başta imar planlarının hazırlanması ve alt yapı sorunlarının giderilmesi konusunda verimli ve etkin olmadıkları anlaşılmaktadır.

**Anahtar Kelimeler:** 6360 Sayılı Kanun, Yerel Yönetimler, Büyükşehir Belediyeleri.

### **Introduction: The Historical Development of the Municipalities in Turkey – Before the Law No. 6360.**

Despite the establishment of the Republic, the interim Law of 1912 on local governments continued to be implemented until 1930. With the Law No. 1580, which came into force since 1930, the first regulation was made on metropolitan municipalities. According to this regulation, the municipalities of Istanbul and Ankara and the special provincial administration were united and started to be governed by a governor appointed from the center. After the Second World War as a result of rapid urbanization process in Turkey with experienced intense migration flows from rural areas to urban areas, the city of residential areas and an unforeseen

growth in population occurred. Understanding that it is not possible to overcome the problems posed by this growth with existing single-stage administrations, has started to discuss new management models. Especially metropolitan governance models in the 1970s, not only all over the world agenda in Turkey has occupied for a long time. The 1980s was a process in which cities around the world began to be structured on the basis of a new economic geography. The existence of globalization necessitated the creation of new space fictions and changing the management of cities according to their size. In this process, the change of meaning that emerges on the basis of the new world order in terms of space, spatial change. the organization and management of the space (Günel & others, 2014:5).

In Turkey, the 1982 Constitution, Article 127 "can be special forms of management for large settlements" provision, metropolitan cities in a constitutional basis for allowing private management in the establishment. urban size with these substances, population needs and in terms of urbanization level is distinct from each of the cities Because of this, it has been tried to develop models of cities' administrations. In 1984, 195 Decree Law on the Management of Metropolitan Municipalities 195 was issued in 1954. With this Decree (Decree Law), the definition of metropolitan municipality was changed and the condition of having more than one municipality within its borders was introduced. Furthermore, on June 27, 1984, the Decree Law No. 3030 was repealed. The Law no. 3030 provided for the establishment of metropolitan municipalities in Istanbul, Ankara and Izmir in a short period of time, with the content of the fact that metropolitan municipalities would be established in provinces with multiple districts within the borders of the central municipality. Metropolitan municipalities were established in Adana in 1986, Gaziantep, Bursa and Konya in 1987 and Kayseri in 1988. In 1993, a different implementation was initiated and the road to the establishment of metropolitan cities was opened by establishing the first-tier municipality instead of the district municipality by the Decree No. 504. During this period, Antalya, Samsun, Eskisehir, Izmit (Kocaeli), Diyarbakır, Erzurum and more established metropolitan municipality in the province of Mersin, and finally in 2000 in Turkey with the addition of Adapazari number of metropolitan municipalities sixteen rose.

Since 2002 it has increased the effectiveness of local governments in Turkey and years of work in connection with the globalization and European integration as a process that takes place comprehensive regulations were followed. The Metropolitan Municipality Law No. 5216 and the Law No. 3030 have been repealed and reforms in the metropolitan municipalities have continued. Law No. 3030 considers not only the population criterion but also the scale criterion in order to draw the boundaries of the metropolitan municipality. In the public opinion, the regulation containing the said criteria was called the caliper arrangement. In addition, in the management system of the Metropolitan Municipality Law No. 5216, tripartite grading is envisaged as metropolitan municipality, district municipality and first degree municipality. On the other hand, it is observed that the boundaries of metropolitan municipalities have expanded. Accordingly, district and town municipalities and villages within the boundaries of the metropolitan municipality may be included in the metropolitan municipality by a decision taken by the metropolitan municipality council (Çınar, Çiner and Zengin, 2009:63).

When the population criterion introduced by the Metropolitan Municipality Law no. In addition, the temporary article 2 of the Law covers the coverage areas of Istanbul and Kocaeli Metropolitan Municipalities with provincial civil boundaries. The boundaries of metropolitan municipalities established in provinces other than these two provinces vary according to the size of their population. With the Law No. 5747, which was enacted about one year before the local government elections held in 2009, the tier system in metropolitan municipalities was reduced to two as metropolitan municipality district municipality and the implementation of the first tier municipality was terminated. In the local government elections following the adoption of the law, a total of 240 municipalities in the provinces with metropolitan municipalities were transformed into neighborhoods and closed down. In addition, 43 new districts were established by law (Zengin, 2014:103).

#### **The Situation After the Law No. 6360.**

In the justification of the draft law, it is determined that an effective, effective, citizen-oriented, accountable, participatory, transparent and, as much as possible, local administration approach comes to the fore as the basic principles and values for the public administration reforms of many developed countries. It was stated that local administrations should be developed continuously and have the capacity to produce effective services. According to the bill, although local governments within the metropolitan borders can make small-scale plans, these plans need to be handled in a framework that covers the whole metropolitan area as a whole and within a framework that determines macro policies. There is a need for metropolitan cities because planning and coordination cannot be ensured if a large number of local authorities are authorized in a certain geographical area and the resource economy is not utilized sufficiently. Increasing problems such as industrialization, transportation and environment are unlikely to be solved by small-scale local administrations lacking the capacity to produce services and sufficient financial resources.

By providing services from a single center through metropolitan municipalities, it will be stated that the efficiency, coordination and quality provided in this respect will be increased and that the quality of the services provided by more than one center will increase, the savings in the resources used, and thus the public expenditures per capita will be reduced. this prevents effective and on-site use of resources, and causes serious management problems in metropolitan cities as well as small settlements. The lack of strong local administrations to produce appropriate sized services raises the problems of lack of coordination in the provision of public services and the inability to meet the quality of public services expected by the local governments. Within this framework, there is a need for strong local government structures that can produce services at optimal scale, with the municipal boundary being the local boundary in terms of management, planning and coordination.

Efficiency, coordination and quality of services will be increased thanks to the economies of scale that arise from the single center execution of the services provided in the metropolitan area, and it will be possible to provide more and better quality services with less resources. The provision of services from more than one center by a larger and ideally sized

center will also reduce unit costs and public expenditure per capita. In this respect, the metropolitan municipal model that will produce services at the provincial border will reveal the following positive developments; local government units producing large-scale services will be equipped with advanced technologies; qualified technical personnel can be employed in these administrations that will produce services on a large scale and productivity will be increased as labor force will be specialized; the local administration system, consisting of large-scale local units, will ensure the efficient use of resources to be sent from the headquarters; It is stated that a more fair structure may emerge in terms of utilization of resources and opportunities among the integrated local government units within the provincial borders, and harmonized zoning practices can be realized throughout the province within the framework of regulatory upper zoning plans.

The Law No. 6360, which is discussed in detail in the continuation of the study and covers the following regulations, came into force after the local government elections held on 30.03.2014. Within this law:

Metropolitan municipalities were established in 14 provinces. The boundaries of the newly established municipalities with the number of thirty metropolitan municipalities are overlapped with provincial civil boundaries, and the boundaries of metropolitan district municipalities are overlapped with district civil boundaries.

559 municipalities with a population of less than 2,000 were transformed into villages and 1,076 municipalities and 16,500 village legal entities located at the borders of metropolitan municipalities were abolished and turned into neighborhoods.

The population criterion, which was introduced to become a metropolitan municipality and required to exceed 750.000, was changed from the municipal population to the provincial population.

25 new districts and municipalities were established within the boundaries of the newly established 14 metropolitan municipalities, increasing the number of district municipalities within the metropolitan municipalities from 143 to 519.

The metric of metropolitan municipality to be a district municipality has been brought to be 20.000 and over. M The Investment Monitoring Coordination Presidencies have been established instead of special provincial administrations in the provinces where metropolitan municipalities are located (Zengin, 2014:103).

### **Changes in Local Governments**

Major changes have been made to the local governments with the law. When we examine the changes in the metropolitan municipality, it is seen that changes have been made in the concept of municipal boundaries and contiguous areas. The definition of metropolitan municipality in the Law No. 6360 and the Metropolitan Municipality Law No. 5216 provides coordination between the district municipalities within the boundaries of the province and

within the boundaries; having administrative and financial autonomy, fulfilling the duties and responsibilities given by the Laws and exercising powers; The decision-making body was changed to a public legal entity that was formed by electorate, and the obligation to cover at least three municipalities was abolished. In addition, with the amendment made to Article 4 of the Metropolitan Municipality Law No. 5216, the criteria for provincial population was replaced with 750,000 municipal population. Thus, the settlement in the province and the level of economic development have no importance.

With the amendment made to the Law No. 6316 in Articles 3 and 5 of the Metropolitan Municipality Law no. With this amendment, provincial civil borders and metropolitan municipality borders, district civil boundaries and metropolitan district municipality borders overlap with each other. In addition, the amendment made to the article 4 of the Law No. 6360 and the Law No. 2972 on the Election of Local Administrations and Neighborhood Headmen and Elderly Committees is that the election environment consists of the metropolitan municipality boundaries. The amendment to the two above-mentioned laws is required for legislative alignment. Thus, provincial and district civil borders were overlapped with the metropolitan municipality and metropolitan district municipalities, respectively.

In Article 7 of the Metropolitan Municipality Law No. 5216, the definition of contiguous area has been abolished with Article 13 of Law No. 6360. Because, as a natural result of the border changes made by law, in the provinces where the metropolitan municipality is located, the adjacent area has no meaning. However, the definition of contiguous area mentioned in Article 27 of Law No. 5216 has not been repealed. The reason for this is that the adjacent areas between the district municipalities are divided by the metropolitan municipality council.

The amendment made by Law No. 6360 in terms of special provincial administrations is the abolition of special provincial administrations in 30 provinces with metropolitan municipalities. However, it has been decided that the works and transactions performed by the special provincial administrations in these 30 provinces will not be performed only by the municipalities. Law No. 6360 has also tried to analyze which organization of the activities carried out by the special provincial administrations. According to the interest of the references made to the special provincial administration in the related legislation, the problem was solved by stating that they were made to the ministries, their affiliated or related institutions and their provincial organizations, treasury, governorates, metropolitan municipalities and affiliated organizations or metropolitan district municipalities. However, with this arrangement, the activities carried out by the special provincial administrations have been carried out through a fragmented structure.

With the change in the structure of the special provincial administrations that continue to exist with the Law No. 6360, the structure of the provincial council in the special provincial administrations was updated. In the previous arrangement, the number of members of the provincial council I I was determined to be 7. The head of the provincial council remained governor as before. In the regulation in which the general secretary of the special provincial administration is accepted as the natural member of the provincial council, it is accepted that

three of the remaining five members will be elected by the provincial general assembly, and that the two members are appointed by the order of the governor of the units in the special provincial administration.

Referring to the amendment to the parish administration, the Provincial Administration Act of 5442 with Turkey, local offices of the central administration, provincial, district and sub-district to be divided. In practice, as a result of the central administration's failure to pay due attention to sub-district administrations, sub-districts were de facto liquidated. With the Law no. 6360, the parish administrations in thirty provinces where metropolitan municipality was established were abolished. As a result, this liquidation process has reached an important point.

The most important amendment made by Law No. 6360 was on the municipalities and villages. As explained above, with the change in the municipal boundaries, the meaning and function of the municipalities within the boundaries of the thirty provincial boundaries has no effect. The natural consequence of this is that Law no. Article 3 paragraph 3 shows that municipalities that have no function remain. The removed municipalities were connected to the districts as neighborhoods and their legal entities were abolished. The names of the towns were not changed during the transformation of the districts.

As mentioned in the previous paragraph, they are the second village administrations of the local administrations whose structure is changed. With regard to village administration, it is observed that in provinces with metropolitan municipalities, villages are transformed into neighborhoods just like the municipalities by Law No. 6360 and they are connected to the districts where they are located as a result of the abolition of their legal entities. With this arrangement, which is valid in all of the mentioned villages, forest villages in thirty provinces where metropolitan municipality was established were also covered. In other words, as the name suggests, settlement areas in forests that have no connection with the city have been converted into neighborhoods and defined as cities. It is expected that the services to be taken to these areas will be realized by metropolitan municipalities.

In the Law No. 6360 on the regulation of village administrations, it is an indication that the village-rural cannot be a city regardless of what is done in the villages where legal entity is abolished and converted into neighborhoods. For example, temporary and voluntary village guards who work in the villages whose legal personality is abolished according to Article 3, paragraph 3 of Law no. 6360, continue to work in their places of duty. They continue to enjoy the same rights as foreseen in the Village Law No. 442 and other legislation dated 18/3/1924. If there is a need for these places, new appointments may be made by the same procedure. In other words, before the Law, the rights and privileges of the forest villagers living in the settlements converted into neighborhoods as forest villages or municipalities will continue. Not only that, it is stated that the rights of villages converted into neighborhoods in pastures and highlands will continue.

Regarding the administration of the neighborhood, Article 15 of the Law No. 6360 has been added to the paragraph 2 of Article 9 of the Municipal Law No. 5393. With this amendment, at least 500 people were required to establish neighborhoods. However, the status

of neighborhoods before the Law continues. Similarly, before the Law no. 6360, it has been ruled that the mentioned population criterion will not be applied in the settlements which are villages and whose legal personality was abolished and converted into neighborhoods.

Under Article 34 of Law no. 6360, Investment Monitoring and Coordination Departments have been established. They work in thirty provinces where the metropolitan municipalities are located and under the governorship. Duty description of the Investment Monitoring and Coordination Departments Effective execution, monitoring and coordination of public institutions and organizations in the provinces where metropolitan municipalities are located, coordination and execution of emergency call, disaster and emergency assistance services, promotion of the province, and the investments to be made by the central administration in the provinces , representation, ceremony, awarding and protocol services, guidance and supervision of public institutions and organizations in the province.

#### **Changes Related to the Duties, Powers and Responsibilities of the Municipalities**

Law No. 6360 imposes various duties on metropolitan and metropolitan district municipalities in order to design the construction of the villages within the boundaries of the metropolitan municipalities in line with their traditional, cultural and architectural characteristics. Accordingly, the district municipalities or metropolitan municipalities in the villages converted into neighborhoods in accordance with the traditional, cultural and architectural features of the region and in accordance with the current zoning legislation, non-commercial structures have been commissioned to make architectural projects. Again, in line with this assignment, it is decided that the decisions of metropolitan district municipalities will be taken on the determination of the boundaries of the areas where the mentioned projects will be carried out, in case of engineering projects being carried out or commissioned, audited and approved of special projects.

Conducting the construction, maintenance, maintenance, repair and cleaning of the roads connecting the neighborhoods to the district center and within the boundaries of the metropolitan municipality are included in the scope of duty and responsibility of the metropolitan municipalities. As a result of the Law No. 6360, the areas used for agriculture and animal husbandry remain within the boundaries of the metropolitan municipality.

Prior to Law No. 6360, metropolitan municipalities and other municipalities could only supply supplies to amateur sports clubs or provide necessary support services if needed. With the amendment made after the law, cash aid was added to the aid. In addition, with the amendment made with the Law No. 6360, the number of those who will be rewarded by the council decisions of metropolitan municipalities and district municipalities has been increased by not only the athletes who have achieved superior success in national and international competitions, but also the technical managers, coaches and students. However, it is stipulated that the amount of the said cash aid may not exceed 0.7% for metropolitan municipalities and 1.2% for other municipalities from the general budget tax revenues of the previous year. Thus, within the scope of the amendment, it was aimed to limit the cash aid to be provided by the municipalities to the clubs.



With the amendment made to Law No. 6360, both metropolitan municipalities and district municipalities were given the duty to provide all kinds of support in case of requests of district municipalities in evacuating and demolishing the buildings that are at risk of disaster or in danger of life and property safety.

Law No. 6360 enables the metropolitan municipalities to carry out joint projects with professional organizations, public interest associations, foundations granted tax exemption by the Council of Ministers, and professional chambers within the scope of the Law No. 5362 of Tradesmen and Craftsmen on 7/6/2005. . However, the law requires that the permission of the governor or the district governor be obtained according to his interest if the projects in question are realized with other associations and foundations. The Law also includes the second sentence of the first paragraph of Article 29 of the Law on Public Financial Management and Control No. 5018 and the Article 10 of the Law on Associations No. 5253; municipalities, special provincial administrations, affiliated institutions and the associations they are a member of and the companies which are the partners of the Court of Auditors.

Law No. 6360 has given the duty and authority to provide coordination to metropolitan municipalities within the provincial borders. Thus, when there is disagreement between the metropolitan municipality and the district municipalities or the district municipalities themselves, the metropolitan municipality council has the sole say in the solution of the problem.

The shares received from the General Budget, which is an important element in the budget revenues of local administrations, increased. Law no. 6360 regulates the share of municipalities and special provincial administrations in general budget tax revenues as 1.5% is allocated to non-metropolitan municipalities, 4.5% is allocated to metropolitan municipalities and 0.5% to special provincial administrations. In other words, the share of 1.50 percent allocated to the municipalities in 51 provinces without metropolitan municipalities will be distributed according to the population of the municipality and the development index of 80% before the law. However, 90% of the 4.5% share of the district municipalities in 30 provinces with metropolitan municipalities will be distributed according to the district population and 10% by district area. It is considered that the regulation, which is reflected as a reflection of the changes made in the municipal borders to the municipal revenues, is not sufficient for the realization of the responsibilities and services given to the municipalities. In addition to the shares given to the metropolitan municipalities from the general budget, it is understood that the share of the general budget tax revenues to the metropolitan municipalities has been increased by Law No. 6360. With the amendment, 6% of the total budget tax revenues collection and 30% of the shares allocated to the district municipalities in the metropolitan cities over the total budget tax revenue collection are allocated as metropolitan municipalities. It was aimed to finance the duties given to the metropolitan municipalities as mentioned above.

#### **Conclusion: General Evaluation of Law No. 6360**

The assessments on Law No. 6360 are examined in two parts, positive and negative:

To summarize the positive reviews; the law was in line with the developments in the world by reducing local levels of government in order to ensure optimal scale (Parlak. 2013: 4). In order to ensure the integrity of the zoning, Law No. 6360 has introduced a parallel approach to the planning principles by providing high-scale plans by the single administration throughout the entire period covered by a province (Ersoy, 2013: 17). In terms of defining the metropolitan municipal boundaries, the clarification of the boundaries led to the elimination of hostility in the areas of duty of the municipalities. Finally, when the Law was examined in terms of efficiency and efficiency increase, the necessity of allocating resources in the investment budgets of municipalities and affiliated administrations for infrastructure services of the areas converted from villages to neighborhoods, enabled the efficient execution of services and making new investments in these areas.

When we examine the negative evaluations made about the law, it is seen that it is more than positive evaluations. First, the most negative assessment of the law is that it is an unconstitutional arrangement. Because, in the Constitution, it is allowed to establish special forms of administration for large settlements, where local administrations are composed of three levels: special provincial administration, municipality and village (Gözler, 2013: 48). Therefore, it is considered that it is not appropriate for a regulation to be made by the constitutional amendment to be made by law. Moreover, it is no doubt that autonomy will be a problem if the important powers of the district municipalities are taken and subject to the permission of the metropolitan municipalities. As a result of the law, the boundaries of metropolitan municipalities cover provincial boundaries and there is a potential conflict of authority between metropolitan municipalities and metropolitan district municipalities (Ersoy, 2013: 19). In addition, due to the increase in the number of institutions responsible for bringing services to the same area, there may be a problem of authority not only between municipalities but also other institutions.

Law No. 6360 only led to the establishment of metropolitan municipalities in 30 provinces, the abolition of special provincial administrations in these provinces and the removal of village legal entity into neighborhoods. In 51 provinces other than 30 provinces, a previous form of local government continues. Therefore two different forms of local government in Turkey has created. In addition, the geographical areas, rural areas and economic levels of the provinces were not investigated during the construction of this structure. The fact that the provinces are at different levels will create differences in service delivery (Gül and Batman, 2013: 35).

In addition to the above-mentioned negative evaluations, it is stated that metropolitan municipalities do not have sufficient tools, equipment and qualified personnel in the face of the increasing responsibilities and it will be difficult to provide them in the short term and to meet the increased service cost with the resources provided. As a result, it is stated that it will not be easy for municipalities to be effective and successful in providing services throughout the province (Keleş, 2012: 6).

Finally, the Law states that increasing the scale of metropolitan and district municipalities

will undermine democratic participation and result in representation problems. In the interviews conducted in the study, it was stated that this issue was brought up and especially the differences in the size of the population represented by the councilors posed problems in terms of democratic representation (Arıkboğa, 2013: 98).

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