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**Turkish Studies - Economics, Finance, Politics**

eISSN: 2667-5625

*Research Article / Araştırma Makalesi*



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## **Municipal Law No.5393 and Leadership Role of Mayor within the Scope of Local Government Reforms in Turkey**

*Türkiye’de Yerel Yönetim Reformları Çerçevesinde 5393 Sayılı Belediye Kanunu ve Belediye Başkanının Liderlik Rolü*

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**Abstract:** Technological, economic, and social developments that have continued progressively in the world and in our country have caused fundamental changes in the approach of public enterprises to management. One of the most important changes is in leadership. When the concept of a leader is taken literally, a legal authority cannot be mentioned. For this reason, it is often referred to as the “institutionalization process of leadership”: the leader has a legal position and has the right to manage. Today, however, people no longer want to be ruled, and rather, they expect to be guided. Liberalism and human (citizen) centered understanding, which has greatly affected state policies, has caused the leadership concept to be questioned within public institutions and organizations. Within this scope, Municipal Law No.5393, which came with local government reforms in Turkey, has been examined within the scope of leadership types, and focused on leadership roles of mayors. In particular, we aimed to investigate how the reforms in local governments affect the leadership style of local administrators. In the article, questionnaires collected across Turkey, including the participation of 188 mayors, were evaluated using SPSS 25 software. By examining the law, and following conclusions, it may be reasoned that mayors intertwined with the public should switch from a closed management approach to an open management approach, and they should fulfill their duties in local governments with a leadership role guided by a transparent management approach.

**Structured Abstract:** With the advent of the industrial revolution in developed countries, the modern organization of local government began in the 19th century and it followed a development parallel to economic and social change. In fact, local governments can be defined as public legal entities established to meet the common needs of the local community living in a certain geography. And, the decision making process of these local governments is selected by the local people whose duties and powers are determined by law and have their own unique organizational structure and staff with special income and budget. Local administrations were examined in two groups in order to provide more effective and efficient data at the

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**Cite as/ Atf:** Adıgüzel, Z. & Çelikyay, H. H. (2020). Municipal law No.5393 and leadership role of mayor within the scope of local government reforms in Turkey. *Turkish Studies - Economy*, 15(4), 1797-1819. <https://dx.doi.org/10.47644/TurkishStudies.39749>

**Received/Geliş:** 14 November/Kasım 2020

**Accepted/Kabul:** 20 December/Aralık 2020

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Checked by plagiarism software

Published/Yayın: 25 December/Aralık 2020

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country level: from the central government, ministries, and affiliates, local governments consist of special provincial administrations, municipalities, and villages. In terms of local governments, the belief in democracy lies at the core of the political rationale, and it is not considered rational to conduct everything centrally and to make all decisions regarding the provision of services from the center. However, decisions at the national level are mandatory, and it is quite possible to make decisions at the regional level from the regions themselves instead of the headquarters. With this management method, the division of authority and resources is adopted. Moreover, supervision and oversight powers of the central government over local governments, using various legal instruments, are called guardianship. Administrative guardianship allows the central government to check the compliance of transactions and activities carried out by local governments with a predetermined legal framework. As stated in the principle “there is no guardianship if there is no law, no more guardianship than the law foresees”, it is seen that the central government has set the limits of its control power. Local governments in Turkey have emerged with the Ottoman Empire's reform decision. Hatt-ı Hümayun, published on November 3, 1839, is considered as the starting point of local governments. In the Ottoman period, until the municipalities were established in the Western sense, municipal affairs were seen by “Qadi” and “Foundations”. In the Republican Period, after 1960, the development of local governments increased and attracted the attention of the public, developing rapidly thereafter. Turkey has had a tradition of local government with these developments, and the issue of management style is mostly addressed within the framework of national culture. There are also many studies that reveal the dimensions of the management style. Among these studies are those who claim that an individuals' management style can be classified by considering them on the basis of dimensions, and these dimensions can be developed in order to become a better manager. The main issues of Public Administration include local governments and direct or indirect problems related to them. It is inevitable to analyze the city's democratic principles and to show a managerial formation, and in the municipal governments that stand out as city administrations, the mayor has gained more importance since 1963, especially when it was directly elected by the public. Therefore, mayor elections have a special place and importance in local governmental elections. Similarly, in municipal administration, mayors have an important position, both as the manager of the municipality and as a local leader. When it comes to local governments and especially the mayor, the definition and function of the manager and leadership appear as a separate subject. This makes it necessary to investigate the leadership feature of local governments in the executive form, that is, the position, importance, and influence of the mayor as a leader. Local administrations are a process carried out in seemingly crowded masses, but in essence, the manager(s) are the center and all situations revolve around managers. In this regard, the manager's individual motivation and especially the positive energy she/he will give from her/his immediate surroundings are of top priority. Clearly, it is very difficult for the manager to activate himself without being motivated. Leadership is the process of influencing and directing someone's activities to achieve personal or group goals under certain circumstances, and for local government, mayors are capable of leadership as much as they affect the public. Arrangements for local governments impose more leadership roles on mayors, especially the widespread implementation of decentralization instead of the central administration can place very important functional responsibilities on the municipalities leading the local administration. Therefore, local administrators should offer their services in the most effective and efficient way with the leadership styles they have applied. Public institutions and non-profit municipalities have to use their physical and financial resources in the most efficient way since their leadership characteristics and leadership style play an important role in the use of these resources. Leadership behavior characteristics are important not only for top managers but also for middle and first-level managers in organizations. In the research, we aimed to examine important leadership roles within the framework of Municipality Law No. 5393. In the article, questionnaires collected across Turkey by ensuring the participation of 188 of mayors were evaluated using SPSS 25 software. Since the survey study consists of a quintet, the Likert scale was used (1. Absolutely Disagree - 5. Absolutely Agree), after the factor analysis and reliability analysis, correlation analysis in the examination of the relationships between the variables commenced, and Regression analysis was performed in testing the hypotheses.

**Keywords:** Management, Leadership, Local Governments, Local Government Reforms in Turkey, Municipal Law No.5393, Mayor

**Öz:** Dünyada ve ülkemizde artan bir hızla devam eden teknolojik, ekonomik ve sosyal gelişmeler birçok alanda olduğu gibi özellikle kamu kurumlarında yönetim anlayışında köklü değişimler yapılmasını zorunlu hale getirmiştir. Bu değişimlerin en önemli olanlarından biri de liderlik konusudur. Lider kavramı, gerçek

anlamı ile ele alındığında ortada yasal bir yetkiden bahsedilemez. Bu nedenle liderin yasal bir pozisyona gelerek yönetme hakkını elde etmesi çoğu zaman “liderliğin kurumsallaşması süreci” olarak ifade edilmektedir. Ancak günümüzde insanlar, artık yönetilmek istememekte ve kendilerine yol gösterilmesini beklemektedirler. Devlet politikalarına gittikçe daha fazla etki eden liberalizm ve insan (vatandaş) merkezli anlayış, kamu kurum ve kuruluşlarında da liderlik kavramının yeniden sorgulanmasına neden olmuştur. Liderlik tarzlarıyla birlikte Türkiye’de yerel yönetimlerde gerçekleştirilen reformların, özellikle 5393 Sayılı Belediye Kanunu çerçevesinde liderlik tarzlarına ne yönde etki ettiği konusunda cevaplar aranmaktadır. Bu kapsam çerçevesinde, 5393 Sayılı Belediye Yasası liderlik tarzları çerçevesinde incelenmekte, belediye başkanlarının liderlik rolleri üzerinde durulmaktadır. Özellikle araştırmada yerel yönetimlerde yapılan reformların, yerel yöneticilerin liderlik tarzlarını ne yönde etkilediğini araştırmak amaçlanmıştır. Çalışmada, Türkiye'nin genelinde 188 belediye başkanının gönüllü katılımını sağlanmasıyla toplanan anketler SPSS 25 programı kullanılarak değerlendirilmiştir. Belediye yasasının incelenmesiyle birlikte belediye başkanlarının halkla iç içe olması gerektiği, kapalı bir yönetim anlayışı yerine açık bir yönetim anlayışıyla yönetmeleri gerektiği, tamamiyle şeffaf bir yönetim anlayışına sahip liderlik rolüyle yerel yönetimlerde görev yapmaları gerektiği sonucuna varılabilmektedir.

**Anahtar Kelimeler:** Yönetim, Liderlik, Yerel Yönetimler, Türkiye’de Yerel Yönetim Reformları, 5393 Sayılı Belediye Yasası, Belediye Başkanı

## 1. Introduction

When examining the research, it has been seen that “Leadership” and “Management” terms are often used interchangeably. On the other hand, some researchers see both terms as the opposite of each other. In other words, people with this opinion think that it is not possible to be a good manager and a good leader at the same time. Herein, although apparent similarities may be found between leadership and management, important differences between these terms should be considered. Especially in the article, the question as to how the local government reforms affect leadership styles of local managers was examined. According to this, management is usually a much more task-oriented concept whereas leadership is usually evaluated by people as a much more inspiring, visionary role (Herdman 2012). Especially, in research made between people living in 1916, the apparent characteristics which are required in a mayor are stated as the following: to be Honest, Hardworking, and Fair (<http://www.konsensus.com.tr/ideal-belediye-baskani-ozellikleri/>). In this context, management can be expressed as a function that must be performed by the organization itself in every organization, whereas leadership can be expressed as a kind of relation between the leaders who inspire and energize a corporation and those managed employees. In researching the leadership styles, embracing the characteristics which are required to be in the mayors, have been considered. Besides these leadership styles, answers are sought by researchers as to how local government reforms in Turkey affect leadership styles, especially within Municipal Law No.5393. Within the provisions, managers are defined as administrators who create business plans, determine budgets, and observe development in an organization; whereas, leaders are those who inspire other people and organizations for change (Maccoby 2000). Therefore, it is important how mayors, being one of the governing bodies of local governments, show leadership as a result of the legal rights granted to them. When the leader concept is considered (in its true meaning), the term cannot be spoken of as possessing legal authority. Therefore, a leader obtaining the right to govern by coming to a legal position often refers to the “institutionalization process of leadership”. However, recently people no longer want to be managed but they require to be led. In order to achieve this, leader-type behaviors are preferred in organizations rather than management (Özsalmanlı 2005). Peker and Aytürk (2000) state that, essentially in recent organizations, managers are not needed, but rather, leader managers are needed. The main reason for this is that managers who have leadership power and ability in the sense of today's new management approaches are accepted as effective in management and successful managers. There is an assumption that organizations with leading managers are, for sure, successful organizations. In today's management, “leadership” has taken the place of “administration” and “management”. Regarding this subject, Özer (2008) states that leadership management is a profession that can be

learned and that has a scientific and artistic dimension. Because, in leadership management, common mind rather than individual mind; team instead of individual; coaching instead of orders; leadership instead of management; process oriented instead of result-oriented; smart work instead of hard work are taken as basis. According to this, in this study, the leadership concept, leadership styles, and the duties of a mayor are a part of local government reform processes within Municipal Law No.5393 will be examined.

## **2. Literature Review**

### **2.1. Study of Local Government Reforms in Turkey**

The idea of New Public Management arose in the late 1970s and early 1980s and was based on the theory of public and business administration (Gruening 2001). This theory has been seen as a way out from under the traditional public management approach which tried to cope with current problems. Generally accepted basic features of the New Public Management are listed as follows: accountability, performance auditing, privatization, decentralization, strategic planning and management, competition, performance measurement, flexibility in management, staff management (incentives), separation of policy and management, advanced financial management, active and greater use of information technology, policy analysis, and evaluation, democratization and citizen participation (Gruening 2001). All of these have led to the change of management style in public institutions. Within this period, reform movements all over the world, led by England, USA, and New Zealand have gained momentum and have been implemented in the perspective of each country's unique public management structures (Schedler and Proeller 2002). Barzelay also adds Australia to these countries (Barzelay 2000). Similarly, studies of modernizing the existing public management structure in Turkey and restructuring it within the scope of the basic features of the New Public Management and governance principles have started. The 2000 years are the years in which reform movement gained momentum in Turkey and in which the studies are reflected in the legal and administrative regulations. In Turkey, the arguments regarding the "reform of the administrative structure" in the field of public administration began during this period, and the results of the reform studies in the administrative structure were achieved in 2003. A series of legal and managerial arrangements have been made with the aim of strategic management of local governments and appliance of governance principles: Metropolitan Municipal Law No.5216 was accepted in 2004, Municipal Law No.5393 was accepted in 2005, and Provincial Special Administration Law No.5302 can be listed as another recent addition.

In 2003, studies of "Restructuring Public Administration" were initiated, and a report headed "Restructuring Public Administration: Change in Management for Managing Change" was written by Dinçer and Yılmaz (2003) on behalf of the "Public Administration Fundamental Law Draft" preparing committee. It is mentioned in the report that "It was prepared in order to determine the general scope of the need for restructuring which should be met urgently in public administration, based upon 21st Century management approach and visionary in which the competition has increased because of globalization and information society and in which the individual and the society have come into prominence." The European Governance White Paper which was prepared by the European Union in 2001 was published in order to support the principle of displacement and to bring a framework approach to its management. Through The White Paper, participation, transparency, accountability, effectiveness, compliance and the proportionality and displacement have been accepted as the seven key elements of governance, and the strengthening of decentralized management organizations has been suggested (EUR Lex 2001). Within this context, it is aimed to restructure local administrations in accordance with the European Charter of Local Self Government and to develop policies in line with the principles in the European Charter of Local Self Government and European Urban Charter. In the central and local governments, new approaches have been adopted to strengthen democratization with their governance principles (Dinçer and Yılmaz 2003). In Article 3 of the Municipal Law No. 5393, adopted in 2005, the

municipality is defined as a “public legal entity with administrative and financial autonomy” and the governing bodies of the municipality are listed as Parliament, Council, and Mayor. With this Law, municipal administrations have been transformed into public legal entities with administrative and financial autonomy with the mayor as the administrative head and administrative leader of this organization. In this article, the leadership role of the mayor in municipal administration will be examined within the scope of local government reforms. The current position of the mayor is analyzed within the leadership perspective by examining the duties directly assigned to the mayor and also the other duties and roles that are indirectly attributed to the mayor on the basis of the Municipal Law No. 5393 which was enacted in 2005.

## **2.2. The Duties of the Mayor within the Municipal Law No.5393**

Municipal Law No. 5393 was adopted in 2005 within the scope of local government reforms. The law has been based on many governance principles such as democratization, participation, effective management, transparency while also regulating the duties of the mayor who is one of the municipal governing bodies within this scope. In article 3, the Law defines The Municipality as “public legal entity with administrative and financial autonomy” and lists governing bodies of the municipality as municipal council, municipal committee, and mayor. In the first place, the mayor is defined by the law as one of the “governing bodies” of municipality. The first meeting of the council right after the election is important as this is the point where in this meeting the mayor presides over the council. In the meetings, the Council takes decisions with the absolute majority of the members who are attending the meetings, and in some circumstances, equality in voting is possible. In such cases, the law validates the decision of the party to which the mayor votes. In other words, the party in which the mayor is considered predominant. The mayor’s perspective determines the result. The law also gives the mayor the right to return the council decisions back to the council by putting forward the reason, within 5 days to renegotiate (Article 22 and 23). Article 37 defines the mayor as the head of the municipal administration and representative of municipal legal entities. The duties of the mayor prescribed by the law are listed as the following (Article 38):

- a) To protect the rights and interests of the municipality as the supreme supervisor of the municipal organization and to lead the municipal organization.
- b) To lead the municipality in accordance with the strategic plan, to form institutional strategies of municipal administration, to prepare, implement, monitor, and evaluate the budget and performance criteria of municipal activities and staff, in accordance with these strategies, to submit related reports to the council.
- c) To represent the municipality or delegate as a proxy, in government offices, ceremonies, and in jurisdictions as suitor or defender.
- d) To preside over the council and commission.
- e) To manage the municipalities' moveable and immovable properties.
- f) To follow up and withdraw the earnings and debts of the municipality.
- g) To make a contract on the condition to take the decision of authorized bodies.
- h) To implement the council and commission decisions.
- i) To apply the budget and to approve transfers outside the jurisdiction of the council and the commission.
- j) To assign municipal staff.
- k) To monitor the municipality and its affiliated organizations and businesses.

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- l) To take necessary precautions for the peace, well-being, health, and happiness of the people of the inhabitants.
  - m) To use the allowance in the budget, which is allocated for, the poor and needy, to give services and create a center for disabled people.
  - n) To use the allowance allocated for representation and entertainment expenses.
  - o) To carry out the duties which were given to the municipality by law or which do not require the decision of the municipal council or municipal commission and to use such authority.

According to Municipal Law No.5393, municipal administration is carried out through three main bodies. These are municipal council, mayor, and the commission. It is seen in the 15 articles discussed in detail above that the mayor was directly assigned duties and responsibilities through these fundamental bodies. As it is seen, the mayor takes an active responsibility in managing the municipality. Within the scope of the research, open leadership, servant leadership, charismatic leadership, visionary leadership, democratic leadership, and political leadership confront the leadership styles that mayors working in local governments should have.

### **2.3. Leadership Concept and Types of Leadership**

Under today's conditions, leadership has become a complex for organizations, namely a process in which the employees' morale and satisfaction are not only reflected in the organizations' productivity and efficiency but also within the use of the knowledge, skills, and abilities of people who are seen as the most valuable resource. By the 21st century, the fact that technological developments had progressed so quickly, has led to an increase in the awareness that people were key to organizational effectiveness, and to the understanding that organizations were both economic and social entities, and thus has led to changes in the concept of leadership (Ünal 2015). In this respect, there are different definitions in the field of leadership: According to Davis (2014) leadership is to persuade people to act according to the predetermined goals or with the definition of Eren (1998). It is the sum of the knowledge and skills to actuate the audience in order to reach the set goals. In addition, Northouse (2018) has considered leadership as being able to influence group members in formal/informal ways towards reaching goals. Tead (1929) has defined leadership as convincing followers to achieve a job, Bundel (1930) has defined leadership as the art of making people do what is desired (Çelik and Sünbül 2008). In the research, the characteristics that the public wants to see in a mayor were given by 1916 people as indicated in Table 1. (This research by Consensus Research and Consulting "Turkey Subscribers Agenda Survey"). The fieldwork of the research lasted 5 days between 06 and the 11th of March, 2017. Research was initiated across Turkey with a total of 2,000 people representing the population aged over 18 using the method of telephone survey. The margin of error in the 95% confidence limit of the study is  $\pm 2.1\%$ . The research was carried out in 81 cities).

**Table 1: Ideal Mayor Characteristics**

Characteristics of the Mayor Candidate Increasing the Tendency to Vote Elections	In Local
To Be Honest	%35
To Be Hardworking	%28
To Believe In the Power of Law	%28
To Be Within The Public	%24
To Be Trustworthy	%18
To Behave Good To People Who Did Not Vote For Him / Her	%17
To Make The Citizen Feel That He / She Stand By The Citizen	%15
To Be Practical	%13
To Be Kemalst	%12
To Fulfill Religious Duties	%11
To Be Open to Ideas Other Than Those of His / Her Own Political Party	%11
To Be Nationalist	%11
To Be Productive	%10
To Be Secularistic	%9
To Be Highly Educated	%8
To Be Experienced	%7
To Be Young	%6
To Be Helpful	%6
To Be Skillful	%6
To Be a Social Democrat	%5
To Be In Good Relations With The Government Party	%4
To Be Conservative	%4
To Not Have a Nightlife	%2
To Be on The Right Side of the Political Spectrum	%1
To Be Liberal	%1
	N:1916

**Source:** <http://www.konsensus.com.tr/ideal-belediye-baskani-ozellikleri/>

According to the results of the research, characteristics such as Honesty, Diligence, Fairness, Keeping in Touch with the Public, and Being Trustworthy have come to the fore. According to Erçetin (2001) and Koçel (2007), leadership is a process. Yet, leadership can be defined as the process in which one can influence and lead the activities of the others under certain circumstances in order to achieve certain personal or group goals (Northouse 2018). At the same time, leadership shows some situational characteristics according to the conditions of the organization. In this respect, it is difficult to talk about a general leadership type that is appropriate for each environment (Herdman 2012). Accordingly, Maccoby (2000) mentions that effective leaders in societies and organizations have certain common characteristics that are prominent in certain aspects, regardless of their abilities, interests, personalities, or leadership styles. In this respect, as a common feature of effective leaders, leaders ask, “what should I do?” or “what can I do” questions in order to make a difference. At the same time, they give importance to differences between individuals: they ask the question of “what should have been done” instead of “what should I do?” as a basis; they are always busy with “what is the mission and objective of this organization?”, “What are the fundamental factors that affect employees’ performances and evaluation of the results?” Indeed, they do what they have to do instead of directing others on what to do, thus they become role model for the merits they want to see in others. As it is understood, there are various types of approaches that examine the nature of leadership. One of the best ways to achieve a synthesis is by analyzing these approaches and looking at the developmental stages and history of leadership.

## 2.4. Open Leadership

Although the concept of open leadership is a new leadership concept in the literature, it is a type of leadership that stands out among other leadership types due to its emphasis on the fact that the process of close interpersonal relations has changed and the nature of this new situation should be understood, especially in organizations (Polat and Arabacı 2014). Particularly in the 21st century, due to the intense interest in internet-based online social networking technologies and the close interpersonal relationship process that can result, monitoring, sharing, commenting, producing, organizing, and controlling factors have been topics that are being revisited compared to previous periods (Li 2010). This is because open leaders adopt actions to establish various types of relationship networks based on trust between their employees and themselves in their work, and furthermore, the networks are used to develop behaviors using social networking technologies effectively in the realization of their goals. It is likely that open leaders are basically independent thinkers and being cooperative and optimistic are possible behaviors which are expected from them. The main characteristics expected to be found in an open leader are listed by Li (2010). Figure 1 shows the main characteristics of open leaders.



**Figure 1:** Main Characteristics of Open Leadership

Open leader should be accountable and trustworthy. According to Municipal Law No.5393, mayor is the representative of municipal legal entity. Representation brings reliability and accountability. Again, as one of the Open Leadership qualifications, accepting the power of stakeholders and humbleness stand out. The mayor establishes the institutional strategies of the municipal administration, prepares, implements, monitors and evaluates the budget and performance criteria of municipal activities and staff in accordance with these strategies (Article 38/b), preside to commission and council which are the other governing bodies (Article 38/d). The mayor looks out for the stakeholders, monitors affiliates, and businesses (Article 38/k). In today's changing and developing information age, leaders in organizations need to be aware of this change and understand the essence of their relationship with people in society. Therefore, it is important that leaders have high awareness (Polat and Arabacı 2014). The Mayor is responsible for the public



while carrying out all these duties. The leadership style that is open to public, that can reach to public and that is intertwined with public is important for local government. Therefore, the position of the mayor in the Law is appropriate with the open leadership style.

### 2.5. Authentic Leadership

In 2003, George mentioned authentic leadership in his “Authentic Leadership: Rediscovering The Secrets To Creating Lasting Value” named book as a new concept (George et al. 2007). Keser and Kocabaş (2014) has defined authentic leadership as a result of the interaction of followers and leaders as a process of leadership that builds mutual trust and creates an organizational dilemma that facilitates personal development, thus creating a performance-enhancing effect and achieving goals. Here, for the leader, authenticity is the name of an action in the organizational environment. This authenticity is activated by the employees as a result of desiring a leader who communicates with them sincerely, who inspires them, and who guides others (Kerfoot 2006). In addition to this, authentic leadership is generally classified into four dimensions: self-awareness, balanced, and objective evaluation of information, internalized morality, and transparency in relationships (Yeşiltaş et al. 2013). Four dimensions have been shown in Figure 2:



**Figure 2:** Four Dimensions of Authentic Leadership

Authentic leaders are individuals who have self-awareness, beliefs, value judgments, and show consistency between ethical reasoning and attitudes, concentrate on building a positive mood (such as confidence, optimism, and endurance within their selves and within their colleagues), and are known for their trustworthiness and therefore respected by other individuals (Avolio and Gardner 2005). The authentic leader leads and also guides the followers in the organization with the moral values and value judgments that are held within the scope of moral standards and accuracy, while also considers the benefit of the organization (Michie and Gooty 2005). In Municipal Law, the mayor is the head and representative of the institutional structure, represents the municipality in government offices and ceremonies, and as a suiter or defender in the judiciary (Article 38/c), manages moveable and immovable properties (Article 38/e), follows up and withdraws the earnings and debts of the municipality (Article 38/f), and makes contracts (Article

38/g), Fulfilling all such duties with honesty and trust in accordance with ethical rules. The law supports the mayor having authentic leadership characteristics within these duties.

## **2.6. Servant Leadership**

“Servant Leadership” was first used in 1969 by Robert K. Greenleaf. The idea of servant leadership has been mostly derived from Greenleaf (2002)’s experiences gained by his work within big institutions. But, this idea was made even clearer with the reading of Hermen Hesse’s short novel named “Journey to the East” in the 1960’s. This novel of Hesse tells of a journey taken by a group of people seeking a spiritual quest. The main figure of the story is Leo, who supports the group with his compassionate spirit and accompanies the group as servants. One day Leo disappears while everything is fine. The group then disbands quickly, and the journey was abandoned. In this way, the group understands that they cannot do anything without their servant Leo. Leo has been the guide: the great and noble leader of this order. After reading this story, Greenleaf stated that the great leader was primarily the servant of others and that the greatness of the leader is based on servitude (Spears 2005). A Servant leader joins a company, club, or society to serve without looking out for his own interest. Servant leaders see organizations as places where company presidents, employees, and executives trust in and play important roles in the best interests of society. Servant leaders always think of the needs of others before their own needs. The ultimate aim of servant leadership is that the served people (led people) become more knowledgeable and entitled, gain freedom, and eventually become servant leaders (Akiş 2004). Servant leaders, in order to become servants, make their followers healthier, more intelligent, freer, and more autonomous. If the followers succeed in this, the leaders are considered more successful (Bass 2000). The famous philosopher Lao-Tzu (600 BC) said that leadership was a service business and that the leaders should absolutely help and guide their followers and strengthen them even further (Searle and Barbuto 2011). Lao Tzu's views on leadership coincide with servant leadership and have been defining. The concept of servant leadership is based more on the values of humility and respect for others, and in connection to this idea, the mayor has also been primarily assigned to serve the public and is primarily responsible for the provision of local common needs (Article 3): it is also the duty of the mayor “to take the necessary measures for the peace, well-being, health, and happiness of the people of the town” (Article 38/m). Within this context, the law supports the servant leadership characteristic.

## **2.7. Charismatic Leadership**

According to this theory, leadership is one of the individual characteristics of the leader (Robbins and Judge 2001). According to Max Weber, charisma is an extraordinary special kind of interaction that affects the leader's influence on his followers (Fındıkçı 2009). Indeed, a charismatic leader has the capacity to motivate people more than normally expected. Charismatic leaders have been accepted as effective leaders who create confidence, loyalty, and a sense of faith in their subordinates, and inspire them to a superior performance (Güney 2007). Many authors have tried to define the personal characteristics of charismatic leaders, and although the concept of charisma was first put forward by Max Weber, charismatic leadership holds an irrevocable place in the literature and has its source in R. House's contributions. Robert House highlighted the three characteristics of the charismatic leader, which are shown in Figure 3.



**Figure 3:** Three characteristics of Charismatic Leadership

Warren Bennis has identified four common characteristics in work which he used to describe the most influential and successful ninety leaders in America. These are the following:

- Charismatic leaders have a compelling vision and sense of purpose.
- Charismatic leaders communicate with his or her subordinates in better conditions, thanks to this vision.
- Charismatic leaders show consistency regarding following the vision.
- Charismatic leaders know their strengths and try to highlight these strengths.

The most comprehensive research on charismatic leadership has been carried out by Jay Conger and Rabindra Kanungo from McGill University. They have stated that the characteristics that distinguish charismatic leaders from others as multiple: self-confidence, vision, ability to express the vision, strong belief in vision, behaving extraordinarily, appearing as an agent of change, and having a high sensitivity to the environment (Robbins and Judge 2001). Although it has been revealed as a result of these studies that charismatic leadership provides high job performance and high satisfaction, it is also clear through the result of recent studies that charismatic leadership cannot be generalized and its effect is situational (Can et al. 2006). In the Law, the mayor holds full authority in the institutional structure of the municipality as being head and representative (Article 37). The mayor should communicate well with the other stakeholders while performing his duties. Yet, according to the law, it is the duty of the mayor to assign and appoint municipal staff. Presiding over the other governing bodies, such as the council and commission, will also reveal the strengths of the mayor (Article 38/a, Article 38/d). The duties, such as appointing municipal staff, supervising the municipality, and its affiliates and businesses are required by the charismatic leadership characteristic (Article 38/k).

## 2.8. Visionary Leadership

The definitions of leadership which were made at certain eras have been influenced by the characteristics of the era, for example, pro-change, communication-based and knowledge-based meanings which are in accordance with the characteristics of the information age have been attributed to today's definitions of leadership. Nowadays, rather than the classical management approach, organizations prefer leadership that is ready for radical change: wriggling out of current situations, can see the opportunities, ensures participation by activating employees, encourages creative collaboration, gives importance to human resources where the leader and the vision are identified. As can be understood from the definitions which have been made within this context, the visionary leader is one of the closest leadership models that organizations seek today. In the research on leadership, especially in the 1990s, more importance had been given to the visionary leadership subject. The importance of the visionary leader is based on its success in eliminating uncertainties regarding the future of organizations (Çevik and Kozak 2010). Visionary leaders are people who are highly imaginative, gutsy, and prudent. They gather people around a shared goal and carry them into the future. Their glance is within the scope of never being content with the current situation. They are also pioneers who change situations. Visionary leadership ensures the voluntary participation of the employees and creates high goals for people while gathering large amounts of information, combining them in a meaningful vision, and transferring the vision into reality (Bulut and Uygun 2010). According to Schein (2010), the importance of visionary leadership comes from the development of a prudential vision for the organization (Snyder 2010). We can see that one of the leadership styles that the mayor should have is a "Visionary Leadership" style. According to the law, the mayor is responsible for the strategic planning of the institution. His stated duty is to create the institutional strategies of the municipal administration, to prepare and implement the budget and performance measures of municipal activities and staff, and in accordance with these strategies, to monitor and evaluate them, to submit relevant reports to the council..", to plan the future of institution and to be responsible for achieving success (Article 38/b). Besides, visionary leaders create a common organizational culture and create and dream of a better future for the organization. While doing this, visionary leaders listen to their employees, are open to communication, respect other people, and appreciate their opinions. The visionary leader displays performance above expectations, delegates authority, assigns responsibilities to his subordinates and includes them into the planning process, thereby spreading the vision throughout the organization, and ensuring the embracement of the vision by the employees (Quigley 1998).

## 2.9. Democratic Leadership

This leadership style is also known as participative leadership, and in the body of literature and in organizations where this leadership style is seen, there is a democracy and centralized management. In contrast to the authoritarian leadership, managerial authority is asked to be shared with the audience by the leader. The leader absolutely seeks advice from subordinates in the processes, such as setting goals and making up plans, and policy. In an organization where a democratic leader exists, all employees are active in the process of creating and implementing decisions. In such organizations, there is harmony and excellent communication between leaders and employees. The leader values the emotions, thoughts, ideas, needs, beliefs, and desires of the employees, and in return, the willingness of the employees to work increases (Lunenburg and Ornstein 2013; Serinkan 2008). Democratic leadership style shows up as a leadership behavior that has been popular in the era when management has been giving importance and focuses on human relations. A good trust relationship between a leader of this style and his followers; in other words, a leader's trust in his followers encourages his subordinates to participate in processes such as determination of organizational goals, plans and policies, organizing, division of labor and decision-making (Şafaklı 2005). Central authority is out of question in democratic leadership style. The leaders and the followers act as one social group. Employees are being informed regarding the situations that affect their work, and they are encouraged by the leader to express their opinions and

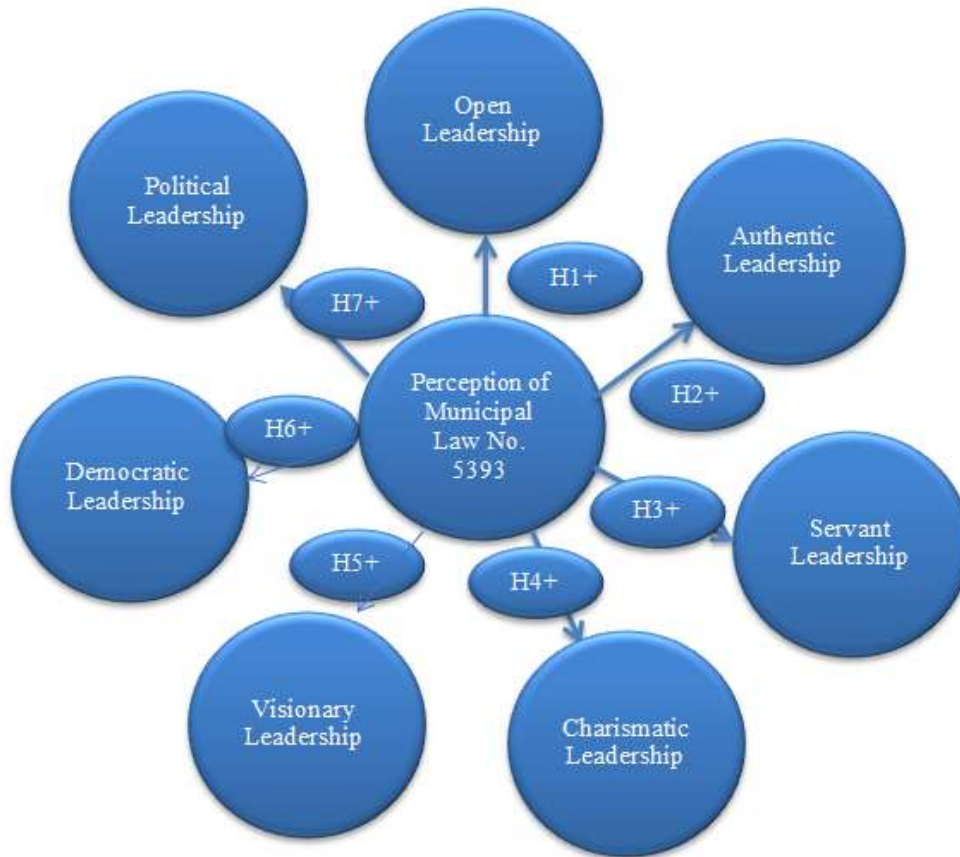
make suggestions. Human relations is very important for democratic leaders. They always support the employee and always desire their participation in making decisions (İbicioğlu et al. 2009). Decisions are taken with discussion by the group and with the contribution of the leader. The scope of the activities is determined during the discussion and so general approaches result. The distribution of work is left to the group, and furthermore, he acts as a group member and tries to be objective in criticisms (Yetim 2000). The leadership characteristic of the mayor which has been foreseen by the Municipal Code is in line with the democratic leadership style. The Mayor, as head of the organization, has to communicate effectively with all staff. It is the responsibility of the mayor to appoint personnel, to assign them in the right positions and to carry out institutional operation without a hitch (Article 38/j). The Mayor also supports the participation of the public in administration through municipal administration support mechanisms, such as City Councils. The City Councils are a civil society, in which the inhabitants of the city stated by Municipal Law are involved. It is included in the law in order to support participation and in order to reflect the views of the public directly to the municipal councils (Article 76). All of the above shows that the mayor's position supports a democratic (participatory) leadership style.

### **2.10. Political Leadership**

Weber defines politics as, “the whole efforts which have been made to join to the power or to influence the division of power, whether between states or between different communities within the same state” (Weber et al. 2006). From this definition, the political leader can also be defined as the person who plans the efforts for joining power or influencing the division of power: a person who organizes and monitors the staff, and who can associate his followers to these efforts. The occurrence of political leadership within today's meaning and function is because of the political systems of the nation-states which were established after the French Revolution. However, considering the characteristics, role, and effectiveness of political leadership from past to present appear to resemble each other, it is important to question the pre-French Revolution era. Within this context, it has been observed that economic, political, and social developments are effective in the transformation of political leadership. Based on Bismarck's definition of politics, politician can be described as the person who sees the possibilities and actively uses them. And also, the political leader can be described as the person who sees the possibilities and uses them to affect the followers and the audience. According to Ecevit, the political leader is the person who is in a trustworthy intermediary position for the continuation of democracy (Ecevit 2004). In fact, interest in leadership, and hence in the field of political leadership, has begun to increase in the Twentieth Century. “In the early 1900s, leadership has been believed to be natural; the research has focused on the distinctive personal characteristics defined by psychologists” (Owen 2007). However, later studies in the field have revealed that leaders were not different from other people. In the 1950s and 1960s, the behavior of leaders began to be studied, especially by behavioral scientists (Owen et al. 2004). Thus, it has been observed that political leadership analyzes are strengthened by the research which is in accordance with the requirements of the era. As Gillian Peele has emphasized, political leadership studies have recently turned into an intellectual field of research (Peele 2005). But still, regardless, the studies, in which political leadership has been examined in theoretical background and has been discussed systematically, have not reached the desired levels. In the study, the reason for comparing local administrators with the political leadership style is because; the mayor, as the responsible person of the institution, organizes, supervises, and monitors the staff, associating the staff with the participation mechanism studies (Article 38/a and 38/k). Therefore, from this aspect, the mayor is a political leader. In the local elections, the votes of his party are evaluated directly by the characteristics of the mayor, such as perception, personal stance, sympathy, and the ability to closely reflect the public in his or her ability to represent. Therefore, as in the qualifications of political leaders, criticisms are pointed directly at the mayor. The post-election success of the mayor leads to prestige within his own party. In this respect, the mayor has a proper stance in accordance with the political leadership style.

### 3. Methodology

In the article, questionnaires collected across Turkey ensured the participation of 188 mayors, evaluated using SPSS 25 software. For the Perception of Municipal Law scale, scale questions were asked about the perceptions of the mayors. Democratic leadership scale, one of the scales used in the research, was used by Derin (2016). The charismatic leadership scale, developed by Buldu (2016), was also used. The Political leadership, Douglas and Ammeter (2004) scale, was used. The Visionary leadership, Sashkin (1996) scale, was used in their work. The scale developed by Walumbwa et al. (2008) was used to measure authentic leadership. The open leadership scale, Polat and Arabacı (2016), was used. The scale in the work of Dennis and Winston (2003) was used to measure servant leadership. The questionnaire was prepared on a 5-point Likert scale. Scale; 1. Strongly Disagree - 5. Strongly Agree.



**Figure 4:** Research Model

### 6. Analysis and Results

Within the scope of the research model, it is aimed to examine the effects of independent variable on dependent variables. First of all, factor analysis and reliability analysis were done, and then correlation analysis was performed to examine the relationships between variables and regression analysis carried out in order to test whether the developed hypotheses were supported.

Factor Analysis: Kaiser-Meyer Olkin (KMO) sample suitability value is 0.912. Bartlett's sphericity test (0.000) explains whether the items of the current scale are related to each other and whether the scale consists of at least one or more subscales. KMO value and Bartlett test show that factor loads are appropriate:

**Table 2: Rotated Component Matrix<sup>a</sup>**

	Rotated Component Matrix <sup>a</sup>							
	Component							
	1	2	3	4	5	6	7	8
PML1. The leadership style, which is open to the public, accessible to the public, and which is intertwined with the public, is important for the local government.	0.850							
PML3. It is important to fulfill their duties with honesty and trust within the framework of ethical rules.	0.815							
PML4. It is the duty of the mayor to take the necessary measures for the peace, well-being, health, and happiness of the people.	0.813							
PML8. It is important to appoint municipal staff and supervise the municipality and its affiliates and businesses.	0.752							
PML2. It is important to support participation and to reflect the public's opinions directly to the city councils.	0.746							
OL5. I encourage employees to share their information with each other.		0.819						
OL6. I encourage employees to improve their leadership skills.		0.785						
OL9. Even if the opinions of the employees of the institution are negative in any subject related to the functioning of the institution, I talk to them.		0.734						
OL7. I talk to the recipients of any issue regarding the functioning of the institution, even if their opinions are negative.		0.715						
AL3. Before making a decision, I analyze the relevant information.			0.755					
AL4. I make decisions based on moral values.			0.713					
AL2. I request feedback to improve interaction.			0.668					
AL5. I accept my mistakes.			0.632					
SL9. I am eager to question my ideas.				0.749				
SL6. I have a strong sense of duty.				0.748				
SL7. I set realistic goals.				0.725				
SL8. I prefer to share authority and power with the employees.				0.707				
PL3. I communicate easily and effectively.					0.786			
PL1. I use connections and networks to do something about solving problems.					0.757			
PL4. I try to show real interest in people.					0.720			
CL2. I believe that I have successfully promoted a common vision with employees.						0.840		
CL5. I encourage new opportunities to assist employees in achieving the set goals.						0.657		
CL6. I support the employees to have the vision of reaching productive ideas.						0.639		

VL4. I describe long-term plans and goals in a way that everyone can understand.	0.763
VL5. Plans about the future create excitement and perseverance in me.	0.748
VL3. When I talk to the employees, I manage to draw their attention to important points.	0.698
DL6. I strive to develop the team spirit with the employees.	0.748
DL2. I prefer to decide on the things to do together by supporting the employees.	0.709
DL1. I ensure that the employees are comfortable with any problems.	0.644

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

a. Rotation converged in 8 iterations.

PML: Perception of Municipal Law, OL: Open Leadership, AL: Authentic Leadership, SL: Servant Leadership, CL: Charismatic Leadership, VL: Visionary Leadership, DL: Democratic Leadership, PL: Political Leadership.

The reliability analysis also explains the consistency of the questions representing the variables. In social sciences, 0.70 and above are considered to be reliable, especially in the field of business administration.

**Table 3: Reliability Analysis**

VARIABLES	Number of Questions	Cronbach Alfa ( $\alpha$ ) Values
Perception of Municipal Law	5	0.761
Open Leadership	4	0.917
Authentic Leadership	4	0.876
Servant Leadership	4	0.864
Charismatic Leadership	3	0.788
Visionary Leadership	3	0.812
Democratic Leadership	3	0.848
Political Leadership	3	0.887

After analyzing the factors and reliability, correlation analysis was conducted to examine the relationships between the variables. Correlation analysis shows the direction and strength of the relationships between the values between -1 and +1 and variables.



**Table 4: Correlation Analysis**

		Correlations							
		Percepti on of Municip al Law	Open Leaders hip	Authentic Leadershi p	Servant Leadershi p	Charismat ic Leadershi p	Visionary Leadershi p	Democrat ic Leadershi p	Political Leadershi p
Percepti on of Municip al Law	Pearson Correlatio n	1	.270**	.406**	.424**	.381**	.287**	.345**	.220**
Open Leaders hip	Pearson Correlatio n	.270**	1	.488**	.424**	.366**	.285**	.426**	.472**
Authenti c Leaders hip	Pearson Correlatio n	.406**	.488**	1	.730**	.672**	.525**	.637**	.279**
Servant Leaders hip	Pearson Correlatio n	.424**	.424**	.730**	1	.802**	.536**	.672**	.273**
Charism atic Leaders hip	Pearson Correlatio n	.381**	.366**	.672**	.802**	1	.599**	.623**	.308**
Visionar y Leaders hip	Pearson Correlatio n	.287**	.285**	.525**	.536**	.599**	1	.521**	.270**
Democr atic Leaders hip	Pearson Correlatio n	.345**	.426**	.637**	.672**	.623**	.521**	1	.285**
Political Leaders hip	Pearson Correlatio n	.220**	.472**	.279**	.273**	.308**	.270**	.285**	1

\*\* Correlation is significant at the 0.01 level (2-tailed).

\*: p<0.05 level Pearson Correlation is significant

\*\* : p<0.01 level Pearson Correlation is significant

It can be concluded that the correlation analysis result is meaningful and positive relationships between variables. After correlation analysis, regression analysis was performed as shown in table 5 in order to analyze the effect of independent variable on the dependent variables within the scope of the research model.

**Table 5:** Regression Analysis

Hypotheses	Standard $\beta$	Sig.	Supported / Unsupported	Level of Significance (Sig.)
<i>H1: Perception of Municipal Law No.5393 positively affects the Open Leadership style of mayors.</i>	<b>.647***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H2: Perception of Municipal Law No.5393 positively affects the mayors' Authentic Leadership style.</i>	<b>.555***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H3: Perception of Municipal Law No.5393 positively affects the mayors' Servant Leadership style.</i>	<b>.706***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H4: Perception of Municipal Law No.5393 positively affects the mayors' Charismatic Leadership style.</i>	<b>.564***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H5: Perception of Municipal Law No.5393 positively affects the Mayor's Visionary Leadership style.</i>	<b>.683***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H6: Perception of Municipal Law No.5393 positively affects the Mayor's Democratic Leadership style.</i>	<b>.545***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>
<i>H7: Perception of Municipal Law No.5393 positively affects the Mayor's Political Leadership style.</i>	<b>.420***</b>	<b>0.000</b>	<b>Supported</b>	<b><i>P&lt;0.001</i></b>

\*:  $p \leq 0.05$ , \*\*:  $p \leq 0.01$ , \*\*\*:  $p \leq 0.001$

As a result of the regression analysis, 7 hypotheses that are tested and developed as a result of the effect of the independent variable on the dependent variables are supported. Hypotheses were also supported in terms of quantitative research as well as theoretically.

#### 4. Discussion

In democratic leadership, responsibility for control and decision making has been shared with more than one person during the group's self-management. Many leadership theories give importance to communication with stakeholders within the leadership environment, but follow a hierarchical structure involving leaders and followers. On the contrary, democratic leadership gives importance to all stakeholders at the same level as it values the guidance and driving force that emerge from the group (Wood 2005). Especially, democratic leaders work on the relations of groups rather than the structure of organizations. Democratic leadership supports a free society with innovations (Bursalıođlu 1991).

In Article 38 of Law No. 5393, democratic leadership is emphasized regarding the responsibilities that mayors have to fulfill. It also reflects the democratic leadership style towards the society within the external stakeholders and the importance of charismatic leadership style. Overwhelmingly, Today's theories regarding charismatic leadership have been strongly influenced by the ideas of sociologist Max Weber. The word charisma means "a sacred gift" in ancient Greek, such as creating miracles or knowing the future. Weber (1947) has used this term in order to describe a form of influence, which is not based on formal and traditional authority, but based on the perceptions of the followers that the leader had extraordinarily bestowal qualifications.

According to Weber, charismatic leadership is a leadership style which shows up in crisis environments and which is seen in people who have extraordinary qualifications and strong personality characteristics (Yukl 2009). Such leaders have strong personality characteristics, such

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as self-confidence, courage, admiration, persuasion and motivation (Çelik and Sünbül 2008). In the provinces/districts where mayors are assigned, a charismatic leadership style comes to the forefront in persuading and motivating both internal and external stakeholders. At the same time, the importance of both democratic and political styles shows up in order to equally approach stakeholders. Mayors should also influence stakeholders with their future steps, along with their visionary perspectives. Visionary leadership is to set concrete, realistic objectives that can affect people and trigger them to action and to share these goals with people around them, and additionally, to take precautions against foreseeable future negativities (Erdoğan 2002). Visionary leaders are the ones who are taking decisions about the future together with their employees, working with them, creating a strong organizational culture throughout the organization that will motivate employees and increase productivity of the employees to top levels, and at the same time is aware of change and development (Ehtiyar and Tekin 2011). Visionary leadership can vary considerably from leader to leader. The leader's style may vary depending on the core of the leader's vision and the content on which it is rooted. The essence of vision can focus on product or service, market, process, organization or ideals (Westley and Mintzberg 1989).

Within the scope of the research, the leadership styles that mayors should have, according to the Municipal Law, were analyzed together with the surveys. For future studies, and with the new laws and legislations that will take place in local governments, it may be possible that different leadership styles will come to the forefront. Also, local government law and leadership styles should be culturally evaluated. Extensive research is needed regarding the leadership styles of mayors in local administrations, based on cultural life, customs, and traditions. Therefore, studies revealing cultural differences regarding leadership styles should be carried out.

## 5. Conclusion

The radical and continuously emerging managerial, social, political, and technological changes and developments in the world and within our country have left the classical management approach and practices inadequate and ineffective in responding to the requirements of the management of organizations and institutions. As a matter of fact, the concepts of management and leadership, which were also examined within the classical management approach, have been the main subject of examination during the historical process; furthermore, within recent years, new leadership theories have been developed and diversified and these concepts have been reinterpreted.

The leader develops oneself, becomes open to social developments, develops his world of feelings and thoughts through his experience and accumulation, therefore providing the creation of the vision by giving a new perspective to the world. Today, economic, social, and technological developments change the role and scope of the state. When these developments are examined, the need of the state "to be effective" becomes evidently clear. Indeed, in our era, one of the most important functions of the state is its effectiveness. The heaviest task to ensure this activity is for the public administrators' who work in public institutions, where the state is embodied. The rapid increase in population also naturally leads to an increase in the number of people who receive services from public institutions. The necessity to implement more micro-scale, local compatible policies to main subjects (such as education, health, and public works where macro policies are being implemented) has arisen with the increase in civil rights and awareness, making "service quality" a basic measure of effectiveness. Here, the most important tool to ensure this activity is the leader and leadership approaches.

The most important point for public administration is that people establish their relations with the state by confronting the officials at all levels and especially with public administrators. In the eyes of the public, these officials are the state itself. Within the attitudes and behaviors of these officials, the feelings of the people are directly led towards the state. In this respect, public managers have to serve as a model, not only in their own institutions but also for all the people and

citizens whom they serve and whom they are responsible for. At this point, the manager's greatest support is the management approach, and Municipal Law No. 5393 is one of the basic laws adopted as a result of local government reforms carried out in Turkey in the 2000s.

In this study, the duties and responsibilities of the mayor and types of leadership were mutually analyzed within the scope of the law. Considering the cultural and social dynamics, the expectation of the public for each mayor is actually to fulfill his duty as a leader. The aim of this study is to determine to what extent this expectation imposes a leadership role on the mayor within the scope of current law. When the duties in the law and the characteristics attributed to the mayor were examined, it has clear that the mayor should emulate an Open, Authentic, Servant, Charismatic, Visionary, Democratic and Political leadership style. In addition to this, for mayors who want to serve their fellow citizens with also their leadership qualities, the leadership styles are defined within the legal legislation. In the future, it is expected that this study will strengthen the mayor's leadership skills and support them with other leadership styles, by shedding light on possible legal regulations.

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