

THE POWERS AND ACTIVITIES OF THE ADMINISTRATION IN THE FIELD OF ECONOMICS AN ANALYSIS OF THE ECONOMIC DIMENSION OF PUBLIC ORDER

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ABSTRACT

As a social being, human prefers to live in security and peace within a certain order. For the state, public order has taken its place as an indispensable concept, and legally, it has become an essential term in all fields. This study examines the economic dimension of public order by investigating the legality, limits, and scope of state interventions. With the development and transformation of economic rules worldwide, the concept of economic public order has emerged. The relationship between economic public order and public interest has been analyzed through determining factors such as tax policy, economic crises, competition law, income distribution, and state intervention. On the other hand, the study emphasizes how current dynamics such as digitalization, green and sustainable development, and global security policies have changed economic public order. It reveals how significant economic public order is in ensuring and protecting the public interest. The study was prepared using the research method based on literature review and conceptual analysis.

Keywords: Public order, state intervention, economic public order, public interest, economy.

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UDK: 351.75:336.1

Declaration of interest:

The authors reported no conflict of interest related to this article.

1. Introduction

As a social being, the human prefers to live in communities. For individuals living within a society, feeling safe is one of the most essential elements. Therefore, ensuring social order and unity, and enabling people to live in security and peace, is of great importance. At this point, public order emerges as an indispensable concept. Although public order is defined as a legal term and has found a place in every field of law, no precise definition has yet been established. The concept may vary across societies and over time. For this reason, the notion of public order dates back to ancient periods and is considered one of the most significant instruments of administrative law.

While public order in the past constituted the principal element ensuring the sustainability of the state, today this definition has evolved into what is known as economic public order, due to the emergence of its economic dimension. With technological developments, globalization, and sustainable economic policies, it has become evident that the economy does not operate solely through its own internal dynamics. In addition, the state, as an administrator, is expected to act with a regulatory, supervisory, and protective role while also safeguarding the public interest. Consequently, the protection of the public interest has become a requirement within the scope of economic public order. This situation has legitimized the state's intervention in the economic system. Economic crises, the pandemic, and green transition processes in particular have demonstrated the indispensability of state intervention.

The aim of this study is to examine the economic dimension of the concept of public order and to analyze the justifications, instruments, and limits of administrative intervention, while also revealing its relationship with the public interest and identifying the factors that influence economic public

order today. In this context, elements such as tax policies, competition law, economic crises, income distribution, and state intervention are discussed. All these issues indicate the extent to which administrative intervention is appropriate. The study employs a normative method and examines national and international literature, legislation, and academic publications on the subject. Through descriptive and conceptual analysis, the theoretical and practical approaches to the economic dimension of public order are presented.

In the study, the economic dimension of public order is not explained solely as a theoretical concept. It also demonstrates the necessity of administrative intervention in economic conditions. Therefore, while the economic dimension of public order is examined through a normative legal analysis, administrative intervention has been systematically evaluated.

As a problem definition, The study seeks to answer whether administrative intervention is necessary to ensure the public interest within the economic dimension of public order, particularly as the economic system evolves over time. The instruments, limits, and elements employed by the administration in carrying out this function are evaluated within this scope.

The aim and scope of the study the study examines how public interest can be maintained through the supervisory and regulatory role of the administration in ensuring economic public order without undermining the principle of legal certainty. It also aims to emphasize that economic public order can be ensured through administrative interventions that do not exhibit a disproportionate or unbalanced character.

2. Method and Methodology of the Article

This study is a normative legal analysis that examines the economic dimension of public order in terms of administrative powers and activities. It explains the theoretical development and legal nature of public order as a concept, while also evaluating the social, economic, and political processes related to its economic dimension. In conducting this evaluation, the concepts of administrative law—such as the public interest, the regulatory and supervisory role of the administration, and the legitimacy of state intervention—are examined within a legal framework.

A normative method has been employed in the study. The research is analyzed through national and international literature, legislation, and academic publications. Within the scope of descriptive and conceptual analysis, both theoretical and practical approaches to the economic dimension of public order are presented. The study explores the economic dimension of the concept of public order and evaluates the processes and transformations of administrative influence.

While analyzing the economic dimension of public order, the study aims to identify the instruments, purposes, and limits of administrative intervention in the economy. The effects of the administration's regulatory and supervisory functions are examined in the context of factors such as economic crises, income distribution inequalities, competition violations, and sustainable development. Accordingly, the study seeks to reach the conclusion that administrative intervention in the economic order may be necessary.

3. Discussion and Results

3.1. The Relationship Between Public Order and the Economy

3.1.1. The Concept of Public Order

From ancient times to the present, people have desired to live particularly in security and peace. The primary responsibility for ensuring this security belongs to the state. The state establishes the legal system through the rules of law it enacts. This system ensures public order within society, allowing individuals to live in peace, tranquility, and security. Therefore, the maintenance of public order is considered the fundamental reason for the state's existence (Çolakoğlu Kaplan, 2024, pp. 1030). The concept of public order (*ordre public*) was first used in the 1789–1791 Declaration of the Rights of Man and of the Citizen. The Declaration stated that no one shall be oppressed for their views and beliefs as long as they do not disturb public order (Afanasyeva, 2012, pp. 32–33). It is possible to encounter this concept in every branch of law. However, public order appears more prominently in public law as its core characteristic. In constitutional law, it constitutes a legitimate purpose restricting fundamental rights and freedoms, while in administrative law, ensuring public order is among the primary functions of the administration. Through law enforcement authorities, the administration is responsible for maintaining and preserving order by safeguarding elements of security, well-being, and public health (Uğur, 2022, pp. 875). In ensuring public order, the administrative police must limit individuals' fundamental rights and freedoms in accordance with proper legal procedures. For this reason, a balance between liberty and public order must be observed (Oğurlu, 2002, pp. 70–71).

The administrative police function consists of interventions carried out to prevent actions that may harm public order, such as defects, crimes, or

legal violations, or to prohibit such acts. Police activities are conducted either to maintain public order or to restore it when it has been disrupted (Özkan, 2009, pp. 92).

As one of the fundamental concepts of law, public order manifests itself especially in administrative law and criminal law, since ensuring and protecting social order, preventing crimes, and imposing sanctions are directly related to public order. The concept may vary from country to country and even within the same society over time. Therefore, it does not have a precise or fixed definition. Every element that serves the benefit of society may fall within the scope of the concept. Because public order exists in both public law and private law, subcategories such as economic public order, environmental public order, and social public order have emerged (Orer, 2015, pp. 366–367).

3.1.2. The Concept of Economic Public Order

Economic law first emerged as a concept in the 20th century. It has generally been defined as the coordination of economic activities and is expressed as the entirety of legal rules concerning the economic sphere. While economic law has taken its place as a new field, the originality and specificity of the rules within this area have become more apparent, leading to an interdisciplinary and comparative approach (Perçin, 2010, pp. 280–281). In a broader sense, economic law is also defined as the body of rules that encompass the entirety of economic life and regulate material interest relations among individuals. Economic law is considered, in part, an extension of commercial law; however, its fundamental basis is the enterprise. Whether within public law or private law, economic law consists of the rules applicable to enterprises. Therefore, it outlines legal relationships concerning the functioning and structure of enterprises, their relations and cooperation with other enterprises and with the state, law

enforcement activities, and the management of the economy (Tan, 2021, pp. 17).

The increase in commercial and economic activities in economic life has also led to a rise in unlawful actions. Thus, it is important to safeguard both individual and public interests within the economic order. In economic public order, models such as mixed economy, planned economy, and free-market economy exist, although the most widely adopted model around the world is the free-market economy. In this model, the state has gradually abandoned interventionist tendencies and has assumed a regulatory and supervisory role instead (Avcı, 2021, pp. 341–342).

In fact, administrative intervention in economic life dates back to ancient times. Such intervention was carried out by administrative policing activities aimed at preserving order. However, in subsequent periods, as it became clear that the market mechanism does not operate autonomously, the state found itself compelled to intervene in, guide, and participate in economic life (Tan, 2021, pp. 32).

In contemporary economic and financial markets, the existence of effective supervisory mechanisms and deterrent sanctions is essential to ensure their secure and healthy functioning. Since the damages arising from the economic activities of individuals and enterprises may also cause significant harm to the national economy, protecting public order has become one of the administration's primary responsibilities. To fulfill this responsibility, the administration must carry out the necessary supervision by maintaining relationships with individuals and enterprises. Accordingly, in the legal system of our country as well as in other legal systems, the administration ensures the maintenance and continuity of public order through institutions that monitor and supervise economic

activities. These institutions exercise economic administrative police powers by “issuing permits,” “imposing sanctions,” and “prohibiting certain actions,” thereby regulating the financial and capital markets and preventing potential harm. By reducing emerging risks, economic public order is preserved (Avci, 2021, pp. 342).

Economic order and the public interest are linked to the efficient and effective allocation of scarce resources used in the production of goods and services for society. The use of scarce resources is governed by market mechanisms. Thus, when scarce resources are not managed optimally, market failure occurs. When such failure arises, one of the methods to ensure the efficient use of these resources is administrative regulation. Administrative regulations are considered relatively more effective than other mechanisms in preventing market failures (den Hertog, 2010, pp. 5–6).

In this respect, the state may intervene in the economic order either through regulation or by directly providing services. The state exercises its regulatory authority first through the legislature and subsequently through the administrative regulatory actions of the executive. Under today’s free-market conditions, the administration predominantly occupies a regulatory and supervisory role as an impartial arbiter. This approach is based on the understanding that one cannot be both a player and a referee in the same game. Administrative bodies that perform regulatory functions separately from the central political authority aim to protect fundamental rights and freedoms, safeguard public welfare, and maintain a healthy competitive environment (Okay, 2009, pp. 151–153).

3.2. The Relationship Between Economic Public Order and the Public Interest

The concept of public interest is regarded as a notion that is difficult to define due to its content, nature, essence, and manner of use. Nevertheless, the term is expressed through several definitions. Public interest appears as a concept that brings together the collective values of a society living together—such as justice, security, well-being, and order—within a common framework. It is particularly associated with the values of justice and order, in which legal principles are emphasized. From a liberal perspective, public interest is defined as a shared common benefit of the community. In this definition, services such as health, education, security, and justice—which individuals cannot obtain individually—are provided by the administration within the understanding of the social state. Another definition suggests that public interest sometimes protects the interests of an individual and sometimes those of a majority, functioning as a balance between the benefits of the individual and the majority. On the other hand, public interest has also been defined as the notion of “superior interest,” which directly or indirectly prioritizes the welfare of society as a whole (Uyanık, 2013, pp. 6–12).

When examining the relationship between economic public order and the public interest, it becomes clear that state intervention is necessary for the maintenance of public order. Economic public order functions as an instrument through which the public interest is realized. For this, economic life must be orderly, secure, and stable. As observed during global financial crises, state intervention has become inevitable even in liberal economies. The state intervenes to eliminate potential adverse developments in the markets and, when necessary, exercises regulatory authority while safeguarding the public interest. In addition to protecting

the public interest, state intervention ensures that markets operate in an orderly and stable manner (Erkan & Demircioğlu, 2010, pp. 111–118).

3.3. The Elements That Determine the Economic Dimension of Public Order

The need for the state to intervene in the economy arises from the obligation to establish and maintain public order. The justifications for such intervention differ between developed and developing countries. In developed countries, intervention primarily aims to ensure a free competitive environment and to eliminate potential adverse situations. In developing countries, however, state intervention emerges mainly to establish and preserve public order. In addition to this, ensuring economic development and protecting consumers are also among the objectives of state intervention (Orer, 2015, pp. 375).

3.3.1. Tax Policies and Fiscal Regulations

Tax policies and fiscal regulations, which are among the primary elements determining the economic dimension of public order, constitute essential instruments for ensuring the sustainability of state revenues and expenditures as well as economic stability. Taxes are regarded as the revenues of the state. Especially after the 1974 oil crisis, the impact of the state on economic life became evident, leading to considerations of reducing public expenditures, tightening the money supply, and lessening the tax burden on citizens. Tax policies vary according to the economic strength of countries, and tax systems also differ depending on levels of development. In developed countries, taxes are predominantly collected through direct taxation, whereas in less developed countries, they are mainly collected through indirect taxes. Therefore, the distribution of

public revenues directly affects the economic order (Kargı, 2007, pp. 69–71).

3.3.2. Competition Law and Market Order

Competition lies at the foundation of a market economy. In order to ensure market stability and protect competition, general restrictions and prohibitions are established through competition laws and competition law regulations. Today, the state also exerts influence on economic life through intervention instruments that fall outside the rules of competition. The state may intervene in the economic order under the name of regulation beyond the scope of competition law. When competition law and regulatory measures conflict, which rule prevails varies across countries. While regulatory measures take precedence in the United States, competition law is prioritized in EU member states. In Türkiye as well, competition law is applied as the primary framework (Demiröz, Sarıççek, & Şahin, 2014, pp. 4–9).

The role of competition law in ensuring equality, justice, and welfare within the economic order has led to the view that state intervention should occur only when market balances deteriorate. However, state intervention has become inevitable in order to prevent issues such as monopolization, the expansion of market mechanisms, and the political power of dominant firms, which arise from increasing economic transactions. Therefore, markets cannot be left entirely to their own dynamics; instead, competition law and market regulations function as balancing mechanisms for both commercial and social life (Lianos, 2020, pp. 4–12).

3.3.3. Social Welfare and Income Distribution

In a society where perfect competition prevails, income distribution may still be unjust, causing a large portion of the population to live in poverty.

Therefore, the state must ensure a fair income distribution and enhance the level of social welfare. Through progressive taxation — imposing higher taxes on those with higher incomes and lower taxes on those with lower incomes — the state may increase its revenues to finance public expenditures (such as education, pensions, and unemployment benefits) and reduce inequalities in income distribution. It is essential to protect the bargaining power of workers in determining wages; otherwise, productivity decreases, and social welfare declines. A deteriorating income distribution leads to increased crime rates, poverty, and social unrest. With state intervention, fair income distribution enhances social welfare, economic stability, and societal development (Akın, 2015, pp. 20–23).

3.3.4. Protection of Public Order During Crises

Crises are difficult to avoid and predict. During such periods, it is crucial for the administration to preserve public trust, maintain the continuity of public authority, and ensure stability. Through communication strategies implemented in times of crisis, the negative effects of economic downturns are minimized by strengthening communication between public institutions and the public, thereby preventing potential problems (Aydın & İnce, 2024, p. 36). Fiscal policies are the means by which governments intervene using public expenditures, taxation, and borrowing instruments. Therefore, during crisis periods, the state seeks to re-establish economic order through fiscal and monetary policy tools (Şen, Tabar, & Tokatlıoğlu, 2018, p. 10).

3.3.5. Economic Security and Social Stability

Economic security is defined at both national and international levels. At the national level, economic security depends on individuals' adequate

income, their ability to save, and the presence of safeguards such as pension systems. In this regard, the stability of the broader social and economic environment plays a crucial role. Crisis situations undermine individuals' economic security and lead to the deterioration of public order. At the international level, economic security involves risks such as dependence on external economic conditions and vulnerability to foreign interventions. Such vulnerabilities may weaken national economic security and consequently disrupt public order (Civanoğlu, 2022, pp. 364–365).

3.3.6. State Interventions (Price Controls, Market Supervision, Subsidies)

The state undertakes various interventions to preserve public order by ensuring price stability, protecting consumers, and promoting production. Price control, one of these intervention tools, involves determining or limiting the price of a good or service. Through this method, minimum and maximum price practices are applied. A maximum price is imposed to protect consumers by setting the highest allowable market price. Another tool for maintaining economic order is taxation. Taxes constitute state revenues and also impose obligations on both sellers and consumers. Subsidies, in contrast to taxes, create an opposite effect by providing payments to producers, thereby increasing their income, and lowering the price that consumers must pay, ultimately contributing to market equilibrium (Eruygur, 2011, pp. 1–9).

3.4. The Role and Instruments of the Administration in Economic Public Order

The administration employs regulatory, supervisory, consultative, and sanctioning functions to ensure economic public order. The regulatory function consists of rules and regulations introduced by the administration

to govern economic and social life independently from political authorities and their interventions. It involves establishing the “rules of the game” in specific activities and sectors. Through these regulations, the administration aims to protect consumers against high prices, increase efficiency in production, maintain competition, and set standards for market conditions. By carrying out necessary inspections and applying sanctions, the administration ensures compliance with these established rules (Tepeli, 2024, pp. 1025–1027).

Independent administrative authorities, which play a role in maintaining economic public order, are public legal entities with administrative and financial autonomy. They conduct essential regulatory and supervisory functions, particularly in sectors such as finance, food, human rights, communications, energy, and competition. Operating outside the framework of classical administration, these authorities function in technical and specialized fields and remain insulated from political influence. They play an effective role in ensuring social and economic order and safeguarding the public interest (Tepeli, 2024, pp. 1031–1033).

One of the instruments used by the administration to preserve economic public order and ensure that markets function in a sustainable, competitive, and fair manner is public procurement law. This field reflects the regulatory and supervisory authority of the state in its role as an arbitrator. Public procurement law aims to ensure the efficient and effective use of public resources. Moreover, principles applied during procurement processes—such as transparency, competition, fair administration, and the efficient use of resources—demonstrate its regulatory character. The principle of competition prevents monopolization in markets, while the principle of equality guarantees that all participants compete under the same conditions. Efficient use of

resources enables public expenditures to be carried out appropriately and effectively (Gök, 2010, pp. 12–13).

Another effective instrument used by the administration to ensure public benefit and maintain public order is the public–private partnership (PPP) model. PPP is a long-term partnership model in which the public and private sectors cooperate in the provision of public services, sharing resources and risks. It became widespread globally after the 1980s. PPP models generally take the forms of “build-operate-transfer,” “transfer of operating rights,” and “build-rent-transfer.” Regardless of the model, the state continues to maintain responsibility and oversight over service quality and costs. In Turkey, PPPs are commonly used in the transportation, education, and health sectors. The PPP model enables more efficient use of resources and allows the public sector to benefit from private-sector expertise. However, when establishing these long-term partnerships, it is essential to ensure proper contract planning, oversight of services, transparency, and effective financial reporting; otherwise, adverse outcomes may arise (Eriçok, 2022, pp. 634–641).

3.5. Contemporary Challenges and the Transformation of Economic Public Order

In contemporary economic public order, the influence of the digital economy and artificial intelligence is particularly significant. Algorithmic mechanisms, defined as ranking systems, determine the order in which goods and services are presented to consumers on online platforms. In digital economies, this system strongly influences users’ choices regarding which goods and services they select. Consequently, major platforms that employ such systems occupy a more dominant position in the market. Research indicates that these systems have substantial effects on consumer behavior (Hacker et al., 2023, pp. 3–6). The European Union

(EU), through Regulation (EU) 2019/1150 (Platform-to-Business Regulation – P2B), aims to promote fairness and transparency for business users of online intermediation services. The European Commission has issued guidelines containing various requirements for providers of online intermediation services. These guidelines ensure the provision of accurate information by platforms, thereby facilitating consumer access to high-quality goods and services. By prioritizing transparency and fair implementation, the guidelines seek to safeguard the public interest (European Commission, 2020).

Within the framework of the green economy and sustainable development, the concept of public interest in the traditional PPP model focused on risk and financing partnerships, whereas modern green public-private partnerships emphasize environmental sensitivity, social equity, and the principles of the green economy. Green PPPs highlight areas such as water management, green building operations, urban mobility, greening initiatives, and renewable energy. Economic public interest, in this context, aims not only at developing infrastructure but also at advancing projects in accordance with environmental principles (Owojori & Erasmus, 2025, pp. 2–5).

During the pandemic period, state intervention became essential to maintain and stabilize the economy. Governments were compelled to intervene in issues the markets could not independently resolve. Through regulatory actions, the state acts to protect the public interest by preventing the private sector from exploiting the public purely for profit. Since the private sector cannot ensure security in situations such as retirement, unemployment, or pandemics, the administration assumes an insurer-like role in crisis periods. Public support mechanisms played a central role during these times. In maintaining economic public order, the

state's role in correcting market instabilities, enhancing research and development, and narrowing scientific gaps with other countries has been crucial for sustainability (Stiglitz, 2021, pp. 5–6).

Regarding global economic public order and national public order, economic matters were distinguished from national security policies after World War II. Following the Cold War, this distinction gradually diminished, and national security policies became more aligned with economic rules. After the 1990s, global economic rules began to exert increasing influence over national regulations. This shift also led national security policies to adapt, thereby legitimizing the state's economic measures. Moreover, the modern understanding of national security incorporates non-state actors such as cyber threats and organized crime networks, prompting the administration to employ economic sanctions. This situation results in the restriction of national economic order on the grounds of security (Heath, 2020, pp. 1031–1041).

4. Conclusion

As a social being, humans have managed to live in safety within society, attaining this security through the existence of the state. The ability of people to live in peace, tranquility, and security has been associated with the concept of public order. Everything that serves the public interest falls within the scope of public order. Since this enduring concept has varied across countries and over time, it has never been precisely defined. The legal system established by the state to maintain order encompasses all areas of law — especially public law. The administration is capable of carrying out law-enforcement actions to protect or re-establish public order. However, in doing so, a balance between freedom and public order must be maintained. Because public order finds its place in every field, the concept of economic public order has emerged, especially under

today's conditions marked by increasing technological development and economic activities.

As economic activities and commercial life have expanded, the state has been forced to consider the public interest in the face of illicit situations and to intervene to prevent harm to society and the nation. Particularly during global financial crises, pandemics, and green-transition processes, the necessity and appropriateness of state intervention have become evident. Today, the state often plays a regulatory and supervisory role, ensuring economic public order through various institutions and instruments. Such interventions must be conducted in accordance with the rule of law, in a balanced manner that respects the public interest and avoids arbitrariness.

Recent developments—especially in digital economy, sustainable development, and the green transition—make it imperative for the state to intervene at both national and global levels. All these developments form not only the basis for economic public order but also the foundation for green economy and sustainable development.

In particular, the new international standards brought by circular economy and green transition will require more state interventions in markets. However, these interventions must be strengthened with legal grounds, transparency, accountability, and public interest in mind to keep economic public order legitimate. Consequently, economic public order will enable the protection of the public interest not only in the economic domain, but in almost every area.

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