

THE PLACE OF NEIGHBORHOOD ADMINISTRATION  
IN THE TURKISH ADMINISTRATIVE SYSTEM:  
THE CASE OF ANKARA

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Approval of the Graduate School of Social Sciences

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## **ABSTRACT**

### **THE PLACE OF NEIGHBORHOOD ADMINISTRATION IN THE TURKISH ADMINISTRATIVE SYSTEM: THE CASE OF ANKARA**

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The existing administrative and legal deficiencies on the neighborhood administration constitute an obstacle for these units to be more functional and effective. Since they are the most suitable administrative units which cover the terms of "effective citizen participation", "representativeness", "community control" etc, it is crucial to reorganize the neighborhood administration system and to redefine the purposes, functions and duties of these units within the perspective of historical or traditional features. The aim of the study is to emphasize the status of neighborhood administration in the Turkish Administrative System in terms of future possibilities and impasses.

For this reason, a case study was conducted in Ankara within the boundaries of Çankaya district to enlighten the place of neighborhood administration system in the Turkish Administrative System. Questionnaires for the headmen and the residents were stated to find out the opinion, thoughts and proposals of both the headmen and citizens for reorganizing the neighborhood administration. According to the results of the study, headmen of the neighborhoods stated the importance of the neighborhood administration in the administration system and importance for the residents.

On the other hand, the answers of the residents indicate that their knowledge on these administrative units is very limited. As a result, it may be concluded that reorganizing neighborhood system is essential because of this undefined or limited definitions and implementations of the neighborhood administration system in Turkey.

Keywords: Neighborhood, Neighborhood Administration, Headmanship

## ÖZ

### TÜRK KAMU YÖNETİMİ SİSTEMİ İÇERİSİNDE MAHALLE YÖNETİMİNİN YERİ: ANKARA ÖRNEĞİ

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Mahalle yönetimindeki mevcut yönetsel ve yasal eksiklikler bu unitelerin daha fonksiyonel ve etkin olmalarını engellemektedir. "Etkin halk katılımı", "temsilcilik", halk kontrolü gibi tanımları içeren en önemli yönetim birimleri mahalleler olduğundan, mahalle yönetim sistemini tarihi ve geleneksel özellikleri çerçevesinde yeniden düzenlemek ve bu unitelerin amaçlarını, fonksiyonlarını ve görevlerini yeniden tanımlamak büyük önem arz etmektedir. Bu nedenle, bu çalışmanın amacı, Türk Kamu Yönetimi Sistemi içerisinde mahalle yönetiminin durumunu, gelecekteki olanaklarını ve çıkışmazlarını incelemektir.

Bu nedenle, Ankara'da Çankaya bölgesi sınırları içerisinde mahalle yönetiminin Türk Kamu Yönetimi Sistemi içerisindeki yerini aydınlatmak amacıyla bir alan çalışması yapılmıştır. Mahalle yönetiminin yeniden düzenlenmesine yönelik, hem mahalle muhtarlarının hem de sakinlerin düşüncelerini, fikirlerini ve önerilerini saptayabilmek için mahalle muhtarına ve sakinlerine yönelik anketler yöneltilmiştir. Çalışmanın sonuçlarına göre, mahalle muhtarları mahalle yönetiminin hem yönetim sistemimiz için hem de mahalle sakinleri için önemini vurgulamışlardır. Diğer yandan, mahalle sakinlerinin yanıtları, bu yönetim birimleri ile ilgili bilgilerinin oldukça sınırlı

olduğunu ortaya koymaktadır. Sonuç olarak, Türkiye'deki mahalle yönetimi sisteminin tanımsız veya sınırlı tanımlamalardan ve uygulamalardan dolayı yeniden düzenlenmesi gerekliliği çıkarımına varılmaktadır.

Anahtar Kelimeler: Mahalle, Mahalle Yönetimi, Muhtarlık

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## **CHAPTER 1**

### **INTRODUCTION**

Over the past two decades, with respect to political developments, the traditional governmental functions have gradually shifted to local authorities. By decentralizing the administrative powers from central to local authorities, it is argued that democratic processes have gained some momentum. Therefore, the term of “decentralization” comes to be accepted as a crucial feature of democratization process in administration. In the case of decentralization, central government’s authority to make decisions is devolved to the local authorities in order to insure effectiveness in providing public services. Within the process of decentralization, principles of subsidiarity and governance have gained important meanings in order to carry out efficient and effective service provision and delivery at the lowest possible level of government with the participation of the all relevant actors. It is the local government that is the functional institution formed to build up democracy from down to up.

The issues, such as election, supervision, and responsibility, which are the main principles of democracy, are assumed to be implemented optimally at the local level. Because at the local level the distance – both spatial and social distance between who are governed and who governs – is in its shortest. Therefore, it is argued that this structural form provides citizen participation, face-to-face relations, better answers to the local needs, increase the speed of responses of the local problems etc. At this point, within the process of political decentralization, neighborhood administration being the closest level of government to the local community comes to the agenda with the purpose of establishing and maintaining more democratic administrative system. Thus, the main question in my study is: what is the place and status of neighborhood administration in the Turkish Administrative

System? Can it be a suitable formula or a response to administrative problems of localities? At this point, my hypothesis is that neighborhood administration, being at the closest level to the citizens, can form a suitable mechanism to solve many problems of the localities.

In this context, the objective of this study is to reach a conclusion about neighborhood administration as to whether autonomy should be given to these units or not. Therefore, the main issue is to increase their role and significance if it is warranted and needed; and to find out the steps that can be taken to make them a viable tier in our administrative system.

In order to explore the place and the status of the neighborhood administration in the Turkish Administrative System, the methodological approach of the study could be stated as a conceptual / theoretical analysis and an empirical / statistical analysis. First of all, general definitions of the "neighborhood" concept and the major approaches related to the "neighborhood government" were handled in order to emphasize the meaning or the importance of "neighborhood" concept from the relevant documents. In other words, the beginning of the study shall cover the crucial concepts and theories. This was the conceptual analysis of the study within a comparative perspective.

A case study was conducted in Ankara within the boundaries of Çankaya Municipality district in order to test the hypothesis that the neighborhood administration, being at the closest level to the citizens, can form a suitable mechanism to solve the problems of the localities. Questionnaires and interviews were used as the basic tool of this study.

In this regard, this study consists of four main chapters. First of all the objective, assumptions, general structure and research methodology of the study were handled in the first chapter of the study.

A brief introduction to the structural form and status of the neighborhood administration in the Turkish Administrative System was examined shortly in the second chapter of the study. The general definitions of the neighborhood concept, major approaches about this concept, and the world experiences related to the neighborhood organizations or neighborhood self-management were stressed in the first part of this chapter. Secondly, the status of neighborhood administration in Turkish Administration System was determined in detail with its historical perspective, organs, financial means, legal and administrative status etc. A critical evaluation of the neighborhood units and their place within the administrative system were emphasized in this part of the study.

In the third chapter, there was a case study within the boundaries of Çankaya Municipality in Ankara. Questionnaires and interviews with the headmen and with the residents were examined in detail. Information about the methods for data collection was stated and the analysis and interpretation of the findings of the case study was handled in the third part of the study.

Finally, in the conclusion part of the study a general evaluation was done regarding the results of the findings and lastly the probable answers to the problems with respects to these findings were laid down. As a result, I try to reach a conclusion about neighborhood administration as to whether autonomy should be given to these units or not.

## **CHAPTER 2**

### **VIEWS ON NEIGHBORHOOD AND NEIGHBORHOOD ADMINISTRATION IN TURKISH ADMINISTRATIVE SYSTEM**

Neighborhood administration system was emerged from the traditional implementations of Ottoman Empire and it was not affected from the Western civilizations. Thus, neighborhood headmanship is purely explained as our distinct organization (TBD – KAV 1998).

Although there is not a system similar to our neighborhood administration or neighborhood headmanship, it is essential to deal with the meaning of “neighborhood” concept and the organizational or political formations at the lowest level of governments which are mostly called as “neighborhood government” or “neighborhood self-management” to understand sociological, political, spatial, cultural etc. sense of neighborhood in general. Therefore, first the meanings of “neighborhood” and “neighborhood government” will be focused on shortly with specific approaches related to this issue and then, “Turkish Neighborhood Administration System” will be examined with historical perspective, organs, financial means, legal and administrative status, etc and lastly with these perspectives, a critical evaluation will be laid down in this part of the study in order to define the place of neighborhood administration in the Turkish Administrative System.

#### **2.1. GENERAL STATEMENTS RELATED TO NEIGHBORHOOD ADMINISTRATION**

The concepts of “neighborhood”, “neighboring”, “neighborhood groups”, “neighborhood organization”, “neighborhood government”, “theories of neighborhood government”, “neighborhood policy programmes” etc will be

examined shortly in order to clarify the perspective of various disciplinary views from worldwide .

### **2.1.1. The Concept of Neighborhood**

Theoretically speaking, the concepts of neighborhood and neighborhood government emphasize various meanings to different people. As a concept of “living space”, the term of “neighborhood” has both social and spatial dimensions for many scholars. According to Healey, social relations of “everyday life-worlds” could be studied at the level of neighborhood scale (Meegan and Mitchell 2001).

According to Meegan and Mitchell (2001), in the UK government’s policies, “neighborhood” has gained importance as a spatial term of area-based policies. For them, neighborhood is “an appropriate scale to understand the operation of everyday-life-worlds” (Meegan and Mitchell 2001: 2167). Because local situations can demonstrate many of the structural factors which are issued as macro-level trends. It is argued that area-based or people-based policies are inherently political and it is essential to be more sensitive to the “social – spatial construction of neighborhoods” since neighborhood is a key spatial scale for the “evolutionary process of community engagement” (Meegan and Mitchell 2001: 2167). Furthermore, for Meegan and Mitchell, the term of neighborhood is indicated more than special statistical measures because they are “expected to form the building-blocks of policy” (Meegan and Mitchell 2001: 2168)

Social and spatial dimension have both referred in the definition of neighborhood as “living space”. Like Meegan and Mitchell, Healey also noted that neighborhood is the most suitable scale level to study the social relations of “everyday life worlds” (Meegan and Mitchell, 2001: 2171). At this point, Davies and Herbert (1993) stated the definitions of neighborhood as follows (Meegan and Mitchell 2001: 2173):

1. 'Proximity and neighborly contact are the basis for the simplest and most elementary form of association which we have in the organization of city life. Local interests and associations breed local sentiment, and, under a system which makes residence the basis for participation in the government, the neighborhood becomes the basis of political control ... it is the smallest local unit ... The neighborhood exists without formal organization' (Park, R. E. 1925).
2. 'A neighborhood is a distinct territorial group, distinct by virtue of the specific physical characteristics of the area and the specific social characteristics of the inhabitants' (Glass R. 1948).
3. 'The term neighborhood ... refers to distinctive areas into which larger spatial units may be subdivided such as gold coast and slums ... middle class and working class areas. The distinctiveness of these areas stems from different sources whose independent contributions are difficult to assess: geographical boundaries, ethnic or cultural characteristics of the inhabitants, psychological unity among people who feel that they belong together, or concentrated use of an area's facilities for shopping, leisure and learning ... Neighborhood's containing all four elements are very rare in modern cities ... geographical and personal boundaries do not always coincide' (Keller S. 1968).
4. 'In last analysis each neighborhood is what the inhabitants think it is. The only genuinely accurate delimitation of neighborhood is done by people who live there, work there, retire there, and take pride in themselves as well as their community' (US National Research Council, 1975, p.2 ).

Olson (1982) also determines the conceptualization of neighborhood and identifies the following definitions:

- For Park neighborhood is "the smallest form of community embracing the total cultural heritage of a residential group" (Olson 1982, p. 504).
- Mc Kenzie defines the neighborhood as "a territory with fixed boundaries" (Olson, 1982: 504).
- Snedden describes neighborhood has boundaries that "those people who lived within easy "halloing" distance or walking distance" (Olson 1982: 504).

- Foley and Ross define neighborhood “in terms of recognition by residents of a common name and boundaries” (Olson 1982: 504).

According to Keller, the concept of “neighborhood” has widely, variously and often inconsistently usages such as it sometimes refers to an area which has certain physical boundaries or sometimes refers to a sociological laboratory combining a set of human activities and relationships (Keller 1968:9-10). Thus, various conceptions and assumptions shall be clarified to get information about neighborhood which contains lots of spatial and social dimensions of the communities. Moreover, with respects to its physical and social components, Keller summarizes the certain dimensions of neighborhoods as follows (Keller 1968: 91-92):

- A physical delimited area having its characteristics natural geographic conditions and having a particular configuration of activities and usages
- An area containing certain facilities of shops, clubs, schools etc. which are used by the residents and outsiders. (Neighborhoods which have a significant determinant like recreational or cultural purposes are used by the outsiders due to having special functional role in the organization of a town and a city.)
- An area representing certain values such as cleanliness, safety, social solidarity, political cohesion, ethnic or religious compatibility, social prestige etc. for the residents and for the larger community.
- A field or cluster of forces working in and on an area with having collective records on “crime, delinquency, residential stability, wealth morale, and morality”.

Consequently, Keller (1968) emphasizes the general view of neighborhood concept as: "local areas that have physical boundaries, social networks, concentrated use of facilities, and special emotional and symbolic connotations for their inhabitants are considered neighborhoods."

According to World Habitat Day (1995), which deals with the concept of "neighborhood", Geray emphasizes the main theme as follows: "neighborhood" is a local community where there is interaction and cooperation between individuals living in the same boundary. Local community management projects, therefore, base on and arise from this friendship, support and cooperation between the neighbors living in the same neighborhoods (Geray 1995: 28).

In Turkey, despite having a specific traditional administrative structure the definitions of "neighborhood" refers a distinctive physical area within the perspective of its administrative or organizational features by locating in towns and cities. For example, Orhan Pirler – retired governor – defines the concept of neighborhood with its traditional structural form. For him neighborhood is a physical area of a certain region in which there is no discrimination between people in accordance with their religion, class and race and neighborhood headmanship is an organization which represents the residents of the neighborhood. As neighborhood headmanship represents the citizens neighborhood unit is accepted to be the first step of democracy (TBD – KAV 1998: 5).

Since neighborhood has no specific definition, which is accepted by most of the scholars, in the dictionary and in the certain documents it could be defined as the smallest unit in the cities or small towns, that has definite boundaries and has living conditions within these certain boundaries (Atak and Palabıyık 2000: 9). It is in general a small residential unit located in a restricted area having strong linkages in face-to-face relations and having facilities such as schools, playing gardens, groceries etc within the walking

distance. Atak and Palabıyık (2000) made a definition of “neighborhood” within perspective of its present administrative features as follows; “neighborhood” is the smallest urban, social and administrative unit located within the boundaries of the municipality to perform various needs of the citizens with having organs structured by the elections of the citizens and having a feature of representative of the neighborhood with its legal duties given with laws (Atak and Palabıyık 2000: 9). Aytaç (1995) also defines neighborhood administration as the lowest administrative level locating in the residential areas within the boundaries of municipalities in order to perform certain services of the people living in this designated area. Moreover, the concept of “neighborhood” refers both an area locating in the municipal boundaries and a small administrative unit in this established area. In this sense, neighborhood administration being the lowest administrative level is established to perform certain duties and services given by laws or given by competent authority authorized by laws in its own restricted boundaries. Consequently, neighborhood administration is established to perform certain local duties determined by laws and carried out by the headman and Council of Elders (Aytaç 1995: 29).

For Geray, the concept of “neighborhood” could be defined as a social fact, a form of local public organization, a religious and humanist based organization and a defense unit (Geray 1995: 34). Social scientists determine neighborhood as a form of social organization by dwelling upon its function of social control. Additionally, some of the sociologists also examine neighborhood as an indicator of social behavior or a sample of social tissue (Geray 1995: 34). Moreover, some of the scholars advocate the connection of neighborhoods to the metropolis. On the other hand, for the pluralist view making neighborhood as an autonomous unit improves democracy with effective and efficient service provision (Geray 1995: 34-35).

## **2.1.2. Specific Approaches to the Concept of Neighborhood Government**

In the light of these definitions, Meegan and Mitchell identify the domains of features of neighborhood into 3 specific contents. The first domain is the “areal contents” which relates to the physical or social differences in areas with identifying and measuring variations in the social structure of urban areas (Meegan and Mitchell 2001: 2173). The second domain relates to “behavior or interaction” of people in their areas of residence. This domain refers “everyday life worlds” as neighborhood being a uniquely linked unit of social organization or a fertile area of study in order to investigate human diversity and values prevailing at societal level (Meegan and Mitchell 2001: 2174). The last domain of neighborhood relates “conceptual identity” which concerns social valuation or the sense of place that indicates to understand neighborhoods as social constructs with social identities (Meegan and Mitchell 2001: 2174-2175).

To understand the geography of neighborhoods, it is essential to understand the economic and political histories in which this geography has been forged. The major factor structuring community response has unquestionably been the impact of economic restructuring (Meegan and Mitchell 2001: 2184).

According to Meegan and Mitchell, in order to define the existence of neighborhoods and neighborhood-based organizations, it is essential to investigate the evolutionary political process of community engagement (Meegan and Mitchell 2001: 2191). As a result, according to Meegan and Mitchell, “people-based” policies need to be complemented by “people and place” policies since the area-based policies indicates the interaction between macro-structural and local reinforcing processes (Meegan and Mitchell 2001: 2191).

Cooley stated that family, local children's group and neighborhood are the principal forms of social organization which exemplifies the "primary group" in society (Olson, 1982: 494). According to Robert E. Park, neighborhood is the smallest local unit in both social and political organization of the city as proximity and neighborly contact are the basis association form in the city life (Olson 1982).

For Olson, (1982: 495) Park's work defines the concept of neighborhood as a social unit, not an ecological unit that leads a way of clarifying the differences between the urban community and the urban neighborhood since urban neighborhood represents day-to-day activities or daily transactions through the patterns of social organization.

Olson (1982) identifies five themes, spanning the period 1915 to 1978 in a chronological sequence which "provide a history of development of the study of urban neighborhoods and an inventory of the major theoretical and empirical contributions to the dimensions of urban community. These themes are; the neighborhood as (1) a form of social organization (2) an ideology (3) a determinant of behavior (4) a consequence of social organization, and (5) a social network." (Olson 1982: 495).

1. The Neighborhood as a Form of Social Organization: According to Park R. E. and E. Burgess, cities are having common lifestyles, cultural types, and identifiable boundaries from natural areas which are the habitats of natural groups. (Olson 1982: 496). Social selection and segregation of the population create national social groups and within this process natural areas are formed specifically as a result of rapid growth of the urban center (Olson 1982: 496). Moreover, for Burgess, with the high rates of mobility or with the heterogeneous complex of the city, neighborhood represents the reconstruction of social groups or in other words a means of social control which relates a common culture, a public opinion and a set of norms (Olson 1982:

496). R. Mc Kenzie defines neighborhood as “a patch of common life within the larger community” by focusing on variables such as economic conditions, lifestyles, values, and institutions etc. which are the central elements of community. According to Olson, these early studies do not provide historical and ethnographic data about the city but they show the generic properties of the urban neighborhood as a form of social organization (Olson 1982: 497).

2. The Neighborhood as an Ideology: Scholars ensure neighborhood as a vital link in the chain of political units thus neighborhood lies at the centre of democracy (Olson 1982: 497). Clarence Perry supports the importance of neighborhoods in the society because first, age transactions could be facilitated in the neighborhoods and secondly the essential arena for the socialization of proper values and morals internalized within the societal members occurs within the boundaries of neighborhoods (Olson 1982: 498). According to Olson (1982) urban planner’s interest in the term of neighborhood first coming in the literature in the 1940s and also economically and racially segregation of neighborhoods were influenced by the planned neighborhoods (Olson 1982: 496). Moreover, for Olson (1982) planners do not take care on social organization of the urban neighborhood in the planning process, then Olson conceptualizes two senses in the ideological theme of neighborhood sociology: (1) Neighborhood can be determined as a type of social organization which ensures social control, social order, social welfare and collective voice in the politics of the larger community as a determinant of behavior, (2) The consequence of societal change which deteriorates quality of life in cities accrues from the breakdown of social attachments in the urban neighborhoods. (Olson 1982: 499 - 500).
3. The Neighborhood as a Determinant of Behavior: By the Post-World War II, “social area analysis” becomes the popular method of new sociological approach which includes “quantitative data analysis, hypothesis testing and middle-range theorizing” (Olson: 1982: 500).

By urban census tracts, neighborhood types could be constructed by the correlation of formal social participation, crime rates, informal social participation (neighboring) and youth behavior (Olson 1982: 500). Then, it is observed that spatial arrangements affect the behavior of residents and then political participation or membership in voluntary organizations is to be contributed within the boundaries of neighborhood (Olson 1982: 500).

4. The Neighborhood as a Consequence of Social Organization:

According to Olson (1982), this kinds of studies attempt to explore the presence of neighborhood within the social processes such as neighboring or the presence of locality attachments. The presence of neighborhood has been evaluated without some social, spatial, economical etc variables such as “mobility”, “city size”, “length of residence and prior socialization”, “the ecology of housing”, “local versus cosmopolitan orientation of residents”, “highway construction”, “social interaction”, and “presence of local facilities” (Olson 1982: 501). “The interest in social integration and local attachments” constitutes to deal with the theme of neighborhood as a form of community within the larger cities (Olson 1982: 501).

5. The Neighborhood as Social Network: By the early 1970s, analyzing the neighborhood as social network became popular especially in England (Olson 1982: 501-502). Fischer C., M. Baldassare, K. Gerson, R. Jackson, L. Jones and C. Stueve examine “(1) how the characteristics of the places in which people live (neighborhood) affect their social ties and (2) how the people are tied socially to their neighborhoods” (Olson 1982: 502). Furthermore, “network” oriented sociologists characterize neighborhood consisting of “a variety of linkages among persons sharing common interests or activities” not being a territorial unit (Olson 1982: 502).

In Turkey, these definitions gather an organization or institution within the framework of “neighborhood administration” or “neighborhood headmanship”.

Neighborhood administration is the lowest administrative unit located in the residential areas within the boundaries of municipalities and provides certain services for its residents (Aytaç 1995:29). In other words, neighborhood administration is an administrative unit which performs the certain local duties given by laws with the help of headman and Council of Elders (Aytaç 1995:29). Moreover, by the 21<sup>st</sup> century with the worldwide projects, there exists “neighborhood boards”, “neighborhood service centers” or “neighborhood councils” etc. by the development of governance being sensitive to participatory democracy with in the framework of common interest.

#### **2.1.2.1. Theories of Neighborhood Government:**

According to J.A.Stever (1978), when theories of metropolitan politics lost their popularity, scholars paid more attention on the theories of neighborhood government. For J.A.Stever, theories of neighborhood government can be divided into 3 categories as integrative theories, romantic theories, and reactive theories. For integrative theories, concerning the integration of neighborhood to the larger metropolis, neighborhood organizations have a significant role in the metropolitan political process. These theorists advocate neighborhood representation within the context of local government instead of autonomous neighborhoods. On the other hand, romantic and reactionary theorists hope to solve metropolitan problems by decentralizing the power to the neighborhood.

Mumford, one of the first prominent urban scholars, defines metropolis as a mega machine where occupies megalithic buildings that are oversized for human scale and mobilizes individuals towards the activities selected by the political bureaucratic (Stever 1978: 270). Since metropolis gives so many facilities for citizens, these areas are deficient to meet basic human needs. Thus, by the absence of adequate neighborhoods, unplanned neighborhoods exist. Mumford's critique about the mechanical form of the modern metropolis

attempts to reinstate the planned organic neighborhood within the context of the metropolis (Steever 1978: 270-272). In this sense, Mumford advocates planned organic neighborhood where contains variety of facilities to satisfy the basic human needs.

Moreover, Kotler emphasizes the problem in more personal terms (Steever 1978: 273). According to Kotler, first the territorial boundaries of neighborhood have to be defined around historical landmarks or political boundaries then neighborhood economic identity can be developed to the extent of created products and services (Steever 1978: 273-274). For Kotler, since centralization is one of the most important problems of urban areas, then the separation of neighborhood from metropolis would be a solution to the urban problems. Hampden-Turner also describes these problems by distinct stages specifying both for individuals and operation of the institution then he argues that existing metropolitan institutions are not able to facilitate personal growth of the lower classes. For this purpose, he suggests that special neighborhood institutions have to be established in the metropolitans.

Because of the inadequate urban institutions settled in the metropolitan areas that are not able to carry out the fundamental human needs, the romantic and reactionary theorists such as Mumford, Hampden, Turner and Kotler attempt to develop new institution in the neighborhood settlements. For this view, they agree that neighborhoods promote solidarity and individual expression (Steever 1978). So that neighborhood government should be facilitated in order to satisfy the variety of human needs. On the other hand, Follett integrates neighborhood government within the matrix of other metropolitan governments. Follett advocates active citizenship at the neighborhood level in order to create their own public opinion then Follett argues that with "a new type of leader chosen by the neighborhood" neighborhood can reach to a more comprehensive level of government. For this view, neighborhood organization is needed to get people out of the boundaries in order to identify themselves actually. As a result, Follett

proposes to make political hierarchies from top to bottom (neighborhood organization, city organization, national organization and international organization) in order to evolve the social will. (Stevers 1978)

As a result of these contemporary neighborhood theories, Stever (1978) argues that as neighborhoods are the small-scale political collectives providing valuable experiences, they facilitate the growth of human awareness and appreciation in whatever form it may occur.

#### **2.1.2.2. Urban Neighborhood Research:**

According to Olson (1982), neighborhood differentiation is one of the alternative ways of integrating into the larger society or in other words it is an adaptive mechanism relating to the larger society. “The degree of sociability; its relation to the larger community; social characteristics of the population; its internal ecology; the cultural symbols distinguishing one neighborhood from another; and the presence of formal / informal organizations” (Olson 1982: 503) are the variables that characterize urban neighborhood.

For Olson (1982), the works of Donald Warren and Gerald Suttles are the most notably neighborhood typologies. Warren’s typology deals with the degree of internal organization and of external linkage of the neighborhood to explore “patterns of social life, use of social services, population turnover and social class. Integrated, parochial, diffuse, stepping stone, transitory, and anomic are the six types of Warren’s typology (Olson 1982: 503). On the other hand, at the center of Suttles’ typology, there are external links which affect safety and survival of the neighborhood. Thus, Suttles defines four types of neighborhood as defended, defeated, limited liability and contrived that are neighborhood could be distinguished from another (Olson 1982: 503). Consequently, both of these studies focus on neighborhood as a community or a constellation of smaller communities.

Olson (1982) identifies the problems of neighborhood research in 5 ways:

1. The conceptualization of neighborhoods: According to Olson (1982) when the scholars link the concept of neighborhood to the broader term of community then theoretical framework of the neighborhood lacks the evaluation of other literature (Olson 1982: 505).
2. The measurement of neighborhood: Olson (1982) states that there is a few research that focus on measuring neighborhood or neighboring (Olson 1982: 505). For Olson, these kinds of studies, which were made only by Fessler and Foley, includes “use of local facilities, interaction among residents, and feelings of attachments” (Olson 1982: 505).
3. The Transformation of Urban Neighborhoods: According to Wirth with high degree of population density of the cities, the concepts of neighborhood life or social integration lost their meanings (Olson 1982: 506). Unlike Wirth, Smith attempts to deal with social ties, informal relations to measure the theoretical issues such as social integration (Olson 1982: 506). Thus, for Olson (1982) these kinds of studies which view the subject in an opposite manner to each other inhibit the development of theorizing about the neighborhood.
4. Discontinuities in Urban Neighborhood Research: Olson (1982) states that the term of neighborhood has different definitions which are collected through different methodologies from different times and places (Olson 1982: 507).

Some argues that neighborhoods were established to mitigate the loneliness and anonymity of metropolitan life and for Kotler (1969) neighborhoods precedes formation of modern city and development of metropolitan life. On the one hand, neighborhoods begin as geographic entities and become localities but on the other hand they begin with self-governing charters (Kotler 1969: 2). According to Kotler, there are many other theories about neighborhoods and these are mostly related to its accidental features and

properties it shares with other associations. Since sociologist and planners argue that neighborhood shares a common identity, it remains to be a political unit under domination of the central city and it is not accepted to be a social unit.

Moreover, from a sociological view of neighborhood concept, Guest and Wierzbicki (1999) determine the neighboring activities and socialization process of the neighbors. Although the functions of the neighborhoods have changed from more purely to political, the study of neighborhood organizations or the importance of neighborhood areas has remained constant with its handicaps and obstacles (Guest and Wierzbicki 1999: 96). For Guest and Wierzbicki, with the changes in the social and demographic structure by the enlargement of the various geographic possibilities, neighboring has become a more voluntaristic activity, in which community residents have a greater choice in regard to the location of their social activities (Guest and Wierzbicki 1999: 97). Guest and Wierzbicki emphasize the arguments why some groups continue to socialize with neighbors and why the majority of the citizens have drifted away as follows:

1. The poorly educated may especially emphasize local social ties because of their relatively low incomes, which limit personal choices and their lesser knowledge about the world.
2. Old people in particular may increasingly have social ties inside the neighborhood because of problems of physical mobility and energy, whereas young adults get out even more because of improved transportation and communication.
3. Parents may increasingly orient themselves to the neighborhood because it is a prime locale for family activities and a place make social contrasts through their children's activities. In contrast, the childless may have little inherent interest in their home territories and may opt to emphasize outside social opportunities.
4. Those outside the workforce may lack social opportunities beyond those at the neighborhood level, especially as others enter the labor force and develop new outside social relationships (Guest and Wierzbicki 1999: 97-98).

Consequently, for Guest and Wierzbicki neighboring is a more voluntaristic activity chosen only by individuals and also both the psychological and social motivations for these choices need to be more thoroughly investigated (Guest and Wierzbicki 1999: 109). Additionally for Keller, “rates and patterns of neighboring vary between town and country, slums and suburbs, transient and stable districts” (Keller 1968: 53) and it is observed that especially in the small villages and homogeneous new communities neighbor relations is as close as family relations. In other words, neighboring in urban areas is more elastic than in rural areas due to the routine activities during the everyday life in the urban areas. For Keller, the provisional classification of factors affecting neighboring is as follows:

1. Traditions of neighboring by place and social class, with small town, rural, and ethnic or immigrant enclaves in urban areas placing greater reliance on neighbors than the larger, more heterogeneous, more urbanized settlements. As for social class, here too, characteristic patterns emerge according to the life-situation of particular classes and their prevalence in different environments. Working class solidarity has been contrasted with middle class selectivity and two phases of suburban sociability.
2. Social change as reflected in changing values and institutions and in increased physical and social mobility.
3. Individual characteristics such as sex, age, family life-cycle, personality, and character type.
4. Physical design provided it takes into account the social and personal composition of a given population (Keller 1968: 86).

As it is argued that the most common elements of the neighborhood definitions are related to the territory and inhabitants within “flexible but real geographic bounds”, then specific social characteristics of the inhabitants or in other words neighboring relations becomes to be essential in consideration with the urban neighborhood researches. Therefore, for Keller (1968) the terms of neighbor, neighboring and neighborhood have to be investigated independently because knowledge of any one of them may give advice to the other ones.

Neighboring also has to be investigated with the framework of social, economical and political relations of the individuals between themselves and other actors of the cities. Sociologists argue that in the low income neighborhoods, the neighboring relations are stronger and more powerful than the other ones. By the rapid urbanization and development of the towns these relationships come to be weaker with the routine activities of everyday life. At this point, in this study only the social relations between the headmen of the neighborhoods and the residents of the neighborhoods will be examined, not the neighboring relations of the residents.

Consequently, since the term of “neighborhood” have political, social, cultural and economical meanings changing from time to time and for the various places in the world; in Turkey, it can be argued that “neighborhood” refers two main meanings as a physical area of a certain region limited with legal boundaries for being the lowest administrative level of the government (refers as “mahalle” in Turkish) and secondly a physical environment organized with social relations of the individuals as its traditional functions coming from Ottoman Empire (refers as “komşuluk” in Turkish). In the first sense of neighborhood concept, the boundaries are shaped with legal procedures but in the second one social relation is shaped the boundaries of the neighborhoods. In the world there is not a similar system to our neighborhood administration system. The research examples taken from other countries have defined neighborhood as political, social or economical areas shaped within boundaries of the cities or metropalitans. But, in Turkey there is an administrative unit at the neighborhood level. Moreover, neighborhood units have its own characteristic features with political, economical and social aspects but in this study the concept of neighborhood refers to be the lowest administrative level dealing with its historical backgrounds, legal structure, organs, financial resources will be focused, not dealing specifically with its sociological structure (only a passing references will be made in the case study in order to analyze the data).

### **2.1.3. Researches about the Neighborhood Organizations**

Besides neighborhood administration, there are other organizations or institutions which have structural forms similar to the other countries established under the umbrella of certain worldwide principles and norms such as citizen participation, governance, effective and efficient service provision etc.

To be more effective in the city administration, neighborhood organizations are established at various countries in the world. These organizations bring people together to address the problems, needs, demands. For Jones, organizations tend to be more thoughtful than individual residents (Jones 1990: 5). Neighborhood organizations present a forum expressing the issues to be discussed about the neighborhoods.

Especially in USA, neighborhood organizations affect city administration by achieving effective participation in decision-making process. These associations or organizations produce or guide city policies on the planning and land scape issues by facilitating citizen participation and citizen consciousness with securing trust to the administrative units. Each association has established boards, such as "Citizen Information Board" or "Regional Coalition Corporation" etc., which are formed by the representatives of the neighborhoods in order to interact and communicate with the residents of the neighborhoods. The basic aim of these organizations is to increase effective and efficient service provision in the neighborhood scale within the perspective of achieving democratical policies (Bulut, 1999). Birmingham, Portland, St Paul and San Antonio are the most popular places which facilitate citizen participation by establishing neighborhood councils. To facilitate demand to participate in the decision making process, defining exact population for the neighborhoods (between 2000 and 5000 residents) and maintaining political equilibrium or stability are the most important tools for the implementation (Alada, 2000).

In Sweden, by the 1970s certain arguments related to reorganizing lower units of municipalities came to the agenda. For this purpose, neighborhood councils were established to perform effective and efficient service provision by facilitating citizen participation. In 1980, three municipalities have established neighborhood councils which were identified as the functional units under the control of municipalities. By the 1985, this number reached to 65 municipalities but between 1980 and 1992 eight of the municipalities had abolished neighborhood councils because these councils increases bureaucracy, causes difficulties in decision making process, weakens specialization in the neighborhood scale and harms the principle of equality. Nevertheless, in general, these councils facilitate effective service provision of the municipalities (Montin, 1994).

Additionally, in Brazil, Porto Alegre is the ideal example of the implementations of neighborhood councils. "Participatory Budget" is the main focus of this democratic system. In the Porto Alegre model, three tier mechanisms are established to achieve democratic principles in the local government system. The first step of the system is the "districts" which are constituted by the neighborhoods. Second one is the "theme commissions" which deal with the social aid, economical developments, transportation policies, urban developments etc. and the last step is the "municipality" which is the implementation organ of this three tier system. Therefore, from down - up, everybody could follow up the steps and participate in the decisions taken for their surroundings (Alada, 2000).

In Turkey, while rapid urbanization and social changes cause various problems in the settlement areas, services could not be performed satisfactorily also cooperation and participation of citizens in the cities could not be achieved effectively. In order to carry out urban services effectively and efficiently with the participation of citizens; neighborhood, being the closest level to the citizens, is the most suitable mechanism as it is the first

stem of the city administration; and has a unique structure in meeting of local services and development of governance sensitive to participatory democracy.

Additionally, by the Local Agenda 21 movement in Turkey this kind of organizations has increased around the whole country. For example Bursa, being the first city to join the Project, is one of the driving forces behind the Local Agenda 21 in Turkey. For this purpose, Bursa Metropolitan Municipality established “Neighborhood Service Centers” in order to continue their activities within the context of Bursa Local Agenda 21. This project was firstly set up as SEDAM with the cooperation of IULA-EMME and Bursa Metropolitan Municipality under the project of European Community MED-URBS and MED-DEM programs in 1994. By 2000, with the framework of “Healthy Cities Project”, the composition, structure and functioning of SEDAM was revised and strengthened and it was restructured under the “Neighborhood Service Centers”. The aims of these centers are generally defined as;

- to perform democracy in acts,
- to constitute common interests,
- to increase the quality of life,
- to achieve good city form,
- to achieve the objectives of living and administering the city together,
- to solve today's problems of the city,
- to protect the city from the future problems to be faced,

Moreover, the achievements of the “Neighborhood Service Centers” could be classified as follows;

- With the purpose of living and administering the city together, these centers facilitate citizen participation in the provision of local needs.

- These centers form certain specialized units in order to provide citizen participation in the decision making process.
- These centers first define the problem areas then formulate the proposals to solve these problems.
- These centers prepare projects in order to prevent the coming problems.
- These centers form a mechanism for citizen participation. People come to these centers to tell their needs, demands, and proposals about their environment, their city.

These centers set up various projects in order to increase quality of life. Some of them are;

- They hold panels about family life.
- They constitute programs for women to participate work life.
- They constitute programs for youth to utilize their spare time on art, sport, or other cultural activities.
- They constitute programs for children education
- They constitute programs for disabled to develop the productive capacity of the handicapped and to augment their active involvement in social life – to insure social integration.
- They have some projects on city security service.
- They form units in order to provide services on consulting legal problems of citizens.
- They constitute programs on health services to inform citizens about the main health problems.

Briefly, Bursa Metropolitan Municipality established these centers in order to achieve the goals of “Bursa Local Agenda 21” and to support “Healthy Cities Project” for Bursa. These projects require great responsibility to ensure today and future generations’ rights. Sense of cooperation and participatory efforts are the key factors in achieving the success.

Furthermore, for Çukurçayır, “Neighborhood Boards” were established to implement local volunteer programs and to insure the functions of consultation and monitoring. In Turkey, especially in the 1990’s, the establishment of these units have been observed widely. For example Bolu Municipality, Antalya Municipality, Fatih Municipality, Şişli Municipality and Çanakkale Municipality have formed such units in order to work with the citizens together by transforming information in the meetings (Çukurçayır 2000, s: 211-212). Another mechanism similar to this could be formed under the term of “belde evleri”. These units also have important meanings to establish democratic system by responding social and cultural needs of the society.

These centers could become the voice of local community since lots of people go to these centers taking courses and programs but we can not see concrete projects on shaping the provision of local services with the cooperation of state authorities. Therefore, these centers could facilitate effective citizen participation by using different mechanisms under the umbrella of neighborhood units locating from all parts of the city.

Additionally, with in the perspective of Local Agenda 21 initiatives in İzmir to facilitate citizen participation by the tool of neighborhood administration “Neighborhood Communication Centers” (Semt İletişim Merkezleri – SİM) are planned to be improved. These centers are planned to determine the problems, demands and needs of the local communities at the neighborhood scale. To this purpose, arranging citizen’s days under the umbrella of SİM could facilitate communications between who governs and who are governed with conveying the problems to the related authorities. SİM has to be connected with the municipalities by the help of networks and therefore bureaucratic steps become faster.

Generally, nearly in every municipality, mayors hold citizens' days in order to listen the individuals' needs or protests on the affairs of the municipalities. In these days, citizen come to the municipality to voice their protests or demands to the mayors or the officials of the municipality and the mayors or the officials of the municipalities begin to find the solutions. As it is a face-to-face relation, every individual could easily attain these days. Neighborhood meetings/boards are also similar to the implementation method of citizens' days. Some municipalities arrange public days similar to the neighborhood meetings/boards. In these meetings, on the one hand, citizens could impress their decisions about their urban lives and environment; on the other hand, mayors could give information about the works, services, projects and affairs of the municipalities.

As a result, activities at the neighborhood level are increasing in Turkey. Organization of neighborhood meetings/boards, establishment of neighborhood centers, establishment of neighborhood councils, implementation of projects for neighborhoods, and support of activities at the neighborhood level with geographical information systems are expanded within this framework. "Bursa Neighborhood Service Center" is the concrete example of this framework. These centers promote face-to-face relations by implementing some certain programs for the local community.

## **2.2. THE PLACE OF NEIGHBORHOOD ADMINISTRATION IN TURKISH ADMINISTRATIVE SYSTEM**

Since it is possible to benefit from neighborhood administration for the sake of local democracy by strengthening social relations and performing urban services more effectively and efficiently with high quality, for Selçuk Yalçındağ in Turkey neighborhood administration is performing only certain red-table works and has became a nonfunctional organization (TBD – KAV 1998: 10 ). In order to reorganize neighborhood administration system it is crucial to focus on all the aspects of the neighborhood administration system.

Therefore, in this part of the study, first of all the presence and the need for establishing neighborhood administration will be stated briefly and legal and administrative structure of the existing system will be emphasized with pertaining laws about the neighborhood administration. Finally, by defining the main problems of the neighborhood administration system, critical evaluation of the system will be handled out with the proposals of the various scholars working on this subject.

### **2.2.1. Historical Perspective of the Neighborhood Administration**

Traditionally, Ottoman neighborhoods were the physical residence in which there was no discrimination between people in accordance with their classes, ethnicity, religion etc. In the beginning of the Ottoman Era, neighborhoods were the fundamental administrative units operating in the urban areas as the lowest administrative unit like villages, which were the lowest unit in the rural areas. Neighborhoods were the earliest social and administrative organization in the beginning of the Empire. In this period it was crucial to perform all the services with respect to the solidarity and participation of the citizens in both decision making process and implementations. Therefore, neighborhood units were presented as participatory and effective local service provision units. Nevertheless, this strong status of neighborhoods changed from time to time.

Ottoman Neighborhood was an intermediate institution providing relations between who are governed and who governs. Religious or conventional law and traditional culture modified the social structure of the neighborhood. Since neighborhood society was structured by solidarity within the framework of neighborhood law (komşuluk hukuku), to some extent, Ottoman neighborhood units could be identified as a nucleus of civil society that facilitates participation with its relatively administrative and financial autonomous structure. (TBD – KAV 1998: 11).

According to Alada (1989), the physical boundaries of the neighborhoods are determined by the social and administrative organizations. These units emerged spontaneously as to defend the society in the residential areas without definite boundaries. Social structure of the neighborhoods was heterogeneous and jobs and income features of people varied. Inner organizational structure of neighborhood society was structured by certain issues of guarantee (kefillilik), common responsibility (ortak sorumluluk), and neighborhood law (komşuluk hukuku).

In the light of these, we can summarize the characteristic features of neighborhoods during the Ottoman Empire Era as follows;

- neighborhoods have flexible population components which are not based on strict language and religious discrimination among the society in the beginning.
- neighborhoods are not defense units.
- they are spontaneously existence bodies and open to everybody.

In the Ottoman Empire Era, “neighborhood” (mahalle) was established around a church or a mosque. The foundation (vakıf) of the neighborhood provided school construction and the infrastructure services of neighborhood. The physical boundaries of the neighborhood based on a common faith, origin and culture etc., in short, social factors emerged in mind, thus there was no definite or district boundaries of the neighborhood. The imam, who was considered to be the most important person after kâdi, was the head of the neighborhood. The imam was appointed by the approval of the kâdi and worked under the kâdi’s supervision (Ortaylı 1979: 7-8). Since imam had no legal or judicial training, he organized documents indicating birth, death and marriage status of the citizens and mostly worked as a religious counselor for disagreements occurred in the community. Moreover, calculating taxes of the neighborhood residents and collecting these taxes was one of the most

important works to be performed (TBD – KAV 1998: 11). By this way, information about the neighborhood residents was registered by the headman regularly.

The first arrangement about the neighborhood administration is the “Teşkil-i Vilayet Nizamnamesi” dated 1864 (Atak and Palabıyık 2000: 14). With the Vilayet Nizamnamesi dated in 1864, Alada summarizes the reasons for the establishment of the neighborhood headmen under the four main arguments; to protect society from the oppressions of the imams, to facilitate the relations between the state and the society, to provide public security and order in İstanbul after the abolishment of the Yeniçeri Ocağı, and lastly to secularize the local governments (Alada 1989: 140). After the abolishment of the “Yeniçeri Ocağı” by reducing in the kadi’s and imam’s delegation of authority, in 1827 common people were appointed as the first and the second headman of the neighborhoods in order to collect taxes and to preserve public order and security (TBD – KAV 1998: 11).

According to this regulation, in towns and in the cities at least 50 households shall form a neighborhood and each neighborhood shall obey the rules which were implemented in the villages (Aytaç 1995:30). The arrangements in the Vilayet Nizamnamesi dated in 1864 are similar to today’s legal structure of neighborhood administration. In Vilayet Nizamnamesi, election rules were stated for both the headman and the Council of Elders (TBD – KAV 1998: 11). According to this regulation, a Council of Elders was established having minimum three and maximum twelve members. The first and the second headman of the neighborhood were assigned for each of the religious community living in the neighborhoods (Atak and Palabıyık 2000: 14). If the religious community has less than 20 households then there occurs only one headman serving for whole religious community. Imam or other religious heads (*ruhani resiler*) are the natural members the Council of Elders. The headman and Council of Elders have been elected only for one year but reelection of these organs can be possible. The elections of headman and

Council of Elders shall be valid by the approval of the sub-governor (Aytaç 1995:30). Being an Ottoman at least 30 years old, living in a certain neighborhood and paying taxes (minimum 50 kuruş per year) to the government regularly are some requirements to become a headman or a member of Council of Elders. Imam is the headman and the headman is the guarantor (*kefil*) of the inhabitants. The main duties of the headman and Council of Elders, who are elected for one year, are stated as follows (Atak and Palabıyık 2000: 14):

- To announce decisions related to laws, regulations and government orders.
- To inform the authorized person about the incidents (death, injury) occurred in the neighborhood.
- To assist the government in collecting the taxes
- To perform the clearance services of the neighborhood
- To research the methods of how to increase the agricultural income of the neighborhood etc.

By the İdare-i Umumiye-i Vilayet Nizamnamesi dated in 1876, the duties of the neighborhood government were determined in detail. According to this regulation, the duties of the neighborhood government were divided into 2 items: 1) duties concerning the central government and 2) duties concerning the local government (TBD – KAV 1998: 11). For Yalçındağ, duties concerning to the central government are very similar to today's situation, such as announcing the law, regulation and government orders, collecting the state revenue in accordance with the distribution schedule (*dağılım cetveli*) approved by Council of Elders and sub-district manager (*bucak müdürü*), following the communiqué results of the people announced by the public authority, informing birth and death incidents occurred in the neighborhood to the related population register regularly, informing for the heirs of the death people to the related authority etc. (TBD – KAV 1998: 12). Yalçındağ also summarizes the duties concerning to the local government

such as: decisions taken for the clearance of the neighborhood environment, appointing night guard or ranger of the neighborhood, dealing with the subjects related to the development of agriculture and trade within the neighborhood, managing the grants given to be used for the welfare of the neighborhood residents, controlling the construction process of the social facilities (schools, mosque) built by the support of the inhabitants etc. (TBD – KAV 1998: 13).

With series of arrangements, the status of neighborhood administration changed over time and in 1913 by the İdare-i Umumiye-i Vilayet Nizamnamesi, neighborhood administration was abolished. But duties performed by the headman and Council of Elders were not given to the other authorities thus neighborhood administration continued to provide services without any legal basis (TBD – KAV 1998: 13).

The village administration system was restructured by the Village Law numbered 442 and dated 1924 and by Article 8 of the Municipal Law dated 1930 neighborhood headmanship continued to preserve its existence practically and legally (Aytaç 1995).

Çadırcı (1993) mentioned that headmanship was established in 1929-30 to prevent the migration to İstanbul and to provide public security. The headmen of the neighborhoods were appointed by the central authorities, not elected by the citizens. Additionally, in 1933, the first Anatolian headmanship was established in Kastamonu (Taşköprü). The headman election was done in Taşköprü by the powerful demands of the citizens, and then, after few years, with the II. Mahmud's order this organization began to operate in all over the country (Çadırcı; 1993; 5). Also, imams had effects on neighborhood administration and headmen were elected by the citizens but there was a strong central government authority in this period. Çadırcı emphasizes the duties of headmen before the Tanzimat generally in the followings; to provide the public security of the neighborhood, to give certificate (ilmuhaber) to the

people who want to move to another place, to issue birth, death, migrate etc registrations and inform these to the central authorities (*defter nazırı*), and to calculate the income, outcome and taxes of the neighborhood (Çadırcı 1993: 6-7).

By the Law numbered 2295 and dated 1933, neighborhood administration was abolished and duties were given to the municipalities or other related authorities by the certain arrangements on the new regulation about the neighborhood administration (Aytaç 1995). Therefore, the duties performed by the headman and Council of Elders were distributed firstly to the municipalities and then to the other state authorities. Nevertheless, this task distribution did not work and did not get effective solutions then; neighborhood representative organizations were formed and continued to perform the duties by an administrative resolution, without any legal basis (Aytaç 1995). By the Law on the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns (Şehir ve Kasabalarda Mahalle Muhtar ve İhtiyar Heyetleri Teşkiline Dair Kanun) numbered 4541 and dated 1944 neighborhood administration system was restructured with the Regulation on Neighborhood Headman and Council of Elders in the Cities and the Towns (Şehir ve Kasabalarındaki Mahalle Muhtar ve İhtiyar Kurulları Tüzüğü) numbered 5991 and dated 1945. Today, with some little amendments, Law numbered 5991 is in force.

Arikboğa (1999) also works on the historical structure of the neighborhood administration system and develops a table which shows the neighborhood status and organ during the time periods and Table 1 presents the chronological explanations of the neighborhood administration system.

Table 1 Chronological information about the neighborhood headmanship

<b>PERIODS</b>	<b>EXPLANATIONS</b>	<b>ORGANS</b>
1829-1864	<p><b><i>Establishment and institutionalization process of neighborhood administration</i></b></p> <p>Headmanship was established in İstanbul in 1829 and established in the field areas in 1833. In this period, it was decided to form headmanship by various arrangements and decrees (ferman).</p>	<ul style="list-style-type: none"> <li>- first headman (muhtar-i evvel)</li> <li>- second headman (mother-i sani)</li> <li>- imam</li> </ul>
1864-1913	<p><b><i>Neighborhood headmanship: A local government unit in comparison with village administration</i></b></p> <p>By the regulations (nizamnameler) dated 1864 and dated 1871, village headmanship was become a local government unit with its power, duties and organs. Therefore, neighborhood administrations were compared with village administrations.</p>	<ul style="list-style-type: none"> <li>- headman</li> <li>-elders committee (ihtiyar meclisi)</li> </ul>
1913-1933	<p><b><i>The abolishment of the neighborhood headmanship legally</i></b></p> <p>By the Law dated 1913 neighborhood headmanship lost its legal existence but continued to exist practically with the permission of the government. (Village headmanship was preserved. By the Village Law dated in 1924 village headmanship was restructured as a local government unit.)</p>	-----
1933-1944	<p><b><i>Abolishment of the neighborhood headmanship definitely</i></b></p> <p>Duties performed by the neighborhood headman was transferred to the municipality, police, gendarmerie, guard etc.</p>	-----
1944 and afterwards	<p><b><i>Reestablishment of the neighborhood headmanship</i></b></p> <p>Headmen became personnel who were responsible to perform certain duties especially related to the central government.</p>	<ul style="list-style-type: none"> <li>- neighborhood headman</li> <li>- council of elders (ihtiyar heyeti)</li> </ul>

Source: Arikboğa 1999: 109

As a result, by the 19th century, with the reorganization process in the administration, neighborhoods lost their heterogeneous structure with respect to the social changes and administrative or restructuring attempts. By the 20th century, the residential areas were formed by the homogeneous societies having the same income rate. Moreover, with sociological and political developments, neighborhood administration system has been redefined from time to time, and now these units have almost lost their effectiveness.

Today, neighborhood administrations are performing a limited number of functions and they seemed to have lost their traditional functions. Since neighborhoods, to some extent, lost their traditional functions and then a new concept emerged as “kenar mahalle” parallel to the social changes (Alada 1989).

### **2.2.2. Organs and Financial Means of the Neighborhood Administration**

Neighborhood headman is the actual representative of the neighborhood. Headman shall transmit and follow up the requests and complaints of the neighborhood residents to the related authority. Beside this representative character, neighborhood headman also has a right to file a suit to the decision of the assessment committee on the price and value of the property tax in accordance with the Tax Procedure Law (Atak and Palabıyık 2000:50-51).

#### **2.2.2.1. Organs of the Neighborhood Administration**

According to Article 1 of Law on the Structure of the Neighborhood Headmen and Council of Elders in Cities and Towns (Şehir ve Kasabalarda Mahalle Muhtar ve İhtiyar Heyetleri Teşkiline Dair Kanun), which is the basic law on the neighborhood administration, a headman and a Council of Elders headed by the headman shall exist in the neighborhoods which were established in

the towns and the cities and which will be established regarding the Article 8 of the Municipal Law (Article 1 of the Law No: 4541 Date: 1944).

Article 2 of By-law on Neighborhood Headman and Council of Elders in Cities and Towns (Şehir ve Kasabalarındaki Mahalle Muhtar ve İhtiyar Kurulları Tüzüğü) numbered 5991 and dated 1945 states the organs of the neighborhood administration system and explains the establishment procedures as follows:

A headman and a Council of Elders chaired by the headman should be present in the neighborhoods established in towns and cities and in the neighborhoods that will be re-established according to the decision of the Administrative Commission (İdari Kurul) and the Council of Municipality, according to the Municipality Law, and through the permission of the Governor (Article 2 of the By-law No: 5991 Date: 1945).

Consequently, there exists a headman and Council of Elders, headed by the headman, in the neighborhoods which were established in the cities and towns established according to Municipal Law in our existing neighborhood administration.

Article 10 of the By-law numbered 5991 and dated 1945 states that to be eligible for being elected as a neighborhood headman and a member of Council of Elders:

- 1 – Being a Turkish Citizen
- 2 – Having been residing in the neighborhood for at least a year before the time of the elections
- 3 – Being over 25 years old
- 4 – Not having jailed or not being barred from public service because of defamatory offenses like robbery, smuggling, swindling, forgery, expressly utilization of counterfeit notes and abusing beliefs.
- 5 – Being Turkish literate are musts.

Headman is the executive organ of the central government and is elected to bond the relations between the neighborhood and the central authorities and the local government units. Furthermore, Council of Elders assists to the headman to execute the duties of the neighborhood some of which depends on voluntary in some conditions and the rest of them are obligatory (Atak and Palabıyık 2000:43). Headman has to be available in his/her office in order to perform the daily duties at certain hours of everyday.

Article 2 of the Law on the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns numbered 4541 and dated 1944 states that Council of Elders and Headman are composed of a headman and 4 members. Neighborhood headman, Council of Elders and the reserve members of Council of Elders are elected by the neighborhood residents. This election recurred for every five years period. Elections for the headman and Council of Elders shall be held together. Every voter shall write a name for headman election and eight names for the election of members of Council of Elders. Moreover, according to By-law numbered 5991 and dated 1945 the elections for the neighborhood headman and Council of Elders shall be held under the supervision of the biggest local authority or an official assigned by the authority.

Moreover, according to Article 30 of Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders (Mahalli İdareler ile Köy ve Mahalle Muhtarları ve İhtiyar Heyetleri Seçimi Hakkında Kanun) numbered 2972 and dated 1984, eight members shall be elected for the Neighborhood Council of Elders. Four of them, who got the highest votes, shall be the permanent members and the others are the reserve members. When leaving the job for a temporary period of time due to any essential reason, headmen have to appoint a member of Council of Elders as the acting headman and have to notify the highest local authority about the member, leaving time and period. Moreover, giving permission to the headmen for leaving the job for a certain period, governor or sub-

governor shall inform related authorities about the time of leaving and the representative of the headmanship (Aytaç 1995).

When a headman wants to resign from the job, he/she shall notify to the governor or sub-governor and Directorate of District Election Committee (İlçe Seçim Kurulu Başkanlığı). These authorities do not have power to reject the headman's resignation therefore giving petition of resignation to the governor or the sub-governor is for the fulfillment to perform necessary administrative procedures and notification of the Directorate of District Election Committee (İlçe Seçim Kurulu Başkanlığı) necessary election processes shall be commenced and carried out (Aytaç 1995: 136).

According to Article 39 of the By-law numbered 5991 and dated 1945, headman shall provide a place for work and shall be at that place for a certain hours of the day that is enough to carry out daily duties. The members of the Council of Elders shall meet twice in a week at certain hours in the office of headman. Other than these meetings, they meet upon the call of the headman (Article 40 of the By-law No: 5991 and Date: 1945). Moreover, headman has to announce the working place and the working hours to the residents and shall notify this information to the highest local administration.

The headmen shall use certain notebooks, receipts, certificates and other documents. The examples of the notebooks, receipts, certificates and other documents which are used by headmen are produced by the Ministry of Interior.

Finally, the village and neighborhood headmen, the ones who do not depend on any social security administration, are covered under the Law on Bağ-Kur, numbered 1479 (Of those, who are not re-elected or who left the assignment, may continue to depend on Bağ-Kur as long as they pay the legal premiums).

#### **2.2.2.1.1 Election of the Neighborhood Organs**

Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders numbered 2972 and dated 1984 deals with election of the neighborhood administration's organs. According to this Law, elections for headman and Council of Elders are carried out through the basis of majority system.

Actually, election environment for the neighborhood headman and for the Council of Elders is the neighborhood and like every election organized in our country, people vote for the election environment by using the voting boxes provided in accordance with the procedures.

Additionally, for headman election, a voting paper with a name written on it, and for Council of Elders election, a voting paper with the names, as many as the number of permanent members, written on it shall be placed in a special envelope prepared by the Higher Election Council and be put into the voting box.

According to Article 31 of the related Law, candidacy practice shall not be applied for village and neighborhood headmen and for the members of village and neighborhood Council of Elders. Every Turkish citizen over 25 years old are eligible for being elected as headman, member of Council of Elders and Commission of Elders, on the grounds that he/she has been residing in that village or neighborhood for at least six months and on the grounds that he/she is not bearing any conditions that prevents his/her being elected. Moreover, primary school graduation is not a condition; it is satisfactory if the candidate is literate. Additionally, for this Article, the village headmen, who are dismissed from their duties regarding the article 41 of the Village Law, numbered 442, and neighborhood headmen and members of Council of Elders, whose titles are detached regarding the Article 18 of the Law on Establishment of Headman and Council of Elders in Cities and

Towns, numbered 4541, are not eligible for re-election for the same positions.

Certain procedures related to the election of the neighborhood headman and the Council of Elders such as the date and place of the election, the time that the election starts and ends, how many days of extension is allocated if the voting can not be finished in a day and the deadline time for the voting shall be announced to the voters by the greatest local authority by using the proper means (Article 17 of the By-law No: 5991 Date: 1945).

Furthermore, the elections of the neighborhood headmen and principle and reserve members (*asil ve yedek üye*) of Council of Elders are sealed by the approval of the governor in the places connected to province centers and by the sub-governor in the places within districts.

In cases where the headman's election has not been approved, another one shall be elected instead within a month; and in cases where the elections of the members of the Council of Elders have not been approved, reserved members shall be appointed instead. If no reserved members are left then an election shall be held in a month to fill the vacant principle and reserve members.

For the village and neighborhood headman election, the last competent for the objections is applied to the Provincial Election Board (*İl Seçim Kurulu*) (Atak and Palabıyık 2000:43). But for the complete unlawful conditions (*tam kanunsuzluk*) it is possible to apply to the Higher Election Board (*Yüksek Seçim Kurulu*). For the elected headman in case of being insufficient to be elected (which refers to be the complete unlawful conditions) it could be possible to apply to the Higher Election Board and the Higher Election Board could cancel the election (Aytaç 1995: 118).

### **2.2.2.1.2. Other Issues Related to the Organs of the Neighborhood Administration**

There are also specific points for the neighborhood headmanship arranged by laws. For instance, in case where the neighborhood headmen and Councils of Elders have shown negligence in compliance with their duties, province governors or district governors shall give them a written notice. If defaults continue despite the notice, they are asked to resign and their duties shall be terminated via the decision of Administrative Council (Article 18 of the Law No: 4541 Date: 1944). Nevertheless, the negligence conditions of the headman do not explained by laws. For Aytaç (1995), after the written notice if the headman still continues to neglect performing the duties, headman shall be fired by the governor or the sub-governor with the decision of the Provincial Administration Committee (İl İdare Kurulu) or District Administration Committee (İlçe İdare Kurulu) and thereby the existence of headman and Council of Elders will be finalized.

Considering the work done, municipality council shall decide and the greatest local authority official shall approve the unification of one or two neighborhoods to a headman and Council of Elders or having more than one headman and Councils of Elders in a single neighborhood.

Moreover, according to Article 30 of the By-law on Neighborhood Headman and Council of Elders in the Cities and the Towns numbered 5991 and dated 1945; when the headmanship becomes vacant due to death, withdrawal, dismissal, disapproval of election and recruitment for the army for more than 45 days or due to any other reasons, governor or district governor shall appoint a member of Neighborhood Council of Elders as the headman till the new headman is elected. In case when there is a vacancy in the Council of Elders, the vacant position shall be filled with a reserve member. When there is no reserve member left, election shall be held to fill the number of

vacancies. New elections shall be held within a month (By-law No: 5991 Date: 1945).

Article 33 of the Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders (Mahalli İdareler ile Köy ve Mahalle Muhtarları ve İhtiyar Heyetleri Seçimi Hakkında Kanun) numbered 2972 and dated 1984 explains additional situations about the election of the vacant headman and members of Council of Elders as follows:

In case where the village or the neighborhood headmanship becomes vacant for any reason, the first permanent member of the Council of Elders or Commission of Elders shall report it in writing to the related election board and to the highest local authority. For the vacant headmanship positions, elections are held on the first Sunday of June, every year. Deputy headman, appointed by the highest local authority, shall carry out the headmanship until the elections.

Before the election term is over, in cases where the number of members of the Council of Elders or Committee of Elders are down to half (except the natural members in the villages), even after positioning the reserve members, the headman shall notify the related election board and the highest local authority in a week.

Upon the notification, district election board presidency shall announce the situation in 48 hours. Elections shall be held on the first Sunday following the 60<sup>th</sup> day after the announcement.

If the headmanship is vacant in places where the election for Council of Elders or Committee of Elders is to be held, both elections are held at the same time without the need to wait for June. (Article 33 of Law No: 2972 Date: 1984).

Since neighborhood administration system does not have legal personality then it is not possible to file a suit against the neighborhood administration. But neighborhood administration is accepted to be the representative of the neighborhood practically. For this reason, headman has the right and responsibility of transmitting the problems and the needs of the residents to the related state authorities (Aytaç 1995: 139).

By the Law numbered 2108 and dated 1977, it is evident that neighborhood headman is accepted as the state official, who is supported by the decisions of the Council of State and Supreme Court with respect to Adjudication of Civil Servants Law (Memurların Yargılanması Hakkındaki Kanun) (Aytaç 1995: 141).

Most of the conditions that are specified as obstacles for being a headman are the concepts stated in the Turkish Criminal Law (Türk Ceza Kanunu). It is difficult to understand what kinds of offences they express. Especially, in the Law which should be formed easy to understand by everybody, it is essential to determine the conditions which constitute obstacles for the headmen (Aytaç 1995: 113)

Finally, the reasons of losing the status of the headmanship are given below (Aytaç 1995: 142):

1. By the death of the headman
2. Not to be reelected in accordance with the existing election rules
3. Appearance of incapable for being a headman after the election time
4. Losing qualifications required to be elected after the election time
5. By resignation
6. Termination of the job by the relevant authority because it is not performed appropriately
7. Unable to perform the duties due to continuous and severe illness

Finally, various institutions and state authorities can require certain documents or certificates from the neighborhood headman while performing their duties in some circumstances to prove the status of the people (Aytaç 1995: 105).

#### **2.2.2.2. Financial Means of the Neighborhood Administration**

Law on Appropriation and Social Security of the Headmen (Muhtar Ödenek ve Sosyal Güvenlik Yasası) numbered 2108 and dated 1977 regulates the payments to the neighborhood headmen. According to Article 1 of this law, monthly payment, calculated by the multiplication of the indicator number 3,000 with the civil servant monthly coefficient, shall be made to the village headmen and neighborhood headmen. Council of Ministers is authorized to increase the indicator by as much as hundred percent upon the request of Ministry of Finance having asked the Ministry of Interior's opinion. Additionally, this payment shall not be subject to a tax and deduction, except stamp tax. The appropriation for this allocation shall be put into the budget of Ministry of Interior every year and be transferred to Special Provincial Administration Budget from the allocation of concern within the year. Headman payment shall be made to them by the Special Provincial Administrations on the 15<sup>th</sup> of each month (Article 1 of Law No: 2108 Date: 1977).

It becomes a fact to assume headmen as state officials due to the monthly payment given to him by the state through the regulations stated in the Law on Appropriation and Social Security of the Headmen (Atak and Palabıyık 2000:44).

At the beginning of each year, the amounts of the fees for services shall be determined with a tariff that is decided by the Provincial Administration Committees for the province and this tariff has to be announced by the Provincial Administration. Moreover, for the Article 35 of the By-law numbered 5991 and dated 1945 the headmen are obliged to part a copy of the tariff approved by the governors on the walls of the headmanship office. Additionally, according to the Article 36 of this By-law, economic conditions of the city or town (where the tariff will be implemented), living standards and income of the residents, and capacity of the residents to pay the fees are

taken into consideration and the costs like rent, heating, electricity and servant pay, that are necessary to carry out the headmanship duties have to be considered while deciding the tariffs of the headmanship. The fees taken from the headmanship duties belong to the headmen and the costs like rent, heating, electricity, expendables which are necessary to carry out the headmanship duties have to be paid by these fees.

Fees are taken on the duties performed by the neighborhood headman and Council of Elders and the fees that are collected are indicated on each kind of document and on the fee inventory notebook (harç defteri) (Article 34 of the By-law No: 5991 Date: 1945). Moreover, as it is mentioned in the By-law, fees are not be taken from the poor people, whose poverty is approved by the highest local administration, and also the responsibilities, which are public duties of the headmen and Council of Elders as stated by the law and regulations are not subjected to the fees.

### **2.2.3. Legal and Administrative Status**

According to the Article 127 of the Turkish Constitution neighborhood administration is not a local government unit since they are established by law and are not have a corporate body having its own budget and personnel (Atak and Palabıyık 2000: 9-10). Moreover, for Orhan Pirler, since headman is supposed to perform the duties of both central government and local government in accordance with Turkish laws then, for this reason, neighborhood administration has a distinct administrative character (TBV - KAV 1998).

All legal arrangements related to the neighborhood administration can be classified as follows:

1. Teşkil-i Vilayet Nizamnamesi (1864)
2. İdare-i Umumiye-i Vilayet Nizamnamesi (1876)
3. İdare-i Umumiye-i Vilayet Kanun-u Muvakkati (1913)

4. Municipal Law numbered 1580 (1930) (abrogated by the new law)
5. Law numbered 2295 (1933)
6. Law on the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns (Şehir ve Kasabalarda Mahalle Muhtar ve İhtiyar Heyetleri Teşkiline dair Kanun) numbered 4541 (1944)
7. By-law on Neighborhood Headman and Council of Elders in the Cities and the Towns (Şehir ve Kasabalardaki Mahalle Muhtar ve İhtiyar Kurulları Tüzüğü) numbered 5991 (1945)
8. Law on Allowance and Social Security of the Headmen (Muhtar Ödenek ve Sosyal Güvenlik Yasası) numbered 2108 (1977)
9. Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders (Mahalli İdareler ile Köy ve Mahalle Muhtarlıklarını ve İhtiyar Heyetleri Seçimi Hakkında Kanun) numbered 2972 (1984)
10. Greater Municipality Law numbered 5216 (2004)
11. Municipal Law numbered 5272 (2004)

In the Turkish Administrative System, municipalities are divided into neighborhoods which are administered by the Law numbered 4541, dated in 1944. The concept of “neighborhood” is defined as the lowest administrative unit of government located in the boundaries of a municipality, which has its own elected administrative organs; Council of Elders and the headman. According to the Law Numbered 4541, establishing, abolishing and uniting neighborhoods are under the authority of municipalities. Following the decision of the municipal council, the approval of the provincial governor is required. Neighborhood administration units are established to assist for certain minor duties of the government given by various laws of such as; “to issue and attest birth certificates, to provide necessary information on military notifications and communicate summons, to issue documents certifying poverty, good conduct and residence, and to inform the government of persons under suspicion etc.” (Polatoğlu 2000:125)

This part of the study will discuss the legal and administrative framework of the neighborhood administration in Turkey. Establishment of neighborhood administration, laws related to the neighborhood administration and duties of the headmen will take place in this part of the study.

#### **2.2.3.1. Establishment of the Neighborhood Administration**

Today, the establishment of neighborhoods is a widespread practice within the boundaries of the towns and cities. According to Aytaç, the establishment of neighborhoods arises from two main reasons or needs (Aytaç 1995: 34);

1. It becomes compulsory to establish neighborhoods in the new existing residential areas because of the enlargement or development of the existing towns and cities or it shall be requested to divide an existing neighborhood to form more than one neighborhood instead of only one neighborhood.
2. It can be requested to form one or more neighborhoods with the establishment of a new municipality because of its loosing or ending status as a village legal personality.

Article 9 of the Municipal Law numbered 5272 and dated 2004 deals with the neighborhood administration. According to Article 9 establishing, abolishing and uniting neighborhoods or changing the names and boundaries of the neighborhoods are under the control of municipalities with the decision of municipal council. Following the decision of the municipal council approved by the sub-governor, the approval of the provincial governor is required.

The application for establishing a neighborhood shall be done to the municipalities. The sketch drawings of the area requested to form a neighborhood is done by determining its boundaries and a report is prepared including data about the population, the measurement of the surface area, the transportation system and other properties of the area (Aytaç 1995). By

the decision of the municipal council with the approval of the provincial governor, new neighborhood or neighborhood administration unit shall be established legally. Furthermore, governor or sub-governor shall apply to the related Election Committee (Seçim Kurulu) to request a local election for the newly established neighborhood, then after the election of the neighborhood headman and Council of Elders neighborhood administration begins to provide services practically (Aytaç 1995). For Aytaç, who can apply for establishing a neighborhood is not clear in the law therefore Aytaç (1995) clarifies that this application can be done by the residents of the neighborhood (who can have a right to participate in the elections), members of the municipal council, mayor of the municipalities and governor and sub-governor of the related district.

While negotiations about the establishment of a neighborhood are continuing in the municipal council, any member of the council can object to the decision of establishing a neighborhood. After the decision of the Administrative Board (İdare Kurulu) and approval of the governor, objections to the establishment are not accepted against this “action for nullity” could be filed since the establishment of neighborhood is an administrative operation (Alada and Palabıyık 2000: 42).

Since there are not specific criterion or standards defined by laws regarding the establishment of neighborhoods, for the unification of the neighborhoods By-law on Neighborhood Headman and Council of Elders in the Cities and the Towns states simple population as criterion regarding the works of the headmen. According to Article 3 of the By-law numbered 5991 and dated 1945 related to the work to be performed, the unification of one or two neighborhoods to a headman and a Council of Elders or having more than one headmen and Councils of Elders in a single neighborhood depends on the official letter signed by the majority of the municipality electors or on the administrative necessity deemed by the greatest local authority and an approval of the greatest local authority. Within this context, when unifying the

neighborhoods, consideration shall be given to not attaching more than 1,000 houses to a headman and not attaching less than 300 houses per headman in cases where more than one headman are present. Additionally, in high storey buildings, each apartment shall be counted as one house. Except this article of the By-law, there is no other issue stated in laws about the establishment of the neighborhoods. Furthermore, for Aytaç (1995) although these certain criteria are mentioned in the By-law, in the implementation process the authorities do not obey these criterion while establishing neighborhoods because of the political reasons.

The procedures and processes for the establishment of neighborhood administration are valid for ending its legal existence for any reason. The legal process of establishing and ending of the neighborhood administration shows the double structural form of this administrative unit. Consequently, by this way, neighborhood administration which are established by the decision of municipal council (which is a local government unit), appropriate decision of the Administrative Board and approval of the governor gains legal existence with the election of the citizens (Atak and Palabıyık 2000: 42).

#### **2.2.3.2. Laws Pertaining to Neighborhood Administration**

Centralization, the basic feature of our administrative system, reflects the arrangements of the neighborhood administration. Therefore, neighborhood administration is accepted to be the lowest administrative level of the central government and the headmen are also accepted to be the officials of the central government (Atak and Palabıyık 2000: 18).

According to Law numbered 4541 and dated 1944, neighborhood administration is defined to assist for the central government by performing urban services. Since the duties performed by the neighborhood administration are mostly related to the central government and neighborhood headmen are accepted to be the officials of the central

government with appropriating funds from the monthly budget, then neighborhood administrations are accepted to be the lowest level of central government.

Today, legislation about the neighborhood administration can be classified as follows (Atak and Palabıyık 2000: 15-16):

- Law on the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns (Şehir ve Kasabalarда Mahalle Muhtar ve İhtiyar Heyetleri Teşkiline Dair Kanun) numbered 4541 and dated 1944 related to the duties of the neighborhood administration.
- By-law Neighborhood Headman and Council of Elders in the Cities and the Towns (Şehir ve Kasabalarда Mahalle Muhtar ve İhtiyar Kurulları Tüzüğü) numbered 5991 and dated 1945 regarding the Law on the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns.
- Law on Appropriation and Social Security of the Headmen (Muhtar Ödenek ve Sosyal Güvenlik Yasası) numbered 2108 and dated 1977.
- Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders (Mahalli İdareler ile Köy ve Mahalle Muhtarları ve İhtiyar Heyetleri Seçimi Hakkında Kanun) numbered 2972 and dated 1984 related to the elections of the neighborhood headman and the Council of Elders.
- Greater Municipality Law numbered 5216 and dated 2004.
- Municipal Law numbered 5272 and dated 2004 are also related to the neighborhood and establishment of the neighborhood administration.

Article 9 of the new Municipal Law numbered 5272 and dated 2004 is about the neighborhood administration. According to Article 9, headman is responsible to determine the common needs of the residents, to develop neighborhood life quality, to communicate with municipality and other public institutions, to interview on the issues related to neighborhood, to work together with other authorities and to perform the duties given by laws. Moreover, Article 9 also states that municipality shall provide necessary help and support to meet the needs of the neighborhood and headmanship and to solve the problems within the limits of financial means. Also municipality considers common demands of the neighborhood in accordance with their decisions and tries to execute services appropriate to the needs of the neighborhood.

Article 24 of Municipal Law numbered 5272 and Article 16 of the Law on Special Provincial Government deal with the participation of the neighborhood headmen to the Specialization Commissions (İhtisas Komisyonları). Neighborhood headmen shall participate in the meetings in accordance with their tasks performed in their activity areas and these meetings provide only a communication channel for the headmen without having a right to vote. Additionally, Article 76 of the Municipal Law concerns the responsibility to execute in the City Councils effectively and efficiently by supporting the participation of relevant parties. Neighborhood headman is defined to be one of the participants of these councils. Since these articles seem to facilitate headman participation in the city government, the way of how to participate is missing. Also headmen do not have right to vote therefore they are not willing to participate these kinds of meetings since they do not have any obligatory effects.

Consequently, laws pertaining to neighborhood administration and legal arrangements on the neighborhood administration lack in defining tasks of the headmen, the way of participation, municipal responsibilities, and the criteria on the number of the households or population to establish the

neighborhoods etc. Therefore, according to Atak and Palabıyık (2000), these insufficient legal arrangements related to the administrative, functional and representative aspects make the headmanship to become a marginal institution. With unsuitable physical conditions of the neighborhoods and insufficient employee rights of the headmen, this problem becomes greater and greater (Atak and Palabıyık 2000).

#### **2.2.3.3. Tasks Given by Laws to the Neighborhood Administration**

According to Article 8 of the Municipal Law numbered 1580 and dated 1930, the main duties of the headman was classified as follows: to determine the common needs of the neighborhood by the participation of the neighborhood residents, to improve life quality of the residents, to sustain a relationship with the municipality and other public organizations or authorities, to deliver opinion related to the neighborhood, to cooperate with other authorities and to perform other certain duties given by laws. To perform all these duties, municipality has to provide necessary help and support within the scope of its budget in order to solve the problems of the headman and the residents by considering the common interest of the residents.

Many of the laws concerning the duties of the neighborhood headmen which are stated in the By-law numbered 5991 and dated 1945 are abolished from time to time. Therefore, it is essential to follow up the changes or arrangements made in the legal framework regularly and carefully in order to determine the correct duties of the headmen since duties stated in the Law concern items stated in many different laws. For Aytaç, these duties could be grouped as follows (Aytaç 1995: 49);

1. Duties classified by purpose:

- Supplementary duties headed for the official institutions and organizations,
- Supplementary duties performed for the neighborhood residents.

2. Duties classified by service kinds:

- Duties concerning the security services,
- Duties related to the military services,
- Duties concerning the population and citizenship issues,
- Duties related to the title deeds and cadastral issues,
- Duties related to the social aid issues,
- Duties related to the matters for the courts,
- Duties about the election procedures,
- Duties related to the finance of the administration issues,
- Duties about the national defense.

All the duties of the neighborhood headman and Council of Elders given by the By-law numbered 5991 and dated 1945 are stated as follows:

1 – According to the Census Law (Law dated 1914 and named as “Sicili Nüfus Kanunu” in Turkish was in practice in the Ottoman Era. By the 1972 a new Population Law was entered into force):

A) *To provide certificate of proof for those who are not registered to the Registration Office:* By the Census Law numbered 1587 and dated 1972, this duty was rearranged. Citizen shall apply to the nearest Registration Office with residence certificate (ikametgah) taken from the neighborhood headman. Additionally, citizen living in the foreign countries shall apply to the embassy or consulate general in order to get certificate of proof (Aytaç 1995:50-51). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

B) *To provide certificate for those who lost their identity cards, by basing on their signed declaration:* By the Census Law numbered 1587 and dated 1972, those who lost their identity cards shall get a document from their official office or institutional directorate and shall apply to the related

Registration Office with this document. Headman could also give a certificate to them but with the arrangements of the Law this duty is only shared to give certain certificate (Aytaç 1995:51-52). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

- C) *To approve the birth certificates to be filled in by the father, parent or guardian, who are obliged to report the birth to the Registration Office. (In this certificate, name of the newly born, place of birth, date, names of father and mother, street address, apartment number, names of the witnesses, their occupation and residence addresses are indicated.):* By the Census Law numbered 1587 and dated 1972, the father, parent or guardian of the baby shall notify this birth to the Registration Office and thus this duty or responsibility is taken from the neighborhood headmen (Aytaç 1995: 52). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered in the presence of two witnesses.)
- Ç) *To send death certificate to the Registration Office within 10 days at most following death. (In this certificate, names of father and mother, marital status, name of spouse, age, occupation, place of birth, reason for death, date and time of death are indicated.):* Since it is obliged to notify the Registration Office about the death incidents by the Law numbered 1587 and dated 1972, there occurs no duty or no responsibility performed by the neighborhood headmen (Aytaç 1995: 53). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered in the presence of two witnesses.)

- D) *To provide certificates for notifying the related parties in case of movements for residing or as guests for more than 6 months:* There exists no duty or responsibility of the neighborhood headmen about this issue by the new Census Law. Citizen shall notify to the related Registration Office with two witnesses who know the citizen well (Aytaç 1995: 53). (According to

Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

E) *To provide certificates for those who want to register their states like art, title, religious order and conditions:* In the Law numbered 1587 and dated 1972, it is stated that citizen shall get certain certificate from the village or neighborhood headmen with the approval of the greatest local authority and then notification to the Registration Office shall be done in order to be committed in their family register records (Aytaç 1995: 54). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall cover alone.)

2 – According to the Military Law (Askerlik Kanunu) numbered 1111 (According to Article 33, among the duties stated in the Article 32, letters A, B, C, Ç, D, E,F are the ones that shall be covered with the majority of the Council of Elders and letter G is the one that the headman shall cover alone.):

A) *To provide every kind of information required by the first or last call officials or military offices on the list of registry about the man who are at the age of recruitment*

B) *To be present in the Military Councils to brief on the tasks asked.*

C) *To receive call-up letters upon signature and to give the letters to the individuals if they are in the neighborhood, if not, to advise their mother/father/brother/sister or any other relative. To take the individuals to be recruited with their call-up letters to the military office. To provide information on the whereabouts of the ones residing in the neighborhood but not present although called-up; to provide information about the illnesses and disabilities for the ones who are unable to come to the military office because of their illnesses and disabilities; to provide information about how long the*

*imprisonment will last and the reason and the place for imprisonment for the ones who are imprisoned; and to provide information about the schools for the ones that are still attending school.*

C) *To provide information about the presence of the people whose names are read from the list on the date of call and about whether the person present is actually the person registered in the list.*

D) *To provide certificate for those who ends up with uncertainty starting from the call-up day for military service.*

E) *To receive the list of individuals to be recruited in the military, which is sent by the greatest local authority, to call the listed individuals and advise them to get prepared until the call-up date and be ready at the military office on the day of call. If the headman cannot reach the individual, then he/she shall advise his mother/father/brother/sister or any relatives that is present. If the individual is no longer residing in the neighborhood, than the headman shall find out where he is present, what he is involved with and the date he moved from the neighborhood. The headman shall note the findings on the list, sign the list and take the list to the greatest police official and gendarme official together with the called individuals on the call-up day.*

F) *For the ones who had been present on the day of gathering but did not attend later, the headman shall find out whether the reason is due to an illness or arrestation or imprisonment and to give necessary explanation to the officials and to prepare a new certificate or report for the ones whose recruitment has been delayed a month for being absent due to the reasons stated above and send it to the military offices.*

(G) *To record the related information in case the individuals at the age of recruitment will be leaving the region of the military center for more than 15 days and report it to the military office. On the call-up day, to report the*

*strangers residing in the neighborhood for more than 15 days and to report the escapees, remainings, hidden ones and the ones without permission to the military offices.*

According to Article 7 of the Regulation on the Procedures Regarding the First Military Recruitment Procedures for the Individuals at the Age of Military Recruitment (Askerlik Çağına Girenlerin İlk Yoklama İşlemleri Hakkında Yönetmelik) dated 1971 with the decision of Council of Ministers numbered 7/1901 which determines the duties of the village and neighborhood headmen, headmen shall announce and suspend the list of registry which are sent by the governorship or sub-governorship on the 1<sup>st</sup> of April and keep the list till the 30<sup>th</sup> of April. Headmen also have responsibility to inform the citizens about the mistakes related to their identity tables. Moreover, in case the individuals at the age of recruitment are not residing in the village or in the neighborhood, headman shall find the address of the individuals and shall write the addresses on the list with signatures of the headman and at least the two members of the Council of Elders in order to sent to the governorship or the sub-governorship (Aytaç 1995: 59). Moreover, today headmen and members of the Council of Elders have only certain responsibilities to assist for the works of the related authorities of the Ministry of National Defense.

3 – According to the Law on Highway and Highway Bridges (Şose ve Köprüler Kanunu) numbered 1525 (According to Article 33, among the duties stated in the Article 32, letters A and C are the ones that shall be applicable to the majority of the Council of Elders and letter B is the one that the headman shall be subject alone.):

A) *Those who are charged with road taxes, to fill in and submit the forms received from special accountings each year from the beginning of February to the end of April.*

B) *To collect road taxes and submit them to the related tax office for the places, where no permanent or temporary tax collector is present.*

C) *To audit the documents of the ones, that are residing in their neighborhood and that will perform their duties by civil service, a month later than the end of construction period determined by the General Provincial Assembly and to submit the related forms to the tax office if there are individuals who refrain from this service.*

Some of the sentences of the Law on Highway and Highway Bridges numbered 1525 was changed by the Law on Regarding the Establishment and Duties of the General Directorate of the Highways (Karayolları Genel Müdürlüğü'nün Kuruluş ve Görevleri Hakkında Kanun) numbered 5539 and dated 1950 and the articles related to the road taxes are abolished by the Law on Regarding the Road Tax Imposed on from the Fuel (Akaryakıttan Alınacak Yol Vergisi Hakkında Kanun) numbered 5889 and dated 1952. Therefore, by the Law on Abolishing the Laws that Have No Possibility to be Implemented (Uygulama İmkani Kalmamış olan Kanunların Yürürlükten Kaldırılması Hakkında Kanun) numbered 3488 and dated 1988, Law on Highroads and Highway Bridges have almost been abolished (Aytaç 1995: 60).

4 – According to the Law of Civil Procedure (Hukuk Usulü Muhakemeleri Kanunu) numbered 1086 (According to Article 33, among the duties stated in the Article 32, letters A, C and Ç are the ones that shall be carried out with the majority of the Council of Elders and letter B is the one that shall be performed by the headman or a member of the Council of Elders.):

A) *To approve the signatures on the attorney statements related to the cases to be held under judges of Criminal Court of Peace:* By the Notarial Law (Noterlik Kanunu) numbered 1512 and dated 1972, duty and authority of arranging legal documents shall be given to the notary officials therefore, the

existing duties of headmen on making arrangements of the certain legal documents were abolished (Aytaç 1995: 61).

B) *To receive the letters delivered by the postman when there is no one to receive in the residences indicated for the notification of judicial letters:*

C) *To approve the stamp or sign made by the illiterate or by the individual who cannot sign:* People who were illiterate had got to prepared certain stamps which have to be approved by the headman but now this procedure is not implemented practically. Therefore, duty and authority of this approval have lost its effectiveness.

Ç) *To write the certificates to be submitted to the court for the ones who requested judicial assistance (in these certificates, the requestor's vocation and title, wealth and the amount of tax paid, his/her family's condition shall be written and it shall be indicated that he/she does not have the means to cover the suit costs.)* Duty of preparing judicial documents is still going on with laws but it is difficult to prepare such kinds of documents because headman should have to get information about the tax commitment of the individuals from the finance authorities and the municipalities and also get information about the immovable property of the individuals from the title deed authorities (Aytaç 1995: 63).

5 – According to Criminal Trial Procedures Code (Ceza Muhakemeleri Usulü Kanunu) numbered 1412:

A) *To be present in the examinations of houses or work places and indoors by the police force without the presence of a judge or public prosecutor:* By the amendment of the Law dated 1985, headmen do not have any responsibility about this issue (Aytaç 1995: 64). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be undertaken by just two members.)

B) *To present certificate of poverty for the ones that must pay the fee to appeal, in order to be exempted from paying it:* According to the Criminal Trial Procedures Code, the presence of two members of the Council of Elders or two neighbors are essential for the examinations of the houses or work places. Even the duty related to the member of the Council of Elders is in force, in the practice this duty is not performed any more (Aytaç 1995: 63). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

6 – According to the Law on Prohibition of Animal Larceny (Hayvan Sirkatinin Meni Hakkındaki Kanun) (According to Article 33, among the duties stated in the Article 32, this is the one that shall be undertaken with the majority of the Council of Elders.) :

A) *To provide certificates to those who sell and buy animals.*

B) *To break up the price of the animal stolen among the neighborhood residents.*

C) *To submit the record on animal thieves and harbors.*

By the Law on Abolishing the Laws that Have No Possibility to be Implemented numbered 3488 and dated 1988, these duties were abolished except the one stated in the Article A. Additionally, for Aytaç (1995), it is essential to determine this duty within the perspective of healthy principles.

7 – According to the Law on Succession and Transfer Tax (Veraset ve İntikal Vergisi Kanunu) numbered 797:

*To send written notification about the deaths in the neighborhood in each month to the income office (varidat dairesi) by the 15th of the next month:*

Since it is obliged to notify the death incidents to the Registration Office in accordance with the Population Law numbered 1587 and dated 1972, then neighborhood headmen have responsibility about these notifications (Aytaç 1995: 66). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall cover alone.)

8 – According to the Law Concerning the Collection of Taxes (Tahsili Emval Kanunu) (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.):

A) *To be present in sequestrations*

B) *To provide certificate about the wealth of the ones that show resistance in paying their debts.*

Law on Procedure Regarding the Collection of Public Credits (Amme Alacaklarının Tahsil Usulü Hakkında Kanun) numbered 6183 and dated 1953 is replaced by the Property Collection Law. According to the new Law, headman or a member of Council of Elders or a “zabıta memuru” or two neighbors shall be present in the absentee sequestrations. Therefore, this duty is still performed by the headman but in a restrictive manner (Aytaç 1995: 67).

9 – According to the Law on Destruction of Detrimental Animals (Muzır Hayvanlarının İtlafi Hakkındaki Kanun) numbered 393:

*To obtain weapons and other materials to be used for killing the animals in the season of combat from combat administrations in return of a receipt, to distribute them to the residents of city and town that are obliged to kill the animals and to return the weapons and unused materials to the combat administration:* By the Law on Agricultural Strife and Agricultural Quarantine

(Zirai Mücadele ve Zirai Karantina Kanunu) numbered 6968 and dated 1957, the Law on Destruction of Detrimental Animals was abolished and therefore the duty of obtaining weapons and other materials to be used for killing the animals was ended and taken from the headman and the Council of Elders (Aytaç 1995: 67-68). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

10 – According to the Municipality Law numbered 1580:

*To elect two people intended for carrying out the election process, who have elective rights, by putting literates before, through secret voting among the residents of the neighborhood, upon the written notice of the mayor or municipality section chiefs:* By the Deputy Election Law (Milletvekili Seçimi Kanunu) numbered 5545 and dated 1950, provincial and district election committees were established and by the Law numbered 5669 and dated 1950 the sentences stated in the Municipal Law which are related to the elections were abolished. Hence, this article is not valid and headman do not have such a kind of duty any more (Aytaç 1995: 68). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

11 – According to the Decree on Elementary Education (Tedrisat-ı İptidaiye Karanamesi):

- A) *To seal and form the list of children at the age of compulsory education, who are residing within the boundaries of the neighborhood, together with the principal of the primary school, 15 days before the start of education year.*
- B) *To inform the guardians of the children, who are listed and has the obligation to continue education, 15 days before the start of education year.*

C) *To act as intermediately for every kind of notification and follow-ups about the children who do not continue primary school.*

By the Primary and General Education Law (İlköğretim ve Eğitim Kanunu) numbered 222 and dated 1961, the Decree on Elementary Education was abolished but the duties performed by the headman are still going on (Aytaç 1995: 69). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

12 – According to the Law on Cadastre and Deed Registry (Kadastro ve Tapu Tahriri Kanunu) numbered 2613:

*To be present upon the request of the president of the commission or head of the team when the cadastre commission or crews are entering the residences for investigation, survey and examination:* According to the Law on Cadastre and Deed Registry, a cadastre commission is formed with two cadastre technicians, neighborhood or village headman and three experts. The cadastre technicians shall organize cadastral documents and lists which have to be announced in the headman office for 30 days in case of being subjected as a case for the objections (Aytaç 1995: 69-70). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be carried by the majority of the Council of Elders.)

13 – According to the Law on Deed numbered 2644 (According to Article 33, among the duties stated in the Article 32, this is the one that shall be carried by the majority of the Council of Elders):

A) *To approve the information given by the real-estate owners about the dimensions and other characteristics of the property during the contract and deed processes, except the property and right utilization processes where the declaration of the owner is sufficient.*

B) *To provide certificate for the transfers by inheritance for the deaths that took place before the Civil Code was put into force.*

C) *To provide certificates for the ones who are willing to adhere an identity photo to the deed papers and bills.*

Ç) *To provide approval certificate for the identity cards that is requested by the land offices for deeds.*

14 – *To pay close attention to the ones residing in the neighborhood and to inform security forces about the unidentified and suspected people that has entered into the neighborhood:* This duty has not been abolished yet but some troubles or problems emerge in the implementation process by the enlargement of the towns and the cities since it becomes difficult to follow up the changes in the neighborhoods (Aytaç 1995: 71). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

15 – *To inform in writing, on the day of notice, one of the official health centers in the city or town and the highest local authority about the epidemic and contagious diseases, which must be reported according to the General Hygiene Law (Umumi Hıfzıssıhha Kanunu) numbered 1593:* By the General Hygiene Law, health committees shall be established in the villages, districts, provinces etc. Although headman has to participate in these committees, this duty had lost its significance in the implementation level since these kinds of socialization services are not carried out effectively (Aytaç 1995: 74). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

16 – *To inform in writing, on the day of notice, one of the official veterinary centers in the city or town and the highest local authority about the epidemic*

*and contagious animal diseases, which must be reported according to the municipal police of the animals Law on Animal Health (Hayvanların Sağlık Zabıtası Hakkındaki Kanun) numbered 1234.* Actually this duty is performed by the village headman but neighborhood headman has to announce the necessary precautions to the citizen and notify to the related authorities about the diseases. (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

*17 – To inform in writing, on the day of notice, one of the official agriculture centers in the city or town and the highest local authority about the insects harming vegetation, which must be reported according to the Law on the Protection of Vegetation from Diseases and Harmful Insects numbered 2906:* By the Law on Agricultural Strife and Agricultural Quarantine (Zirai Mücadele ve Zirai Karantina Kanunu) numbered 6968 and dated 1957, no specific duty or responsibility was identified and given to the neighborhood headmen definitely (Aytaç 1995: 75). (According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall perform alone.)

*18 – To provide poverty certificate for those who require relief:* While preparing such kinds of documents, headman should have to get information from the finance authorities, the municipalities and the title deed authorities but in the implementation process it is observed that these certificates are given without any investigations about the individuals (Aytaç 1995: 75). (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered with the majority of the Council of Elders.)

*19 – To provide certificate of good standing (iyi hal kağıdı) for the ones residing in the neighborhood, requested by official institutions, and to approve housing bill – residence certificate (konut senedi – ikametgah):* Certificate of good standing is evaluated with the judicial registers taken from the relevant authority by the Judicial Registry Law (Adli Sicil Kanunu) numbered 3682 and dated 1990, therefore the certificate taken from the

headman had lost its meaning (Aytaç 1995: 76) (According to Article 33, among the duties stated in the Article 32, this is the one that shall be carried by the majority of the Council of Elders.)

20 – *To execute the duties related to the neighborhood among the resolutions adopted by the Council of Ministers on the basis of meeting the requirements of the public and to ease the public services:* This emphasizes the new duties that can be given to the neighborhood administration for some situations by the Council of Ministers.

21 – According to the Law on Prohibition and Monitoring of Smuggling (Kaçakçılığın Men ve Takibine Dair Kanun) numbered 1918:

A) *To inform in writing the highest local authority responsible for prevention and chasing, the officials of customs, or chief of police, central police or any police official of gendarme commanders, officers or recruits, or commanders, officers or recruits of border and coastline customs guard detachments, on the actions that are termed as smuggling by law.* (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered by the headman and each member of the Council.)

B) *To prevent smuggling in cases where the officer responsible for prevention and chasing of smuggling is not present and to report the action immediately to customs officials and the highest local authority.* (According to Article 33, among the duties stated in the Article 32, this is the one that shall be covered by the headman and each member of the Council.)

C) *To be present in the searches made in the private residences and in shops, warehouses, special houses for shopping, depots, depositories, hotels, movie houses, theaters, casinos, coffee shops, bars and alike places when they are not open, on the suspect that there is smuggled goods.*

(According to Article 33, among the duties stated in the Article 32, this is the one that shall be carried by just two members.)

By Law on Struggling with Smuggling (Kaçakçılıkla Mücadele Kanunu) numbered 4946 and dated 2003, the Law on Prohibition and Monitoring of Smuggling was abolished and then the duties stated in the previous Law numbered 1918 are not in effect any more.

22 – According to the Law on Animal Rehabilitation (Islahi Hayvanat Kanunu) numbered 904 (According to Article 33, among the duties stated in the Article 32, this is the one that shall be carried by the majority of the Council of Elders.) :

*To inform related veterinarians and agricultural officers on the stallions and bulls present in the neighborhood for making necessary examinations.*

Law on Animal Rehabilitation (Islahi Hayvanat Kanunu) was abolished.

23 – According to the Laws on Extermination of Insects that Haunts Cotton and Rehabilitation of Cottonseeds (Pamuklara Arız olan Haşarat ve Emrazın İmha ve Tedavisi ve Tohumlarının Islahi Hakkındaki Kanunlar) numbered 541 and 1056:

*When any kind of disease or insect occurs on the cotton harvest, to report to the highest local authority the ones that use, store, leave behind the cottonseed, cotton, cotton with seed, cocoon, cotton plant and parts, or to transport these to the non-diseased cotton regions of the country, without getting certificates from agricultural administrations that show compliance with the technical limitations and procedures announced by the government.*  
(According to Article 33, among the duties stated in the Article 32, this is the one that the headman shall cover alone.)

Laws on Extermination of Insects that Haunts Cotton and Rehabilitation of Cottonseeds were abolished by the Law on Agricultural Struggling and Agricultural Quarantine (Zirai Mücadele ve Zirai Karantina Kanunu) numbered 6968 and dated 1957.

Consequently, Aytaç (1995) classifies today's duties performed by the neighborhood headmen are as follows:

1. To provide certificate of proof for those who are not registered to the Registration Office.
2. To provide certificate for those who lost their identity cards, by basing on their signed declaration.
3. To provide certificates for movements of residents to register by the related parties.
4. To provide certificates for those who want to register their states like art, title, religious order and conditions.
5. To participate in committees which are formed in accordance with the general population census
6. To determine the age of children under 6 years old with a member of Council of Elders and provide a certificate signed by them (Population Law).
7. To provide sample copy of identity card (nüfus cüzdanı örneği)
8. To approve the marriage declaration form (Evlenme Beyannamesi) (Marriage Regulation)
9. To be present in the Military Councils to brief on the tasks asked, to provide every kind of information required by call officials or military offices, to receive call-up letters upon signature and to give the letters to the individuals if they are in the neighborhood, to take the individuals to be recruited with their call-up letters to the military office and be present at date of call and to provide certificate for those who ends up with uncertainty starting from the call-up day for military service (Military Law). Additionally, at the mobilization time, every public and private authorities – also headmanship is included – have to carry out the duties given them.

According to Law on Regarding the Obligation for Natural Defense (Milli Müdafa Mükellefiyeti Kanunu), to determine and notify all the installations, equipments and goods found in the enterprises or firms whenever needed or requested is also stated to be performed by the headmen and Council of Elders. But, in practice, neighborhood administration has the responsibility of performing the duties stated in the Military Law especially during the call-up time.

10. According to Civil Defense Law (Sivil Savunma Kanunu), village and neighborhood headmen shall prepare a list of those who are obliged for civil defense services and then shall submit to the relevant civil defense authorities.

11. According to Law on Identity Notification (Kimlik Bildirme Kanunu) headmen shall follow up the residents and those who come to reside in the neighborhood and shall give necessary information about the residents of the neighborhood to the related authorities.

12. To receive the letters delivered by the postman when there is nobody to receive in the residences which were indicated for the notification of judicial letters. To announce and pursue the list of the title deed concerning the properties of the residents of the villages or neighborhoods which was given by the Deed Authority. This method is determined to be judicial notice for the relevant people after 15 days (Law on Judicial Notice - Tebligat Kanunu).

13. According to Article 43 of the Law on Regarding the General Rules of the Elections and Electoral Ballots (Seçimlerin Temel Hükümleri ve Seçmen Kütükleri Hakkında Kanun) numbered 298 and dated 1961, headmen are obliged to assist Election Committee by suspending the list of electors, informing the electors about the roll numbers, place of the ballot boxes, procedures of voting etc. and distributing the publication of election rules and other related documents during the election time.

14. According to Primary and Education Law (İlköğretim ve Eğitim Kanunu) numbered 222 and dated 1961, headmen shall make the list of children of the age of compulsory education, who are residing within the boundaries of the neighborhood, shall announce and inform the guardians of the children,

who are listed and has the obligation to continue education, shall act as intermediately for every kind of notification and follow-ups about the children who do not continue primary school and shall provide residence certificate requested from the schools. Additionally, to determine and guess the age of the children who do not have identity card and to be present while choosing the school area are the duties which have been lost effectiveness today.

15. According to the General Hygiene Law (Umumi Hıfzıssıhha Kanunu) numbered 1593, headmen shall inform official health centers in the city or town and the highest local authority about the epidemic and contagious diseases, which must be reported. Moreover, implementing and pursuing the precautions of the diseases shall be carried out by the headmen regarding the decision of the health committees.

16. According to Article 7 of the Law on Regarding Tobacco and Tobacco Monopoly (Tütün ve Tütün Tekeli Kanunu) numbered 1177 and dated 1969, headmen and Council of Elders are obliged to inform the closest Monopoly Authority or the highest local authority about illegal tobacco planting that exists within the boundaries of neighborhood. If the headman does not carry out the duty then headman has to be punished to pay fine. (Poppy and hemp planting also has to be informed by the headmen.)

Headmen are performing most of the duties stated in the law alone. Generally, headman is responsible or has authority to perform many of the duties, but in some circumstances headman and the Council of Elders come together to perform the duties which headman is not able to perform these kinds of duties alone. Moreover, no payment or fee is paid for the members of the Council of Elders (Atak and Palabıyık 2000:45).

The tasks given to neighborhood headmanship by laws are mostly related to census, military operations, security services, and health services etc. which are the duties of central authorities. For this purpose, neighborhood administrations are the branches of the central government located within the boundaries of municipalities. Nevertheless, especially for the political reasons

municipalities have a tendency to increase the numbers of the neighborhoods located in their municipal boundaries. By this way, municipalities get the power of headmanship and benefit from the certain revenues (Aytaç 1995).

#### **2.2.4. The Concept of Neighborhood Administration in the National and International Documents**

According to certain views, neighborhood is the first step of the city administration and has a unique structure in meeting the local services and development of governance sensitive to participatory democracy. As it is mentioned for both in the international and national documents, neighborhood administration is mostly determined the closest level of government to the citizens which can form a mechanism to provide efficient and effective services with facilitating citizen participation.

##### **2.2.4.1. Neighborhood Administration in the International Documents**

European Charter of Local Self-Government, Rio Conference, Agenda 21, United Nations Conference on Human Settlements Habitat II and Local Agenda 21s are the international documents which shall be associated with the neighborhood administration. European Council decree in 1966 about the provision of citizen participation in the overcrowded areas and International Union of Local Authorities proposals at the Rio de Janeiro in 1984 are the basic documents forming the last version of European Charter of Local Self-Government. With certain drawbacks, this Charter was approved in 1991 with the Law numbered 3723 (Atak and Palabıyık 2000: 32). European Charter of Local Self-Government concerns items which highlight to create autonomous local authorities with more effective and efficient service provision. Additionally, while European Charter of Local Self-Government autonomy dwells upon the principles of democracy, citizen

participation, representation, it is also a basic step for the neighborhood administration to convert this unit as a local government unit.

Rio Conference, which was held in 1992, produced two comprehensive texts as Rio Declaration and action plan known as Agenda 21. The results of the Rio Conference have impacted all of the actors of the society since it gives responsibilities to so many actors in the society: NGOs, UN organizations, economic development institutions, environmental corporations etc. Therefore, individuals, groups and organizations have to learn development strategies and decisions related to their environment and all the actors shall participate in decision making process. Within the perspective of the principles announced for strengthening the roles of women, children, youths and citizens at the Rio Conference, Local Agenda 21s and Habitat II Conference were developed through these principles (Atak and Palabiyik 2000: 33)

Principles of sustainability, livability and equity are the main objective of the Habitat II Conference held in June 1996 in İstanbul. To achieve these principles, the concepts of civic engagement, enablement and governance were identified as the tools of the principles. During the preparation for the Habitat II Conference it was requested that each country calculate 51 indicators. These indicators are grouped as urban indicators under six modules which are 1) poverty, employment and productivity, 2) social development 3) infrastructure 4) transportation 5) environmental management and 6) local government. Nine of these indicators are focused on local government issues by grouping under five sub-groups which are 1) developing institutional arrangements between local governments, 2) improving the financial viability of local government, 3) increasing democratic participation in the decision making process in local governments, 4) reducing their dependence in decision making, and 5) improving the effective use of public resources. Then the indicators are analyzed to identify the problem areas. To increase the participation in the decision making

process, the following was incorporated in the National Report and Action Plan of Turkey under the Priority Issue 25 entitled “Enabling local administration and improving their capacity”:

Within the reorganization process of local administrations, the “neighborhood” as a first level local administration unit should acquire a new functional structure to close the gap between the local administrations and the people, to increase the possibility for direct participation and control, to provide the fundamental basis for the local management, to promote face-to-face relation with people, and information exchange (National Report and Action Plan of Turkey).

Additionally, of the 28 Priority Issues (concrete projects, pilot schemes and models and abstract projects) stated in the National Report and Plan of Action 11 Priority Issues give responsibilities to the neighborhood administrations or organizations with other certain actors making commitments. Some of these responsibilities can be classified as follows:

- Developing youth and the social centers, establishing sport fields, youth councils and youth committees is essential to facilitate participation in the forming of environment and neighborhood administrations shall assist these kinds of practices (pilot schemes and models).
- Raising public awareness about water pollution and sufficient water supply, influencing decision making processes is essential and actors making commitments are the neighborhood organizations with environment organizations and households (concrete projects).
- NGOs and neighborhood organizations shall develop projects to improve living standards in the gecekondu areas and shall give information about the legal rights of the gecekondu residents (pilot schemes and models).
- Neighborhood organizations and civic organizations are responsible for developing and effectuating protection and

rehabilitation projects and spreading awareness in this area (pilot schemes and models).

- Providing a peaceful, secure and stable city life, neighborhood organizations shall cooperate with local administration and various non-governmental organizations periodically to solve neighborhood's problems (abstract projects).
- With non-governmental organizations, neighborhood organizations shall cooperate with central and local administrations to regain exclude groups to society (abstract projects).
- Local administration, neighborhood organizations and civic organizations shall cooperate for supporting social actions for development of the existing urban environment, thus creating awareness for environment quality, strengthening social solidarity and increasing the share of collective consumption can be achieved (abstract projects).
- Neighborhood organizations shall be a tool for increasing the activity of women by developing services like neighborhood mother, neighborhood kindergarten, crèches and childcare centers etc (abstract projects).
- For increasing sensitivity towards noise pollution and taking the necessary measures neighborhood organizations shall develop campaigns and projects in cooperation with local administrations, NGOs, environmental organizations and chambers (abstract projects).

Parallel to Habitat Conference and Local Agenda 21s, activities at the neighborhood level are increasing in Turkey. Organization of neighborhood meetings/boards, establishment of neighborhood centers, establishment of neighborhood councils, implementation of projects for neighborhoods, and support of activities at the neighborhood level with geographical information

systems are expanded within this framework to launch effective publicity campaigns to increase public participation.

Within the project of “Promotion and Development of Local Agenda 21s in Turkey”, a study titled as “21. Yüzyıla Girerken Mahalle Yönetimi” was developed with the initiative of Dokuz Eylül University as an action plan of İzmir Local Agenda 21. In this study, written by Hamit Palabıyık and Şermin Atak, it is argued that the main problem of neighborhood administration is the undefined place of this unit in the Turkish Public Administrative System (Palabıyık and Atak 2000: 52). This study includes certain data of neighborhoods within the boundaries of İzmir Greater Municipality, taken from the questionnaires. There is a proposal model for the neighborhood administration with its legal and organizational arrangements. As a result of this study, it is argued that it is necessary to reorganize neighborhood administration as a unit of local government parallel to the principles of effective representativeness, citizen participation and pluralism with the help of certain legal and administrative arrangements.

#### **2.2.4.2. Neighborhood Administration in the National Documents:**

Development Plans, government programs, public administration projects, Local Agenda 21s and local government reform drafts are certain research studies or national documentations dealing with the neighborhood administration.

##### **2.2.4.2.1. Development Plans**

Planning attempts concerning the whole sectors of Turkey were started in 1963 by preparing Five Year Development Plans. There is not a specific arrangement regarding the neighborhood administration in the Development Plans till the Seventh Five Year Development Plan (Atak and Palabıyık 2000: 20). In the First and the Second Five Year Development Plans, rapid

urbanization comes to the agenda by the migrations from rural to urban areas and solutions to this problem is considered to be solved by preparing maps, title deeds and cadastral maps. In the Third Five Year Development Plan reform attempts cover all the administrative levels except the neighborhood administration. In this Plan, it is accepted that local government units do not have adequate budget to cover the needs of the citizens (Atak and Palabıyık 2000).

In the Fourth Five Year Development Plan, the problems of metropolitan areas are examined and it is stated that development plans could not be implemented due to the unhealthy and rapid developments occurred in the metropolis. In the Fifth Five Year Development Plan, it is stated that simplifying the bureaucratic procedures by restructuring arrangements for the public administration and developing new administrative methods which are based on the citizens' declaration are emphasized to solve certain problems in the local level. Additionally, Sixth Five Year Development Plan attempts to investigate the method to transfer some certain duties from central government to local government by adapting arrangements regarding the increase of local government budget (Atak and Palabıyık 2000: 20 – 21).

These six plans do not cover the neighborhood administration system directly but in the Seventh Five Year Development Plan in the "Legal and Institutional Arrangements" part about the Reinforcement of the Local Administration Reforms it is stated that "A Framework Law defining the basis of authorities, duties, responsibilities and sources of local administrations should be enacted." In other words, appropriate amendments will be done in the Law on the Election for the Local Administrations, Village and Neighborhood Headmen and the Council of Elders numbered 2972 and dated 1984 within the perspective of this Plan.

During the planning attempts for the preparation of the Seventh Five Year Development Plan, a report prepared by the State Planning Organization

(DPT) also argues that it is necessary to reorganize the neighborhood administration, which was accepted as the most suitable unit for the implementation of the democratic principles, in order to increase their functions. Law on Regarding the Structure of the Neighborhood Headmen and Council of Elders in the Cities and the Towns numbered 4541 and dated 1944 can not answer today's need thus new legal arrangements are required for the neighborhood administration. By new legal regulations, neighborhood administrations have to be structured as the suitable units performing duties through the democratic principles. There are some proposals related to the reorganization of neighborhood administration. (1) Improving the budget and personnel capacity, (2) giving them the right and the duty of neighborhood representative, (3) determining minimum and maximum population criteria in order to establish a place as a neighborhood unit, (4) getting the opinions of the headmen while making plans or programs about the neighborhoods and making the headman as a member of municipal councils, (5) improving the physical conditions of the neighborhood administration and supporting the research studies, scientific studies or projects about the neighborhood administration and benefit from the results of these studies by implementing in the national scale are some of the proposals of this study (DPT 2001).

Like other seven plans, the Eight Five Year Development Plan too does not directly focus on the neighborhood administration. Although planning attempts during the preparation of the Eight Five Year Development Plan determine the arrangements related to reorganizing the neighborhood administration; these kinds of attempts do not take part in the Eight Five Year Development Plan only the headman's participation in the municipal councils states as follows: "The functions of headmanship of the neighborhoods shall be increased within the scope of developing settlement order and the headmen shall be made members of the municipal council in turns." Generally, the need for restructuring the administration system is mentioned in the Eighth Five Year Development Plan as follows:

In restructuring of the public administration, increasing efficiency, effectiveness and thriftiness and thus performance; ensuring harmony between tasks and organization structure of public bodies and institutions, employing personnel in required amount and quality, training of the personnel in the light of scientific and technological developments, providing an effective performance appraisal system, strengthening devolution, flexibility, responsibility and administrative transparency; developing policy and strategy formulation capacity of public administrators and employees, and embedding quality concept in the provision of public services and quality-oriented administrative methods are the main objectives (Eighth Five Year Development Plan 2000: 216).

To adapt to the principle of decentralization, a legal arrangement shall be made with a view to transferring the authority and responsibility in certain services to local administrations and provincial units starting with special provincial administrations (Eighth Five Year Development Plan 2000: 218-219).

Pursuant to the principle of unity of administration, central and the local administrations shall be restructured on the basis of division of labor and coordination, distribution of tasks, authorities, responsibilities and resources among these administrations, and the organization, finance and personnel structures of the local administrations shall be revised (Eighth Five Year Development Plan 2000: 223).

In general, all of these Development Plans notice the relations between local and central administrations and aim to reorganize the administration system by organizing the duties and power of the administrative levels. Additionally, in the Development Plans only the basic targets regarding the neighborhood administration is determined under guiding the main arrangements for the administration system.

#### **2.2.4.2.2. MEHTAP**

Besides the Development Plans, one of the research studies which deals with the concept of restructuring the public administration is Research Project on the Organization and Functions of the Central Government of Turkey,

shortly *MEHTAP*. The aim of the project was to make an amendment in the administration structure which would provide the rapid economical progress. This project assumes participatory development and reorganization through the perspective of “community development” model. But there is no a specific statement directly or indirectly related to the neighborhood administration in the MEHTAP Project. Additionally, in the MEHTAP Project, some certain proposals about the issue of population movements take part to arrange the population registers with modern methods and these population movements could be followed up by all the administrative levels of the government (Dinçer and Ersoy 1974: 117).

#### **2.2.4.2.3. İç Düzen Project**

Restructuring Project of Internal Services and Organization, shortly *İÇ DÜZEN Project* has been prepared by the Ministry of Internal Affairs and the aim of the project has been summarized in the followings:

- to search the aim, duty and authority distribution of the control and local units of the Ministry of Internal Affairs or the institutions under the control of this ministry and the local governments
- to search the way of working the personnel who are responsible with the service, their organization and bodies.
- to search the coordination and duty combinations between the other related institutions which also concern the duty and services of Ministry of Internal Affairs and its other organizations.

47 questionnaires were made within the scope of this project. These questionnaires included 775 questions and 5608 people have participated in filling questionnaires. The result of this poll has been summed up in 23 monograph and 8 books. The book which includes the subject as “research regarding the neighborhood headman and Council of Elders” carries out deep importance covering our subject since they have suggestions and

explanations. The aims of this research can be classified as follows (Urfalı 1970:1):

- To find out whether the neighborhood administrations are far or similar to their establishment reason by exposing the tasks given by laws to the neighborhood headmen and Council of Elders and by analyzing the function of these units.
- To explore whether the tasks given by laws to the neighborhood headmen and Council of Elders shall answer today's public needs and to find out if these tasks are performed by other authorities or not.
- To explore if the existing "neighborhood headman and Council of Elders" have a structural form and position which could carry out the objectives and to establish the ways and the methods of covering the needs of this unit.

According to İç Düzen Project, neighborhood administration has 143 duties. Most of these duties are related to the central administration and in time lots of them are transferred to the central administration. Moreover, of the 143 duties, %53 of these duties is performed by the neighborhood administrations. İç Düzen Project deals with certain problems of neighborhood units: headmen do not have an office building, personnel, close relations with the residents etc. Therefore, neighborhood headman and Council of Elders could be abolished since these units are far away to answer the needs of the society in fact these units have lost their strong historical structure and they have become unsuitable for the social structure (Yalçın and Urfalı 1970:67).

Additionally, for the İç Düzen Project, the criteria for the establishment of neighborhood administration such as the distances between the neighborhoods, the geographical condition, population and density are difficult to determine in a concrete framework so governors shall give the decision for the establishment of neighborhoods by determining local

conditions and requests, demands or needs of local communities objectively (Aytaç 1995).

#### **2.2.4.2.4. KAYA Project**

Research on Public Administration, shortly KAYA, is another example which suggests new proposals for the public administration by arranging the issues of duties, power, responsibility, tutelage, finance, personnel etc. for local and central administration to achieve powerful, democratic, effective and efficient administration system. There were two reasons which have been taken into consideration while preparing the report. The first reason was the choice and need of Turkish public in the way of democratization regarding participation in the EU and having its place in the contemporary process of 21st century. And the other reason was the need of providing services which would be qualified, cheap, economic, and efficient.

KAYA report, which was established in 1991, includes 7 research areas. One of them is about the local governments. For KAYA Project, there are 3 kinds of local administrations in Turkey: municipalities serving for the urban areas, villages being the local administration units for the rural areas and special provincial administrations which are providing services within the boundaries of provinces. Additionally, in KAYA Project, it is emphasized that although neighborhood administrations takes place in the local administration model to serve the needs of the urban areas (municipality model) (which resembles local administration in so many aspects), they do not have corporate body and they are not accepted to be local government units in the Turkish Administrative System (KAYA 1991:178). In the local administration model for urban areas, KAYA Project suggests that neighborhood administrations shall be the election environment for the municipal council's elections by giving functions in the social-cultural areas and certain urban services to gain an active role in the administration system. Thus, accepting neighborhood as

an election environment, it becomes easy to meet the members of the municipal council then this mechanism can facilitate citizen participation.

Nevertheless, referendum is required for certain procedures as; the establishment of municipalities, municipal agencies and neighborhoods, separation of these units from one district and connecting acts of these units to another district. Moreover, it is suggested that the delegacy of municipal council decision with the governor approval about the establishment and abolishing of the neighborhood administrations and changing the names and boundaries of these units shall be cancelled and this delegacy shall be given to the provincial local councils for the provincial and district central municipalities and to the district local councils for other municipalities (KAYA 1991:192-193). In other words, for the purpose of democratic rights, residents of each settling area shall give opinions about the establishment, abolishing, changing names and boundaries etc of the municipalities or neighborhoods, which ignores the population criteria. Consequently, KAYA Project supports and encourages autonomous administration units.

#### **2.2.4.2.5. TÜSİAD Report**

TÜSİAD Report is another document related to restructuring method for the local administrations. According to TÜSİAD Report “extensive use of neighborhood units” shall be needed to facilitate citizen participation. In this report, first the problems of local government and field organization of the central government are classified and an administrative model, which includes methods of effective and efficient service provision with facilitating citizen participation such as local councils, citizen initiatives, urban conference, neighborhood units, project-based participation and recall, is proposed to serve local communities.

In the TÜSİAD Report, it is mentioned that neighborhood administration has lost its status of being an effective civic institution or its historical-traditional

structural form in Ottoman cities. Being very close to the local community, neighborhood units shall perform some of the small scale services with effective citizen participation. In the proposed model of the Report, the following functions are suggested for the neighborhood units:

- It shall be responsible for providing information to the city administration on the problems and quality of municipal services in its area and shall be equipped with minimum necessary personnel and tools to render directly some minor services which causes nuisance to the citizens in the daily life
- It shall assume the role of a unit, where municipality and citizens meets directly and wishes, needs and expectations of the neighborhood community is articulated to the higher instances of the city administration
- This unit shall be responsible for the computer-based registration of the inhabitants in its area
- It shall act as a civic center for social and cultural activities and adult education programs. For these activities various committees shall be formed to facilitate public participation
- The neighborhood unit shall cover an area with a number of inhabitants between 5 and 10.000 (TÜSİAD: 52).

Besides all of these studies and projects, so many drafts including proposals regarding the neighborhood administration were prepared to restructure the local government system beginning with 90s till now. Some of them may be classified as follows (Atak and Palabıyık, 2000):

- Municipalities can allocate money, personnel, equipments etc from their budget and this can be arranged by a regulation generated with the decision of municipal council.
- To achieve planned development for the urban areas, villages which are closer to the urban settlements by attaching them to the metropolitan municipality boundaries and giving them neighborhood status. Therefore, they lost their corporate body status.
- To invite neighborhood headmen to the municipal council meetings at least once a year with the participation of central government representatives and representatives of NGOs.

- To establish district councils under the chairman of sub-governor with the participation of mayors, village and neighborhood headmen, member of professional institutions, members of city council etc.

Consequently, all of the drafts prepared till now suggest for municipalities to allocate money, personnel, equipments etc from their budget and neighborhood headmen to become the member of councils.

#### **2.2.5. Critical Evaluation of the Neighborhood Administration and its Place in the Turkish Administration System**

According to Yalçındağ, becoming nonfunctional and partially undefined status and place in the Turkish Administrative System could be expressed as the main problem of the neighborhood administration system with the legal and structural arrangements on the neighborhood government from time to time such as: the abolishment of neighborhood government in the past or giving the certain red table duties mostly under the control of central government from time to time, (TBD – KAV 1998: 14). Other problems of the neighborhood administration were identified in a draft law submitted to the Grand National Assembly of Turkey in 1992 as follows (TBD – KAV 1998: 14):

1. Beside 5000-6000 households there are also neighborhoods which have 50-60 households at the same time, because the minimum and the maximum population of the neighborhoods and the number of households is not stated in laws,. This situation negatively affects the service providing.
2. Cooperation and support of the neighborhood residents could not be provided effectively because of the reasons that the representative character of the neighborhood headmanship whose organs are elected during the elections is not determined by laws and also services not being performed effectively in the neighborhood level are

wanted to be performed by the central and local government authorities which causes problems on monitoring of these services. In short, the representative character of the neighborhood administration is not stated clearly in the certain laws.

3. Since many of the headmen do not have an office building, this undefined spatial status of the headmanship causes problems while performing the services.
4. The salaries of the headmen are inadequate.
5. Law numbered 4542 can not answer today's needs and also many provisions or judgments stated in this law have been abrogated.

Geray summarizes the problems and the status of neighborhoods shortly as follows (Geray 1995: 36-37):

- Local identity lost its meaning day by day in the neighborhoods
- This identity also does not occur in the new settlements then it is not possible to develop the sense of devotion to the neighborhoods and citizen consciousness to the cities, neighborhoods, and living environments.
- In the neighborhood levels very limited participation in the urban administration could be achieved.
- Centralization is also dominant in the neighborhood level
- Limited participation and control of the citizens could be achieved for the decision making process since neighborhoods are not autonomous bodies
- Organic relations could not be established between the metropolitan municipalities, municipalities and neighborhood
- Since headman is elected by the citizens, neighborhood administrations do not have corporate body, budget and independent organizational structure

- Headmen can not carry out many work related to the neighborhoods since they perform a series of duties concerned to the state or central administration more than local duties
- Most of the headmen could not able to perform any works except the transmission of some problems, needs, demands to the related municipalities whenever they have a chance to meet the related mechanisms.
- The conditions and ambience are not obtained or secured for the neighborhoods to strengthen sense of urban devotion, urban culture etc.
- No arrangements and activities organize for the new satellite cities in order to meet and amalgamate with neighbors or come to together for determining the common needs by participating in the urban life etc.

Besides its historical and traditional features, neighborhood administration is a significant administrative unit with its culture, solidarity and administrative features that can form a suitable mechanism in order to perform the future needs of our administrative system and social structure (Atak and Palabıyık 2000). For Atak and Palabıyık, neighborhood administration can be structured to gain more effective and successful structural form with containing the present popular concepts of "livable", "sustainability", "corporation and partnership", "consciousness" in this improved model. For this purpose, according to Atak and Palabıyık (2000), it is essential to reorganize neighborhood administration system by regulating its legal arrangements and it is necessary to improve its status by redefining its function and objective clearly in the administrative system (Atak and Palabıyık 2000: 8).

Alada clarifies the problems emerging in the big residential areas of societies within the rapid urbanization process as follows; 1) the problem of belonging (aidiyet) of the citizens by losing social identity of the old residential areas, 2) limited ways of participation to the administration, 3) lack of service effectiveness, and, 4) limited autonomous authority of the urban government

due to the strong centralization (Alada 1989: 163). Therefore, for Alada, it is necessary to reevaluate the “neighborhood” concept especially within the framework of effective service provision and democratic administration. At this point, it is crucial to emphasize the neighborhood administration system within the context of democratic administration system as if these units could solve the problems which are classified above by Alada.

While the structural forms of provincial local administrations and municipalities were adopted from France, the village and neighborhood headman system emerged spontaneously in line with the political, social and administrative needs during Tanzimat reforms (Eryılmaz 1998: 465). Moreover, according to Eryılmaz, village and neighborhood headman system form the nucleus of our local administration. In his paper, neighborhood administrations are determined as assistants to central government and municipalities, and particularly the duties performed by the neighborhood administration are also classified under the duties of both central government and municipalities at the same time. In addition to these, the duties given to the headmen of the neighborhoods are arranged by various laws from time to time, not by the law pertaining to its own establishment.

Most popular debate on the neighborhood administration concerns whether it is the lowest unit of local governments or not. On the one hand, neighborhood administration is accepted to be the field unit of central government as they perform certain duties of central government; on the other hand, although they do not have democratic structural form – which should be presented in the local government units – they are supposed to be the lowest unit of local governments in the writings of authors titled under the local government system like İlber Ortaylı (Ortaylı 1974).

Additionally, Fethi Aytaç defines neighborhood headmanship both as a unit of central government and also a unit of local government thus it can be pointed out that neighborhood administration has double or mixed character in our

administrative system (TBD – KAV 1998: 31-32). It is necessary to restructure this administrative unit by making clear definition regarding its establishment, duties performed by the headmen and administrative status etc. Moreover, Municipal Law numbered 5272 dated 2004 also emphasizes this mixed character of the neighborhood administration (Article 9).

Furthermore, for Pekdemir, many members of the Turkish National Assembly also do not consider that neighborhood headmanship is not accepted to be a local administration unit for our Constitution (TBD – KAV 1998: 32).

Atak and Palabıyık (2000) also determine that the main problem of the neighborhood administration system is its undefined place in the Turkish Administrative System. Its similarity to the village administration for the work provision and relations with the municipalities cause neighborhood administration to be assumed as a local government unit. Therefore, according to Atak and Palabıyık, neighborhood administration should be examined under the title of urban services due to being its most suitable character for local service provision and improving local democracy (Atak and Palabıyık 2000). Since the legal arrangements are not adequate alone, the concept of neighborhood administration in the urban areas should take place in the scientific researches and after examining the problems and the necessities of the system by the related social units, it is necessary to transmit the proposed implementation projects to the national scale. Therefore, Atak and Palabıyık investigate the alternatives of strengthening neighborhood administration to facilitate the active citizen participation by using geographic information systems. Moreover for Atak and Palabıyık, it is essential to achieve the participation of the headmen to the municipal councils. There should be headmen quota in the municipal councils. Atak and Palabıyık (2000) suggest forming a “headman council” by the participation of the all headmen in order to determine the problems briefly. Consequently, neighborhood administration should be developed and improved as the first step to facilitate the citizen participation in the public administration by

providing communication methods with the municipalities within the perspective of certain legal arrangements.

In the light of these, Atak and Palabıyık (2000) suggest a model which recommends restructuring neighborhood administration as a local government unit. To achieve this purpose, it is essential to arrange a new law on neighborhood administration with its regulation by organizing amendments on the Constitution. Neighborhood administration shall be organized as to achieve effective and efficient local service provision by adapting democratical principles in the implementation with in the perspective of participation, representation and control functions of the administration. The principles of priority of the local communities' rights, using the characteristic of being the closest level to the citizens, protecting the local resources, consciousness of owning the city, taking corporative solutions to the common problems etc shall be achieved and facilitated in the sustainable residential areas (Atak and Palabıyık 2000:134).

Sabri Yaşayan, a retired governor, attempts to give some numeral findings related to the number and population of the neighborhood in Turkey. Yaşayan (1997) takes these findings from the State Statistics Institution (DİE) – which is assured through the information of municipalities. At this point, Taylan (1998) criticizes this way of data collection since the numbers are not the same with the data given by the Ministry of Interior. For Taylan, this kind of information should only be taken from the Ministry of Interior (Mahalli İdareler Genel Müdürlüğü) which determines the fee of the headmen, so the true information can only be taken by this ministry. According to Yaşayan, since the neighborhood administrations do not have legal personality – that they have no task or authority related to the administrative and financial decision making – they only assist for certain duties of the central government. Therefore, Ertuğrul Taylan (1998) stresses that since neighborhood administrations are always supposed to be local government

units it is crucial to emphasize that they are only the field units of central government, established to assist for certain duties of the government.

Yaşayan (1997) also emphasizes that many of the duties given to the neighborhood administrations are not have implementation area with respect to the technological developments and changes in the economical, social and cultural life. Thus it is necessary to reorganize the duties of the headmen and the councils of the elders.

There are specific debates about how to reorganize neighborhood administration. For example, according to Polatoğlu (2000), neighborhood administrations could work as branches of municipality with some certain legal changes or arrangements. For him, neighborhood administrations are in continuous interaction with citizens, so they would be turned into places where file citizens' complaints about the municipal services. With changes in the election law municipal councils would have representatives from the inhabitants of neighborhoods, and then it would become easy to contact the members of the municipal councils. On the other hand, Yaşayan (1997) argues that it is difficult to determine neighborhood administrations as branches of municipalities since they are the field units of central government.

Additionally, Eryılmaz argues that neighborhood system should be interacted with the municipalities in order to prevent not to be nonfunctional units (Eryılmaz 1998: 474-475). He suggests, similar to the opinions of Polatoğlu, neighborhood headman to be a member of municipal councils. Thus, with this membership, most of the problems of this unit can be solved and municipalities' local level services can be improved by this way.

In the preamble of the draft law (arranged in 1992), it is stated that since the neighborhood headmen are elected by the citizen from all over the country then they can be beneficial for developing the relations between the citizens

and the state. Therefore, by giving them the representative character it can be possible or feasible to plan service provision and reinforce to perform these services effectively at the neighborhood level (TBD – KAV 1998: 14). For this purpose, the items suggested in the draft law are given as follows (TBD – KAV 1998: 15):

1. Neighborhood administration assists both central government and local government.
2. The number of households will be from 400 to 2000 in neighborhood.
3. Headman being the representative of the neighborhood is stated in the draft legally.
4. The name of “Council of Elders” is changed as “neighborhood council”. The member numbers become 8 as 4 full members and 4 deputy members.
5. Only the subjects of the duties provided by the neighborhood headmen ( like military, judicial, safety services etc.) is stated in the draft and details of performing of these duties is mentioned in the related laws. In addition to these new duties are identified as follows:
  - Informing and developing decisions about planning, programming and performing the services of the local and central authorities demanded for the needs of the residents.
  - Transmitting and monitoring needs and demands of the residents about the services performed within the neighborhoods to the related authorities.
  - Cooperating with the certain authorities to protect environment and historical places located in the neighborhood and facilitate citizen participation about this issue. (TBD – KAV 1998: 15)

Mustafa Pekdemir emphasizes the reorganizing proposals on neighborhood into 3 categories. From the first point of view, neighborhood headmanship will be abolished and the duties of the headman will be transferred to the central authorities especially to the police. Because the main duties performed by

the neighborhood administration could be executed by the central authorities and police stations could be dealt with these duties. Since headman also have social relations with the inhabitants of the neighborhoods then for Pekdemir, such a kind of system will cause many problems. Secondly, duties of the neighborhood administration could be transferred to the local authorities due to the existing tendency in the implementation process. Lastly, the existing neighborhood administration could be preserved but necessary arrangements should be done for overcoming the problems (TBD – KAV 1998: 31-32). According to Pekdemir and also General Directorate of Provincial Administration (İller İdaresi Genel Müdürlüğü), neighborhood administration system would be reorganized by preserving its feature of representing both central government and local government to order to be more effective.

Moreover, Yalçındağ (TBD – KAV 1998: 18-19) identifies the issues which are significant and necessary for reorganizing the neighborhood administration system as follows:

1. Neighborhood administration should have more autonomous structural form where citizen can participate in performing urban services more effectively, not work as a branch of central urban administration system (merkezi kent yönetimi). Then supervision and participation of neighborhood administration in the urban administration will base on a pluralist and democratic structure.
2. Representation in neighborhood is carrying an important meaning and headman is the only representative of neighborhood administration in accordance with our existing election system. Since Council of Elders does not have effective role in the administration, it is essential to make neighborhood administration system having its representative character in a pluralist structural form by legal arrangements.
3. It is essential to develop methods on facilitating citizen consciousness on the urban services since citizen participation of different groups to

the implementation of the urban services at the neighborhood level is significant for local democracy, administration and effective service provision.

4. It is important for neighborhoods to have suitable population and area which facilitate effective participation and create relations with other neighborhoods.
5. Maybe neighborhood administration could not be structured as having corporate status but for Yalçındağ it is significant to give financial means to the neighborhood administration especially for performing the works which are essential for inhabitants of the neighborhood in everyday-life.

In the light of these statements Yalçındağ (TBD – KAV 1998: 19) suggests a model for neighborhood administration as follows:

1. Since the number of households from 400 to 2000 may be suitable for the neighborhood but for the multi flat apartments this numbers should be increased due to the increase in population.
2. A neighborhood council having not many members – maybe having 15-30 members – could be established instead of other existing elected organs.
3. Neighborhood council could establish neighborhood committee having 2 or 3 members who are the members of the council.
4. Neighborhood council should give the decisions about the neighborhood. Headmen will be the implementer of the decision taken by the neighborhood council. Neighborhood council will make a simple budget including the income and expense of the neighborhood and this budget will be carried out by the headman. Expenses suggested by the council will be obtained from this budget. In short, neighborhood administration will be an organization not having a corporate structure both having its own financial budget and committee.

5. Supervising on provision of the urban services – especially the small scale municipal services – in the neighborhood could be performed by the neighborhood administration. It could be possible to give same specific works to the neighborhood administration such as transmitting urban services to the municipality, coordinating of small scale services with municipality, contributing with municipality to form municipal programs, plans and decisions about the neighborhood, conducting with municipality about the demands, problems, needs of the inhabitants of the neighborhood, arranging for some certain services like certain cultural educations, community health, social welfare etc for the sake of neighborhood. For Yalçındağ, by giving authority to the neighborhood administration for these kind of services will be the best way in order to facilitate citizen participation.
6. Appropriating funds from municipality budget to neighborhood budget with designating specific criteria such as determining the population or area size of the neighborhood could be an alternative method for the financial sources of the neighborhood budget. Fee and wages getting for performing certain services and grant taking by the projects executed by the municipality could be the other alternative sources for neighborhood budget.
7. Study groups and commissions dealing with many different subjects will be established by the neighborhood council. Non-governmental organizations will be encouraged to participate in the activities of these commissions.
8. A suitable network system must be set up and computer system will be used for performing certain duties.
9. It is essential to establish a local service and cultural centre (mahalli hizmet ve kültür merkezi) including facilities for the needs of the inhabitants in the boundaries of every neighborhood.
10. Neighborhood headmen could join the municipal council's meeting without any election right in order to inform about the needs, demands and problems of the inhabitants to the municipality. Although headmen

do not have authority to elect in these meetings but they can be informed about the decisions taken about the neighborhoods with these meetings. Furthermore, they can tell their opinions and can ask for the documents about the decisions and actions taken for the neighborhoods.

11. Mayors of the municipality should be obliged to arrange meetings with neighborhood headmen a few times in a year.
12. It is necessary to design common places in the municipality buildings for the headman working.

For Aytaç (TBD – KAV 1998: 87-88) it is necessary to gather headmen under a common umbrella like other chambers in Turkey if they want to be more effective on the provision of the public services and get their own social rights and security. Only this legal association shall be effective for the solution of the certain problems.

Today, neighborhood administrations are performing a limited number of functions and they seemed to have lost their traditional functions. But, since the neighborhood administration units are the places where citizens should visit frequently, they interact face-to-face contacts with citizens continuously because of their tasks. Due to the tradition of centralization stemming from Ottoman Empire, there has never been a powerful and democratic local government till now. This contributes to the fact that public opinion is not sensitive to the local affairs. As a result, there exist no mechanisms to develop the relations between citizens and local authorities. The lack of an active, sensitive and responding citizenship for local affairs and authorities generates one of the most serious problems of the Turkish local government system. Then, the problem to be investigated here is whether neighborhood administration forms a suitable mechanism to encourage local sensitivity to local affairs and to make these units effective in the formulation and implementation of local policies, decisions, issues. In short, what are the possibilities, advantages or the benefits of the neighborhood administration in

accordance with its present status and the future role in our administrative system?

Within the modern local government understanding, to achieve the democratic governance and the effective and efficient service provision in the administration, it is essential to take into consideration or to remember characteristic features of the Ottoman Neighborhood Administration such as its solidarity, its ability or sufficiency on the citizen participation and its autonomous structure in providing service effectiveness. According to Geray, neighborhood administration is the most suitable level for the citizen participation and controlling the administration. Therefore, reorganizing attempts of neighborhood administration by making the lowest level of the urban administration, local community identity and democratic principles could be facilitated. Consequently, by making neighborhood administration as a local government unit effective, efficient and transparent administration system could be achieved by the participatory democracy (Geray 1995: 38).

The studies presented above give us a general idea about the concept of neighborhood administration. But these sources seem rather inadequate since they mainly focus on the conceptual and historical framework and they do not delve deeper into the place and significance of neighborhood in the Turkish Administrative System. Moreover, the relevant literature on this issue reveals the fact that the neighborhood administration is not given the attention it deserves in the reorganizing programs, projects or studies. In the light of these, the aim of this study is to evaluate the status of neighborhood administration in terms of its potential to respond to the local needs. According to Atak and Palabıyık (2000), being the closest level to the citizens, neighborhood administration has to be examined not only with the legal and administrative perspective but also physical, technical, economical and social aspects has to be taken into consider in certain regulations.

## **CHAPTER 3**

### **CASE STUDY**

A case study is conducted in Ankara within the boundaries of Çankaya Municipality district in order to test the hypothesis that the neighborhood administration, being at the closest level to the citizens, can form a suitable unit to solve the problems of the localities.

#### **3.1. METHODOLOGY OF THE SURVEY STUDY**

Data gathering of this study was based on interviews and questionnaires. Two kinds of questionnaires were prepared as the main method of data collection in this study and the sampling area which was determined for both questionnaires was the same. First kind of questionnaires include the questions, which was asked to the headmen of the neighborhoods in Ankara. The questionnaires of the headmen include the questions related to their thoughts, proposals, problem definition, needs etc. of the existing system. A cover letter is attached to the first page of the questionnaires given in the Appendix 1 and also a copy of headman questionnaire is included in Appendix 2 of this thesis. Second kind of questionnaires was prepared for the citizens of 3 random selected neighborhoods within the boundaries of Çankaya Municipality. The aim of these questionnaires is to find out the opinion and the thoughts of the residents for restructuring / reorganizing of the neighborhood administration and to suggest new proposals adequately and meaningfully to the local concern. At this part of the study, it is crucial to explore sensibility of public opinion in order to suggest new proposals related to the local affairs. Also a copy of this questionnaire is conducted in Appendix 3.

The boundary of Çankaya Municipality, which has 107 headmen, is chosen as the field area for the survey study. Of the 107 headmen, three of them are the headmen of the villages and others are the neighborhood headmen. The questionnaires organized for the headmen were implemented to 55 neighborhood headmen and 4 headmen refused to participate in the study because they do not have time to answer these questions. Thus the number of headmen who completed the questionnaires were 51, leading to a response rate of 92.72%. Of the neighborhoods which were conducted headman questionnaires to their headman, three of these neighborhoods named as Yukarı Dikmen, Çukurca Birlik and Emek were chosen for the residents questionnaires. The questionnaires were distributed to 150 residents in total and approximately 50 questionnaires were distributed for each of these neighborhoods. 26 neighborhood residents did not want to participate in the study and return blank survey and thus, 124 neighborhood residents completed the questionnaire, which refers a response rate of 82.67%.

A cover letter which includes the issues regarding the purpose of the study was attached to each of the questionnaires. For the headmen questionnaires, of the 51 questionnaires, 15 of them were done by face-to-face, 20 of them were done by distribution and the rest of them were done by telephone. Questionnaire for the residents of the neighborhoods were implemented within the boundaries of 3 neighborhoods which are Yukarı Dikmen, Çukurca Birlik and Emek. Of the 124 questionnaires, 50 of them were done by face-to-face and the rest of them were done by distribution. Moreover, completion of the surveys takes approximately 25 minutes.

The content of the survey questions and the cover letter were reviewed and discussed with the thesis advisor, a statistician and a Turcologist in order to test the validity of the survey instrument. Moreover, the questionnaires were pilot tested by five people having background from different disciplines and

then appropriate revisions were done in line with their comments and answers.

The questionnaire which is prepared for the neighborhood headmen consists of 38 items. The headman questionnaire includes 6 different parts; the contexts of demographical structure of the headmen (6 questions), general subjects related to the neighborhood administration (8 questions), general subjects about the headmanship and administering the neighborhood (5 questions), relationships between neighborhood administration and local and central government (11 questions), relations between headman and residents of the neighborhoods (3 questions) and lastly opinions and proposals of the headman about our neighborhood administration system (5 questions).

Moreover, eight items of the headman questionnaire are open-ended questions designed to obtain information regarding the opinions and proposals of the neighborhood headmen about the existing neighborhood system and future possibilities of our administrative system. Fourteen of them are yes-no questions and the rest of the items are multiple choice questions.

On the other hand, the questionnaire organized for the residents of the neighborhoods consists of 32 items. This questionnaire includes 4 parts having questions about the demographical situation of the residents (5 questions), general subjects related to the neighborhood administration (7 questions), the opinions on the headman and general subjects about the headmanship (8 questions) and proposals for administering neighborhoods (12 questions). Seven of the items are open-ended questions designed to obtain information regarding the opinions and proposals about their headmen and about the existing neighborhood system, twelve of them are yes-no questions and rest of the items are multiple choice questions.

### **3.2. THE CONTENTS OF THE SURVEY STUDY**

Within the limitations of the survey study, some fundamental research questions are given as follows:

1. What does the concept of “neighborhood administration” mean to the headmen and the residents of these neighborhoods within the boundaries of the research area?
2. What is the rate of residents who know their neighborhood headmen?
3. What is the degree of the relations between residents and headmen?
4. Do the residents want to participate in the decision making process in their neighborhoods?
5. What are the major works of the headmen performed in the implementation process?
6. Do the neighborhood headmen have adequate authority in order to solve the basic problems of the neighborhoods? To what extent can neighborhood administration system or headmanship solve the problems of localities?
7. Do the headmen want to get more duties or authority to solve the problems of the neighborhoods? To what extent can it be strengthened?
8. How is the relationship between headmen and municipality majors or between headmen and sub governors?
9. How do the headmen transmit the problems to the authorities? Which mechanisms do they use?
10. What kinds of problems do the headmen transmit to the other state authorities? Did they get solutions to the problems of neighborhoods?
11. Could neighborhood administration system be abolished for both headmen and residents or not?
12. Can it be possible for the headmen to work as a branch of municipalities? What are the positive and negative impacts of this situation?

13. Are the duties taken by the neighborhood headmen still to be continued or could some of them be shifted to the other levels of the government for the perspective of headmen?
14. Can it be possible or desirable for headmen to participate in meetings of municipality council and transmit the problems of the neighborhoods to the council?
15. Can it be possible for the headmanship to get autonomous authority with the help of certain legal arrangements?

### **3.3. FINDINGS IN THE FIELD STUDY AND EVALUATION OF THE FINDINGS**

In this part of the study, findings gathered from questionnaires, which were arranged for the headmen and the residents of the neighborhoods, are indicated with respect to analytic results obtained by these questionnaires.

#### **3.3.1. Data Analysis Gathered from the Headman Questionnaires**

Before starting the survey study, data related to the populations of the neighborhood are tried to be obtained from the Ministry of Interior, Sub-governor and Çankaya Municipality. None of them had these kinds of data therefore only the numbers of voters had been obtained from the District Election Board of Çankaya. A copy of the list is attached in the Appendix 4.

##### **3.3.1.1. Description of the Neighborhood Headmen**

The first part of the headman questionnaire consisting of six questions was asked for the description of neighborhood headmen. Of the 51 headmen 86.3 % of them are men and the rest of them are women with a lower rate of 13.7 %. The classification of the answers related to the general description of the headmen is shown in below tables numbered as 2, 3, 4 and 5.

Third question asked the ages of the headmen. None of the headmen were between the ages of 25 and 35 but, on the other hand, of the 51 headmen who were willing to answer the questions 19.6 % of them were between 66 and over 66 years old.

Table 2 - Ages of the headmen in the neighborhoods

Age	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	25 - 35	0	0	0
	36 - 45	12	23.5	23.5
	46 - 55	14	27.4	50.9
	56 - 65	15	29.5	80.4
	66 - ↑	10	19.6	100
	<b>Total</b>	<b>51</b>	<b>100</b>	

Fourth question of the headman questionnaire is about the educational levels of the neighborhood headmen. The alternatives are being literate, having primary school diploma, having secondary school diploma, having high school diploma, having university degree and lastly having master degree. 35.3 % of the headmen were educated in high school, followed by 27.4 % from primary school. The rate of the headmen who had secondary school degree is 21.6 %, followed by the headmen who had university degree with a rate of 15.7 %. Moreover, of the 51 headmen none of them are literate and have master degree.

Table 3 - Education of the Neighborhood Headmen

Education		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Literate	0	0	0	0
	Primary School	14	27.4	27.4	27.4
	Secondary School	11	21.6	21.6	49
	High School	18	35.3	35.3	84.3
	University	8	15.7	15.7	100
	Master	0	0	0	
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

Table 4 lists the job titles of the headmen. 29.4 % of the neighborhood headmen are tradesmen and 33.3 % of them are retired. Nevertheless, the rate of headmen having other jobs different from these ones is 37.3 %.

Table 4 - Job titles of the neighborhood headmen

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Tradesmen	15	29.4	29.4	29.4
	Retired	17	33.3	33.3	62.7
	Other	19	37.3	37.3	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

The last question of the first part of the questionnaire which indicates personal items about the neighborhood headmen is to understand whether the headmen have another job except from headman job. Most of the headmen do not have another job but 39.2 % of the headmen have another job and they are performing the headman duties at the same time.

Table 5 - Another job of the headmen

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes (have another job)		20	39.2	39.2	39.2
No (do not have another job )		31	60.8	60.8	100
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

### **3.3.1.2. Findings and Analysis Regarding the Status of the Neighborhood Administration System**

After a general description of the headmen, questions between the seventh one and the fourteenth one are about the neighborhood administration system. In other words, second part of the questionnaire deals with the opinions or comments of the headmen about the general issues related to the neighborhood administration.

The first question of this part is about the general description of the duties of the neighborhood headman. This question was formulated as an open ended question in the headman questionnaire. The answers of the headmen are very similar to each other. Most of them define the job of a neighborhood headman as “to solve all kinds of the problems related to the neighborhood settlements like transportation, infra-structure, electricity supply etc.” “Transmitting the neighborhood problems to the relevant authorities” is another definition made by the headmen. Again one of the most frequently repeated definitions is “arranging certain certificates whenever required”. Consequently, the general definition is that “neighborhood headmanship is the lowest administrative unit representing the neighborhood residents that transmits the problems to the relevant state authorities and also arranges official certificates of the residents”.

The eighth question of the questionnaire was asked for headmen to categorize their jobs as being an officer of the municipality or being an officer of the state. The response rate of this question is much closer to each other. While 27.4 % of the headmen identify their job as a state officer, on the other hand, 21.6 % of the headmen state that their job is closer to a municipality officer. Moreover, the response rate of headmen who clarify their jobs as being both municipality officers and being state officers is the same with the response rate of headmen who clarify their jobs as another category different from these ones, with a response rate of 25.5 %.

Table 6 – “What do you think about the neighborhood headman job is mostly nearest to a municipality officer, state officer, both of them or different from these ones?”

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Municipality Officer	11	21,6	21,6	21,6
	State Officer	14	27,4	27,4	49
	Both of them	13	25,5	25,5	74,5
	Other	13	25,5	25,5	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 8

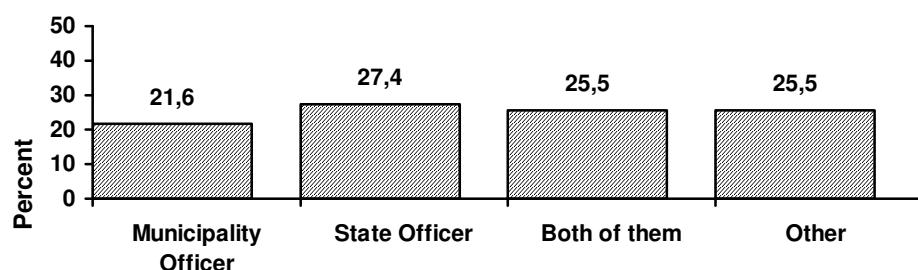


Figure 1 Results of Question 8 of the Headman Questionnaire

Question 9 asked to emphasize the opinion of the headmen about what the neighborhood headmen represent in the first place: representing the

residents of the neighborhood, representing the municipality, representing the state or another alternative different from these ones.

Table 7 - Representativeness of the neighborhood headmen

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neighborhood Residents	34	66.7	66.7	66.7
	Municipality	3	5.8	5.8	72.5
	State	13	25.5	25.5	98
	Other	1	2	2	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 9

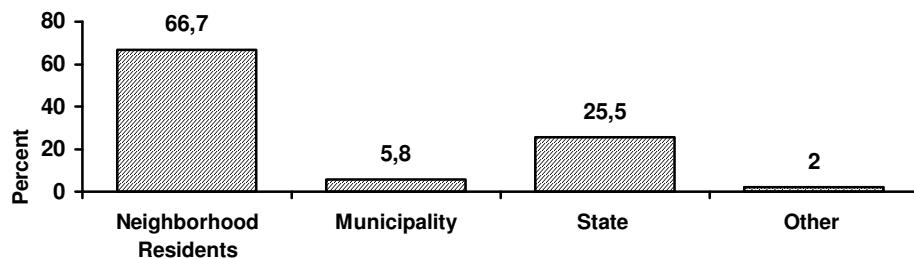


Figure 2 Results of Question 9 of the Headman Questionnaire

As it is apparent in the Figure 2, the results show that headmen consider that headmanship firstly represents the residents of the neighborhoods with a response rate of 66.7 %. While 25.5 % of the headmen think that headmanship represents the state firstly, the response rate which is about the representativeness of the municipality is just 5.8 %. Lastly, only 2 % of the headmen do not clarify the representativeness of the headmanship and they believe that headmanship represents another one different from these three alternatives.

Questions 10, 11 and 12 are related to give more authority or additional responsibilities to the neighborhood headmen. For these questions, thoughts

or the opinions of the neighborhood headmen about getting more power were emphasized to find out whether headmen want to get more power or not.

Table 8 - Does a neighborhood headman have adequate power to solve the problems of the neighborhood?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	5	9.8	9.8	9.8
	No	45	88.2	88.2	98
	Partially	1	2	2	100
	Total	51	100	100	

### Question 10

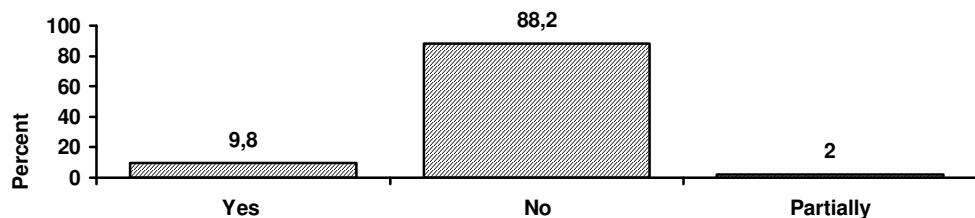


Figure 3 Results of Question 10 of the Headman Questionnaire

Figure 3 illustrates opinions of the headmen about their power or authority that they have for performing their duties. 88.2 % of the headmen believe that they do not have adequate power to do their works and of the 51 headmen only 9.8 % of them find their power adequate for carrying out the neighborhood services. Additionally, only one headman states that headmen have partially been given authority which indicates a response rate of 2 %. Moreover, Question 11 measures whether the headmen want to get additional power or authority. This question was asked only the ones who said "no" to the Question 10 or the ones who believe that they do not have adequate power to perform the headmanship duties.

Table 9 - If your answer is “no” for the previous question do you want to get additional power?

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	44	86.3	97.8
	No	1	1.9	2.2
	No answer	6	11.8	
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>

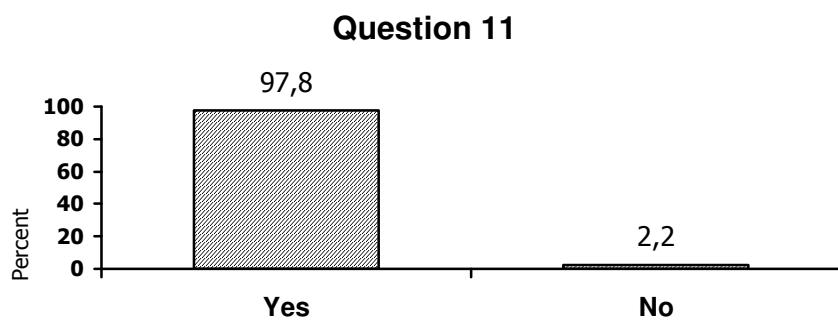


Figure 4 Results of Question 11 of the Headman Questionnaire

Of the 45 headmen who reply the previous question by giving the answer of “no”, only one of them does not want to get more power or authority, which has a response rate of 2.2 %. Additionally, by the Question 12, “what kinds of power or authority could be given to the neighborhood headmen” was determined with the ones who said “yes” to the Question 11.

Table 10 - What kinds of power could be given to the neighborhood headmen?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Municipal services	35	68.6	77.8	77.8
	Sub-governor services	6	11.8	13.3	91.1
	Other	4	7.8	8.9	100
	No answer	6	11.8		
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

#### Question 12

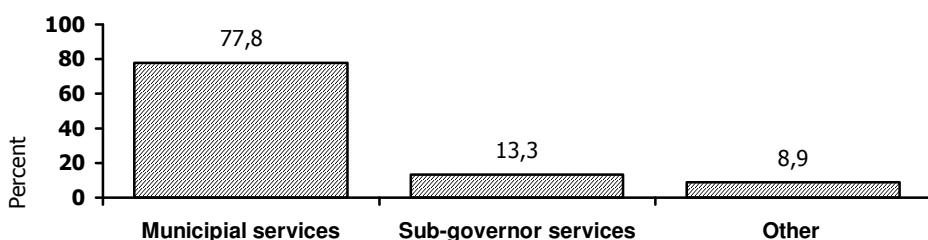


Figure 5 Results of Question 12 of the Headman Questionnaire

As shown in the Figure 5, most of the headmen want to be turned over certain services to the municipalities. On the other hand, 13.3 % of them want to get certain services under the control of sub-governor authority with their existing duties or responsibilities. 8.9 % of the headmen want to get additional duties but not under the control of municipalities or sub-governor authority, different from these ones.

Questions 13 and 14 aim to find out whether the headmen want to transfer or turn over their existing duties or responsibilities from headmanship to other authorities.

Table 11 - The opinions of the headmen about transferring some of their existing duties

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	23	45.1	45.1	45.1
	No	28	54.9	54.9	100
	Total	51	100	100	

### Question 13

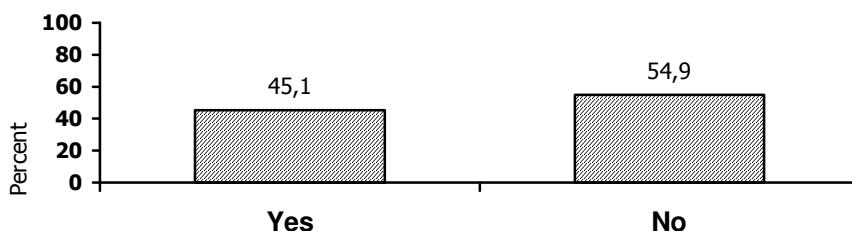


Figure 6 Results of Question 13 of the Headman Questionnaire

Figure 6 emphasizes the request of the headmen whether they want to transfer certain existing duties to other authorities or not. 45.1 % of them want to turn over their duties and they classify the duties that they do not want to perform in the Question 14. According to the results of the Question 14, taking judicial documents (tebligat) is defined to be turned over from the jobs of the neighborhood headmen. Headmen do not want to take these kinds of documents. Moreover only one of them refers that the residential certificate (ikametgah) given during the educational period should be cancelled since it takes too much time to organize.

Questions 15, 16, 17, 18 and 19 are designed to demonstrate the works of the headmen related to the service provisions.

By Question 15, it is expected to determine the main or the most important works performed by the neighborhood headmen. According to the results, the following works are related to the environment under the responsibility of the municipality such as; clearance of the roads, infrastructural works, building social facilities (parks, health centers, schools etc.), arranging bus transportation service etc. As it is seen, most of the headmen tend to express services which are the responsibility of the municipalities or which are performed by the local authorities. Although they only transmit the needs or the requests of the residents to the related authorities, headmen want to say "I made this for my neighborhood", "I did this", "I built this" etc. Consequently, they tend to say the works which are observed in the neighborhood environment in the first place and then they refer everyday works of a headman like issuing certificates.

The number of the documents or certificates which are issued by the headmen was asked to the neighborhood headmen. The numbers of the certificates differ from each other due to the changing population of the neighborhoods, different rate of residential areas, having different range of residents' ages etc. Generally, headmen give residential certificates referring numbers from 10 to 500. Sample copy of identity card (nüfus sureti) is in the second place, followed by poverty certificate (fakirlik belgesi). The other certificates are given maximum 1 or 5 times a month.

Question 17 and Question 18 aim to find out the relations between the headman and Council of Elders. According to Question 17, 76.5 % of the headmen hold meetings with Council of Elders; the others do not meet with the Council of Elders.

Table 12 - "Do you meet with the Council of Elders?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	39	76.5	78	78
	No	11	21.5	22	100
Invalid	No answer	1	2		
	<b>Total</b>	<b>51</b>	<b>100</b>	100	

Question 17

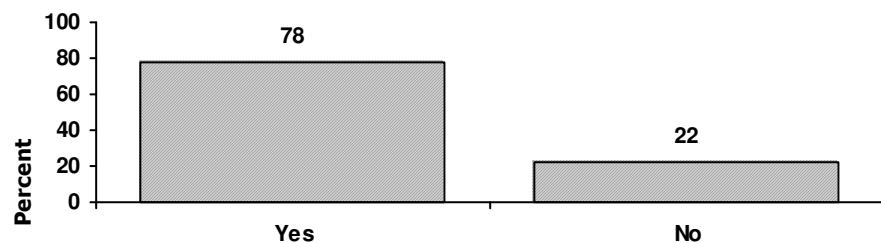


Figure 7 Results of Question 17 of the Headman Questionnaire

Additionally, parallel to the Question 17, Question 18 measures the frequency of these meetings. Table 12 and Figure 7 show the frequency of the meetings held with the Council of Elders: 48.7 % of the headmen hold meetings only for the necessary conditions, followed by 20.5 % as once in a week. Frequency of the meetings is given in the Figure 8 and Table 13 represents the response rates of the frequency.

Table 13 - The frequency of the meetings held with the Council of Elders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Once in a week	8	15.7	19.5	19.5
	Once in 2 weeks	4	7.8	9.8	29.3
	Once in a month	6	11.8	14.6	43.9
	Once in a year	2	3.9	4.9	48.8
	Only for the necessary conditions	21	41.2	51.2	100
	No answer	10	19.6		
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

### Question 18

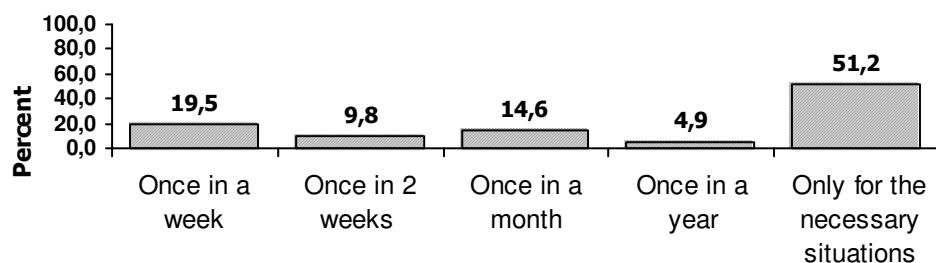


Figure 8 Results of Question 18 of the Headman Questionnaire

Question 19 was formulated to determine the relations between the headmanship and other state authorities by focusing on the number of outgoing and incoming correspondences. Most of the neighborhood headmen emphasize that they write correspondences about the neighborhoods to the relevant authorities only whenever it is required by the residents of the neighborhoods but they get much more letters regarding various issues such as date of the meetings held within the boundaries of the neighborhoods, amendment of the regulations or laws, starting date of an activity placed in the neighborhood etc. According to the results of the Question 19, most of the correspondences are sent by the municipalities and

sub-governorship. The other authorities have sent letters maximum one times a month.

Questions between 20 and 30 aim to emphasize the relationships of the neighborhood headmen between the local government and central government authorities.

Question 20 was asked to find out whether a headman has ever met with the municipality major in order to refer the problems of the neighborhood. Most of the headmen went to visit the major for getting solutions to the neighborhood problems or to the requests of the residents. Of the 51 headmen, only one of them has never gone to visit the major. Additionally, Question 21 was organized to get an idea about what kinds of problems headmen transmit to the major. The most frequently repeated of the problems are clearance of the roads from snow, street lighting problems, environmental problems, transportation problems, building pavement, street dogs, trimming the trees etc.

In the light of the explanations gathered from Question 20 and Question 21, Question 22 aims to find out whether the headmen get solution from the problems transmitted to the municipality organs. According to the results, only 9.8 % of the headmen did not solve the problems of the neighborhood by coordinating with the municipality but the rest of them get solution from the municipality.

Table 14 - Does the municipality find solutions to the problems referred by the headmen?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	21	41.2	42	42
	No	5	9.8	10	52
	Partially	24	47.1	48	100
	No answer	1	1.9		
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

### Question 22

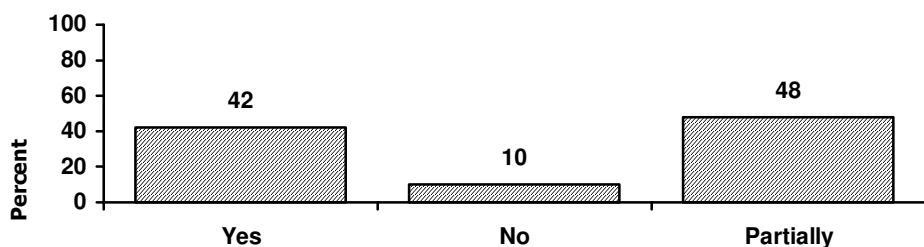


Figure 9 Results of Question 22 of the Headman Questionnaire

Similar to Question 20, Question 23 aims to find out the relations between the headmen and the sub-governors. The results of this question show that 67.7 % of the headmen went to visit sub-governor about the problems of the neighborhood and 37.3 % have never met with the sub-governor to discuss the problems of the neighborhood. Some of the problems transmitted to the sub-governor are similar to the results given in Question 21 like street dogs, infrastructure problems and transportation problems but the rest of them are related to the national policies. Economical problems of the poor, security problems, robbery incidents and problems about the certification operations or process are the other problems that the headmen transmitted to the sub-governor.

Additionally, Question 25 measures if the problems have been solved or not by the sub-governor. Most of them emphasize that sub-governor is willing to solve the problems of the neighborhoods. The results are given in the Table 15 and demonstrated with the Figure 10.

Table 15 - Does the sub-governor find solutions to the problems referred by the headmen?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	20	39.2	62.5	62.5
	No	5	9.8	15.6	78,1
	Partially	7	13.7	21.9	100
	No answer	19	37.3		
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

### Question 25

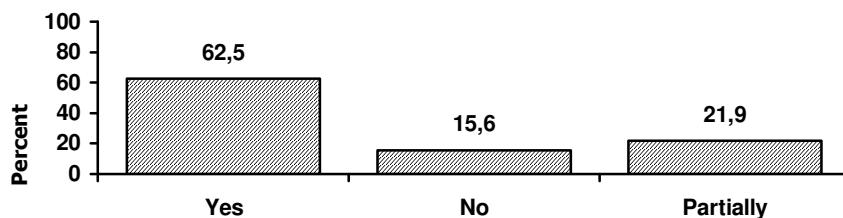


Figure 10 Results of Question 25 of the Headman Questionnaire

According to the headmen, most of them are aware of the decisions taken by the municipality, with a response rate of 54.9 %. 23.5 % of them have never been informed about the decisions, followed by 21.6 % sometimes informed. The result are given in the below Table and Figure.

Table 16 - Have the headmen been informed about the decisions taken by the sub-governor regarding the neighborhood?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	28	54.9	54.9	54.9
	No	12	23.5	23.5	78.4
	Sometimes	11	21.6	21.6	100
	Total	51	100	100	

### Question 26

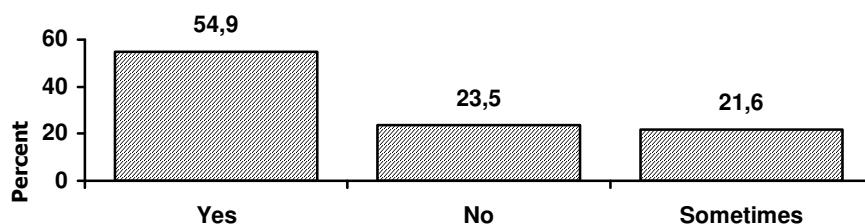


Figure 11 Results of Question 26 of the Headman Questionnaire

Similar to the Question 26, Question 27 aims to determine the decisions taken by the municipality which are clarified to the neighborhood headmen. Below Table shows the results, as similar to the results of the Question 26, and most of the headmen have been informed about the decisions.

Table 17 - Have the headmen been informed about the decisions taken by the municipality related to the neighborhood?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	23	45.1	45.1	45.1
	No	13	25.5	25.5	70.6
	Sometimes	15	29.4	29.4	100
	Total	51	100	100	

### Question 27

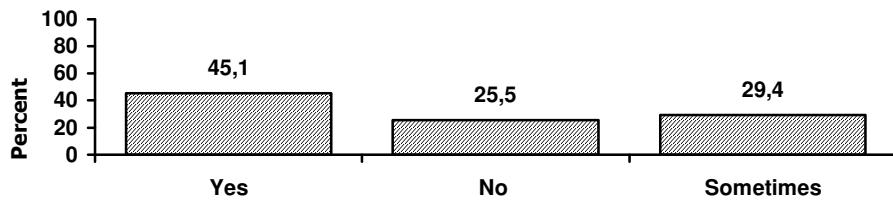


Figure 12 Results of Question 27 of the Headman Questionnaire

While asking Question 26 and Question 27, headmen mention that they are aware of the decisions taken by the municipality and sub-governor by the correspondence coming from these authorities. Local authorities and central authorities send letters to the neighborhood headmen in order to inform about the issues related to the neighborhoods; such as the meetings held in the neighborhood, starting date of the infrastructure activities and activities period, legal changes in the procedures, technical problems of the neighborhood etc. Most the headmen stated that these kinds of letters have been sent for information, never before the decision making process.

At this point, Question 28 was organized to investigate whether neighborhood headmen have a platform to participate in the decision making process or not. For this reason, it is essential to establish whether the headmen can participate in the decisions taken by the municipality or the sub-governor. The alternative choices of this question are “I can participate in the decisions taken by the municipality”, “I can participate in the decisions of the sub-governor”, “I always participate in the decisions taken by both the municipality and the sub-governor”, “I can participate only for some circumstances when I have been informed” and “No opportunity have been given to participate”. According to the results, most of the headmen mention that only for some circumstances these authorities gave chance for participation of decision-making process. The results are shown in the Table 18 and Figure 13.

Table 18 - "Do you participate in the decision related to the neighborhood which is taken by the municipality or sub-governor?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Decisions of the municipality	2	3.9	4	4
	Decisions of the sub-governor	2	3.9	4	8
	Both of them	6	11.8	12	20
	Only for some circumstances	16	31.4	32	52
	Not opportunity to participate in	24	47	48	100
Invalid	No answer	1	2	100	
<b>Total</b>		<b>51</b>	<b>100</b>		

### Question 28

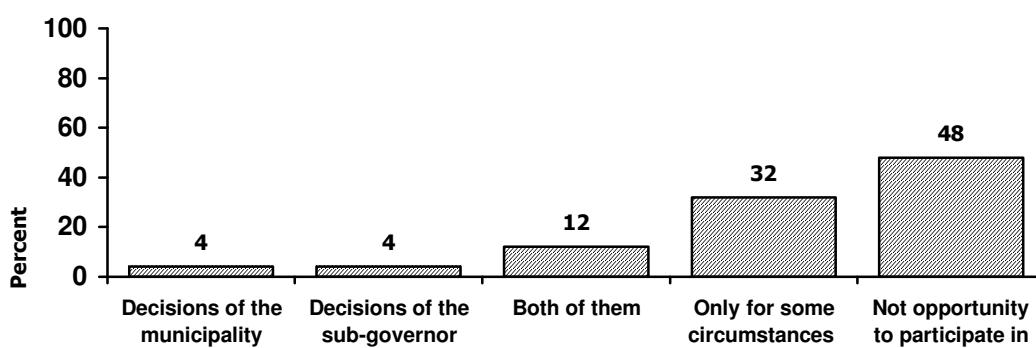


Figure 13 Results of Question 28 of the Headman Questionnaire

After emphasizing the relations between the neighborhood government and the municipality or the sub-governor, Question 29 was asked to find out whether neighborhood headmen have ever gone to visit Greater Municipality or Ministry of Interior Affairs in order to express the problems of the

neighborhood. While 45 % of the headmen have gone to the Greater Municipality, followed by 37.3 % of them have never visit neither the Greater Municipality nor the Ministry of Interior Affairs. Table 19 shows the response rates of the Question 29.

Table 19 - "Have you ever gone to visit the Greater Municipality or the Ministry of Interior Affairs in order to explain the problems of the neighborhood?"

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Greater Municipality	23	45	45
	Ministry of Interior Affairs	1	2	47
	Both of them	6	11.8	58.8
	None of them	19	37.3	96.1
	Others	2	3,9	100
	<b>Total</b>	<b>51</b>	<b>100</b>	

### Question 29

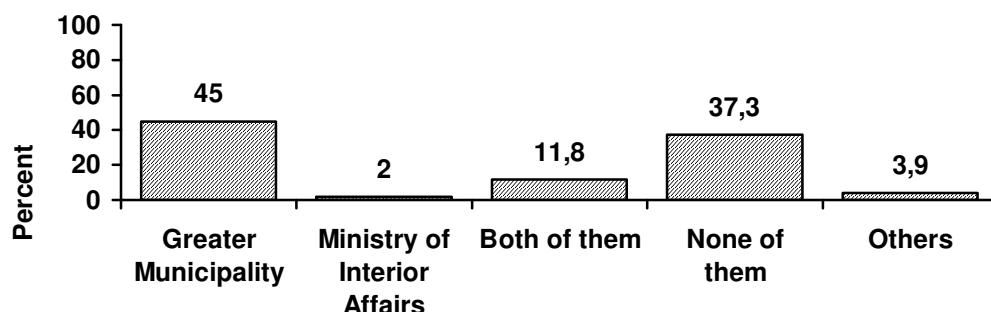


Figure 14 Results of Question 29 of the Headman Questionnaire

Last question of this part is about the way how the headmen apply to the authorities for the solution of the neighborhood problems. The ways or

method classified in the Question 30 are face-to-face relations, by petition, both by face-to-face and by petition, by the representative of the political parties and by the non-governmental organizations. None of them express the problems to the related authorities with the help of political parties' representatives and on the other hand 58.8 % of them transmit the problems by face-to-face interviews and by petition.

Table 20 - The way of taking problems to the attention of the authorities

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Face-to-face	13	25.5	25.5	25.5
	By petition	5	9.8	9.8	35.3
	Both face-to-face and by petition	30	58.8	58.8	94.1
	By the representative of the parties	0	0	0	94.1
	By NGOs	3	5.9	5.9	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 30

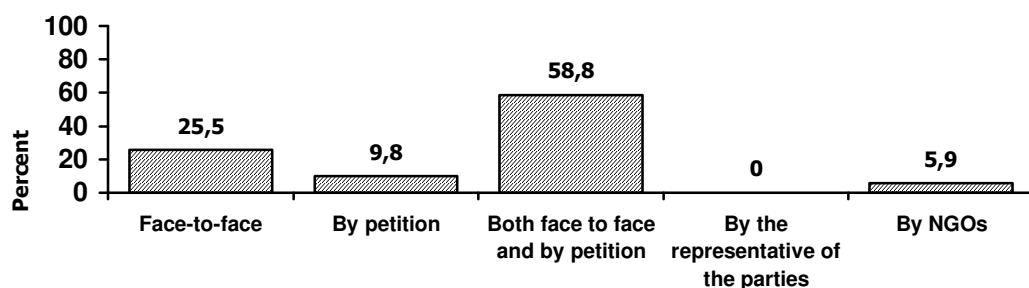


Figure 15 Results of Question 30 of the Headman Questionnaire

Questions 31, 32 and 33 were asked to identify the relations between the neighborhood residents and the neighborhood headmen. According to the

results of the Question 31, all the headmen suggest that residents of the neighborhoods visit them to stress their problems. Additionally, Question 32 was asked to determine the kinds of the problems transmitted by the residents to the headmen. The answers are the same with the replies of Question 21 and Question 24 such as transportation problems, environmental problems, economical problems of the residents, building social facilities etc. It is apparent that most of the problems are in the scope of municipalities and it is the headmanship that builds a bridge between the municipality and the residents.

Nevertheless, Question 33 was organized to investigate the headmen's way of working. 31.4 % of the headmen chose to transmit the problems to the higher level of the state authorities, followed by trying to solve the problems alone with a response rate of 25.5 %. The other alternatives are arranging meetings with the Council of Elders, meetings with the residents of the neighborhood and meetings with the apartment managers.

Table 21 – The way of solving the problems of the neighborhood

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Meeting with the Council of Elders	2	3.9	3.9	3.9
	Meeting with the residents of the neighborhood	7	13.7	13.7	17.6
	Meeting with the apartment manager	10	19.6	19.6	37.2
	Transferring to a greater authority	16	31.4	31.4	68.6
	Trying to solve alone	13	25.5	25.5	94.1
	Other	3	5.9	5.9	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 33

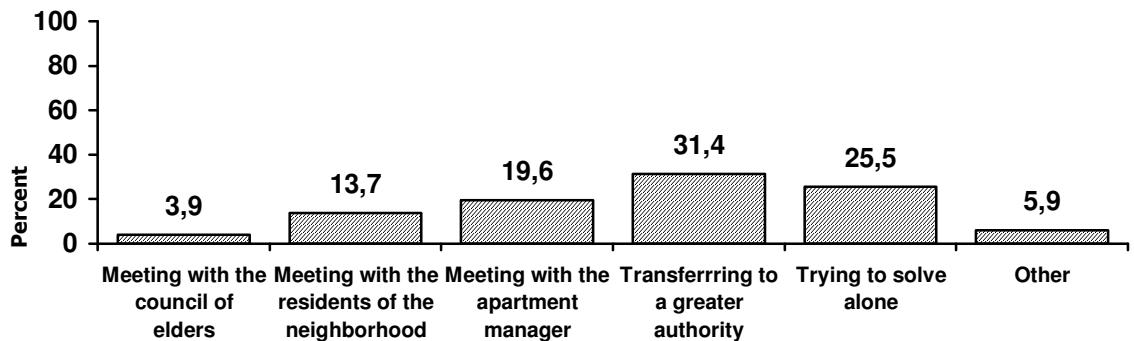


Figure 16 Results of Question 33 of the Headman Questionnaire

Last part of the questionnaire aims to stress the personal opinions of the headmen about the neighborhood administration system. The most important issue of this part is to investigate the status of neighborhood administration system in accordance with the decisions of the headmen. First of all, Question 34 was asked whether the neighborhood headmanship can be abolished or not.

Table 22 - "Can neighborhood headmanship be abolished?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	6	11.8	11.8	11.8
	No	41	80.4	80.4	92.2
	No idea	4	7.8	7.8	100
<b>Total</b>		<b>51</b>	<b>100</b>	<b>100</b>	

### Question 34

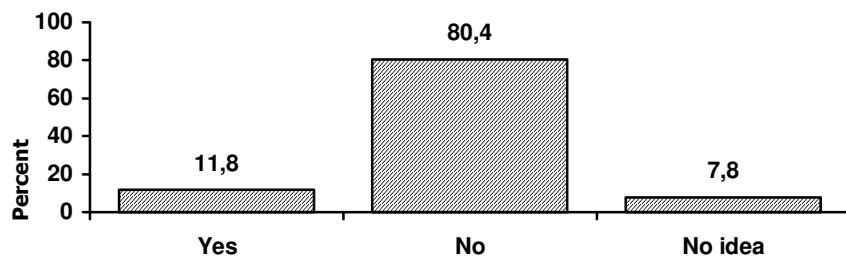


Figure 17 Results of Question 34 of the Headman Questionnaire

80.4 % of the headmen do not want to the headmanship be abolished and 7.8 % of them do not have any idea about the abolition of the headmanship. The reason why the headmanship can be abolished or why it can not be abolished was determined in the Question 35. According to the results, as most of the headmen argue that headmanship could not be abolished, they explain the reasons as follows:

- Headmanship is a traditional institution coming from the Ottoman Empire, so it could not be abolished.
- Headmen have various works to be carried out. If the headmanship is abolished, the works performed by the headmen will be stalled.
- There is no administrative mechanism that can perform the duties of the headmen.
- Headmanship is one of the basic must of democracy.
- It is the most important institution that finds out the real problems of the residents since it is the nearest unit to the neighborhood residents.
- People choose to transmit the problems to the closest level or to the nearest unit therefore it could not be abolished.
- There will be no unit for representing the residents of the neighborhood.
- It is the only institution that serves the community at the neighborhood level.

- It is the only unit that provides face-to-face relations with community.
- There occur various problems related to the registrations.

On the other hand, some of the headmen think that this institution could be abolished because only the registration operations and transmittal of the problems to the relevant state authorities are the works performed by this unit. So, none of the institution can perform the duties of the headman. Moreover, the authority of the headman is very limited or restricted then the duties could be transmitted to the other state authorities. If necessary arrangements shall not be structured, then the duties or works can be distributed to the other authorities easily.

It is accepted by various scholars that neighborhood administration does not have sufficient authority to be effective in the administrative system. One of the aims of this study is to investigate the ways of strengthening the neighborhood administration system. Therefore, for this purpose, Question 36 was asked to find out the effective way of strengthening the neighborhood administration in accordance with the opinion of the headmen within a perspective of giving more legal and administrative rights. The ways or methods are classified as “Having its own budget”, “Working as a branch of municipalities”, “Headmen participation to the municipal councils is adequate enough for this purpose”, “It is essential to make them autonomous institution by arranging new legal regulations” and other alternatives different from these four alternatives. According to the headmen, the most effective way of strengthening the headmanship is to make it autonomous body having its own budget, legal rights, corporate body etc. The other response rates are nearly close to each other. Table 23 shows the response rates of the Question 36 in the below.

Table 23 - The most effective way for strengthening the headmanship

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Having own budget	8	15.7	15.7	15.7
	Working under municipality	7	13.7	13.7	29.4
	Participating in the municipal council	7	13.7	13.7	43.1
	Being autonomous institution	23	45.1	45.1	88.2
	Other	6	11.8	11.8	100
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 36

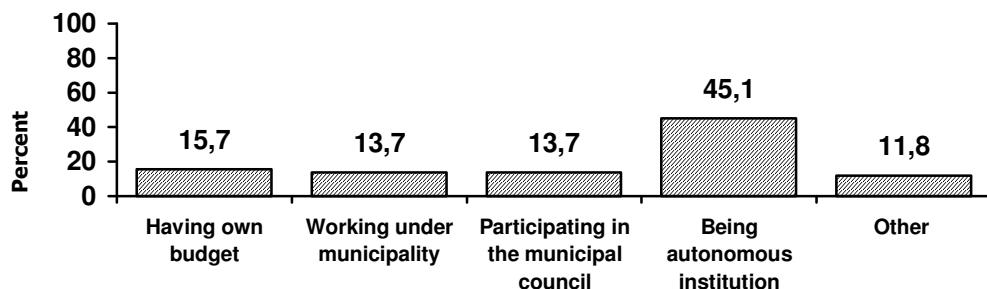


Figure 18 Results of Question 36 of the Headman Questionnaire

In order to determine again the relations between the headmen and sub-governor or central government, it was asked to headmen whether they are willing to work under the control of municipality. For this purpose, Question 37 was organized.

Table 24 - “Do you want for headmanship to work as a branch of municipality instead of working as a branch of sub-governor?”

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	26	51	52	52
	No	15	29.4	30	82
	No idea	9	17.6	18	100
Invalid	No answer	1	2		
	<b>Total</b>	<b>51</b>	<b>100</b>	<b>100</b>	

### Question 37

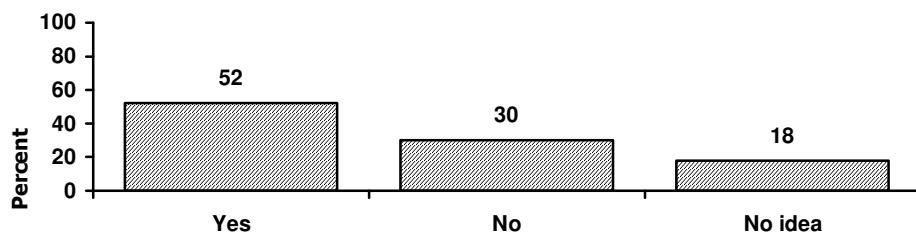


Figure 19 Results of Question 37 of the Headman Questionnaire

Of the 50 headmen, 52 % of them said “yes” to work under the municipality as the lowest unit.

Last question of the headmen questionnaire was about the utilities and the negative aspects of arranging headmanship as a branch of municipalities. Question 38 was organized as an open-ended question that emphasizes the negative and positive aspects of a system in which headmen are working under the control of the municipality. According to the results, headmen argue that such a kind of system or arrangements can accelerate the process. If the headmen work closer to the municipality, they can be informed about the decisions or implementation of the neighborhoods and therefore they can provide services more effectively. Moreover, headmen know the

problems of the neighborhoods well then effective solutions can be produced by the help of the headmen and also in the implementation process the problems that will be occurred can be found out easier.

To sum up, headmen want to be the part of the decision making process which facilitates more power to the headmen. By this way, they believe that the services can be provided earlier, more effective and efficient.

On the other hand, if such a mechanism is established political aspects of the municipality can be effective in the service provision. Therefore the distribution of the services could not have equality in comparison with the neighborhoods. Thus, some of the headmen argue that the neighborhood headmen should work separately from the municipality to be free or independent from the political decisions.

To conclude, generally the data findings about the neighborhood headmen of the case study could be summarized as follows:

- Most of the neighborhood headmen are retired, graduated from primary school and over the 46 years old. Most of them are tradesmen, workers or civil servants and they are performing their jobs and headman duties together at the same time.
- Most of the headmen find themselves very successful and want to be candidate again in the next election.
- Most of the headmen are living in the same neighborhood for a very long time.
- Most of the headmen want to be organized under the umbrella of headmen association.
- Most of the headmen have no documents related to the neighborhood administration and they require documents such as law, articles, books regarding the neighborhood administration.

- To strengthen the headmanship, headmen proposed the following items for the neighborhood administration system:
  - \* To be closely involved in decisions in the municipal councils.
  - \* To be enacted new legal arrangements related to the neighborhood administration.
  - \* To be restructured as a new local government unit.
  - \* To have its own budget.
- Most of the headmen describe the headmanship as;
  - \* having respectability,
  - \* being a interceder between the community and the government,
  - \* being successful to solve the problems between the community and the government,
  - \* being an important institution for the relations with the municipalities.
- Half of the headmen believe that the headmanship is working effectively and efficiently.
- The proposals of the headmen about the headmanship are as follows:
  - \* Headman should be older than 36 years old.
  - \* Headman should live in the same neighborhood at least one year.
  - \* Headman shall at least be graduated from high school.
- The reasons which are effective to be elected as a headman are classified as follows:
  - \* Loved by residents,
  - \* Having good relations with the residents of the neighborhood,
  - \* Bringing solutions to the problems,
  - \* Being an honorable person.

### **3.3.2. Data Analysis Gathered from the Questionnaires for the Residents of the Neighborhoods**

#### **3.3.2.1. Description of the Neighborhood Residents**

Similar to the headman questionnaire, another questionnaire is formed to find out the opinions of the residents, which begins with the personal questions. Five questions were asked to the residents in this description part of the questionnaire. These questions cover general information about the residents of the neighborhoods such as gender, age, education, job title etc.

Of the 124 residents, 54.8 % of them are women and 56 of the respondents are men, with a rate of 45.2 %. Secondly, the ages of the residents were asked and the results are shown in the Table 25.

Table 25 - Ages of the residents in the neighborhoods

Age	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 18 - 25	7	5.6	5.6	5.6
26 - 35	36	29	29	34.6
36 - 45	26	21	21	55.6
46 - 55	36	29	29	84.6
56 - 65	13	10.5	10.5	95.1
66 - ↑	6	4.9	4.9	100
<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

Third question of the headman questionnaire is about the educational background of the respondents. 58.2 % of the respondents were graduated from university (which has educational period of 2 and 4 years together emphasized in the university category), followed by 24.2 % from high school. The rate of the respondents who had primary school degree, secondary

school degree and master degree is the same with a rate of 4.8 %. Lastly, of the 51 respondents 2 of them are literate which refers a response rate of 3.2 %.

Table 26 - Educational status of the residents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid Literate	Primary School	4	3.2	3.2	3.2
	Secondary School	6	4.8	4.8	8
	High School	6	4.8	4.8	12.8
	University (2-4 years)	30	24.2	24.2	37
	Master	72	58.2	58.2	95.2
	Total	6	4.8	4.8	100
		124	100	100	

Question 4 determines the job titles of the residents. It is an open-ended question and therefore so many jobs were classified by the respondents such as teachers, economists, lawyers, engineers, architectures, mathematicians, doctors etc. Of the 124 respondents, six of them do not have jobs, which refer to a response rate of 4.8 %.

Finally, the last question of this part of the questionnaire indicates time duration of living within the boundaries of the same neighborhood. 38.7 % or the respondents are living in the same neighborhood for 11-20 years. Only 5.6 % of them live in the same neighborhood for less than one year. Table 27 lists the living period of the residents of the neighborhoods.

Table 27 - Living periods of the residents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than 1 year	7	5.6	5.6	5.6
	1-5 years	27	21.8	21.8	27.4
	6-10 years	28	22.6	22.6	50
	11-20 years	48	38.7	38.7	88.7
	21 year and over	14	11.3	11.3	100
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### **3.3.2.2. Findings and Analysis Regarding the Opinions of Residents on the Neighborhood Administration System**

After a general description of the residents, general questions are organized, between Question 6 and Question 12 in order to measure the opinions of the residents about the general issues related to the neighborhood administration.

The first question of this part is related to the institutions or authorities which the residents visit to say the problems of the neighborhood. None of the residents prefer to transmit problems to TBMM and the Greater Municipality. 62.1 % of the residents want to visit neighborhood headmen in order to express their problems or the needs related to their neighborhood.

Table 28 - "Which institutions have you notified of a problem related to your neighborhood?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid Grand National Assembly		0	0	0	0
Greater Municipality		0	0	0	0
Municipality		30	24.2	24.2	24.2
Neighborhood Headman		77	62.1	62.1	86.3
No where		12	9.7	9.7	96
Other		5	4	4	100
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 6

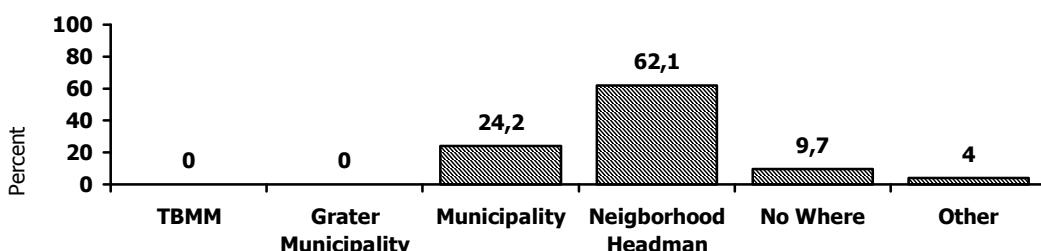


Figure 20 Results of Question 6 of the Resident Questionnaire

Question 7 was asked to emphasize the reasons why the residents prefer to visit these mentioned institutions. Therefore, Question 7 was formulated as an open-ended question in the questionnaire of residents. When the answers are categorized, similar responses are taken from the answers of the residents. The most popular reason stated by the residents about transmittal of the problems to the mentioned authorities is to get effective solutions within a short time. The residents prefer to go to the nearest institution therefore most of them prefer to transmit the problems to their neighborhood

headmen since it is easy to reach this institution. Additionally, as the headman represents the residents and is voted by the residents, people shall choose to say the problems to this elected headman. The rest of them prefer to go to the other authorities as they believe that these authorities are effective on their certain problems. These people believe that the problems can be solved only by the relevant authorities. Therefore, they prefer to go to these authorities directly to talk with.

Additionally, Question 8 aims to find out whether the problems transmitted to the relevant authorities could be solved or not. According to the results, only 9.1 % of residents stress that they did not get solutions but the rest of them respond with a positive sense. The results are given in the Table 29 and Figure 21

Table 29 - Could the problems get solutions or not?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	37	29.8	33.6	33.6
	No	10	8.1	9.1	42.7
	Sometimes	63	50.8	57.3	100
Invalid	No answer	14	11.3	-	
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 8

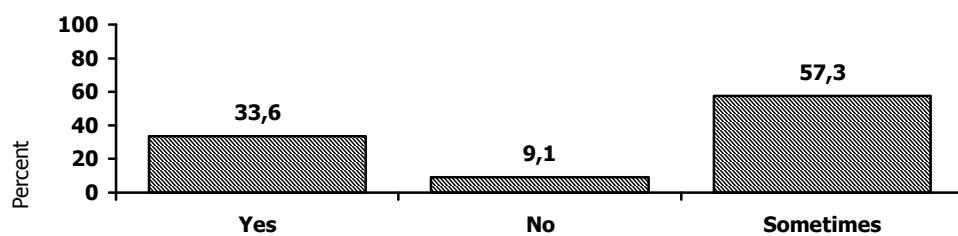


Figure 21 Results of Question 8 of the Resident Questionnaire

Question 9 was asked to examine whether the state authorities have notified to the residents about the decision taken for the neighborhood. 79.3 % of the respondents stress that they have not been informed about the decision taken by the state authorities.

Table 30 - "Have you been informed about the decision about your neighborhood taken by the authorities?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	25	20.2	20.7	20.7
	No	96	77.4	79.3	100
Invalid	No answer	3	2.4	-	
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 9

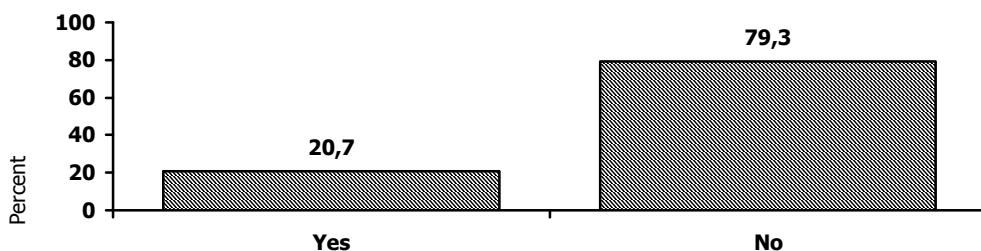


Figure 22 Results of Question 9 of the Resident Questionnaire

Question 10, 11 and 12 were about participation of the residents to the decision making process. 97.5 % of the neighborhood residents want to be informed by the state authorities while certain decisions are planned or taken. Moreover, according to the results of the Question 10, 2.5 % of the respondents do not want to be informed about the decisions of the neighborhood and only 2 of the respondents reject to answer this question which refers a response rate of 1.6 % of the all.

Table 31 - The results of the Question 10

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	119	95.7	97.5	97.5
	No	3	2.4	2.5	100
Invalid	No answer	2	1.6		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

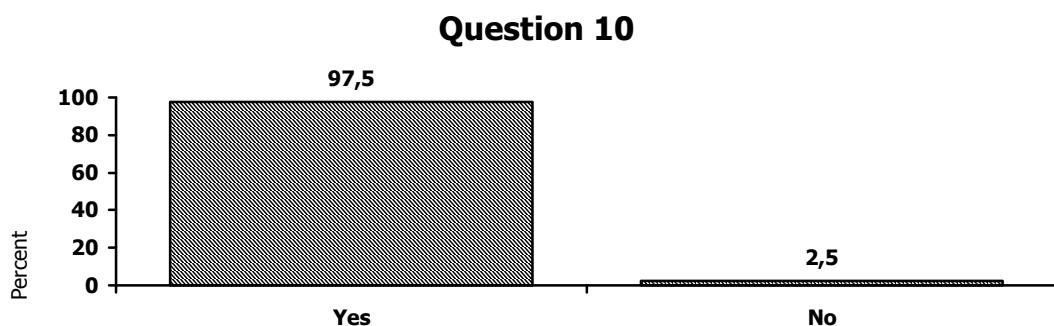


Figure 23 Results of Question 10 of the Resident Questionnaire

Question 11 aims to emphasize whether the neighborhood residents are interested in expressing opinions and contributing to the works related to the neighborhood or not. While 30.7 % of them are not interested in expressing opinions related to their neighborhood, 14.5 % of the respondents are interested in expressing opinions and contributing to the works. Moreover, most of the residents agree on expressing feelings only for the issues in which they are interested and 4.8 % of them want to contribute to the neighborhood works but they do not know how to do this.

Table 32 - "What do you think that the residents are interested in expressing opinions and contributing to the works related to the neighborhood or not?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No, they are not	38	30.7	30.7	30.7
	Yes, they are Interested in only for some circumstances	18	14.5	14.5	45.2
	Want to contribute but do not know how to	61	49.2	49.2	94.4
	Other	6	4.8	4.8	99.2
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 11

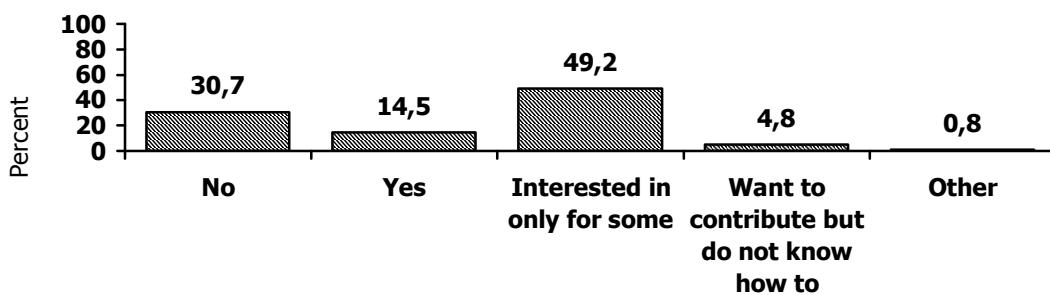


Figure 24 Results of Question 11 of the Resident Questionnaire

Question 12 is about evaluating the opinions of the residents whether it is consulted to the community about the critical decisions taken for the wellbeing of the neighborhood. The aim of this question is to find out whether the residents want to participate in the decision making process.

Table 33 - Do the state authorities communicate or consult with the community while critical decisions related to the neighborhood are taken?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	115	92.8	95	95
	No	3	2.4	2.5	97.5
	No idea	3	2.4	2.5	100
Invalid	No answer	3	2.4	-	
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 12

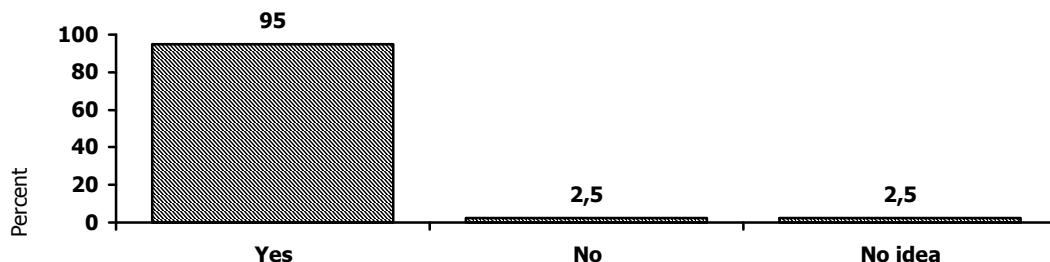


Figure 25 Results of Question 12 of the Resident Questionnaire

Above Table shows the response rates of the Question 12. According to the results of this question, most of the residents want to strengthen citizen participation in the decision making process.

Third part of the questionnaire is about the opinions of the residents related to their neighborhood headmen. Therefore, first of all, it was asked to the residents whether they recognize their headmen or not. 79.7 % of them have met before with their headmen.

Table 34 - "Do you know or recognize your headmen?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	98	79	79.7	79.7
	No	25	20.2	20.3	100
Invalid	No answer	1	0.8		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 13

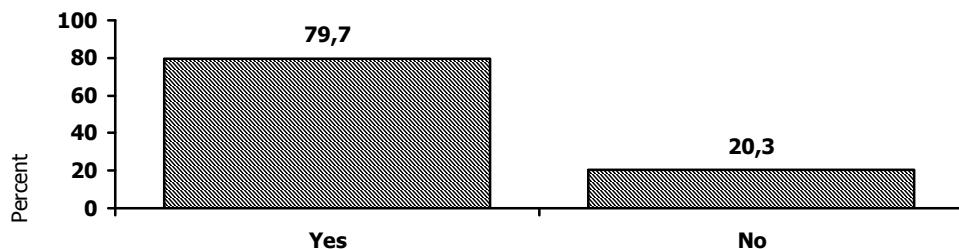


Figure 26 Results of Question 13 of the Resident Questionnaire

Question 14 is about the criteria of electing the neighborhood headmen. During the election time, the residents elect a headman by evaluating characteristic features of the headmen. 40.7 % of the respondents agree that the educational status of the headmen is the first priority to elect a headman, followed by 39.8 % response rate referring the residents who give vote to the best known headman by themselves. Moreover, 2.4 % of the residents do not vote anyone and the rest of them do not determine any criteria or determine other criteria different from these alternatives. Also 15 of the residents do not give answers to this question.

Table 35 - "Which features of the headmen have you concerned during the election time?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	To my best known one	49	39.5	39.8	39.8
	By determining his educational status	50	40.3	40.7	80.5
	Nothing	6	4.8	4.9	85.4
	Do not vote	3	2.4	2.4	87.8
	Other	15	12.1	12.2	100
Invalid	No answer	1	0.8		
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

#### Question 14

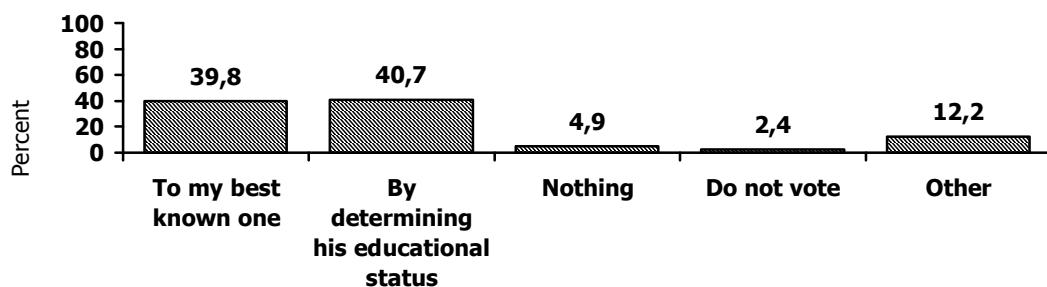


Figure 27 Results of Question 14 of the Resident Questionnaire

Questions 15, 16 and 17 are related to the transmittal of the problems to the neighborhood headmen. According to Question 15, 29.3 % of the residents have never gone to the headman office in order to transmit the problems. Table 36 and Figure 28 show the results of Question 15.

Table 36 - "Do you convey with the neighborhood headman the problems related to the environment?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	33	26.6	26.8	26.8
	No	36	29	29.3	56.1
	Sometimes	38	30.7	30.9	87
	Only for some problems	16	12.9	13	100
Invalid	No answer	1	0.8		
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 15

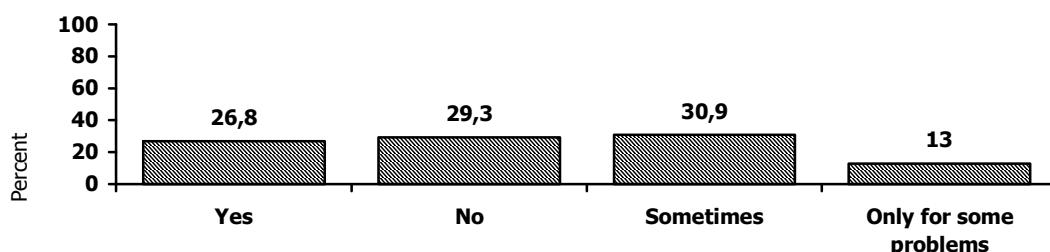


Figure 28 Results of Question 15 of the Resident Questionnaire

Referring to Question 15, Question 16 was asked to determine the problems of the residents that are conveyed with the headmen. The answers of Question 16 are similar to the answers of the questions 21, 24 and 32 of the headman questionnaire. The main problems are again related to the duties of the municipality such as transportation problems, environmental problems, inadequacy of social facilities etc. but some of the respondents state that they transmit their personal problems to the headmen like problems occurred with other residents, finding baby keeper to their children, family problems, economical problems etc.

Moreover, when it was asked to the residents whether the problems are solved by the headman or not, 28.6 % of the residents get solutions and 40.6 % of the respondents argue that they sometimes get solutions. Headmen of the neighborhoods mostly show the residents the way of solving the problems, which refers a response rate of 22 %.

Table 37 - "Do you get solutions from the problems that are referred to the headman?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	26	21	28.6	28.6
	No	8	6.5	8.8	37.4
	Headman shows me the way	20	16.1	22	59.4
	Sometimes	37	29.8	40.6	100
Invalid	No answer	33	26.6		
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 17

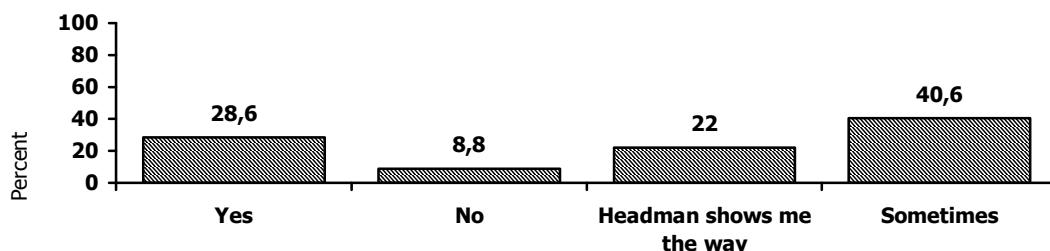


Figure 29 Results of Question 17 of the Resident Questionnaire

Questions 18, 19 and 20 were organized to determine the relations between the residents and the neighborhood headmen by asking the reasons of going

to the headman office, the frequency of this visits and the classification of the most popular works requested from the headmen. For this purpose, Question 18 was asked to find out the most important reasons of the residents' visits to the headman office. Most of them went to the headman office only to take certain certificates, which refers a response rate of 74.8. Contrary to this situation, 13.8 % of the residents prefer to go first to the headman to transmit every kind of problems related to the neighborhood and 8.2 % of them went to the headman office to consult the solutions of the problems in some cases. 2.4 % of the respondents have never gone to visit the headman and the rest of them went to the headman to talk to him/her or to chat with him/her. Table 38 lists the results of the reasons of the visits.

Table 38 - "Which one is the most important reason for you to go to the headman office?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	First to the headman	17	13.7	13.8	13.8
	Sometimes to consult	10	8.1	8.2	22
	Only to take certificates	92	74.2	74.8	96.8
	Visit to chat	1	0.8	0.8	97.6
	I never go	3	2.4	2.4	100
Invalid	No answer	1	0.8		
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 18

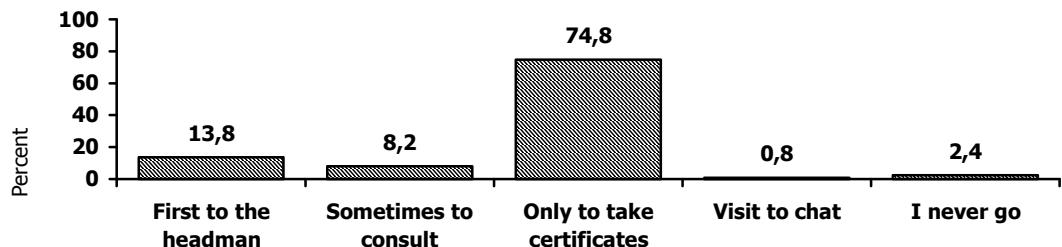


Figure 30 Results of Question 18 of the Resident Questionnaire

Question 19 is related to the reason and the time period of the headman visits. The last time to visit and the reasons of this visit were asked by this question. Almost every resident went to the headmen in order to take certain certificates organized by the headmen. But some of them went only to talk since the headman is his/her friend. The periods of these visits are changing from one month to 3 years.

The last question of this part of the questionnaire is to measure the most popular works that the residents applied for. The names of the certifications which are formed by the headman are classified as follows: residence certificate (ikametgah), sample copy of identity card (Nufüs sureti), military operations (Askerlik işlemleri), family registration declaration (Aile sicil beyannamesi) and the others.

Table 39 - The frequency of the works or certificate applied to the neighborhood headmen by the residents

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid residence certificate		91	73.4	73.4	73.8
sample copy of identity card		26	21	21	94.8
military operations		1	0.8	0.8	95.6
family registration declaration		0	0	0	95.6
other		6	4.8	4.8	100
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 20

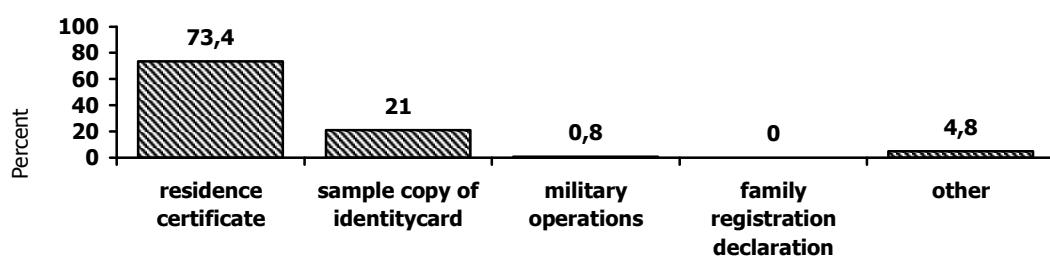


Figure 31 Results of Question 20 of the Resident Questionnaire

As it is apparent in Figure 31, the results show that most of the residents get residence certificate from the headmen, followed by sample copy of identity card with a response rate of 21.

The last part of the questionnaire includes questions related to the neighborhood administration system which are similar to the questions asked

in the headman questionnaire. The first question of this part is to determine the opinions of the residents whether the neighborhood headmanship could be abolished or not.

Table 40 - "Can the neighborhood headmanship be abolished?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	10	8.1	8.1	8.1
	No	76	61.3	61.3	69.4
	No idea	38	30.6	30.6	100
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 21

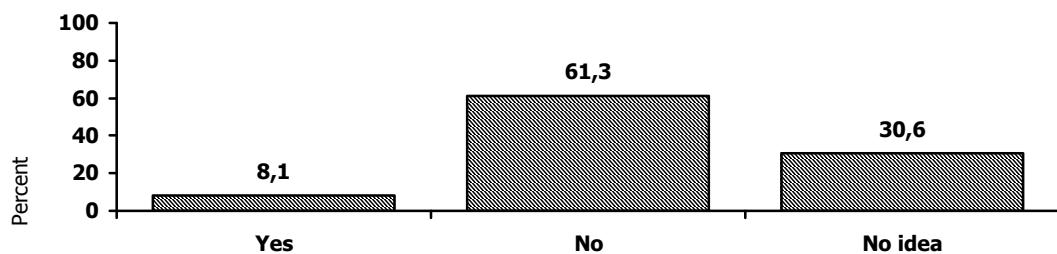


Figure 32 Results of Question 21 of the Resident Questionnaire

61.3 % of the residents argue that the neighborhood headmanship could not be abolished and 30.6 % of them do not have an idea of this issue. Only 8.1 % of them believe that it could be possible to abolish the headmanship. Parallel with this question, Question 22 was asked to find out the reasons why the headmanship could be abolished or could not be abolished. Question 22 was formulated as an open-ended question and the positive and negative reasons are classified. Similar to the Question 35 of the headman questionnaire, residents argue that headmanship could not be abolished since it is the nearest unit to the localities which can solve the problems easier and earlier. Moreover, headmen know the problems of the localities best, therefore, they can determine solutions more efficient and effective.

Also headmen decrease the actions or the works of other authorities by facilitating face-to-face relations with the community. On the other hand, contrary to these, some of the residents argue that the duties performed by the headmen can be distributed to the other state authorities therefore there is no need to protect the headmanship since it has not adequate power to be effective in the administrative system.

Similar to the Question 9 of the headman questionnaire, Question 23 is about the representativeness of the neighborhood headmen. It was asked to the residents that about what the neighborhood headmen represent in the first manner: representing the residents of the neighborhood, representing the municipality, representing the state, representing both the residents and the state, representing both the municipality and the residents of the neighborhood or another alternative different from these ones.

Table 41 - Representativeness of the neighborhood headmen

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neighborhood residents	59	47.6	47.6	47.6
	Municipality	0	0	0	47.6
	State	4	3.2	3.2	50.8
	Both residents and state	34	27.4	27.4	78.2
	Both municipality and residents	24	19.4	19.4	97.6
	Other	3	2.4	2.4	100
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 23

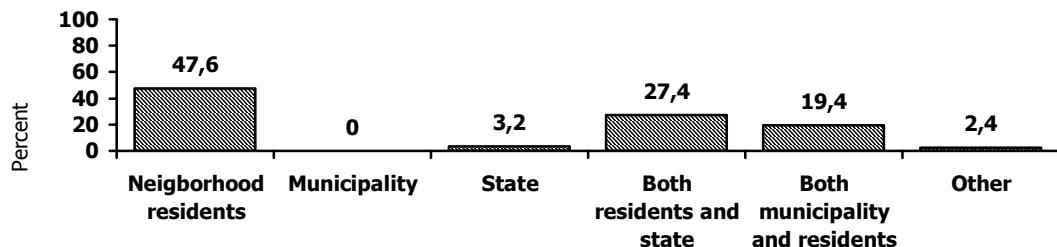


Figure 33 Results of Question 23 of the Resident Questionnaire

Like the results of the headman questionnaire, the residents of the neighborhoods also argue that the headmen are representing the residents of the neighborhood in the first place.

Question 24 of the questionnaire was asked to categorize the job of a headman as being an officer of the municipality, being an officer of the state, both an officer of the municipality and an officer of the state or another description different from these. Most of the residents identify the job of a headman as being an officer of both the municipality and the state with a response rate of 45 %. The other alternatives are given in the Table 42

Table 42 - "What do you think that the neighborhood headman job is mostly nearest to a municipality officer, state officer, both of them or different from these ones?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Municipality Officer	26	21	21.7	21.7
	State Officer	32	25.8	26.7	48.4
	Both of them	54	43.5	45	93.4
	Other	8	6.5	6.6	100
Invalid	No answer	4	3.2	-	
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

## Question 24

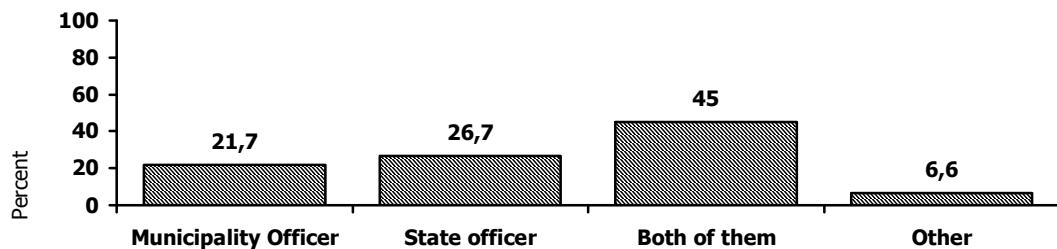


Figure 34 Results of Question 24 of the Resident Questionnaire

Questions 25 and 26 are related to giving more authority or additional responsibilities to the neighborhood headmen. Within the light of these questions, similar to the headman questionnaire, the opinions of the residents of the neighborhoods on giving more power or authority to the neighborhood headmen were emphasized. Figure 35 illustrates the opinions of the neighborhood residents about giving more power to the headmen in order to strengthen the headmanship. Unlike the headmen, most of the residents argue that headmen could continue to perform their duties with the same power by saying “no” to this question which refers a response rate of 44.1 %. 16.1 % of the respondents stated that it should be given authority or power to the neighborhood headmen and 39.8 % of them stated that to some extent headmen should get partial authority or power.

Tables 43 - “What do you think about giving more power to the neighborhood headman?”

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	15	12.1	16.1	16.1
	No	41	33.1	44.1	60.2
	To some extent	37	29.8	39.8	100
	No idea	31	25		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

## Question 25

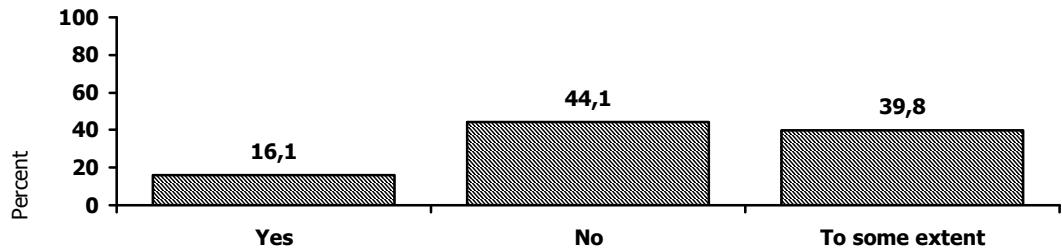


Figure 35 Results of Question 25 of the Resident Questionnaire

Additionally, Question 26 aims to classify the opinions or proposals of the residents about what kinds of additional duties could be given to the neighborhood headmen. Therefore the question was asked only the ones who said "yes" to the Question 25 as; "If your answers "yes" for the previous question what kinds of duties do you prefer or propose to be given to the neighborhood headmen?" Most of the residents do not answer this question. But the residents who gave replies argue that the duties under the responsibility of the municipality shall be given to the neighborhood headmen like clearance of the roads, building social facilities etc. The residents point out that neighborhood headman should be informed at least about the neighborhood projects in order to facilitate citizen participation to the decision making process.

Questions 27, 28, 29 and 30 seek to measure the relations between the headmanship and the municipality within the perspective of determining residents' opinions. Question 27 aims to determine the opinions of the residents whether they agree that headman can both participate in the municipal councils and have a right to give vote in the councils. According to the results, 68.9 % of the respondents agree that neighborhood headmen should participate in the municipal councils with a voting right in the councils and only 9.8 % of them disagree to this situation. 2 of the residents do not answer this question and the rest of them have no idea about the issue.

Table 44 – “Can the headmen participate in the municipal councils and have a right to vote in the councils?”

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	84	67.7	68.9	68.9
	No	12	9.7	9.8	78.7
	No idea	26	21	21.3	100
Invalid	No answer	2	1.6		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 27

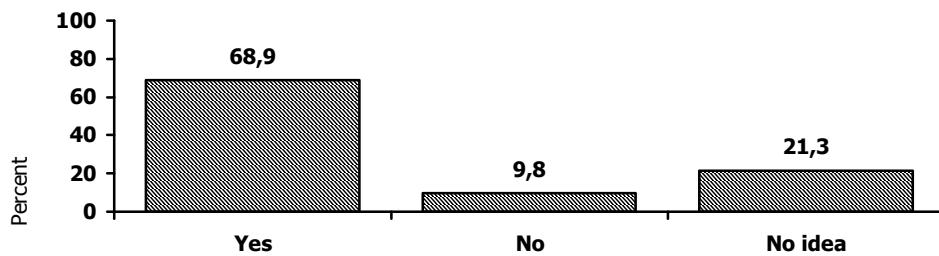


Figure 36 Results of Question 27 of the Resident Questionnaire

Question 28 was asked to emphasize whether the residents want to be expressed the problems by the neighborhood headmen in the municipal councils. As shown in the Figure 37, most of them get the headman to express the problems in the municipal councils. 5 % of the respondents do not want to transmit the problems, 5.8 % of them do not have an idea about this issue and lastly 3 of the residents do not answer this question.

Table 45 - "If the neighborhood headmen have certain rights in the municipal councils do you want the headmen to take the problems to express in the municipal councils?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	108	87.1	89.2	89.2
	No	6	4.8	5	94.2
	No idea	7	5.7	5.8	100
Invalid	No answer	3	2.4		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 28

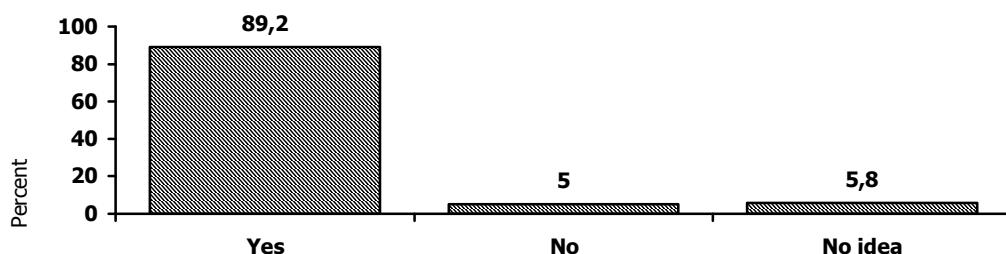


Figure 37 Results of Question 28 of the Resident Questionnaire

In order to determine the relations between the three as residents, headman and the municipality, it was asked to the residents whether they want the headmanship to work as a branch of municipality instead of working under the control of sub-governor. For this purpose, Question 29 was formulated.

Table 46 - "Do you want for headmanship to work as a branch of municipality instead of working as a branch of sub-governor?"

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	61	49.2	50	50
	No	61	49.2	50	100
Invalid	No answer	2	1.6		
	<b>Total</b>	<b>124</b>	<b>100</b>	<b>100</b>	

### Question 29

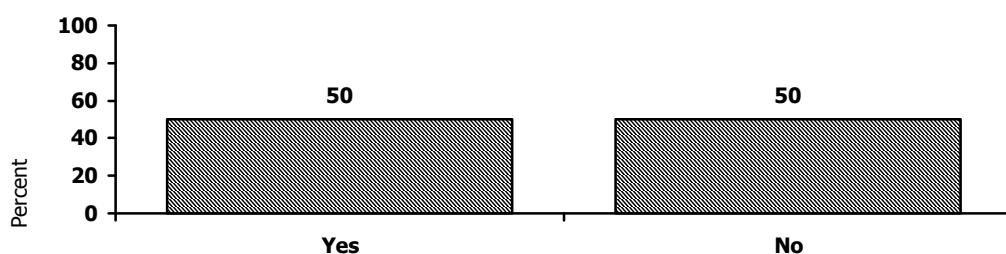


Figure 38 Results of Question 29 of the Resident Questionnaire

As it is listed in the Table 46, the number of advocates and the opponents are the same and only 2 of the residents do not give any reply to this question. Moreover, according to the results of the headman questionnaire, most of the headmen are willing to work as a branch of the municipality.

Additionally, Question 30 was formulated as an open-ended question in order to find out the reasons that headmanship was initiated to be a branch of the municipality. Again the answers of the Question 38 of the headman questionnaire are similar to the answers of the Question 30. According to residents, by this unification, problems related to the municipal services could be solved more effectively since neighborhood headmen know or determine the real problems of the localities. On the other hand, political identity of the municipality could negatively affect the headmanship in the distribution of the services.

Consequently, Questions 31 and 32 are about forming an autonomous structural form of the neighborhood headmanship by organizing certain legal arrangements. The aim of the Question 31 is to find out opinion of the residents on organizing the headmanship as an autonomous institution. Most of the respondents do not prefer the headmanship to become an autonomous institution.

Table 47 - Shall the headmanship be organized to be an autonomous institution?

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	26	21	21.3	21.3
	No	59	47.6	48.4	69.7
	No idea	37	29.8	30.3	100
Invalid	No answer	2	1.6		
<b>Total</b>		<b>124</b>	<b>100</b>	<b>100</b>	

### Question 31

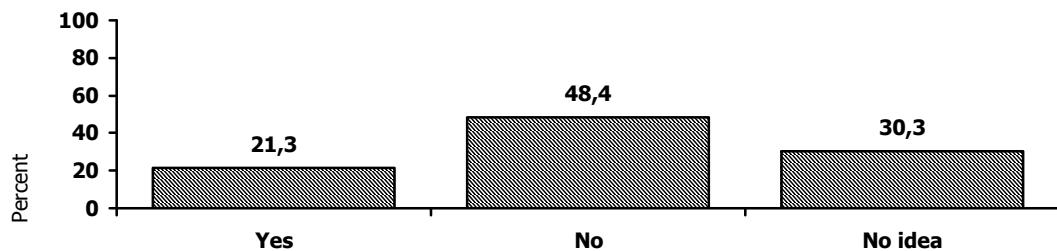


Figure 39 Results of Question 31 of the Resident Questionnaire

Lastly, Question 32 was asked to determine the negative and positive aspects of the headmanship as being an autonomous institution. According to the results of the Question 32, since the educational and cultural features of the headmen are not adequate to administer the neighborhood alone, the

services can not be provided effectively. Therefore, it is necessary to define new rules to the headman candidates. Moreover, giving corporate status and financial power is essential to get solutions from the headmanship. To sum up, legal arrangements are required in the first place to provide effective service provision. On the other hand, residents point out that since a control mechanism could not be established then lots of negative solutions may be occurred because of abusing jobs.

## **CHAPTER 4**

### **CONCLUSION**

According to the UNCHS (2001) Report, one of the major reasons for decentralization is “governing failures” which means “the state is no longer able to diagnose and solve problems so that these problems and issues are better dealt with at the local level” (UNCHS Report, 2001, p.59)

Politicians who are concerned with ruling rather than serving are not sensitive to the variety of tasks, problems and opportunities throughout the country. Moreover, local authorities have better knowledge of local conditions than central government officials and thus they can be better positioned to respond to local needs. In other words, “central government may not know what to do; local government may not know how to do it.”

Additionally, regarding the growth of civil societies and promotion of democracy, “citizen participation” to the governmental activities undoubtedly comes to the agenda being one of the most popular concepts of the 20<sup>th</sup> century. Many writers have rightly argued that citizen participation is the distinguishing mark of the modern state. Democratic decision making is based on the assumption that all who are affected by a given decision have the right to participate in the making of that decision either directly or indirectly with the help of representatives.

Being the closest level to the citizen, neighborhood administration can facilitate citizen participation to the urban services by holding meetings in order to investigate the problems or demands of the individuals. Especially in USA it is obliged to hold such a kind of special meetings – public hearings – by laws in order to provide citizen participation before the decision making process of some certain big projects, especially the physical planning of

towns. In England the most widespread consultation method, especially in the approval of the physical plans, is called public inquiry. In these meetings, citizens could have a chance to emphasize their decisions about the plans before the implementation process. Also the Porto Alegre example shows that communicating with neighborhoods facilitates citizen participation to the decision making process in compliance with “participial budget” which demonstrates effective services provisions.

From the worldwide experiences, it is apparent that neighborhood level gains importance in accordance with the principles of the 21<sup>st</sup> century: democracy, participation, subsidiarity, governance etc. The term “neighborhood” here mostly states physical areas not administrative unit. In other words, the concept of “neighborhood administration” refers a different manner in Turkey since neighborhood administration system was emerged from the traditional implementations of Ottoman Empire; not taken from the world.

The writings about the neighborhood administration in Turkey belong to a few people such as Ertuğrul Taylan, Adalet Alada, Yakup Bulut, Erbay Arikboğa etc. who have various detailed studies related to the issue of the neighborhood administration system in Turkey with its historical perspective and present problems. Despite the emergence and historical backgrounds of the neighborhood administration, the literature dealing with this concept is very limited. The available literature is generally debating the historical backgrounds and legal structure of this unit, written by a few scholars.

There are some proposals related to the reorganizing the administrative structure of the neighborhood administration. One of the most popular one is to relate neighborhood headmen with the municipalities in order to make it functional. To achieve this goal, it is suggested for the neighborhood headman to be a member of municipal councils. Moreover, headmen could elect a representative from their regions or headmen would participate in these meetings whenever the items of the meeting include issues related to

their neighborhoods. Since headman being elected by the citizens has no political personality, his/her opinions will be objective on decision making process. Thus, with this membership, most of the problems of this unit can be solved and municipalities' local level services can be improved by this way. In my opinion, by this membership citizen participation in local decision and provision of services may be facilitated but, at this point, some important legal arrangements, which are not so easy to do, are needed since they are the field units of the central government. Nevertheless, it is crucial to find out the opinions of the citizens whether they want to be a partner in the decision making process or not. Therefore, it is essential to explore the scope of citizen consciousness.

At this point, survey study gives an idea to a certain extent. When it is asked to the residents whether the neighborhood residents are interested in expressing opinions and contributing to the works related to the neighborhood or not, most of them express their opinions only in some circumstances (which affect their personal life). Residents who are not interested in expressing opinions related to the neighborhood in general amounts to a high response rates. Therefore, these results expose that the awareness of the residents to the urban problems is not adequate to affect the urban politics. At this point, meetings held by the headmen can be an alternative way to facilitate citizen participation to the urban services and determining the real problems of the localities, neighborhood administration could hold meetings with the residents and then headman could transmit the needs and demands of the residents to the municipalities and other state authorities.

Similar to this, some argue that neighborhood administrations could work as branches of municipalities in order to shorten the distance between citizens and bring them closer to each other so that participation in local decisions and provision of services may be facilitated. Citizens can come to pronounce their wishes, problems, and expectations. In other words, what could be

achieved is that citizen could have a face-to-face contact with municipal administration. Case study also emphasizes the opinions of the residents and the headmen on the issue of reorganizing the neighborhood administration as branches of municipalities. On the one hand, for both the residents and headmen, such a system or arrangements can accelerate the process since they can be informed about the decisions or implementation of the neighborhoods and therefore they can provide services more effectively. On the other hand, if such a mechanism is established political aspects and influence of the municipality can be effective in the service provision. Therefore the distribution of the services could not have equality because of political, rather than real need determination. At this point, both the residents and headmen do not want headmanship to be a branch of municipalities because of the political aspects of the municipalities.

Additionally, “neighborhood center” is accepted to be one of the alternatives of solving the problems at the neighborhood level. Since it is necessary for local community to access the information about city, neighborhood units become the most accessible organizational unit.

For this purpose, first of all informing the neighborhood headman about the administrative processes and procedures adequately within the framework of community liaison and continuing with general public administration rules and issues of local governments is the first step to be taken. Consequently, it is important to achieve the institutional structure with participatory administrative understanding including the neighborhood administration by legal, administrative and financial arrangements.

While neighborhoods have their own administrative organs elected by themselves, they do not have corporate status (or legal personality). Since they do not have corporate status (own budget and personnel) the definition stated in the Turkish Constitution regarding what a local government is does not cover the neighborhood administrations. By this feature neighborhood

administrations are distinguished from other local government units. The existing administrative and legal deficiencies on the neighborhood administration constitute an obstacle for these units to become more functional and effective units. Since they are the most suitable administrative units which cover the terms of "effective citizen participation", "representativeness", "community control" etc, it is crucial to reorganize the neighborhood administration system and to redefine the purposes, functions, duties etc of these units within the perspective of historical or traditional features.

Moreover, neighborhood administration is confused with the local government units because of the similarity between the duties of the neighborhood administration and the duties of the village administration and the relations between municipalities and neighborhood administration.

Neighborhood administration system lost its functional characteristic in the course of time due to the indefinite legal and administrative regulations and implementation in the administrative system. Since duties given to neighborhood administration from the Ottoman Empire Era could not be performed now, then it is necessary to redefine the duties of the neighborhood administration which will be suitable for today's life. In other words, the place or the status of the neighborhood administration could not be defined clearly in the current laws because of the insufficient research opportunities and politicians' lack of interests. Thus, in order to solve the problems of neighborhood administration, it is inevitable to provide cooperation between all social, administrative and political actors of the community. To this end, with referring to the historical and traditional character of the neighborhood administration, a law on neighborhood administration, including the items such as the main purpose, duties and functions of the neighborhood administration, opportunities to facilitate the citizen participation in the decision making process, its political representative character, relations between the neighborhood administration and other local

and central authorities etc., have to be prepared to clearly define the status of neighborhood administration in the overall Turkish Administrative System.

Some standards, for example a minimum and the maximum household number might be clarified for the establishment of neighborhood. Since there is not a concrete criteria on the number of the households or population to establish the neighborhoods in the related legal documents, neighborhoods having population of 250-300 exist besides the neighborhoods having population of 50000-60000. Today, these insufficient legal arrangements related to the administrative, functional and representative form of the neighborhood administration make the headmanship to be a trivial institution. With unsuitable physical conditions of the neighborhoods and insufficient employee qualification and rights this problem becomes greater.

Nevertheless, for the political aspects of the municipalities, mayors give a special priority to the headmen of the neighborhoods. For this regard, special meetings are held to come together with the headmen by the mayors. The main purpose of these meetings is that the demands of the local public should be expressed regularly in the presence of the mayors or other municipal officials in order to provide effective and efficient services for the localities. Nevertheless, such kinds of meetings are not be organized in our country because of the political reasons. In our country, especially during the election time, mayors give priority to the neighborhood headmen in order to get votes from the localities.

Some interviews were made with the directors or the chairmen of the headmen associations - such as Türkiye Muhtarlar Federasyonu, Çankaya Muhtarlar Derneği etc. - in order to get basic information about the relationships of the headmen. After these interviews, it is observed that the headmen do not have strong relations. They only went to the Çankaya Muhtarlar Derneği in order to obtain official material cheaper. Therefore, it is observed that the relations of the headmen are not strong. At this point, it is

crucial to develop these kinds of relations to facilitate the place of neighborhood headmen in the urban government. These kinds of association can promote and protect the rights of the headmen and neighborhood units and can develop the status of the headmen in the cities through decision making process.

Consequently, the most important issue is to reorganize neighborhood administration system by regulating its legal aspects and to improve its status by redefining its function and objective clearly in the administrative system. New Municipal Law dated 2004 also does not cover specific references regarding the neighborhood administration. By the law, duties performed by the neighborhood are defined in general and it is stated that municipalities are responsible to support the neighborhood headman on certain issues related to the neighborhoods. Nevertheless, participation of headman to the specialization commissions and city councils indicated in the law but the law again did not designate concrete working mechanism for the effective functions of neighborhood administration. Besides Municipal Law, amendments of the laws related to the neighborhood administration are in the agenda of the Turkish Grand National Assembly, but no progress has been made till now.

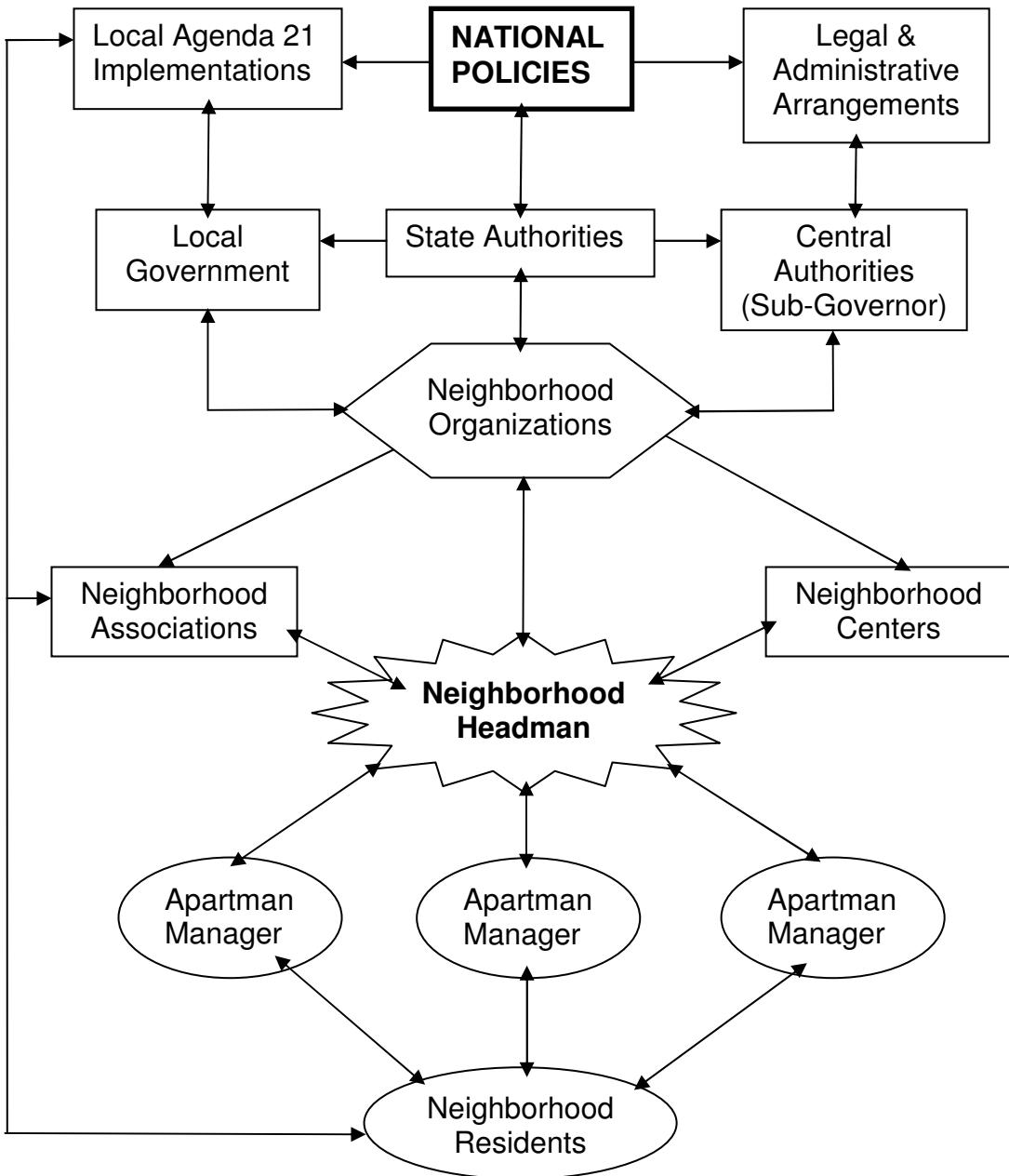
In a way of summary, for the neighborhood headmanship:

1. it is necessary to make clear definitions of elements such as: neighborhood, neighborhood administration, headmanship
2. it is necessary to determine by laws that headman is the representative of the neighborhood and the government
3. it is essential to define the legal status of the neighborhood administration clearly
4. it is crucial to identify the duties, authority and power of the neighborhood administration by a regulation in other words, to define the place of neighborhood administration in the Turkish Administrative System

5. it is necessary to enact a law for the expenditures of the headman, maybe determination of a budget for the neighborhood
6. it is necessary to set up a computer and a network system for every neighborhood unit so that they could communicate with other unit and among themselves
7. It is crucial to identify the relations of neighborhood administration with other authorities and determine to headmanship shall work under the control of which authority
8. It is crucial to elaborate on the problems which headman is responsible to solve

Within the perspective of the items mentioned above, a mechanism shall be established to work from down to up and from up to down at the same time. Most importantly, it is apparent that neighborhood administration assumes responsibility for coordinating expectations among neighborhood residents. Therefore, neighborhood administration is accepted to be the first level administration system in order to improve the quality of life and ensure the rights of the citizens.

To improve democracy, it is essential to increase citizen consciousness by expressing opinions and transmitting the problems to the related state authorities. “Apartman Manager” shall take an active role for transimmitting the problems of the residents to the neighborhood headmen and then neighborhood headmen shall transfer these items to the related state authorities. Parallel to the first level interactions, national policies have to support the integrations between the neighborhood administration and other state authorities. Local Agenda 21s can be a tool for this interactions and integrations with arranging various meetings under the umbrella of neighborhood associations. For this purpose, the Figure below is formulated to illustrate a proposed administrative model.



Within the perspective of Local Agenda 21 implementations, neighborhood organizations function in connection with the neighborhood headman and with state authorities. Therefore, both headmen and residents have a platform to meet and communicate with each other.

As a result, being accepted as the lowest administrative and social level of administration, neighborhood administration keeps its presence in our administrative and social structure up to now. The failure of attempts to abolish the neighborhood administration in history clearly proves that the place of neighborhood administration in our administrative system could not be denied easily. Moreover the survey conducted by this study exposes that both the headmen and residents do not want the headmanship to be abolished. But neighborhood administration could not serve to the residents by this structural form to achieve effective and efficient service provision criteria, therefore, new legal arrangements are required to redefine the status of the neighborhood administration within the overall Turkish Administrative System.

## **APPENDICES**

### **APPENDIX 1**



# **ORTADOĞU TEKNİK ÜNİVERSİTESİ**

## **SİYASET BİLİMİ VE KAMU YÖNETİMİ BÖLÜMÜ**

### **YÜKSEK LİSANS ARAŞTIRMASI ANKETİ**

Sayın İlgili,

Bu anket, Orta Doğu Teknik Üniversitesi Siyaset Bilimi ve Kamu Yönetimi Bölümünde sürdürülmekte olan bir yüksek lisans çalışmasının parçası olarak geliştirilmiştir. Anketin amacı, Türk Kamu Yönetimi Sistemi içerisinde mahalle yönetimin yerinin saptamaktır.

Anket, mahalle yönetimine ilişkin yönetim yapısı, sorunları, yapılan işlemler, yönetimler arası ilişkiler gibi konuları içeren sorulardan oluşmaktadır. Ankette, kimliğiniz ortaya çıkaracak ad, soyad, yaş vb. bilgileri vermeniz istenmemektedir. Sorulara verdığınız kişisel cevaplarınız tamamen saklı tutulacaktır.

Anket sorularını cevaplamak 20 dakikadan fazla zamanınızı almayacaktır.

Yardımlarınız için şimdiden teşekkür ederim.

Seçil Sevran  
Ortadoğu Teknik Üniversitesi  
Siyaset Bilimi ve Kamu Yönetimi Bölümü  
Yüksek Lisans Öğrencisi

## **APPENDIX 2**

### **MAHALLE MUHTARLARI ANKETİ**

Mahallenin Adı:

Bağlı Olduğu İlçe: Çankaya

Mahallenin Nüfusu:

#### **Mahalle Muhtarına İlişkin Kişisel Bilgiler:**

- 1.** Mahalle Muhtarının Adı ve Soyadı: .....
- 2.** Cinsiyeti: (1) Kadın (2) Erkek
- 3.** Yaşı: (1) 25-35 (2) 36-45 (3)46-55 (4)56-65 (5)66 ve üstü
- 4.** Eğitim Durumu: (1) Okur yazar (2) İlkokul mezunu (3)Ortaokul mezunu (4) Lise Mezunu (5) Üniversite mezunu (6)Yüksek lisans
- 5.** Mesleği: (1) Esnaf (2) Emekli (3) Diğer
- 6.** Muhtarlık görevinizin dışında başka bir işe de uğraşıyor musunuz?  
(1) Evet (2) Hayır

#### **Mahalle Yönetimine İlişkin Sorular:**

- 7.** Mahalle muhtarı olarak görevinizi kısaca tanımlar misiniz?

.....  
.....

- 8.** Yaptığınız tanımlamaya da dayanarak sizce mahalle muhtarının görevi en çok hangisine yakındır?

- (1) Belediye memurluğu
- (2) Devlet memurluğu
- (3) Her ikisi birlikte
- (4) Diğer

- 9.** Sizce mahalle muhtarları öncelikli olarak kimi temsil eder?

- (1) Mahalle sakinlerini temsil eder.
- (2) Belediyeyi temsil eder.

(3) Devleti temsil eder.

(4) Diğer

**10.** Sizce bir mahalle muhtarı mahallenin sorunlarını çözebilecek kadar yetkiye sahip mi?

(1) Evet (2) Hayır (3) Kısmen

**11.** Cevabınız “hayır” ise mahalle muhtarlarına yeni yetkilerin verilmesini ister misiniz?

(1) Evet (2) Hayır

**12.** Cevabınız “evet” ise ne tür yetkilerin verilmesini istersiniz?

(1) Belediyelerin yetkisi altında olan bazı hizmetlerin devredilmesi

(2) Kaymakamlığa bağlı bazı hizmetlerin devredilmesi

(3) Diğer

**13.** Sizin şu anda yerine getirdiğiniz görevlerin içinde sizden alınmasını istediğiniz görev ve yetkiler var mı?

(1) Evet (2) Hayır

**14.** Cevabınız “evet” ise ne tür görevlerin sizden alınmasını istiyorsunuz?

(1) .....

(2) .....

(3) .....

### **Muhtarlık Hizmetlerine İlişkin Sorular:**

**15.** Mahalle muhtarı olarak yaptığınız en önemli işleri sıralar misiniz?

(1).....

(2).....

(3).....

(4).....

**16.** Aşağıda verilen işlemlerden ortalama bir ayda kaçar adet hazırlamaktasınız?

İşlemler	Adet
İkametgah İlmühaberi	
Nüfus Sureti	
Nüfus Kağıdı Talep Formu	
Aile Sicil Beyannamesi	
Askelik İşlemleri	
Sağ Belgesi	
Fakirlik Belgesi	
Diğer Belgeler	

**17.** İhtiyar Heyetiyle toplantıyor musunuz? (1) Evet      (2) Hayır

**18.** İhtiyar Heyetiyle ne kadar sıklıklarla toplantıorsunuz?

- (1) Haftada bir
- (2) 15 içinde bir
- (3) Ayda bir
- (4) Yılda bir
- (5) Sadece gerekli durumlarda toplantıyoruz

**19.** Aşağıdaki kurumlardan bir ay içerisinde muhtarlığa ortalama kaçar adet belge gelip gitmektedir?

KURUMLAR	GELEN / GİDEN EVRAK
Valilik	
Kaymakamlık	
Büyükşehir Beldiyesi	
Çankaya Belediyesi	
Mahkemeler	
Diğer	

**Yerel Yönetimler, Merkezi Yönetim ve Mahalle Yönetimi Arasındaki İlişkiler:**

**20.** Belediye başkanınızla mahalle sorunları hakkında herhangi bir görüşmede bulundunuz mu?

- (1) Evet      (2) Hayır

**21.** Cevabınız “evet” ise ne tür sorunlarınızı belediyeye ilettiniz?

.....

.....

**22.** İlettiğiniz sorunlarına belediye tarafından çözüm bulundu mu?

- (1) Evet      (2) Hayır      (3) Kısmen

**23.** Kaymakam ile mahalle sorunları hakkında hiç görüştünüz mü?

- (1) Evet      (2) Hayır

**24.** Cevabınız “evet” ise ne tür sorunlarınızı kaymakama ilettiniz?

.....

.....

**25.** İlettiğiniz sorunlarına kaymakamlık tarafından çözüm bulundu mu?

- (1) Evet      (2) Hayır      (3) Kısmen

**26.** Kaymakamlığın mahalleniz ile ilgili vereceği kararlardan her zaman haberdar oluyor musunuz?

- (1) Evet      (2) Hayır      (3) Bazen

**27.** Belediyenin mahalleniz ile ilgili vereceği kararlardan her zaman haberdar oluyor musunuz? (1) Evet      (2) Hayır      (3) Bazen

**28.** Belediyenin veya kaymakamlığın mahallenizle ilgili aldığı bir karara katılıbiliyor musunuz?

- (1) Belediyenin kararlarına katılıbiliyorum  
(2) Kaymakamlığın verdiği kararlara katılıbiliyorum  
(3) Her ikisinin de kararlarına her zaman katılıbiliyorum  
(4) Haberdar olduğum zaman sadece bazı koşullarda katılmama olanak sağlanıyor  
(5) Şu ana kadar böyle bir fırsat hiç tanınmadı

**29.** Sınırları içinde bulunduğuunuz belediyenin dışında başka kurumlara örneğin Büyükşehir Belediyesi veya İçişleri Bakanlığına da gidip sorunlarınızı ilettiniz mi?

- (1) Büyükşehir Belediyesine gittim
- (2) İçişleri Bakanlığına gittim
- (3) Her ikisine de gittim
- (4) Hiçbirine gitmedim
- (5) Diğer .....

**30.** Sorunlarınızı ilgili mercilere en çok ne şekilde iletmemektesiniz?

- (1) Kendim bizzat yüz yüze görüşerek
- (2) Dilekçe ile başvurarak
- (3) 1 ve 2 birlikte
- (4) Parti temsilcileri ile
- (5) Sivil Toplum Kuruluşları aracılığı ile

#### **Mahalle Muhtarı ve Mahalle Sakinleri Arasındaki İlişki:**

**31.** Mahalle sakinleri size gelip sorunlarını dile getiriyorlar mı?

- (1) Evet
- (2) Hayır

**32.** Cevabınız “evet” ise bu sorunlar genellikle hangi konularla ilgili oluyor?

.....  
.....

**33.** Mahalle sorunlarının çözümü için neler yapıyorsunuz?

- (1) İhtiyaç heyetiyle toplantılar yapıyoruz.
- (2) Mahalle halkıyla toplantılar yapıyoruz.
- (3) Apartman yöneticileriyle toplantılar yapıyoruz.
- (4) Sorunları belirleyip üst merciilerden yardım istiyorum.
- (5) Kendi olnaklarımıla çözmeye çalışıyorum.
- (6) Diğer .....

## Muhtarın Mahalle Yönetim Sistemiyle İlgili Kişisel Görüşlerine İlişkin Sorular:

**34. Sizce mahalle muhtarlıklarını kaldırılabılır mı?**



**35. Cevabınızı nedenleri nelerdir?**

Evet: .....

**Hayır:**.....

**36.** Sizce muhtarlık kurumunun güçlendirilmesinde en etkin yol aşağıdakilerden hangisidir?

- (1) Ayrı bir bütçeye sahip olmak
  - (2) Belediyelere bağlı brimler olarak çalışmalıdırlar
  - (3) Muhtarların belediye meclislerine katılmaları yeterli olacaktır.
  - (4) Yeni yasal düzenlemelerle özerk kurumlar haline getirilmeliler
  - (5) Diğer .....

**37. Muhtarlığın kaymakamlık yerine belediyeye bağlı olarak belediyyenin bir şubesи gibi çalışmasını ister misiniz?**



**38.** Sizce muhtarlıkların belediyeye bağlı olmasını öngören bir sistemin ne gibi faydaları, ne gibi olumsuz yönleri olabilir?

**Faydaları:** .....

**Olumsuz Yönleri:** .....

### **APPENDIX 3**

#### **MAHALLE YÖNETİMİNE İLİŞKİN HANEHALKI ANKETİ**

Mahallenin Adı:

Bağlı Olduğu İlçe:ÇANKAYA

#### **Kişisel Bilgiler:**

- 1.** Cinsiyeti: (1) Kadın (2) Erkek
- 2.** Yaşı: (1) 18-25 (2) 26-35 (3) 36-45 (4)46-55 (5)56-65 (6)66 ve üstü
- 3.** Eğitim Durumu: (1)Okur yazar (2) İlkokul mezunu (3)Ortaokul mezunu  
(4) Lise Mezunu (5) Üniversite mezunu (6)Yüksek lisans
- 4.** Mesleği: .....
- 5.** Ne kadar süredir bu mahallede yaşamaktasınız?  
(1) 1yıldan az  
(2) 1-5 yıl  
(3) 6-10 yıl  
(4) 11-20 yıl  
(5) 21 yıl ve üzeri

#### **Genel Sorular:**

- 6.** Mahallenizle ilgili sorunlarınızı ilk önce hangi kuruma bildirirsiniz?  
(1) TBMM'ye  
(2) Büyükşehir Belediyesine  
(3) Bağlı olduğumuz belediyeye  
(4) Mahalle muhtarıma  
(5) Hiçbir yere  
(6) Diğer
- 7.** Sorunlarınızı yukarıda söylediğiniz kuruma bildirmenizin özel bir nedeni var mı?

- 
- 
- 8.** İlettiğiniz sorunlarına cevap alabiliyor musunuz?
- (1) Evet                    (2) Hayır                    (3) Bazen
- 9.** Mahallenizle ilgili alınan kararlardan haberdar olabiliyor musunuz, size bildiriliyor mu?
- (1) Evet                    (2) Hayır
- 10.** Yaşadınız mahalle ile ilgili kararlar alınırken size sorulmasını ister misiniz?
- (1) Evet                    (2) Hayır
- 11.** Sizce mahalle sakinleri mahalleye yönelik yapılan çalışmalara katkıda bulunmak ve düşüncelerini dile getirmeye ilgi duyuyor mu?
- (1) Hayır ilgi duymuyor  
(2) Evet ilgi duyuyor ve katkıda bulunuyor  
(3) Sadece kendisini ilgilendiren konularda ilgi duyuyor  
(4) Katkıda bulunmak istiyorlar ama nasıl katkıda bulunacaklarını bilmiyorlar  
(5) Diğer
- 12.** Sizce mahallenize ilgilendiren hizmetlere ilişkin önemli kararların alınmasında halka danışılmalı mıdır?
- (1) Evet                    (2) Hayır                    (3) Fikrim yok

**Mahalle Muhtarına Yönelik Sorular:**

- 13.** Mahalle muhtarınızı tanıyor musunuz? (1) Evet                    (2) Hayır
- 14.** Muhtarlık seçimlerinde muhtarınızı hangi özelliğinden dolayı seçiyorsunuz?
- (1) En iyi tanıdığım adaya veriyorum  
(2) Eğitim düzeyine ve bilgisine bakıyorum  
(3) Hiçbir şeye dikkat etmeden rastgele oy kullanıyorum  
(4) Oy kullanmıyorum  
(5) Diğer

**15. Çevrenizle ilgili sorunlarınızı mahalle muhtarına ileter misiniz?**

- (1) Evet
- (2) Hayır
- (3) Bazen
- (4) Sadece çözüibileceğini düşündüğüm soruları iletim

**16. Ne tür sorunlarınızı muhtarınıza ilettiniz?**

.....

**17. Muhtarınıza ilettiğiniz sorumlara cevap alabildiniz mi?**

- (1) Evet
- (2) Hayır hiçbir zaman bir sonuç elde edemedim
- (3) Muhtar bana izlemem gereken yolu söyledi
- (4) Bazen

**18. Şu ana kadar mahalle muhtarına gidişinizin en önemli nedeni aşağıdakilerden hangisidir?**

- (1) Çevremde gördüğüm herhangi bir sorunu iletmek için önce muhtara giderim
- (2) Sadece bazen sorunlarına çözüm bulmak için danışmaya giderim
- (3) Sadece bazı evrakları almak için giderim
- (4) Çok yakın arkadaşım sohbet etmek için giderim
- (5) Hiç gitmedim

**19. En son mahalle muhtarınıza gidiş nedeniniz ve zamanınız nedir?**

.....

.....

**20. Mahalle muhtarınıza daha çok hangi işler için başvuruyorsunuz?**

- (1) İkametgah İlmühaberi
- (2) Nüfus Sureti
- (3) Askelik İşlemleri
- (4) Aile Sicil Beyannamesi
- (5) Diğer

## **Mahalle Yönetimine İlişkin Sorular:**

**21.** Mahalle muhtarlıklarını kaldırılabilir mi?

- (1) Evet                    (2) Hayır                    (3) Fikrim yok

**22.** Cevabınız “Evet” ise neden kaldırılabilir?

.....  
.....

Cevabınız “Hayır” ise neden kaldırılamaz?

.....  
.....

**23.** Mahalle muhtarı öncelikle kimi temsil eder?

- (1) Mahalle sakinlerini  
(2) Belediyeyi  
(3) Devleti  
(4) Hem mahalleyi hem de devleti  
(5) Hem belediyeyi hem de mahalleyi  
(6) Diğer

**24.** Sizce mahalle muhtarının görevi en çok hangisine yakındır?

- (5) Devlet memurluğu  
(6) Belediye memurluğu  
(7) 1 ve 2 birlikte  
(8) Diğer

**25.** Sizce mahalle muhtarlarının görev ve yetkileri arttırmalı mı?

- (1) Evet  
(2) Hayır  
(3) Belirli bir ölçüde arttırmalı  
(4) Fikrim yok

**26.** Cevabınız “evet” ise ne tür görevlerin muhtarlara verilmesini istersiniz?

.....  
.....

**27.** “Muhtarlar hem belediye meclislerinin toplantılarına katılmalı hem de oy hakkına sahip olmalıdır” düşüncesine katılıyor musunuz?

- (1)Evet                    (2)Hayır                    (3) Fikrim yok

**28.** Eğer mahalle muhtarları belediye meclislerinde söz sahibi olsalar, muhtarla iletişim kurup sorunlarınız meclislerde dile getirmelerini talep eder misiniz?

- (1) Evet                    (2) Hayır                    (3) Fikrim yok

**29.** Muhtarlığın kaymakamlık yerine belediyeye bağlı olarak belediyenin bir şubesi gibi çalışmasını ister misiniz?

- (1)Evet                    (2)Hayır

**30.** Sizce muhtarlıkların belediyeye bağlı olmasını öngören bir sistemin ne gibi faydaları, ne gibi olumsuz yönleri olabilir?

**Faydalı:**

.....  
.....

**Olumsuz Yönleri:**

.....  
.....

**31.** Sizce muhtarlık kurumu yeni yasal düzenlemelerle özerk bir kurum haline getirilmeli mi?

- (1) Evet                    (2)Hayır                    (3) Fikrim yok

**32.** Özerk bir kurum haline getirilmesinin ne gibi faydaları ne gibi olumsuz yönleri olabilir?

**Faydalı:**

.....  
.....

**Olumsuz Yönleri:**

.....  
.....

## APPENDIX 4

### Number of Voters in the Neighborhoods

<b>Neighborhood</b>	<b>Number of Voters</b>	<b>Neighborhood</b>	<b>Number of Voters</b>
Anıtöpe	5074	Aşağı Öveçler	6272
Ayrancı	17585	Aziziye	11345
Çankaya	6843	Devlet	1397
Eti	1296	Güvenevler	10523
Güzeltepe	5504	Harbiye	19033
Kızılay	1245	Korkutreis	1056
Maltepe	9297	Namık Kemal	1242
Öveçler	6071	Remzi Oğuz Arık	6361
Sokullu Mehmet Paşa	7999	Yukarı Öveçler	2399
Yücetepe	5069	Aşağı Dikmen	7661
Aydınlar	5408	Bağcılar	1490
Barboros	6522	Büyükesat	6969
Cumhuriyet	111	Çukurca Birlik	16963
Fidanlık	1567	Gazi Osman Paşa	4071
Hilal	3394	İlkadım	11267
İlker	2985	Kavaklıdere	6892
Kazım Özalp	5136	Keklikpınar	7611
Kocatepe	845	Kültür	4321
Malazgirt	3342	Meşrutiyet	855
Metin Akkuş	3191	Mürsel Uluç	8920
Naci Çakır	8745	Oran	8088
Osman Temiz	7361	Sağlık	598
Aşağı Sancak	4418	Yukarı Sancak	7384
Şehit Cengiz Karaca	3131	Şehit Cevdet Özdemir	4992

<b>Neighborhood</b>	<b>Number of Voters</b>	<b>Neighborhood</b>	<b>Number of Voters</b>
Yıldızevler	8707	Yukarı Dikmen	8708
Yüzüncü Yıl	5556	Arka Topraklık	2436
Aşağı İmrahor	113	Aşıkpaşa	3590
Bademlidere	1100	Bayraktar	4173
Boztepe	2053	Cebeci	6222
Çamlıtepe	6327	Dilekler	1494
Doğuş	3221	Ellinciyl	1714
Ertuğrul Gazi	7056	Erzurum	2737
Esatoğlu	4012	Fakülteler	5827
Göktürk	2889	İleri	4789
İncesu	3821	Kırkkonaklar	6514
Küçükkesat	3085	Metin Oktay	4274
Mimar Sinan	2676	Muhsin Ertuğrul	3799
Murat	3854	Orta İmrahor	342
Ön Cebeci	5063	Seyranbağları	6678
Tınaztepe	6406	Topraklık	1471
Umut	7175	Yeşilkent (Mühye)	536
Zafertepe	3111	Karataş Köyü (Village Administration)	561
Yakupabdal Köyü (Village Administration)	1792	Akpınar	3531
Ata	4283	Bahçelievler	12215
Balgat	3773	Cevizlidere	5576
Çayyolu	8503	Çukurambar	4199
Ehlibeyt	2579	Emek	21023
Gökkuşağı	2640	Huzur	9742
İşçi Blokları	16831	Karakusunlar	10854
Karapınar	2215	Kızılırmak	3258

<b>Neighborhood</b>	<b>Number of Voters</b>	<b>Neighborhood</b>	<b>Number of Voters</b>
Mebusevleri	4453	Mustafa Kemal	4411
Nasuh Akar	3635	Oğuzlar	7210
Ortadoğu	13042	Söğütözü	3802
Yukarı Bahçelievler	16453	Beytepe Köyü (Village Administration)	1711

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