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LOCALISATION TENDENCY IN SOCIAL POLICIES IN TURKEY: AN EXAMPLE OF ISTANBUL METROPOLITAN MUNICIPALITY

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Abstract:

In this article, in the frame of the globalization and neo-liberal policies, in the perception of the business of governing a city in Turkey, changing and role of municipalities and effects in the field of social life “İstanbul Metropolitan Municipality” had been undertaken as a case. This study has consisted of three sections. In the first section there had been discussed to perception of new public management and its effects. In the second section from the past to present, there had been investigated local government system in Turkey and municipalities of the role and effects in providing to urban and social policies, in the last section there had been undertaken the conception of social municipal activities and social policy functions of İstanbul Metropolitan Municipality which belong to the biggest population in Turkey.

Keywords: Localisation, social policies, Istanbula

1.INTRODUCTION

At the present day while the world is becoming globalization, on the other hand it is becoming to localization. In addition to globalization and technological developments, while the neo-liberal policies were realizing a restrictive effective on central government of the role of the economic and social life, especially in developing countries local government

increase their importance within the countries of administration systems. Until to midst of 1970s in the western welfare countries, local government have defined as performer of social policies in a local level and they have featured as a local welfare state by the writers. Therefore, neo-liberal policies of the principles which restricted to state of economic and social situation in the life, although these principles are effective on local government, they have appeared as

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a less restrictive. In global world, similar developments are appeared in Turkey and on the other hand, the perception of public management is getting to change, while the central government are tending to local government in provide to services in a local level, on the other hand until to midst of 1990s the municipalities which are not be able to provide the urban services as a adequately, especially Greater Municipalities are responsible from the important functions in the field of social policies. In addition, there had been provided to stability after 2002 year, due to present authority remarks to local government as a important effective administrative unit rather than to central administrative units in providing to urban services, this situation is accelerating to process. Briefly, municipalities have become to important institutions which present to social policy services in a local level in Turkey.

In this article, in the frame of the globalization and neo-liberal polices, in the conception of social municipal activities in Turkey, changing and role of municipalities and effects in the field of social life “İstanbul Metropolitan Municipality” had been undertaken as a case. This study has consisted of three sections. In the first section there had been discussed to perception of new public management and its effects. In the second section from the past to present, there had been investigated local government system in Turkey and municipalities of the role and effects in providing to urban and social policies, in the last section there had been undertaken the conception of social municipal activities and social policy functions of İstanbul Metropolitan Municipality which belong to the biggest population in Turkey.

2. NEW PUBLIC ADMINISTRATION AND LOCALIZATION

As a result of 1929 Economics Crisis, discussions about failure of liberal doctrines and need of a state model which give more significance to social state principles led to Keynesian Model come into agenda. In this field, until the end 2nd World War it cannot be told that a sizeable amount of research has done. Only after 2nd World War policies which social state entails has been started to implementation at developed countries especially at West Europe countries. As a reason to this, destitution that caused by prolonged world war and hugeness of masses which couldn't reach to basic needs to live humanely are shown, on the other hand authors such as Kazgan (2002) argued that a worry of socialist revolution also forced West Europe states to give more importance to social policies. At the years of 1970s, searches have been started again as a result of economic troubles that came out and it has been thought that neo-liberal policies would be rescuer. As a result of this, share (of GDP) allocated by government for social expenditures has reached to unbearable level, so debate has started about decreasing competitiveness of those countries in a globalized world (DPT, 2001).

Neo-liberal thinking structure entails a significant revision in administrative structures of states besides social policies of them. Restructuring movement has started in public administration due to reasons such as withdrawal of state from economy by shrinking, be effective in administration-bureaucracy by leaving (state's) duties to local and regional units, increasing productivity by letting units that is closer to public be more active. Reduction in social expenditures of centralized states indeed is

the result of changing roles with restructuring in public administration field partly. With restructuring movement it is wanted to make local and regional units effective in production and distribution of resources.

Starting at the years of 1970s and till today, especially with increasingly ongoing influence of factors such as technological developments, globalization and international competition, great changing-transforming activities has happened. Atkinson argues that especially UN and EU have done encouraging studies actively for sustainable improvement to be provided at this transformation period (Atkinson, 2000).

Regarding the features and principles of new public administration model, many definition similar to each other has been done. For instance according to Behn new Public Administration model is “the entire collection of tactics and strategies that seek to enhance the performance of the public sector to improve the ability of government agencies” (Behn, 2001). However Thompson claim that new Public Administration model is a transformation movement in a global scale because “manifestation of a fundamental transformation is affecting every corner of the globe” (Thompson, 1997). Nevertheless, there are writers who claim that new public administration model is not a new paradigm and it is a modernized version of classic public administration principles. These writers argue generally that in order to make radical right government actions prevalent in global scale ideologically, an unrealistic new paradigm idea has been proposed.

Between people who think that New Public Administration model is a new paradigm and people who are against this opinion, a serious academic debate is going

on. Although there is a serious disagreement about principles based, origin and development process of a new public administration model, innovations brought by this movement has commonly accepted. From various resources even if some differences happen) about fundamental principles of new public administration it can be said that common evaluation as in following arise.

- Strict performance management instead of strict bureaucratic control
- Preference of service purchasing method at production and presentation of Public services
- Establishing administration structure that is open to competition and forming strict finance system
- Benefiting from private sector management techniques as much as possible
- Transferring authorities and sources to regional and local administrations from central government
- Strict control in using sources
- Taking into account of views of people who benefit from services
- Acting according to strategic targets during process of taking decision
- Being flexible of personnel regime for professional organization in public administration (Hood, 1991; Pollitt, 2001; OECD, 1991; Hughes, 2003).

It can be also said that innovations performed by EU in Public Administration field has started by the compulsive effect of new public administration movement. With the advent of new public administration movement, restructuring and modernization movement in EU, which is influenced by the administrative and economical restructuring and modernization wind, has been started for local and regional administrations by means of member states. According to new Public

Administration principles, belief that transfer of authorities and sources from central to local would improve efficiency and effectiveness has been base for reforms in that direction (OECD, 1998). Compulsive effect of new Public Administration has been transformed even most rooted left-wing parties of EU.

As a England, France belongs to structure of central government and unitary state. France has realized the important steps in the behalf of localization with the effects of EU activities and trend of new public administration by making the constitutional changes. As it is seen the example of England and France in EU Countries, there is the big effects of making of reforms in public administrations, *acquis communautaire* and EU of important incentives in the direction of new model of public administration requirements.

3. LOCAL GOVERNMENT SYSTEM IN TURKEY AND THE ROLE OF LOCAL GOVERNMENT IN SOCIAL POLICIES

3.1. Local Government System in Turkey

At the present day of globalization and localization of the world, local government, which their effects are increasing on daily life of people, are increasing their importance within the states of government systems. Principles of neo-liberal policies that bound the central government position in economical and social life has made more limited on local government. Namely, local government are the component of the device of public administration and central government are determined component over in terms of policies with local government

and in providing to urban and social public services and functions (Ersöz, 2006). Ashford enunciates that the efficiency of local government in providing of public services and social policies depends on the approach of central or federal state, and on the qualification of the relations between the central and the local governments, and the administrative systems of the states. (Ashford, 1988).

In Turkey, local government belong to history of 150 years. After the declaration of *Tanzimat Decree*, with the actions of reforms first local government has founded at 1854. This is the first type of local government that founded as a “municipal” in the scale of city. It is founded due to meet the common needs of Istanbul People. The other type of local government were village and special provincial administration which came from “*Vilayet Nizamnamesi*” at 1864 (Nadaroğlu, 2003). After this date the changing in terms of the local government system could be done at 1980. With the issue of 3030 law, the type of “Metropolitan City Municipality” had been added to local government system. Thereby as new local government “Metropolitan City Municipality” had joined to alongside of village, special provincial administration and municipalities. Municipality is accepted as a Metropolitan City which belong to more than one districts and there had been founded a Metropolitan Municipality and there had been a district municipalities (Yeter, 1991). But there is the common view due to resource allocation had not been made for special provincial administration and village local administrations with their duties as a proportional, special provincial administration and village local administrations have lost their functions and importance as a organ of local government.

Due to that when local government mentioned in the public, rather “municipalities” are understood as a local government in Turkey. After the Second World War, municipalities had become the much more important institutions than the special provincial administration. Because after the second world war, duties of special provincial administrations had been taken over by the central government and some productive investment functions that realized by these units, were given up to the private sector (Güler, 1988).

On the other hand, the local government that related the rules and principles are existed in all constitutions 1876 constitution as well. Also local government are also under the constitutional assurance. As a matter of fact, according to 116. Article of 1961

constitution and 127. Article of 1981 constitution “local authorities are public legal entities with design making organs formed by selection of voters mentioned by the law” is stated.

3.2. Developing of Municipalities in Turkey

Municipalities had started to develop with article of 1580 municipal law at 1930 in Turkey. According to this article with the decision administration, what ever the number of inhabitants, municipality will be founded in centers of city and districts where the inhabitant’s number is more than 2000 places. Also due to populist policies, number of municipalities had been increased very fast. There were the 460 municipalities in

Table 1. Changing in the Number of Municipalities

Years	Number of Municipalities	Rate of Increase
1984	1704	-
1989	1984	16,4
1994	2710	36,5
1999	3215	18,6
1984-1999		88,6

1-Source: Erol Tuncer – Coşkun Özkasap, March 28, 2004, İl Genel Meclisi ve Belediye Seçimleri, Sayısal ve Siyasal Değerlendirme, Ankara, TESEV, 2004, p. 26.

Table 2. The Share of Municipality Population in Total Population

Years	%	Years	%
1950	28.2	2000	80.7
1960	37.9	2001	81.9
1970	47.6	2002	81.0
1980	57.7	2003	82.6
1985	60.3	2004	84.2
1990	67.3	2005	86.7
1995	76.4		

2- Source: DPT, Ekonomik ve Sosyal Göstergeler (1950 – 2004), Ankara, DPT, p. 194.

1927, in 1940 this number has increased 549, in 1950 number of municipalities increased to 628, in 1960 number of municipalities are 995, in 1970 number of municipalities are 1303 and the number of municipalities reached to 1725 in 1982 (DİE, 2004). The actual increased in municipality number has realized between 1984-1999 years. In 1989 number of municipalities had been reached to 1984 municipalities, in 1994 number of municipalities had been reached to 2710 municipalities and 1999 there would be 3215 municipalities had been in Turkey. Between the 1984-1999 years, 1511 municipality had been founded and % 88 increased in number of them. At the present day, number of municipalities are 3215.

On the other hand the amount of population had been increased very fast in the municipal border.

Since the year 2005, 87 out of 100 people live within the border of the municipality. As seen, the population that asks for the service of municipality has gotten bigger fast. That shows us the importance of the municipalities that produce service in the public administration system.

On the other hand, most of the

municipalities in Turkey are the ones that have small population. Approximately the population of two thirds of the municipalities is under 5000.

More than half have the population of 2.000-5.000. However the number of the municipalities that have the population of 5.001-10.000 is 559 and that composes the 17.3% of the total municipalities. The number of the municipalities that has the population of 10.001-20.000 is 274 and the municipalities that have the population of 20.001-50.000 is 182, municipalities that has the population of 50.001-100.000 is 83 and municipalities that has the population more than 100.001 is 122. The 53,6% of the people in the country live within the border of 122 municipalities that has the population over 100.001.

Small scale municipalities that compose most of the municipalities in Turkey have administrative and financial problems. The basic problems of the district municipalities that have a population below 20,000 are listed in order in various researches as such: (I) their incomes are not proportional with their duties determined in the Turkish Constitution, (II) their financial sources are

Table 3. Municipalities According to the Extent of Their Population

The interval of population	Number of municipality	
	Number	%
-2000	353	10,9
2000-5000	1.652	51,2
5001-10.000	559	17,3
10.001-20.000	274	8,5
20.001-50.000	182	5,6
50.001-100.000	83	2,6
100.001-	122	3,8
Total	3.225	100.0

not adequate to respond to the need of employing a sufficient number of qualified experts, (III) they are insufficient to effectively perform their duties, (IV) there is an injustice in the task distribution, (V) they work disorderly, (VI) they fall in extravagance (Geray, 2002).

3.3. Role of the Local Government in the Field of Social Policy

Social policy is a concept that can't be compromised upon. The concept is used as social policy in Continental Europe and as social welfare policy in North America. While some writers say that the meanings of these two concepts are the same, the others assess social policy including social welfare and other various policies, as a framework program (Ersöz, 2003). Mainly, social policies are the policies that aim to improve the welfare of the citizens. Especially, an instrument for providing more benefit to individuals and groups that can not live by themselves. These are poor, old, disabled, ill people also women and children. To describe a policy as social policy there are to be two elements. First is the transfer from rich to poor, namely dispersion of the income and the second is its character that is eligible for improving the level of welfare (Titmuss, 1974). When the definitions of social policy are analyzed, it is seen that there are numerous descriptions but some of the elements are common among these descriptions. Common elements are that, all off them include economical and non economical goals and they aim at redistribution of the income to the poor and disadvantaged groups in society (Titmuss, 1974). The other point is, it is stated that generally the governor is responsible for decision and implementation of social

policies.

Since the scientist who contributed to the improvement of this field was a German that escaped from the Hitler's regime during the Second World War, Continental Europe approach is dominant in Turkey. Social policy has been perceived as a policy whose center is labor and industry and interested in regulating employee and employer's relations until the near future.

The main social policies are social security, redistribution of the income, education, housing and health. Also in recent years, measures that enable woman to take place in social life, care for children and old people, environmental policies and gender discrimination have been the social policy priorities in developed countries (Hallett, 1996). However in developing countries, main social policy topics are still the most important social problems waiting to be solved.

Within this framework, when the efficiency of local government in the field of social policy, it is a well known fact that these institutions contribute for providing social policy by carrying on the public services for a long time. Actually, local government have begun to undertake responsibility in the field of social help and social services since 1300s. The task of implementing Poor Law that are developed from 1300s to 1800s in England and American colonies are given to local government. With these laws which had an important place in social policy history, local government had been an effective instrument of struggle against poverty years before the formation of this in a modern way. And according to the Law dated 1601 by collecting taxes and grants municipalities will help to poor people that can not work and will build shelters for poor people and

deprived children.

The role of these institutions in providing social policies has developed especially after the Second World War in developed countries and these institutions had been main instruments in providing social policies that are planned in the period of 1945-1975 at national level. Although the welfare programs had a national character at the beginning, implementation and the interpretation of the programs at local level was realized in connection with the regulation of the local administrations. Decentralization policies in many European countries enabled these institutions to undertake more authorization and responsibility and local administrations have been the complementary and implementing agency of the welfare policies.

While the Scandinavian local administrations were named as Welfare Municipalities during the period of 1945-1975, during this period some of the writers described England local administrations of these years as local Welfare Government. Rodes states that local administrations are the main instruments in carrying on the functions of welfare government.

3.4. Local Government Services in Developed and Developing Countries

While considering the services provided by local government in developed countries it can be seen that education, health, housing, social help and social services have a great place. Because in this countries municipalities are admitted as the most appropriate way to meet the public needs at the local stage so they can make all activities that wasn't forbidden by the laws. (Norton, 1991) And this kind of a possibility was given to the municipalities in our country

with a law in the number of 5393. This law says that local works that weren't given to another foundation are made by municipalities or make someone do this works. But this decision was stopped by Constitutional Courts in the date of 29.09.2005.

Local governments in EU attend works in wide range in the content of social and economical.

There are 80.000 local governments in EU and these foundations which were seen as a main management units make some different works like social help, education, health, housing etc. And the stages of these function changes country to country.

On the contrary of developed countries local government in developing countries focus on providing urban services. Especially it was gone towards to social and cultural municipality services limited. Because in developing countries the municipalities newly meet the urban problems which developed countries met in 19th century and after the 2nd world war. In these countries, the problems caused by the rapid population growth, migration and urbanization constitute the primary service issues of the municipalities that have limited sources. Local government's service functions are market inspection, slaughterhouses, fire department, cleaning the streets, illumination, libraries, graveyards and taking precaution against some important problems. In addition developing countries local government have the responsibility of constructing of streets, drinkable water, and sewer system. Again health and social services were rarely taken on by local government. Especially local government under the place of capital city take on different kinds of functions because they take place somewhere between local

and central government.(Bahl-Lin, 1992) So in Turkey the capital city Ankara and the biggest city Istanbul have great different kind of responsibilities from other metropolitan municipalities.

3.5. Municipality's Duties and Functions According to Laws in Turkey

The first comprehensive regulation in the area of municipalities was made in 1930 under the number of 1580. The new municipality law could be done after this one was being used about 75 years. Municipalities in our country were given wide rights with law under the number of 5393 like the partners from the west. Despite the obstruction of law construction courts the municipalities was given wide responsibilities and rights with this law (5393) that wasn't given to any other foundation. In the fourteenth substance's "a" paragraph which was regulated by municipalities under the title of municipalities' duty and responsibility urban substructure, urban data system, environment, fire department etc duties was given. Also in this part, the metropolitan municipalities, the population of which is over 50,000, are charged with the duty of establishing protection houses.

In the "b" paragraph these responsibilities were given; opening pre-school education foundations³, caring and repairing all grades of school, meet the needs of schools as tool and materials, opening of health services, protecting of cultural and culturally important places, giving amateur sport clubs needs and materials, giving prizes and making nourishment bank.

The most important issue in this article in terms of social policy is that it obliges municipalities to develop methods that

respond to the needs of disabled, aged, and poor people.

Besides, according to the article 69 of the law, municipalities are authorized to construct residentially-zoned and infrastructured houses and mass houses and to sell or hire them with the purpose of a regular urbanization Law is made in order to give the right to construct houses for rent to the municipality. The law regulates the issue of participation of the municipalities to house construction for rent which is a common implementation in the Western countries as opposed to Turkey. Ground plot production and house production is also among the functions performed by municipalities in Turkey.

As it is seen the municipalities became the active foundations to provide social and politic works in local level. Social helps, social services, opening health foundations, supporting education poses and opening protecting houses are the other tasks of municipalitie.

3.6. Changing Process at Tasks and Functions of Municipalities in Turkey

Although the first municipal organization was established in Istanbul in 1854 in our country, they have been directly affecting people's daily lives that have just been realized with Republic Period (Tekeli, 1978). In this period, tasks and functions of municipalities were determined to the law No. 1580 which was in force from 1930 until 2005. This Law gives fairly extensive authority and tasks to municipalities on urban services like municipalities of western countries. Such that, municipalities was able to find out legal basis in this Law for their any different implementations in the cities (Tekeli, 1983).

³The decision about the "establishment of preschool educational institutions" was stopped by Constitutional Courts in the date of 29.09.2005.

Municipalities, with The Law No. 1580 which was in force in Republic Period, was given to such large authority and tasks to them so they couldn't have these tasks in proportion to resources enough between 1923-1945, in fact as it is today (Aytaç, 1990). Moreover, After World War II, a lot of tasks which have been realized by municipalities and special provincial administration were centralized to connect to ministries (Türk Belediyecilik Derneği-Konrad Adenauer Vakfı, 1993). Although centralization process started in 1950s, the increasing demand for urban services which is related to the rapid increase of population, migration and urbanization caused various effects such as municipalities' use of their limited sources to supply the demands of urban infrastructure and main service branches; in other words, inevitably excluding the socio-cultural functions (Tekeli, 1983).

Just as, in our country until the middle of 1990's municipalities except a few of metropolitan municipalities usually tried to sustain road construction, clean water, garbage collection, waste management, market inspection, and etc., they weren't able to active in the field of socio-cultural too much. Moreover, services of urban infrastructure couldn't also maintain enough. Just as, even in the begin of 1990's in Istanbul that are the biggest city and has the highest income city of the country, the cleaning workers' strike in 1992 caused to huge garbage heap on the streets (Tanış, 2000). Again at the same years in this city water problems ran into serious issue, air pollution reached out extremely high level in most of the other major cities.

But, since the middle of 1990's tasks and functions of especially metropolitan municipalities had substantial rises. This

change that isn't based on any legal or municipal income originated from mayors' personal service approaches that come to head of the municipal administration with 1994 local elections. In this election, candidates of Refah Party took over a lot of municipalities which were also included Ankara and Istanbul Metropolitan Municipalities that leading. Particularly, socio-cultural services that were launched by these two metropolitan municipalities adopted and implemented by firstly their party's slowly and then the other mayors who were from other political parties. Especially in addition to urban services of these two municipalities paid attention to social fields which hadn't seen before like social welfare, social services, training, health, housing. The bodies were established for particularly aged, disabled, women, children and people who need emergency aid. Municipal understanding that were laid the foundation in this period got a new acceleration in the begin of 2000's and presented municipal services by municipalities were much more enlarged. And in time, this competition of service, beyond the concept of "social municipality", ensures the rise of the understanding of municipality that is responsible for the local community's economical, social, cultural and physical development".

The understanding of municipality that is sensitive to community has begun with social welfare in the big cities has transformed towards understanding of municipality that is responsible for the local community's economical, social, cultural and physical development. Actually, besides municipalities that realized comprehensive cultural activities, social welfare and projects of social service, gradually they has also trend to undertake significant roles for

economical development on their zones (Ersöz, 2006). However, 16 metropolitan municipalities and except for province and district municipalities that are the number of limited, especially as for a lot of small-scale province and district municipalities can not be also ensured basic urban services and social, cultural and economical development of cities can be performed very little limited (Ersöz, 2007).

The important thing is that these tasks which are conducted by just a few metropolitan municipalities has begun to transform to standards that should be realized by other municipalities. Such that, rising demand for these services that people who live in borders of other local administrations pressed on mayors' who want to get support in local elections with also a different concept to serve for them. Striking pattern of this, Ramadan Tents are implemented by municipalities that are belong to almost all political parties. In fact, Avcilar, Kadikoy, Bayrampasa, Sisli, Beyoglu, Zeytinburnu, Bagcilar, Bakirkoy, Bahcelievler, Gungoren, Gazisomanpasa, Sariyer, Eminonu, Kucukcekmece and Buyukcekmece are the municipalities which pitch up Ramadan Tents (Sabah, 2005; Hurriyet, 2004). Again, until last years a few metropolitan municipalities only organize mass education, today most of metropolitan municipalities begin to organize mass education on vocational training.

When we also glance at tasks and functions on social policy of municipalities in our country it is said that these services are most carry on by metropolitan municipalities. And, these that in order to supply for raising impoverishment, increasing of social service and social welfare with high influential on stagnation, low-growth, low-wages and unemployment

that increases from year to year by these municipalities since first half of 1980's, activities that based on social welfare which started with aid like scholarships, communal kitchen for the poor, medicines, food, clothes, fuel for heating were more grown up and more diversified to aimed at servicing people who aged and disabled, vocational training, organizing of comprehensive social and cultural services and women's shelters (Ersöz, 2005). Furthermore, both social welfare and social services had a standard in point of user and service quality, sustainable and a serious institutional character, like municipalities of western country.

4. LOCALIZATION TREND ON SOCIAL POLICY: UNDERSTANDING OF SOCIAL MUNICIPALITY AND A MODEL OF ISTANBUL METROPOLITAN MUNICIPALITY

A local government is a corporate legal personality and a public authority which is established with the purpose of giving service to the local people who live in a definite geographical area, the decision organs of which are authorized by the election of that local people, which has duties and authority determined by laws, and which has executive autonomy in its relations to the central government (Berk, 2003). As understood from the definition, the concepts of local administration which include the use of public power in a specific geographical area directly by the local social powers take place in the center of the increasing interest with its improving functions and widespread implementation area. Local administration organizations which have an significant place in each government's administrative structure, is

assessed among the indispensable elements of modern and democratic administration context with its capacity of responding the requirements of public in an adequate and efficient way. (Köse, 2004).

Two bases of existence of the local governments which implement their activities in the areas they are responsible for are essential. The first one is the local people living in a certain place, and the second is public services which suffice for those people's needs. These two are the most important and basic elements which make the establishment of local governments necessary due to the fact that the impossibility of fulfilling of the public services by merely the central government effectively and on time, and that the benefits of the people are various and obviously that needs a differentiation in service provision (Arikboğa & Yılmaz, 2007). Local administrations which stand out with the activities about people's daily life begin to produce services more effectively in the field of social services. In this way, local administrations have come to more important status that the central administration in preparing and implementing projects for disadvantaged social groups like, children, women, young, old and disabled people.

This situation is related with the concept of social municipality that has emerged lately. The concept of "social municipality" is a model that give local administration the function of planning and regulating in social fields, canalize the public expenses to the social goals that include residence, health, education and the protection of environment; undertake the infrastructure investments that is required for realizing the socio cultural activities by helping to poor and providing social solidarity; give local administrations

the functions of social control with the aim of strengthening the week social security and justice among social groups. (Aysan, 2007).

In parallel with restructuring and increase of income, particularly after 1984, primarily Metropolitan Municipalities but also other municipalities that are economically well off have started providing social services and social relief that fall under the service area of central administration. (DPT, 2001: 18). Today, local authorities provide service in very different points like establishing consultation and rehabilitation centers for the disabled, establishing protection centers for destitute children, opening women's shelters and asylums for the aged, opening Health centers, opening soup kitchens, to give contributions in kind and in cash to those in need, to found scholarships.

IMM works and products serious services. It is possible to categorize according to service institution These produced services under the concept of social municipality are but this will correspond to explicated the concept of social municipality of IMM according as service field the making classification instead of method. So, the specific concept of municipality services provided by Istanbul Metropolitan Municipality can be mentioned as below.

4.1. Health Services

Istanbul Metropolitan Municipality carries on activities of health and social service by means of Health Directorate that connected to Headship of Health and Social Services and Health Co. which is a subsidiary of Istanbul Metropolitan Municipality. Mostly ill, poor, disabled, old people and children and women, who don't have social security, benefit from the

services provided by these institutions.

One of the most important services of municipality is “home health services” by Health Co which start service in 2001. This services cover citizen whose don't have social security ,it consist of old, impaired and person which to require medical care and inspection of disease which made the need of physical and psychological sick home health services by experienced and educated health staff .(IMM, health and social services directory). In project works 17 doctor, 29 nurse, 3 physiotherapist ,1 social services expert, 6 social worker, 7 data processing staff, 5 public relations officer. Since 2001 cover of home health services. In Project covers conversed with 1.508905 people, to inspect with 159.937 people, to provide maintenance of nurse services for 143.547 person, to write out a prescription for 81.182 people and 11.386 people directed hospital until today. (İBB-1, 2007).

Project of the women and family health service is the other activity which is made by IMM. Problems of Women health is discussed and displayed the risk factor with this service. In context of this project, there are 16 units Center of the Women and Family health in the different place of Istanbul. Without cost sanitary control for all women's which are 15 years and over and do not have the social security is made in the center. This service was benefited by over the 160 thousand women.(IMM-2,2007).

Another health service provided by municipality is “Mobile Health Monitoring Service” that is carried on by Health Co. This project that is being carried on with specially designed mobile health buses aims to provide service to new residential areas which need more social and economical assistance and don't benefit enough from health services. In various districts of

Istanbul health monitoring for 10 days was done in the context of study started on the last quarter of 2005. In the buses defined, all of the healths monitoring services are provided, for example; consulting rooms, roentgen, emergency units, laboratories, etc (IMM-3, 2007).

“Porter searching, school health monitoring, vaccine and check-up programmes” are attractive ones in the context of Health Services. To find out by Porter searching whether if a person was infected or not with harmful viruses or bacteria, analysis and evaluation are made. In this context, the porter controlling and searching of healthful and unhealthy institutions are made with this mobile porter searching bus. These studies are planned according to Ministry of Health's last regulation (IMM-4, 2007). The “School Health Monitoring” project is planned in the aim of providing protective health services, keeping records, making necessary tests to the students which are going to the schools of Education Authority in different districts of Istanbul and to cure poor ill students without charge (IMM-5, 2007). General Directorate of Health Co. gives first aid kit containing some medicine and their prospectuses as a present to the schools in which the monitoring service was provided. (İBB-6, 2007). As of the end of 2005, the total number of the students who benefited from these services is 63,000 (İBB, 2005).

The other important service is polyclinic services. The Kayisdagi Polyclinic serves through 71 staff and 15 main branches under Saglik Co. Health Information Centre serves in Merter, Tozkoparan, Bagcilar, Esenler, Kagithane, Yedikule, Uskudar, Kayisdagi, Kartal, and Pendik with Sehzadebasi under the Directorate of Health and Hygiene (IMM-7,2007).

Istanbul Emergency Intermeddling and First Aid Service are the other important actions under Sağlık Co. It works for people who have health problems such as the Emergency Intermeddling and the First Aid Service, traffic accident, heart attack, diabetes, to fall high etc.(IMM, 2005).For the first time in Turkey Sağlık Co. serves for people who do not have a house and to freeze with cold in Istanbul and it provides the emergency maintenance, the treatment, the sheltering for people in İstanbul. The Actions which to provide communication with near relative and to provide for the daily needs. These are the other important social service in Istanbul (IMM, 2005).

4.2. Facilities for Old People

Population of old people have increased in Turkey as is the whole world. So that Istanbul Metropolitan Municipality studies for this subject and facilities for old people are the priorities under social service project. Actually these facilities are made under health services for old people. But the information about health services will not been repeated because of that it is not deal with the above under the title of health services. Accordingly under this title only the services other than the health services will be discussed. Sheltering and Sheltering services, direct allowances in money, free access services for old people services which are important within the others.

A lot of facilities for old people are implemented by Directorate of Alm's House. It displays activity under IMM and aims to fill a need such as the sheltering, to take shelter in alms house and social needs. In this context, some activities are organized such as birthday parties, entertainment programs for special day and weeks, organized music

by high school students and college students in the organization. Furthermore it organizes the breakfast, the picnic, and the trip programs and travels the other cities. So that the people in alms house are provided to include in social life. Social necessities are studied to need for the people in the social activity areas,(like gym, library, internet cafe, film theater, garden for hobby, cafeteria, zoo, art home and place of worship such as Mosque, Şapel and Midraş)(IMM-8,2007).

The Mobile Alms House is the another social activity for old people. This Project aims to provide staying their social environment or having grown used to some environment. In this way the old people who have grown used to their location will be happy and comfortable moreover provided the employment opportunity of some of these people will adhere to live with natural rehabilitation.(IMM, 2006) 8 units Mobile Alms House are put into service the different places in Istanbul and 18 old people live there (IMM-9,2007).

Asylum for the aged is the other action under the alms house service. This service is carried out in the asylum for the aged (Akseki Ormanali Abdullah and Nerime Turan Asylum for the aged) which was established on 7000 meter square with 3200 m² covered and 3800m² uncovered area. This asylum for the aged is use of 20 old people today.

There are also other important social services for one of them is the old people which can be assessed in this context. One of them is the financial support named "salary of old people". The other services are bus, metro, sea transport, and light rail way transport to provide facility and discount which are named "travel card" for people over 60 years.(IMM-12, 2007). Also, the

services like repairing the houses, electricity and water systems, renewing painting and furniture can be evaluated in this context which were began in 2005 because of the week of old people.(IMM-13, 2007)

4.3. Handicapped Oriented Services

Istanbul Metropolitan Municipality conduct of the services towards to handicapped under the frame of İstanbul Handicapped People Center that is related to Social Services and Handicapped's authority. İstanbul Handicapped People Center in 1994 established by the name of Istanbul Handicapped People Coordination Center within Istanbul Metropolitan Municipality, Health and Social Services Department, Health Affairs Directorate. This social service organization that care about sight, hearing and orthopedics restricted people

who need help to survive in their daily life. This organization offer services like to build capacity, to support their independency, to help the participation of society, to support the contribution of social productivity, to prove special needs who need care and protection and to help increasing of life level and standard. Fort this purpose, that gives services not only information, orientation and consultation services, but also offers medical rehabilitation and psycho-social services, organizes cultural and sportive activities, supports for the medical equipments and educates handicapped people's families and composes libraries for the handicapped people (IMM, 2006).

Another social service which is on effective is the "disabled travel cart" which makes disabled people travels for free (IMM-14, 2006).

Table 4. IMM's services and activities that realized towards handicapped people during 2006 year as follows

Service Composition	Unit	Amount
Medical Rehabilitation	Session	16.308
Social Activities	Person	9.590
Aid in kind	Person	8.353
Summer Camping	Person	947
Number of employment	Person	85
Psychosocial Services	Session	16.242
Consulting Services for the employment of the disabled people	Person	2.291
Number of NGO's /Institutions which cooperate for the employment of the disabled people	Unit	92
Information- Orientation-Consulting	Person	50.281
Legal Rights Consulting	Person	7.720
Students and Teachers who make presentations about the social adaptation of the disabled people or adaptation of the society to the disabled people	Person	22.902
Rehabilitation with sport	Session	42.839

4-Source: İBB, İBB, 2006 Faaliyet Raporu, 2006, p. 210.

4.4. Services for the Children in Need of Protection

Two services of the Istanbul Metropolitan Municipality draw attention. One of these is, "Children Home" Project which is founded inside of the Darülaceze Institution; the other one is, "Making Career of the Istanbul Street Children" (ISMEM) Project for the street children or for the children who have possibility of being street children.

With "Children Home" Project, beside the given services for their education and sheltering of the 6-12 years old children in need of protection, also social support services are given for their adaptation of life (IMM, 2006). It is aimed to give service for the 16-25 years old teenagers with "Making Career of the Istanbul Street Children" (ISMEM) Project. ISMEM Project which is founded in 2003 and started to give service with its 120 bed capacity in Tuzla, on one hand try to compensate the needs of alimantation, sheltering on the other hand gives apprentice training to teenagers. Also within the framework of the project, basic education programs are organized in accordance with the Public Education Items. Routine health controls and treatment services are done by the institution; the needs of the teenagers who come time for their Military Services will be met during the stay of the teenagers (IMM-15, 2007).

4.5. Services for the Women and Family

Women and family Health services which are made by the Istanbul Metropolitan Municipality due to women and family are explained under the Health Service Section, so it is not explained in this section. For this reason under this section, explanation of the services of the "Women Coordination Centre (Kadın Koordinasyon Merkezi-KKM) is sufficient.

"Women Coordination Centre (KKM) is an institution which is founded by the cooperation of Istanbul Metropolitan Municipality and volunteers. The institution which has started working after the 1999 Marmora Earthquake is founded in order to solve the problems of the women in an organizational way. The Center is standing out with the food helps since 2004 spring, beginning from 2005 additional to this, social and cultural works are implemented due to women. For this reason a data base for women is created; the scientific works are supported, theoretical and practical works are done due to the women problems at the public and legal institutions, culture, economy, political areas. Also the used goods are collected in order to give to in need, and to create furniture, cloth ateliers for making these good clean, strong and usable (IMM-16, 2007).

Table 5: Women Coordination Centre 2006 Activities

Activity Type	Unit	Amount
Received Submission	Person	100.000
Food Support	Person	73.300
Help Coupon (One coupon costs 25 YTL.)	Coupon	475.362
Education Support	Person	7.439
Good Support	Person	3.372
Cloth Support	Person	6.644

5-Source: İBB, İBB, 2006 Faaliyet Raporu, 2006, p. 208

4.6. Services due to Education

One of the most important services of the Istanbul Metropolitan Municipality which presents under the social municipality is education. Most of these services are carried on under the roof of the Istanbul Metropolitan Municipality Art and Craft Education Course (ISMEK).

ISMEK generally shows a wide range of activities about adult education on computer learning, language, professional and technical education, health and sport education, music, handcraft, Turkish-Islam Art education etc. ISMEK which gives services for free since its foundation has given education services to 155,000 trainees in 198 course centers in the 30 different districts of Istanbul with 97 branches (IMM-17, 2007).

ISMEK which also participate to the education activities for private group, for this purpose, gives education to the prisoners, disabled people and old people and for these educations cooperates with other institutions for Private groups' education. In this frame, ISMEK tries to help to prisoners by cooperating with Justice Ministry and ISMEK tries to help to Hospitals by cooperating with patients. ISMEK organizes

to education seminars in the matter of socio-cultural as well as to art and professional activities. These seminars are organized as a two groups. One group seminar is turned towards trainees; the other group is public seminar. Between 2005-2006 years, 100050 trainees have been participated to seminars which have organized in different areas of education, health, history, law, woman, human rights, morality and spiritual values. In 2005-2006 training period, 30000 participators have been participated to 270 seminars which were organized in 45 different topics (İBB-17 2007). İSMEK organizes to different activities which can be evaluated as a rather cultural scope that they are training activities, as well as the such a these activities turned towards to trainings. For instance, İSMEK organize to different activities such as exhibitions which trainees have produced the work of arts for displaying to public, competitions which trainees participated in different branches and fairs which displayed and introduced to trainees of work of arts and noticed to İSMEK of activities (İBB-17, 2007).

It is attracting attention that in the scope of protocol between the İSMEK and Ministry of National Education, in the period of 2005-2006, there had been organized "1.

Table 6. 2005/2006 Education Aids

Kind of Aid	Instruction Group	YTL/Person	Number of Students	Amount (YTL)
Instruction Set	Primary and Secondary students	11.137	100.000	1.113.700
Education Aid	Primary and Secondary students	1x160	32.000	5.200.000
Education Aid	University Students	7x90	41.000	25.830.000
Education Aid	Graduate Students	7x130	2.500	2.275.000
Education Aid	Doctoral Students	7x200	500	700.000

6-Source: İBB, İBB, 2006 Faaliyet Raporu, 2006, p. 208.

Ranks literacy course” turned towards to illiterate people in the frame of jointly executed between İSMEK and Ministry of National Education. In first phase, throughout the Istanbul, there had been organized to courses in 369 schools, 32 first ranks municipality and 19 district municipality (İBB, 2006).

Istanbul Metropolitan Municipality is exercising the education activities which targeted to only students as well as it has such like these activities. Primary school students, secondary school students and universities students, who are living in Istanbul and deprived, can be able to benefit from the Istanbul Metropolitan Municipality of aids. Aids are being realized in two sections as a aid in kind and allowance in money.

It is attracting attention that in the scope of support service, Istanbul Metropolitan Municipality has started to applications which targeted to get the students success in the process of entering secondary school and universities at 2005. In this scope, Metropolitan Municipality gives a guidance services to students in making a good choose properly after examination and handing out the books and organizing to assay examination. Also Istanbul Metropolitan Municipality is awarding to students who gained to degree in examination. By this intent, there had been given 3,000 Turkish Liras to per capita of 145 students who has entered to first 100 ranks and there had been given to totally 435,000 TL (İBB, 2006).

In the scope of education service which targeted students, Istanbul Metropolitan Municipality is carrying maintenance service to 258 Primary and Secondary Institutions which belong to the Ministry of National Education. Such as these activities, Istanbul Metropolitan Municipality has constructed

the 36 closed sport salon for usage of schools. Also Istanbul Metropolitan Municipality is continuing to construct 76 closed sport salon for the schools (İBB, 2006).

Also there should be said that in aiming to support to education, it has been given “cheap journey card” to students who are enrolled to private and formal education and educator who are working in education and instruction services (İBB-18, 2007).

4.7. Cultural and Artistic Services

In the frame of Social the business of governing a city, the other important activity field that must given to importance, is cultural and artistic services. It is being seen that there is important services of Istanbul Metropolitan Municipality in this area.

Istanbul Metropolitan Municipality is trying to make a contribution to art life with implementing to these activities under the Department of Social and Cultural Affairs. Most of the activities which from literature, traditional arts, history and social sciences to cinema music and contemporary arts are being realized in the Cultural Centers of Municipality. In this frame there is being given to seminars which were given led by master experts during the season. Also everyday in the Cultural Centers of Municipality, conference, conversation, remembrance meetings, poem, cinema, theatre, exhibitions, international affairs are being organized. Also art activities are one of the important cultural and art services of Istanbul Metropolitan Municipality that realized by the hand of city theatres, concert salons, art galleries, city orchestra, museum and libraries (İBB-19, 2007).

4.8. Social Aid Activities and Services for Poor People

It is possible to say that health services, services for old people, services for disability people, services for street boys, services for woman and family and services for constructing of houses which all of like these services are being realized for the poor people. These activities are the social aid activities that realized by Istanbul Metropolitan Municipality. Due to these subject is taken under different topic. Because, Istanbul Metropolitan Municipality

Table 7: 2006 Years Social Aid

Type of Aid	Number of Person	Sum (YTL)
Allowance in Money	50.038	18.764.180
Medical Aid	3.162	513.255
TOTAL	53.200	19.277.435

7-Source: İBB, İBB, 2006 Faaliyet Raporu, 2006, p. 208.

is giving the aid as a allowance in money, medicine and medical aid under the “aid box” for realizing the best services for the poor people who are living in Istanbul. Realized these aid activities are shown below table.

Under this topic we have to mention the other activity is Public Bread INC. Public Bread INC. is the participating of Istanbul Metropolitan Municipality. Public Bread INC. is presenting to regular, cheap, healthy and quality bread and floury productions for the Istanbul People and Poor People. (İBB - 20, 2007).

4.9. The Services Turned Towards to Production of Houses

In the frame of social the business of governing a city, last topic that, we have taken up, is need of shelter. Because, According to approach of social the business of governing a city, municipalities are being encouraged to construct the house.

KİPTAŞ is displaying activity since 1995 so as to solve the problems of shanty house and irregular structuring. In so far, KİPTAŞ had constructed to 35.000 houses and it is establishing to infrastructure and super structure for these houses as well as mall centers, place of worship, health establishments, school, baby nursery place and sport centers are being constructed by the KİPTAŞ. KİPTAŞ, which claiming to construct fast and cheap houses without harming to natural structural of city by protecting to forest and water basin, KİPTAŞ is targeting to modern and livable places where integrated to nature, solved its infrastructure problems and for the different income brackets (İBB-21, 2007).

5. CONCLUSION

Municipalities in Turkey, are in the process of changing with resembling their partners in developed countries. In the perception of new public management, while there were appearing the important developments in the structures of executive of municipalities, the neo liberal policies which embodied their effects in the level of central government, for now neo liberal policies are demonstrating to their effects as developing of autonomous management. On the other hand in Turkey, central government tends to hand over the all services to local

government in local level. Due to local government of the urban and social functions are developed very fast. Because, to provide of the neo-liberal and social policies by these administrations are so restricted and there isn't being widespread perception of to hand over to services from the local government to NGOs, private sectors and managements.

By making to the number of 5393 and 5216 municipality law in 2005, there had been targeted to equipped to municipalities with the large authority powers like the west municipalities. There had been aimed to get municipalities became only one authority in providing to local services. Some of the big municipalities in Turkey especially İstanbul metropolitan municipalities are implementing to many projects for poor people, women, desolate children and disability people. These municipalities are presenting to services for large scale of mass sections and they are playing important role in changing to perception of municipality in Turkey. Also the services which were presented by the municipalities are getting to institutionalize and more importantly these services had reached to level of service standard. In addition, the services, which were presented by some municipalities, are being widespread and expectations of the people, who are living within the municipalities of border, are increasing from the municipalities. This situation is realizing to coercive effects on municipalities.

In brief, it can be said that the municipalities, who have the enough fiscal sources, are so successful in implementing to social policies in local level. Right along with providing to urban services in Turkey, it can be said that responsible municipality of perception is being widespread. The other conclusion is in providing to local services, local government are so effective according

to a central government and this claim is accepted from the people and government.

ТЕНДЕНЦИЈЕ ЛОКАЛИЗАЦИЈЕ У ТУРСКОЈ СОЦИЈАЛНОЈ ПОЛИТИЦИ: ПРИМЕР ОПШТИНЕ МЕТРОПОЛИТЕН У ИСТАМБУЛУ

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Извод:

У овом раду, објашњена је улога општина и њихов утицај на друштвени живот из угла глобализације и нео-либералне политике. Касо пример узета је општина Метрополиотен у Истанбулу. Истраживање се састоји из три дела. У првом делу разматран је нови јавни менаџмент и његови ефекти. У другом делу описиван је локални систем власти у Турској, од прошлости ка садашњости, као и његов утицај на општине, У последњем делу представљен је концепт друштвених општинских активности и друштвених функција у Истанбулу. Описана је општина Метрополитен, као највеће по броју становника у Турској.

Кључне речи: Локализација, социјална политика, Истанбул

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