

RURAL AREA DEFINITION AND EXAMINATION OF SPATIAL
DISTRIBUTION OF RURAL DEVELOPMENT PROJECTS IN TURKEY: CASE
STUDY OF IPARD IN ANKARA

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DISTRIBUTION OF RURAL DEVELOPMENT PROJECTS IN TURKEY:
CASE STUDY OF IPARD IN ANKARA**

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ABSTRACT

RURAL AREA DEFINITION AND EXAMINATION OF SPATIAL DISTRIBUTION OF RURAL DEVELOPMENT PROJECTS IN TURKEY: CASE STUDY OF IPARD IN ANKARA

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The concept of “rural” and definition of “rural area” had been controversial since they appear on the literature. Even though rural has been assumed as the opposite of the urban for a long period of time, these two terms are not the opposite but the complementary terms. Therefore, rural development is not an effort to transfer rural areas into urban. Moreover, rural area definition has been evolved by governments, international organizations, and academicians throughout the time. Consequently, development of rural areas has always been problematic because of various reasons including problems about the definition of rural area.

Rural development studies and efforts have been made since the establishment of the Turkish Republic and rural areas have been defined by administrative borders and population for long years in Turkey until Turkey’s European Union Candidacy announcement. On one hand, “Law on Amendment of Some Law and Decree Law via Establishment of Metropolitan Municipality in The Fourteen Provinces and Twenty-Seven Districts” has been issued and metropolitan cities have their villages changed into neighborhoods and rural areas at metropolitan cities have lost their legal status since 2012. On the other hand, IPARD, EU’s structural funds for rural

development of pre-accession countries, has been implemented in Turkey since 2011. Ankara, which is the capital city of Turkey, is one of the beneficiaries of IPARD and has its villages transferred into neighborhoods and lost their legal status. In this context, there is an uncertainty about rural area definition and spatial allocation of IPARD projects regarding to rural and urban area definitions. Main purpose of this thesis is to find out the spatial distribution of IPARD projects in Ankara, reasons of this distribution, relation of this distribution to definition of urban and rural, and the status of these projects by analyzing projects according to districts of Ankara and by contacting relevant authorities and beneficiaries.

Keywords: Rural Development, IPARD, Rural Classification

ÖZ

KIRSAL ALAN TANIMI VE TÜRKİYE'DE KIRSAL KALKINMA PROJELERİNİN MEKANSAL DAĞILIMININ İNCELENMESİ: IPARD ANKARA ÖRNEĞİ

Elibol, Banu
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Kır kavramı ve “kırsal alan” tanımı literatürde belirlediği günden beri tartışmalı olmuştur. Her ne kadar kır, uzun bir süre kentin tam zıttı olarak kabul edilse de, iki kavram birbirinin zıttı değil, tamamlayıcıdır. Bu sebeple, kırsal kalkınma, kırsal alanları kentsel alanlara döndürmek üzerine bir çaba değildir. Ayrıca, kırsal alan tanımı; devletler, uluslararası kuruluşlar ve akademisyenler tarafından zamanla geliştirilmiştir. Sonuç olarak, kırsal alanların kalkınması kırsal alan tanımında karşılaşılan sorunlar dâhil olmak üzere birçok sebepten ötürü her zaman problemlili olmuştur.

Kırsal kalkınma çalışmaları ve çabaları Türkiye Cumhuriyeti’nin kurulduğu günden beri gündemdedir ve Türkiye’nin Avrupa Birliği Adaylık sürecine dek Türkiye’de kırsal alanlar uzun yıllar boyunca idari sınırlar ve nüfus büyüklükleri üzerinden tanımlanmışlardır. Bir taraftan, 6360 sayılı “On Dört İlde Büyükşehir Belediyesi Ve

Yirmi Yedi İlçe Kurulması İle Bazı Kanun Ve Kanun Hükmünde Kararnamelerde Değişiklik Yapılmasına Dair Kanun” çıkarıldı ve 2012 yılından beri büyükşehirlerdeki köyler mahallelere dönüşmüş ve büyükşehirlerdeki kırsal alanlar

yasal statülerini kaybetmiş durumdadır. Diğer taraftan, AB'nin katılım öncesi ülkelere sağladığı kırsal kalkınma için yapısal fonu olan IPARD 2011'den bu yana Türkiye'de uygulanmaktadır. Ankara, Türkiye'nin başkenti olması ile birlikte, IPARD yararlanıcılarından biridir ve köyleri mahalleye dönüşerek yasal statülerini kaybetmişlerdir. Bu bağlamda, kırsal alan tanımı ve kırsal ve kentsel alan tanımlarına ilişkin olarak IPARD projelerinin mekânsal dağılımında bir bilinmezlik bulunmaktadır. Bu tezin ana amacı, IPARD projelerinin Ankara'da mekânsal dağılımı, bu dağılımın nedenleri ile projelerin durumlarını, bu dağılımın kır ve kent tanımıyla ilişkisini, projeleri Ankara'nın ilçelerine göre analiz ederek ve yetkili otorite ve proje yararlanıcılarıyla irtibat kurarak bulmaktır.

Anahtar Kelimeler: Kırsal Kalkınma, IPARD, Kırsal Sınıflandırma

To all warrior women

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LIST OF ABBREVIATIONS

ABBREVIATIONS

ARDIS: Agriculture and Rural Development Support Institution

CAP: Common Agricultural Policy

CEEC: Central and Eastern European Countries

CORINE: Coordination of Information on the Environment

EURATOM: European Atom and Energy Community

ECSC: European Coal and Steel Community

EEC: European Economic Community

FAO: Food and Agriculture Organization

IPARD: Instrument for Pre-accession Assistance - Rural Development

JICA: Japan International Cooperation Agency

LEADER: Links between the rural economy and development actions (Liaison Entre Actions de Développement de l'Économie Rurale)

MAKS: The Spatial Address Registration System

NRDS: National Rural Development Strategy

OECD: Organisation for Economic Co-operation and Development

PSRDI: Program to Support Rural Development Investments

RDP: Rural Development Plan

SAPARD: Special Accession Programme for Agriculture and Rural Development

TURKSTAT: Turkish Statistical Institute

VAT: Value Added Tax

CHAPTER 1

INTRODUCTION

1.1. Subject of the Research

Concepts on “rural” have always been controversial and ambiguous. From the first day they appear on literature, it was hard to define what rural is. Consequently, rural development is a goal which is hard to achieve.

Majority of the people are still living at rural areas. Sustainability of rural areas are significant for food security, conservation of natural resources and sustainability of urban areas. Since Treaty of Rome, agricultural policy was very important in European Union, because rural development was accepted as synonym for agricultural development. After Eastern Enlargement, the emphasis has shifted on rural development and the one of the strongest policies of Union, Common Agricultural Policy has included “Rural Development” as second pillar.

In Turkey, agriculture was very important since the establishment of the Republic. Since the planned period, Five Year Development Plans have devoted a significant part to agriculture and rural development. After announcement of EU Candidate Membership, rural development policies in Turkey has gained importance and legal documents have started to be published since then. On the way to EU Membership, Turkey has been conducting structural improvements and adapting its legislation to EU. In order Turkey to become a Member, it should strengthen its institutions and their structure. One of the areas which should be improved is 11th Chapter: Agriculture and Rural Development. Before joining EU, Turkey should accomplish development at rural areas and agriculture. Instrument for Pre-accession Assistance - Rural Development (IPARD) is one of the tools for development. IPARD has been applied in Turkey since 2011. In this regard, definition of rural areas in Turkey is

significant in order to implement rural development projects successfully. Definition of rural areas has been made based on population and administrative units until 6th of December, 2012. “Law on Amendment of Some Law and Decree Law via Establishment of Metropolitan Municipality in The Fourteen Provinces and Twenty-Seven Districts” entered into force and status of villages and town in these fourteen provinces and other sixteen Metropolitan Municipalities, which has the same status before the law, has been abolished. Legally, there is no rural administration within the boundaries of these thirty Metropolitan Municipalities and all neighborhoods are accepted as “urban”. In order to solve the confusion arising from this gap, Turkstat have been conducting a work on Revision of Rural / Urban Definition since 2014. However, the completion of this project is depend on the completion of The Spatial Address Registration System (MAKS) Project which is carried out by the Ministry of Interior. While studies on this subject are ongoing, a recent study has been published. Sarı, Gökyurt and Doğan (2019) have tried to analyze the relationship between urban functions and population density in order to measure urbanization level of districts in Turkey.

Ankara is one of Metropolitan Municipalities in Turkey which has no “rural areas” legally. Moreover, Ankara is one of the provinces where IPARD is implemented. According to the research of Sarı, Gökyurt and Doğan (2019), Ankara indicates dominant rural characteristics. This thesis will analyze distribution of IPARD projects according to classification of Sarı, Gökyurt and Doğan (2019), the reasons behind this distribution and the current status of the projects.

1.2. Aim of the Research

As mentioned above, rural development is a controversial area. Last century, spatial policies was focused on urban areas and industrialization. Migration to urban from rural areas was one of the main problems to be solved. Efforts was on transforming rural areas into urban areas. This tendency was so strong that migration to urban areas has increased and population at rural areas has decreased. Consequently, rural areas

became less densely populated areas. Therefore, food security is at risk and pressure on urban areas have been increasing day by day.

Historically, first rural development policies was on agriculture. After 2000's, rural development policies became more comprehensive in EU and Turkey. Especially after Eastern Enlargement of EU, the emphasis has shifted on rural development and the one of the strongest policies of Union, Common Agricultural Policy has included "Rural Development" as second pillar because Eastern Enlargement encompasses the Countries in Central and Eastern Europe which are mostly rural countries. As an EU Candidate Member, Turkey is expected to converge national policies to EU policies. However, as mentioned above, Metropolitan Municipalities of Turkey has no rural areas legally. Having been implementing IPARD, Ankara has no legal rural status either. The reasons which affect distribution of IPARD projects in Ankara may include urban or rural degree of the districts. In order to find out, firstly, districts of Ankara is classified according to research of Sarı, Gökyurt and Doğan (2019), secondly, distribution of IPARD project to districts of Ankara is analyzed according to this classification, and lastly, success of the projects is examined.

1.3. Methodology of the Research

At first, definitions rural area, rural development and rural policy is analyzed in terms of existing and collected literature. After that, rural development processes of EU and Turkey is examined in details. Turkey's implementation of IPARD and Ankara's performance on IPARD is stated. Experience that I have on field during the work at Ankara Directorate of Provincial Food, Agriculture and Livestock¹ enabled us to analyze Ankara.

On this study, in-depth interviews with experts is conducted. In addition to these interviews, questionnaires with open ended questions are applied to IPARD

¹ After Administrative System Change in 2018, it is called as "Provincial Directorate of Agriculture and Forestry

beneficiaries in order to understand the reasons behind distribution of the project in Ankara.

In the primary data collection process, the in-depth interviewing technique is used. We conducted this interviews with two officials. Reason for choosing in-depth interviewing technique is to observe the project implementation process which is specific to Ankara as in-depth interviewing method is a qualitative method which is meaningful for this study. One official that we interviewed was formerly working at a high position at Agriculture and Rural Development Support Institution (ARDSI) which is established in order to organize IPARD process. The other official is still working as coordinator at ARDSI. In addition to in-depth interviewing technique, questionnaire with open-ended questions is conducted to IPARD beneficiaries in Ankara in order to understand how they selected their project places and the future of their projects will be. For the first period of IPARD, there was no address information of beneficiaries at the web-site of ARDSI. But, name of firms who are the beneficiaries of the first period has been announced, so addresses of these firms have been search on the internet and 81 addresses have been found. Therefore, questionnaires has been sent to 81 beneficiaries from IPARD-I period by mail and 9 beneficiaries by e-mail, whose e-mail addresses are available. For second period of IPARD, project addresses has been announced on the web-site of ARDSI, so questionnaires has been sent to 75 beneficiaries from IPARD-II period.

In the secondary data collection process, archives (including electronic and printed documents), reports (both technical and official), books, newspapers and other materials are examined.

1.4. Structure of the Research

This thesis has been structured in two comprehensive chapters in addition to introduction and conclusion.

In the first chapter, i.e. introduction, subject, aim, methodology and structure of the thesis are described in order to formulate the core of the study.

In Chapter 2, terms and concepts on rural areas are mentioned. Firstly, definitions of rural area made by governments, international organizations and academicians is stated. After that, rural development and policies which are described or implemented by governments, international organizations and academicians are explained in details. Thirdly, the evolution of rural development strategies and rural development history of EU and Turkey is explained. After that, competent authority for rural areas in Turkey is discussed. Finally, research of Sarı, Gökyurt and Doğan (2019) which forms the backbone of the thesis is introduced.

Chapter 3 is begin with the EU's structural funds and the Special Accession Programme for Agricultural and Rural Development, and Instrument for Pre-Accession Assistance are mentioned. After that, IPARD in Turkey implemented since 2011 is stated. After that, Ankara is described and IPARD in Ankara is analyzed. Finally, a general evaluation of the cade study is made.

In the last part, i.e. conclusion, general evaluation of thesis is presented.

CHAPTER 2

RURAL DEVELOPMENT

2.1. Definitions

On this chapter, definitions of rural, rural development and policy which are made by academicians, international organizations and governments according to decades are presented.

2.1.1. Definition of Rural

Rural areas have been treated as problematic since urban areas have been developed after industrialization. As people migrate from rural to urban areas, urban became crowded and rural areas were pointed as the reason behind it. Firstly, rural poverty was on the agenda of international organizations. Concepts like green revolution, rural poverty were developed after globalization period in 1980's. There has been introduced different definitions of rural and different approaches of various institutions and theorists. International organizations such as OECD and FAO focused on working in rural areas. In addition to those organizations, institutions such as Japan International Cooperation Agency (JICA) and international financial institutions such as World Bank conduct research and projects on rural areas. While working on rural areas, it is significant that not only these institutions but also governments should describe what rural is in order to assign their working areas. Nonetheless, there are no unique definition of rural.

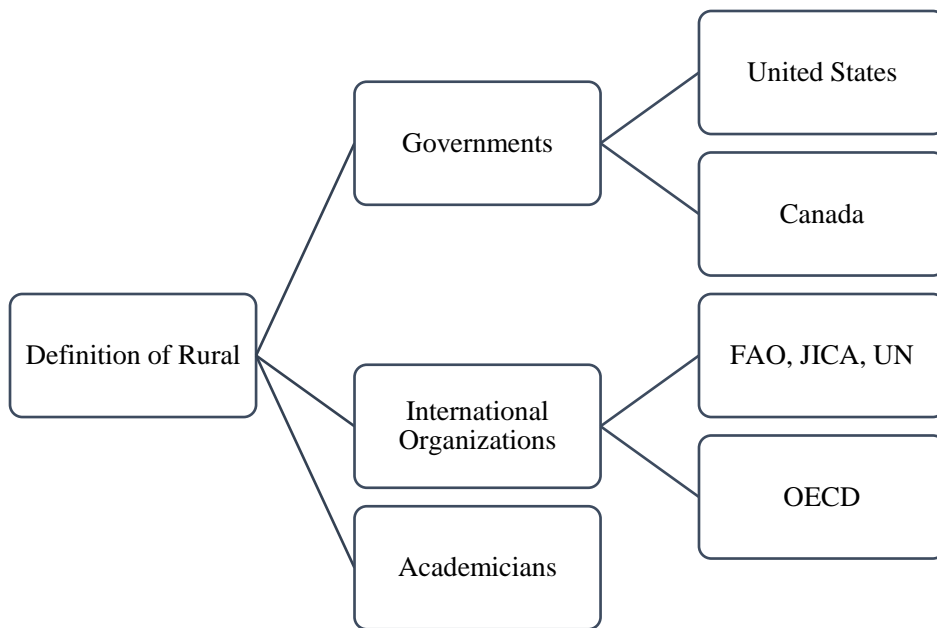


Figure 2.1. Methodology Used for Definition of Rural

Throughout history, rural areas has accepted as areas where agriculture is the dominant economic sector and is opposite to urban areas. Therefore, definition of rural was made as non-urban areas.

Cloke (as cited in Woods, 2009) criticized that rural geography have undergone in three theoretical framings in 1970, 1980 and 1990.

- Functional Perspective: identifying distinctive functional features of rural areas,
- Political-Economic Perspective: describing rural areas as the result of a broader social, economic and political processes,
- Socially Constructed: perceiving importance of rural lies in the social, cultural and moral values.

Goodwin, Cloke and Milbourne (1995) explained how theoretical approaches have been changed. Firstly, Newby tried to explain changing economic agricultural community around class and power concepts in 1970's. In 1980's, agricultural production and its integration to capitalism has been examined regarding political

economy concepts. Meanwhile, Rees (1994) analyzed rural restructuring according to uneven development and locality concepts. And 1990's, Cloke and Little applied capitalist theories on rural policy and planning. In addition, Halfacree, Murdoch, Pratt and Philo attempted to combine post modernity and rural studies.

Scoones (2009,) argues that development institutions established after World War II, such as the World Bank, the UN system and bilateral development agencies, started to synthesize economics and specialist technical disciplines as their framing policy. Consequently, social science and livelihoods perspectives were put aside. Lipton and Moore (cited in Scoones 2009) claim that the village studies which are conducted by economists were significant and empirical alternative for other economic analyses of rural development in 1972.

Cloke (1977)² has defined four levels of rurality as “extreme rural”, “intermediate rural”, “intermediate non-rural” and “extreme non-rural” for the areas outside the built-up areas in Britain (as cited in Ögdül, 2005). For a long period of time, rural development was main subject of class-based approaches of economists and sociologists. Moreover, rural area was main interest of geographers.

Lipton (1981) mentioned that urban elites such as businessmen, politicians, bureaucrats, professionals, academics and intellectuals are able to control distribution of resources. On the other hand, rural people which are more crowded than urban people, are poor, unable to organize and scattered. Almost in all developing countries, disparities between urban and rural living standards are becoming wider because of the natural operation of personal and group self-interest.

According to Chambers (1983) Cores and peripheries; there are rich, urban, industry, and high status at one side and poor, rural, agriculture and low status at the other side. All around the world, core pulls resources, educated people from peripheries. This is called as centripetal system which is self-reinforcing.

² Cloke, P. (1977), An index of rurality for England and Wales, *Regional Studies*, 11(1), pp. 31–46.

Clout (1984, as cited in Hoggart, 1988) listed features of rural areas as follows:

- 1.Low population density,
- 2.Weak infrastructure and service network,
- 3.Strong ties between people and identity feeling
- 4.Rare manufacturing and office-based employment
- 5.Farmland and forestry dominance

Hoggart (1988) claims that socio-economic conditions of urban, pressured rural and peripheral rural areas are basically alike.

According to Saraceno (1994), from rural to urban, mountains to plains, underdeveloped to developed countries, migration movements had been pursued the similar patterns. The reasons behind these flows were accepted as pull factors such as better paid jobs, higher standards of living and push factors such as payment system in farming, low employment opportunities and low chance of social mobility.

Keleş (1998) defined rural area as places where rural population lives and works and production activities are depend on agriculture.

Urry (1999) mentioned that “rural” concept is expressing areas where agricultural production dominates local economy, social structure in which ownership of agricultural production tool and social reproduction and relations are determined, and areas with low population density (as cited in Kayıkçı, 2009³) .

According to Cromartie and Bucholtz (2004), since rural and urban space are multidimensional, multiple definitions are used for these concepts, therefore it is difficult to make precise distinctions between these two.

Marini and Mooney (2006) criticized modernization as escape from the countryside. Rural was accepted as places with poverty, lack of opportunities, isolation and

³ John Urry, *Mekanları Tüketmek*, Çev: Rahmi Ögdül, Ayrıntı Yay. İstanbul, 1999

traditionalism while urban was accepted as places with wealth, opportunity, modernity and concentration.

According to Woods (2009), redefinition of rural areas have emerged from three directions:

1. Geographical context of rural areas,
2. Definition and classification of rural areas,
3. Identification of rural areas as hybrid and networked space.

Cloke (2006) mentioned that, rural is an imaginative space with all kinds of cultural meanings and an lifestyle desire object for some people – a place for visiting, vacation, farming moving and an alternative to the city.

- Functional aspects of rurality: identifying functional elements of rurality
- Political-economic concepts:
 - Unemployed are attracted by the pleasant environment of rural areas
 - Lack of public services and problems of accessibility
 - Lack of public sector intervention, dominance of self-helper volunteer and the market supporter political ideology
- Social constructions of rurality: role of culture in socio-spatial distinctiveness

According to Woods (2009) Different criteria in defining and classification of rural areas may have change the identification of rural needs and policy programs and three models have emerged through negotiations on rural-urban division:;

1. City region, peri-urban and fringe areas (Urban pressures on rural areas – NEWRUR-program in Europe) focus on city zone.
2. Exurbia, rural-urban fringe “exurban” focus on land use change and landscape conflicts, uneven outcomes of rural-urban interactions

3. Ruralization of the city: urban ideals (convenience, centrality, diversity) rural ideals (community, solidarity, tranquility).

Geray (2011) stated that, population is used as a base rather than functional and structural differences In order to distinguish rural and urban settlements.

Öğdül (2010) referred that there are two trends in urban–rural definition: multi-purpose definitions and multiple classifications. The multi-purpose definition is developed for different users such as policy-makers, public service providers and regional and local authorities; the latter is a way to cope with difficulties in smooth definitions of rural and urban.

According to Geray (2011), at rural areas, pushing factors which are negative conditions such as living difficulties, landlessness, low income level make life difficult should be diluted in order to normalize immigration to urban from rural, handle economic, social and cultural problems caused by population overload at cities. Geray (2011) also stated that “rural settlement” term refers to places where cooperation is not developed, economy is dependent on agriculture, neighborhood relations are important. Communities called as “villages” are community units which are settled in different geographical and ecological areas, have specific labor force, social organization, cultural, special name, and history and population less than urban areas.

Ortiz-Guerrero (2013) discussed that rural areas are defined as complex structures which have limited relations with urban centers and limited opportunities for economies of scale, restricted access to public and private services, show income distribution varies, where multiple political and cultural interactions occur, as well as key features such as history, culture, language, political concerns and in which settlement models that enrich the relations with the region outside are developed and the institutional structure that operates the economic and social system is formed. Rural areas are not only considered as purely rural areas but also considered as areas that include some services of urban areas. This understanding which is explained due

to production and consumption activities shows that the rural area is more modern than traditional, where production and service services are provided as well as agricultural activities, and is experiencing a process of change from static to dynamic and innovation (cited in Karakayacı, 2018).

Green and Zinda (2013) emphasized that, in rural areas, living standards are so poor that they threaten a nation's food supply. There is an uneven development between urban and rural areas that causes social and environmental justice issues for officials and social unrest.

According to UN (1969), In the Conference for European Statistician in 1964, the places have been classified as “urban”, “semi-urban” and “rural” on the basis of population size (as cited in Ögdül, 2010). Population and administrative borders are two elements used in making distinction between urban and rural. According to UN, there is no single definition of rural and urban which would be applicable to all countries as there are national differences in characteristics that make a distinction between urban and rural areas (1998)⁴. Vitali (as cited in Saraceno, 1994), The United Nations confessed that each nation should determine how to define rural areas, as these definitions are highly dependent on previous settlement patterns.

The definition of rural as what is not urban depends on the definition of rural areas, and inconsistencies in the definition of urban causes inconsistencies in the rural definition. UN has described rural areas as the areas which are not urban in 1998 and 2004⁵.

According to JICA (2000)⁶, rural areas includes fishing and mountain villages should be defined according to social, economic and natural conditions in each country. In addition, it can be defined as areas where majority of the population are engaged in agriculture including forestry, fisheries and livestock. JICA states that rural

⁴ Retrived from: <http://www.fao.org/3/v8047e/v8047e04.htm>, last visited 27.10.2019

⁵ Retrived from <http://www.fao.org/3/v8047e/v8047e04.htm>, last visited 27.10.2019

⁶Retrived from: https://www.jica.go.jp/jica-ri/IFIC_an_JBICI-Studies/english/publications/reports/study/topical/spd/pdf/chapter4.pdf, last visited 13.10.2019

development's objective is to improve sustainable livelihoods due to local characteristics. JICA suggests that there should be a clear distinction between rural development and agricultural development. Agricultural development is referred as increasing agricultural production whereas rural development aims to improve humans and institutions. As a result, rural development involves agricultural development activities.

According to Kayıkçı (2009), OECD, which has been conducting studies on rural areas, describes rural areas according to population criteria and this description is used in EU's formal documents in order to facilitate comparison between countries. While rural areas do not have the potential to trigger regional development as they are places where natural production resources are used, face-to-face relationships are dense, traditions and customs-based lifestyles are dominant, economic, social and cultural developments are slow; it has become an important target of regional development via utilizing local values and evaluating socio-economic and socio-cultural weights specific to the place that will trigger unused resources within the new institutional framework. For this reason, regional policies prepared by OECD (2006) emphasized the need to assess and identify rural resources through multifunctional management of rural areas, which is a key factor for location-oriented policies for rural development. Apart from economic growth depends on agricultural production through elimination traditional problems of rural, this point of view triggered new economic dynamism depends on various sectors such as tourism, manufacture, information and infrastructure. Parallel to the development of the new paradigm, OECD, the United Nations Agriculture and Food Organization (FAO), the World Bank (WB), the International Agricultural Research Center in the Dry Areas (ICARDA), development agencies, cooperatives and producer associations, research institutions and universities, regulative institutions such as chambers and associations, and cognitive institutions, which are established by cultural and daily life practices and bringing the actors closer to each other cognitively undertook the role of determining the policies that initiate rural development at the local level, both through

pre-production research and investigations, and through collaborations during and after production. (Karakayacı, 2018)

According to Öngel, Uluçay and Etli (2005), Organization for Economic Development and Cooperation (OECD) developed a basic definition to make comparisons between countries. Definition of OECD deals with regional unit at 2 different hierarchical levels: local and regional. According to this:

1.OECD Rural Areas at neighborhood level (NUTS 5)

- Defined as areas with population less than 150 persons per square kilometer.

2.The other definition of OECD makes a restriction according to how much of the province's population lives in rural areas. (for province level: NUTS 3) Accordingly:

- Predominantly rural areas: If more than 50 % of the population lives in rural areas,

- Intermediate: if the share of people living in rural areas is between 15 % and 50 %.

- Predominantly urban areas: If less than 15 % of the population lives in rural areas.

According to OECD, which is one of the most active institutions at rural areas, "Rural is not synonymous with agriculture and is not synonymous with economic stagnation." (2015). International organizations such as OECD and supra-national European Union reform their policies in specific time periods. In connection with this, OECD has been reforming its rural development policy and rural area definition. According to OECD's Rural Policy 3.0, rural was defined as not urban before New Rural Paradigm in 2006. In 2006, rural was defined as a variety of distinct types of place. In 2010, OECD classified rural areas as:

1. Rural inside the functional urban area (FUA): These areas are inside of the service area of the urban center and dependent on the city for development. Being inside of the catchment area of urban core results in some challenges in service delivery, matching the skills and the requirements of the labor market, and governing a land-use policy shaped by pressure from the urban center.

2. Rural outside but in close proximity to the FUA: These areas are areas close to cities and contain a good industrial mix which provide resilience to their local economies. This type of rural areas are common in OECD countries and able to pull new residents.

Economic and social diversity of this typology present some challenges such as competition for land-use regarding to economic activities and differences in requirements and visions of new and old residents.

3. Rural is remote from the FUA: These areas are far from the functional urban area and primary activities of these areas play a significant role in the regional economy. Growth stems from relying on areas of absolute and comparative superiority, increasing connectivity to export markets, matching skills with areas of comparative superiority, and improving the delivery of basic services.

This latest classification of OECD still depends on urban areas but not taking population into account.

According to Kayıkçı (2009), on the 8th Five Year Development plan, population is used for make a distinction between urban and rural. According to 8th Five Year Development Plan, Special Expertise Commission Study Report on Rural Development, rural areas are described as places where life and economic activities mainly depend on utilization and evaluation of natural resources, economic, social and cultural development processes are slowly improved, traditional values affect life, face to face interaction is significant, technological development takes time to reflect on life and production, excluded from urban areas. She also mentioned that description accepted by Turkey includes urbanization and population criteria. Population

threshold which is used by reporters is 20.000 people, lower limit of urbanization described in Urban Threshold Research in 1982. Population criteria is used formally since 1927. In 2005, on article 4 of Municipality Law no 5393, threshold number is 5.000 people.

In Turkey, In the Village Law No. 442 (1924), places which have a population of 2.000 people called as “village”, places which have a population between 2.000 and 20.000 called as “town” and places which have a population more than 20.000 called as “city”⁷. On the 4th Five Year Development Plan (1979-1983), rural areas are described as areas with population less than 2.000. According to National Rural Development Strategy Document (2006), rural areas are defined as places excluding urban settlement with a population of 20.000 or more⁸. In addition to these definitions, Turkstat has made a rural urban discrimination. According to this, if a settlement has a population more than 20.000, this settlement is called as “urban”, the other settlements are called as “rural”.

Öğdül, on the other hand, mentioned Canadian example (2010). According to Canada Analysis Bulletin (2001) there are six definitions of rural which are made for different aims. By those diverse definitions, percentage of rural population in Canada varies between 22 % and 38 %. According to the statement of Canada Statistics Institution, analysts may make a specific assignment during a policy making process or a subnational development issue. Moreover, assigning one (or more) “degrees of rurality” specific to each territorial unit rather than using one of the existing definitions may be another option. Öğdül (2010) suggests that groups could be determined as being proper to the aim, instead of determining the urban and rural based on a single definition.

According to Cromartie and Bucholtz (2004) rural areas can be defined due to administrative, land use, or economic concepts which differ significantly in socio-

⁷ Law on Village (No: 442, 442 Sayılı Köy Kanunu, www.mevzuat.gov.tr/MevzuatMetin/1.3.442.pdf)

⁸ DPT, 2006

economic characteristics and the well-being of the measured population at the United States. The rural share of the US population ranges from 17 to 49 percent, depending on which definition is used. The crucial point is to use a rural-urban definition which is the most suitable for the needs of a particular activity, recognizing that any simple dichotomy conceals a complex rural-urban continuum, with very soft grades from one level to the next. Cromartie and Bucholtz (2004) explained The United States examples on defining rural and urban areas. They defend that urban areas should be identified first and the excluding areas should be defined as rural areas. However, designation of an appropriate urban boundary and determining a population size threshold are two main challenges. They stated that there are three different definitions of “urban” which are used by different institution and leads to very different rural definitions. First one has an administrative concept and is made based on municipal or other jurisdictional boundaries of urban areas and used in rural development programs of United States Department of Agriculture (USDA). The second one has a land-use concept and is made based on density of settlements which is derived from airplane images and used by the Census Bureau. And the last one has an economic concept and is made based on the impact of cities on labor, trade and media markets which reach out beyond densely settled core in order to contain broader commuting areas and used in most rural research applications. Other challenge that Cromartie and Bucholtz (2004) mentioned is determination of population size threshold. Even though rural areas are defined as areas excluding urban boundaries which are determined according to concept, there may be rural areas with a population below a chosen threshold. Federal agencies use a population size threshold between 2.500 to 50.000 people. As an example, USDA’s Community Facilities program uses definition of rural for areas outside Census places with population of 20.000 or more. Cromartie and Bucholtz (2004) emphasize that the more different rural populations, the more different definitions. According to boundary and population size threshold choice, defined rural areas and their socioeconomic characteristics diversify radically. In 2.000, by using the Census Bureau’s land-use definition (outside urban areas of 2.500

or more people), 21 % of the U.S population was defined as rural whereas it was 17% by using non-metro areas definition (outside metro areas of 50.000 or more).

Table 2.1. *Change in Definition of Rural by Actors and Years*

Governments	USDA	-Administrative concept -Land use concept -Economic concept
	Canada	-6 different definitions for different aims -analysts can make specific definitions-degree of rurality
Academicians	1970s	-Class and power concept -Functional perspective -Cloke's (1977) rural classes: "extreme rural", "intermediate rural", "extreme non-rural", "intermediate non-rural"
	1980s	-Integration of agriculture to capitalism -Political economy perspective Chamber's (1983) distinction: core and periphery
	1990s	-Capitalist theories on rural policy and planning -Combine post modernity and rural studies -Socially constructed
	2000s	-Multi-dimensional definitions, - According to Cloke (2006): imaginative space and a desire object and classification, as hybrid and networked space - According to Woods (2009): Geographic context, definition
International Organizations	UN	-"rural areas are the areas which are not urban" -"urban", "semi-urban", "rural", based on population, -Each country should determine how to define rural areas
	OECD	-Rural areas at NUTS 5 / neighborhood level -Predominantly rural areas, intermediate, predominantly urban areas for NUTS 3 / province level (2005)
		-Rural inside the Functional Urban Area (FUA) -Rural outside but in close proximity to the FUA -Rural remote from the FUA (2010)
	JICA	Rural areas including fishing and mountain villages should be defined according to social, economic and natural conditions in each country.

In the light of all these definitions, it can be said that there is no single definition of rural and that the rural is mostly defined according to population, administrative boundaries and economic approaches. It is thought that the sharp separation of the rural from urban by population will not be beneficial for the implementation of the development policies. Population density and spatial classifications can be made according to the scale of the policy. In addition, better recognition of transitional areas is vital to the implementation of policies because urban and rural are separated in terms of specific characteristics, so it is important to identify transitional areas correctly. In this thesis, when rural area is mentioned, the areas with low population density and low urban functions will be understood as in the study of Sarı, Gökyurt and Doğan (2019) which will be explained later.

2.1.1.1. Definition of Rural in EU⁹

Rural area definition was a complex matter in EU. According to Öngel, Uluçay and Etli (2005), there was no common definition of “rural” at EU level, member countries had made their own definitions and definitions were made based on socio-economic criteria such as agricultural model, population per square kilometer generally.

Development strategies for rural areas have to consider relationship between rural settlements and urban centers. Accordingly, a method had been improved by Eurostat in order to define diversities at rural areas.

On the other hand, Eurostat made a definition based on urban level. Regarding this definition, each European region fall into one of below mentioned three categories:

1. Densely populated areas: areas with population more than 500 person per square kilometer and population of these areas should be 50.000 person at least.

⁹ Retrieved from: <https://ec.europa.eu/Eurostat/web/rural-development/methodology> and https://ec.europa.eu/regional_policy/sources/docgener/work/2014_01_new_urban.pdf, last accessed on 29.07.2019

2. Intermediate density areas: areas with a maximum population of 100 person per square kilometer and population of these areas should be 50.000 person at least or these areas should be adjacent to a metropolitan area.

3. Thinly populated areas: These are the areas which cannot be defined as neither densely populated nor intermediate density areas.

Currently, according to the Glossary of Eurostat, rural areas are defined as areas where more than 50 % of their population lives in rural grid cells as used in the degree of urbanization¹⁰.

European Union has an urban-rural typology which uses an approach having three steps to classify the NUTS 3 level regions. The first step is to define rural areas, the second step is to classify the regions and the final step is to determine size of the city center¹¹.

On EU's urban-rural typology, rural areas are defined areas outside urban clusters which are 1 kilometer square adjacent grid cells with a minimum population of 5.000, 300 inhabitants per kilometer square. According to EU's typology, classification of the regions are called as predominantly rural, intermediate and predominantly urban, on the basis of the share of their population in rural areas. In detail, if the population density living in the rural areas is higher than 50 %, it is called as "predominantly rural"; it is between 20 % and 50 %, it is called as "intermediate" and finally, if it is below 20 %, it is called as "predominantly urban". After this classification, the size of urban centers in the region is determined. If a "predominantly rural" region includes an urban center with a population more than 200.000 people which is at least 25 % of region's population, this "predominantly rural" region becomes "intermediate" area. Moreover, if an "intermediate" region contains an urban center with a population more

¹⁰ Retrieved from: https://ec.europa.eu/Eurostat/statistics-explained/index.php/Glossary:Rural_area, last accessed on 29.07.2019

¹¹ To resolve the distortion created by extremely small NUTS 3 regions, for classification purposes regions smaller than 500 km² are combined with one or more of their neighbors.

than 500.000 people which is at least 25 % of region's population, this “predominantly rural” region becomes “predominantly urban” area.

According to this typology, half of Europe is defined as predominantly rural and they represent 20 % of the population. But it is a fact that most of the rural areas of EU are among the least favored areas with a GDP per person below the European average.

2.1.1.2. Definition of Rural in Turkey

Development and definition of rural areas in Turkey has been significant since the establishment of the Republic. Öngel, Uluçay and Etli (2005) mentions that the criteria used in rural area studies are limited and rurality is accepted as dependent to administrative and population in Turkey.

Öğdül (2010) listed legislation on defining urban and rural areas as The Village Law enacted in 1924, Municipality Act (no. 5393)¹² enacted in 2005 and Development Law¹³ enacted in 1985. According to The Village Law, settlements with a population of less than 2.000 are villages, those between 2.000 and 20.000 are small towns and those with a population over 20.000 are cities. Moreover, the Municipality Act (no. 5393) states that it is obligatory to establish municipality in province and district centers and the settlements with a population of 5.000 and over may establish a municipality. Therefore, a minimum population of 5000 and a certain distance criterion are required for villages or sub-villages to establish a municipality. In addition to these legislations, according to the Development Law (no. 3194/1985), for settlements with a population of more than 10.000 which is the most important law guiding spatial development, it is obligatory to prepare spatial development plans. The municipal council will decide to make a plan in settlements with the population less than 10.000. The settlement area is defined as the built-up and the extension area within the plan boundary. In addition to these legislations, State Planning Organization (SPO) prepared Urban Threshold Research: Description of Cities for

¹² In Turkish: 5393 sayılı Belediye Kanunu, <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.5393.pdf>

¹³ In Turkish: 3194 sayılı İmar Kanunu, <https://www.mevzuat.gov.tr/MevzuatMetin/1.5.3194.pdf>

Turkey" in 1982, and it is stated that, residential areas with 20.001 and more population are described as urban and 20.000 or less populated settlements are described as rural areas.

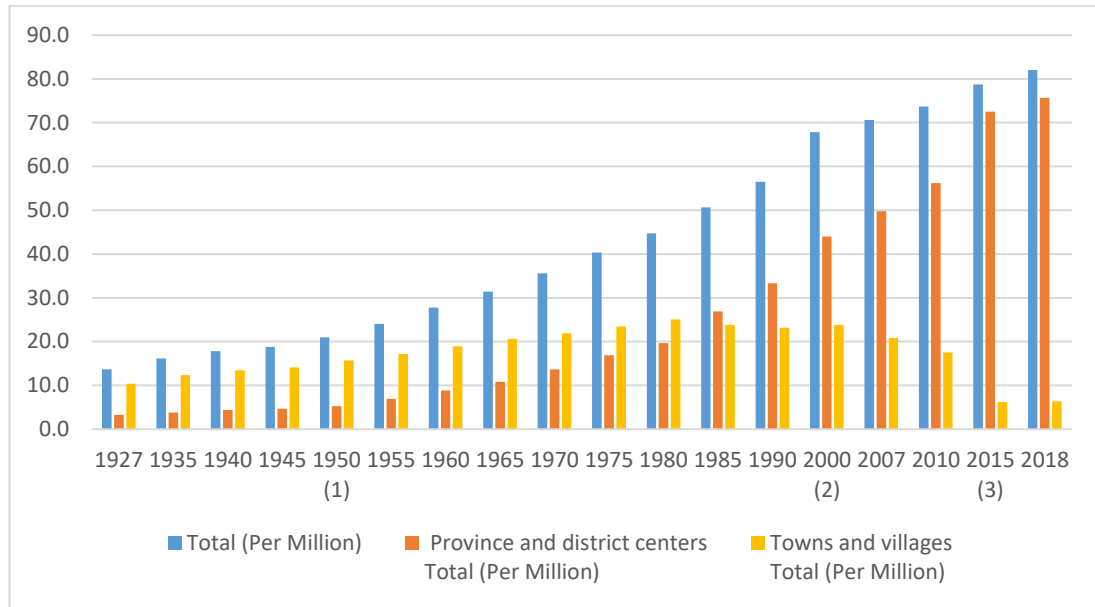


Figure 2.2. Population of Province/District Centers and Towns/Villages by years, 1927-2018, Turkstat

Source: Results of Population Censuses, 1927-2000 and results of Address Based Population Registration System, 2007-2018

(1) Population by sex has been estimated by 1945 and 1955 sex ratios.

(2) Population of provinces, districts, municipalities and villages are determined according to the administrative attachment, legal entity and name changes recorded in the National Address Database (NAD) by the General Directorate of Civil Registration and Nationality (GDCRN) in accordance with the related regulations and administrative registers.

(3) The main reason of the major differences in the population of "province and district centers" and "towns and villages" compared to the previous year is the administrative division changes regulated by Law No. 6360.

Figure 2.2 shows the change in populations of towns-villages which could be accepted as rural areas and the province and district centers which could be considered as urban areas according to years. Until 1980, the population of towns and villages were increased parallel to increase in population of province and district centers. After 1980, it has started to decrease.

Ögdül (2010) stated that, the institutional and academic studies which are intended to define urbanity and rurality directly have been conducted not more than 15 years in Turkey. The reasons behind this change are the changes in the structure of spatial development and growing relations with EU. This have created a new agenda for institutions and academic platforms.

According to Öngel, Uluçay and Etli (2005), comparing urban and rural, rural areas possess their own strengths, weaknesses and specific requirements and relationship between rural and urban areas should be defined within the framework of cooperation and complementary processes. However, on the 6th of December, 2012, “Law on Amendment of Some Law and Decree Law via Establishment of Metropolitan Municipality in The Fourteen Provinces and Twenty-Seven Districts” entered into force. After this new law, status of villages and town in these fourteen provinces and other sixteen Metropolitan Municipalities, which has the same status before the law, has been abolished. Thus, Provincial Special Administrations delegated their authority to Metropolitan Municipalities in these provinces. Legally, there is no rural administration within the boundaries of these thirty Metropolitan Municipalities and all neighborhoods are accepted as “urban”. Ankara is one of Metropolitan Municipalities in Turkey.

On 2017, Urbanization Council has been realized in Ankara. Contributors of this Council were urban planners, topographical engineers, civil engineers, geological engineers, statisticians, architects and other experts from public and private sector and academia. Council was composed of 4 main commissions:

- 1.Identity, Planning and Design at our Cities
- 2.Urban Transformation
- 3.Urbanization, Migration and Harmonization
- 4.The Role of Local Governments in the New Vision of Urbanization

On the Final Declaration of Council¹⁴ (dated as 09.10.2017, Ankara), it is suggested that current data on space, human, economy and culture should be identified and collected to be used in planning and management processes in rural areas.

Commission Reports of Urbanization Council has been published in 2017¹⁵. According to this document:

One of the major problems of the urbanism in today's world is disappearance of opposition between urban and rural areas. Therefore, planning processes at rural areas gained much more importance than before. However, there is a lack of experience in rural planning. Excluding plans previously prepared for village/neighborhood settlement areas and various scales and types of conservation plans relating to preservation areas within rural areas, it is apparent that Turkey has a lack of rural area planning experience and capacity. Other than that, the need for diversification of decisions of rural plan should be considered carefully and preparation of landscape and ecological susceptibility maps should be ensured. Rural areas reflect non-uniform and non-homogenous structure. Rural areas can be classified regarding their proximity to urban areas and their economic activity dynamics in terms of intensity of human activities.

On the report of Forth Commission, The Role of Local Governments in the New Vision of Urbanization (p.233-260), the main title of the 2nd Section and 6th Part is Conservation and Planning of Rural Areas. This part of the report is divided into two parts: Rural Area Planning and Service Provision to Rural Areas.

Rural Area Planning

In planning of rural areas, it is necessary to take precautions such as preparation of climate, agriculture and livestock strategic plans at local level, conservation of

¹⁴Retrieved from: Final Declaration of Urbanization Council. (2017) <http://webdosya.csb.gov.tr/db/sehirciliksurasi/icerikler/n-ha--sonuc-b-ld-rges--20180226120835.pdf>, last accessed on 09.11.2019

¹⁵Retrieved from: <https://webdosya.csb.gov.tr/db/sehirciliksurasi/icerikler/kom-syonraporlar-son-20180226140426.pdf>, last accessed on 09.11.2019

tangible and intangible cultural heritage at rural areas, correct identification and preservation of pasture lands, introduction of new taxes and regulations in order to prevent agricultural lands within the municipal boundaries from transaction and speculation and protection of agricultural lands. However, this kind of regulations cannot be accepted as a planning process. In order to enable rural areas to make and participate, it is vital to utilize education, form rural area governance, ensure development of district centers near urban center in order to stop migration to urban centers and develop infrastructure.

“Conservation-Oriented Rural Area Planning Research Project”¹⁶ should be started implementing by the Ministry of Environment and Forestry.

Service Provision to Rural Areas

Although rural areas can be classified in terms of their proximity to the city and the dynamics of economic activity in terms of the intensity of human activities, once the new metropolitan system¹⁷ came into force, it has become a necessity to define rural areas managerially.

Transformation of villages, which were representing rural areas since the early years of the Republic, into neighborhoods have resulted in uncertainty both in terms of legal personality and rural services. Although some metropolitan municipalities have tried to solve this problem through establishing rural services departments, this uncertainty persists in rural services, which is a serious specialization area. In metropolitan municipalities, planning problems are experienced in unplanned areas and areas transformed from villages into neighborhoods in surrounding districts where authority limits are expanded. The facts that there are complaints about livestock activities at rural settlements that are accepted as “urban” legally and village settlement areas

¹⁶ In Turkish: KOKAP

¹⁷ Law on Amendment of Some Law and Decree Law via Establishment of Metropolitan Municipality in The Fourteen Provinces and Twenty-Seven Districts

cannot be planned via well-known planning methods are some of the examples of these planning problems.

In addition, after inclusion of villages in the metropolitan borders, there are problems about zoning plans in rural areas. After the abolition of Special Provincial Administrations in metropolitan cities, the functioning of Investment Monitoring and Coordination Presidencies established under the governorates should be monitored due to their limited income.

In order to improve the services in rural areas, the land consolidation activities should be accelerated firstly in areas where there is land speculation, agro-city and similar practices should be expanded, sales-marketing support should be provided to rural production in agriculture and projects on improvement of the village infrastructure and returning to village (due to various reasons such as security, employment, agricultural production, etc.) should be reviewed.

In terms of the intensity of human activities, rural areas can be classified according to their proximity to the city and the dynamics of economic activity. However, after the new metropolitan system came into effect, the managerial identification of rural areas became a necessity.

For Section 6, there are some suggestions. On suggestion numbered as 6.6, it is suggested that current spatial, social, economic and cultural data should be identified and collected in order to be utilized in planning and administrative processes related to rural areas. The next suggestion after that is determination of rural area definitions and rural area grading based on functional relations at national level. On explanation of this suggestion, it is stated that rural area levels and types should be defined and put into relevant legislation. Responsible institutions has been indicated as Ministry of Food, Agriculture and Livestock (which is turned into Ministry of Agriculture and Forestry after governmental system change in 2018) and Ministry of Development (which is abolished after governmental system change in 2018). No such work of the Ministry of Agriculture and Forestry has been found.

But Turkstat¹⁸ have been conducting a work on Revision of Rural / Urban Definition since 2014. Before this work, Turkstat was using definition made by State Planning Organization (which turned into Ministry of Development in 2011 and abolished after governmental system change in 2018). For the next chapters, scope, current status and future activities of the work will be explained.

Scope of the TURSTAT's Work

State Planning Organization (SPO) published Urban Threshold Research: Description of Cities for Turkey" in 1982. On this research, it is stated that, residential areas with 20 001 and more population are described as urban and 20-000 or less populated settlements are described as rural areas. Turkstat took into account this classification until March of 2014. According to this classification, 72 % of Turkey's population lives in urban areas and 28 % of population lives in rural areas.

In accordance with the Laws numbered 5393, 6360 and 6447 published in Official Journal, as of March 2014, the effects of the changes in administrative division on the rural-urban structure were of great importance. After changes made in accordance with relevant laws, 14 % Turkey's population became rural population and 86% became the urban population. As of March 2014, for the 30 provinces receiving metropolitan municipality status, the villages within the provincial borders have turned into neighborhoods, and the rural-urban definition made on the basis of SPO has decreased from 21 % to 3 %.

In Turkstat, it is of great importance to consider the rural and urban shares of the total sample width in order to ensure the country-wide representation in the household studies carried out by rural-urban sampling method. If control of the rural and urban distinctions cannot be achieved during the selection of sample units, the units designated to represent the whole country may be emerged only from large populated urban settlements or vice versa. This situation leads to generation of biased prediction

¹⁸ Retrived from: <http://www.resmiiistatistik.gov.tr/detail/subject/kir-kent-taniminin-revizyonu/>, last accessed on 01.04.2019

for the country as a whole as it ignores the impact of the rural or urban structure on the general representation. For this reason, it was decided to produce all statistics not based on former urban-rural distinction but for the whole country by Turkstat since 2014.

Current Status of the Turkstat's Work

The current problems occurred since existing rural-urban definition which depends on administrative boundaries is taken into consideration of population of settlements. For this reason, one square kilometer resolution population density grids have been produced by using areal interpolation method, which is one of the similar methods used by foreign countries and those grids do not depend on administrative boundaries and provide an opportunity to develop a national definition that is in line with EU standards and for long-term use. While producing these population density grids, the map of provincial / district boundaries, Address Based Population Registration System results and CORINE Land Cover / Use classification were used. In each kilometer square cell of the obtained population density grids, population density was estimated. According to the population density grid developed in accordance with Eurostat norms, rural and urban classifications were made in provincial and district based triple class details by making use of the definitions of rural-urban created by Eurostat.

Population Density Grids of our country for 2013, 2014, 2015, 2016 and 2017 were produced. While the production of these grids, more accurate results were obtained by using Soil Sealing Layer data which are produced by the European Union Joint Research Center that improves the resolution and quality of land classification and by using CORINE 2012 Land Cover / Land Use results which were completed by the Ministry of Agriculture and Forestry.

Future Activities of Turkstat's Work

The Spatial Address Registration System (MAKS) Project which is carried out by the Ministry of Interior should be completed in order to make the rural-city definition fully possible. For this reason, it is planned to produce population density grids based on

the actual population information that is matched with address points in the provinces where the MAKES project is completed. On the other hand, for the other settlements, it is planned to produce the population density grid using the areal interpolation method and minimum error margin as in the population grid studies of the previous years.

After the completion of MAKES project for all of the country, population density grid is planned to be produced by matching address points with the buildings and houses and using the actual population information living in the building / dwelling. As a result, population density grids obtained by this method will be used to make rural-urban classification on the basis of provincial / district on the triple class detail that are marked for rural-urban definition in EU standards.

Although the Urbanization Council is a late study, significant results have been achieved in terms of outcomes. In the Urbanization Council Report, Syrian refugees under temporary protection 3,571,030¹⁹ people according to migration statistics, and other internationally protected refugees, are only covered in the topic of urban migration, but the effects of asylum seekers on the rural areas are ignored. Syrian refugees under temporary protection and internationally protected refugees, mostly unqualified, are exempted from work permits only if they work in the agricultural sector. Therefore, the proportion of them working mostly in seasonal agricultural work and livestock facilities is considerable. In order to manage this migration flow, which our country is exposed to after crisis in Syria, in terms of urban and rural areas, policies should be well established. In addition, it is considered that the approach of grading and defining the rural areas is functional. In this context, Turkstat is the authorized institution for the collection of spatial, social, economic and cultural data, and then the institution that will make the classification and grading is designated as the Ministry of Agriculture and Forestry, but any relationship between the two institutions is not stated in the report.

¹⁹ Retrieved from: www.goc.gov.tr/gecici-koruma5638, last accessed on 15.09.2019

On the other hand, the studies carried out by TUIK started to be carried out after the law no. 6360 and this led to the continuation of the gap created by the law. Although it is considered that the ongoing studies within the scope of EU harmonization will be beneficial for rural areas, the fact that the studies are connected to the MAKS project carried out by the Internal Affairs and that other important institutions are not included in the process are two important problems. It is thought that the definition of rural area will be made as a classification in the form of a provincial and district-based will be useful in policy making and project implementation.

2.1.2. Definition of Rural Development and Policy

Development term means changing economic, social, cultural and political structure of communities, changing human life in terms of material and spiritual and transforming into a different structure. Whereas, growth means increase in national income per capita on paper. Therefore, concerns for equal distribution of national income stay in the background. (Geray, 2011) Development is closely related with interventions which are intended to affect social change period. It is a dynamic term which proposes to enter into the process of change from current situation. (Oakley and Garforth, 1985)

Development is positive change in a country's structural features. Development process has three elements: Economic development, Social Development, Human Development. Rural Development is efforts to improve rural environmental conditions bringing negativity to human lives. Through positive economic changes, growth can be mentioned but development is out of question. Last 25 years, countries are divided as developed and underdeveloped countries. Growth is increase in numeric values and can easily be measured. The models considering economic growth through measurable aspects are called as growth models. (Tolunay, A., Akyol, A., 2006)

Development term/concept does not mean a general process of social changes occurred in society, as it is not referring an economic improvement or activity. Since states and societies are always in a period of change. (Tolunay, A., Akyol, A., 2006)

According to Kayıkçı (2009), even though rural development is tackled from a sectoral perspective as synonymous with agricultural development until 1980s, it is described as “a strategy designed for improving economic and social life of rural poor” by World Bank. In addition, Kayıkçı (2009) states that Besides World Bank (WB), OECD, World Trade Organization (WTO) and European Union (EU) play role in developing a new rural development policy.

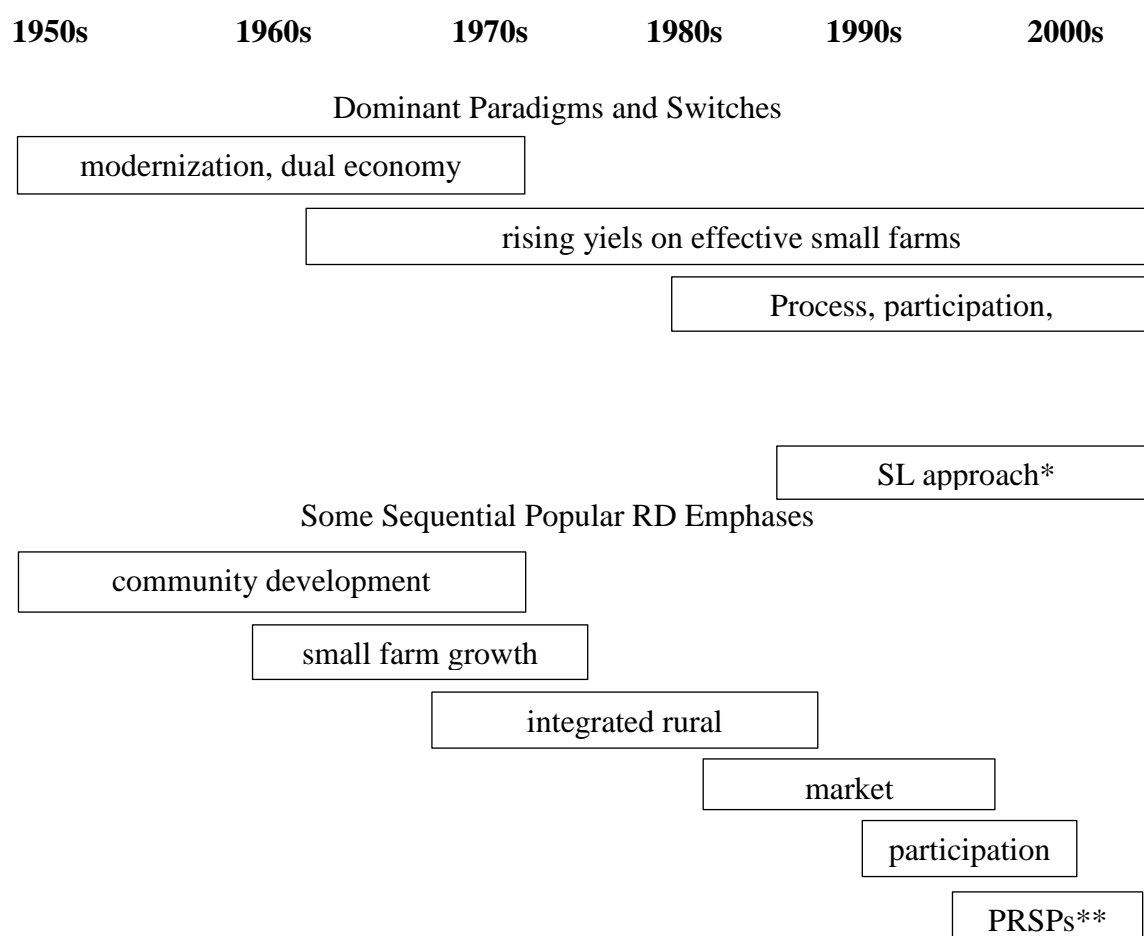


Figure 2.3. Dominant and Sequential Themes in Rural Development

(*SL: Sustainable Livelihoods, **PRSP: Poverty Reduction Strategy Papers, Source: Ellis, F. Biggs, S. (2001) Evolving Themes in Rural Development 1950s-2000s, Development Policy Review, p.442)

According to Figure 2.1, after the ideas appear for the first time, they will start to affect rural development practice in ten or fifteen years in a comprehensive way. In the 1970s, Marxist or neo-Marxist approach inspired rural development discourse. Class,

power, inequality, and social differentiation and tendencies of development under capitalism were emphasized. Main idea was large scale modern agricultural enterprises could make more efficient use of resources than small ones before 1970s. “A paradigm shift” in agriculture has occurred and small farms have been seen as the engine of growth and development. Agriculture is accepted as having a key role in overall economic growth by providing labor, capital, food, foreign exchange, etc. Second paradigm shift occurred during the 1980s and 1990s. Shift was from the top-down approach to rural development (national level policies) to the bottom-up or process approach. The key term of this approach is “participation”. In addition to the influence of agricultural and economic development theories, the practices of donors and governments were affected by social, non-agricultural and national development ideas.

According to İlkin (1979), Qualifications indicating development are:

- determining long term economic policy that is convenient for resources and conditions of social structure and applying this policy,
- increasing productivity in production sectors,
- improvement of infrastructure investments enabling improvement of other sectors
- fair income distribution
- nutrition, a healthy diet
- education problems, long term human resources
- health and shelter problems
- technology and culture, national interests, personal interests

(as stated in Tolunay, A., Akyol, A., 2006)

According to Harris (1982), rural development is more comprehensive and specific approach than agricultural development and includes interventions by the state in the economies of underdeveloped countries.

According to Saraceno (1994), in order to decrease the cost and increase the efficiency of rural development policies, rural development policies should be accepted as to stimulate real processes that go unnoticed, not a way to solve deficiencies of agricultural policies.

On rural areas of underdeveloped countries, market mechanisms are not functioning because rural areas are closed economies, which have peculiar functioning mechanisms. On rural areas, exchange mechanism combining production and consumption markets is not well developed and total production of the area is mainly consumed by rural society or families. Agricultural production is done for providing food security instead of earning money. As a result of production techniques being primitive and traditional, desired level of yield is not obtained and this is putting food security at danger. (Tolunay, A., Akyol, A., 2006)

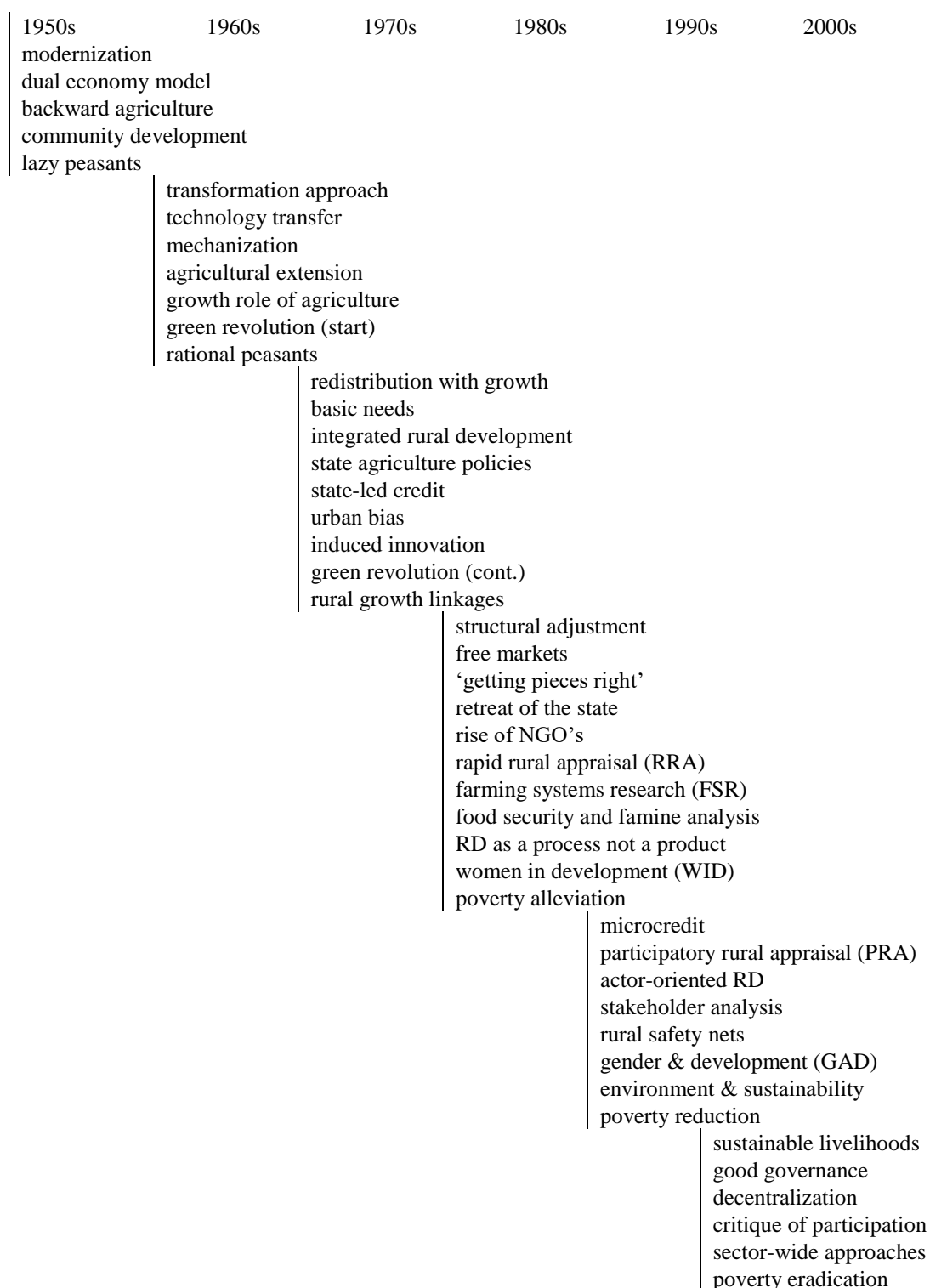


Figure 2.4. Rural Development Ideas Timeline

(Source: Ellis, F. Biggs, S. (2001) Evolving Themes in Rural Development 1950s-2000s, Development Policy Review p.439)

Figure 2.2 indicates the evolution of rural development ideas. In 1950s, modernization was rising and cities were center of attraction. Rural areas, on the contrary, were places where community living there should be supported and developed. In 1960s, mechanization appeared and society and places started to be transformed. In 1970s, integrated rural development approach emerged and states embarked upon developing agricultural policies. In 1980s, with globalization and free market economies, non-governmental organizations have taken to the field and worked on subjects as food security, poverty and gender issues. After that, participation, actor oriented rural development, environment and sustainability issues were on the agenda in 1990s. Finally, in 2000s, sustainable livelihoods, decentralization and governance, sector based approaches set the agenda.

According to Green and Zinda (2013), rural development theory has taken “the rural-urban continuum theory” as the basis. The rural-urban continuum thesis proposes the quality of life differences between urban and rural regions are caused by geographic differences in values, attitudes and social relationships. Pahl (1966, as cited in Saraceno, 1994) argues that two states were designed as a continuum: one was the expectation of loss of rural and as rural loses, the other is filled up. Necessary connections between the two pillars of continuity are provided by the intermediate categories: peri-urban and semi-rural. They did not have a concrete and autonomous life, but they served as “Stages” in transition from one to the other, where anything unsuitable could find a place. Economic change between rural and urban areas is considered in terms of a sectoral change between primary products and manufactured goods and services. Indeed, the same model was implemented to the exchange between developed and non-developed countries.

“Modernization theory” is a broader social theory which affected the rural-urban continuum theory. Modernization theory has a number of statements about rural development. One of the statements is that rural areas must follow a single path/ linear process in order to attain development. But as rural areas develop, they look more like urban areas. The other statement is that instead of external factors, internal factors

should cause development gradually. Final statement is that while rural areas are developing, social classes are becoming less and less important. Modernization theory defends that rural regions must integrate into the broader economic and social systems in order to develop. On the other hand, Dependency theorists suggest that rural economies should cut their relationships with the larger economic and social systems and be more autonomous. In addition to these theories, Globalization theory advocates that rural areas must not break their relationship with the broader economies and they should be competitive in order to conduct their relationship with the global economy. (Green and Haines, 2012) On the contrary to Modernization theory, there is “Dependency theory”. According to dependency theory, development and underdevelopment are part of the same economic activity. Urban areas are extracting resources and low cost labor from rural areas. Rural areas can only develop by reducing their dependency on external Organizations and institutions. Another theory focuses on urban and rural areas is globalization theory. Globalization theory assumes integration of commodity markets, increasing financialization and dominant large corporations is the key component. Moreover, link of local conditions to the global economy determines how globalization affects the rural areas. Increased global integration and competition may be advantageous for some rural areas and disadvantageous for others.

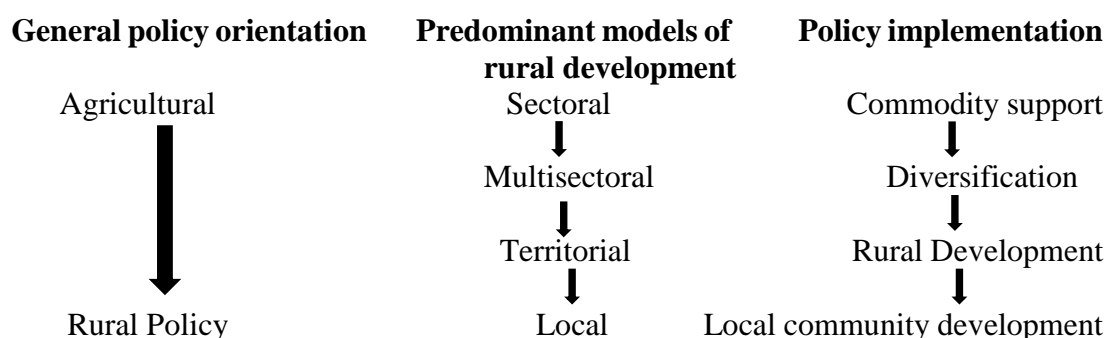


Figure 2.5. The Evaluation of Rural Development Policies

(Source: Hodge, I., Midmore, P. (2008) Models of rural development and approaches to analysis evaluation and decision-making p.25)

According to Hodge and Midmore (2008), there are barriers to analyze and evaluate required policy in the specific case of rural development. Throughout years,

agricultural policy has been evolved to rural policy while models has been transferred from sectoral to multisectoral, multisectoral to territorial and territorial to local.

For a long time, policies for rural areas were emerged as solutions for the problems caused by urbanization. As a result of these policies, cities grew stronger and rural areas were declined. Requirement for sustainable and balanced development policies with rural-urban relationship is shown up and debates on the change for rural development policies have started. (Yenigül, 2016)

Geray (2011) defines rural development as a change in rural areas through measures and comprehensive plans at all levels in order to make rural areas more flourishing, integrate public works and increase income levels of population living at rural areas.

Generally, settlements where urban population is located are benefitting from infrastructure investment mostly while rural population is lack of those investments. Moreover, rural areas have education and health service problems and irrational resource utilization. On the other hand, primary target of human development is society living in rural areas. (Tolunay, A., Akyol, A., 2006)

Kayıkçı (2009) mentions that there are two dynamics related to each other for changing rural area at the globalization period. One dynamic is compromise of governments on withdrawal from agriculture after WTO Agreement on Agriculture. Other one is recognition of consumption role and potential of rural areas. Therefore, rural areas are not just accepted as areas with agricultural production but as attractive places with natural resources.

According to Tolunay and Akyol (2006), in economy literature, development theory has two problems. First one is determining factors that are establishing development, the second one is revealing how to use production factors to reach the highest rate of development. Speaking of alternative areas of use of production factors, there are three choices: first one is related to distribution of production factors among sectors, the second choice is among possible applicable projects in the same sector, and the last

one is related to technology. (Because every investment project includes capital intensive or labor intensive technologies in proportion to usage of production factors.

Geray (2011) indicates that regardless of their meanings in foreign languages, “village development”, “rural development”, “agricultural development” and “community development” terms are used as synonyms. For example, on the 1st Five Year Development Plan, community development is used with (village development) and caused these two terms mean the same. According to Yenigül (2016), agricultural sector, as one of the components of rural development, contributed to disintegration of rural areas through its problems. It is vital that rural areas should be approached by policies which aim economic, social, spatial and environmental sustainability and contain multi-actor governance.

According to Geray (2011), there are two main problems in rural development: first one is rural unemployment and low employment and the second one is extension of community development approach in urban areas. Yenigül (2016) states that mechanization in agriculture and industrialization at the cities have caused disintegration of rural areas and obstacles to rural development become chronic. Decline in population which caused by migration and aged-population have composed a new demographic structure and services to these type of areas became unsustainable. In this period, context of rural areas has changed through improvement of non-agricultural activities and they become more consuming than producing. As a consequence, there is a transition from agriculture to service sector.

Tolunay and Akyol (2006) mention that rural development is improvement of conditions of rural environment which cause negative effects on human life. Developing countries are implementing rural development programs. In these countries, as agriculture is a significant production activity, those programs are predominantly composed of agricultural activities. Even though agricultural development is one of the major development tool of rural areas, rural development includes non-agricultural activities, too.

Green and Zinda (2013) emphasizes that major constraints of rural development are low population density and distance to markets as it is more challenging to provide services and access to markets. Also, rural people has less political power. Rural economies has a tendency to be dependent on single industries such as forestry, mining and fishing. Markets, states and communities have important role in rural development.

Dependency on agriculture, forestry, mining and other extractive industries has made rural communities more vulnerable to instabilities in markets and technological change. Rural development policy should balance market, government and community. In order rural development policies to be successful, not only community based approaches are utilized in projects but also quality of life of rural residents should be improved by state resources. (Green, P. G., Zinda, J.A., 2013) In addition to agriculture and forestry, economic activities such as tourism, small and medium sized industry and handicrafts are developed. (Yenigül, 2016)

Harris (1982) stated that, after eight or nine years of announcement of WB and UN's "new strategy" for development planning, "rural development" term emerged as a new field of policy and practice. The focus was "rural development" since majority of poor people in developing countries live in rural areas and definition of rural development by WB is:

"... a strategy designed to improve the economic and social life of a specific group of people – the rural poor."

According to World Bank (1974)²⁰, rural development is a strategy aiming to develop the rural poor's economic and social life. The target group of this strategy is small scale farmers, tenant and the landless people. World Bank claims that rural development strategy must notice three points. First point is transfer of people out of

²⁰Retrived from:
documents.worldbank.org/curated/en/688121468168853933/pdf/PUB5880PUB0Box0er0Rural0Development.pdf, last visited 13.10.2019

agricultural sector has been slow. Second, rural poverty will get worse as population increases and limitations to available sources, technology and institutions and organizations. Third point is that capital at rural areas should be mobilized in order to reduce poverty and increase quality of life. As a result, existing resources including infrastructure construction would be developed fully, new technologies would be introduced and new types of institutions and organizations would be created. Having noticed these three points and results, The World Bank has changed its activities and decided to distribute funds for direct investment in agriculture in developing countries.

According to JICA, effective approaches for rural development consist of two main elements: endogenous development and participatory development. The first one includes three sub titles as comprehensive local development, mixed economic and inter-industrial relationship and enhancement of local autonomy. The second one has four development objectives as follows:

1. Economic Capability Development (including agricultural and non-agricultural income development, industry and infrastructure development)
2. Human Capability Development including development of general health and educational standards)
3. Protective Capability Development (including conservation of nature and prevention of disasters)
4. Political Capability Development (including de-centralization of policy making)

According to Tolunay and Akyol (2006), experts from UN and economists interested in underdeveloped countries, highlight the necessity of “intervention to economy” for the solution of development problems. In terms of optimal allocation of resources, planning is the alternative of market mechanism. As market mechanism based on marginal analysis is not working at underdeveloped countries, planning techniques are more efficient mechanisms in factor distribution.

Yenigül (2016) emphasizes that rural areas can appear on global system as long as they could turn their potentials to opportunities.

Scoones (2007) emphasize that, after emergence of the environment and development movement of the 1980s and 1990s, poverty reduction and development were started to mention with longer term environmental concerns and “sustainability” term became focus on the UN Conference on Environment and Development in Rio in 1992 (cited in Scoones 2009).

FAO’s²¹ approach to rural areas has been on the basis of poverty reduction and food security. FAO conducts situational analysis and needs assessments in order to develop strategies for agricultural development. Also, FAO noted that vulnerable groups are predominantly in rural areas in “The State of Food Security in the World 2001” and developed a method for vulnerable group profiling. According to FAO, agriculture is a component of rural development as well as non-agricultural elements. Extension, communication (radio, information and communication technologies (ICTs), mass media), participatory extension programs are the components of rural development. Public and private partnership and increasing the capacity of government institutions serving rural areas are other key elements for rural development.

World Bank has published Rural Development Strategy for Eastern Europe and Central Asia in 1999. According to this strategy report, WB emphasizes a rapid policy change is required, private land ownership should be supported, agro-processing and marketing should be completely private, technology change in agriculture should be supported, non-farm employment should be supported. On the report, it is stated that Turkey have a dense rural population, agricultural services and several irrigation projects have been supported in Turkey by WB. As country strategy, WB stated that Turkey has a well-developed market economy but some of its institutions are underdeveloped. WB supported two significant area: comprehensive reform of

²¹ Retrieved from <http://www.fao.org/3/y5061e/y5061e07.htm#TopOfPage>, last visited 13.10.2019

agricultural support system which is inefficient and costly and improvement of natural resources management.

Scoones (2009) mentioned that traditional approaches to rural development focus on defined activities such as agriculture, wage employment, farm labor, small-scale enterprise, etc. Rather than that, a descriptive analysis which presents activity and interaction networks of people and puts emphasis on diversity of ways people make a living.

According to Geray, (2011) rural development is increasing level of production, income and wealth, eliminating imbalances in human-land relations, creating social and physical infrastructure as in urban areas, versatile processes, events and organizations for better assessment of agricultural products in order to change social, economic cultural structure of people living at rural areas.

According to Green and Zinda (2013), traditional economic development strategies such as industrial recruitment business establishment are still utilized by most rural communities. But there are alternative strategies that are improved by policy makers and practitioners. Those are:

- “Amenity-Based Development”
- “Entrepreneurship”
- “Industrial clusters”
- “Regionalism”

In short, Amenity-Based Development is creating jobs and generating income of local economies via producing commodities for external markets and workers in these sectors are supported as a result and a multiplier effect is created through the region. Another strategy, entrepreneurship, is based on networks of entrepreneurs in rural areas in order to overcome lack of social, financial, human and venture capital. Utilizing well-developed collaboration and partnership advantages in rural areas, developing clusters and providing new opportunities for high wage employment and

long term sustainability is another strategy. Regionalism strategy includes integration between rural and urban areas and supporting coordination between them such as information exchange, coordinated rural transportation, land use planning and etc.

Sectoral approach on rural development policies is insufficient and both policies with sectoral and spatial dimensions should be improved. (Yenigül, 2016)

As a defender of livelihoods perspective, Scoones (2009) stated that village studies, research for farming system, analysis of agro-ecosystem, political ecology, analysis for household economics and gender, socio-environmental change studies, resilience studies and sustainability science, all of these approaches provided an understanding which combines rural livelihoods with political, economic and environmental processes from a various range of perspectives derived from the natural and social sciences.

According to Karakayacı (2018), Conceptual approaches such as path dependence, organizational routines, cumulative causation, locational lock-in, and agglomeration economics and clustering, which are discussed in economic geography approaches to explain the process of change in space, are now required to examine the organization of rural space and rural production. Creating a “strong institutional structure” based on institutional renewal and strong human capital, creating a regional culture in the areas of social inclusion, empowerment, economic creativity and cooperation, establishing “mass economies” based on collaboration and encouraging learning regions based on strengthened knowledge, innovation, strategic vision and adaptation have stimulated the interrelations between rural space and technological developments.

According to Geray (2011), Basic Approaches on Which Rural Development Policies Based listed as below:

- 1.Approaches Which Aim Radical Changes (Land Reform)
- 2.Service Based Approaches

a.Scope of Rural Services

b.Special Administrative Approaches

3.Approaches for Solutions to Problems Caused by Settlement Order

a.Unification of Villages

b.Solutions Except Unification

c.Special Conditions of Forest Villages

4.Community Development Approach Based on Voluntary, Participatory, Democratic Methods

5.Employment Approaches Against Unemployed at Agricultural Area

Some regional planners defended that rural settlements that are ignored or neglected by traditional paradigms have started to be evaluated as significant components of regional development with their spatial-economic and socio-cultural advantages as well as with development models based on location-specific and internal dynamics. Development / revitalization of socio-cultural infrastructure of rural areas, adoption and diversification of innovative / competitive production forms, contribution to the transformation of spatial and socially embedded potentials to superiority for other regions, introducing new meaning to rural through making discussions on turning rural into engine of regional economy, evaluation of new policies in the context of functional-spatial / spatial relations instead of rural-urban tension have come to the agenda lately. (Karakayacı, 2018)

It is understood that the rural development concepts explained in this section are changed with the paradigm shifts in economy. In other words, dominant themes in rural development are basically determined but dominant economic terms. Before globalization, governments and academicians developed policies for rural development. These policies were related to modernization of agriculture in 1950s and 1960s, integrated rural development and state agricultural policies in 1970s,

participation and rise of NGO's in 1980s, actor oriented rural development and sustainability in 1990s, and decentralization in 2000s. After globalization, international organizations such as FAO and WB have started making policies for rural poor and poverty. Since 2000s, poverty reduction, sustainability, regionalism, entrepreneurship, industrial clusters are the key concepts for rural development policies.

2.2. Rural Development in European Union

Rural areas are covering half of the EU and has 20 % of the EU's population. Characteristically, most of the rural areas of the EU are classified as least favored regions in the EU having a GDP per person below the EU average.²² Tartıcı (2010) mentions that Rural Development Policies of EU changes from policy which regulates support for structural problems of agricultural sector to policy which addresses rural areas with an integrated approach.

2.2.1. Historical Background²³

After II World War, it was aimed to create a new political and economic model in exhausted Europe in order to avoid greater suffering. In addition, it was planned to establish a strong European market despite of the danger of being dependent on USA through Marshall Aid. Hence, in order to provide mutual control of coal and steel resources and create interdependence between Germany and France, European Coal and Steel Community (ECSC) has been established by Germany, France, Belgium, Luxemburg, Holland and Italy in 1951. ECSC was formed an economic unity by removing national trade boundaries. Economic and political unification of European countries was the only way to sustain peace in Europe. Therefore, countries delegated their economic and political rights to a supranational structure. In 1957, Treaty of Rome has been signed and European Economic Community (EEC) has been

²² Retrieved from: https://ec.europa.eu/regional_policy/en/policy/themes/rural-development, last visited 27.10.2019

²³ This part is compiled from the 63rd semester Basic EU Training course notes of ATAUM

established. Main purpose was establishment of a common market where commodities, labor, services and capital are free to circulate and political integration. On Treaty, 6 managing bodies of EEC have been identified as Council, Commission, Parliament, Court of Justice, Court of Auditors and Economic and Social Advisory Committees.

The second part of Treaty of Rome is named as “Foundation of the Community”. Second title of this part is on “Agriculture”. Under this title, from Article 38 to Article 47, organization, provisions, objectives and how to achieve these objectives and application of Common Agricultural Policy is described. It is important to notice, from the beginning of European Union, one of the first and the strongest policy is the CAP.

Another organization, the European Atom and Energy Community, was established in 1957 in order nuclear energy to be used in peaceful purposes and safely. European Economic Community was established by six countries and continued to enlarge after 1970 with United Kingdom, Ireland and Denmark. In 1980, Mediterranean Enlargement took place with the participation of Greece, Spain and Portugal. Enlargement in 1995 was called as European Free Trade Association (EFTA) Enlargement and the new members were Sweden, Finland and Austria. Before this enlargement, in 1993, Treaty on European Union entered in force. In 1999, Treaty of Amsterdam entered in force and brought criteria for EU membership of Central and Eastern European Countries (CEEC). This was a preparation for Eastern European Enlargement after the end of cold war.

In 1997, another important strategy document was published: Agenda 2000. It includes regulation on direct payment to producers instead of price support, amount of structural funds and assistance to candidate countries. On EU member states, rural development was synonym for agricultural development until Agenda 2000 Report (Kayıkçı, 2009). Tartıcı (2010) stated that Agenda 2000 Reforms, although it has not implemented rural development policies according to the principles announced at the end of the conference, combined rural development supports under a single legal

framework to be funded by European Agricultural Guidance and Guarantee Fund. Hence, Rural Development became second pillar of EU Common Agricultural Policy.

In 2004, Czech Republic, Estonia, Latvia, Lithuania, Southern Cyprus, Hungary, Malta, Poland, Slovakia, Slovenia became members of EU. In 2007, Bulgaria and Romania and, in 2013 Croatia became members of EU. This enlargement is called as Eastern Enlargement of EU and was the most cost effective one. The main reasons for EU to enlarge have economic and political background. Currently, candidates are Turkey, Albania, Serbia, North Macedonia and Montenegro. Potential candidates are Bosna and Herzegovina and Kosovo.

EU has financial resources such as European Investment Bank (EIB), budget which is composed of resources such as contributions of Member States and customs duties and allocated for execution of Union's policies and administrative costs, and various funds for execution of social and economic policies. Major part of EU's budget is reserved for financing the CAP. Countries which are joined EU after Eastern Enlargement are mostly rural countries and this is the reason for Eastern Enlargement is the most cost effective enlargement of EU. At the beginning period, Union was composed of six countries which are well developed and industrialized. At the current status,

On EU, as significance of agriculture declined, rural areas are described based on a spatial approach rather than a sectoral approach on agriculture. (Kayıkçı, 2009)

2.2.2. Common Agricultural Policy and Rural Development

CAP is one of the oldest and strong policies of Europe. According to Kaya Altay (2005), CAP has three development processes which are in between 1960-80, 1980-1997, and after 1997. On 2013, CAP has another reform and rural development became the second pillar of CAP. Agricultural expenditures has been one of the most important item of EU budget since it came into force.

Kaya Altay mentions (2005) that high level of subsidies and tariffs have caused EU to be an agricultural exporter. As a result, agricultural exporter on the other parts of the world and GATT were disturbed in terms of trade rules between 1960 and 1980.

Kaya Altay states that the EU has decreased the budget of European Agriculture Guarantee Fund between 1980 and 1997. In 1990's, General perspective of CAP were formed by EU's sustainable, coherent and balanced economic development objective. In the scope of the EU's 5th Environment Action Plan, it is agreed upon rural development measures within CAP should be improved.

According to Kaya Altay (2005), some changes had made in the CAP within the context of Amsterdam Treaty and Agenda 2000 after 1997. Those are as listed below:

- Increase in competitive capacity of agricultural products in domestic and international market,
- Provision of reasonable and fair living standards for farmers,
- Creation of alternative jobs and income generation when necessary,
- Establishment of new policy for CAP's second pillar, regional development,
- Requirement for regulations of environment and infrastructure in the CAP,
- Food security and quality
- Simplification of legislation on agriculture

CAP is based upon regional and rural development rather than increasing agricultural production. From this point of view; different production models, generation of new labor force opportunities, decrease in agricultural employment rates and increase in life standards at rural areas are targeted.

The Common Agricultural Policy (CAP) reform, in particular the rural development policy, foresees measures on territorial characteristics which implies the use of urban/rural definitions for the broad targeting of resources. The focus of the CAP has

shifted from the previous dominance of sectoral market measures to a concern for a more integrated and sustainable agricultural and rural development policy.

According to Arslan Olcay (2014), during the drafting phase of the 2014-2020 financial plan; crisis in the European Union, the European 2020 Strategy which was prepared to improve the European Union's growth, employment and competitiveness, and the common agricultural policy that was attempted to be reshaped, were effective.

The second heading named "sustainable growth: conservation and management of natural resources" includes topics like common agricultural policy, rural development and environmental protection.

Arslan Olcay (2014) mentions that in the first years of the common agricultural policy, it was aimed to increase production by motivating the producers at high prices and to meet the intra-community demand but there was a debate on budget. Although the share of common agricultural policy expenditures in the European Union budget began to fall below 65 % in the late 80s, the criticism of agricultural expenditure, which cost more than half of the budget, has increased. And by the 90s, reform was inevitable.

According to Arslan Olcay (2014), in the last 20 years, the common agricultural policy has entered into a radical change process and a two-pillar structure has been established aiming at market regulations, support mechanisms and rural development.

Within the scope of the new financial plan covering the years 2014-2020, which is shaped in line with the 2020 strategy, the EU budget is intended to contribute to economic growth, cultural and social development in a stable and reliable manner.

Agricultural spending, which was around 80 % in the European Union's establishment years, has been reduced to 40 % in order to provide more efficient support to agriculture and rural areas by reducing the burden on the budget with the reform efforts that started in the 1990s and accelerated since the 2000s.

2.2.2.1. Rural Development 2014-2020²⁴

EU's rural development policy is "the second pillar" of the Common Agricultural Policy and assists the rural areas of the EU to overcome economic, environmental and social problems. The first pillar of Common Agricultural Policy includes direct payments to farmers and measures to manage agricultural markets and rural development is complementary of this pillar.

The EAFRD is funding the EU's rural development policy and its budget for 2014-2020 period is 100 billion Euros. In addition, there are 118 rural development projects in the 28 Member States for this period.

There are six common EU priorities to be addressed in rural development projects:

1. In rural areas, poverty reduction, social cohesion and economic development should be promoted.
2. Ecosystems related to agriculture and forestry should be restored and conserved and improved.
3. Food chain organization, animal welfare and risk management in agriculture should be supported.
4. Knowledge transfer and innovation in agriculture, forestry and rural areas should be encouraged.
5. Viability and competitiveness of agriculture should be improved and innovative farm technologies and sustainable forest management should be promoted.
6. Transformation to a low-carbon and climate resilient economy in rural areas should be encouraged and resource efficiency should be provided.

²⁴ Retrieved from: https://ec.europa.eu/agriculture/rural-development-2014-2020_en, last visited 31.07.2019

Member States should address at least four of those priorities in their rural development projects. Each Rural Development Projects must allocate at least 30 % of their budget to environment and climate change measures and at least 5% to LEADER.

2.3. Rural Development in Turkey

Rural Development projects supported by World Bank and International Rural Development Fund have been implemented in various provinces in Turkey. On these projects, it is stated that, rural areas have abundant natural resources but get the least share of the wealth which created by operating those resources, thus on rural development projects, it is aimed that evaluating natural resources better and eliminating the social and economic differences at rural areas. (Geray, 2011)

Kayıkçı (2009) divided Turkey's rural development policies into three part: First part is sectoral administration of rural areas in economic perspective before 1963. Second one is areal/integrated management of rural areas between 1963 and 1980. The last one is rural area governance after 1980, especially in 2000's.

Table 2.2. *Perspective of Rural Development Policy in Turkey (Kayıkçı, 2011, p.26-27)*

Years	Applied Rural Strategy	Rural Development Tools Applied	International Organizations Involved	RDP* Supported by External Financial Resources	Other RDPs
Sectoral Administration of Rural Areas in Economic Perspective (1923-1963)	Rural development through agricultural sector	-Land reform -Agricultural reform	-USA (Marshall Plan in 1950s)		
Areal/Integrated Management of Rural Areas (1963-1980)	Multi sectoral areal/integrated approach which does not exclude agricultural development	-Community development -Central Village -VillageTown -Integrated rural development projects	-UN -WB	-Çorum-Çankırı RDP (1976-1984)	-Village Based Participatory Investment Program -Project for Supporting

Table 2.2 (cont'd)

Rural Area Governance (1980-....)	Areal approach in which non-governmental organizations participated	-Privatization -Localization (both in provision of services to rural areas and in developing projects with bottom-up approach) -Governance	-OECD -WB -IFAD -EU	-Erzurum RDP(1984-1988) -Bingöl-Muş RDP (1990-1999) -Yozgat RDP (1991-2001) -Ordu-Giresun RDP (1997-2006) -Erzincan-Sivas RDP (2004-2010) -Diyarbakır-Batman-Siirt RDP (2007-2012) -Ardahan-Kars-Artvin RDP (2011-present)** -IPARD (2011-present)**	Infrastructure of Villages (KÖYDES) -Program for Supporting Rural Development Investments -Project for Supporting Municipal Infrastructure (BELDES) -Program for Supporting RD Investments (2006-present)** -Young Farmers Program within the scope of RD Support (2016-2018)**
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(*RDP: Rural Development Project, **this parts are added by the writer)

Table 2.2 summarizes the rural development history of Turkey. In this part, historical background of Turkey's rural development is mentioned as the same periods in the table.

2.3.1. Historical Background

2.3.1.1. Establishment Years (1923-1938)

On establishment years, situation at villages was not so pleasant. Land mainly belonged to landlords, farmers had very little land. Dominant economic policy was "National Economy". Relations between villagers and state were based on taxes and military services. Main facilities such as roads, water systems, schools, healthcare could not be provided to villages. (Geray, 2011)

Agriculture was the main economic activity at villages, but technology which was used in agriculture was primitive. There was a special tax on agriculture²⁵ and other taxes on roads, livestock ²⁶ and education²⁷. (Geray, 2011)

According to Kayıkçı (2009), one of the efforts towards rural areas for this period is establishment of Union of Agricultural Reputation (Law no: 498, in 1 March 1924)²⁸ in order to provide credit for villagers, who cannot provide collateral, according to personal reputation. Another effort is enacting Agricultural Credit Cooperatives Law (No: 1470)²⁹ in 1929.

Kayıkçı refers that there are two indicators of significance of rural areas: one is Establishment of Ministry of Agriculture (Law no: 432) and the other one is enactment of Village Law (No: 442) in 1924. As one of the important steps towards villagers, Village Law describes places with population less than 2000 as villages, places with population between 2000 and 20000 as towns, and places with more than 20000 population as urban areas. According to Geray (2011), villages became decentralized administrative units and legal entities, through this law. This law was prepared in a language that villagers could easily understand and describes duties of this legal entities, budget and electoral bodies of entities.

Efforts to promote agriculture were interrupted by Great Depression in 1929. As a result of Great Depression, food prices decreased around the world and affected agricultural economy of Turkey. (Geray, 2011)

Geray (2011) emphasizes that even today most of the village income is allocated in administrative costs rather than agriculture and economic issues.

Two important congresses for rural areas were held during this period. First one is İzmir Economy Congress. In 1923, İzmir Economy Congress was held and opinions

²⁵ In Turkish: Aşar Vergisi

²⁶ In Turkish: Ağnam Vergisi

²⁷ In Turkish: Maarif Hissesi

²⁸ In Turkish: 498 sayılı İtibarı Zirai Birliği Kanunu

²⁹ In Turkish: 1470 sayılı Tarım Kredi Kooperatifleri Kanunu

of farmers have been collected. On the congress, problems of villagers were held with agricultural development issues, abolition of tax on agriculture, provision of agricultural education, increase in Ziraat Bank credits, and mechanization in agriculture are demanded. In 1923, a congress on economy has been held on İzmir. On the congress, landlords demanded abolition of tax on agriculture, increase in Ziraat Bank credits, and mechanization in agriculture. Farmer representatives emphasized on education and health requirements at villages. The second one is 1st Village and Agriculture Congress which was organized by Ministry of Agriculture in 1938. It included social and economic issues of villages in addition to technical subjects such as agriculture and livestock. A Report on Village Development has been prepared. But a second congress have never been made. (Geray, 2011, p.29)

Some legislative amendments were made for rural areas during this period. Firstly, tax on agriculture was abolished in 1925. Furthermore, Settlement Law³⁰ which is introduced in 1934, intended to make villagers who have a little or no land landowners. At the same year, another law was introduces as Title Deed Law³¹. Through this law, the deed of lands would be given the free of charge to whom make the zoning of the derelict lands.

The most important subject of this period was education. Many institutions for education of public in rural areas were established. One of these institutions was Nation Schools.³² Main objective of Nation Schools is providing education for adults: reading and writing with new alphabet, composition writing, arithmetic, health and civics. Another institution was Community Houses³³ which were opened to educate people by intellectuals. Community Houses have a duty about warning villagers and training them. Therefore, intellectuals would have knowledge on village and villagers and relations between city and village would be developed (Geray, 2011). The last but

³⁰In Turkish: 2510 Sayılı İskân Kanunu, <https://www.resmigazete.gov.tr/arsiv/2733.pdf>

³¹ In Turkish: 2644 Sayılı Tapu Kanunu, <https://www.mevzuat.gov.tr/MevzuatMetin/1.3.2644.pdf>

³² In Turkish: Ulus Okulları- Millet Mektepleri

³³ In Turkish: Halk Evleri

the most important one was Village Institutes³⁴. On the establishment period, the most systematic approach to the village in the field of education was Village Institutes. According to Geray (2011), despite their success, Village institutes remained a one sided development movement since they did not completed by economic measures such as cooperatives. Main aim was to educate farmers as knowledgeable, healthy and patriotic. Unfortunately, Village Institutes has been closed because of the political environment of the period.

According to Geray (2011), studies has been concentrated on village and villager problems after establishment of the Republic of Turkey. Unfortunately, according to Geray, those studies are disjoint, disorganized and not systematic. Moreover, results of those studies could not change the social structure of villages. Such studies were beneficial for large enterprises. Development was proceeded spontaneously through improvement of transportation, communication, industrialization conditions and high technology. On the other hand, one sided efforts to develop villages was failed.

2.3.1.2. Industrialization Period (1938-1963)

The Republic of Turkey has been entered into Industrialization Period after 1938. According to Kayıkçı (2009), it can be stated that rural development policy until 1960's is implemented according to land and agricultural reform discussions. On the period between 1935 and 1948, Land Reform Policy was on the agenda. Land reform refers to reorganization of land ownership system and results in change in political, social and economic powers of some groups in society. According to Geray (2011), land reform includes expropriation of large properties and distribution of land among cultivators. Hence, it requires a strong political stance as it takes power, property and status from a group to other groups in society and depends on activities of interest groups. However, this reform has failed to be implemented.

After land reform trials, between 1948 and 1963 years, there was another attempt as Agricultural Reform Policy Period. According to Aksoy (as cited in Geray, 2011),

³⁴ In Turkish: Köy Enstitüleri

agricultural reform envisages mechanization in agriculture, provision of credit facilities, and the establishment of infrastructure for irrigation etc. in order to regulate production and increase production in agriculture, and it does not include change in land ownership or reform, but sees it as one of the other technical issues. After World War II, land reform was on the agenda of the countries all over the world. Countries such as Japan, Korea have successfully completed their land reform. Meantime, Law No. 4753 Provision of Land to Farmers³⁵ was enacted in 1945. According to this law, state lands, common property that is more than needed in villages, derelict lands would be expropriated. In addition, over 5000 acres of natural and private legal entities would be expropriated to eliminate the feudal and semi-feudal structure. But it was failed as the first one unfortunately because it has lost its political support. According to Geray (2011), this law was intended to decrease political power of big landlords and reorganize land ownership pattern for the purpose of increasing productivity. Law was suggesting agricultural enterprises which have more than 5.000 decares area would be expropriated and distributed to farmers but this part of the law was failed. Suggestion on distributing public lands to farmers were applied mostly.

After failure of two strong policies, Marshall Plan put into practice in 1950s. With this plan, mechanization in agriculture increased rapidly, and when machinery replaced human labor, employment in villages fell. Thus, people began to migrate to the big cities where industry was developing. In order to regulate the phenomenon of migration and economic structuring along with the problems of urbanization; SPO was established and planned economic period was started.

2.3.1.3. Planned Economic Period and Development Plans (1938-1963)

In 1963, planned development period has been started, problems of village and villagers were handled in national rural development.

³⁵ In Turkish: 4753 sayılı Çiftçiyi Topraklandırma Kanunu: <https://www.resmigazete.gov.tr/arsiv/6032.pdf>

1st Five-Year Development Plan³⁶

Turkey has started a planned economy period and 1st Five-Year Development Plan was published in 1963. In the plan, it is emphasized that, over 70 % of the population still lives in the villages despite the urbanization trend at that time and Turkish economy is dependent on agriculture although the share of agriculture in the national income is declining. In addition, it is stated that, 40 % of the national income was generated by agricultural sector while production industry created only 14 % of total income. As a result, plan was highly emphasize that agricultural reform of Turkey is inevitable.

General principle of the plan is creation of new job opportunities to whom migrates to urban areas and preparation of non-agricultural activities for who lives at agricultural areas in order to avoid from unemployment which have very high economic and social cost. Plan includes targets for fifteen years as providing a balanced improvement between agriculture and industry. It was foreseen that long term development of Turkey would be on industry and food supply might be compromised at cities because of the withdrawal of people from agriculture. Hence, it is necessary to open the agricultural sector more to the market economy in order to prevent congestion in food supply in cities and to eliminate regional price differences. Plan is also focused on the need for improvement of transportation opportunities and establishment of agriculture sales cooperatives. Another main problem according to plan is the difference between the increase of selling prices and the increase of tax of the agricultural land according to plan. Moreover, non-taxation of agricultural income was considered to be advantageous to high income earners who earn rent income rather than being advantageous to agricultural workers, the majority of which were living on the breadline. Therefore, imbalance was increased in both general income distribution and agricultural income distribution.

³⁶ This section has been prepared by examining the 1st Five Year Development Plan

On this plan, agriculture in Turkey is defined as an economic activity which is traditionally left to private enterprise and family business. The main concern is that if state do not lead and do not take responsibility of some activities, there will not be any improvement on agricultural sector. In order to increase agricultural production, government should offer irrigation, energy, road and communication facilities, credit and marketing opportunities, technical assistance and perform some structural changes such as land reform.

The term “Community Development” (Village Development) is used for rural development. Supporting Organization Capacity and creating special agricultural and non-agricultural jobs by incentives are two main methods of this approach. In addition, there are a lot of problems emerging from distribution of services to village communities because these communities are too small and scattered. Increase in cost of facilities of these services and decline in productivity caused by organization are some of the examples. For this reason, policy for service delivery should be designed due to settlement and structure of villages. Efficient implementation of Community Development program it the most significant measure to prevent more population to migrate to cities than the volume of work by creating non-agricultural jobs and ensuring public participation in these activities.

For the first development plan, emphasize is on sectors as agriculture, industry or services because it was mainly an economic plan. “Rural Development” concept, even the term “rural” have not been mentioned in the plan. It has no distinction between rural and urban. The different land uses mentioned as agricultural areas, cities and villages. The dominant differences had made between sectors, if agricultural area is mentioned, it is probably about rural areas and if industry is mentioned, probably urban areas are the subject.

2nd Five-Year Development Plan³⁷

2nd Five-Year Development Plan was published in 1967. On this plan, expanding the general employment opportunities, shifting the excess labor force in the agricultural sector towards non-agricultural activities, efficient use of trained manpower, preventing the dependence of the economy on external resources in the long term, eliminating the congestions in the balance of payments, increasing the speed of the industry, and developing urbanization was considered as necessary to be supported.

On the previous plan, growth rate for Gross National Product was predicted as 7 % but it was below that percentage because production targets for industry, other sectors as well as agriculture, could not be reached. The reason behind that is indicated as delays in investment processes.

According to plan, 70 % of the population lives in rural areas and engaged in agriculture. In addition, 75 % of economically active population works in agriculture, 12 % in industry, 13 % in service sector according to the results of 1965 Census. Turkey has exited the general agricultural economy and entered rapid development period. Creation of job opportunities and incentive measures in agricultural and non-agricultural sector is vital for utilizing unused capacity.

On this plan, the term “rural” has mentioned as rural areas, rural settlements, rural population, and rural environment, yet there are no description on what is rural. Rural is mentioned as the opposite of urban. Moreover, considering criteria related to legal, demographic and qualifications, village can be identified as dependent on agriculture, has its own social dynamics, has specific settlement boundaries, representing the smallest administrative unit, and has a population of 2.000 people. Since 1950, although the proportion of population lives in villages to total population has been declining, population at villages has been increasing in a way to affect development affords negatively. This plan is sector based as the previous one and emphasis is on

³⁷ This section has been prepared by examining the 2nd Five Year Development Plan

agriculture and industry. Moreover, the transform from rural areas to become urban areas will be supported according to this plan.

The main policy of this plan is sustaining a “Balanced Development Strategy”. Industrialization, modernization in agriculture and urbanization are three inseparable elements of development. Since efforts to develop these elements separately would be waste of resources, these elements should be handled together in policy making. Since economy is mainly dependent on agricultural sector, economic growth is affected by agricultural production on every stage. The main reason for instability in the overall pace of development is indicated as fluctuations in agricultural production.. Main policy of the plan is increasing share of non-agricultural sectors especially industry and declining the significance of agricultural sector in order to establish a balanced development. As a long-term goal of the plan, the Turkish economy should realize rapid industrialization and expand the overall level of production by increasing the productivity by using modern methods in the agricultural sector.

In order villagers to reach minimum level of life standards suitable for human dignity, public services such as road, water, school, electricity and irrigation water provision, infrastructure investments and social investment in village will be distributed evenly through all of the country. In addition, priority will be given to backward areas according to deprivation level and urgency of the needs.

According to plan, rural settlements, unlike their functions, have a tendency to become urban settlements and accumulate in centers where they can show their functions best. The plan states that this trend will be supported by public investment and regulations.

At the first stage of urbanization, housing and finding a job are two main problems for those who come to cities. Squatter housing is accepted as maintaining rural life around the cities and emerged as the most natural way of solving housing requirements. Population who newly came to city retains their rural relations and these relations reveal itself in various fields from labor mobility to nutrition.

Rural population expects to have better life conditions and higher welfare level at cities, and has tendency to choose city life over rural life in order new generations to have better chances. Therefore, family size at rural areas are declining because of migration to cities.

3rd Five-Year Development Plan (1973-1978)³⁸

On this plan, urban and rural areas are distinguished. On the Second Section, First Chapter: Basic Problems of Turkish Society While Entering the Third Planned economy period, VI. Settlement Problems, Urbanization and Rural Settlement are described.

As a result of the flow of the population to urban areas, rural population ratio in total population is decreasing. Moreover, rural settlements are composed of multiple units having scattered pattern and this causes that services are not well-developed at rural areas. Having scattered pattern and being multiple unit, rural settlements have inefficient roads, drinking water, electricity and other services. Municipalities, Special Provincial Administrations and Village Administrations are not able to fulfill their duties determined by law due to the resource deficiency. In provision of economic, social and cultural services, village is described as areas which have specific social relations, certain boundaries, population less than 10.000 and agriculture as basic economic sector.

On this plan, “Central Village” approach has emerged. On the last decade, ratio of people living in the villages to total population has been decreasing according to population census. As a result of research carried out by State Planning Organization, nearly 7000 Central Village could be established countrywide, in order to provide needs of villages at the lowest cost and integrate rural population to national market.

In Turkey, one of the most important elements of economic, social and cultural development of villages is structure of agricultural enterprises and organizing the

³⁸ This section has been prepared by examining the 3rd Five Year Development Plan

relation formed by that structure is vital. According to the studies of Ministry of Village Affairs, 30.7 % of families which reside in villages and are engaged in agriculture have no land (1 % tenant, 5.7 % share farmer, 93.3 % agricultural worker).

Improvement of production and product quality, regulating agricultural credit system, establishing a sufficient marketing system, completing structural regulations and cooperatives, conducting complementary services such as road, drinking water and electricity as a whole are solutions of problems of villages.

On the long term development perspective, it is aimed to increase life standards of villagers. In order to do that so, new strategy and plan will be based on rapid industrial development. Special measures will be made in order to reflect these growth to village life. Especially Agriculture and Land Reform, improvement in agricultural production, cooperatives, credit and marketing are the main policies. Provision of infrastructure and social services will be complementary of these policies.

If static structure of economic and social life at rural areas could be changed into a dynamic structure by the impact of urbanization and industrialization, valid result will be obtained. For this reason, infrastructure and social services should be consolidated in “Central Villages”.

“Central Villages” will be formed in order to decrease the cost of providing services to dispersed and fragmented rural settlements, to ensure that all villagers benefit from services provided and to develop rural settlements. Service units such as health centers, basic education and regional boarding schools, village courses, agricultural dissemination buildings, vaccination and artificial insemination stations, communication agencies, police stations and market places will be clustered in central villages.

Approaching production, marketing, consumption, credit and equipment problems of villages, cooperatives will be developed in agriculture, forestry, livestock and aquaculture.

This plan is the most comprehensive development plan among the others. It has started with developments in economic structure, continues with developments in social field, explaining justification of requirement for a new perspective.

4th Five-Year Development Plan (1979-1983)³⁹

On this period, Turkey was in a deep economic crisis. On First Section of the plan, previous development plan has been referred. On the Second Section: Economic and Social Objectives and Policies, Third Chapter: Basic Policies of Forth Plan, VI. Policies towards the Villagers and VI: Rural Settlement Pattern is described. Rural areas are described as areas with population less than 2.000.

According to this plan, rural areas have variety of levels such as upper level rural settlements and villages. This upper level rural settlements serve as center for trade, services, education and health. These settlements form a gradual structure among themselves and villages. There are differences in population of these settlements and villages hence facilities in those settlements vary in number and size. The fact that these upper level settlements are insufficient in both number and quality and rural settlements have scattered texture makes coordination between services to rural areas difficult and limits the efficiency of investments by limiting opportunities to improve living conditions.

In order to improve income distribution among segments of society, ensure a healthy transition from agricultural society to industrial society by the contribution of villagers, increase development opportunities, production power and income of villagers, accelerate improvements in rural areas and raise living conditions, followings will be used as tools according to this plan: efficient land reform, democratic cooperatives, state regulation and support devoted to villagers, establishment of a new order through “Village-Town”.

³⁹ This section has been prepared by examining the 4th Five Year Development Plan

On rural areas, associated with land and reform, agricultural cooperatives, state regulation and support in agriculture, economic and social development of villagers will be conducted by the principle of integrity of development and “Village-Town”s where infrastructure is concentrated, villagers are organized, agricultural industry is developed, agricultural surplus is allocated to productive investments, new job opportunities are created will form economic dimension of this development. Rather than being new settlements, Village-Towns will be efficient improvement and service centers and strong bonds will be developed between Village-Towns and cooperatives.

Establishment of cooperatives and related Village-Towns in the land reform areas will be established, villagers who are provided land will benefit from necessary services, infrastructure and agricultural technology jointly and at low cost and will have a chance to transfer their increase of their income to agricultural industry or other industrial facilities.

On this plan, it is expressed that necessary infrastructure and public services will be provided at sufficient level via Village-Town regulation. In addition, necessary infrastructure for agriculture based on advanced technology and industrial investments will be given priority. Furthermore, investments on agricultural industry will begin with developing industries based on-agriculture, livestock and forestry via Village-Towns on rural areas. Establishment of cooperatives and public initiatives will be supported in this way. While industrial facilities are developed at rural areas, agricultural and food industry will be developed around big cities in order to contribute nutrition supply for people living at cities.

While preparing this plan, there were some other “Special Expertise Commission Working Reports” have been publish for the first time. “European Economic Community”, “General Problems of Agriculture”, “Rural Cooperative Establishment”, “Settlement, Regional Development, Urbanization and Housing”.

On this plan, rural areas are describes on a population basis. Village-Town approach has emerged and emphasis is on “agricultural industry”.

5th Five-Year Development Plan (1985-1989)⁴⁰

Although this plan is sectoral based as the first plans and space based approach is disappeared, Special Expertise Commission Study Report on Rural Development has been published with this plan. “Central Village” term on the 3rd Development Plan is re-used. “Priority Regions in Development” term is mentioned for the first time on the planned economy period.

On the title of “Principles and Policies of Employment”, the term “rural” has been mentioned:

- As additional measure, job opportunities for seasonal unemployed will be created to increase rural income and infrastructure.
- Non-agricultural income is required for rural households. In other words, non-agricultural income for rural areas will be ensured by agricultural industry, handicrafts, services and special projects.

On this plan, it is stated that integration between social and economic services to rural areas will be provided to ensure on-site development and increase in welfare level.

Conservation areas, agricultural areas, forestry, industrial, urban and rural areas will be appraised in order to make right decisions for alternative tourism and recreational areas in each utilization for this resources.

“Central Villages” will be used as tools for distribution of basic infrastructure and provision of service efficiency at rural areas. “Integrated Rural Development Projects” will be implemented to increase rural income, contribute social and cultural improvement and accelerate development at rural areas.

According to plan, villagers will be supported to participate in development in order to increase welfare level and to make efforts to provide social and professional

⁴⁰ This section has been prepared by examining the 5th Five Year Development Plan

cooperation and will be ensured to develop traditional handicrafts for the purpose of assessment of leisure time which arising from main activity of agriculture.

In order to diversify income of villagers and farmers, local production branches will be encouraged and auxiliary services will be provided to villagers in order to appreciation of the production at rural areas.

On Regional Planning chapter of the plan, it is expressed that improvement of agricultural infrastructure, amelioration of input usage and diversification of agricultural products will be guaranteed in order to evaluate natural agricultural potential of regions. In addition, it is planned that rural development projects will be address for the purpose of acceleration of regional development.

According to plan, it is expected that urbanization and transition from rural structure to urban to continue even though the rate of transition is slower because of economic and social changes and population growth. It is also planned that services to farmers will be handled as integrated rural development projects including agricultural based industrial projects. Furthermore, integrated rural development projects will be accelerated on specific areas. These project will include agricultural industry sub-projects.

On this plan, Central Village approach, integrated rural development projects and non-agricultural economic activities have been emphasized. Regional Planning is mentioned for the first time on a development plan. East and Southeast Anatolian Regions are designated as Priority Regions in Development as regional planning tools. Integrated Rural Development Projects for those areas will be prepared in order to reduce regional difference gap.

6th Five-Year Development Plan (1990-1994)⁴¹

This plan, as the previous one, is sectoral based and “Priority Regions in the Economy” concept is mentioned. “Central Village” approach is still on the agenda.

According to plan:

-necessary measures to evaluate products which are produced at rural areas and to increase the rural income will be taken.

-efforts to reduce differences between Priority Regions in Development and other areas will be sustained.

Principles and Policies of Employment at rural areas: Non-agricultural employment opportunities will be developed to create new job fields at rural areas and additional income to rural households.

According to Principles and Policies of Regional Development on Regional and Territorial Development Chapter, necessary tools for balancing settlement staging and decreasing pressure of population and industry on metropolitan areas, controlling interregional and intra-regional migration, determine and support the development of sub-urban cities, medium sized centers, center of less developed regions and center of rural settlements will be created.

According to plan, basic principle is facilitating services and information flow which are applicable for contemporary needs at rural areas.

For the purpose of dynamizing rural areas, services and agriculture based industry investments will be directed to central villages and towns within the framework of “Rural Area Planning” approach.

⁴¹ This section has been prepared by examining the 6th Five Year Development Plan

Projects which are aimed at making necessary regulations with agricultural research institutions in order to rational use of land which is the main livelihood for villagers and removing of structural defects of agriculture will be supported.

Plan supports non-agricultural economic activities and new production branches to increase employment and diversify income at rural areas. Moreover, public education projects and programs for increasing level of education and culture of families at rural areas will be diversified and enhanced. Common public education activities which will enable agricultural producers to practice rapidly growing agricultural technology and biotechnological changes will be provided through integrated projects of research and educational institutions and universities and relevant public institutions will cooperate in informing and giving skills to producers.

Health services and units to rural areas will be expanded.

Coordination between public institutions which give service to rural areas will be improved and integrated projects which enable provision of compatible services will be implemented.

On this plan, “Priority Regions in Development” term is mentioned as one of the key concept for regional development. In addition to regional development approach, rural area planning concept has been emerged. However, details of rural area planning has not been mentioned. According to plan, Central Villages will be tools for rural area planning. As it is mentioned in the plan, Southeast Anatolian Project (GAP) has started.

7th Five-Year Development Plan (1995-2000)⁴²

This plan is quite different from previous ones. Special Expertise Commission Study Report on Integration of Turkey and EU, Special Expertise Commission Study Report Summary on Relations between Turkey and Turkic Republics, Special Expertise Commission Study Report on Economic Cooperation between Turkey and Black Sea,

⁴² This section has been prepared by examining the 7th Five Year Development Plan

Special Expertise Commission Evaluation Report on Globalization, Regional Integrations and Turkey are some of the reports of this plan. Subjects of these reports indicate that Turkey is trying to adapt to globalization.

“Structural change”, “priority regions in development” and “regional balance” are the key concept of this document.

According to Plan, the difference of wealth levels between rural and urban is increased and rural population accumulated to cities as rural development is failed at providing continuity and permanence. Moreover, it is expressed that health services at rural areas are insufficient. Furthermore, approximately 45 % of total employment works at low-yield agricultural sector, even though migration from rural to urban areas continue to cause problems.

In the plan, it is emphasized that studies on improvement of land and water resources, establishment of agricultural infrastructure, management and effective use of resources are important. In detail, irrigation system, land consolidation, in-field development services, dam construction for electricity, drinking water are key concepts for rural development. As a result of this infrastructure requirements, legislation on usage, management and allocation of soil and water resources should be prepared. In addition, land use plans should be prepared.

According to agricultural development chapter of the plan, it is stressed that balanced, sustainable and environmentally friendly infrastructure establishment is the main purpose for agricultural development within the framework of applied agricultural policy. Furthermore, non-agricultural use of land, especially irrigated land will be prevented.

According to plan, lack of institutional unit between Development Plans and Urban Development Plans, multi-headedness in planning and implementation period cause irrational decision in allocation and improvement of resources and investments are not guided by the right sector and location changes.

At the Priority Regions in Development, especially East and Southeast Anatolian Regions, for the purpose of solving problems caused by rapid population change and unemployment, local resources will be evaluated, agricultural development projects will be prepared, establishment of agricultural industries will be supported and increase in rural employment will be ensured.

Urban and rural space organization which procure modern living conditions for all over the country will be created and every citizen will benefit from those services through evenly distributed public services.

On this plan, Priority Regions in development is still on the agenda. Unlike the previous ones, this plan involves detailed policies for spatial use of land in many aspects such as legislation, physical infrastructure, services, etc. This plan has a tendency to reduce differences between regions through “Priority Regions in Development” similar to tendencies at EU.

8th Five-Year Development Plan (2001-2005)⁴³

It can be seen that EU Membership Candidacy of Turkey affected the context of the plan. Special Expertise Commission Study Report on Rural Development, Special Expertise Commission Study Report on Agricultural Policies, Special Expertise Commission Study Report on Turkey and EU Relations and some specific rural development projects are prepared for the first time in planned economy period.

After announcement of Turkey’s Candidacy for EU Membership at Helsinki Summit, it is expected to obtain pre-accession financial assistance as can be seen on this plan. (Other assistance of EU to CEEC such as PHARE, ISPA, SAPARD...)

Main objective is development of “Priority Regions in Development”.

On this plan, Special Rural Development Projects have mentioned. These projects are improved in order to reduce difference between regions. This projects are as follows:

⁴³ This section has been prepared by examining the 8th Five Year Development Plan

Bingöl-Muş Rural Development Project (ongoing): irrigation systems, drinking water, roads, afforestation, farmer training, apiculture, carpet-rug unit

Gümüşhane-Bayburt-Rize Rural Development Project: study phase

Ordu-Giresun Rural Development Project (ongoing): dissemination, farmer training, natural and artificial insemination

Sivas-Erzincan Rural Development Project: study phase

Yozgat Rural Development Project (ongoing): irrigation systems, drinking water, afforestation, farmer training, natural and artificial insemination, animal vaccination

According to plan, main objective is to increase income and employment through utilizing local potentials within the perspective of sustainable development principles. It is mentioned that effective organization, participation at all levels, improving life quality, supporting income generating economic activities for rural population, development of manpower resources, increasing employment at rural areas are main objectives of rural development. Furthermore, technical support will be provided in order to develop agro-industry for packaging, preserving and marketing. Moreover, irrigation project, land consolidation and in-field development services will be conducted simultaneously. In addition, entrepreneurs in the fields of tourism, handicrafts, weaving livestock which has local potentials will be supported to increase income and decrease unemployment at rural areas. Moreover, differences income per person for rural and urban areas has increased in addition to corruption in distribution of income at urban areas. Participation and responsibility of producer based rural development projects which provide direct financing to producers and in which will be composed. Nonagricultural sectors and rural industry will be supported at rural areas.

Preparing land use plans, preventing from non-agricultural use of land, preventing from fragmentation of land, preparing land legislation, consolidating the land, preparing cadastral maps of villages, providing some health, drinking water and

sewage services. Furthermore, water, land, land use and soil conservation (erosion, fragmentation, contamination, desertification, misuse of land, classification) and land consolidation legislations should be prepared according to plan.

Main objective of the plan is to promote balanced, sustainable and environmentally friendly agricultural infrastructure within the context of agricultural policies and through participatory approach.

According to plan, ideal, physical and financial contribution of beneficiaries of agricultural infrastructure will be provided in order to reduce load in public. Hence, new investments will be funded and efficient use of existing infrastructure will be ensured according to the plan. In addition, Cooperatives will be supported technically and financially in order to strengthen rural areas economically. Moreover, local resources will be utilized, participation of non-governmental organizations, increase of employment opportunities, development of manpower resources, cooperatives, non-agricultural will be provided.

On this plan, major emphasis is on accession of Turkey to EU. Policies for development have been formed in convergence to EU's policies. Another change is emergence of special Rural Development Projects in addition to previous Regional Development Projects. On this plan, there are still some policy and legislative requirements for land management. As the previous plan, spatial policies are highly emphasized.

9th Development Plan (2007-2013)⁴⁴

Before preparing this plan, Special Expertise Commission Study Report on Regional Growth, Special Expertise Commission Study Report on Settlement and Urbanization were prepared. On this plan, as a part of EU Compliance, developmental axes are structured. (As seen on 9th Development Plan Strategy) Providing Regional

⁴⁴ This section has been prepared by examining the 9th Development Plan

Development is one of the Development Axes of the plan. Provision of Rural Development is under this Axis.

Main purpose is to close development gap between urban and rural. As rural economy is dependent on agriculture, agricultural development, productivity, production increase, reduction in income, prosperity and life level differences between agriculture and other economic fields are vital for strong agricultural policies.

For the first time, National Rural Development Strategy has prepared and published to compose a perspective for rural development project and activities and to comply with EU policies in 2006. According to Plan, Rural Development Plan will be prepared and implemented in the line with National Rural Development Strategy. Furthermore, studies on establishing a rural development agency, implementation and paying units will continue in order to improve effectiveness of rural development policies and participation of relevant agencies in decision making processes.

As one of the main economic activity at rural areas, reducing relative productivity problems in agricultural sector, accelerating land consolidation works, strengthening farmer organizations and activating education and dissemination activities are vital issues in agricultural sector. In addition, Project to Support the Infrastructure of Villages⁴⁵ aims to enable fragmented and scattered structure of rural settlements to have access to physical and social infrastructure efficiently.

On this plan, it is stated that regional development policies will be served as contributing to national development through increasing regional productivity, competition power and employment and reducing the development differences between regions and between urban-rural areas. Within this scope, central level policies will be established for more harmonious and effective, creating a development environment based on local dynamics and potentials, increasing institutional capacity at local level and accelerating rural development.

⁴⁵ In Turkish: KÖYDES

According to plan, cooperation capacity at rural areas will be improved and producer organizations will be strengthened, functions of different producer organizations will be restructured according to the integration to EU agricultural markets, and incentives to producer organizations will be activated. Furthermore, introduction and marketing of agriculture, forestry and food products, tourism and recreation, handicrafts, agro-industry and other alternative production activities will be promoted at rural areas, also by using e-commerce.

It is expressed that projects which develop cooperation between local actors and strengthen bottom up approach of development attempts responsive to local needs, give priority to participation and cost sharing will be implemented at pilot level and good practices will be disseminated. Also, strengthening technical, financial and institutional capacity of special provincial administrations, local governments and organizations in order to efficiency of these institutions on rural development is mentioned. In addition, it is planned to improve institutional capacity for efficient use and management of rural development funds via describing institutional perspective necessary for compliance to EU's rural development policies.

On this plan, policies are indicating the effect of EU Accession Period. Rural development is maintained under the title of Regional Development. Policy papers on rural development, such as National Rural Development Strategy has mentioned for the first time in the planned economy period. Unlike other plans, this development plan is prepared for nine years compatible with EU.

10th Development Plan (2014-2018)⁴⁶

Special Expertise Commission Study Report on International Cooperation Methods and Approaches for Development, Special Expertise Commission Study Report on Agricultural Policies, Study Report on Sustainable Use of Agricultural Land have been prepared before the plan.

⁴⁶ This section has been prepared by examining the 10th Development Plan

According to plan, new concepts and descriptions on rural, rurality, agriculture and agricultural production types are developed related to disappearance of boundaries of rural and urban areas. While new approaches combining rural and urban areas are shaping agricultural production at rural areas, agriculture is appeared as a new urban economic activity via concepts such as “urban farming”, urban fringe agriculture”. These changes aim at transforming urban settlements into self-sufficient places against food shortage risk which is a potential consequence of climate change.

In the plan, it is expressed that under the authority of the Ministry of Environment and Urbanization, Directorate General for Spatial Planning is established, and among its duties: there are determination and application of main principle, strategy and standards for land use at urban and rural areas, preparation of sectoral plans in compliance with territorial or regional spatial strategy plans and environmental plans. In addition, land consolidation, in-field development services, rural development incentives, agricultural subsidies, agricultural marketing are duties of newly established DG for Agricultural Reform under the authority of Ministry of Food, Agriculture and Livestock.⁴⁷

Main objective of 10th Development plan is to ensure rural and urban areas to offer better job opportunities and living environment. In the plan, it is emphasized that even though it has slowed down, migration from rural to urban areas still continues. At the core of this problem, plan mentions an effort to access job opportunities and life quality at urban areas. Adaptation difficulty of low skill immigrants to social life and labor force market at cities causes unemployment, income differences, and informality. Besides agricultural development, there is a need for diversification of income sources and improvement of quality of life at rural areas.

In the plan, it is stressed that even income per capita, wealth and economic and social development pace has increased in Turkey, this improvement took place at different levels between the regions in the urban-rural divide and reflected on the living spaces,

⁴⁷ Ministry of Agriculture and Forestry after Administrative Sytem Change in 2018.

the quality of space and environmental standards at different levels. Distribution and arrangement of settlements should be improved in terms of quality and functionality of working and living spaces, environmental effects and compliance of land use.

At rural areas, the risk of population decline and ageing is increasing and there is a significant difference between closer and further rural areas to cities. Therefore, policy and implementation of rural development should be diversified and scale of this policies should be limited by villages and relevant units.

In the plan, it is stated that governance and institutional capacity relevant to rural development has been strengthened at local level. Institutions which contributed to these capacity are Agriculture and Rural Development Support Institution, development agencies, special provincial administrations and units serving villages. With the new regulations, metropolitan municipalities of 30 provinces and their district level municipalities have become key actor of rural development.

In the plan, it is indicated that decrease and aging tendency in rural population continue. Ratio of rural population to total population is decreased to 32.5 % from 27.7. Furthermore, at rural areas, agricultural employment ratio to total employment is 61% between 2007 and 2012. In addition, rural poverty maintains its significance despite the increase in agricultural income at planned economy period. Since, agricultural employment includes highly idle labor and scale and marketing problems of agricultural enterprises prevent sufficient and regular income and provoke poverty and migration problems.

Aim of rural development policy is to improve job and living conditions of rural society on-site. General perspective of rural policy is formed by strengthening rural economy and employment, developing human resources and reducing poverty, improving social and physical infrastructure and preserving environmental and natural resources.

Rural development incentives will be used for improving competition power. In this field, integration of objectives of EU and rational resources will be strengthened and

compliance and complementary relations will be developed for potential beneficiaries within geographical context.

It is stated that definition of rural areas will be revised and basic national data will be published in terms of urban-rural and provincial base.

Unlike the other plans, this plan is more detailed including having spatial decisions. Hence, rural development policies are more detailed than previous plans on this plan.

As a general evaluation of rural development in Turkey, it should be emphasized that rural development is not only providing economic growth but also ensuring social and physical development. There are specific problems of rural areas such as aging, migration to cities, lack of job opportunities, poverty, lack of services (such as education, transportation, healthcare, etc.), and low population density. Moreover, climate change is another aspect for rural areas, where primary economic sector is agriculture which highly depends on weather conditions. Another problem specific to rural areas of Turkey is presence of refugees under temporary production. As mentioned before, refugees can be employed in agriculture without work permission. This fact directs refugees to rural areas where agriculture is intensive. Furthermore, food security, natural resources and cultural heritage are significant issues related to rural areas. Firstly, more and more people quit farming as agricultural production is a labor intensive job. As a result, food security is at risk. Secondly, rural areas are places where natural resources are preserved. For sustainable development, natural resources should be conserved. Thirdly, cultural heritage perpetuates in rural areas but it is vanishing because there are a few people left at rural areas.

Rural policies should be developed after specifying problems and needs of rural areas carefully. As mentioned before, central and local authorities should work in cooperation taking into account of participation principle. Central and local government, non-governmental organizations and local people should develop policies in accordance with requirements and potentials of rural areas. After policy making phase, relevant actors should carry out the policy implementation process.

One of the problems specific to Turkey is that institutions and organizations distribute rural development supports but they are unaware of each other. In order to solve this problem, an institution which works in coordination with governmental and non-governmental organizations should be established for rural development.

2.3.2. Rural Development Policy Documents

2.3.2.1. National Rural Development Strategy (2006-2013)

As stated in previous sections, after agreement on Turkey's EU Membership candidacy at Helsinki Summit in 1999, it is predicted to prepare a national rural development strategy. On National Program for the Adaptation of the Acquis in 2001, it is aimed at determining a rural development policy which processes parallel to EU's rural development policies regarding to conditions of Turkey. Furthermore, on 2003 National Program, it is foreseen that a rural development strategy should be prepared, necessary institutional structures should be established and implementation capacity should be improvement in order to implementation of rural development programs after accession. Therefore, First National Rural Development of Turkey has been prepared by State Planning Organization.

At 9th Development Planned economy period, within the context of National Rural Development Strategy (NRDS), strengthening rural economy, improving human resources, reducing poverty, increasing life standards, sustainable resource usage and environmental protection were emphasized.

On the 9th Development Planned economy period, rural development policies have been implemented as development of rural infrastructure and diversification of non-agricultural economic activities. For the purpose of more efficient rural development policy management, NRDS and RDP have been put into force, a multi-lateral steering committee has been constituted to monitor the plan, and implementations have been assigned to local institutions considerably.

Tartıcı (2010) stated that, National Rural Development Strategy will provide a basis for all rural development projects and programs to be realized with internal resources and external resources including EU funds. Harmonization perspective requires reduction of development diversities between urban and rural areas, regions and Turkey and EU. During harmonization process, on one hand, it is essential to make necessary regulations for programming, implementing and financial management mechanisms of EU via adaptation of rural development policies, on the other hand, it is required to accelerate development and reduce development gaps.

2.3.2.2. National Rural Development Strategy (2014-2020)

Legal basis of NRDS is 10th Development Plan prepared by Ministry of Development. It is prepared in coordination of Ministry of Agriculture and Forestry with technical support of Ministry of Development and participation of Ministry of European Union, Ministry of Environment and Urbanization, Ministry of Interior, Ministry of Finance, Undersecretariat of Treasury, Turkstat, Agriculture and Rural Development Support Institution and other associated institutions.

Its justifications could be listed as:

- Closing up the gap between urban and rural areas
- Struggling the negative effects of migration on rural areas
- Strengthening the rural area governance at central and rural level
- Supporting the alignment with European Union's agricultural and rural development legislation during the pre-accession period.

Main objective of NRDS is to develop and sustain employment and living conditions of rural society locally in accordance with urban areas, due to aim of convergence of least living quality at rural areas to country average.

NRDS has five strategic objectives, Development of Rural Economy and Increase of Employment Opportunities, Development of Rural Environment and Sustainability of

Natural Resources, Development of Social and Physical Infrastructure of Rural Settlements, Development of Human Capital of Rural Society and Poverty Reduction, and Development of Institutional Capacity Regarding Local Development.

First strategic objective, Development of Rural Economy and Increase of Employment Opportunities, has two priority areas: Enhancement of Competitiveness in Agriculture and Food Sector, and Diversification of Rural Economy. First priority contains five measures which are enhancing institutional capacity of producer organizations, processing and marketing of agricultural and food products, developing educational and advisory services towards producers, modernizing agricultural and food enterprises, and improving food safety. Second priority also has five measures which are developing rural tourism, providing increase in value-added of agricultural and non-agricultural products, modernizing commercial enterprises in non-agricultural sectors, supporting micro-enterprises, and developing aquaculture.

Second objective, Development of Rural Environment and Sustainability of Natural Resources, contains three priority areas: Provision of Sustainability of Soil and Natural Resources, Provision of Efficiency in Agricultural Land Use, and Provision of Sustainability of Forestry Resources. First priority consists of four measures as follows: disseminating environment friendly practices, enhancing organic farming, preventing from environmental pollution caused by agricultural activities, and improving pasture land. Second priority has two measures as: developing of irrigation infrastructure and expanding land consolidation. The last priority includes three measures which are improving income generating activities towards forestry products, expanding forestation and forest rehabilitation, and improving income generating activities at preserved areas.

Third strategic objective, Development of Social and Physical Infrastructure of Rural Settlements, consists of two priority areas: Development of Physical Infrastructure, and Development of Social Infrastructure. First priority contains seven measures as follows: improving transportation network, improving drinking water infrastructure,

developing waste management, expanding information technology usage, increasing renewable energy usage, encouraging local architecture, and providing secure settlement conditions in order to fight against natural disasters. The last priority of this objective has three measures as developing infrastructure for preserving local cultural heritage, developing infrastructure for sports and arts, and re-regulating inactive public buildings for development purposes.

Forth strategic objective, Development of Human Capital of Rural Society and Poverty Reduction, contains two priority areas: Development of Human Capital, and Empowerment for Poverty Alleviation. First priority of this objective has two measures: facilitating access to formal and non-formal education services, and facilitating access to protective health services. The second priority contains three measures as activating services for mobile seasonal agricultural workers, activating social services and support, and empowering social inclusion for disabled individuals.

Fifth strategic objective, Improvement of Institutional Capacity Regarding Local Development, consists of two priority areas as follows: Development of Capacity of Provision of Public Services, and Enhancement of Initiatives Devoted to Local Development. First priority has three measures: enhancing service provision capacity of local level authorities, enhancing service provision capacity of district level authorities, developing innovative models in provision of public services. The last priority also contains three measures as improving and implementing local development strategies in cooperation with public and private shareholders, improving technical capacity of civil initiatives directed to local development, and constituting national rural cooperation network.

These objectives, priorities and measures are all significant for rural development yet spatial organization of rural areas should be emphasized more.

2.3.3. Competent Authority for Rural Areas in Turkey

There may be some controversies on who is competent authority for rural development in Turkey. Firstly, Decree Law on Organization and Duties of Ministry of

Environment and Urbanization⁴⁸, published on Official Journal dated 4/7/2011 and numbered 27984, delegated some authority on rural areas. On First Section, Article 2 and Clause (ğ) of above mentioned Decree Law:

“determining the principles and procedures to be followed by the administrations in the improvement, renewal and transformation applications to be made in the urban and rural areas and settlements, including slums, coastal areas and facilities and areas removed from forest and pasture due to the deterioration of their quality...”

In addition, On Section 3, Article 7, duties and jurisdiction of General Directorate for Spatial Planning has been identified as follows:

Clause (b): Determining fundamental principles, strategy and standards related to land use at urban and rural areas and ensuring their implementation.

However, after governmental system change in Turkey, Presidential Decree on the Organization of the Presidency has been published on the Official Journal which is numbered as 30474 on 10 July 2018⁴⁹. Some of ministries are abolished and some of them are combined and their names have been changed. Accordingly, Ministry of Food, Agriculture and Livestock has been merged with Ministry of Forestry and this new institution is called as Ministry of Agriculture and Forestry. On above mentioned Decree, Enactment no.1, Section 14, duties and jurisdiction of Ministry of Agriculture and Forestry have been determined. On Article 410, duties and jurisdiction of Ministry of Agriculture is defined as follows:

- a) To conduct researches on the development of plant and animal production and aquaculture production, the improvement of the agricultural sector and formation of agricultural policies,

⁴⁸ Decree Law on Organization and Duties of Ministry of Environment and Urbanization

⁴⁹ Retrived fom: <https://www.resmigazete.gov.tr/eskiler/2018/07/20180710-1.pdf>, last accessed on 11.09.2019

- b) To conserve food production, food security and safety, rural development, soil and water resources and bio-diversity and to ensure efficient use of them.

There are some more duties about organization of farmers and raising awareness of farmers, protection and improvement of forestry and pastures, preservation of nature and natural resources, conservation and sustainable use of water resources, monitoring international development of the duties of ministry, etc.

According to Clause (b) of Article 410, it is clear that Ministry of Agriculture and Forestry is competent authority for Rural Development.

On Article 417 of the above mentioned Decree, duties and jurisdiction of General Directorate For Agricultural Reform is determined. Following clauses are closely related with rural development:

- a) Creating a competitive agricultural sector, improving physical potential, environment and land, rehabilitating life quality and economic diversity at rural areas, preparing, implementing and monitoring programs for establishment of local rural development capacity,
- b) Making the necessary actions on implementation of agricultural and rural development supports, controlling and harmonizing payments,
- k) Ensuring coordination related to rural development projects which are carried out by European Union resources and other international resources,
- m) Carrying out the secretariat procedures of the Monitoring Committee established in accordance with the Law on Establishment and Duties of the Agriculture and Rural Development Support Institution dated 4/5/2007 and numbered 5648,
- n) Making studies and proposals on supports which will be distributed to agricultural sector and rural areas,

It is apparent that main body which is responsible for rural development is General Directorate for Agricultural Reform. According to above mentioned article,

Agriculture and Rural Development Support Institution which is responsible for IPARD and accredited institution by EU.

On the other hand, local governments may issue regulations. Ankara Metropolitan Municipality has a Department of Rural Services and issued Regulation on Organization, Duties and Work of Rural Services Department of Ankara Metropolitan Municipality.

Missions of the Department of Rural Services are: ⁵⁰

- increasing the efficiency of the investments and supports to be made on behalf of Ankara Metropolitan Municipality by analyzing the needs of the rural areas,
- determining the rural development roadmap,
- taking strategic steps on behalf of Ankara Metropolitan Municipality according to international criteria.

Vision of the Department of Rural Services is ensuring that the citizens of Ankara benefit from social, cultural, scientific and economic opportunities equally by reducing the development gap between rural and urban in order to contribute to the achievement of the planned objectives of the Metropolitan Municipality of Ankara.

Basic Values of the Department are:

- To be lawful, impartial, transparent and open in decision-making, implementation and actions;
- To act in accordance with the needs in the provision and delivery of services,
- To increase productivity with qualified, productive and rational methods,
- To adopt sustainable development for the city and the citizen,
- To create quality and citizen satisfaction in services,
- To keep the interests of society before their own interests,
- To give priority to R & D and training activities,

⁵⁰Retrieved from: <https://www.ankara.bel.tr/genel-sekreter/genel-sekreter-yardimcisi2/kirsal-hizmetler-dairesi-baskanligi>, last visited 19.10.2019

- To be accountable,
- To cooperate with citizens - municipalities - employees who strengthen local democracy,
- To work in coordination with other institutions, organizations and non-governmental organizations,
- To serve the people of Ankara in a way that gives importance to human values while performing the service of smiling facility.

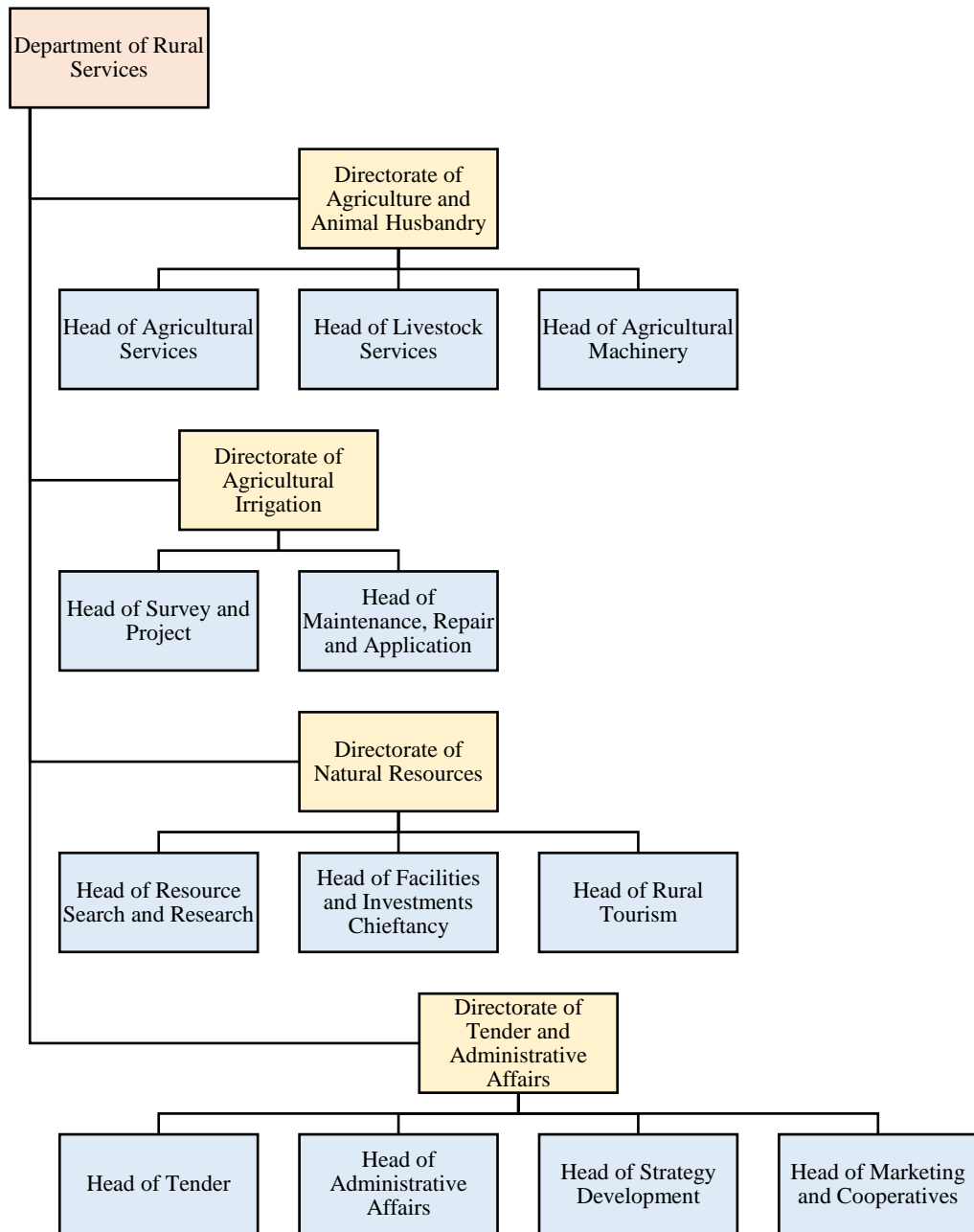


Figure 2.6. Organizational Structure of the Department of Rural Services

Regulation on Organization, Duties and Work of Rural Services Department of Ankara Metropolitan Municipality covers the work and procedures related to the improvement of the quality of life by planning, designing, implementing, monitoring, researching, and developing services such as agriculture, animal husbandry, aquaculture, beekeeping, agricultural irrigation, thermal treatment and rural tourism

for rural development throughout Ankara. Figure 2.6 shows the organizational structure of the Department of Rural Services. According to Article 4 of this regulation, some definitions have been made. One of the definitions is Rural Services and are defined as activities such as agriculture, animal husbandry, aquaculture, beekeeping, agricultural irrigation, thermal and natural treatment and rural tourism.

As one of our in-depth interviews, official from Ministry of Agriculture and Forestry stated that:

“Social Assistance Solidarity Foundation, District Governorships, Provincial Special Administrations-Rural Development Branch Directorates, Rural Development Departments of Metropolitan Municipalities, Ministry of Family, Labor and Social Policies-Provincial Directorate of grants in the countryside, the Ministry of Interior, everyone gives grants. 25 institutions.”

In the rural development area, there are a lot of governmental and non-governmental institutions are giving grants and conducts projects, many of which are scattered and have no integration and the results of them are not monitored and evaluated.

In the meantime, Ministry of Agriculture and Forestry has been preparing land use plans for rural areas. Ministry of Agriculture and Forestry has extensive authority on this issue whereas Ministry of Environment and Urbanization has authority on rural area planning. In addition, local governments are providing services to rural areas and developing projects for them. Therefore central and local government institutions should work in cooperation at shaping the rural area by participation of non-governmental organizations.

2.3.4. Research on Rural Areas in Turkey

On their research, Sarı, Gökyurt and Doğan (2019) have tried to analyze the relationship between urban functions and population density. Table 2.2 shows which urban functions they used on their research. Firstly they used principal component analysis in order to obtain ranking of density of urban functions by districts. After that, they examined dual correlations of population density and functions.

Table 2.3. *Urban Functions Which are Used on The Research*

1. Manufacturing Industry (% of Production in Total)
2. Number of People Graduated from University (%)
3. Number of People Completed a Master Program (%)
4. Health (Number of Doctors per 10.000 people)
5. Plant Production (TL/person)
6. Animal Production (TL/person)
7. Parcel Numbers in Organized Industrial Districts (Area of parcels)
8. Electricity (Consumption per household)
9. Broadband (Usage per 10.000 people)

The reason why this study was chosen as the backbone of the thesis is that, besides being a current study, it makes a classification similar to that of the EU and Turkstat by doing rural and urban classification based on population density and urban functions which is indicated in table 2.3. This study has created a base for this thesis and classifications based on districts have been used in classifying districts of Ankara.

According to research, there are four quarters. On the first quarter, population density and urban function level are high. On the second quarter, population density is low, urban function level is high. On the third quarter, population density and urban function level are low. On the last quarter, population density is high and urban function level is low.

Table 2.4 indicated the distribution of five biggest cities of Turkey and how their districts are classified according to categories.

Table 2.4. *Distribution of Turkey's Biggest Five Cities According to Categories*

Cities	Category- I	Category- II	Category- III	Category- IV	Total
İstanbul	29	2	1	7	39
İzmir	13	7	8	2	30
Ankara	5	3	14	3	25
Antalya	3	1	7	8	19
Bursa	5	1	7	4	17
Total	55	14	37	24	130

Category III indicates where rural characteristics are dominant. As can be seen in the table above, Ankara is in Category III, although it is one of the biggest cities and capital of Turkey. That is the reason for choosing Ankara as the scope of this thesis.

According to Sarı, Gökyurt and Doğan (2019), districts that are located in the center of Ankara compose a spatial cluster where density index is too high. However, districts that are not located in the city center have low population density unlike İstanbul. Urbanization rate of ten districts of Ankara (Şereflikoçhisar, Haymana, Nallıhan, Kızılcahamam, Bala, Kalecik, Ayaş, Güdül, Çamlıdere, and Evren) is 0 %.

Table 2.5. *Distribution of Ankara's Districts According to Categories*

District	2014 Population	Urban Function Index	Population Density Index	Category
Akyurt	29403	0,23	17,78	2
Altındağ	361259	0,24	95,98	1
Ayaş	13018	0,12	0,00	3
Bala	22142	-0,03	0,00	3
Beypazarı	47646	0,07	14,67	3

Table 2.5 (cont'd)

Çamlıdere	6781	0,01	0,00	3
Çankaya	913715	0,65	97,19	1
Çubuk	84636	0,07	30,00	3
Elmadağ	43666	0,13	49,33	3
Etimesgut	501351	0,33	96,78	1
Evren	2901	-0,03	0,00	3
Gölbaşı	118346	0,28	30,14	2
Güdül	8626	0,01	0,00	3
Haymana	31176	-0,03	0,00	3
Kahramankazan	47224	0,28	34,55	2
Kalecik	13604	0,04	0,00	3
Keçiören	872025	0,17	98,77	1
Kızılcahamam	25767	0,07	0,00	3
Mamak	587565	0,10	96,09	4
Nallıhan	29289	0,04	0,00	3
Polatlı	121101	0,13	19,71	3
Pursaklar	129152	0,07	93,10	4
Sincan	497516	0,14	84,80	4
Şereflikoçhisar	33946	0,05	0,00	3
Yenimahalle	608217	0,46	98,19	1

Table 2.5 indicates which category the districts of Ankara fall into. It can be seen that, majority of Ankara's districts are fallen into Category III. Sarı, Gökyurt and Doğan (2019) argued that Category II includes touristic places, places near industry or districts on the urban fringe. Akyurt, Gölbaşı and Kahramankazan are on the urban fringe that they developed basic urban functions. On the other hand, Mamak, Pursaklar and Sincan are on Category IV because they have high population density but lack of basic urban functions. These districts are mostly exposed to internal migration due to the pushing effect of the countryside.

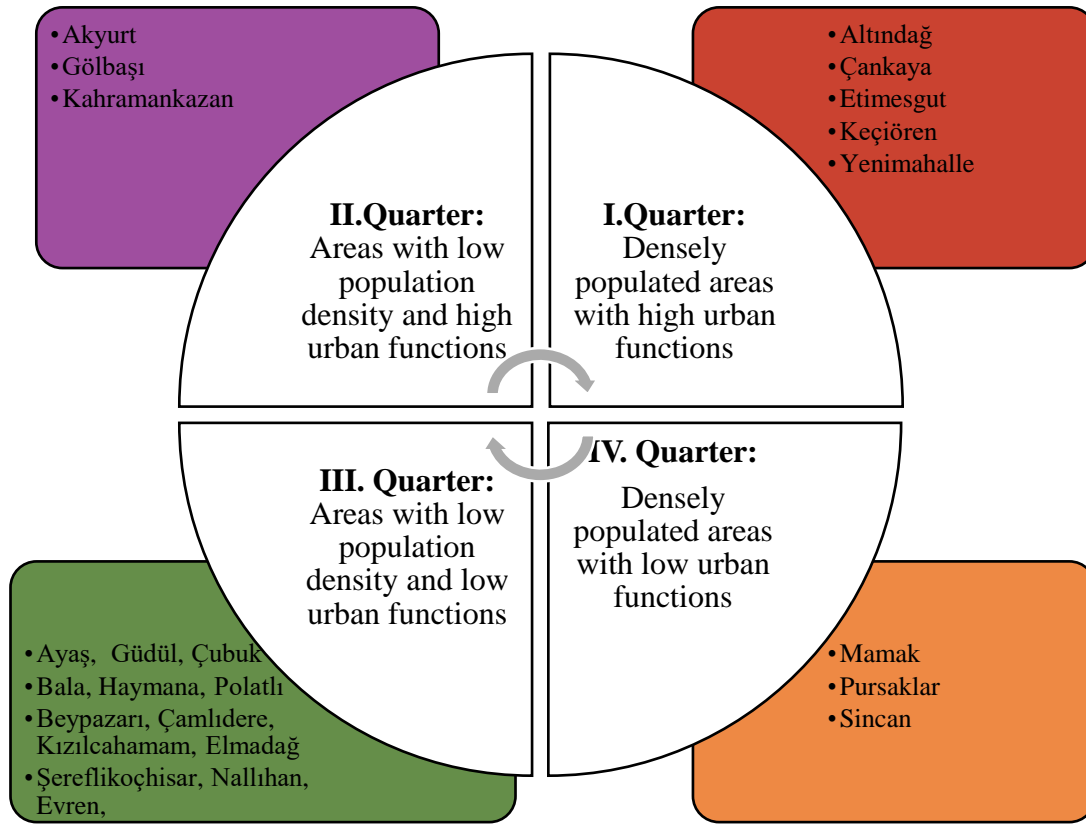


Figure 2.7. Illustration of Classification of Ankara

Figure 2.7 is adapted from study of Sarı, Gökyurt and Doğan (2019) and showing how districts of Ankara is classified according to the research. On the first quarter, Altındağ, Çankaya, Etimesgut, Keçiören and Yenimahalle are classified as densely populated areas with high urban functions. On the second quarter, Akyurt, Kahramankazan and Gölbaşı are classified as areas with low population density but have high urban functions. On the third quarter, Ayaş, Güdül, Çubuk, Bala, Haymana, Polatlı, Beypazarı, Çamlıdere, Kızılcahamam, Elmadağ, Şereflikoçhisar, Nallıhan and Evren are classified as areas with low population density and low urban functions. On the last quarter, Mamak, Pirsaklar and Sincan are classified as areas which are densely populated but have low urban functions.

CHAPTER 3

CASE STUDY: IPARD PROJECTS

3.1. Introduction

On this chapter of the thesis, firstly the methodology followed for the case study is explained. Then, the EU's structural funds, SAPARD and IPARD are mentioned. Third, the historical development and the latest status of IPARD is explained. Then, Ankara and its general characteristics are mentioned. Fifth, the situation of IPARD in Ankara is discussed. Finally, a general evaluation of the case study is made.

3.2. Methodology

The Methodology followed for the case study part of this thesis is described in this part respectively.

As a starting point, structural funds of EU, including IPARD and SAPARD as former version IPARD is mentioned. After that, study of Sarı, Gökyurt and Doğan (2019) is taken as the basis for the thesis. The reason why this study was chosen as the backbone of the thesis is that, besides being a current study, it makes a classification similar to that of the EU and Turkstat by doing rural and urban classification based on population density and urban functions. On the study, there are four quarters. On the first quarter, population density and urban function level are high. On the second quarter, population density is low, urban function level is high. On the third quarter, population density and urban function level are low. On the last quarter, population density is high and urban function level is low.

On one hand, Ankara is one of Metropolitan Municipalities in Turkey which has no “rural areas” legally after enactment of “Law on Amendment of Some Law and Decree Law via Establishment of Metropolitan Municipality in The Fourteen Provinces and

Twenty-Seven Districts” in 2012. Furthermore, Sarı, Gökyurt and Doğan (2019) have found that Ankara, among the five biggest cities in Turkey, is the only one whose rural characteristics are dominant.

On the other hand, IPARD program is selected in order to be examined since IPARD is a structural EU fund and the study mentioned above is basically in line with the rural definition of EU. In addition, Ankara is one of the 42 provinces where IPARD is implemented.

After determining the spatial and contextual boundaries as Ankara and IPARD, classification of districts of Ankara is reviewed and data collection is initiated. Due to transparency principle, IPARD projects that are signed are announced on the website of ARDIS. The lists of projects announced in each project call is folded for 42 provinces and the number of projects and grants distributed is calculated and tabulated according to these provinces in order to examine the distribution of IPARD projects to the country. For the next step, data for Ankara is taken from the website of ARDIS. For the first period of IPARD, signed projects was announced without district information. There are only sample projects which include district information. Therefore, districts of sample projects is classified according to research and the project numbers and grants are calculated. For the second period of IPARD, district data is available. Hence, the IPARD projects are classified according to districts and number of projects and amount of grant are calculated according to this classification.

In the meantime, in-depth interviews with experts is conducted with two government officials to observe the history and implementation process of the projects, the purpose of central government by implementing IPARD and future of projects. One official that we interviewed was formerly working at a high position at Agriculture and Rural Development Support Institution (ARDSI) which is established in order to organize IPARD process. The other official is still working as coordinator at ARDSI. (For the interview questions, see Appendix A.)

In addition to in-depth interviewing technique, questionnaire with open-ended questions is conducted to IPARD beneficiaries in Ankara in order to understand why they applied for IPARD, how they selected their project subject and places, what they expected and what they have, if they are satisfied with the program, and how the future of their projects will be. (For the Survey Form, see Appendix B.) For the first period of IPARD, there was no address information of beneficiaries at the web-site of ARDSI. But, name of firms who are the beneficiaries of the first period has been announced, so addresses of these firms have been search on the internet and 81 addresses have been found. Therefore, questionnaires has been sent to 81 beneficiaries from IPARD-I period by registered mail and 9 beneficiaries by e-mail, whose e-mail addresses are available. For second period of IPARD, project addresses has been announced on the web-site of ARDSI, so questionnaires has been sent to 75 beneficiaries of IPARD-II period by registered mail. E-mail address and the phone number information are added at the end of the questionnaire form to ensure easy access of participants to us. Five survey forms returned because no one was present or of wrong address information. Unfortunately only two participants have returned their survey forms, one is sent by e-mail and the other is by a telephone application.

As a result, the information obtained for the case study is analyzed and evaluated.

3.3. Structural Funds

There are five European structural and investment funds (ESIF)⁵¹ which are composed of over half of EU funding and co-managed by the European Commission and the EU countries. Funds are listed as below:

1. European Regional Development Fund (ERDF)
2. European Social Fund (ESF)
3. Cohesion Fund

⁵¹ Retrieved form: https://ec.europa.eu/info/funding-tenders/funding-opportunities/funding-programmes/overview-funding-programmes/european-structural-and-investment-funds_en, last visited 03.12.2019

4. European Agricultural Fund for Rural Development (EAFRD)
5. European Maritime and Fisheries Fund (EMFF)

These funds are mainly focused on digital technologies, supporting the low-carbon economy, research and innovation, sustainable management of natural resources, and small businesses. The first fund, ERDF supports balanced development across EU regions. The second fund, ESF promotes projects which support employment creation throughout Europe and invest in human capital of Europe. The third fund is CF which promotes transport and environment projects in countries whose gross national income per inhabitant is less than 90 % of the EU average. Bulgaria, Croatia, the Czech Republic, Estonia, Greece, Hungary, Latvia, Malta, Poland, Portugal, Romania, Slovakia and Slovenia were included for 2014-2020 period. The forth fund, EAFRD, supports EU's rural areas and make attempts to solve challenges in that areas. The fifth fund, EMFF, focuses on helping fishermen to sustain fishing practices and diversifying economy of coastal communities.

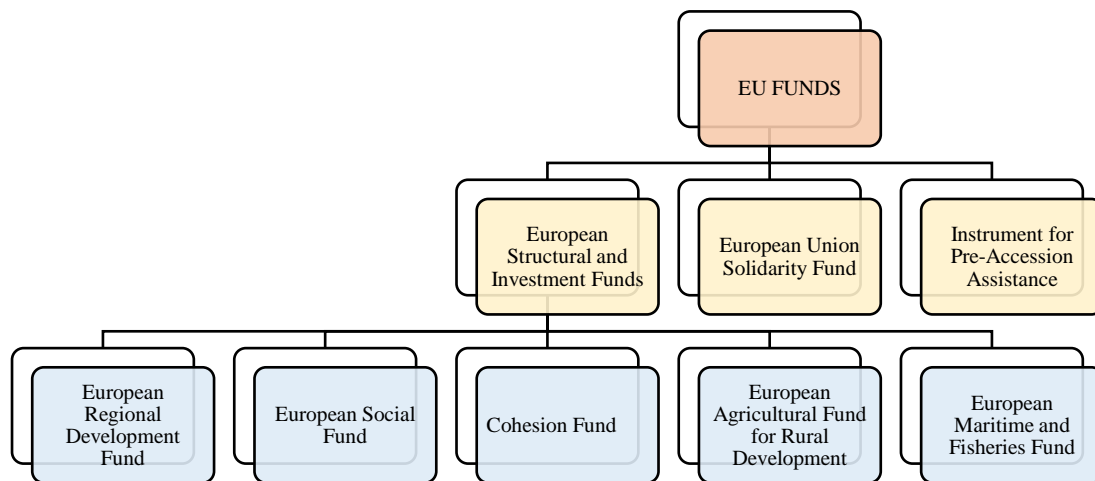


Figure 3.1. Scheme of EU Funds

The above mentioned funds are managed by the EU countries themselves in the context of partnership agreements which are prepared by each country in collaboration with the European Commission and those partnership agreements are realized through investment programs which channel the funding to the different regions.

3.3.1. The Special Accession Programme for Agricultural and Rural Development (SAPARD)

The Special Accession Programme for Agricultural and Rural Development was introduced in 1999 and it was structural fund for supporting agricultural sectors and rural areas of Central and Eastern Europe Countries, which have large rural populations, before their accession to EU until 2007. In addition to SAPARD, The Poland and Hungary: Assistance for Restructuring Economy (Phare) Programme and The Instrument for Structural Policies for Pre-Accession (ISPA) Programme were allocated for supporting pre-accession countries. Through the Phare Program, institution building measures and related investment, economic and social cohesion, and cross border co-operation were promoted. The ISPA Programme, on the other hand, supported infrastructure projects for environment and transport in large scale. After 2007, these funds were combined under the Instrument for Pre-accession Assistance (IPA).

Main objectives of the SAPARD are adaptation of EU regulation and legislation concerning the Common Agricultural Policy and preparation of candidate countries to EU's rural development policy, and helping to solve the priority and specific problems in agriculture and rural development.⁵² Protection of the environmental, job creation and maintenance, and improvement of market efficiency, quality and health standards are three guiding principles in implementing SAPARD.

⁵² Retrieved from: https://www.esiweb.org/pdf/bulgaria_phare_ispa_sapard_en.pdf, 01.12.2019

Table 3.1. *Eligible SAPARD Measures (Synthesis of SAPARD ex-post evaluations update: Bulgaria, Croatia, Romania, Final report, p.26)*

Measure	Short Title of the Measure	Full Title of the Measure
Measure I	Agri-investment	Investments in agricultural holdings
Measure II	Processing investment	Improving the processing and marketing of agricultural and fishery products
Measure III	Vet & plant health	Agriculturally production methods designed to protect the environment and maintain the countryside
Measure IV	Agri-environment	Development and diversification of economic activities providing for multiple activities and alternative income
Measure V	Diversification	Activities providing for multiple activities and alternative income
Measure VI	Farm relief	Setting up farm relief and farm management services
Measure VII	Producer groups	Setting up producer groups
Measure VIII	Village renewal	Renovation and development of villages and protection and conservation of the rural heritage
Measure IX	Land improvement	Land improvement and re-parcelling
Measure X	Land register	Establishment and updating of land registers
Measure XI	Vocational training	Improvement of vocational training
Measure XII	Rural infrastructure	Development and improvement of rural infrastructure
Measure XIII	Water resources	Agricultural water resources management
Measure XIV	Forestry	Forestry, including afforestation of agricultural areas, investments in forest holdings owned by private forest owners and processing and marketing of forestry products
Measure XV	Technical Assistance	Technical assistance for the measures covered by SAPARD including studies to assist with the preparation and monitoring of the programme, information and publicity campaigns

Table 3.1 indicates measures which the applicant countries could generate their own program. These measures were alike Rural Development Programs for member countries but SAPARD's scope is narrower. SAPARD, unlike PHARE and ISPA, has a decentralized management of aid and implemented through designated agencies

such as an Implementing and a Paying Agency. According to Fintineru and Sanopoulos (2014), establishment and implementation of SAPARD includes the following steps:

- The National Agriculture and Rural Development Plan is designed and approved as the first step.
- SAPARD Agencies are accredited and approved.
- The National SAPARD Agencies are accredited and approved.
- The Multi-Annual Financial Agreement is signature and concluded. The Multi-Annual Financial Agreement are composed of following parts:
 - Financial Management
 - Management, Monitoring and Evaluation of the Program
 - General Provisions
 - Rules on Quarterly and Annual Declaration of Expenditure
 - Guidelines for Certifying Body

Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia and Slovenia are the beneficiary countries of SAPARD. According to Fintineru and Sanopoulos (2014), SAPARD had a small effect on rural development since rural areas at beneficiaries of SAPARD were huge and budget were reduced due to payment interruption and audit findings. Although participation is considered as significant by EU, National SAPARD Agencies and authorities had designed administrative procedures which make participation difficult. Along the procedural period of SAPARD, eligibility requirements have changed and caused confusion among applicants. These problems were highlighted by lack of consulting services, financing opportunities and poor level of documentation of establishments. Hence, national SAPARD institutions have established quickly but there were lack of experienced personnel and this affected SAPARD process negatively.

3.3.2. The Instrument for Pre-accession Assistance (IPA)

After 2007, these funds for pre accession were combined under the Instrument for Pre-accession Assistance (IPA). The IPA projects are supported through five components⁵³:

1. The Directorate General for Enlargement of European Commission manages “Transition Assistance and Institution Building”.
2. EU Member States and other eligible countries for IPA practice “Cross Border Co-operation” under the competence of Directorate General for Regional Policy.
3. Directorate General for Regional Policy of European Commission manages “Regional Development” whose purpose is to provide environment, infrastructure, develop competitiveness and decrease regional disparities.
4. The Directorate General for Employment and Social Affairs of European Commission manages “Human Resources” in order to reinforce human capital and eliminate exclusion.
5. The Directorate General for Agriculture of European Commission manages “Rural Development”.

IPA beneficiaries are both EU candidate countries (Turkey, Albania, Montenegro, Serbia and the Republic of North Macedonia) and potential candidate countries (Bosnia-Herzegovina, Kosovo).

⁵³ Retrieved from: https://ec.europa.eu/regional_policy/en/funding/ipa/how/, last visited 01.12.2019

Table 3.2. 2007-2013 Distribution of IPA Accordig to Components (Million €)

Components	2007	2008	2009	2010	2011	2012	2013	Total
I.Assistance for transition and institution building	256,7	256,1	239,6	217,8	231,2	227,5	238,5	1.667,40
II. Cross-border cooperation	2,1	2,8	3	3,1	5,1	2,1	2,2	20,40
III.Regional development	167,5	173,8	182,7	238,1	293,4	356,06	366,88	1.778,44
IV. Human resources	50,2	52,9	55,6	63,4	77,6	83,1	91,1	473,90
V.Rural development	20,7	53	85,5	131,3	172,5	187,38	204,18	854,56
Total	497,2	538,6	566,4	653,7	779,8	856,14	902,86	4.794,7

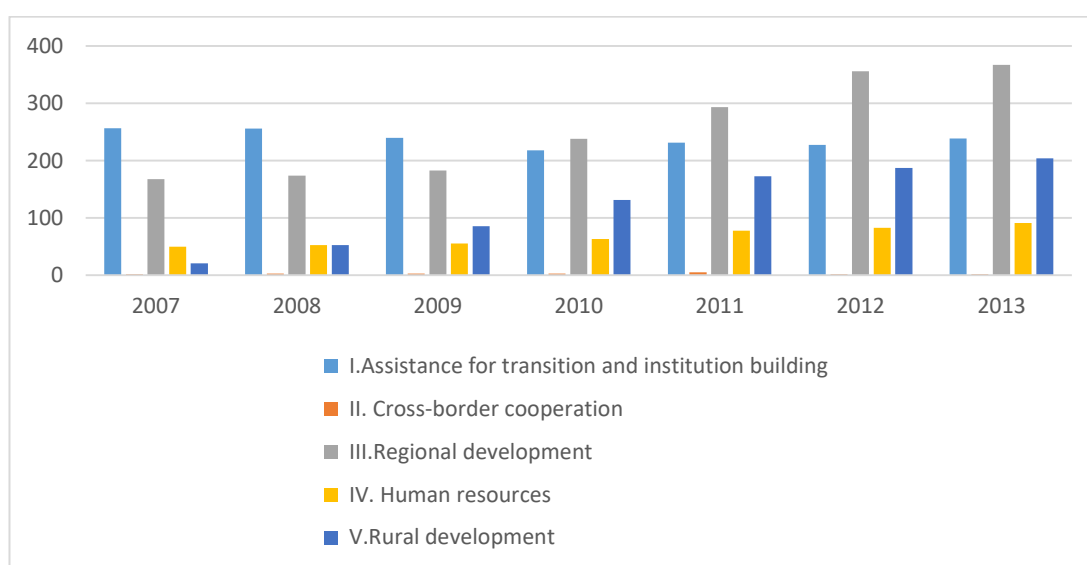


Figure 3.2. Distribution of IPA-I Funds Accordig to Components and Years

It can be derived from the table 3.2 and figure 3.2, the grants for Rural Development in IPA-I period has been increased between 2007 and 2013.

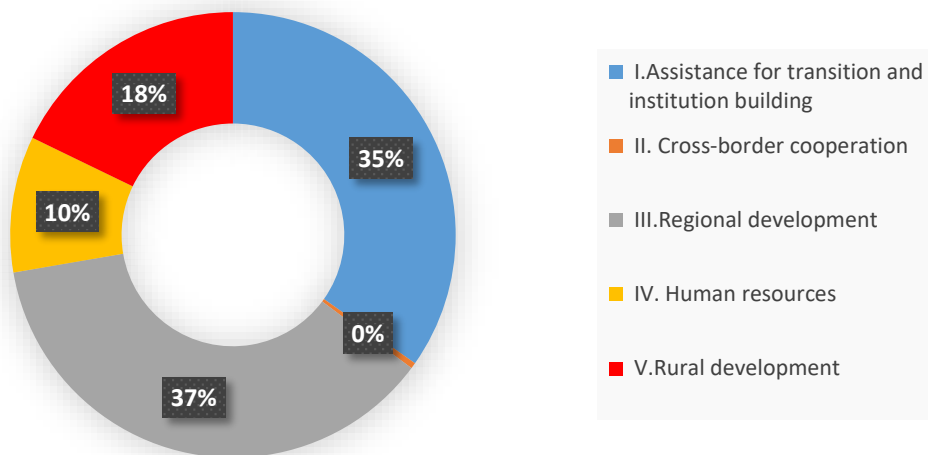


Figure 3.3. Distribution of IPA-I Funds Accordig to Components

For IPA-I period, the component with the most funding is “Regional development” with a 37% share. The second one with highest share is “Assistence for transition and institution building” component with 35% share. Third one is “Rural development” component since 18% of funds are devoted to this component. “Human resources” is the forth with 10% share. “Cross border cooperation” is the component for which the least fund is allocated.

For IPA-II period, 9 priority sectors and responsible institutions for sectors were determined as follows:

1. Democracy and Governance: Alignment with EU Acquis, Union Programs and Civil Society, Ministry for EU Affairs⁵⁴
2. Justice, Home Affairs and Fundamental Rights, Ministry of Justice, Ministry of Interior and EU
3. Transportation, Ministry of Transport, Communications and Maritime Affairs⁵⁵

⁵⁴ It has become Directorate for EU Affairs after governmental system change in 2018

⁵⁵ It has become Ministry of Transport and Infrastructure after governmental system change in 2018

4. Environment and Climate, Ministry of Environment and Urbanization
5. Energy, Ministry of Energy and Natural Resources
6. Competitiveness and Innovation, Ministry of Science, Industry and Technology⁵⁶
7. Employment, Human Resources Development and Social Policies, Ministry of Labor and Social Security⁵⁷
8. Agriculture and Rural Development, Ministry of Food, Agriculture and Livestock⁵⁸
9. Regional and Cross-Border Cooperation, Ministry for EU Affairs

Table 3.3. *Distribution of IPA-II Funds Accordig to Components (Million €)*

	2014	2015	2016	2017	Total 2014-2020
1. Reforms in preparation for Union membership	355,1	196,6	240,3	137,2	1581,4
Democracy & governance	540,2				956.5
Rule of law & fundamental rights	388.9				624.9
2. Socio-economic and Regional development	155,8	265,8	247,0	261,4	1525,3
Environment& climate action	297,1				644.6
Transport	386.0				442.8
Energy	59,0				93.5
Competitiveness & innovation	187,8				344.4
3. Employment, social policies, education, promoting gender equality and human resource development	37,4	62,9	65,9	68,9	435,0
Education, employment and social policies	235,1				435.0
4. Agriculture& rural development	72,0	100,9	77,0	158,1	912,2
Agriculture& rural development	408,0				912.2
TOTAL	620,4	626,4	630,8	636,4	4453,9

⁵⁶ It has become Ministry of Industry and Technology after governmental system change in 2018

⁵⁷ It has become Ministry of Family, Labor and Social Services after governmental system change in 2018

⁵⁸ It has become Ministry of Agriculture and Forestry after governmental system change in 2018

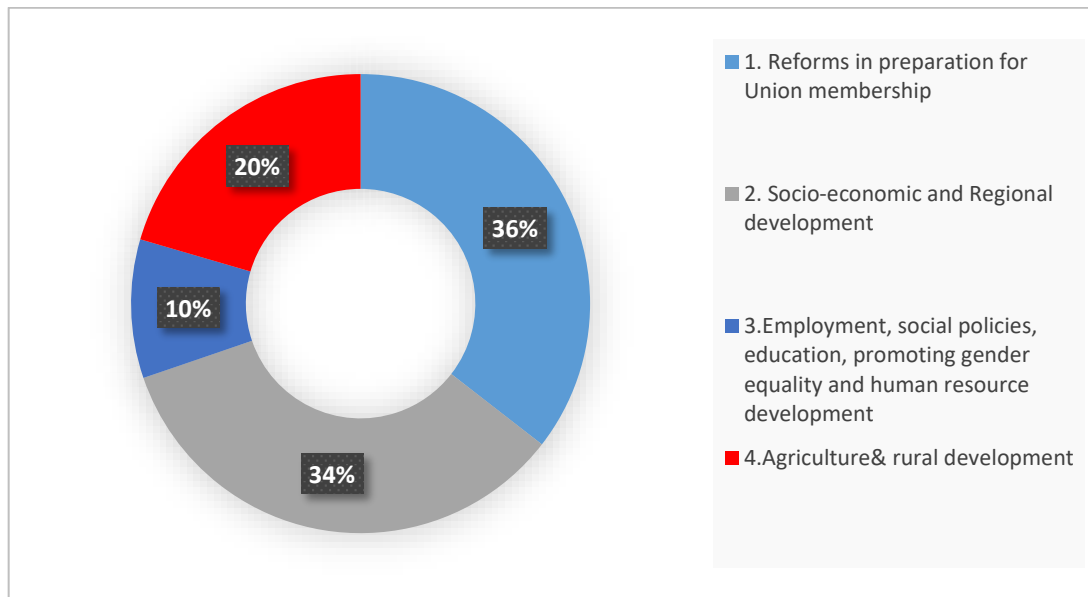


Figure 3.4. Distribution of IPA-II Funds Accordig to Components

For IPA-II period, the component with the most funding is “Reforms in preparation for Union membership” with a 36% share. The second one with highest share is “Socio-economic and Regional development” component with 34% share. Third one is “Agriculture & Rural development” component with 20% share. “Employment, social policies, education, promoting gender equality and human resource development” is the forth with 10% share. It can be seen that components of IPA has been changed in the second term and share of rural development is decreased.

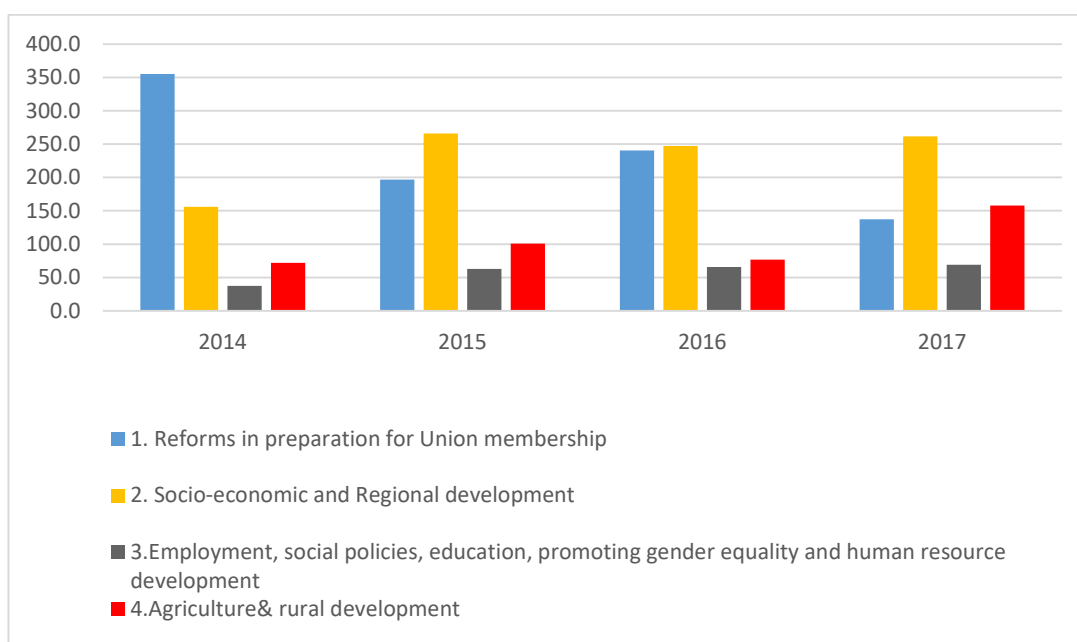


Figure 3.5. Distribution of IPA-I Funds According to Components and Years

It can be derived from the table 3.3 and figure 3.5, the grants for Agriculture and Rural Development in IPA-II period showed a fluctuating change between 2015 and 2017.

When we conduct our in-depth interviews, government official stated:

“At the beginning, they were only transferring funds to potential candidate countries in certain sources and in certain amounts, then they opened all their resources to potential candidates and we started to benefit from these funds.”

Processes and structure in EU are dynamic and can be changed through needs over time.

And the official added:

“The Fund is basically trying to ensure that our efforts, such as rural development, agriculture, food, the services provided by our country to our farmers, are harmonized with the standards of the European Union.”

Of course, the question may be in the mind, ‘Will we do this thing with this fund while being the country with the largest farmers in Europe’ No, this is just a source to create a sample, a work, a structuring, a people get used to the idea of a project, people get used to the European Union format.”

In other words, the main objective of this structural funds are to create pioneer establishments that will be sampled by others.

3.4. IPARD in General⁵⁹

After announcement of Turkey’s pre-accession period to EU, Turkey had to fulfill five benchmark for opening Chapter 11-Agriculture and Rural Development to negotiations. These criteria are as follows:

1. An IPARD Agency which is accredited regarding to EU requirements should be established.
2. Turkey have to submit a strategy to Commission in favor of direct subsidies not related to production which reverse the increasing trend of importance of direct support payments and price support measures on agricultural budget in recent years in accordance with the current trend of Common Agricultural Policy.
3. Turkey have to present a detailed strategy to Commission on providing correct and reliable statistical data in the field of agriculture and rural development and including sensitive products such as sugar, milk, cereals, live animal and fruits and vegetables regarding to access at an adequate level.
4. Turkey have to prepare and submit a strategy to Commission how to develop National Farmer Registry System and land identification system regarding to control of land.
5. Turkey have to remove restrictions on trade of beef and derivatives of cattle (Buffalo, beef)

⁵⁹ Retrieved from: www.tarimorman.gov.tr/sgb/Belgeler/SagMenuVeriler/TKDK.pdf, last visited 13.10.2019

Agriculture and Rural Development Support Institution (ARDSI) is related organization of Ministry of Agriculture and Forestry. Its main duty is to utilizing - Instrument for Pre-Accession Assistance Rural Development-IPARD funds whose 75% of budget is financed by the EU and 25 % by Turkey. ARDSI was accredited by the EU in 2011. Until January 2019, 14441 projects have been supported and 3.8 billion TL was granted. Through this grants, 10.2 billion TL was invested in rural areas and 60.000 employment has created.

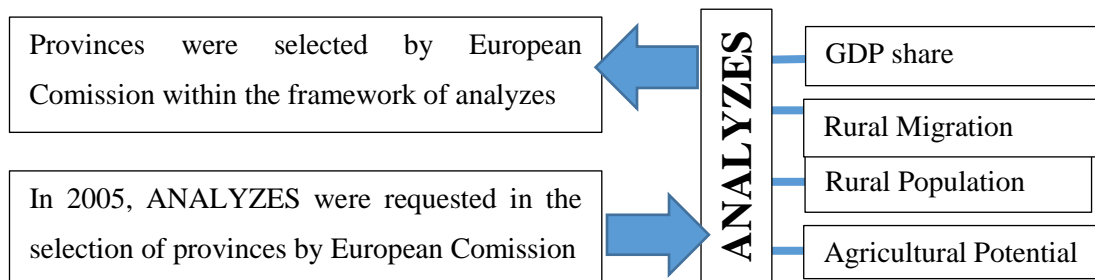


Figure 3.6. Selection of Provinces for Implementation of IPARD

ARDSI has a central organization and 42 provincial coordination units since grants are distributed in 42 provinces. As officials stated:

“Those are provinces which are chosen according to its national income, power and potential with the data that time by European Union. Too powerful provinces were not chosen either. As we look at today, İstanbul, İzmir, Kayseri, Adana, Antalya and Gaziantep were not chosen. Why? They say, ‘They can sustain themselves, maintain and do not need it’. Some little provinces were not chosen either. Why? They do not have potential, even if we contribute, they will not have much return. ‘Do not have potential, it seems like we cannot facilitate them.’ They were chosen by Europe Union according to specific criteria.”

First phase of IPARD (IPARD-I) was completed in 2016 with 99 % budget utilization rate. Second phase of IPARD, IPARD-II was approved by European Commission and have started in 2016.

ARDSI has a central organization and 42 provincial coordination units since grants are distributed in 42 provinces. First phase of IPARD (IPARD-I) was completed in 2016 with 99% budget utilization rate. Second phase of IPARD, IPARD-II was approved by European Commission and have started in 2016.

Table 3.4. *Status of IPARD I and IPAR II*

	<i>IPARD-I</i> <i>(2012-2016)</i>	<i>IPARD-II</i> <i>(2017-2019*)</i>	<i>TOTAL</i>
Number of Projects Supported	10.694	3.747	14.441
Grant Paid	3.2 billion TL	612 million TL	3.8 billion TL
Grant to be Paid	-	1.1 billion TL	1.1 billion TL
Investment Created	6.8 billion TL	3.4 billion TL	10.2 billion TL
Employment Created	57.000 people	3.000 people	60.000 people
Tax Exemption Contribution	1.2 billion TL	200million TL	1.4 billion TL
**			

**IPARD-II is ongoing, these data is from January 2019*

***IPARD grants are exempt from Value-Added Tax, Income Tax and Corporation Tax, Import Tax and Customs Duty and Motor Vehicle Tax.*

In our in-depth interview, government official mentioned:

“It is a program that we call sustainable development of rural areas, in particular, to improve living conditions there, to diversify the activities of people, to ensure that they earn income not only from agriculture but also from other areas. Of course, the program has good aspects; young people, women are sometimes advantageous, they get a high score in the scoring, or they get more points than other applicants who are young in the rankings. Which means that women have a positive distinction in this program. Young men and young women also have a positive distinction.”

The main objective is not different from other rural development projects, sustainability in rural areas, diversity of economic activities, support people to stay at rural areas.

Table 3.5. *Supported Sectors and Grants and Limits in IPARD II*

SUPPORTED SECTORS	GRANTS AND LIMITS
101 MEASURE 1. Milk Producing Agricultural Holdings 2. Red Meat Producing Agricultural Holdings 3. Poultry Meat Producing Agricultural Holdings 4. Egg Producing Agricultural Holdings	Grant Between 40 %-70 % <ul style="list-style-type: none"> • Eligible spending limits for the grant are between 5.000 and 500.000 Euros. • Capacity limits for each sector have been described.
103 MEASURE 5. Processing and Marketing of Milk and Milk Products 6. Processing and Marketing of Red Meat and Red Meat Products 7. Processing and Marketing of Poultry Meat 8. Processing and Marketing of Fishery Products 9. Processing and Marketing of Fruits and Vegetables	Grant Between 40 %-50 % <ul style="list-style-type: none"> • Eligible spending limits for the grant are between 30.000 and 3.000.000 Euros. • Capacity limits for each sector have been described.
201 MEASURE Management of Soil Cover and Soil Erosion Control	100 Grant % For the first package: 1.117,38 TL/hectare annual payment + 10,5 TL/annual transaction expenses (+300 TL for consulting fee for the first year) For the second package: 1.286,75 TL/hectare annual payment + 10,5 TL/annual transaction expenses (+300 TL for consulting fee for the first year)
202 MEASURE LEADER Approach-Implementation of Local Development Strategies	100 Grant %

Table 3.5 (cont'd)

302 MEASURE	Grant Between 55 %-65 %
10. Ornamental Plants, Medicinal Aromatic Plants, Mushroom, Seedling and Sapling, Flower Bulbs 11. Beekeeping and Bee Products 12. Crafts and Artisanal Added Value Product Enterprises 13. Rural Tourism and Recreational Activities 14. Aquaculture 15. Machinery Parks 16. Renewable Energy Investments	<ul style="list-style-type: none"> • Eligible spending limits for the grant are between 5.000 and 500.000 Euros. • Capacity limits for each sector have been described.

Table 3.3 shows the supported sectors and grant amounts. In detail, 101 measure is composed of “primary production” projects. Primary production is the first step of food chain and for IPARD projects, production of milk, red meat, poultry meat, and is included in measure 101. Secondly, measure 103 consists of “secondary production” projects. Secondary production is processing, packaging and storing of primary products. Projects under this measure are processing and marketing of milk and milk products, red meat and red meat products, poultry meat, fishery products, and fruits and vegetables. After that, measure 201 is soil control which is at pilot stage and implemented in Ankara, Beypazarı district. Fourthly, 202 measure is LEADER Approach-Implementation of Local Development Strategies. For this measure, 12 provinces including Ankara are selected to be implemented. The last measure, 302, is composed of non-traditional agricultural activities with high added value. Ornamental plants, medicinal aromatic plants, mushroom, seedling and sapling, flower bulbs, beekeeping and bee products, crafts and artisanal added value product enterprises, rural tourism and recreational activities, aquaculture, machinery parks, and renewable energy investments are eligible projects under this measure.

Government official whom we conducted an in-depth interview stated:

“The demands are concentrated as follows: An IPARD program grants three titles. First: production. In other words, milk production, support to dairy-related enterprises, red meat-fattening enterprises, support for cattle and ovine, poultry production - although not much in the last period of support, such as the support of primary production support. Second: processing of the products that we call processing. Meat processing plants, milk processing plants, fruit and vegetable preservation facilities, packaging facilities related to them, such as post-production processes that we call secondary production facilities. Thirdly, we support diversification of farm activities, other than agriculture and animal husbandry, or other issues that are not the main issues of agriculture and animal husbandry. E.g.; crafts, rural tourism, as well as beekeeping, mushrooming, machinery and equipment, such as the formation of more farm activities, such as activities in an agricultural enterprise can be said to support activities to diversify. Each of these has its own characteristics.”

As it is shown in Table 3.3 and derived from interview, measures are set in order to support primary production in agriculture, secondary production as processing of products and diversified farm activities.

“At rural areas, European Union does not have a purpose of supporting small enterprises. If we look at our criteria, it starts with 5.000 Euros up to 3 million Euros. We also support small but not the smallest. Why? European Union says that small enterprises cannot compete at international market, large enterprises do not need my support. EU says that we do not support large enterprises, they can sustain themselves. Our main target is medium enterprises or to pull up the enterprises with are a little below medium level. If we can manage to pull up, there is

already a globalization and if there is an enterprise, the small one will disappear, order leads us there. If we can save medium enterprises, or pull them up; this will contribute to country's economy, they can employ workers since they established a big enterprise, they provide a potential there, and country's economy will gain a yield. So we can say, as rural development or our impact on rural is to grow these idle enterprises, to make small enterprises able to contribute the economy, raise awareness among individuals and prepare them to business life... On the one side, there are meat, dairy products or local products what are produced under old conditions in terms of health and hygiene; on the other side there are European Union standards which are fully hygienic. This is good both for the health of the person and for the gain of the person. What happens? She/he produce milk, it is wasted and she/he pours it. Or the products is so bad in terms of hygiene, so she/he cannot sell it. Or the people whom she/he sold the product get sick. Or instead of getting weight and worth more money, it becomes less effective and produce less milk or meat in the idle state. For processing-packaging plants, its product could not be sold and remained at the hands of producer, but otherwise it creates its own market. Hence, the effects of our projects on both itself and environment are better in order to improve countryside. Because of the EU standards. State also provides some opportunities... it is grant, not credit."

The main purpose of IPARD to support medium sized enterprises.

Enterprises which are received IPARD grants must continue their operations for 5 years.

On the IPARD projects, 4 expenditure items are awarded grants:

1. Construction works
2. Purchase of Machinery-equipment

3. Procurement of Services (Consultation services)

4. Visibility Expenditures (Boards that shows EU contribution)

According to agreements made with the EU;

- Purchase of live animal,
- Purchase of land and existing building,
- Purchase of used machinery equipment

are not supported.

Table is prepared by the data announced on the website of ARDSI.

Table 3.6. *Distribution Of IPARD I-II Projects To Provinces*

Provinces	Total Project Number	Total Grant (TL)
Afyonkarahisar	588	300648558.72
Ağrı	82	79281102.36
Aksaray	430	106648548.26
Amasya	416	92200381.70
Ankara	549	361436269.04
Ardahan	116	54401464.75
Aydın	124	92074406.29
Balıkesir	244	162736402.09
Burdur	343	118042108.48
Bursa	277	171183528.48
Çanakkale	259	83695243.22
Çankiri	470	144640108.13
Çorum	630	142974476.83
Denizli	386	180347863.58
Diyarbakir	255	243074945.82
Elazığ	304	310740566.51

Table 3.6 (cont'd)

Erzincan	118	92017169.66
Erzurum	175	104351581.86
Giresun	166	76943705.37
Hatay	60	44466980.09
Isparta	222	187388792.19
Kahramanmaraş	316	206390976.49
Karaman	135	86357936.57
Kars	156	174128687.99
Kastamonu	279	82005644.62
Konya	814	439876283.10
Kütahya	483	84169247.85
Malatya	350	235797161.81
Manisa	300	136758474.82
Mardin	174	107016972.99
Mersin	175	219902533.32
Muş	166	167796543.46
Nevşehir	384	165579434.05
Ordu	324	67231910.62
Samsun	748	159312502.95
Sivas	764	242713317.27
Şanlıurfa	276	147817199.73
Tokat	336	134930877.70
Trabzon	204	116796110.08
Uşak	369	121884776.17
Van	261	82721847.05
Yozgat	334	250512560.55

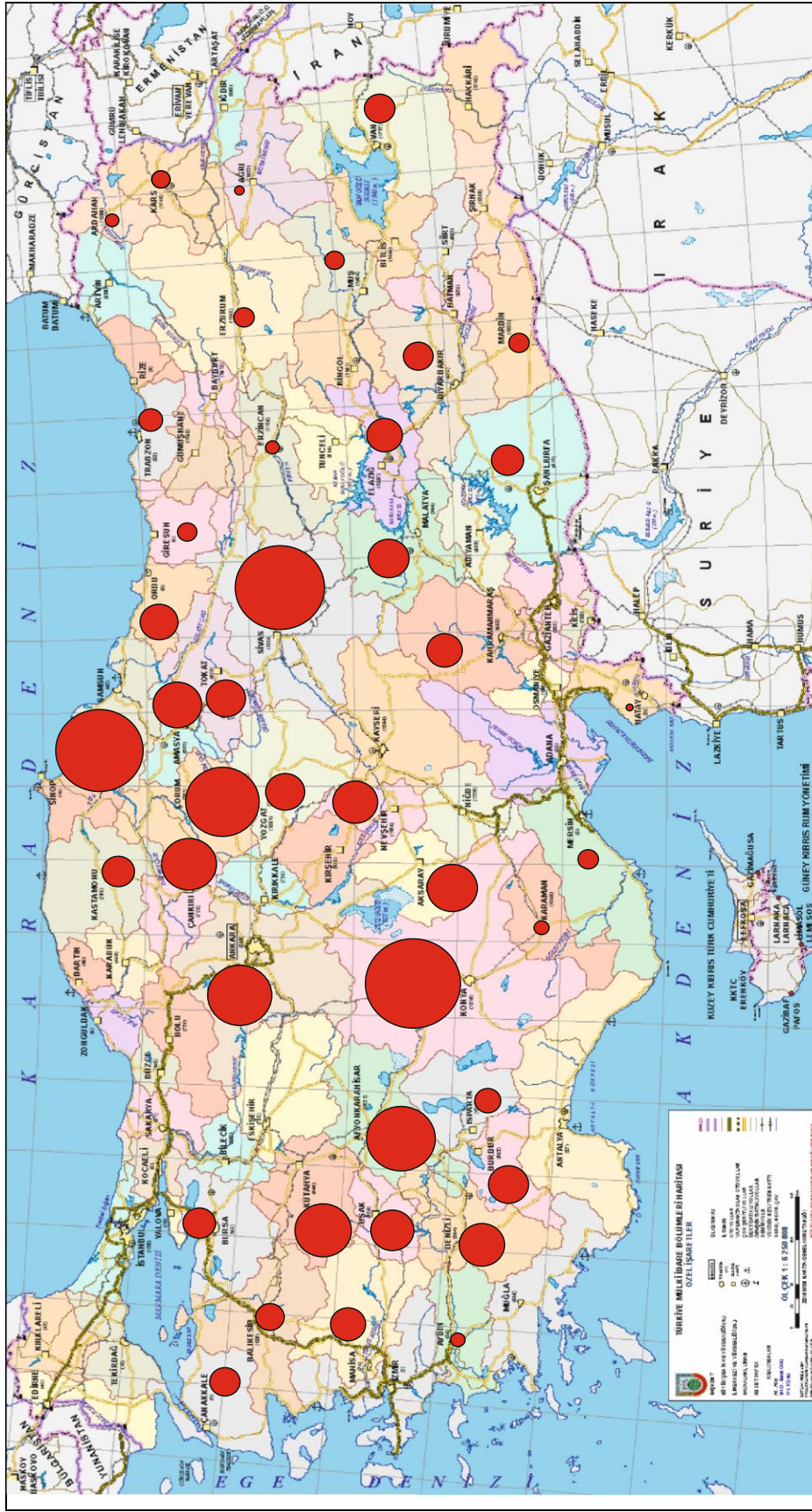


Figure 3.7. Total Amount of Projects According to Provinces (Source of basemap: www.harita.gov.tr)

This figure indicates that total number of projects according to beneficiaries of IPARD I-II. Konya, Sivas, Samsun, Çorum, Afyonkarahisar and Ankara are the provinces at the top of the list as they have the majority of IPARD projects.

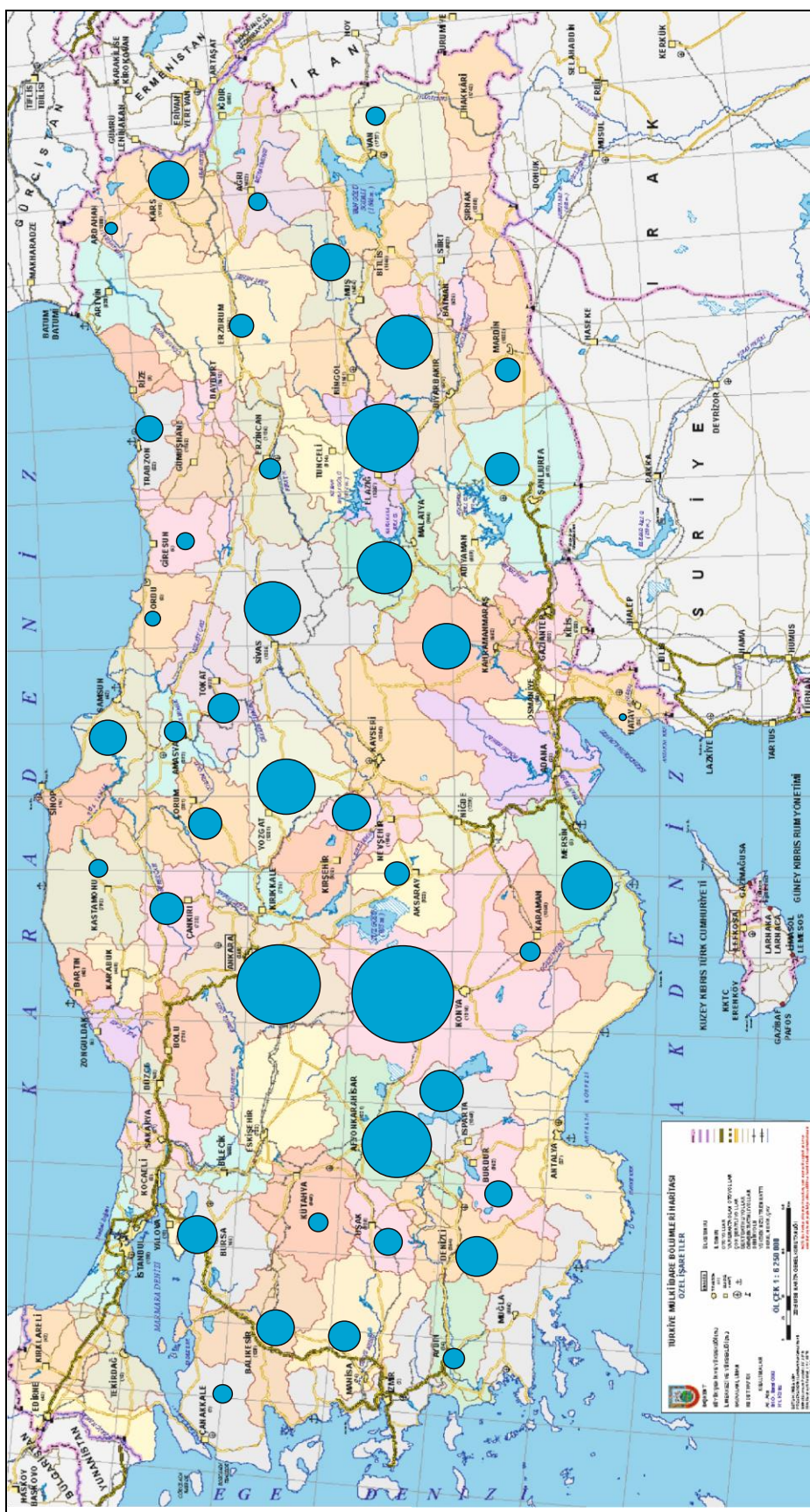


Figure 3.7 and figure 3.8 indicates that Konya is the most successful province in IPARD projects. Secondly, the projects numbers of provinces is not proportional to the number of grants awarded. Ankara is the seventh of the list that indicates number of projects but it is the second at the other list which indicates total amount of grant. Therefore, IPARD projects submitted and accepted from Ankara can be considered as successful projects since they are high value added projects.

Table 3.7. *Realization and Future Goals of IPARD*

	IPARD-I Realization (2012-2016)	2023 Goals (IPARD I + II)
Number of Projects Supported	10.694	20.000
Amount of Grant	3,2 Billion TL	8 Billion TL
Total Amount of Investment	6,8 Billion TL	15 Billion TL
Number of New Employment	57.000 people	100.000 people
Tax Exemption Contribution	1,2 Billion TL	2,5 Billion TL

According to Tartıcı (2010), adaptation to EU on rural development narrowly means that harmonizing policies and implementation mechanisms and in the broad sense, it means providing economic and social adaptation of rural areas in the long run.

On our in-depths interviews, we asked the officials if the program has achieved its goals. One of the answers:

“IPA, Instrument for Pre-accession Assistance has five components; Rural Development, the last RD of IPARD provides rural development. Among components of IPA, IPARD uses the maximum budget without decommitment and capable of spending twice the fund if given. Therefore, it has achieved its goals.”

Another official emphasized that European Union sees IPARD in Turkey as a success story and mentioned this in Annual Progress Reports, and in their talks with other candidate countries. The reason is that Turkey is fully using the IPARD funds.

At this point, if we compare SAPARD and IPARD, the effect of SAPARD on rural areas of CEEC was small and the budget has been reduced by payment interruption or audit findings. As officials said in in-depth interviews, Turkey has very little payment interruption and this is considered as a success.

Another issue is the employment generated by the projects. Officials stated that:

“Now we have direct employment at 55,000 that currently approached 60,000. However, we also do not include the project consultancy firm and the people working there, the people working in the construction of the project, the supply of the machinery-equipment, the people working in that process, the people working in the consultancy services during the preparation of the project file. This is the number of directly insured employees.”

It is clear that direct and indirect employment that are created by IPARD project is an issue which needs to be investigated.

There is a support program at rural areas funded by national budget: Program to Support Rural Development Investments (PSRDI). PSRDI has started in 2006. After IPARD, this program was planned to be complementary at provinces where IPARD is not distributed. By the time, it is started to be given in all province in Turkey. Their main difference is PSRDI is started 5 years before IPARD. According to results derived from in-depth interviews, if we compare these two programs, IPARD has 4 advantages and PSRDI has 1 advantage.

Advantages of IPARD are:

1. Grant rates: IPARD has a high grant rate: 65% in the first place and even up to 70% later. Maximum 70% was granted. However, 50% of grants were given in PSRDI. Of course, IPARD grants fell periodically. Currently, IPARD grants 50% to certain subsidies and 65% to certain subsidies.

2. Value Added Tax (VAT) Exemption: IPARD has VAT exemption while PSRDI does not. In detail, if you benefit from the European Union funds, a framework agreement is made. After that, a sectoral agreement is made between the European Union and Turkey. IPARD is a result of this agreement. According to this agreement, Turkey does not obtain VAT from projects funded by European Union. Therefore, there is an 18% VAT advantage in IPARD.
3. Budget Limits: While grants in IPARD can reach a limit of EUR 3 million, it is maximum 2.5 million TL in PSRDI currently.
4. Institutional Capacity: IPARD has an institution has been established to implement the program: ARDSI. The only job of this institution is to do the works and operations related to rules of the program. However, for PSRDI program, the Ministry of Agriculture, the General Directorate of Agricultural Reform has a Department and branch offices in the provinces to implement PSRDI. But these branch offices have as a lot of work aside from PSRDI. Therefore, IPARD has an advantage in terms of concentration, motivation and focus on work.

Both programs have advantage of having diverse activities such as rural tourism, handicrafts, etc.

Advantage of PSRDI is that procedural processes, project preparation processes and project implementation processes are easier than IPARD. In other words, it is easier and simpler to prepare, to be approved and provide the procedural terms and conditions in PSRDI projects than in IPARD projects. Since IPARD is responsible and responsible for meeting the rules of the Republic of Turkey as well as the conditions of the European Union, the paperwork process takes much longer.

According to results derived from in-depth interviews, demands for IPARD projects are distributed as follows:

“... Now, for example, processing-related projects have high budgets, but you cannot build more than one meat processing plants, there is a certain capacity there. Therefore, there are projects with high budget but few in number. But, for example, the budget of a beekeeping project can be 30,000 TL, 40,000 TL and even 20,000 TL. Therefore, there are many projects with low budgets. But when we look at the total, we can say that there is a very high demand for our primary production related projects. There is also an upper limit of 1 million euros, but of course more support, more budget may have come. For example, the number of beekeeping is very high, and also varies according to province. Trabzon mostly demands for rural tourism. There are more demand for beekeeping in the Ordu. In other words, it depends on the dynamics of the province itself.”

The demand is mostly bound by the characteristics and potentials of provinces.

We asked to an official how these projects affected rural areas in-depth analyses.

“I think that we have enabled people to build modern facilities, to establish sustainable facilities, to look at the farmer as an economic activity, not as a more social business, to increase their scale and to diversify their existing economic activities. We also supported, for example, plants that would allow them to process their products and obtain finished products from them and sell them at higher prices. For both human beings and animals, we have established production facilities that are suitable for hygiene conditions and have provided better income on the one hand, and on the other hand have been able to produce under conditions suitable for human and animal health.”

Majority of the projects had positive effects on rural areas regarding the modernization of enterprises. They serve as samples to new entrepreneurs. If we look what to improve on IPARD projects, government officials stated that we should concentrate on our

priorities in order to improve this program. Moreover, we should make the bureaucratic process easier for our citizens.

“This money belongs to European Union and requires standards of European Union. That standards may seem difficult to our farmers. She/he may say “Why am I doing such a large, luxurious business when I can do a business in simpler terms?” These are conditions that European Union wants. Maybe, these conditions can be made a little bit easier but the enterprises we support are lifelong enterprises...But as I have said, farmers may not choose us. Our farmers have tendency to be comfortable and may say “why should I think about my children or grandchildren? Only if can sell it out now” Maybe, a little help about standard can be provided...We call for proposal for a common project pool. Provinces may be determined and there may be calls for different measures because each province has different needs. Some calls do not work for you, you do not need it. On the other hand, you may need the other call like crazy. This creates injustice. All forty-two province at the same project pool. Budgets may be distributed according to provinces and provinces may decide their own calls regarding that budgets of course in agreement with the Ministry and European Union. They can define the subjects for the calls and for example, there’s a need for 101, they define demand, make negotiations with center and then call for projects. This can be provided.”

As the official mentioned, there should be different project designs for different provinces.

On the subject of sustainability, officials mentioned that 100% of ARDSI projects are prepared sustainable. But conditions may change and individual’s or country’s economic situation may be worsen, social environment may change and these may

affect the success of the people. However, if a project lost its ability to sustain, ARDSI take the grant back from the beneficiary.

3.5. Ankara in General

Ankara is the capital city of Turkey since the establishment of Republic. Before, it was a small town and became one of the four capitals planned, the others are Canberra, Islamabad and Washington D.C.

Ankara had a population of 5.503.985 in 2018. Figure 3.9 shows the distribution of the population of the districts in 2018. According to the figure, Çankaya, Keçiören, Yenimahalle, Mamak, Etimesgut, Sincan and Altındağ are the most crowded districts of Ankara. In addition, Evren, Gölbaşı, Kalecik, Çamlıdere, Ayaş are the districts of Ankara having the lowest populations.

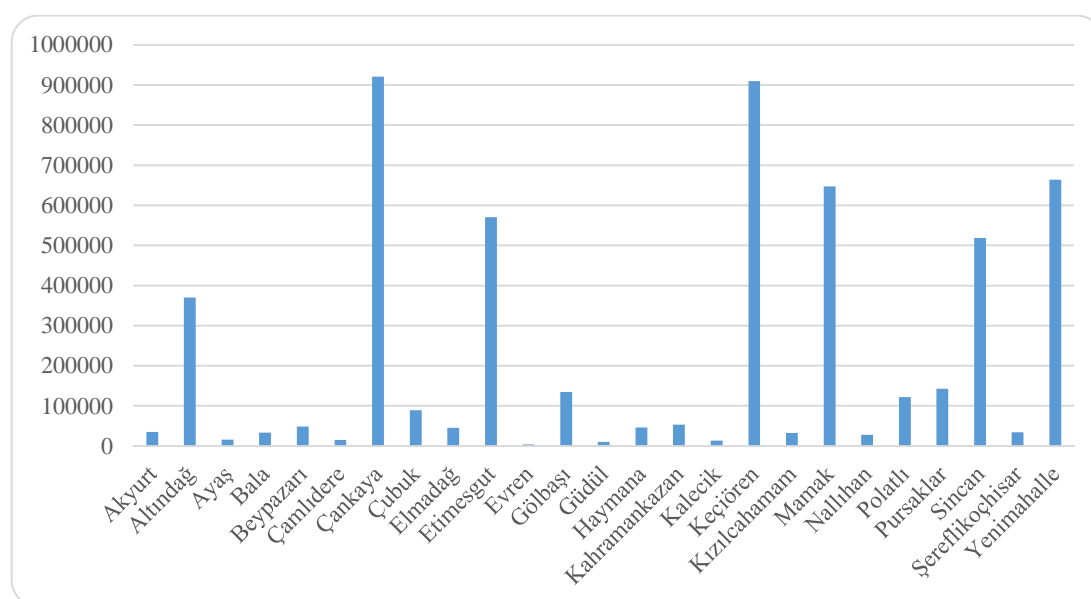


Figure 3.9. Population of Districts of Ankara in 2018, source: Turkstat

Total area of Ankara is 25.634 square kilometers. Figure 3.10. indicates the areas of districts.

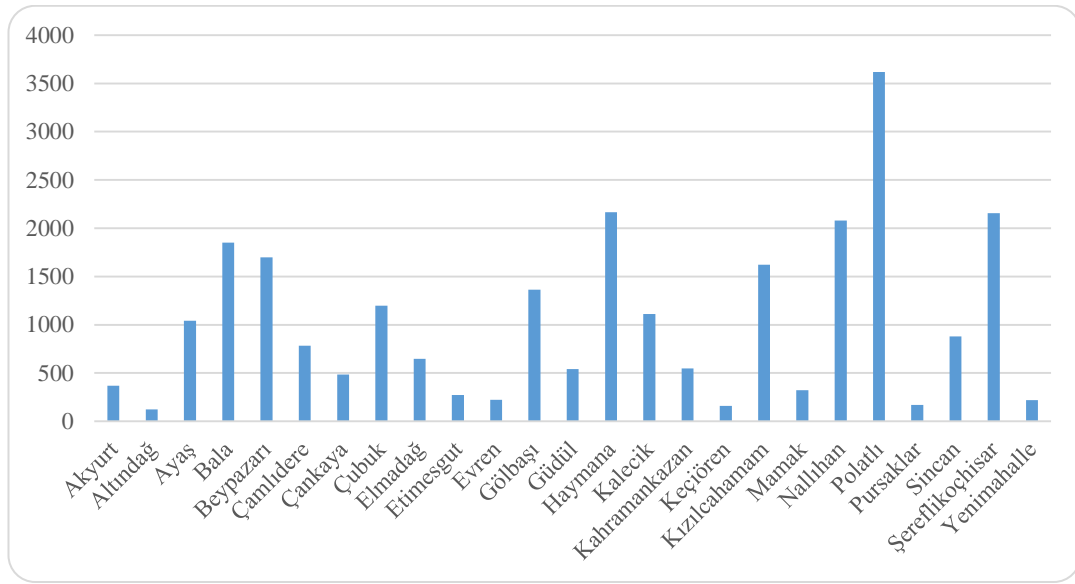


Figure 3.10. Area of Districts of Ankara

According to figure 3.10, Polatlı has the largest surface in Ankara. Haymana, Şereflikoçhisar, Nallıhan are the districts have the largest surface in Ankara. On the other hand, Altındağ, Keçiören, Pursaklar, Yenimahalle and Evren has the smallest area in Ankara.

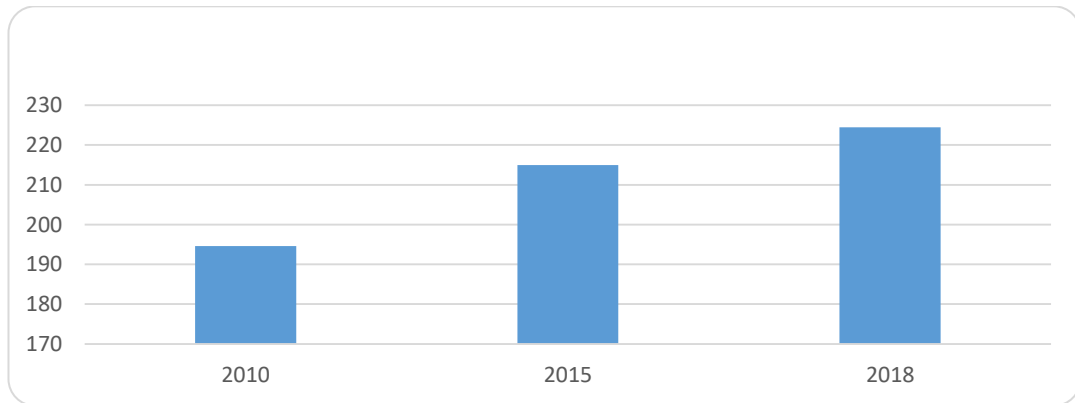


Figure 3.11. Population per kilometer square for Ankara, source: Ankara Regional Plan 2014-2023

Table 3.8 shows number of administrative units in Ankara. It can be clearly seen that, there are no villages in Ankara after 2015.

Table 3.8. *Number of Administrative Units in Ankara*

Year	Number of Municipalities	Number of Districts	Number of Villages
2000	66	24	883
2010	45	25	669
2015	25	25	-
2018	25	25	-

As mentioned in the first chapter, Ankara according to Coordination of Information on the Environment (CORINE) Project studies has been ongoing in Turkey since 2001 within the scope of EU harmonization period. This project has been started by Turkstat and implemented by Ministry of Agriculture and Forestry since 2005. CORINE 2006, CORINE 2012 and CORINE 2018 are three sub-project of CORINE. Table 3.6 indicates distribution of areas in CORINE 2018.

Table 3.9. *Corine Regional Report of Ankara 2018*⁶⁰

Layers			Areas (ha)	Ratio (%)
Level 1	Level 2	Level 3		
1. Artificial Surfaces	1.1. Urban fabric	1.1.1. Continuous urban fabric	8766.92	0.34
		1.1.2. Discontinuous urban fabric-Discontinuous rural fabric	25984.45	1.01
		1.1.2. Discontinuous urban fabric-Discontinuous urban fabric	19370.33	0.75
	1.2. Industrial, commercial and transport units	1.2.1. Industrial or commercial units	20144.2	0.78
		1.2.2. Road and rail networks and associated land	4340.5	0.17
		1.2.3. Port Areas	-	-
		1.2.4. Airports	2083.49	0.08
	1.3. Mine, dump and construction sites	1.3.1. Mineral extraction sites	5635.48	0.22
		1.3.2. Dump sites	694.7	0.03
		1.3.3. Construction sites	11435.21	0.45
	1.4. Artificial, non-agricultural vegetated areas	1.4.1. Green urban areas	1285.4	0.05
		1.4.2. Sport and leisure facilities	1040.04	0.04
2. Agricultural Areas	2.1. Arable land	2.1.1. Non-irrigated arable land	866967.11	33.78
		2.1.2. Permanently irrigated land	195021.09	7.6
		2.1.3. Rice fields	425.21	0.02
	2.2. Permanent crops	2.2.1. Vineyards	987.71	0.04
		2.2.2. Fruit trees and berry plantations	1295.41	0.05
		2.2.3. Olive groves	-	-
	2.3. Pastures	2.3.1. Pastures	50007.76	1.95
	2.4. Heterogeneous agricultural areas	2.4.1. Annual crops associated with permanent crops	-	-
		2.4.2. Complex cultivation patterns	70078.63	2.73
		2.4.3. Land principally occupied by agriculture, with significant areas of natural vegetation	243936.99	9.51
		2.4.4. Agro-forestry areas	-	-

⁶⁰ Retrived from: <http://corinecbs.tarimorman.gov.tr/corine>, last visited 01.12.2019

Table 3.9 (cont'd)

3. Forest and Semi-Natural Areas	3.1. Forests	3.1.1. Broad-leaved forest	7743.9	0.3
		3.1.2. Coniferous forest	122950.29	4.79
		3.1.3. Mixed forest	6755.23	0.26
	3.2. Scrub and/or herbaceous associations	3.2.1. Natural grassland	328955.75	12.82
		3.2.2. Moors and heathland	-	-
		3.2.3. Sclerophyllous vegetation	14707.88	0.57
		3.2.4. Transitional woodland-scrub	187233.04	7.3
	3.3. Open space with little or no vegetation	3.3.1. Beaches, dunes, sands	711.4	0.03
		3.3.2. Bare rocks	7473.5	0.29
		3.3.3. Sparsely vegetated areas	268335.82	10.46
		3.3.4. Brunt areas	-	-
		3.3.5. Glaciers and perpetual snow	37.07	0
4. Wetlands	4.1. Inland wetlands	4.1.1. Inland marshes	7417.69	0.29
		4.1.2. Peat Bogs		
	4.2. Marine wetlands	4.2.1. Salt marshes	16192.6	0.63
		4.2.2. Salines	4748.32	0.19
		4.2.3. Intertidal flats	-	-
5. Water Bodies	5.1. Inland waters	5.1.1. Water courses	571.32	0.02
		5.1.2. Water bodies	63042.69	2.46
	5.2. Marine waters	5.2.1. Coastal lagoons	-	-
		5.2.2. Estuaries	-	-
		5.2.3. Sea and ocean	-	-

As Table 3.9 indicates detail information on the areas, Table 3.10 and Figure 3.12 shows main layers. According to table, more than half of Ankara's surfaces are agricultural areas. After agricultural areas, Forestry and Semi-Natural areas are the largest areas in Ankara.

Table 3.10. *Distribution of Areas of Ankara According to Main Layers of CORINE*

	Areas (ha)	Ratio (%)
Artificial Surfaces	100780.73	3.93
Agricultural Areas	1428719.91	55.67
Forest and Semi-Natural Areas	944903.89	36.82
Wetlands	28358.61	1.11
Water Bodies	63614.01	2.48

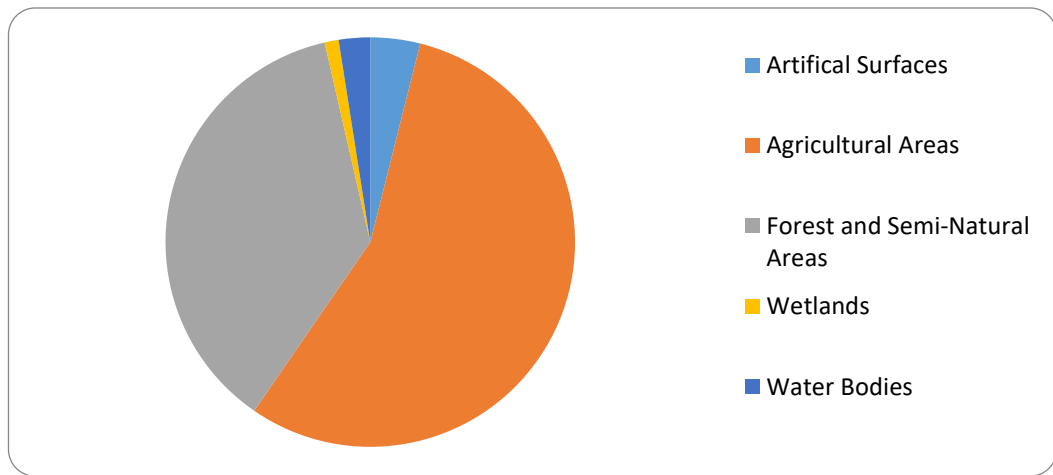


Figure 3.12. *Distribution of the Areas According to Main Layers of CORINE*

Figure 3.12 shows the share of different types of land. According to this, Ankara has extensive natural and agricultural areas dominantly.

3.6. IPARD in Ankara⁶¹

IPARD have been implemented in Ankara since 2011 and has two periods since then. For IPARD I period, data for districts of Ankara is not available on the official website of ARDSI.

As official stated:

⁶¹ This information is compiled from the signed contracts announced on the official website of ARDSI, www.tkd.gov.tr

“From Ankara, we had applications for our all types of project calls.. That is because Ankara is an agricultural city. Therefore, support was received in every field in every study in Ankara. There, but in the first place, the IPARD-I program received a lot of poultry support. However, after we filled the capacity in poultry we did not go to the new advertisement in poultry. Therefore, the project has not been made in poultry for the last few years. Why? Because we do not call the project. There was a capacity saturation in the country.”

Table 3.11. Information of Ankara on IPARD I Period

Number of Projects	Total Amount of Grant
458	25,185,597.97

At the IPARD I Period, totally 458 contracts (282 male, 114 corporate, 33 female), have been signed for projects costs 262,253,501TL (89,569,010 Euros) in Ankara. Within these projects, 29 contracts which is 5.9% of total projects have been canceled which costs 25,185,598 TL (85, 94,560 Euros) in the period between 2012 and 2016, as it is announced on the official website

For the first period of IPARD, since sample projects are issued, a sample can be made in terms of distribution of projects to districts.

Table 3.12. Distribution of Sample Projects in Ankara in IPARD I Period

CLASSIFICATION	DISTRICTS	NUMBER OF PROJECTS	TOTAL GRANT (TL)	TOTAL NUMBER OF PROJECTS	TOTAL GRANT (TL)
I. Densely populated, High urban functions	Altındağ	-	-	1	185650
	Çankaya	1	185650		
	Etimesgut	-	-		
	Keçiören	-	-		
	Yenimahalle	-	-		

Table 3.12 (cont'd)

II. Low population density, High urban functions	Akyurt	1	1659318.76	7	10515651.29
	Gölbaşı	5	7689269.81		
	Kahramankazan	1	1167062.72		
III. Low population density, Low urban functions	Ayaş	-	-	14	10049866.47
	Güdül	-	-		
	Bala	3	3177361.86		
	Haymana	2	1190186.79		
	Beypazarı	4	1686457.29		
	Çamlıdere	-	-		
	Kızılcahamam	-	-		
	Çubuk	-	-		
	Elmadağ	-	-		
	Evren	-	-		
	Kalecik	-	-		
	Polatlı	2	1560408.13		
	Şereflikoçhisar	2	1510697.41		
	Nallıhan	1	924754.99		
IV. Densely populated, Low urban functions	Mamak	-	-	2	6359603.57
	Pursaklar	-	-		
	Sincan	2	6359603.57		

According to classification of Sarı, Gökyurt and Doğan (2019), sample projects are mainly concentrated on rural districts of Ankara.

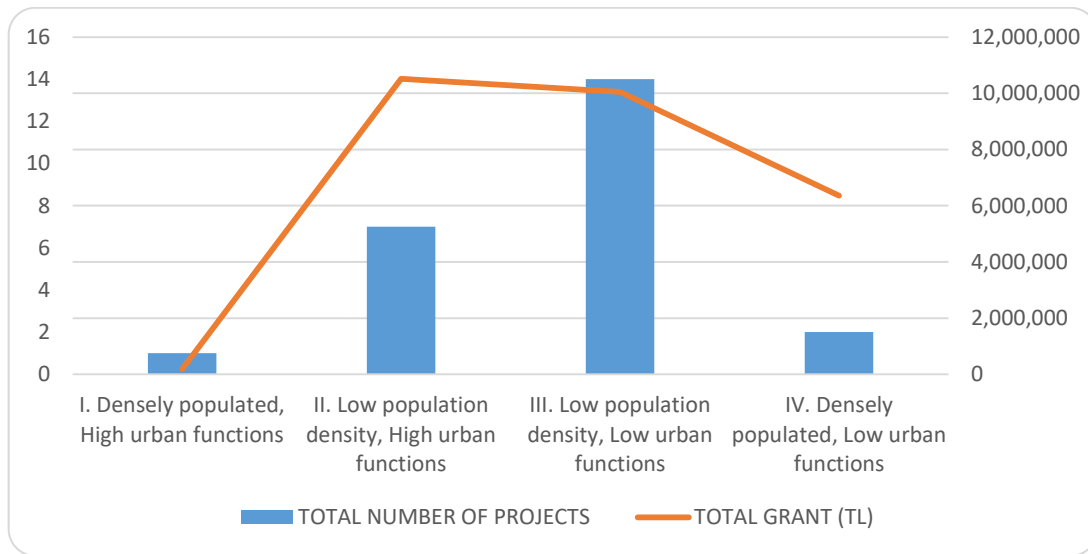


Figure 3.13. Distribution of Sample Projects and Grants in IPARD I According to Classification of Sarı, Gökyurt and Doğan (2019)

For the second period, data on district level is available. At the IPARD II Period, totally 182 contracts have been signed for projects costs 65,332,300 TL (13,094,985 Euros) in Ankara. Within these projects, 15 contracts which is 8.24 % of total have been canceled which costs 7,605,075 TL (1,610,481 Euros).

As mentioned earlier, potential of the provinces are significant for IPARD project. However, there may be some conditions. As officials stated:

“For example, we can go a little further for rural tourism. Especially in geothermal: Haymana region, Kızılcahamam, Çamlıdere have actual potential. But there are some conditions. Since Çamlıdere is in the dam area, construction is not allowed for too many buildings. For Kızılcahamam also, there can be many problems in most things. In addition to environmental effects, economic yield is accepted as important. For that reason, Ankara region is successful in livestock projects, crop planting as we called medicinal aromatic plant projects, machinery-equipment support projects. In processing-packaging projects, Ankara is not bad compared to others.

What can I say about districts in Ankara? There's a nice saying I hear: "the farmer's mind is in his eye." Farmer does what he sees. That's why we are successful at districts that implemented projects before. So, success goes exponentially. It is a little harder to bring the other districts into action. Especially, far, little or what we say "this is a dam area", contiguous areas, areas such as Çankaya, Çubuk, Yenimahalle which is located in city center, we have a little lower potential, even zero potential at some places. Why? Since Çamlidere it is impossible to get a building license from the municipality, buildings cannot be constructed now. Or, our some measures has "rural area" obligation, not all of them. As they cannot provide that obligation, they cannot apply some measures. Especially livestock projects are not referable because municipalities do not give license for livestock plants. Therefore, we do not have so many projects at specific districts near city center. We may have projects at districts like Sincan which are near Organized Industrial Zones, we have processing-packaging projects there. However, districts such as Yenimahalle, Çubuk, Altındağ, and Etimesgut, we do not have much projects because these districts are staying in the city and oriented towards food and social life. However, if we look at Haymana, Beypazarı, Polatlı, Bala, Şereflikoçhisar, we have an amazing potential. Being within the boundaries of dam area restricts Çamlidere and Kızılcahamam.. And now, boundaries of "Great planes" are on the agenda (some areas were declared as agricultural conservation area). These are all affecting our projects frankly. The project concentrations in the districts change according to these."

If we look at Table 3.12, distribution of projects and grants according to Categories can be easily seen. Category I consists of Altındağ, Çankaya, Etimesgut, Keçiören and Yenimahalle. As official stated above, these are mostly urbanized districts. Because of land rent, there is no IPARD project at those districts.

Table 3.13. *Distribution of Projects in Ankara in IPARD II Period*

CLASSIFICATION	DISTRICTS	NUMBER OF PROJECTS	TOTAL GRANT (TL)
I. Densely populated, High urban functions	Altındağ	-	-
	Çankaya	-	-
	Etimesgut	-	-
	Keçiören	-	-
	Yenimahalle	-	-
II. Low population density, High urban functions	Akyurt	2	323499.263
	Gölbaşı	8	12884617.36
	Kahramankazan	1	962411.151
III. Low population density, Low urban functions	Ayaş	5	3530836.834
	Güdül	-	-
	Bala	15	5739526.908
	Haymana	1	1243538.348
	Beypazarı	7	4723569.223
	Çamlıdere	-	-
	Kızılcahamam	-	-
	Çubuk	3	2066721.815
	Elmadağ	-	-
	Evren	1	837516.008
	Kalecik	-	-
	Polatlı	9	4293962.516
	Şereflikoçhisar	19	4893663.544
	Nallıhan	1	863067.422
IV. Densely populated, Low urban functions	Mamak	-	-
	Pursaklar	-	-
	Sincan	3	4479687.225

Kızılcahamam, Haymana and Çamlıdere which are fall in Category III has no IPARD projects except Haymana for IPARD II period. As official mentioned, this is because the dam area restricts.

Another restriction is being within the boundaries of “Great Planes” (See Appendix). There is another restriction, “Special Conservation Area” and Gölbaşı is within the boundaries of Special Conservation Area. However, Gölbaşı have IPARD projects even though it falls in Category II. Akyurt, Gölbaşı and Kahramankazan, which is

within Category II have IPARD projects. As mentioned above, Category II indicates places in urban fringe or near industry.

Sincan, Mamak and Pursaklar, which are classified as Category IV, do not have IPARD projects except Sincan. As of Sarı, Gökyurt and Doğan (2019), these districts are mostly exposed to internal migration due to the pushing effect of the countryside. Sincan is both near urban and rural districts of Ankara, it has a population migrated from rural areas and these are the reason for Sincan to obtain IPARD grants.

Along approval process of IPARD projects, ARDSI requests that all necessary permissions be obtained from other institutions. Some of the institutions do not give required permissions. Ankara Water and Sewerage Administration (ASKİ), for example, do not give permission at places where there are the drinking water dam such as Çamlıdere and Kızılcahamam. Another example is Ankara Directorate of Provincial Agriculture and Forestry. As mentioned before, if the project area is within the boundaries of “Great Plane” areas or consolidation area, Ankara Directorate of Provincial Agriculture and Forestry does not give permission.

“aquaculture projects cannot be implemented there. Since it does not exist, there is no aquaculture processing-packaging plant. These plants can be constructed in places where there are more seas, or where there are lots of ponds. But I hope this period, especially on the sides of the Evren-Bala, Kesikköprü Dam, we will take permission and see the aquaculture projects.”

As officials stated above, in Evren and Bala, no permissions are given because of the dam areas even if they have potential for the projects. As mentioned before, urbanization rate of Evren and Bala is “0”. It is vital to support such projects there in order to sustain the livelihoods there.

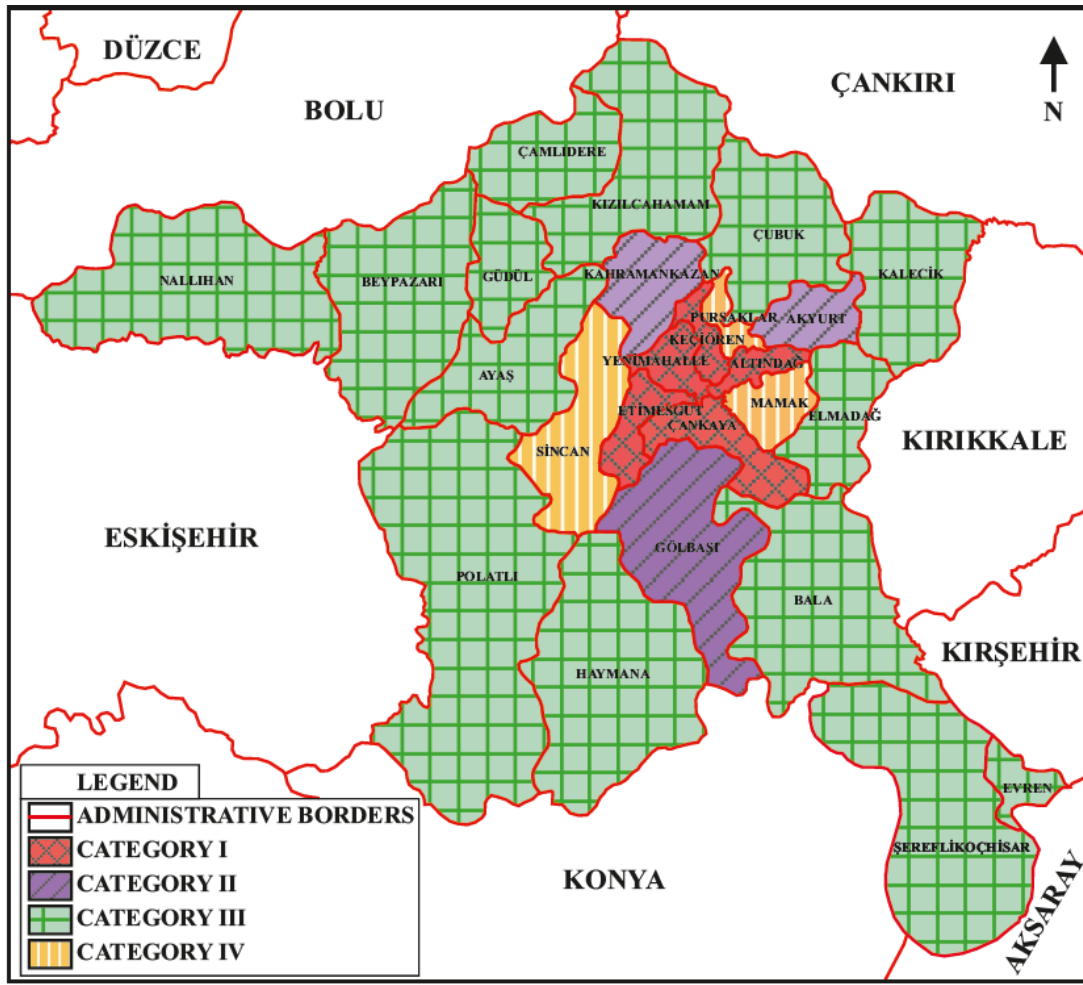


Figure 3.14. Spatial Distribution of Categories

In addition to those institutions, some municipalities do not give permission to primary product enterprises for reasons such as smell. However they do this mostly informally. For example, The Metropolitan Municipality of Ankara closed enterprises around the Esenboğa Airport due to odor and visual pollution⁶² and did not allow the new enterprises since then. The owners had hard time to sustain their businesses because they are not given a new location and the new applicant did not allowed.

⁶² Retrieved from: <https://m.haberler.com/esenboga-da-temiz-hava-hedefi-cubuk-taki-besiciyi-2154512-haberi/>, last visited 23.08.2019

Table 3.14. *Distribution of Projects in Ankara in IPARD II Period According to Classification*

CLASSIFICATION	TOTAL NUMBER OF PROJECTS	TOTAL GRANT (TL)
I. Densely populated, High urban functions	0	0
II. Low population density, High urban functions	11	14170527.77
III. Low population density, Low urban functions	61	28192402.62
IV. Densely populated, Low urban functions	3	4479687.225

As Table 3.14 shows, majority of the projects were supported at Category III, which is considered as rural areas.

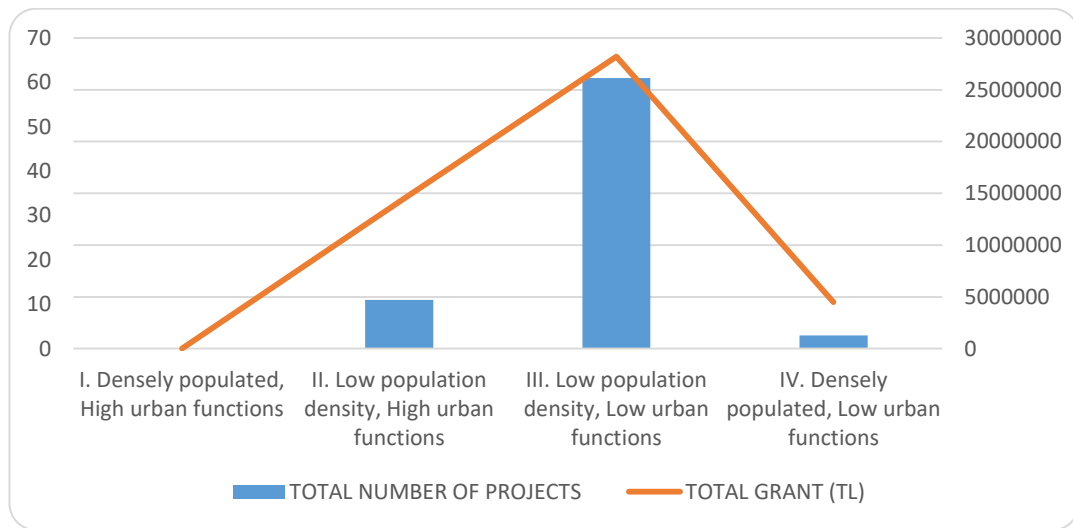


Figure 3.15. *Distribution of Projects in IPARD II According to Classification*

As the Figure 3.15 indicates, total grant and majority of the projects are in the Category III.

Table 3.15. *Distribution of Production Types According to Districts*

Category	Districts	Project Type	Project Number
Category I	-	-	-
Category II	Akyurt	Primary Production High Value Added Production	1 1
	Gölbaşı	Primary Production Secondary Production High Value Added Production	6 1 1
	Kahramankazan	Primary Production	1
Category III	Ayaş	Primary Production High Value Added Production (3 Renewable Energy)	1 4
	Bala	Primary Production High Value Added Production (2 Renewable Energy)	3 12
	Beypazarı	Secondary Production High Value Added Production	4 3
	Çubuk	Primary Production High Value Added Production (1 Biomass Energy)	1 2
	Evren	Primary Production	1
	Haymana	Primary Production	1
	Nallıhan	Primary Production	1
	Polatlı	Primary Production Secondary Production High Value Added Production	2 1 6
	Şereflikoçhisar	Primary Production High Value Added Production (2 Renewable Energy)	4 15
Category IV	Sincan	Primary Production	1
		Secondary Production	2

Table 3.15 indicates how IPARD II projects are dispersed to districts of Ankara. It can be seen that renewable energy projects are becoming widespread. Also, it can be derived that primary and secondary production projects are low and projects of high value added products are more others.

3.7. General Evaluation

According to study of Sarı, Gökyurt and Doğan (2019), districts of Ankara is distributed as follows:

- Category I indicates urban areas and consists of Altındağ, Çankaya, Etimesgut, Keçiören and Yenimahalle.
- Category II indicates places in urban fringe or near industry: Akyurt, Gölbaşı and Kahramankazan.
- Category III indicates rural areas: Ayaş, Güdül, Bala, Haymana, Beypazarı, Çamlıdere, Kızılcahamam, Çubuk, Elmadağ, Evren, Kalecik, Polatlı, Şereflikoçhisar, and Nallıhan.
- Category IV is composed of mostly exposed to internal migration due to the pushing effect of the countryside: Sincan, Mamak and Pursaklar.

For Category I, there is no IPARD project for the second period of the program since urbanization is at advanced level, land prices are too high and there are no rural production activities at these districts. For this category, some projects such as urban agriculture or urban garden can be developed in the villages attached to Çankaya after Law No: 6360.

Category II indicates urban fringe or places near industry. For this category, projects are dominated by primary production projects. It is surprising that packaging, processing and storage facilities are expected to be dominant in terms of these districts are near industry, primary production is dominant in all three districts, secondary production project is only in Gölbaşı, and medicinal aromatic plant production projects are in Akyurt and Gölbaşı. Although Kahramankazan district is industrial, a primary project is accepted there. For this category, rural tourism can be supported. Adjustments can be made in the definition made through the urbanization index of Sarı, Gökyurt and Doğan (2019)'s work or transition areas and sub-categories for rural and urban areas can be identified.

Category III is composed of rural areas. When the project distribution is considered, it is usual that there are still projects related to primary production facilities. Besides, secondary production facilities are scarce. In addition, projects of high value added products outnumber other project types, which is promising for rural development. This kind of production should be expanded in all districts considering the potentials of the districts.

Category IV is composed of districts which are mostly old squatter settlements. It is surprising that Sincan has IPARD projects in the primary and secondary production types. Sincan is both near urban and rural districts of Ankara, it has a population migrated from rural areas and these are the reason for Sincan to obtain IPARD grants. As in Category II, work or transition areas and sub-categories for rural and urban areas can be identified. Because Sincan has large vast areas while Mamak does not. These two districts cannot be classified under the same category.

Category III has the most projects IPARD projects because it represents the rural areas. To give detail for this category, districts have their own potentials and characteristics. Haymana, Kızılcahamam, Çamlıdere have actual potential for geothermal. Evren and Bala have potential for aquaculture. Ayaş, Bala, Çubuk, Beypazarı, Güdül, Kalecik, Polatlı, and Şereflikoçhisar have great potential for agricultural production. These districts may have special products to develop high value added products. For example Kalecik has quality vineyards and specialized products can be developed for this specific type of grapes such as vine, molasses or dried grape pulps. Another potential for these districts are rural tourism or handicrafts. Rural tourism may include historical or cultural projects as Yaşayan Müze in Beypazarı, or urban gardens built without permission in Ayaş, Çubuk and Elmadağ.

During the interviews and according to questionnaires, it was reported that there are some situations that prevented applications for IPARD projects. One of the thresholds is that construction is not allowed for too many buildings, if the project area is in the dam area. Kızılcahamam, Çamlıdere, Evren and Bala districts are affected from this

situation. Another threshold is “Great Planes”. After 2017, the Ministry of Agriculture and Forestry designated some areas as agricultural conservation areas. These areas are called as Great Planes and Gölbaşı, Haymana, Nallıhan, Polatlı, Çubuk, Kahramankazan, Ayaş and Nallıhan has this conservation areas within their boundaries. After announcement of great planes, it is difficult to get permission for construction at this areas. In addition, Gölbaşı has a Special Conservation Area because of the Mogan Lake. Within the boundaries of this area, there are some places where any construction is forbidden. Another threshold is land consolidation projects which are implemented in Akyurt, Bala, Beypazarı, Çubuk, Gölbaşı, Kalecik and Şereflikoçhisar. If an agricultural land is within a land consolidation project, the owners cannot sell their land or build anything on it until the project is finished. One of the biggest problem that was revealed during the interviews and according to questionnaires was bureaucratic obstacles and arbitrary practices of institutions. Along approval process of IPARD projects, ARDSI requests that all necessary permissions be obtained from other institutions. Some of the institutions do not give required permissions. Last but not the least threshold is land prices and land rent. Land prices rise immediately after rumors of the projects in the region. The thresholds for IPARD projects can be listed as follows:

- Price of land,
- Dam areas (Kızılcahamam, Çamlıdere, Evren and Bala)
- Great Planes
- Special Conservation Area (Gölbaşı)
- Land Consolidation Area
- Difficulties in obtaining permissions from government institutions. (ASKİ, municipalities, Directorate of Provincial Agriculture and Forestry)

In addition to these thresholds, some districts has no or few projects because there is no sample project. Gündül, Haymana, Çamlıdere, Kızılcahamam, Elmadağ, Evren and

Kalecik districts should be encouraged in order to prepare a project and apply IPARD calls. Hence, bureaucratic obstacles must be removed.

Category III consists of places with low population density and low urban functions. For these areas, basic infrastructure services should be provided in order to facilitate implementation of projects for beneficiaries.

IPARD measures are so strict and call for projects are for 42 provinces at the same time. Decision making process should be carried out on the principle of participation and a comprehensive list of measures which take potentials into consideration should be prepared. For example, some high technology agricultural enterprises could be included in the list.

CHAPTER 4

CONCLUSION

The concept of “rural” has always been controversial. The way of defining “rural area” is crucial because of the difficulty in realizing rural development. For a long period of time, rural areas have been defined by population and administrative borders. Due to this definitions, rural development policies, strategies and projects have been conducted.

After a detailed research in the literature, it can be said that there is no single definition or rural and that the rural is mostly defined according to population, administrative boundaries and economic approaches. Definition of rural or urban can be made according to the scale of the policy based on population density and spatial classifications. In addition, transitional areas and sub-categories of rural and urban should be made for the implementation of policies because urban and rural are separated in terms of specific characteristics, so it is important to identify transitional areas correctly.

As it stated in the previous chapters, significant results have been achieved at Urbanization Council in terms of outcomes. In the Urbanization Council Report, Syrian refugees under temporary protection 3,571,030 people according to migration statistics, and other internationally protected refugees, are only covered in the topic of urban migration, but the effects of asylum seekers on the rural areas are ignored. Syrian refugees under temporary protection and internationally protected refugees, mostly unqualified, and are exempted from work permits only if they work in the agricultural sector. In order to manage this migration flow, policies for urban and rural areas should be well established. In addition, as one of the outcome of the Council, it is considered that the approach of grading and defining the rural areas is functional.

In this context, Turkstat and Ministry of Agriculture and Forestry should work in coordination. On the other hand, studies on the revision of urban-rural definition carried out by TUIK for is ongoing because these studies are connected to the MAKS project carried out by the Internal Affairs. Participation of other relevant institutions to this process is vital for success of the study.

As a general evaluation of rural development in Turkey, there are specific problems of rural areas such as aging, migration to cities, lack of job opportunities, poverty, lack of services (such as education, transportation, healthcare, etc.), low population density, climate change where primary economic sector is agriculture which highly depends on weather conditions, presence of refugees under temporary production, food security, natural resources and cultural heritage are significant issues related to rural areas. Rural policies should be developed after specifying problems and needs of rural areas carefully. As mentioned before, central and local authorities should work in cooperation taking into account of participation principle. Central and local government, non-governmental organizations and local people should develop policies in accordance with requirements and potentials of rural areas. After policy making phase, relevant actors should carry out the policy implementation process. One of the problems specific to Turkey is that institutions and organizations distribute rural development supports but they are unaware of each other. In order to solve this problem, an institution which works in coordination with governmental and non-governmental organizations should be established for rural development.

Turkey has been tried to implement rural development policies parallel to tendencies in the world. However, Turkey's candidacy process for European Union has been affected Turkey's policies, institutions and legislation including support mechanisms for farmers. European Union initiated a new system within the context on Chapter 11: Agriculture and Rural Development. For this new system, there should be a structural change. Agriculture and Rural Development Support Institution was established and IPARD process has been initiated. Within this time frame, there has been some legislation changes in order to harmonize to legislation of European Union. In

addition, Metropolitan Municipality Law has been change. According to new law, legal status of villages at metropolitan cities including Ankara has been abolished.

Ankara, beside the fact that it is the capital city of Turkey, has a critical rural population. Moreover, Ankara is one of the 42 provinces where IPARD is implemented. These 42 province has been selected by European Union and Turkey according to their rural areas. Among these provinces, Konya is the most successful province in IPARD projects regarding project number and the total grant distributed. Ankara is the seventh of the list that indicates number of projects but it is the second at the other list which indicates total amount of grant. Therefore, IPARD projects submitted ad accepted from Ankara can be considered as successful projects since they are high value added projects. Meanwhile, studies on a new definition of rural areas has been continued since publication of the new Metropolitan Municipality Law. Unfortunately, these studies have not concluded since 2014. Sarı, Gökyurt and Doğan (2019) made a new study in this field. As mentioned before, they categorized districts in Turkey according to their population density and urban functions. As a consequence, districts of Ankara are classified as Category I, II, II and IV. After that, distribution of IPARD projects to districts of Ankara has been examined according to these categories. Main purpose of this thesis is to find out the spatial distribution of IPARD projects in Ankara, reasons of this distribution, relation of this distribution to definition of urban and rural, and the status of these projects by analyzing projects according to districts of Ankara and by contacting relevant authorities and beneficiaries.

If categories are examined more closely, for Category I, since Altındağ, Çankaya, Etimesgut, Keçiören and Yenimahalle are highly urbanized districts, there is no IPARD project for the second period of the program. For this category, some projects such as urban agriculture or urban garden can be developed in the villages attached to Çankaya after Law No: 6360. Districts of Category II are Akyurt, Gölbaşı and Kahramankazan and they are expected to be urban fringe or places near industry. For this category, projects are dominated by primary production projects instead of

packaging, processing and storage facilities since these districts are near industry. For this category, rural tourism can be supported. Revisions can be made in the definition made through the urbanization index of Sarı, Gökyurt and Doğan (2019)'s work or transition areas and sub-categories for rural and urban areas can be identified. Category III is composed of Ayaş, Güdül, Bala, Haymana, Beypazarı, Çamlıdere, Kızılcahamam, Çubuk, Elmadağ, Evren, Kalecik, Polatlı, Şereflikoçhisar and Nallıhan and classified as rural areas. The number of projects with high value added products is promising for rural development. This kind of production should be expanded in all districts considering the potentials of the districts. Lastly, Category IV is composed of Sincan, Mamak and Pursaklar districts which are mostly old squatter settlements. While Mamak and Pursaklar have no projects, it is surprising that Sincan has IPARD projects in the primary and secondary production types. Sincan is both near urban and rural districts of Ankara, it has a population migrated from rural areas and these are the reason for Sincan to obtain IPARD grants. As in Category II, work or transition areas and sub-categories for rural and urban areas can be identified.

During the interviews and according to questionnaires, it was reported that there are thresholds that obstruct applications for IPARD projects. One of the thresholds is dam areas at Kızılcahamam, Çamlıdere, Evren and Bala districts. Another one is “Great Planes” in Gölbaşı, Haymana, Nallıhan, Polatlı, Çubuk, Kahramankazan, Ayaş and Nallıhan. In addition, Gölbaşı has a Special Conservation Area because of the Mogan Lake. Another threshold is land consolidation. If an agricultural land is within a land consolidation project, the owners cannot sell their land or build anything on it until the project is finished. Akyurt, Bala, Beypazarı, Çubuk, Gölbaşı, Kalecik and Şereflikoçhisar are the districts with land consolidation projects. One of the biggest problem that was revealed during the interviews and according to questionnaires was bureaucratic obstacles and arbitrary practices of institutions. Along approval process of IPARD projects, ARDSI requests that all necessary permissions be obtained from other institutions. Some of the institutions do not give required permissions. Last but

not the least threshold is land prices and land rent. Land process rise immediately after rumors of the projects in the region.

For the expansion of projects, some sample projects should be implemented in districts where there are not much projects such as Gdl, Haymana, amldere, Kzlcahamam, Elmadağ, Evren and Kalecik and bureaucratic obstacles must be removed.

Category III consists of places with low population density and low urban functions. For these areas, basic infrastructure services should be provided in order to facilitate implementation of projects for beneficiaries.

From a narrower perspective, IPARD measures are so strict and call for projects are for 42 provinces at the same time and process of IPARD has been designed at upper level. Decision making process should be carried out on the principle of participation and a comprehensive list of measures which take potentials into consideration should be prepared. From a broader perspective, studies on rural development should be carried out in coordination with different governmental bodies. Different governmental and non-governmental organizations allocate grants and projects for rural development but not being aware of each other. There should be an umbrella institution for these projects.

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APPENDICES

A. In-Depth Interview Questions

1. What was the purpose of the IPARD program?
2. Has the program achieved its objectives?
3. What is the difference between PSRDI and IPARD? Which one is more preferred?
4. In which direction have the demands intensified in IPARD projects?
5. So let's say that a project is prepared properly, the application is smooth, but there is too much demand. What was considered when choosing between projects?
6. How did the projects impact the rural area?
7. Do the projects have failed aspects? What's there to fix?
8. Are there any non-agricultural sectors that are affected positively or negatively by the projects?
9. Are the projects sustainable? If it not, what is needed for sustainability?
10. How was the attitude towards education and human resources in the projects?
11. Are there any future change plans for the project calls?
12. How are the projects followed?
13. What are the non-agricultural activities supported in the projects? What is the demand for these activities?

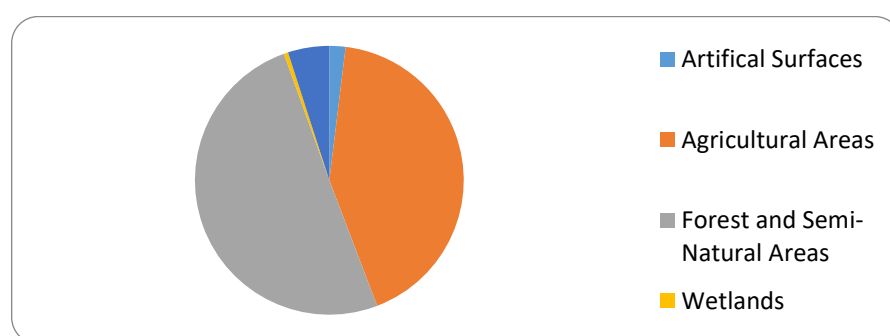
B. Questionnaire With Open-Ended Questions

SURVEY FORM Dear IPARD beneficiary, The following survey questions are being asked by Prof. Dr. Serap Kayasü, Middle East Technical University - Department of City and Regional Planning and by Banu Elibol, Graduate Student at Regional Planning Master's Program, within the scope of the master thesis titled as "Distribution of IPARD Supports in Ankara Districts". Your participation in the study is voluntary and you are expected to answer open-ended questions. Your answers will be kept confidential and will only be evaluated by researchers. Findings from your answers will be used for scientific purposes only. (If you are not an IPARD beneficiary, do not take this survey into account.)	
YOUR BUSINESS / PROJECT NAME:	
1. Why did you apply for the IPARD Program?	
2. Why did you choose your activity in the IPARD program?	
3. Where do you implement the project and why did you choose the location?	
4. Was it compelling for you to obtain the pre-project permits? Did you apply to the consulting firm?	
5. What were your expectations before applying to IPARD?	
6. Did you do the same job before the program? If your answer is no, what job did you do?	
7. Is the place where you live and the place where you apply the program the same? (same district, same neighborhood)	
8. What conditions did you meet to receive a grant from the project? (economic, education, experience, etc.)	

9. What did the program contribute to your life	
10. If there was no program, could you do the activity you applied for? Why?	
11. What do you need to continue your project in the future?	
12. Do you plan to reapply to the program? If yes, from which sub-measure, why would you apply?	
13. What do you think about the future of your facility?	
14. What problems did you experience with the place where you implemented your project?	
15. What did you think about the program after receiving the grant?	
16. What are the positive / negative aspects of the program for you?	
17. After setting up your business / IPARD grant, did you achieve the results you hoped for?	
<p>After completing the survey questions, mail them to the sender address no later than the week of November 4-10, 2019, or banuelibol@gmail.com we would appreciate it if you could send it to 05052043945 via the WhatsApp program. Thank you for your participation.</p>	

C. Corine 2018 Data For Turkey

	Area (ha)	Ratio (%)
Artifical Surfaces	1565407.01	1.94
Agricultural Areas	34079354.82	42.26
Forest and Semi-Natural Areas	40564303.45	50.31
Wetlands	413786.96	0.51
Water Bodies	4013668.63	4.98



Layer	Area	Percentage (%)
2.1.1. Non-irrigated arable land	11569250.05	14.35
2.1.2. Permanently irrigated land	6858042.79	8.5
2.1.3. Rice fields	157752.24	0.2
2.2.1. Vineyards	206105.20	0.26
2.2.2. Fruit trees and berry plantations	1372223.63	1.71
2.2.3. Olive groves	456246.08	0.57
2.3.1. Pastures	2009092.50	2.49
2.4.1. Annual crops associated with permanent crops	4265.37	0.01
2.4.2. Complex cultivation patterns	4231525.27	5.24
2.4.3. Land principally occupied by agriculture, with significant areas of natural vegetation	7137133.19	8.85
2.4.4. Agro-forestry areas	1939.25	0

D. The Map Of Great Planes In Ankara

