

THE IMPACTS OF CHANGING ADMINISTRATIVE SYSTEM IN TURKEY ON
URBAN AND RURAL AREAS: EXAMPLE OF MALATYA

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ABSTRACT

THE IMPACTS OF CHANGING ADMINISTRATIVE SYSTEM IN TURKEY ON URBAN AND RURAL AREAS: EXAMPLE OF MALATYA

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In underdeveloped, unevenly developing and developing countries; regional inequalities, overgrowing cities, deepening of the distinction between rural and urban, emptying of the countryside, destruction of agriculture and animal husbandry are general and current problems. Since 1980s with rise of urban problems in big cities of Turkey, applicable management models to big cities has been started to search. The Law No. 6360 entitled “The Establishment of Fourteen Metropolitan Municipalities and Twenty-Seven Districts and Amendments at Certain Law and Decree Laws” entered into force in 2012 and lead to big changes in Turkey’s local and central governmental system. With the new 14 metropolitan municipalities, in total 30 metropolitan cities, the boundaries of the metropolitan municipalities extended to provincial borders, Special Provincial Administrations, which are the extension of central government in these cities, were closed down, Investment Monitoring and Coordination Centers has established and village legal entities and town municipalities were abolished and the entire province has been named as city. Before the Law, while the urbanization rate of Turkey was 77.3%, it reached to 91.8% in 2014 with the beginning of implementation of the law.

The main issue in this thesis is, to examine how the existing urban and rural problems have changed with the Law No. 6360. In this context, it is evaluated whether such a

striking urban development rate is in parallel with the formation of healthy cities in practice and the steps towards the urban character of rural areas.

In this respect, the Law No. 6360 is evaluated in terms of requirements of urbanization which are; provision of public services, subsidiarity, effectiveness, institutional capacity, urban development, and the change in the population of rural area and production modes.

Keywords: Urban and Rural Development, Local Government, Law No. 6360, Metropolitan Municipality Management, Rural, Urban, Public Service Efficiency, Public Service Effectiveness, Subsidiarity, Participation

ÖZ

TÜRKİYE’DE DEĞİŞEN YÖNETİM SİSTEMİNİN KENTSEL VE KIRSAL ALANLARA ETKİSİ: MALATYA ÖRNEĞİ

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Az gelişmiş, eşitsiz gelişen ve gelişmekte olan ülkelerde, bölgesel eşitsizlikler, aşırı büyüyen kentler, kırsal ile kent arasında ki ayrımın derinleşmesi, kırsal boşalması, tarım ve hayvancılığın yıkımı, kentlere yığılan nüfuslar genel ve güncel bir sorundur. Türkiye’de büyük şehirlerde, 1980li yıllardan itibaren kentsel problemlerin artmasıyla, kentsel alanları yönetmeye yönelik yönetim modelleri arayışı içerisine girilmiştir. 2012 yılında yürürlüğe giren 6360 sayılı “On Dört İlde Büyükşehir Belediyesi Ve Yirmi Yedi İlçe Kurulması İle Bazı Kanun Ve Kanun Hükmünde Kararnamelerde Değişiklik Yapılmasına Dair Kanun” ile Türkiye’de yerel ve merkezi yönetim sisteminde büyük bir değişiklik yapılmıştır. Yeni 14 büyükşehir belediyesi ile toplamda 30 büyükşehirde belediye sınırları il sınırlarına kadar genişletilmiş, bu şehirlerde merkezi yönetimin uzantısı olan İl Özel İdareleri kapatılmış, Yatırım İzleme ve Koordinasyon Merkezleri kurulmuş ve köy tüzel kişilikleri ve belde belediyeleri kaldırılmış, tüm il kent olarak adlandırılmıştır. Kanun öncesinde Türkiye’nin kentleşme oranı %77,3 iken, 2014 yılında kanunun uygulanmaya başlamasıyla birlikte %91,8’e ulaşmıştır.

Bu tezde ana konu, var olan kırsal ve kentsel problemlerin 6360 sayılı kanunla birlikte ne yönde değiştiğini irdelemektir. Bu bağlamda, böylesi bir çarpıcı kentsel gelişme hızının pratikte sağlıklı kentlerin oluşmasıyla ve kırsal alanların kent karakteri

göstermesine yönelik adımlarla paralellik gösterip göstermediği konusunda değerlendirme yapılmaktadır.

Bu bakımdan 6360 sayılı kanun; kentleşmenin gereklerinden olan kamusal hizmetlerinin sunumu, yerindenlik, etkinlik, kurumsal kapasite, kentsel gelişme, ve kırsal nüfusun kanuna yönelik tepkisi ve üretim biçimlerinin değişimi açısından Malatya İli örneği ile değerlendirilmiştir.

Anahtar Kelimeler: Kentsel ve Kırsal Gelişme, Yerel Yönetim, 6360 Sayılı Kanun, Büyükşehir Belediye Yönetimi, Yerindenlik, Kır, Kent, Kamusal Hizmette Etkinlik, Kamusal Hizmette Etkililik, Katılımcılık, Yerindenlik

To My Family

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CHAPTER 1

INTRODUCTION

1.1. Background of the Thesis Subject

In underdeveloped, unevenly developing and developing countries; regional inequalities, overgrowing cities, deepening of the distinction between rural and urban, emptying of the countryside, destruction of agriculture and animal husbandry are general and current problems. In parallel with the development trends in the world, Turkey has experienced a rapid urbanization process that began in the 1950s. Until the 1980s, the urban population growth reduced the rural population to a minority, and the ratio of the urban population in the total population increased gradually. The ratio of the urban population in the total population, which was 32% in 1960, reached 44% in 1980. Since 1980s with rise of urban problems in big cities of Turkey, applicable management models to big cities has been started to search. Legal regulations for metropolitan area management process as follows; in 1984 The Law No 3030 “Law on the Management of Metropolitan Municipalities”, in 2003 a draft law on public administration, in 2004 The Law No 5216 “Metropolitan Municipality Law”, in 2005 The Law No 5393 “Municipal Law”, in 2008 The Law No 5747 “Law on the Establishment of the District within the Borders of the Metropolitan Municipality and Amendment of Some Laws”. By these Laws, the number of metropolitan municipalities has increased from 8 to 16.

The Law No. 6360 entitled “The Establishment of Fourteen Metropolitan Municipalities and Twenty-Seven Districts and Amendments at Certain Law and Decree Laws” entered into force in 2012 and lead to big changes in Turkey’s local and central governmental system. With the Law No. 6360, 14 provinces have gained metropolitan municipality status and the number of metropolitan municipalities

increased from 16 to 30. In all metropolitan cities, the rural areas have been turned to urban areas and the metropolitan municipality borders expanded to provincial borders. Thus, the urbanization ratio of Turkey reached from 77,3% to 91,8% in 2014 which date the law has been started to implement fully. Moreover, in the metropolitan municipalities, the village legal entities were abolished, and the county municipalities were closed. Besides, Special Provincial Administrations were abrogated, and duties and authorities of these institutions distributed to different institutions. In this way, there has been a big transformation in rural areas in the metropolitan areas.

The preambles of Law No 6360 are listed as follows: providing an integrated plan, preventing waste of resources, coordinating the provision of public services. In this way, local governments will be equipped with advanced technologies and qualified personnel will be employed and the workforce will be specialized. Moreover, the allocation of resources among the local administrative units within the metropolitan municipalities will be done fairly. In addition to these, with the Law No. 5216, it has been argued that the metropolitan municipality model at the provincial border implemented in Istanbul and Kocaeli provinces provides efficiency in the provision of public services, which should be coordinated in a wide framework such as development, planning, transportation and fire services. Therefore, this model is intended to be implemented in other metropolitan municipalities.

1.2. Aim of the Study

The major concern of this thesis study is determining effects of Municipal Law No. 6360 “The Establishment of Fourteen Metropolitan Municipalities and Twenty-Seven Districts and Amendments at Certain Law and Decree Laws” on urban and rural areas in the example of Malatya Metropolitan Municipality. While the population at rural area has been sharply decreased in this process, which consequences will arise after the transition of rural areas in 30 metropolitan municipalities to urban by Law No 6360? Will the areas within the provincial borders of all metropolitan cities be fully

urban-character? Will this law show the same effect on all metropolitan municipalities?

At this point, it should be questioned whether all other metropolitan municipalities have a similar development index, urban size, and production relations with Istanbul and Kocaeli provinces because of their situation be showed as a motivation for other metropolitan municipalities at the preamble. In addition to this, practicality of the preambles of the law will be evaluated in this thesis.

In the law, it is specified that there is discount in some tax tariffs during the transition process for the villages that turn into neighborhoods. Moreover, it is indicated that metropolitan and district municipalities can make services and investments related to agriculture and animal husbandry. Are these regulations sufficient for the sustainability of agriculture and animal husbandry production?

Moreover, other questions asked along the thesis are:

- Will public services to the rural areas provided efficiently and effectively?
- How does reorganization of the power relation affect the provision of services?
- Will this law become the core of the city more powerful? (or accelerate the monocentric city trend and cause to the shrinking of the settlements which mainly show rural characteristic)
- How does this law affect population movements?
- How does this law affect sectoral distribution?

Briefly, in this thesis study, it will be tried to find answers to all these questions.

1.3. Importance of the Study

Most studies on Law No. 6360 mainly focus on changes in urban areas. Even at the preamble of the law, there is no concern about the rural area. In this thesis study, the impact of the law on the dynamics between urban services and rural areas will be discussed.

1.4. Method of the Study

The structure of the thesis is twofold; in the first stage, theoretical researches are done about impacts of Law No 6360 on urban and rural areas to a large extent. Criticisms in different respects by various circles will be evaluated without distinction academic, politic, contemporary, and professional. The criticisms will be evaluated in the frame of legal, administrative, and provision of services. In the second stage, Law No 6360 will be assessed in a sample metropolitan city. Determination of the sample area is made according to rurality, macroform, population density, socio-economic development level, and sectoral relations. Therefore, the sample area will be Malatya Province. Before gaining metropolitan status, the urbanization rate of Malatya was 66% and remained below the national average (approximately 73%), which was more rural than the country. Besides, although the pioneer sector of the city is the service sector, agricultural production has a deep-rooted history in Malatya province. Moreover, Malatya has various geographical thresholds between the center and districts. If public services in this city are provided to all-region effectively without disruption, it could be said that this management model be implied to many other metropolitan cities. For these reasons, it would be appropriate to understand the impact of the Law on rural areas and the agricultural sector by examining the Malatya case.

In this case area, in-depth interviews will be conducted with many institutional authorities and citizens from different neighborhoods to determine the effects of the law on rural and urban areas. By in-depth interviews with many officials from local government units, non-governmental organizations and central government units, the administrative advantages and disadvantages of the new system will be asked. Thus, administrative constraints, conveniences, problems imposed by the law, and alternative practices will be seen. Moreover, to evaluate the impacts of the law on rural areas, sample neighborhoods which turned from village will be determined according to population density, distance from city center and main sector criteria. Interviewers will be farmers located in those neighborhoods asked the effects of law on their daily life. Also, by the means of these interviews, it could be measured the efficiency and

effectiveness of the public services which are necessary for becoming urban areas at regions that turned to neighborhoods.

The main assumption of this thesis study is disregarding of the rural areas by Law No 6360. Moreover, it is important to say that each metropolitan city has different characteristic. Therefore, the results of Law No 6360 in each city character will be different and metropolitan cities similar to Malatya in terms of macroform, population density, socio-economic development level, and sectoral relations may be impressed by the law like Malatya case.

Before determining the effects of Law No 6360 on urban and rural areas, analyzing the management policy process of the metropolitan municipality of Turkey is crucial. After the changes in the local government system are determined by Law No. 6360, criticisms made from different circles will be included.

Debating the effects of the law on rural and urban truthfully, investigating the terms of urban and rural, and their relation will be a rational step in the study. In the literature, definition of urban and rural varies. The criteria for determining urban and rural can changeable country to country even it can vary among institutions in a country. Therefore, before analyzing the new roles and relations of urban and rural, it must be examined the various definitions and criteria of urban and rural. Moreover, analyzing the management process of rural areas and determining which institutions had duties and powers for these areas will be useful to find an effective management system for a rural area.

On the other hand, to find the urban development character of Malatya, the urbanization process of the city within the national context will be analyzed. Moreover, it is crucial to identify the general indicators of the city which are population and overall density, distribution of the density, the condition of macroform, relations of towns with each other and the core of the city. Then, the impacts of Law No 6360 on urban and rural areas in Malatya Province will be researched.

CHAPTER 2

THE EVALUATION OF THE LAW NO. 6360 IN THE FRAME OF TURKEY'S METROPOLITAN MUNICIPALITY PROCESS

2.1. Debates On The Concept Of Metropolitan

In many industrialized western countries, urban areas are considered as metropolitan areas rather than “city” in traditional sense. Although, there is no consensus in the doctrine on the definition of the metropolitan concept, basically it could be defined as multi-centered urban regions created by the social, economic and cultural dynamics of the modern societies, and held together by powerful systems of communication and mass transportation (Kübler and Walti, 2000, pp.2). Metropolitan areas are urban systems that extend and develop principally along functional networks in terms of economically and socially, more or less independently from institutional boundaries of communities or other sub-national entities (Dente, 1990, pp.60).

Population density, rapid urbanization, advanced industrial zones, and commercial mobility which are the common characteristics of metropolitan cities in Turkey and other countries of the world, influence not only the boundaries of the metropolitan cities, but also surroundings of the cities. As a result of the debates on metropolitan urban areas since the 1960s, because of metropolitan areas of each country carries its own unique characteristics, it is understood that a special definition about metropolitan areas for Turkey is necessary. Based on this thought, some of the descriptions and work done on the concept of the metropolitan area in Turkey can be listed as follows;

The metropolises are formed when a center or urban area is polarized and the continually expanding communities are gathered in a wide area. The gathering mentioned here is not a geographical sense. The core city, which is the center of

attraction in the metropolitan area and the large and small cities around it, together form the metropolitan area (Parlak, 2011, pp.528).

Another definition of metropolitan area is defined as “Metropolitan area is the unit formed by the dense city or cities in terms of population which are the center of the region with regard to economic, social and management.” (İsbir, 1991, pp.185).

On the other hand, the metropolitan region is defined as follows: It is a larger area consisting of the metropolitan area and the hinterland, which includes the discrete cities and villages around it. The influence of the metropolitan area on the hinterland is strong, but the sovereignty is not complete and the relationship between them is not daily in terms of round trip (Turak, 1985, pp.28).

Based on these definitions, the metropolitan area can be defined by the following criteria;

- Population size and density
- High level of labor force in non-agricultural areas, specialization, organization
- The dominance of the city in economic, administrative, social and cultural relations and the interdependence of the central city and the surrounding cities
- Diversity in social facilities and mobility of socio-cultural life. (Sezik, 2015, pp.72).

2.2. Metropolitan Area Management Process in Turkey Before the Law No. 6360

“Metropolitan Municipality” has been established in Turkey since 1984 based on the judgement of article 127 of the 1982 Constitution which “special management formats can be created in large residential areas” (Keleş, 2016, pp.321; Çınar, Ciner ve Zengin, 2009). With the support of this article, The Decree Law No. 195 on the Management of Metropolitan Municipalities In March 1984, a three-stage metropolitan municipality system was adopted in three provincial centers. In the same year, the Metropolitan Municipality Law No. 3030 and its implementation regulations

strengthened the institutional and legal foundations of the system (Özgür, Savaş Yavuzçehre, 2016, pp.905).

In the 1980s, the number of metropolitan municipalities was gradually increased, and the total number reached 8 in 1989, while in 1993, 7 more metropolitan municipalities were established. Efforts to establish a new metropolitan municipality in the period of 1994-2011 remained unsuccessful except for Adapazari / Sakarya (Özgür, Savaş Yavuzçehre and Cığeroğlu, 2007, pp.485).

The Metropolitan Municipality Law No. 3030, which has become obsolete in twenty years and has begun to receive much criticism, was changed in 2004 with and in compliance with other local government laws. The new Law no. 5216 in 2004 expanded the areas of the metropolitan municipalities, increased the number of municipalities in all metropolitan municipalities considerably and expanded their fields of duty. Metropolitan municipalities began to give more weight to rail transport systems, housing, regular solid waste disposal, and amateur sports. With the 5216, norm staff, contracted personnel, strategic plan, multi-year budgeting, assembly of parliament more frequently, performance plan and measurement, use of geographical information systems were introduced, while in the powers of second-tier municipalities, the change was limited. Zoning and spatial planning have gained importance, closely affected by other concepts and developments such as authority, duty, service provision, shaping local politics, rent, and housing production. The new system after 2004 has undergone significant changes with the Law No. 5747 on Establishment of a District within the Borders of the Metropolitan Municipality and Amendment of Certain Laws in 2008. Issues such as the overlapping areas and powers of metropolitan municipalities with the special provincial administrations, the need to reduce the lower-level municipalities, the decisions of the high courts, the closure of some municipalities, the harmonization with the European Union and the environmental problems led to new problems, transformations and understandings in the metropolitan municipality system (Özgür, Savaş Yavuzçehre, 2016, pp.906).

Table 2.1. *Metropolitan Area Management in Turkey*

Legal Regulations for Municipalities	Law No	Name of the Law
1984	3030	Law on the Management of Metropolitan Municipalities
2003	-	Draft Law on Public Administration
2004	5216	Metropolitan Municipality Law
2005	5393	Municipal Law
2008	5747	Law on the Establishment of the District within the Borders of the Metropolitan Municipality and Amendment of Some Laws
2012	6360	Law on the Amendment of the Establishment of the Metropolitan Municipality and the Twenty-Six Districts in the Thirteen Provinces and Certain Laws and Decree Laws

2.2.1. The Metropolitan Law No. 3030

With the Law No. 3030 in 1984, the big cities were called in metropolitan 'and evaluated in the country's management system as different from other cities. By law, the metropolitan cities defined a two-tier local government system within the municipal boundaries, with more than one district, including the central district. While the lower level contained the district municipalities and first-tier municipalities, metropolitan municipality was in the high level of the local government system. In the first form of the law, it was envisaged that in cities with more than one district within the boundaries of 'metropolitan municipalities' are considered to be established. In 1984, three provinces were able to achieve this condition, and the two-stage

management structure was first established in Istanbul, Ankara and Izmir. This situation was later implemented in the cities of Adana, Bursa, Konya, Gaziantep, Kayseri, Samsun, Diyarbakir, Erzurum, Kocaeli, Eskisehir, Mersin, Antalya and Sakarya and the number of metropolitan municipalities reached 16. With this law, in order to establish a metropolitan municipality, the law did not envisage any criteria other than the district criterion. There were no problems in Ankara, İstanbul and İzmir Metropolitan Municipalities as there were more than one district municipality and municipality branch in the districts. In the process, in order to make the big district municipalities manageable, separate districts were formed by divisions in these districts. Subsequently, with the Decree Law No. 504, the criterion of ‘district municipality’ was abolished and a new type municipality named as ‘first tier municipality’ was created. Thus, the process of being a metropolitan municipality has moved away from objective criteria, and this has led to the search for ways to become a metropolitan municipality in order to benefit from the additional financial resources provided to the metropolitan municipalities, due to the fact that the first tier is based on a notion that is not related to the local government (Yenigül, 2010).

2.2.2. The Metropolitan Municipality Law No. 5216

In the 2000s, the search for metropolitan city governments has emerged in different contexts in different countries. Also, population and field size of municipalities were the substantial discussion topics in Turkey about establishment of metropolitan municipalities, and it was deemed that municipalities’ border be adequate size to ensure effective implementation of the services and participation. With the law no. 3030 in force, the authority of many local governments within the metropolitan areas prevented the success of macro policies in metropolitan cities, and especially in spatial context, it caused the breaking the integrity of the master plans concerning the whole city. With the entry into force of the Law No. 5216 in 2004 within the scope of public reform efforts, the law numbered 3030 was repealed. With the law no. 5216, the metropolitan municipality was defined as ‘the first-tier municipal structure within municipal boundaries’, not at least three districts or district. Thus, the term of ‘first

tier municipality' was used, instead of low tier municipality. This regulation was modified later with the Law No 5747 in 2008 and the definition of first tier municipality was removed and the term of district municipality was introduced.

In the preamble of the Law No 5216 is as follows; "A system which is started to be implemented for the first time in 1984 with the Law No. 3030 which has no previous experience naturally has some shortcomings at its application process. The accepted problems at that framework can be listed as follows; there is no objective criteria at the sharing of responsibility and functions, the cooperation mechanisms are insufficient among the administrative mechanisms, the metropolitan municipal administration has a definite hegemony on district and first-tier municipalities, planning and coordination at the metropolitan scale cannot be done at the metropolitan municipality level and the size of the municipalities are very different. Those problems lead to the inefficient and ineffective usage of resources".

While the criterion of the Law No 3030 was 'existence of more than one district within the boundaries of the municipality in the city center', in the Law No 5216, 'space, distance and population' were the criterion. Moreover, 'in the case of physical settlement and economic development are optimal, Provincial municipalities with a total population of at least 750.000 can be metropolitan municipality by law' requirement was set for the establishment of a metropolitan municipality. The most striking feature of the Law is the boarder expansion regulation that is brought by the Temporary Article 2th (This Article is known as 'Compass Regulation' at the public opinion) and Article 611 with the heading of 'Merging into a metropolitan municipality'. With these articles, the metropolitan municipalities' authority and responsibility fields have been enlarged; it can be frankly declared that the Metropolitan Municipality Law No. 5216 has given more duty and power to the Metropolitan Municipalities than the Metropolitan Municipality Law No. 3030. According to that arrangement, Istanbul and Kocaeli metropolitan municipalities will be expanded to the provincial border, and other borders of municipalities will be expanded to 50 km, 30 km, and 20 km. Unlike Law No. 3030, with the Law No. 5216,

rural settlements with the status of village and semi-urban settlements with the status of belde municipality were included in the status of the neighborhood of the metropolitan municipality and were defined as urban areas.

2.3. The Law No. 6360

The Municipal Law No. 6360 “*The Establishment of Fourteen Metropolitan Municipalities and Twenty-seven Districts and Amendments at Certain Law and Decree Laws*” came into force with the publication in Official Gazette dated 06.12.2012 and numbered 28489. It should be noted that this law was enacted in order to regulate metropolitan municipality law no 5216 (Keleş, 2012, pp.2).

2.3.1. Preamble of the Law No. 6360

The Law’s preambles are listed as follows: providing an integrated plan, preventing waste of resources, coordinating the provision of public services. In this way, local governments will be equipped with advanced technologies and qualified personnel will be employed and the workforce will be specialized. Moreover, the allocation of resources among the local administrative units within the metropolitan municipalities will be done fairly. In addition to these, with Law No. 5216, it was argued that the metropolitan municipality model where the provincial border implemented in Istanbul and Kocaeli provinces provides efficiency in the provision of public services of, which should be coordinated in a wide framework such as development, planning, transportation, and fire. Therefore, this model is intended to be implemented in other metropolitan municipalities.

2.3.2. Regulations Made by Law No. 6360

With the Law No. 6360; 13 municipalities, including Aydın, Balıkesir, Denizli, Hatay, Malatya, Manisa, Kahramanmaraş, Mardin, Muğla, Tekirdağ, Trabzon, Şanlıurfa, and Van have become metropolitan municipalities. With Law No. 6447 published in 2013, Ordu Metropolitan Municipality has been established and the number of metropolitan municipalities reached to 30. The legal personality of villages and county

municipalities, including forest villages within the boundaries of metropolitan municipalities, has been abolished. Both county municipalities and villages have joined to district municipalities as a neighborhood with their name. For the non-commercial buildings in villages turned into neighborhoods, district municipalities or metropolitan municipalities will do the type architectural projects that are appropriate for the traditional, cultural and architectural structure of the region. The rights, responsibilities and privileges granted to forest villages and forest villagers by the legislation will continue to be used in settlements that turn into neighborhoods while they are forest villages (6360 SK, art. 1.16, 2012). It has been added that the pasture, summer pasture and winter quarters used by the villages and municipalities that will turn into neighborhoods and participate in the district municipality will continue to be utilized by the provisions of the Pasture Law dated 25.02.1998 and numbered 4342. In villages turned into neighborhoods, enterprises and other structures that are not integrated facilities at the date of the law are deemed to have obtained licenses (Law No. 6525, art. 28).

The legal entity of Special Provincial Administrations has been abolished in 30 provinces that are metropolitan municipalities. In the provinces where the legal entity of the Special Provincial Administrations are abolished; authorities, duties, and responsibilities given by the Special Provincial Administration Law numbered 5302 and dated 22.02.2005 will be distributed to; ministries, related institutions affiliated to the ministries and their provincial organizations, treasury, governorates, metropolitan municipalities, and affiliated organizations or district municipalities. Sub-districts (bucak) and sub-district organizations were removed in 28 provinces except for Istanbul and Kocaeli (Law No. 6360, art. 1).

In the provinces where metropolitan municipalities are located, an Investment Monitoring and Coordination Center with a public legal entity and special budget has been established under the governorship to carry out activities such as monitoring, auditing, coordination, guidance and legal support of investments and services.

The boundaries of metropolitan municipalities have been provincial administrative boundaries, and the boundaries of the district municipalities have been the district administrative boundaries. It is stated that provincial municipalities of provinces with a total population of more than 750.000 can be transformed into metropolitan municipalities by law. It is added that neighborhoods with a population of less than 500 cannot be established within the municipal boundaries. Metropolitan municipalities and municipalities with a population of more than 100.000 have been obliged to open guest houses for women and children (Law No. 6360, art. 5, 6, 15, 17). 1.50% of the total budget tax revenue collection has been allocated to non-metropolitan municipalities, 4.50% to metropolitan district municipalities and 0.5% to special provincial administrations. The share of 4.50% of the total budget tax revenue collection allocated to district municipalities in metropolitan cities; 90% will be distributed according to the population of the districts and 10% according to the surface area of the districts. 6% of the total budget tax revenues collected within the metropolitan municipality boundaries and 30% of the shares allocated to the metropolitan district municipalities over the total budget tax revenue collection will be allocated as the metropolitan municipality share. The share of 6% of the total budget tax revenues collected in the metropolitan municipalities; 60% is directly transferred to the relevant metropolitan municipality. The remaining 40%; 70% will be distributed to the population and 30% will be distributed among the metropolitan municipalities based on surface area (Law No. 6360, art. 5, 6, 15, 17).

Under the Law; The personnel, movable and immovable property, rights, receivables and debts of the municipalities and villages whose legal entities have been abolished shall be transferred to the ministries, metropolitan municipality, affiliated institution or district municipality according to the decision of the commission. The personnel of the special provincial administrations whose legal personality has been removed shall be transferred to the head of investment monitoring and coordination, metropolitan municipality, district municipality according to the decision of the commission; movable and immovable properties, rights, receivables and debts will be transferred

to ministries, affiliated or related institutions of the ministries, their provincial organizations, governorships, investment monitoring and coordination department, metropolitan municipality and affiliated institution or district municipality according to their interest. The personnel, the movable and immovable property, the rights, receivables and debts of the provincial municipalities that are transformed into metropolitan municipalities will be shared between the metropolitan municipality and district municipalities and affiliated institutions according to their interest (Law No. 6360, Provisional Art.1). In the villages whose legal personality is abolished according to this Law, from the date of entry into force of this paragraph; real estate tax, taxes, fees and contributions shall not be collected for a period of six years (until 31.12.2020). In these places, the fee for drinking and potable water shall be determined not to exceed 25% of the lowest tariff for six years. This shall be the case in practice where the legal entity of the village has been abolished by the temporary article 2 of the Metropolitan Municipality Law No. 5216 (Law No. 6360, Provisional Art.1).

In accordance with the Provisional Article 1 of Law No. 6360; Other than Istanbul and Kocaeli, metropolitan, metropolitan district municipalities and affiliated administrations will use 10% of their investment budgets for the infrastructure service of the settlements that have turned into neighborhoods for 10 years.

Turkey Statistical Institute (TSI) by the Address Based Population Registration System (ABPRS) in 2011, in the first local elections with a population of less than 2,000 village has been transformed into a legal entity to be abolished with effect from the general election. The personnel of the municipalities whose legal personality is abolished will be transferred to the special provincial administration of all kinds of movable and immovable properties, rights, receivables and debts (Law No. 6360, Provisional Art. 2).

The provisions of this Law regarding the abolition of special provincial administrations, municipalities and village legal entities, transformation of provincial municipalities into metropolitan municipalities, extension of the metropolitan

municipal boundary to the provincial boundaries of the province, change of territorial boundaries and establishment of district municipalities shall be applied to the general elections of the first is made according to. The provisions regarding the establishment of districts came into force on the date of publication of this Law (Law No. 6360, art. 36). Distribution of powers of different public authorities related to public services before and after Law No 6360 are summarized in the Table 2.2 and Table 2.3.

Table 2.2. *Duties and Authorities Before Law No 6360*

DUTIES AND AUTHORITIES BEFORE LAW NO 6360				
Duties and Authorities	Special Provincial Administration	Metropolitan Municipality	District and First-tier Municipalities within the Metropolitan Municipality	District Municipalities out of the Metropolitan Municipality Boundaries
Coordination	Ensuring coordination between the other local administrations and public institutions for the integrity and harmony of the services			
Environmental planning of the province (in metropolitan cities with municipal boundaries are not the provincial borders)	Under the authority and responsibility with the coordination of Governor	Under the authority and responsibility with the coordination of Governor		
	Approved by municipal council and provincial council	Approved by municipal council and provincial council		

Table 2.2 Continued

<p>Environmental planning of the province (in metropolitan cities with municipal boundaries are the provincial borders)</p>		<p>Under the authority and responsibility Approved by the municipal council</p>		
<p>To prepare strategic plan, annual target, investment programs and budget plan</p>		<p>Prepares by taking the opinions of metropolitan district and first tier municipalities</p>		
<p>Make a land use plan, make it approved and apply</p>	<p>Under the authority and responsibility out of the municipality boundaries</p>	<p>Making, planning and approving a land use plan for each scale between 1/5000 and 1/25000</p>		<p>Making land use at the scale of 1/5000 planning and approving</p>
<p>Preparing 1/1000 scale Implementation Plan, Parcellation Plan and Reconstruction Plan</p>	<p>Under the authority and responsibility out of the municipality boundaries</p>		<p>Under the authority and responsibility</p>	<p>Under the authority and responsibility</p>
<p>To approve 1/1000 scaled Implementation Plan, Parcellation Plan and Plan of Reclamation and Improvement Plan</p>	<p>Under the authority and responsibility out of the municipality boundaries</p>	<p>Under the authority and responsibility</p>		

Table 2.2 Continued

Making the metropolitan transportation master plan, planning and coordinating the transportation and public transportation services		Under the authority and responsibility		
Road construction, maintenance and repair	Under the authority and responsibility of the municipality boundaries	Square, boulevard, street and main roads to make, maintenance and repair		
Constructing, building, operating, or be operated or issuing licenses for passenger and cargo terminals, closed and open parking lots		Under the authority and responsibility		Under the authority and responsibility
Cemetery		Identify cemetery areas, establish cemeteries, operate, be operated	To carry out burial related services	Identify cemetery areas, establish cemeteries, operate, be operated, carry out burial related services
All kinds of wholesalers and slaughterhouses to make, be made, operate, be operated, license, supervise		Under the authority and responsibility		

Table 2.2 Continued

Evacuating and demolishing buildings that pose a risk of disaster or pose a danger to life and property safety		Under the authority and responsibility		
Drinking water and sewerage services	Under the authority and responsibility of the municipality boundaries	Under the authority and responsibility		Under the authority and responsibility
Agricultural Irrigation Water	Irrigation below 500 L flow			
Environment and environmental health, cleaning and solid waste		To make metropolitan solid waste management plan, to collect and recycle solid wastes at source, to establish facilities for this purpose	Collect and transport solid waste to transfer station in accordance with metropolitan solid waste management plan	Collection, transport, separation, recovery, disposal and storage of solid wastes
Firefighting, emergency, rescue		Under the authority and responsibility		Under the authority and responsibility

Table 2.3. *Duties and Authorities after Law No. 6360*

DUTIES AND AUTHORITIES AFTER LAW NO 6360			
Duties and Authorities	Investment Monitoring and Coordination Directorate	Metropolitan Municipality	Metropolitan District Municipality
Coordination	To ensure the efficient execution, monitoring and coordination of the investments and services of public institutions and organizations; to guide and supervise public institutions and organizations; Coordinate and execute 112 emergency call services; Coordinate and carry out disaster and emergency services		
Environmental planning of the province (in metropolitan cities with municipal boundaries are the provincial borders)		Under the authority and responsibility	
To prepare strategic plan, annual target, investment programs and budget plan		Prepares by taking the metropolitan district municipalities' opinions	
Make a land use plan, make it approved and apply		Making, planning and approving a master plan for each scale between 1/5000 and 1/25000	
Preparing 1/1000 scale Implementation Plan, Parcellation Plan and Reconstruction Plan			Under the authority and responsibility
To approve 1/1000 scaled Implementation Plan, Parcellation Plan and Plan of Reclamation and Improvement Plan		Under the authority and responsibility	

Table 2.3 Continued

<p>Making the metropolitan transportation master plan, planning and coordinating the transportation and public transportation services</p>		<p>Under the authority and responsibility</p>	
<p>Road construction, maintenance and repair</p>		<p>Constructing, maintaining and repairing roads, squares, boulevards, streets and main roads connecting neighborhoods to the district center, carrying out the cleaning and snow-fighting activities of these roads...</p>	
<p>Constructing, building, operating, or be operated or issuing licenses for passenger and cargo terminals, closed and open parking lots</p>		<p>Under the authority and responsibility</p>	
<p>Regarding public transport lines within the metropolitan area; to decide to be operated of public transportation services for the lines to be determined based on the criteria of distance to the city center, population and number of users using the line.</p>		<p>Under the authority and responsibility</p>	

Table 2.3 Continued

Cemetery		Identify cemetery areas, establish cemeteries, operate, be operated	
All kinds of wholesalers and slaughterhouses to make, be made, operate, be operated, license, supervise		Under the authority and responsibility	
Evacuating and demolishing buildings that pose a risk of disaster or pose a danger to life and property safety		Providing all kinds of support in line with the request of the district municipality	Under the authority and responsibility
Providing all kinds of activities and services to support agriculture and animal husbandry		Under the authority and responsibility	Under the authority and responsibility
Drinking water and sewerage services		Under the authority and responsibility	
Agricultural Irrigation Water	Additional Article 12- (Annex: 19/4 / 2018-7139 / 7 art.) It may be transferred to the investment monitoring and coordination offices in the areas of the Metropolitan Municipality, and the irrigation facilities taken over by the investment monitoring and coordination offices may be transferred to the water and sewerage administrations or district municipalities. .	TASK DESCRIPTION IS NOT AVAILABLE.	TASK DESCRIPTION IS NOT AVAILABLE.

Table 2.3 Continued

Environment and environmental health, cleaning and solid waste		To make metropolitan solid waste management plan, to collect and recycle solid wastes at source, to establish facilities for this purpose	Collect and transport solid waste to transfer station in accordance with metropolitan solid waste management plan
Firefighting, emergency, rescue		Under the authority and responsibility	

2.3.3. By Law No 6360, the Changing Responsibilities of Different Public Authorities Related to Public Services to Rural Areas

Agricultural irrigation services, in-field development services, soil-water analysis services, farmer-added seedlings, seed, breeding animals and so on. all subsidies, preparation and implementation of existing agricultural irrigation projects below 500 lt / sec flow rate and utilization of agricultural irrigation resources; activities such as establishment of agricultural irrigation water management, monitoring of soil analysis of agricultural production areas and raising awareness of farmers in agricultural and animal production in villages have been carried out by Regional and Provincial Directorates of Rural Services; by Law No. 5286 adopted in 2005, the General Directorate of Rural Services and Regional and Provincial Directorates were closed and their powers were transferred to Special Provincial Administrations in each province. These activities were carried out based on efficient and correct use of resources by the Agricultural Services Directorate established by the Provincial Special Administration Secretariat through the Provincial General Assembly. In 2005, the General Directorate of Rural Services was abolished by Law No. 5286 and its duties were transferred to the Special Provincial Administration. With the closure of

Special Provincial Administrations in metropolitan cities by Law No. 6360, these duties were transferred to metropolitan municipalities and district municipalities. However, with the article “*Metropolitan and district municipalities may engage in all kinds of activities and services to support agriculture and animal husbandry*” added to the Metropolitan Municipality Law No. 5216, agriculture and animal husbandry activities are left to the initiatives of metropolitan and district municipalities.

Another issue related to agricultural production is the confusion as to which institution is authorized in agricultural irrigation. Until April 2018, no regulation was made on this issue and it was stated by the metropolitan municipalities that it would be beneficial to remove the authority from the responsibility of metropolitan municipalities and water-sewerage administrations. Even though the regulation is made in Law No. 6200, the issue is left to the initiative of the institutions in the region and no clear duty and authority definition is made.

Table 2.4. *Changing responsibilities of different public authorities related to public services to the rural areas*

	General Directorate of Rural Services	Special Provincial Administration	Investment Monitoring and Coordination Directorates	Metropolitan and District Municipalities	State Hydraulic Works
1985 - Law No. 3202 on the Organization and Duties of the General Directorate of Rural Services	Construction of village and forest roads, to ensure the efficient use and development of soil and water resources, to gather those who have to leave their places due to expropriations and special laws, to provide road water electricity sewage services, to provide agricultural irrigation services,				

Table 2.4 Continued

<p>2005 - Law No. 5286 on the Closure of Rural Services</p>		<p>To fulfill the duties of the Village Services, 500 Lt / sec throughout the province. To make planning, projecting and use of water resources under agricultural irrigation, to make ponds and facilities for agriculture and animal husbandry, to make soil surveys and all kinds of soil analysis classifications.</p>			
<p>2012 - Law No. 6360</p>				<p>Providing all kinds of activities and services to support agriculture and animal husbandry</p>	
<p>2018 - Law No. 7139 - closure of irrigation unions</p>			<p>State Hydraulic Works may transfer agricultural irrigation activities to investment monitoring and coordination departments within the scope of metropolitan municipality</p>	<p>Irrigation facilities taken over by investment monitoring and coordination departments may be transferred to water and sewerage administrations or district municipalities.</p>	<p>To operate irrigation facilities for agricultural purposes with the closure of irrigation unions</p>

2.4. Criticism of the Law No. 6360

The Law No 6360 has brought into some discussions and these discussions are presented in the following titles without any distinction between academic, political, contemporary and professional. The criticisms are turned to account as the frame of legal, administrative, and provision of services. Before mentioning criticism in special categories, it would be useful to mention about the allegations that the real purpose of the law might be different.

According to Önez Çetin(2015), the aim of the Law No 6360 is the effort to participate in global capital. With her own words “Within the framework of the article, it is seen that at the justification of the law no 5216 and law no 6360, the economic factors have a great impact at the expansion of the metropolitan municipality border. As to the government, metropolitan cities have a key role in adopting globalized World and taking an active role in this global planet. In addition to the foreign investment entering the country, a significant portion of the international trade-oriented to the metropolitan centers. In short, those cities have considered as the engine of the international economy and a trade center” (Önez Çetin, 2015, pp.21). Keleş’s approach supports this criticism. He argues that the number of cities in our country that need to be metropolis status does not exceed two or three in addition to Istanbul. Moreover, the aim of this law is to increase the effectiveness of management, but also to achieve political and economic goals. This is related to the creation of an institutional structure that will facilitate the removal of all obstacles to the ease of using the country's natural resources in line with the demands of international capital (Keleş, 2012, pp.9; Yaşar, 2016, pp.96). Besides, the legal regulation has been rushed in relation to the date of local elections. In neutral environments, this effort led to a huge belief that it was a subjective initiative with voting concerns. Even if this is the case, making public information from such preparations is a matter of importance in democratic societies. If this is not done, there is no doubt that the methods such as transparency, participation, accountability and citizen focus, which are brought up repeatedly and mentioned in the preamble of the law, will remain on paper (Keleş, 2012, pp.9).

In table 2.5., categories of criticism of the Law No. 6360 is summarized.

Table 2.5. *Criticism of Law No 6360 in the Frame of Legal Structure*

Criticism of Law No 6360 in the Frame of Legal Structure		
Category	Subject	Criticized By
Unconstitutional Statute	The first paragraph of Article 127 of the constitution	(Gözer, 2013)
	Article 5 of the European Charter of Local-Self Government	(Arikboğa, 2013), (Keleş, 2012)

Table 2.6. *Criticism of Law No 6360 in the Frame of Administrative Structure*

Criticism of Law No 6360 in the Frame of Administrative Structure		
Concern of Federalism	Leading to small regional management	(Çukurçayır, 2013)
	Cannot be mentioned about federation unless making a regulation about sharing the power of sovereignty	(Keleş,2012)
Practical Problems	Authority conflicts in some basic services	(Çapar and Demir, 2017)
Conditions for being a Metropolitan Municipality	Easier to acquire metropolitan status than past laws	(Savaş Yavuzçehre, 2016)

Table 2.6 Continued

Reorganization of Power Relation	The political effectiveness of both local and central authority increase	(Karagel and Üçeçam Karagel, 2012) (Önez Çetin, 2015)
	Centralization strengthened at the local level	(Keleş, 2012)
	The metropolitan mayor will be like the "elected governor". The effect of the governor in the city will be reduced	(Keleş, 2012)
	With the establishment of Investment Monitoring and Coordination Directorates, the authority of the central government has spread to a wider area and its borders have become uncertain.	(Arıkboğa, 2013) (Özer,2013)
	The law is contradictory in itself as the strengthening of both local and central government.	(Sezik, 2015)
	Existing of the Provincial Special Administrations cause to duality in the administrative structure	(Genç, 2014), (Savaş Yavuzçehre, 2016)
Different Cities Under The Same Law	Each metropolitan municipalities have different characteristics in terms of population, acreage, economic potential, and development levels	(Savaş Yavuzçehre, 2016) (Keleş, 2012)
Participation	The smaller the diameter of the settlement, the greater the participation capacity.	(Keleş, 2012) (Çapar and Demir, 2017)
	Citizens in the abolished villages gained a right to vote for metropolitan mayor, municipal councilors and district mayor.	(Sezik, 2015)

Table 2.6 Continued

Planning Integrity	Meaningful than the “compass law”	(Ersoy, 2013a)
	Naturally, the metropolitan municipalities say the last word in the development plans.	(Keleş, 2012) (Çapar and Demir, 2017)
	Provincial borders are not most appropriate planning scale	(Ersoy, 2013b)
	Confusion between institutions in terms of having some authorization at the same scale	(Ersoy, 2013b)

Table 2.7. *Criticism of Law No 6360 in the Frame of Provision of Services*

Criticism of Law No 6360 in the Frame of Provision of Services		
Subsidiarity	Violation of the principle of subsidiarity	(Karagel & Üçeçam Karagel, 2012) (Ersoy, 2013)
	Provision of services from the center to remote areas lead to a decrease in service quality	(Özer, 2013) (Savaş Yavuzçehre, 2016) (Çapar and Demir, 2017)
	Council members who have no contact with remote settlements make decisions about these settlements	(Gözüaçık, 2014) (Karagel and Üçeçam Karagel, 2012)
Service Efficiency	Not a proper organization that provides service to rural areas even rural problems in urban services (slum)	(Karagel and Üçeçam Karagel, 2012)
	Since the population mostly concentrated on city centers, the efficiency of services is more impressive	(Oktay, 2016)
	Cost of services is high due to high infrastructure cost and low population in remote settlements	(Çapar and Demir, 2017)

Table 2.7 Continued

Service Provision in Practice	Not any standardization in the organization structure to performing services to rural areas	(Sezik, 2015), (Çapar and Demir, 2017)
	Delays in services to the rural areas	(Çapar and Demir, 2017) (as cited in Sezik, 2015)
	Duties given to the metropolitan municipalities are excessive	(as cited in Sezik, 2015)
	Not any consensus among municipalities about; whether the metropolitan municipality reach the rural settlement efficiently and effectively	(Çapar and Demir, 2017)
Urban Development	Positively to better urban development in metropolitan urban areas	(Akıllı and Özaslan, 2015)
Optimum Size	Optimum size must be determined by taking into account the characteristics of public services that municipalities meet	(Arıkboğa, 2013); (Sezik, 2015)
	A limit and size to agglomeration diseconomies	(Keleş, 2012)
	The capacity of metropolitan municipalities to meeting sufficient service is open to debate	(as cited in Sezik, 2015); (Savaş Yavuzçehre, 2016); (Keleş, 2012)
Rural Problems	Not having a sufficient capacity to maintain any livestock activity	(Sağır and Yalçın, 2016); (Güler,2012)
	Agricultural policies in rural areas need to long term planning however, term of mayor and city council limited to five years periodically	(Duru, 2015); (Sağır and Yalçın, 2016)
	Cost of living and producing agricultural products in the countryside are increasing	(Aysu, 2013); (Yaşar, 2016)
	Small scale producers will not continue to produce due to restriction on livestock licenses	(Aysu, 2013); (Yaşar, 2016)

2.4.1. Criticism Related to Legal Structure

Gözler criticized Law No 6360 in terms of legal dimensions. He argued that special provincial administrations, villages, and municipalities are constitutional institutions and abolishment of legal entities of them by law is unconstitutional. Likewise, he also claimed that the transformation of the district municipalities into a metropolitan municipality was unconstitutional (Gözler, 2013, pp. 16). These claims must be taken into consideration and discussed as a constitutional basis. The first paragraph of Article 127 of the Constitution stated that; “Local administrations are public corporate bodies established to meet the common local needs of the inhabitants of provinces, municipal districts, and villages, whose principles of the constitution and decision-making organs elected by the electorate are determined by law.” From this point forth, Gözüaçık argued that legislator can remove the legal entity of the village, which close to the city center and has become the neighborhood of the city as a result of extreme urbanization, and transform it into the neighborhood of that city as in such a situation there is not a village, but a city in reality. However, Law No 6360 does not do so and terminates the legal personality of all villages in 30 provinces. In this way, the legal personality of the villages was abolished; the rights and the capacity to act and decision-making powers have been abolished. Therefore, the members of the municipal council who have no contact in the village have to decide the needs of the people living in the village (Gözüaçık, 2014, pp.2). Another review is that abolishing the provincial special administrations in 30 provinces results in a duality in administrative structure as those institutions still exist in 51 provinces (Genç, 2014, pp. 7).

Moreover, Arıkboğa and Keleş stated that with the Law No 6360, closure of town municipalities is contrary to Article 5 of the European Charter of Local-Self Government. Article 5 says that “Changes in local authority boundaries shall not be made without prior consultation of the local communities concerned, possibly by means of a referendum where this is permitted by statute.” Besides, Article 90 of the

constitution states that international agreements have the force of law (Arikboğa, 2013:77; Keleş, 2012, pp.9).

The purchase and sale of deed goods belonging to the village is another dimension of criticism. According to Article 7 of the Village Law no. 442, villages are legal entities that can have movable and immovable property. In accordance with Article 44 of the same law, the Village Board of Alderman may purchase the real estates within the village boundaries if deemed necessary. According to the Law No. 6360, since the villages are closed and taken into the borders of the municipalities and the neighborhood is not authorized to buy and sell immovable property as a legal entity, the deed goods belonging to the village cannot be sold and the purchase process cannot be made (Sezik, 2016, pp. 107).

2.4.2. Criticisms Related to Administrative Structure

2.4.2.1. On the question of federalism

The concern of federalism is one of the subjects of the criticism related to administrative structure. Çukurçayır argued as follows: “According to law no 6360, the jurisdictions of municipalities will cover rural areas as well as urban areas. With this arrangement, a new system is introduced outside of the municipality definition. The settlements within all geographical boundaries of the province will be considered as “urban”. Consequently, the definitions in the context of the traditional definition and existence of municipalities are no longer valid. Can “a local government unit” which authorized throughout the province be defined as a municipality? This evokes a kind of federalism or small regional management. Besides, metropolitan mayors will naturally be perceived as the prime minister of the province. It is not difficult to guess what such a development can lead to problematic regions of our country.” (Çukurçayır,2013). On the other hand, Keleş made a statement in response to the concern of federalism as “It cannot be mentioned about federation unless foreseeing an arrangement for sharing the power of sovereignty with local or regional units.” (Keleş, 2012, pp.8).

2.4.2.2. Reorganization of the power relations

On the other hand, with Law No 6360, there is reorganizations and the distribution of powers between institutions and municipalities. This situation is summarized as “The political effectiveness of both local and central authority on space management greatly increased with the abolishment of provincial special administration composed of different political wills and a special structure termed “metropolis” was created.” (Karagel and Üçeçam Karagel, 2013). The metropolitan municipalities’ authority and responsibility fields have been enlarged; the metropolitan municipality law no 5216 has given more power to the metropolitan municipalities. Moreover, 6360 leads to structural changes and it leads to changes in the relation between local and central administrations in terms of power, responsibility and service fields (Önez Çetin, 2015).

While the metropolitan administration has been strengthened, the role of the governor is a critical issue. Keleş indicates that

“with the abolition of special provincial administrations, the governors’ position in the provinces would be weakened and would reduce their mandate to a relatively symbolic situation, such as the provincial representative of the state. The natural outcome of this change will be the mayor of the metropolis whose jurisdiction has been extended to the borders of the province gaining the identity of “elected governor”, thus the appointees will fall into the second position against the elected.” (Keleş, 2012, pp. 9).

In the last paragraph of article 34 of the Law, the approach set forth in relation to the work of the Investment Monitoring and Coordination Directorate is stated in many studies as “substitution” and this situation has been called a very heavy tutelage. In the given paragraph of the Law it is stated that “If the investment and services to be carried out by the public institutions and organizations in the province are disrupted and the governor or the relevant ministry determines that this situation adversely affects the health, peace, and well-being of the people and the public order and

security, the governor asks for the realization of the service and investment by giving an appropriate time. In case the service and investment do not take place within the given time period, the governor may request such investment and service to be performed by the other public institutions and organizations in the province as well as through the investment monitoring and coordination chair.” This is criticized because the authority granted to the central administration is very large, very flexible and its boundaries are uncertain, besides, it is claimed that this wide and heavy guardianship authority is not in the history of the republic (Arikboğa, 2013, pp. 88; Özer, 2013, pp. 121). While Keleş sees the governor’s position to be weakened, Arikboğa argues that central administration gains a wide and serious tutelage power. The most important issue that draws attention here is that the law itself has created a contradictory situation. On the one hand, the central administrations are centralized and strengthened by the law and the Investment Monitoring and Coordination Department, which is the head of the central government, is able to intervene in local government investments (Sezik, 2016, pp. 110).

Republican People’s Party emphasized that with this law the village headmen were removed from the system. In the new situation, there appear headmen who existed sociologically but without administrative power. These opportunities were taken from the hands of the ancient headmen of the meadows and ranges (Güler, 2013, pp. 2).

2.4.2.3. Different cities under the same law

Managing different cities under the same law is another issue of criticism. Most of the new 13 (14 cities with decree) metropolitan municipalities and the existing 16 metropolitan municipalities are very different from the case of Istanbul and Kocaeli in terms of not only their populations but also the size of the area they occupy (Keleş, 2012, pp. 6). Also, Savaş Yavuzçehre criticized this situation as “Inclusion of provinces with completely different populations, acreage, economic potential and development levels in a system developed after the example of the western provinces that have the highest levels of development industrialization and urbanization may

cause problems in the long run. This may require the system to renew itself in time.”(Savaş Yavuzçehre, 2016, pp.301).

2.4.2.4. Participation

In addition to these discussions, it should be debated that whether the Law No 6360, which abolished 36% of the special provincial administrations, 53% of the municipalities, and the 47% of the villages in the country, will bring citizen-oriented and participatory local government understanding. Local governments are defined as the basic units of the democratic system because they extend the opportunities for citizens' participation and provide them with some kind of political education by involving them in policy and management practices. Also, it is asserted that local governments can provide active and efficient services in terms of local knowledge, experience, and capacity. In order to create larger, more powerful local government organizations, it can be stated that almost half of the local administrations in the country are liquidated, and these local government units have the character of the decision of the people and the liquidation of the will of the people (Günel and Atvur and Dernek, 2014, pp. 67). On the other hand, according to Sezik, with the possibility of benefiting from the urban services of the villages which were transformed to metropolitan districts, the participation of the people living in the metropolitan neighborhood to local politics at the city level has been ensured. From this point of view, local politics was not damaged by the closure of the towns, as the citizens living in the villages now have the right to vote for the mayor and district mayor as well as members of the council (Sezik, 2016, pp.113).

2.4.2.5. Practical problems

In an academic study (Çapar and Demir, 2017, pp. 62), the authorities of all metropolitan municipalities and district municipalities of metropolitan cities' were asked about their assessment of the law. In the study, although it is not stated which municipalities' authorities evaluate, some evaluations are included. Authorities in some metropolitan municipalities are stated that the share of duties, authority, and

resources between the metropolitan and district municipalities is balanced. However, there are inadequacy and uncertainty about the task and authority. In this context, authority conflicts arose related to basic services (road construction, cleaning, municipal police, zoning, rainwater displacement line, etc.) between metropolitan municipalities and water and sewage administrations and more importantly district municipalities. Even with the Law No. 6360, it is stated that wholesale market hall, slaughterhouses and passenger terminals, which are taken into the duties and responsibilities of the metropolitan municipality, have forced the district municipalities in terms of income. On the other hand, as a result of the transfer of the powers related to water-sewage, fire-fighting, mass transportation, and snow-combat services to the metropolitan municipalities, the delivery of these services is more effective. Also, it has been emphasized that solid waste landfill facilities, which cannot be realized with the old system, can be constructed with metropolitan municipal own resources. In other respect, it was stated by the district municipalities that there are major imbalances in the sharing of duties, authorities, and resources and that the district municipalities were rendered ineffective in terms of service and authority, and problems and complexities occurred in the solution of problems and service delivery due to the services transferred to the metropolitan municipality. Moreover, it is seen that there is no application unity in the transfer of duties of the metropolitan municipalities to the district municipalities. It is argued that, in general, costly tasks are transferred to the district municipalities (Çapar and Demir, 2017, pp. 62).

A workshop on Law No 6360 was held in the district of Sapanca in Sakarya on October 10-11 2014. Authorities from the metropolitan and district municipalities also participated in this workshop. In this workshop, confusion between institutions stemming from Law No. 6360 was criticized (as cited in Sezik, 2015, pp. 112-116). For example; with the Law No. 6360, the main streets are left in the area of authority and responsibility of the metropolitan municipality, but the lack of a standard on the main street causes conflicts between the metropolitan municipality and central districts. The need for specific standard regulation was emphasized in the workshop.

For the completion of the road construction and maintenance works which belong to the districts, the infrastructure works must be completed in advance. However, as the infrastructure-related duties are given to the water administrations, lack of coordination between the district municipalities and the water administrations may cause disruptions and delays in service (as cited in Sezik, 2015, pp. 112-116).

2.4.2.6. Planning integrity

Planning integrity is one of the preambles of Law No 6360. Ersoy, one of the experts of this subject, discusses the subject as follows;

“the preparation of the upper scale plans by a single authority with the authorization taken by the law no 6360 is an appropriate approach in terms of planning principles for avoiding to tackle with the small parts of a province with disjointed and fragmented plans when evaluating from the spatial planning framework, this application is more meaningful than the “compass law” which is not based on any research and evaluation.” (Ersoy, 2013, pp. 23).

Keleş supports this view and that “It is natural for the municipalities to say that the final word of the municipality, not the municipalities, but of the metropolis, will be mentioned in the development and planning issues.” (Keleş, 2012, pp. 8). However, this explanation does not necessarily mean that the provincial borders are the most appropriate planning scale, scope, and planning area because in some cities the network of relations has expanded to a global scale, on the other hand for some metropolitan cities, even the provincial borders are actually too large limits. Thus, it is clear that planning boundaries at the local level may vary from city to city. In fact, even within a certain period of time, it is not possible to talk about a measure or scale that we can define as ideal. In this respect, the size of the planning area provided by Law No. 6360, becomes meaningful when compared to the pre-existing compass law. When we look at it from this frame, it can be said that the newly introduced borders,

at least at a provincial level, in terms of planning activities in the coordination of a single authority is more accurate (Ersoy, 2014, pp. 56).

In other view is this situation offers opportunities for the development of the province as a whole such as flexibility, rapid movement and coordinating all resources. In this approach, it is argued that metropolitan municipalities have the potential to make contact with global economic actors, direct investments to their own provinces and generate significant incentive opportunities in this regard (Oktay, 2016, pp. 114).

Besides, with Law No. 6360, metropolitan municipalities were authorized to prepare Environmental Plan within the province. However, this is open to creating confusions institutional framework in terms of having the same authority at the same scale (statistical territorial unit nuts 2). For example, in İstanbul, Ankara and İzmir metropolises, statistical territorial unit nuts 2 cover only one province. That is to say, the ministry of development, the ministry of environment and urbanism, and metropolitan municipalities have the power to plan at the provincial level. Qualitative differences in the plans to be prepared in these provinces are very important. They are all prepared at different scales; In terms of content, as a technique of representation, as a planning understanding of the same information and understanding is prepared within the framework, only scales are changed. With today's technology, this is extremely easy. As such, the meaning of planning begins to disappear and serious institutional conflicts and debates are emerging (Ersoy, 2014, pp. 57-58).

2.4.3. Criticism within the Context of the Provision of Services

2.4.3.1. Subsidiarity

Law No 6360 has been criticized in terms of the principle of subsidiarity. The law abolished statue of the villages, municipalities, special provincial administrations and the unions for providing public services for villages. Besides, the law distributed the local services of the province only between the two units which are district municipalities and the metropolitan municipalities. Thus, in the new regulation, the local government system is composed of the only two-stage at the metropolitan cities.

It is clear that the new local government system has been centralized. Where there is centralism, it cannot be mentioned the principle of subsidiarity. The principle of subsidiarity is a political principle that should be used in service distribution (Coşkun, 2007, pp. 8). The principle of public proximity to public services is one of the basic principles of local governments. According to this principle, people would benefit from the services provided by the local administrative unit closest to them. Related to the local services in the provinces, it is asserted that metropolitan municipalities as the main authority in the provision of services negatively affect the people living in the settlements far from the city center. Furthermore, it is stated that people who want to express their local problems, demands, differentiated interests and problems experienced in the service delivery would have difficulties in delivering these demands to the metropolitan municipalities or to announce them (Özer, 2013, pp. 119; Savaş Yavuzçehre, 2016, pp. 298; Karagel et al., 2013). On the other hand, Ersoy criticized the law in terms of the principle of subsidiarity related to the planning issue. He states that “by the Law no 6360, the closure of the first tier municipalities and transition of planning authority to the district municipalities, the participation possibilities which are limited at the preparation of sub-scale plans leads to deterioration of the subsidiarity principle.” (Ersoy, 2013, pp.32).

It is clear that the municipalities and villages, whose legal personality is abolished, have provided a more favorable environment in terms of local democracy and political participation compared to the upper scales. It is easier to reflect citizen preferences on services at this level where political relations based on face-to-face relations. An important mass of citizens consisting of representatives of county municipalities and villages and citizens be in for candidate competition are the part of local politics. In this sense, the abolition of small-scale structures also has a narrowing effect on the area of local politics (Çapar and Demir, 2017, pp.65). In addition to this, Keleş states that the theoretical explanations about participation show that the efficiency of participation increases as the diameter of a settlement decreases (Keleş, 2012, pp. 7).

2.4.3.2. Service efficiency

Service provision is a crucial issue in the discussion of Law No 6360. The redefined metropolitan municipality is not a strong and weighty municipality system that can give services to all areas in its provincial administrative area or expanding borders (Karagel et al., 2013). With this law, there may be some problems related to the provision of public services to wide rural areas that have expanded towards the city borders. Leaving aside the problems of rural areas, even in urban areas, rural problems (slum problems) are likely to occur. Therefore, it is essential to approach the problem from administrative, social and cultural respects instead of dealing with only spatial and economic aspects (Karagel et al., 2013).

In other respect, it is alleged that the most powerful aspect of the model regulated by Law No. 6360 is improving service efficiency and organization at the local level. Because the population is mostly concentrated in the provincial and district centers, the need for service in rural areas is not high. It is expected that metropolitan municipalities with more advanced institutional capacity and financial resources and sensitive to political demands can close the gap arising from special provincial administration more quickly and effectively by taking advantage of the capacity of the private sector. At this point, areas, where service deficits are likely to arise, may occur at the point of services requiring urgent intervention. The organization and service skills of municipalities are as effective as the quality of the model (Oktay, 2016b, pp. 87).

On the other hand, the politicians from the Republican People's Party (RPP) indicated that, in all neighborhoods they interviewed, the citizens complained that they could not get service (as cited in Sezik, 2015, pp.110). Moreover, the Nationalist Movement Party (NMP) also emphasizes insufficient service to the rural areas. In addition to this, according to NMP; purpose of the establishment of the municipalities is to serve to urban areas, however, it the cost of services per capita is high due to due to high

infrastructure costs and low population as the municipality's area of influence expands towards rural areas (villages) (as cited in Sezik, 2015, pp.110).

2.4.3.3. Service provision problems in practice

In the study of Çapar and Demir, it is reported that; inclusion of the metropolitan municipalities in the scope of the metropolitan areas outside the urban areas by Law No. 6360; in terms of planned construction and development, sewage, road, water transportation, and environmental services are seen as a single hand and integrity is important. However, it is stated that there may be problems in performing the services of the metropolitan municipality to reach rural areas since there is not any standard related to organizational structure. Besides, one of the metropolitan municipalities reported that providing services to the rural areas especially over long distances is not economically efficient, thus, it would be more realistic to deliver such services by the district municipalities considering the decentralization model. Moreover, authorities some district municipalities notified that the metropolitan municipality cannot reach the rural settlements effectively and thus there are delays in the services; there are problems in transportation, fire service and maintenance and repair of roads; especially in the fight against snow metropolitan municipality teams are weak in rural areas. It was also stated that the powers given to the metropolitan cities were excessive (as cited in Çapar and Demir, 2017, pp. 60).

Authorities in some metropolitan municipalities ensured that this system provides unity and integrity in the municipal service and coordination; with the expertise delivering services have been more efficient and productive. However, in order to determine the local needs and to deliver the services to the citizens in an easy and shortest way, it is emphasized that organization at the local level is crucial. In this context, it is stated that citizens who live in abrogated municipalities and villages have experience difficulties in reaching local services and participating due to distance from municipalities. It was also stated that by combining more than one settlement area, new municipal organizations could be established to bring closer to the service.

Moreover, being powerful in terms of budget and staff numbers, all kinds of services be delivered more efficiently and in a short time (Çapar and Demir, 2017, pp. 63).

On the other side, authorities from district municipalities remarked that conducting of authority, duties, and services from a single-center caused centralization at the local level. Also, they stated that this structure hinders the participation of people in management. In this context, it is stated that it seems so difficult for municipalities, which become obliged to serve larger areas, to reach every point at the same time and efficiently. District municipality authorities propose that the transfer of units of metropolitan headquarters to rural areas or authorizing the municipalities in rural areas would prevent centralization (Çapar and Demir, 2017, pp. 63).

It is remarked that although the law no 6360 aimed to provide integrity in services, the service structuring to be established within the provincial boundaries will take time due to reasons such as service priority and policy determination, and transportation, water-sewerage require large investments. Also, it is necessary to discuss that how can especially public transportation and services run by metropolitan municipalities be sustained in metropolitan cities (such as Muğla) which differ in the metropolitan structure (Çapar and Demir, 2017, pp.69).

There is no consensus among the authorities of municipalities about; whether the metropolitan municipality can reached the rural settlements efficiently and effectively, whether there is a need to create a difference between the central (metropolitan) districts and the districts outside the center in terms of duties, authorities and to provide effective and balanced service within the metropolitan municipal system, with the implementation of the law citizens' opinion about accessing to local services and participation in management, and whether the services to be met by the metropolitan municipality can be effectively and efficiently provided in the districts (Çapar and Demir, 2017, pp. 80).

As it is understood from the studies given above, there is no consensus among the authorities of municipalities in terms of access to local services and participation of

the citizens. While the system designed as a model, due to unforeseen reasons, district municipalities see themselves as weak. For this reason, it can be stated that a holistic and participatory approach is useful in re-addressing the sharing of duties, powers, and responsibilities (Çapar and Demir, 2017, pp. 53).

2.4.3.4. Urban development

In other respects, the Law No. 6360 is expected to contribute positively to better urban development in metropolitan urban areas. Except for Istanbul and Kocaeli Metropolitan Municipalities, district municipalities of other metropolitan municipalities shall allocate at least 10% of their investment budgets for infrastructure services of settlements that are newly included in the municipal boundaries under this Law for a period of ten years. As such, new urban areas are expected to emerge within the borders of the metropolitan municipalities, with standard expenditures for their infrastructures (Akıllı and Özaslan, 2015, pp.161).

2.4.3.5. Optimum size

The optimum size of metropolitan city border is another issue of the discussions. Municipalities are the local government organizations for delivering public services related to the common needs of the local people. Thus, the optimal size phenomenon must be determined by taking into account the characteristics of given public services. In doing so, basic services that municipalities have to meet should be determined and an assessment of the unit costs of these services should be made. When making these assessments, the relationship between the service produced and the source used must be carefully examined (Atmaca, 2013, pp. 170). In the current regulation, it was thought that many services would be appropriate to be carried out by metropolitan municipalities rather than district municipalities, and the scale was kept larger than it should be (Arikboğa, 2013, pp. 85). Additionally, Keleş stated that 40 years ago, economists found that the economic activities and population would actually gain a certain amount of profit from accumulating in a certain area, but that this was a limit and would result in a reduction in earnings in the long run if exceeded. Besides, when

looking for the most suitable sizes for public urban services, it was agreed that the population accumulation would lead to cost increases and agglomeration diseconomies if cities grew too much. As such, it is obvious that there is a need to do more serious research on the possible economic, social, and physical benefits and harms of the spreading of the mainland to the territory of the country (Keleş, 2012, pp.7).

Besides, in geographically large provinces, the capacity of metropolitan municipalities in meeting sufficient services in all neighborhoods is also open to debate (Savaş Yavuzçehre, 2016, pp. 298). It is clear that even metropolitan municipalities for instance within a radius of 50 km had difficulties to provide services to the settlements on the periphery, it is difficult to see how the services are delivered to the units which are 250 – 300 km far from the city center and how the infrastructure investments are realized (Keleş, 2012, pp.6). In this respect, the case of Konya Metropolitan Municipality can be given as an example for this criticism. A workshop held in Sapanca/Sakarya, Mayor of Konya Metropolitan Municipality summarized the situation as follows; “There is a 520 km distance between a village on the Eskişehir border and the nearby village of Toroslar. There are financial difficulties and a lack of qualified personnel to serve such a large area.” (Sezik, 2016, pp. 113).

2.4.3.6. Rural problems

On the other hand, since the city centers for many years have been the places where metropolitan municipalities serve, given the existing problems in these regions, the biggest challenge by the new law in terms of effectiveness of the public services is related to meet the needs of the rural areas (Duru, 2015, pp. 28). According to the new situation, the rural areas where agricultural activities are carried out intensively now become the areas under the responsibility of metropolitan municipalities and metropolitan district municipalities. Although the law gives municipalities certain powers in the field of agriculture and animal husbandry, they do not have sufficient capacity to maintain any livestock activity other than their services to street animals

and pets (Sağır and Yalçın, 2016, pp. 1122-1123). Moreover, it is clear that the agricultural lands in the rural areas and the agricultural activities carried out on these lands, in summary, the agricultural policies need long-term planning. However, the term of office of the mayor and the city council, which undertook the task of providing services to these regions, is limited to five years periodically. City managers, who will enter the elections at the end of this period, will offer services based on the city center, which they believe will appeal to more and more voters (Duru, 2015, pp. 29).

As the cost of living in the countryside is increasing, due to the inadequacies in the infrastructure and budget of the municipalities and the lack of interest in rural areas, the service will be counted on the spot and the country will become uninhabitable today. In such an environment, it is possible to foresee that the countryside will become deserted and a new wave of migration will start in the cities (as cited in Yaşar, 2016, pp. 96).

Along with this law, large and medium-sized enterprises will be supported, while small-scale producers will not continue production in their region due to restrictions on livestock licenses. By encouraging the farmer to corporate livestock, the animals will be fed antibiotics to prevent diseases by feeding them in closed facilities instead of pastures. Due to the drugs, animal feces will not be used as fertilizers, they will have to take fertilizers from outside, and there will be an additional cost to eliminate the feces of the farmer's own animal (as cited in Yaşar, 2016, pp. 96). This will disrupt the natural balance of production in the village (Yaşar, 2016, pp.94).

CHAPTER 3

NOTION OF URBAN AND RURAL

3.1. Changing Dynamics Between Urban and Rural Relations

To understand the changing dynamics between urban and rural relations, an understanding has been tried to be introduced through various schemas in many different disciplines. This relation has been analyzed as a linear and uninterrupted period from rural settlements to urban settlements, from traditional and agricultural environments to comparatively more developed, modernized and industrialized societies. This linear and uninterrupted understanding has changed to a more complex interaction between urban and rural areas as the differences in spatial uses of various functions taking into consideration.

3.1.1. Changing Definitions of the Urban and Rural Notions in the World

The criteria used in defining rural and urban areas may vary from country to country. Therefore, like the other countries, different definitions of rural and urban areas are used in Turkey. According to Urry, the concept of rural refers to the areas where agricultural production dominates the local economy or a social structure in which the ownership of the means of agricultural production and social reproduction and relations are determined, and finally, the areas where the population density is very low (Urry, 1999, pp.115). As can be understood from the definition, agriculture is the dominant source of livelihood in rural areas and low population density is remarkable. In the Turkish Dictionary prepared by the Turkish Language Association, rural defined as “a place where there are a few people in the mostly prairie area” (TLA, 1998, pp. 1302).

Standard definitions have been developed by different international organizations in order to compare countries according to similar criteria. In this sense, definitions

developed by OECD and EU are widely used. The OECD, which has been working in rural areas since 1988, uses the concept of population density as the criteria for rural areas. In the EU official texts, this concept is taken as a basis in order to facilitate the comparison between countries. The definition is based on a two-stage approach. Firstly, in terms of administrative boundaries, areas with a population density of fewer than 150 inhabitants per km² are considered as rural areas. Then, the regions are then classified into three categories. If more than 50% of the population in a region (less than 150 inhabitants per km²) lives in rural areas, these regions are predominantly rural regions; If 15-50% of the population of a region lives in rural local units, these regions are defined as an intermediate region. If less than 15% of the population of a region lives in rural local units, this region is defined as a predominantly urban region (Rural Development in the European Union- Statistical and Economic Information Report, 2006, pp.3).

Rural definitions of some OECD member countries are listed as follows: in Austria, rural areas are non-urban or decentralized areas; in Canada, rural areas are those with less than 1000 inhabitants and less than 400 inhabitants per km²; in Finland rural areas are classified as urban-contiguous rural areas, rural-centered areas and environmental areas by type of development. In France, rural areas are classified as non-urban or decentralized areas. Rural areas are classified as; in Greece, communities less than 2000 citizens live, in Ireland towns under 1500 people, rural areas in New Zealand, off-center areas with 1000 or more, non-urban or areas without city center in Portugal areas (OECD, 1994, pp.22).

Definitions to differentiate the urban and rural areas in Turkey are used for the differentiate the village and urban in the meantime. Settlements with a population of more than 20 thousand are accepted as urban areas and other settlements as rural areas. According to acceptance from 1965 to 1985, settlements with a population of 10 thousand and over were classified as urban and other settlements as rural. In 1982, in a survey conducted by the SPO for 288 settlements with a population of more than 10 thousand; According to the 28 criteria which are the employment areas of the

population, number of companies, number of bank branches, telephone subscription, etc., 80 percent of the settlements exceeding the threshold values of being urban and the population is accepted as more than 20 thousand cities. Thus, the population threshold, which constitutes the basis of rural and urban separation, has been increased from 10 thousand to 20 thousand. This definition is used in all studies published by TURKSTAT on the rural and urban basis (Rural Development Plan, 2010-2013, pp.14).

According to İsbir, regarding the administrative status of the settlements, province and district centers are considered as urban areas and all other settlements are considered as villages regardless of their population size. In addition to settlements with a high population density, urban areas include organizations and personnel related to the services and activities carried out there. Besides, cities can be easily separated from other settlements according to the type of activities and services carried out intensively within their borders (İsbir, 2005, pp.5).

On the other hand, Topal emphasizes that there have been changes in the content of the urban concept due to socio-economic developments. In ancient times, fortress and fortification were used as an important criterion in defining the concept of the urban area. Today, however, different criteria such as employment structure, economic efficiency, and population density are used in defining the concept of the urban. Especially with the industrial revolution, the change in the form and function of urban spaces changed the content of the city concept completely and caused many political, artistic and cultural disciplines such as sociology, history, and geography to enter the field of study (Topal, 2004, pp. 277).

As a social, political, artistic, cultural and economic formation, the urban area is separated by distinct lines from its predecessor as a new and advanced stage in settlement relations of people with nature (Özer, 2004, pp.4). Each branch or approach has tried to define the urban by using a different criterion. The most commonly used one is the demographic one, which is made by considering the population. City

branches of science and physical geography define the urban as settlements that have reached a certain population size. The urban area can be defined as multi-populated settlements with a unique form of work-power, social organization, and a certain established culture (Sencer, 1979, pp.4).

The definitions and explanations of the urban area exhibit different criteria. These criteria are specified as; administrative, demographic, economic and sociological. The administrative definition of the urban area generally defines the population within the municipal boundaries as the urban population. Regarding the population criteria, settlements with a population of more than 2000 are included in the urban population, as Article 1 of the Village Law states that settlements with a population of less than 2000 are defined as villages. According to Keles, settlements with a population of over 10 thousand are called as urban (Keleş, 2015, pp.61).

Another concept that should be mentioned under the concepts of rural and urban is urbanization. Urbanization, in a narrow sense, refers to the increase of cities and the population living in cities. The urban population increases as a result of the difference between births and deaths in favor of birth and from the migration from villages and towns to the city. In short, urbanization in a narrow sense carries a demographic meaning (İsbir, 2005, pp.4).

In the Dictionary of Social Sciences urbanization is defined as the sociological phenomenon that arises when industrialization attracts the labor force and the agricultural production pushes the excess population and the population flows from the rural area to the city centers and the population flocks to the urban areas (Demir and Acar, 1992, pp.206).

In the community of city planners, the notion of urbanization is defined as in parallel with economic development, the number of urban areas and the growth of urbanized area, resulting in the growth of the society, increasing organization, specialization and interpersonal relations that lead to urban-specific changes in the process of population accumulation (Keles, 1998, pp. 80).

Urbanization, in a sense, describes the massive population movements within the country. This movement can usually be from rural to urban or sometimes from urban to urban. Moreover, it is not enough to explain urbanization with only demographic intensity. The social, cultural and economic indicators should be taken into consideration. In short, urbanization is defined as an increase in the ratio of citizens living in urban areas (Şahin, 2011, pp. 7).

3.2. The Urbanization Process of Turkey

The urbanization process of Turkey is separated from the West as Turkey has not lived the industrialization and urbanization emerged as a result of industrialization in the 19th century. In western Europe and the United States, the transition from rural to urban society has progressed smoothly as the urbanization process lasted up to 150 years. Although the urbanization started in the middle of the 19th century in Turkish cities, the real boom occurred after the 2nd World War (Tekeli, 2000, pp.29). Moreover, according to their researches between 1945 – 1950, Ernst Reuter, Ömer Celal Sarç and Sadun Eren argued that there are not any specific urbanization trends in Turkey. However, since 1955, some studies have shown that this situation has changed. Especially after 1950, Turkey has entered a rapid urbanization process, and there are some opinions about following 1980 this process has slowed down (Keleş, 2015, pp.64).

Table 3.1. *Urbanization Process of Turkey*

Census Periods	Urban Population (10000+ settlements)	Ratio (%)	Urban Population (provincial and district centers)	Ratio (%)	Rural Population (villages and town settlements)	Ratio (%)	Total Population
1927	2236085	16.4	3305879	24,2	10342391	75,8	13648270
1935	2684197	16.4	3802642	23,5	12355376	76,5	16158018
1940	3214471	18.0	4346249	24,4	13474701	75,6	17820950
1945	3441895	18.3	4687102	24,9	14103072	75,1	18790174
1950	4883865	18.5	5244337	25,0	15702851	75,0	20947188
1955	5328846	22.1	6927343	28,8	17137420	71,2	24064763
1960	6967024	25.1	8859731	31,9	18895089	68,1	27754820
1965	9343006	29.8	10805817	34,4	20585604	65,6	31391421
1970	11845423	33.3	13691101	38,5	21914075	61,6	35605176
1975	16713696	41.4	16869068	41,2	23478651	58,2	40347719
1980	20330265	45.4	19645007	43,9	25091950	56,1	44736957
1985	25789000	50.9	26865757	53,0	23798701	46,9	50664458
1990	31468877	55.4	33326351	59,0	23149684	41,0	56473035
2000	41713716	61.7	44006274	64,9	23797653	35,1	67803927
2010	52580895	72.4	54807219	75,53	17754093	24,46	72561312
2012	57476811	76	58448431	77,3	17178953	22,7	75627384
2014	-	-	71324839	91,8	6371064	8,2	77695904
2018	-	-	75689583	92,3	6314298	7,7	82003882

Prepared by the thesis writer, using TURKSTAT data.

As shown in the table above, according to the criteria of settlements over 10 thousand, between 1960 to 2012, the urban population increased from 6,9 million to 57,5 million and increased 8 times. The criteria of 10 thousand population's urban population ratio, except for between 1975-1985, is approximately 4.5% lower than the criteria of provincial and district centers population. Some districts have less than 10 thousand population, so this difference may have occurred. It is seen that between the years of 1960 and 2010 4/5 of the population increase was in urban areas.

As it is seen in figure 1, there has been a break in between the years of 1940 and 1945 in Turkey's total population growth rate due to world war conditions. After the end of the Second World War in 1945, there has been a rapid and significant transformation across the world in terms of socially, economically and politically. The trend of the liberal economy has influenced the whole world together with Turkey. Thus, like other developing countries, Turkey made also a transition to the mixed economy. In this period, especially the big cities such as Istanbul, İzmir and Ankara have been in an attractive position for immigration by the reasons of social and economic utilities such as health services, education, wider presence of goods and services, etc. It can be argued that it is the first period of Turkey which urban growth could not be controlled. In the fringes of cities, squatters began to form. The government did not take any measure to prevent these squatters, on the contrary, legalized the existence of them (Tekeli, 1998, pp.13). However, between the years of 1970 and 1980, there is a decrease in the rate of urban population growth of the country. The reason is that rural areas were less repulsive due to the price policies of agricultural products and rapid inflation made it difficult to live in urban areas (Keleş, 2015, pp.66).

In 2012, when the rate of urban population is 76 percent, Law No. 6360 was enacted. In 2014, the law entered into force and the ratio of urban population to total population reached 91.8%. According to the population criteria of provincial and district centers, the highest annual average urbanization growth rate before the year 2014 was 6.2% in 1985. In 2014, the annual average urbanization growth rate reached 10%. The reason for this increase is the fact that the entire provincial border of the 30 metropolitan cities is named as the urban with Law No. 6360. At this point, Keleş argues that, if urbanization that does not originate from rapid industrialization, it is characterized as “the transfer of hidden unemployment in villages to urban areas” (Keleş, 2015, pp.77). In this frame, whether such a trend of urbanization is healthy urbanization is a matter of debate in this thesis.

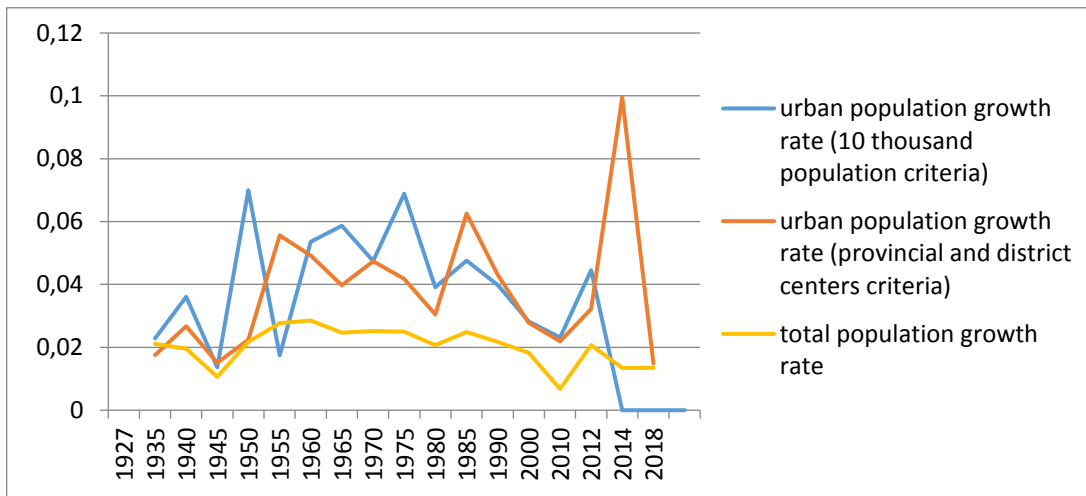


Figure 3.1. Turkey's annual population growth rate between 1927-2018

Prepared by the thesis writer, using TURKSTAT data.

3.2.1. Urbanization trends in Turkey according to the criteria of urban size

The number of cities is increasing faster than the urban population in Turkey. Therefore, the average urban size is also increasing. While urban size in 1935 included 33000 inhabitants, it increased to 47612 in 1960, 49312 in 1970, 63532 in 1980, 74219 in 1990, 88500 in 2000 and 97242 in 2010 (Keleş, 2015, pp.66).

Keleş defines Turkey's cities in four groups according to the criteria of urban size as;

1. Urban population between 10.000 – 20.000
2. Urban population between 20.000 – 50.000
3. Urban population between 50.000 – 100.000
4. Urban population 100.000 - +

Between 1960 – 2010, cities in the first and second groups, urban population is continuously decreasing. The share of the third group from the urban population is constant in this period. In the urban group exceeding 100.000 inhabitants, continues increasing is observed in this process. This urbanization, which is fast, widespread and irregular, has made the former urban definitions useless, which considers urban areas to be within the boundaries of municipalities (Keleş, 2015, pp.66-67).

It is seen that more than half of the cities with a population over 100.000 remain east of the line between Samsun and Adana and these are the smallest one of the big cities. The impact of large urban areas in the West over the whole country hinders the growth of the urban areas in less developed regions (Keleş, 2015, pp.71).

Before the Law No 6360, although in the Marmara Region, almost ninety percent of the population lives in the urban areas, urbanization levels in the Black Sea and Eastern Anatolia regions are around 50%. Even, in the Eastern and Southeastern regions, a certain increase in urbanization was observed after 1960.

3.3. Changing in the Policy of Managing Rural Areas in Turkey

With the modernization efforts of the Republican era, the effects of the policies for the rural area of Turkey were seen in the agricultural production and rural development programs. In this period, rural areas where contains 75% of the population of the country were the important production centers in the national economy as the main sector was agriculture. The importance of the agricultural sector on social life in both the economy and the rural areas continued until the 1970s. However, the increase in mechanization in agriculture through technological developments, rapid migrations from rural areas and the increase in urbanization process accelerated the shrinking in rural areas (Gülçubuk et al. 2016). Differences between rural and urban areas in terms of development level, migration, and rapid urbanization have started to create problems both in rural areas and in urban areas, and this has led to new searches for policies in rural areas.

In addition to the changings in the dynamics of the country, especially neoliberal policies that have been implemented since the 1980s and the reforms towards the accession process to the European Union (EU) with the 1990s have led to changes in rural policies as in other fields. Under the influence of neoliberal policies, important reform studies in the Turkish public administration system have been brought to the agenda. With these reforms; there has been a shift from the development model with state-hand to the governance model which distributes some duties and authorities to

local governments, semi-autonomous public institutions, professional organizations, and non-governmental organizations (Yenigül, 2016, pp.20-21).

Another factor affecting the developments/changes in the policy area of the country was the harmonization efforts in the EU accession process. First, preparing a strategy for the introduction of EU rural development policy in the short term; in the medium term, constituting an administrative structure is required for the implementation of the EU rural development policy. In this context, legislation which one of the most important negotiation issues during the accession process to the European Union, on the common agricultural policy has been made, support systems have been changed and institutional structure has been changed for agriculture. since the 2000s thanks to the changing incentives of the qualification of agriculture, diversification of agricultural products, multifunctionality of agriculture and rural areas, institutionalism in the regional policy, and the effects of EU harmonization process; the rural areas have been started to see as a new policy area (Yenigül, 2016, pp.21).

CHAPTER 4

EFFECTS OF LAW NO. 6360 ON RURAL AREAS IN TURKEY IN THE CASE OF MALATYA PROVINCE

4.1. Malatya Province in General

The first establishment site of Malatya, 6000 years ago, which the Hittites call Maldia as an orchard, is Aslantepe Mound, 7 km away from the city. The city called Melita in Kültepe sources was moved to the present Battalgazi by the Romans in the 2nd century AD.

Malatya is located on a sloping terrain in the foothills of Beydağı in the Eastern Anatolia Region. This slope extends to the Karakaya Dam Lake. Malatya is adjacent to Erzincan and Sivas in the north, Adıyaman and Diyarbakır in the south and Kahramanmaraş in the west. Its surface area is 12.313 km².

According to TURKSTAT 2017 data; In Malatya, 60.62% of GDP is in service sector, 27.03% in industry sector and 12.35% in agriculture sector. Malatya, whose industrialization until the 1980s was largely dependent on public investments (such as Sümerbank, Tekel and Şeker Factories), then began to make significant progress in the development of private enterprises. The most important reasons underlying this development move are; Apricot, which is an important source of income for Malatya, is the financial resource provided to the provincial economy, the use of investment incentives provided by the state in line with its purpose, the investments made in Organized Industrial Zones and Small Industrial Sites, transportation and communication infrastructure and the potential of the entrepreneur in the province.

4.1.1. Agricultural Production in Malatya Province

Malatya is experiencing a transition from a rapid agriculture-based economy to an industry-based economy. However, in response to this process which is accelerating day by day, the influence of agriculture in its economy is still great. One of the most important reasons why the agricultural sector holds an important place in the provincial economy is that Malatya is the unnamed capital of the apricot, which is identified with itself. Apricots are grown in many parts of our country and many countries of the world, but Malatya apricot is very suitable for dry apricot production with its unique taste and aroma. This has placed Malatya in the first place in the world dried apricot production and has earned a well-deserved reputation with the brand name “Malatya Apricot”. Apricot production has an important place in Malatya economy which is the first in the world dried apricot production.

Considering that Malatya, which makes more than 3/4 of the world's dried apricot production, contributes 400-450 million dollars to the national economy every year, it can be understood the importance of the sector for our province and our country. In 2018, the fresh apricot yield was 401,363 tons and dried apricot production was 80,818 tons. The cultivation of many agricultural products in the fertile lands besides apricots improves the share of provincial agriculture in the provincial economy.

Providing the added value created in the industry and service sector without decreasing the added value produced in the agricultural sector, the province's economy must have a predominantly economic structure in the industry and service sector. Agricultural employment, which is high due to the weighted share of agriculture in the provincial economy, decreases in parallel with the development in the economy.

Provincial land; 425,450 hectares of agricultural land (irrigated-irrigable and non-water), 729,551 hectares of non-agricultural area (forest-shrubbery, meadow-pasture) and 86.199 hectares of non-cultural area (stony-rocky, water surface, residential areas) are composed. Agricultural production; to get rid of traditional methods and rapidly towards modernization. Due to the widespread use of modern agricultural

technologies, all kinds of agricultural products except citrus can be grown in the province. Important agricultural products produced widely in the province; cereals, sugar beets, tobacco, fresh vegetables and fruits. One of the most important branches of agriculture in Malatya is livestock. Large pastures and adequate breeding facilities provide a suitable environment for animal husbandry. In 2018, 7,773 tons of red meat, 28,000 tons of white meat, 226,595 tons of milk and 462 tons of honey were produced in the province. In recent years, there has been an increase in aquaculture by evaluating the water resources in our province. In 2018, 2,415,000 kg of fish were obtained.

Forestry in the province is at a limited level. Important forest areas are located in Pütürge, Doğanşehir, Hekimhan and Arguvan Districts and total forest area (15%) is 189,340 Ha throughout the province. A large part of the quality forest area is within the boundaries of Pütürge District.

4.2. The Urbanization Process of Malatya Province in the Frame of Turkey's Urbanity

Between 1940 and 2018, the total population of the city of Malatya, except for the populations of 1955 and 2000, is constantly increasing. The population growth rate of Malatya province is almost parallel to Turkey's except for the years 1955 and 2000. In 1950, Adiyaman, Besni, and Kahta have been ceased to be districts of Malatya, and Adiyaman has become a new province. Therefore, the reason for the decrease in population growth rate in 1955 can be explained.

Push factor of the rural area until the 1950s, and new employment opportunities arising from the manufacturing industry in the city resulted in the rise of migration to the city. When the surplus population in the province turns out of the province, Malatya has become a province that emigrated. After 1970, many migrations were made to the central district to work in industrial establishments from the surrounding provinces and the central population of the city increased rapidly (Sayın, 1996, pp. 108). Malatya, especially after the Second World War, has started to take migration from the rural and showed an example of Turkey's urbanization story in this sense. In

the 1960s and 1970s, the economic and social development in Malatya accelerated the migration to the city from the surrounding provinces and their rural's.

The population growth rate of Malatya between 1990 and 2000 is above the national average. Until 2014, the urban population ratio of Malatya province is also parallel to national course and continuously increasing. In 2014, the urban population growth rate of the city is higher than the national level as enacting the Law No 6360.

Table 4.1. *Population change in Malatya Province in the period of 1940 – 2018*

Year	Malatya				
	Total	Urban	Urban Ratio %	Rural	Rural Ratio %
1940	418473	78423	18,7	340050	81,3
1945	428660	83130	19,4	345530	80,6
1950	483568	96054	19,9	387514	80,1
1955	342835	90882	26,5	251953	73,5
1960	394172	120478	30,6	273694	69,4
1965	452624	147040	32,5	305584	67,5
1970	510.979	179.647	35,2	331.332	64,8
1975	574.558	215.250	37,5	359.308	62,5
1980	606.996	241.560	39,8	365.436	60,2
1985	665.809	307.623	46,2	358.186	53,8
1990	702.055	379.188	54,0	322.867	46,0
2000	853.658	499.713	58,5	353.945	41,5
2010	740.643	480.144	64,8	260.499	35,2
2012	762.366	504.793	66,2	257.573	33,8
2014	769.544	769544	100,0	0	0,0
2018	797.036	797036	100,0	0	0,0

Prepared by thesis writer, using Turkstat (2018) and Central Statistic Office (1950,1955,1965,1975) data.

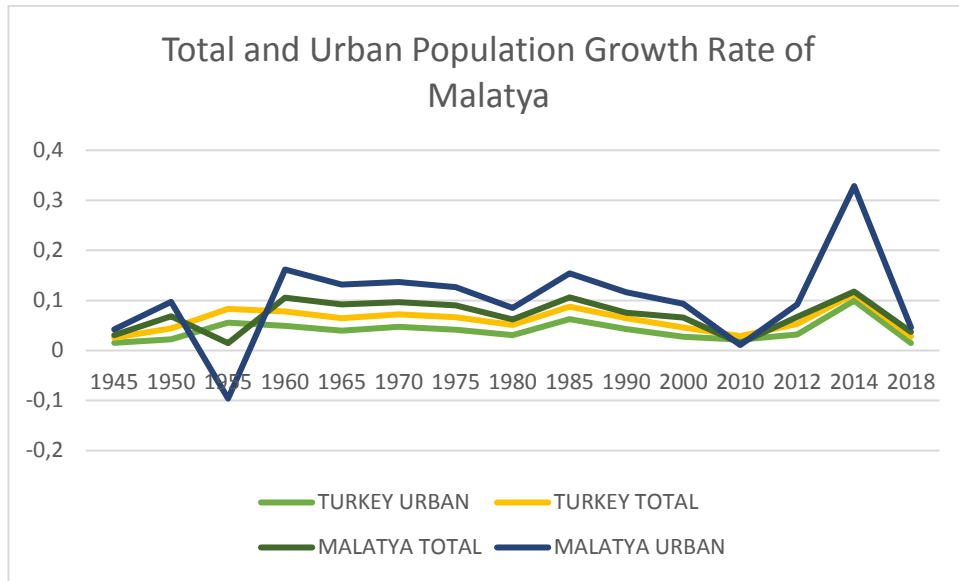


Figure 4.1. Population Growth Rate of Malatya Province with respect to Turkey

Prepared by thesis writer, using Turkstat (2018) and Central Statistic Office (1950,1955,1965,1975) data.

Table 4.2. Population changes in the districts of Malatya in the period of 1965 – 1985

District		1965	1970	1975	1980	1985
Central District	Total	174472	211.123	259.504	286.895	334.307
	Urban	104428	128.841	154.505	179.074	243.138
	Rural	70044	82.282	104.999	107.821	91.169
Akçadağ	Total	47036	53439	54463	57.463	57.638
	Urban	5995	7540	7366	9.548	10.285
	Rural	41041	45899	47097	47.915	47.353
Arapgir	Total	23102	24291	23816	22.634	21.194
	Urban	7056	7793	8436	8.630	8.531
	Rural	16046	16498	15380	14.004	12.663

Table 4.2 Continued

Arguvan	Total	21701	21851	21622	19.282	18.601
	Urban	2407	2439	2461	2.144	2.101
	Rural	19294	19412	19161	17.138	16.500
Battalgazi	Total	-	-	-	-	-
	Urban	-	-	-	-	-
	Rural	-	-	-	-	-
Darende	Total	38092	41831	47504	36.060	44.599
	Urban	7643	7929	8055	5.870	6.332
	Rural	30449	33902	39449	30.190	38.267
Doğanşehir	Total	37021	39487	46713	48.556	52.648
	Urban	4944	5974	10280	10.172	11.242
	Rural	32077	33513	36433	38.384	41.406
Doğanyol*	Total	-	-	-	-	-
	Urban	-	-	-	-	-
	Rural	-	-	-	-	-
Hekimhan	Total	44548	49604	51330	48.824	44.106
	Urban	4288	7849	11818	11.355	11.579
	Rural	40260	41755	39512	37.469	32.527
Kale*	Total	-	-	-	-	-
	Urban	-	-	-	-	-
	Rural	-	-	-	-	-
Kuluncak*	Total	-	-	-	-	-
	Urban	-	-	-	-	-
	Rural	-	-	-	-	-
Pütürge	Total	44356	46014	46687	49756	47920
	Urban	2843	3715	4878	4550	4256
	Rural	41513	42299	41809	45206	43664

Table 4.2 Continued

Yazihan*	Total	-	-	-	-	-
	Urban	-	-	-	-	-
	Rural	-	-	-	-	-
Yeşilyurt*	Total	22296	23.339	22919	23008	30433
	Urban	7436	7.567	7451	7146	7398
	Rural	14860	15.772	15468	15862	23035

Prepared by thesis writer, using Turkstat (2018) and Central Statistic Office (1965,1975) data.

Table 4.3. Population changes in the districts of Malatya in the period of 1990-2018

District		1990	2000	2010	2012	2014	2018
Central District	Total	333.001	457.567	469.650	494.918	-	-
	Urban	281.776	381.081	401.705	426.381	-	-
	Rural	51.225	76.485	67.945	68.537	-	-
Akçadağ	Total	51.226	48.670	30.114	28.206	29.573	35.359
	Urban	10.839	13.432	7.564	7.055	29.573	35.359
	Rural	40.387	35.238	22.550	21.151	0	0
Arapgir	Total	20.675	16.625	11.054	10.972	10.796	10.868
	Urban	10.420	10.180	6.152	6.120	10.796	10.868
	Rural	10.255	6.445	4.902	4.852	0	0
Arguvan	Total	13.907	10.594	8.289	9.285	8.162	8.157
	Urban	1.827	2.730	1.865	2.292	8.162	8.157
	Rural	12.080	7.864	6.424	6.993	0	0
Battalgazi	Total	26.665	28.085	29.688	29.891	299.863	295.821
	Urban	14.994	15.154	16.979	17.224	299.863	295.821
	Rural	11.671	12.931	12.709	12.667	0	0

Table 4.3 Continued

Darende	Total	48.612	54.438	32.192	29.386	28.061	29.045
	Urban	11.488	13.908	9.424	9.764	28.061	29.045
	Rural	37.124	40.530	22.768	19.622	0	0
Doğanşehir	Total	48.196	60.708	41.464	40.832	40.064	39.454
	Urban	11.046	13.517	10.891	11.077	40.064	39.454
	Rural	37.150	47.191	30.573	29.755	0	0
Doğanyol*	Total	11.478	10.778	4.886	4.713	4.441	4.421
	Urban	3.723	5.360	1.663	1.677	4.441	4.421
	Rural	7.755	5.418	3.223	3.036	0	0
Hekimhan	Total	42.467	42.515	24.353	25.629	19.946	22.867
	Urban	13.612	13.206	7.588	6.784	19.946	22.867
	Rural	28.855	29.309	16.765	18.845	0	0
Kale*	Total	8.564	9.569	6.341	5.917	5.677	6.101
	Urban	818	3.966	1.826	1.681	5.677	6.101
	Rural	7.746	5.603	4.515	4.236	0	0
Kuluncak*	Total	14.378	20.882	9.100	9.521	8.321	8.384
	Urban	2.240	6.101	1.940	2.278	8.321	8.384
	Rural	12.138	14.781	7.160	7.243	0	0
Pütürge	Total	36137	28.382	20.262	18.261	16.612	15.049
	Urban	4359	4.795	2.628	2.506	16.612	15.049
	Rural	31778	23.587	17.634	15.755	0	0
Yazhan*	Total	16.218	19.295	16.398	14.919	14.315	16.673
	Urban	2.862	4.285	2.117	2.013	14.315	16.673
	Rural	13.356	15.010	14.281	12.906	0	0
Yeşilyurt*	Total	31349	45.551	37111	39916	283.716	304.839
	Urban	9184	11.998	28926	32038	283.716	304.839
	Rural	22165	33553	8185	7878	0	0

When the tendency of urbanization is evaluated in the districts, it is seen that the central district has increased continuously except in 1990. The reason for this is the

establishment of Battalgazi in 1987 and Yazihan and Kale in 1990, separated from the central district.

When districts of Malatya province are evaluated according to the urban population size criteria between 1965-2012, there is no district in the 4th group except the central district. Moreover, the central district is parallel to the general tendency of 4th group as the population increased continuously. Other districts are in the first group during the period except for the Yeşilyurt district. The urban population of Yeşilyurt district is rising to the second group in 2010 as 28926 people. This situation is out of the general direction of the country's urban development. This is due to the fact that the Yeşilyurt is very close to the central district and Yesilyurt is on the direction of development of the central district. So, Yeşilyurt has entered into the hinterland of the central district. At this point, it can be stated that the central district hinders the development of other districts and causes to shrinking in other districts.

Table 4.4. *Urban groups according to criteria of urban population size in Malatya province*

District	1965	2012	2018
Central District (abrogated after the Law No 6360)	4 th	4 th	-
Akçadağ	1 st	1 st	2 nd
Arapgir	1 st	1 st	1 st
Arguvan	1 st	1 st	1 st
Battalgazi	-	1 st	4 th
Darende	1 st	1 st	2 nd
Doğanşehir	1 st	1 st	2 nd
Doğanyol	1 st	1 st	1 st
Hekimhan	1 st	1 st	2 nd
Kale	1 st	1 st	1 st
Kuluncak	1 st	1 st	1 st

Table 4.4 Continued

Pütürge	1 st	1 st	1 st
Yazihan	1 st	1 st	1 st
Yeşilyurt	1 st	2 nd	4 th

Prepared by thesis writer.

4.2.1. Effects of Law No 6360 on Population Movement of Malatya Province

In 2012, when the decision to call the whole border of Malatya as an urban with the Law No. 6360, the urbanization rate of the province was 66% and was below the national average (77,3%). This means that Malatya had a rural character to the national average.

On the other hand, in 2012, when the districts are evaluated according to the criteria of 10 thousand population, while 4 of the 14 districts have urban character, the other 10 districts have rural characteristics.

With the enactment of the law in 2014, the urbanization rate of Malatya became 100%. The total number of districts is 13 by dividing the central district into two districts, Battalgazi and Yeşilyurt. At this point, while the population of Arguvan, Doğanşehir, Doğanyol, Pütürge and Battalgazi districts is decreasing, the districts with the highest increase rates are Akçadağ, Yazihan, and Yeşilyurt respectively. This situation may be an indicator of the addition of Akçadağ and Yazihan districts besides Yeşilyurt to the development direction of the abrogated central district. However, it is interesting that the population of Battalgazi decreased in the period of 2014 – 2018, although besides Yeşilyurt, that district has the highest population density.

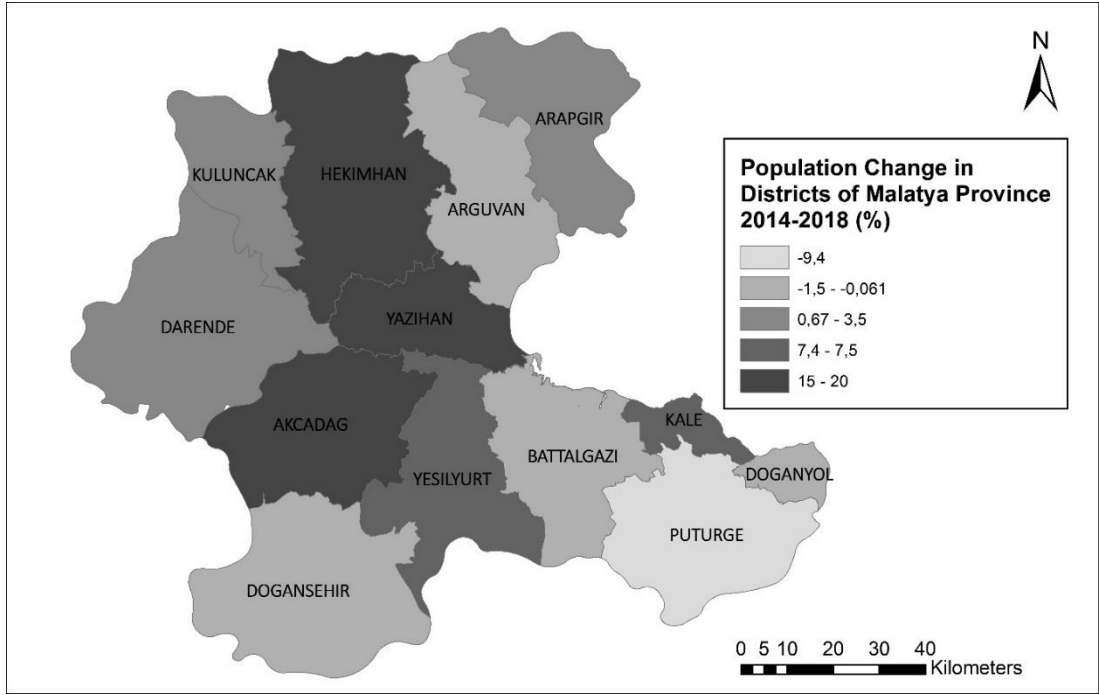


Figure 4.2. Population change in the districts of Malatya province 2014-2018

Prepared by the thesis writer.

4.2.2. Socio-economic Development Rankings of Malatya Province and Districts

According to socio-economic development data in 1996, while Malatya was 38th out of 79 provinces, it fell 3 places in 2003 and became 41th out of 81 provinces. In 2011, it was 42th out of 81 provinces by a further decline. Moreover, while in 1996 and 2003 data, Malatya was in the 3rd group of developing cities, in 2011 it decreased to the 4th group (Dinçer, 1996; Dinçer, Özaslan and Kavasoglu, 2003, pp.55; Regional Development and Structural Compliance General Directorate, 2013, pp.50).

Table 4.5. Socio-economic development ranking of Malatya province

Year	Ranking	Group
1996	38	3
2003	41	3
2011	42	4

T. C. Presidency of Strategy and Budget's data (1996, 2003, 2013).

On the other hand, according to Socio-economic Development Ranking Research of the Districts (2004, pp.85-102), the most developed district is the 37th place, while the least developed district is the 823rd is Pütürge. Moreover, the closest ranking to the central district is Yeşilyurt with 353rd place. This situation is parallel to the development tendency of the urban settlements according to the urban size criteria mentioned before in this thesis in the passage of the urbanization trend in Turkey. It means that while the central district was continuous growth as it was in the 4th group according to urban size criteria, the other districts constantly lost their population as they were in the 1st group.

Table 4.6. *The socio-economic development ranking of districts of Malatya province in 2004*

District	Ranking	Group
Central District (abrogated)	37	2
Yeşilyurt	353	3
Arapkir	437	3
Battalgazi	493	4
Hekimhan	598	4
Darende	627	4
Doğanşehir	654	5
Akçadağ	675	5
Kuluncak	708	5
Yazıhan	731	5
Kale	744	5
Arguvan	748	5
Doğanyol	750	5
Pütürge	823	6

Prepared by thesis writer using T. C. Presidency of Strategy and Budget's data (2004).

4.3. Evaluation of the Urbanization Process of Malatya Province in the Frame of Law No 6360

In the light of population movements and socio-economic development ranking data of districts in Malatya, it can be said that Yeşilyurt and Battalgazi districts which sharing the population of the abrogated central district, are the most powerful ones in terms of population and socio-economical factors. However, there is a huge gap between these two districts and the next strongest one in terms of both socio-economic development and population. In the development trend of the Malatya province, while other districts are losing blood, Yeşilyurt and Battalgazi districts are gaining strength. Practices made with Law No. 6360 may cause this trend to accelerate and continue to evacuate both rural areas and district centers faster.

4.4. Effects of Law No. 6360 on Rural and Urban Area of Malatya Province

With the Law No. 6360, which entered into force on 06.12.2012, 494 villages, 1,107 hamlets and 39 municipalities have lost their current status and have become neighborhood settlements within the scope of the Metropolitan Municipality's responsibility. The area of duty and authority of the Municipality of Malatya increased from 210 km² to 12313 km² after becoming the metropolitan municipality. It means that the area of duty and authority of the municipality has increased 58,6 times. The transportation network for which the municipality is responsible has increased from 1100 km to 11270 km and the population to be served by the municipality has increased from 411000 to 781305. Drinking water and sewage services; expanded to cover the entire city, and the area of responsibility and service has grown. Moreover, among the metropolitan municipalities which gained the status with the Law No 6360, Malatya has the widest surface area. On the other hand, although many county municipalities are larger in terms of population than some district municipalities, they were closed and gained neighborhood status.

Table 4.7. Closed County Municipalities by Law No. 6360 and Their Population

District Municipality	County Municipality	Establishment Date	Population in 2012
Malatya (central district) Municipality	Beydağı	27.12.1998	2068
	Dilek	19.02.1964	7840
	Erenli	22.11.1992	1065
	Hanımın Çiftliği	31.04.1973	13069
	Orduzu	04.07.1946	13019
	Topsöğüt	30.12.1989	6336
	Şahnahan	05.01.1996	3463
	Yaygın	15.04.1967	1194
Akçadağ Municipality	Bahri	02.02.1996	1920
	Kozluca	23.11.1992	1911
	Ören	15.04.1967	1152
Battalgazi Municipality	Hasırcılar	31.12.1993	1686
	Hatunsuyu	31.12.1988	5038
Darende Municipality	Ağılbaşı	18.04.1966	773
	Aşşağı Ulupınar	17.04.1967	1915
	Ayvalı	12.04.1964	3005
	Balaban	13.04.1954	2023
	Ilıca	02.01.1992	1000
	Yenice	31.12.1987	1361
Doğanşehir Municipality	Erkenek	16.11.1954	4445
	Gövdeli	31.12.1993	2227
	Polat	01.01.1930*	2225
	Söğüt	30.12.1998	2361
	Sürgü	28.11.1953	3584
	Kurucuova	26.12.1987	3115
Doğanyol Municipality	Gökçe	06.11.2009	856
Hekimhan Municipality	Güzelyurt	01.04.1954	2818
	Hasançelebi	01.12.1956	2518
	Kocaözü	12.04.1964	1938
	Kurşunlu	30.12.1998	3486
	Girmana	06.12.1992	2339
Kuluncak Municipality	Sofular	06.12.1992	882
Pütürge Municipality	Nohutlu	31.12.1986	1063
	Tepehan	26.12.1995	1075
Yazlıhan Municipality	Durucasu	30.12.1998	2013
	Fethiye	30.12.1998	2131
Yeşilyurt Municipality	Bostanbaşı	31.12.1992	9484
	Gündüzbey	03.02.1948	3104
	Yakınca	12.04.1964	11509

Prepared by the thesis writer using TSI and Malatya Metropolitan Municipality data.

4.4.1. Views of the Authorities from the Different Institutions about the Effects of Law No. 6360 on Malatya Province

In-depth interviews were conducted with various institutions on 21.01.2019, 18-22.02.2019 and 28-29.03.2019. These institutions are as follows; Malatya Metropolitan Municipality(10); General Secretary, Head of Mukhtar Affairs (Muhtarlık İşleri Daire Başkanlığı), Head of Road Asphalt and Infrastructure, Head of Zoning and Urbanism, Head of Agricultural Affairs (removed after 2019 local elections); Malatya Water and Sewerage Administration(3), Yeşilyurt District Directorate of Agriculture(2); Yeşilyurt Chamber of Agriculture(3), Malatya Chamber of Agricultural Engineers(1), Arguvan District Municipality(1). A total of 20 officials were interviewed. In these interviews, the authorities were asked about the effects of Law no 6360 on Malatya and their views on this issue.

Although there is no classification or hierarchy in the law as central districts and rural districts, it is observed that metropolitan and district municipalities make coding in this way when they define area and institution.

Views are summarized in titles that existed in the section of “Criticism of Law No 6360” in chapter 2.

4.4.1.1. Legal Structure

Conflicts about earned rights: In the 16th article of Law No. 6360 it is stated that "The rights, responsibilities, and privileges granted to forest villages and forest villagers by legislation continue for the places that turned into neighborhoods when they were forest villages. Residents of the neighborhood and other rights holders, if any, shall continue to benefit from the pastures, summer pastures, and winter quarters used by the village, village affiliates and municipalities, which have become a neighborhood by joining a municipality, within the framework of the provisions of Pasture Law No 4342 dated 25/2/1998.". However, since these villages turned into neighborhoods, their legal personality was terminated, besides their ability to represent in cases related to the places mentioned in the article (on a border or right to

use, etc.), their right to file a lawsuit was abolished (Malatya Metropolitan Municipality General Secretary, 2019).

4.4.1.2. Administrative Structure

Reorganization of Power Relations: Before the Law No. 6360, there were some problems with the integration of district municipalities in terms of transportation, environment, infrastructure, reconstruction, and superstructure services. However, the fact that the metropolitan municipality's responsibility area is the entire province boundary in metropolitan cities has made the decision-making and implementation processes healthier and more effective. Disputes and conflicts of authority before the Law No. 6360, especially in the areas of transportation and infrastructure coordination, decreased with the enactment of the law and enabled the coordination of services from a single source (Malatya Metropolitan Municipality General Secretary, 2019).

On the other hand, in the scope of Law No. 6360, the area of responsibility of the Malatya Metropolitan Municipality has expanded on a vast scale. For this reason, the expenditures of the municipality increased substantially. However, the authorities from the Malatya Metropolitan Municipality argue that revenues did not increase in those ratios. Therefore, there may be some problems in the provision of services on future dates. Thus, it is necessary to increase the revenue sources of the Malatya Metropolitan Municipality to serve the public services to all parts of the city (Malatya Metropolitan Municipality General Secretary, 2019).

Participation: With the closure of municipalities, the bureaucracy decreased. The mukhtars have been strengthened in this process. With the closure of the municipalities, the mukhtars; has been able to directly report the service requests and suggestions of the residents to the management. In this context, the Head of Mukhtar Affairs has been established and coordination and monitoring of mukhtar requests are provided from a single source (Malatya Metropolitan Municipality General Secretary, 2019).

Planning integrity: Although there is no legal basis and lack of competence in the area of development by the municipalities that closed before the metropolitan law, the fact that the approved development plans cannot be canceled, and the plan integrity cannot be ensured constitutes a major problem (Malatya Metropolitan Municipality General Secretary, 2019).

Practical Problems: The Investment Monitoring and Coordination Departments could not display the asset expected by the legislature and could not play an active role. Due to the lack of qualified personnel, lack of legal personality at the beginning and administrative weaknesses, it has turned into a structure which is far from effective in terms of the city administration (Malatya Metropolitan Municipality General Secretary, 2019).

Another problem is authority conflict in some basic services. With the closure of Special Provincial Administrations in metropolitan cities, the duties of this institution were redistributed to the duties and jurisdictions of various institutions. However, in this process, in some tasks, which institutions to perform were not specified. For this reason, there have been disruptions in some public services. Agricultural irrigation is one of these public services. For the areas under the 50 flow in Malatya province, no institution has accepted the irrigation task. For this reason, especially in the province of Malatya, where apricot production is of great importance in the city economy, agricultural production received a major blow (Malatya Chamber of Agricultural Engineers, 2019; Malatya Metropolitan Municipality General Secretary, 2019).

The claim the destruction of the memory of the rural area is another issue of authority conflict. With the closure of the Special Provincial Administration, the employees of the institution were distributed to different institutions. Thus, abstract and concrete information accumulated over the years for the rural area was dispersed (Malatya Chamber of Agricultural Engineers, 2019; Head of Road Asphalt and Infrastructure, 2019). To prevent such a situation, a general directorate could be established within the metropolitan municipality to maintain the services for rural areas and solve the

problems, but nothing like that was done (Head of Zoning and Urbanism, 2019). Head of Agricultural Affairs was established within the metropolitan municipality, but this unit was not enough to carry out services (Malatya Chamber of Agricultural Engineers, 2019).

On the other hand, in the provisional article of Law No. 6360, it is said that “Except for Istanbul and Kocaeli, metropolitan municipalities, metropolitan district municipalities, and affiliated administrations shall allocate and use at least 10% of their investment budgets for ten years for the infrastructure services of the settlements get included in the boundaries of the municipality.”. However, although the Malatya Metropolitan Municipality’s authorities made investment more than 10% of the budget to get newly included in the boundaries of the municipality, the investments were not enough. Besides insufficient public services to the rural areas, citizens located in the urban area complain about inadequate public services to the urban areas where mostly 6 out of 7 population of the city live in there (Head of Zoning and Urbanism, 2019).

4.4.1.3. Provision of Services

Subsidiarity: According to the authorities from the Head of Mukhtar Affairs, after the abolition of the villages in Malatya, mukhtars lost their important role and the power of the local government system. Thus, the subsidiarity principle has damaged. However, mukhtars do not have any complaints about this loss (Head of Mukhtar Affairs, 2019).

Service efficiency: As the area of responsibility is the entire province, various innovative public services have been implemented by the Metropolitan Municipality. With the “Environmental Integrated Project” which is one of Turkey’s integrated plans, besides producing energy from the solid waste, it reduced the responsibility of the district municipalities (Malatya Metropolitan Municipality General Secretary, 2019).

However, In the medium term, there will be a tendency about decreasing and shrinking the services in meeting all demands, because of the budget deficit and debt burden. In addition to this, in the long term, citizen dissatisfaction may occur because the provision of services would not respond to needs and demands. Moreover, in metropolitan municipalities with a scattered settlement area like Malatya, taking into consideration the development level of the province, it is possible to provide services to every neighborhood just only with high costs. Therefore, it is necessary that increasing the revenue shares of the Metropolitan Municipality by making amendments in Article 25 of the law. Besides, to balance the existing revenue rates, taking into consideration the population and surface area criteria, it is crucial to make amendments in Article 26 of the law (Malatya Metropolitan Municipality General Secretary, 2019).

On the other hand, authorities from the district municipalities in which population density is lower and showing more rural characteristics like Arguvan, Arapkir, and Pütürge, are not satisfied with the new financial situation. At this point, Arguvan District Municipality is a proper example for clarifying this situation. While there were only 4 neighborhoods before the law in the field of duty and authority of Arguvan Municipality, this number increased to 49 neighborhoods with the law. However, the new budget and equipment did not increase at this rate. Moreover, public services and investments are realized with the help of Ataşehir Municipality, which is a town twinning of the Arguvan District Municipality (Arguvan District Municipality, 2019).

Another interview is with the authorities who worked at the Special Provincial Administration for a long time and now working at the Malatya Metropolitan Municipality. The authorities were asked about the differences between the two institutions in terms of the effectiveness of public services in rural areas. It is stated that the provision of services of the Metropolitan Municipality is more flexible in terms of both budget and control than the other institution. However, in terms of service efficiency, if special Provincial Administration had had the same

opportunities, it would be more effective than the metropolitan municipality (Head of Road Asphalt and Infrastructure, 2019).

Service provision in practice: Before the law, each county municipality had at least 1 fire truck, and these facilities were abolished with the closure of those municipalities. Therefore, in some towns that are far from the district center, citizens are not satisfied with the fire service (Malatya Metropolitan Municipality General Secretary, 2019).

There is not any standardization in the organization structure to performing services to rural areas. While preparing the annual budget program, it is asserted that political power is effective in investment decisions. However, in an overall assessment of infrastructure services, positive developments have been made since the budget allocated to rural areas is higher than before. Moreover, it is argued that if the district municipalities had had authority about infrastructure services as in the past and had been strengthened, it could be provided more effective services (Head of Road Asphalt and Infrastructure, 2019).

Rural Problems: Managing as an urban area without knowing real problems of the rural area, leads to management weaknesses (Head of Zoning and Urbanism, 2019; Head of Road Asphalt and Infrastructure, 2019; Malatya Chamber of Agricultural Engineers, 2019). An example of this is the construction of a large cultural center, although the main problem of a settlement not exceeding two thousand inhabitants is the lack of irrigation in the agricultural area. As a result, the needs of the settlements, each of which has different problems and modes of production, are not met but are transformed into settlements that are neither rural nor urban character (Head of Zoning and Urbanism, 2019).

According to the report of the Malatya Chamber of Agricultural Engineers, as the metropolitan municipality authorities are not dominating about the agricultural services, during the disinfestations agricultural products were gotten poison (Malatya Chamber of Agricultural Engineers, 2018).

Although in Law No. 6360 stated that "Metropolitan and district municipalities may engage in all kinds of activities and services to support agriculture and animal husbandry.", in practice, the agricultural and animal husbandry services are left arbitrary elections (Malatya Chamber of Agricultural Engineers, 2019; Head of Agricultural Affairs, 2019). The abolition of the Head of Agricultural Affairs by the decision of the new mayor coming with the 2019 local elections is a good example.

Another subject is, increasing the cost of living and producing agricultural products in the countryside. Increasing the taxation rates in the countryside because of being urban, discourage small-scale farmers. Moreover, as restrictions about husbandry activities near to the settlements, those farmers give up the production (Yeşilyurt District Directorate of Agriculture, 2019). However, when the number of animals is analyzed according to years, an increase is observed. The reason for this, the government supports medium and large scale agricultural and livestock enterprises (Yeşilyurt District Directorate of Agriculture, 2019).

4.5. Sample Areas for Discussion the Effects of Law No. 6360 on Rural Areas

With Law No. 6360, the effects of being a metropolitan municipality of Malatya Province on rural areas are scrutinized in terms of the provision of urban services and agricultural productivity in the study area. The study area was built on three different areas which have become a village legal entity and transformed into a neighborhood. The neighborhoods are divided into three sections to examine how urban services and agricultural productivity vary according to distance and population criteria. According to this, the first area is Çayırköy neighborhood, which closest to urban settlement and has the lowest population. The second is the Görgü neighborhood, which is as close as the first one to the city but has a relatively high population. The last one is the Gözene neighborhood, which has a remote and high population for the urban settlements. In-depth interviews were conducted with ten farmers in each area.

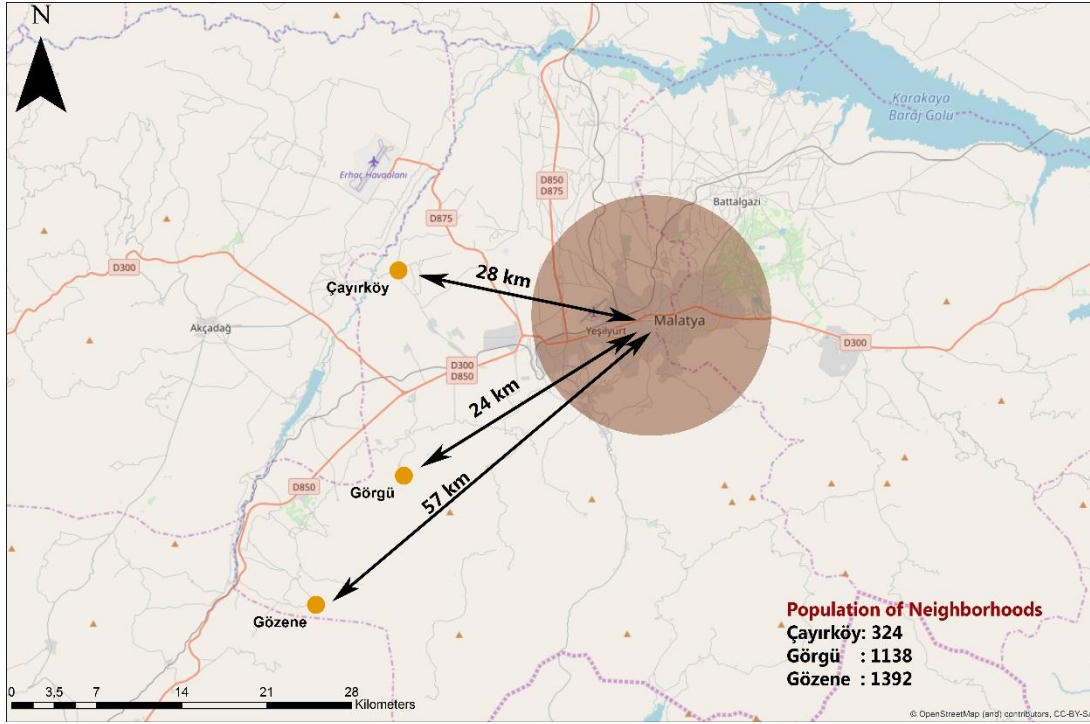


Figure 4.3. Location of the sample areas

Prepared by: Thesis Writer

4.5.1. Çayırköy Neighborhood

The area is 28 km away from the city center and is located at 10 km from the western end of the urban area. While the population of the neighborhood was 426 in 1985, it decreased to 324 people today. Although there is a primary school in the region, carriage education is carried out due to lack of numbers. There is no health center and health house. The sewage system is a septic tank system (TSI, 2018).

ÇAYIRKÖY NEIGHBORHOOD					
Variance	Before the Law No. 6360		After Law No. 6360		Statement
Provision of Urban Services					
Road building/repair (m)	No data found		10300 m road repair		
	Satisfaction of Citizen	Service Provision in Practice	Satisfaction of Citizen	Service Provision in Practice	
Sewage system	Not Satisfied	Cesspool system	Not Satisfied	Cesspool system	As the cesspool near to the residential area, it leads to health problems.
Potable Water Supply System	Satisfied	Natural Spring Water	Satisfied	Natural Spring Water	
Public Transportation	Satisfied	Provided by county municipality	Not Satisfied	Provided by a private company	
Garbage Collection, Park and Garden Arrangement, and Cemetery Care Services	Satisfied	Provided by county municipality	Not Satisfied	Provided by county municipality	

Figure 4.4. Changes in Provision of Urban Services in Çayırköy Neighborhood

The livelihood of the area is agriculture and animal husbandry. In agriculture, fruit cultivation is carried out as similar to Malatya. Participants were asked whether there is a development in the provision of urban services and agricultural production in the neighborhood, after Malatya becoming a metropolitan municipality.

Besides the farmers are not generally satisfied with the public services, they stated that the septic tank leads to health problems because it is very close to the settlement area. Although there is no developed system for wastewater and sewage systems in their neighborhoods, it has been stated that paying taxes on these uses creates a bad situation. They also indicated that tax, agricultural irrigation, and other invoices in the area are very high compared to the village status period.

On the other hand, in terms of animal husbandry, 7 of the farmers mentioned that they had a problematic situation by restricting the use of barns. Also, due to the absence of the area where the fertilizer will be stored, the productivity of both the livestock and the agricultural lands decreased.

ÇAYIRKÖY NEIGHBORHOOD			
Variance	Before the Law No. 6360	After Law No. 6360	Statement
Rural Productivity			
Agricultural Irrigation	Provided by Special Provincial Administration	Provided but there is a threat to water cut off.	This situation led to a decrease in productivity.
		Problem level: Medium-Low	
Animal Husbandry	Not any restriction about barns	A restriction for the barns to be away from the settlements	As the neighborhood is located on the side of urban development direction, the restrictions on animal husbandry in the neighborhood are intense. Also, There is no area left to store fertilizer.
		Problem level: Medium-High	
Financial Support for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Courses for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Taxation and Agricultural Irrigation Fees	Accounted at a lower price as within the rural areas	Accounted at a higher price as within the urban areas	Affordability of price lower than the previous system

Figure 4.5. Changes in Rural Productivity in Çayırköy Neighborhood

In addition to this, it has been reported that, because agricultural land is leased to large companies, the agricultural areas for small-scale farmers have decreased considerably.

In summary, urban services are not improved in this neighborhood, which is quite close to the city center. In addition, the farmer's ability to produce in the field of agriculture and livestock is limited.

4.5.2. Görgü Neighborhood

The area is located 24 km away from the city center and approximately 15 km from the western end of the urban area. While the population of the neighborhood was 1365 in 1985, it has decreased to 1138 people today. Even though there is a primary school in the area, in-service training is carried out due to the insufficient number of students. There is no health center, and the health house is not active. The sewage system is a septic tank system.

GÖRGÜ NEIGHBORHOOD					
Variance	Before the Law No. 6360		After the Law No. 6360		Statement
Provision of Urban Services					
Road Building/repair	No data found		9995 m		
	Satisfaction of Citizen	Service Provision in Practice	Satisfaction of Citizen	Service Provision in Practice	
Sewage system	Not Satisfied	Cesspool system	Not Satisfied	Cesspool system	
Potable Water Supply System	Satisfied	Natural Spring Water	Satisfied	Natural Spring Water	
Public Transportation	Satisfied	Provided by county municipality	Not Satisfied	Provided by private company	
Garbage Collection, Park and Garden Arrangement, and Cemetery Care Services	Satisfied	Provided by county municipality	Satisfied	Provided by county municipality	

Figure 4.6. Changes in Provision of Urban Services in Görgü Neighborhood

The main livelihood of the area is fruit growing. Only one household is engaged in animal husbandry. Ten farmers were interviewed in the area, and it was asked whether there was a development in urban services and agricultural production after Malatya became a metropolitan municipality.

Farmers reported there is not any adequate urban service provision for the neighborhood. While the area was in the status as a village, they stated that there is a

public transportation service provided by the district municipality, but now it is transported by a private company, and the situation increases the cost. They stated that sewerage and drinking water system were built during the period of the special provincial administration. It was not provided any service other than these services.

Irrigation in agricultural production is a big problem in this area, as farmers deal with fruit growing in the neighborhood. Also, life and production costs increased due to the increase in invoice tax tariffs. Farmers stated that the living conditions in rural areas are already tricky and they will be more difficult with these new costs, and they plan to migrate to the city center by stopping agricultural production. They also stated that when they stopped farming, living in the field had no meaning.

GÖRGÜ NEIGHBORHOOD			
Variance	Before the Law No. 6360	After the Law No. 6360	Statement
Rural Productivity			
Agricultural Irrigation	Provided by Special Provincial Administration	Not provided	This situation led to a decrease in the productivity.
		Problem level: Medium-High	
Animal Husbandry	Not any restriction about barns	A restriction for the barns to be away from the settlements	Since animal husbandry decreases before the law, this situation has no effect.
		Problem level: Medium-Low	
Financial Support for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Courses for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Taxation and Agricultural Irrigation Fees	Accounted at a lower price as within the rural areas	Accounted at a higher price as within the urban areas	Affordability of price lower than previous system

Figure 4.7. Changes in Rural Productivity in Görgü Neighborhood

Although animal husbandry activities are low in the neighborhood, an adverse incentive is provided for animal husbandry, with the restriction of the livestock facility towards made in the remote area of the urban settlements.

In summary, although the area has a high-density population in the periphery of the city, there has not been a sufficient improvement in urban services. On the other hand, this changing affected agricultural production in a bad way and decreased productivity. Besides, with the increase in livelihood costs, the residents consider leaving the area and working in the service sector in an urban area.

4.5.3. Gözene Neighborhood

The area is 57 km away from the city center and 49 km from the nearest town. While the population of the neighborhood was 1162 in 1985, it has reached 1392 people today. There is a primary school in the area, and it is active. There is no health center, and the health house is not active. The sewerage system is a septic tank.

The livelihood of the area is mostly fruit cultivation. Also, four households are engaged in cattle, and there are ten chicken farms in the area. The presence of quarries in the area is another income door for the residents.

GÖZENE NEIGHBORHOOD					
Variance	Before the Law No. 6360		After Law No. 6360		Statement
Provision of Urban Services					
Road building/repair (m)	No data found		3577 m (3000 meters is the new way.)		It is said that the road investments are made for the quarries in the area rather than the purpose of providing services to the neighborhood.
	Satisfaction of Citizen	Service Provision in Practice	Satisfaction of Citizen	Service Provision in Practice	
Sewage system	Not Satisfied	Cesspool system	Satisfied	Cesspool system	
Potable Water Supply System	Satisfied	Natural Spring Water	Satisfied	Natural Spring Water	The system built in 1980 by the special provincial administration.
Public Transportation	Not Satisfied	Provided by county municipality	Not Satisfied	Provided by a private company	
Garbage Collection, Park and Garden Arrangement, and Cemetery Care Services	Satisfied	Provided by county municipality	Satisfied	Provided by county municipality	

Figure 4.8. Changes in Provision of Urban Services in Gözene Neighborhood

In-depth interviews were conducted with ten farmers in the area. With Law no 6360, the transformation of the area from the village to the neighborhood was asked to them about what kind of changes occurred in urban services and agricultural production. There were no significant developments in this area, like the other two neighborhoods in the field of public services; however, due to the presence of the quarries in the area, one main arterial pathway has reached three main arteries. Besides, the headman of the neighborhood reported that the district municipality fulfilled its duties in the field of cleaning and garbage collection. Public transportation service in the area is carried out by individual companies. Moreover, the problems related to sewage and drinking water have been resolved by the authorized Malatya Water and Sewerage Administration in a short time. Participants stated that when they want to do housing in the neighborhood, they face many procedures and financial burdens compared to

the past. Therefore the living cost and the complexity of the neighborhood is approaching the urban areas. So the potential of migration from the region has increased due to the decrease in earnings stemming from both financial and technical problems in production.

GÖZENE NEIGHBORHOOD			
Variance	Before the Law No. 6360	After Law No. 6360	Statement
Rural Productivity			
Agricultural Irrigation	Provided by Special Provincial Administration but not enough to enhance productivity	Not provided	This situation led to a substantial decrease in productivity. Also, this situation leads to a feud between neighborhood residents.
		Problem level: High	
Animal Husbandry	Not any restriction about barns	A restriction for the barns to be away from the settlements	As the small ruminant farm is dense in Gözene Neighborhood, the neighborhood is more adapted to new regulation than Görgü neighborhood.
		Problem level: Medium	
Financial Support for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Courses for Agriculture and Animal Husbandry	Provided by Special Provincial Administration from time to time	Metropolitan municipality has no support in this area yet	
Taxation and Agricultural Irrigation Fees	Accounted at a lower price as within the rural areas	Accounted at a higher price as within the urban areas	Affordability of price lower than the previous system

Figure 4.9. Changes in Rural Productivity in Gözene Neighborhood

All of the farmers have emphasized that the lack of agricultural irrigation is a big problem. In addition to affecting the production efficiency of this problem, it was claimed that it caused the problem of blood feud in the neighborhood. In addition to decreasing animal husbandry compared to the past, five of the farmers stated that obtaining a license for animal husbandry in the area is getting harder than before because those animal husbandry activities are not allowed in the settlement area and that the region outside of the settlement area has no such opportunity due to geographical conditions.

In summary, Gözene neighborhood is the most distant region within the studied areas, and it is surprising that the participants are more satisfied with the urban services compared to the other two neighborhoods. In addition to being the region with the highest irrigation problem in agricultural production, the opportunity to develop animal husbandry due to new restrictions and geographical conditions in the area is low.

4.5.4. Results for the Sample Areas

In urban services, while drinking water and sewerage problems in Gözene neighborhood which is relatively remote to the city center resolved in a short time; the service provisions could not be satisfied in the other regions which are relatively close to the city center. So, it could be revealed that the urban service provision in the province was not evaluated according to the distance criteria. At this point, whether the services are presented fairly and transparently is a question mark.

With the Law no 6360, it is not clear which institution is in charge of agricultural irrigation services by the closure of some institutions in Malatya province, the formation of new institutions and redistribution of duties and authorities. Because the livelihoods in these rural areas are agriculture and animal husbandry, this problem has negatively affected the inhabitants.

Before losing the village legal personality, there was a culture and opportunity to support the farmers economically with the animals raised in the stables in each of these houses. However, as a result of these regions called as an urban area, a restriction has made for the site selection of livestock facility. Thus the possibility of small-scale animal husbandry was reduced. Such a situation adversely affects the farmers who produce small scale.

Also, some authorities have been taken back from the headman of neighborhoods (which were villages before the law). Also, because of the abolition of county municipalities and the Special Provincial Administration, employees who were aware

of the problems of Malatya's rural areas have been scattered to different institutions. Thereby, locals could not find any answerer.

SAMPLE AREAS: ÇAYIRKÖY, GÖRGÜ, GÖZENE NEIGHBORHOODS			
Variance	Before the Law No. 6360	After Law No. 6360	Statement
Subsidiarity			
Possibility to meet with the authority about local problems	Higher	Lower	Neighborhood residents do not know which institution to discuss agricultural irrigation problem.

Figure 4.10. Sample Areas: Çayırköy, Görgü, Gözene Neighborhoods

Also, after the law no. 6360, the rural areas are awarded as a neighborhood of the city and tax, water, electricity, and natural gas bills are charged at a high rate. This situation led to an increase in living costs in these regions. With the decrease in productivity due to the irrigation problem in agricultural production, as well as the restriction in the choice of place for livestock activities, the way to migrate to urban areas is opened.

CHAPTER 5

CONCLUSION

Turkey's administrative system has been in transition since the beginning of the 21st century. The Law on Special Provincial Administration (No 5302), the Law on Greater/Metropolitan Municipality (No 5216), the Law on Municipality (No 5393), and the Law on Local Administration Unions (No 5355), which came into force after 2003, had effects on the understanding related to Turkish metropolitan municipality system. However, with the Municipal Law No. 6360 "The Establishment of Fourteen Metropolitan Municipalities and Twenty-Seven Districts and Amendments at Certain Law and Decree Laws", Turkish local and central administrative system has changed to the large extent.

By Law No 6360, in metropolitan cities, villages' legal personality abolished, county municipalities and Spatial Provincial Administrations were closed, and Investment Monitoring and Coordination Directorates have been established. Thus, powers and responsibilities were redistributed both between the central and local government and within the local government. Rural areas turned to urban areas in metropolitan cities. Therefore, when the law entered into force after the local elections in 2014, urbanization ratio reached from 77,3 to 91,8.

This transformation has been criticized from many circles. These criticisms are evaluated into three part; legal, administrative (on the question of federalism, reorganization of power relations, managing different cities under the same law, participation, practical problems of institutions, plan integrity), and provision of services (subsidiarity, service efficiency, service provision problems in the practice, urban development, optimum size, rural problems).

While all criticisms have some validity, it is concluded that the effects of the changing in local government system by Law no 6360 should be researched in detail in this

thesis. However, at this point it must be recognized that urbanization typology, socio-economic level and hinterlands of the metropolitan cities in Turkey vary. Therefore, the impacts of Law No 6360 on metropolitan cities vary too.

In this thesis, the major concern is researching the effects of Law No 6360 on rural areas especially agricultural production. For this reason, Malatya has been examined as a sample area because of rurality of the city higher than the national average (urbanization ratio of the city 66%, national average 77,3%) and agricultural production and agricultural land have been important at this city. It could be said that the effects of the law on Malatya are also valid for metropolitan cities (monocentric, 3rd and 4th socio-economic development level, etc.) that are similar to Malatya.

5.1. Evaluation of Practicality of the Preambles of Law No. 6360

“Draft Law Amending the Metropolitan Municipality Law and Some Laws and Decree-Laws” and its preamble submitted by the Prime Ministry General Directorate of Laws and Decisions to the Presidency of the Turkish Grand National Assembly on 08.10.2012 with the signature of Prime Minister R. Tayyip Erdoğan were sent to the Interior and Plan and Budget Committee for discussion. The preambles are as follows.

1. “Local government units that produce large-scale services will be equipped with advanced technologies.”
2. “In these administrations that will produce services on a large scale, qualified personnel can be employed, and as labor force will be specialized, productivity will be increased.”
3. “The local administration system, which consists of large-scale local units, will ensure the efficient use of the resources to be sent from the center.”
4. “A fairer structure will emerge among the integrated local government units within the provincial borders in terms of the use of resources and the opportunities to be owned.”

5. “Within the framework of the regulatory upper development plans, coherent development plan implementations will be realized throughout the province.”

Were those preambles able to implement to the metropolitan municipalities in Turkey?

As a result of the in-depth interviews with the institutions and the articles and reports examined, it is concluded that there is no striking development regarding advanced technologies in metropolitan cities especially Malatya. Therefore, it is concluded that the objectives of the first article of the preamble could not be achieved.

On the contrary to the second article of the preamble, due to the lack of organization in the process of distributing the duties and personnel of closed institutions and county municipalities to different institutions, productivity has been reduced. Qualified personnel are assigned to different units from their expertise. Information and reports on the rural area created by the Special Provincial Administration have been lost.

In the third article of the preamble, it is stated that resulting from the efficient use of resources and services from a single-center ensure the scale economy and coordination and quality in services be provided. However, a suitable scale for the provision of public services must be determined with deep researches. If it is not determined exactly, cost increases and agglomeration diseconomies arrive. In the case of Malatya; in the fire, sewerage, and public transportation services, both the citizen and the metropolitan municipality officials reported that the metropolitan municipality could not provide adequate service and these services should be provided by local units. Thus, services should be organized as those that need to be managed locally, and those that need to be managed centrally, and the distribution of tasks between institutions should be done accordingly.

Article 4 of the preamble emphasizes that a fair structure will be ensured. However, contrary to this, officials from different institutes in Malatya reported that the distribution of resources is done with the concern of voting with the conception of the administrator who comes with the election. Moreover, citizens also informed that

some public services are primarily provided to certain neighborhoods and districts and that this is the result of the elections.

Providing plan integrity is the last article of the preamble. This article is generally found positive by the planners in the academy. The preparation of the plans with a single authority is a proper step for ensuring the integrity of a plan. Nevertheless, the provincial borders are not the most proper borders for a coherent plan as the domain of each city is different. While some cities are in a powerful relation with cities in a different country, the others may be just in contact with neighboring cities. Even, provincial borders may be too large for a metropolitan city. Besides, between 2012 and 2014 which the enactment of the law and its implementation, with the wind of the economic power of the construction sector, the authorities in the district and county municipalities prepared and approved zoning plans which predominantly based on high-intensity uses in Malatya. In 2014, after the establishment of the metropolitan municipality in Malatya, these plans were adopted as they were. Thus, there has existed a plan which fragmented and lack of integrity. For this reason, the fifth article of the preamble was not practiced at least in Malatya as the preparing and implementation process of the law was not well organized.

As a result of these, preambles could not be practiced to a large extent. It is not wrong to say that these preambles prepared by baseless presumptions, which are far from real administrative needs and scientific research and cannot be beyond desire.

5.2. Evaluation of the Process of Reorganization of Power Relations

In the criticism made in article 3 of preamble above, with the division of public services from local and single-center, the services provided from single-center could be done without closing the village and county municipalities. With the abolition of the legal personality of the villages and the closure of the county municipalities, the principle of subsidiarity has been violated, and the participation of the citizens to the local government has been largely restrained.

In addition to this, with the abolition of the legal personality of the villages, the right to purchase and sell the movable and immovable property of the village has also vanished. Apart from that, the rights granted to the forest villagers have been largely invalid as failing to benefit from the right of litigation and protecting their rights due to the abolition of their legal personality.

On the other hand, instead of abrogating the Special Provincial Administrations in metropolitan cities and distributing them to many different institutions, what was the probability of establishing a new unit within the metropolitan municipality and all the personnel, information, duties, and authorities continue to operate in integrity? This question reveals that preparation of the law is hurried.

Besides, the central government is again strong in the local government, because the Special Provincial Administration, which takes decisions and services outside the boundaries of the adjacent area, has been closed, but the central government has influence over the investment decisions of the institutions and has control over its services throughout the province. Also, it is observed that the centralization in the local governments occurs because by the way of the closure of county municipalities and abolishing the villages' legal entities, the transfer of certain duties and powers of district municipalities to the metropolitan municipality has occurred.

5.3. Disregarding of Rural Areas in Both Law No 6360 and Its Preamble

In Chapter 3, where rural and urban concepts and the relationship between the two are discussed, it is seen that agriculture and animal husbandry are the sectors defining the rural area. As a result of both global dynamics and country policies, the rural areas have been weakening by migrating to urban areas. When this situation is not provided in a controlled manner, social erosion may occur due to uncontrolled growth of the service sector, hidden unemployment, inadequate

education, health, infrastructure services, and poor quality of agricultural production.

With the Law No. 6360, rural citizens, who are already weak in economic terms, are in a difficult situation with the increase of various taxes. With the abolition of the legal personality of the villages, it became difficult for the citizens living in these regions to take decisions and correct the problems. Besides, with the closure of Special Provincial Administrations, the qualified personnel experts who know the rural geography and the problems of the countryside and can produce solutions as soon as possible have been assigned to other institutions which far from their profession. Moreover, the article "Metropolitan and district municipalities may engage in all kinds of activities and services to support agriculture and animal husbandry" of Law No 6360 did not clarify the duties and powers of the institutions and public services about agricultural affairs have been left to the authorities' initiative. As the municipal authorities have managed the urban for years, they could not perceive the problems of the rural area and offered urban services and investments instead of urgent needs. Thus, regions provided uniformed urban investment and services have existed with rural problems. In addition to these, as the duties and authorities in rural services related to agricultural production are not clarified, some problems are experienced in the delivering of some services. The biggest example is the lack of agricultural irrigation services in Malatya. Besides, animal husbandry is prohibited close to all settlement units within the provincial boundaries, as the entire province is considered as an urban area. Thus, this income of citizens engaged in animal husbandry on a small scale was taken away. However, there is a big increase in the number of animals in years. The reason for this is that the authorities from the local and central government supported the establishment of large-scale livestock facilities. Moreover, with the abolition of village legal entities, even the forest villagers could not prevent the conversion of pasture areas into different uses

because they are not authorized to file lawsuits (despite the law stating that their pasture use rights would continue).

As a result of all these developments, in-depth interviewed farmers stated that it is becoming increasingly difficult to live in rural areas, that agriculture and animal husbandry are not enough to survive and that they have no choice but to migrate to the city center and work in the service sector. It is thought that such a situation will cause social erosion quickly.

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APPENDICES

A. Turkish Documentation of In-Depth Interviews with Various Authorities and Farmers

1. Interviews with Authorities in Different Institutions at Malatya Province

In order to avoid repetition, only part of the interviews with authorities in different institutions at Malatya Province is included in this thesis study.

Interview 1

Date: 21.01.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Mukhtar Affairs

Question: “6360 sayılı kanunla birlikte deęişen yönetim sisteminin yerel aktörlere ve kırsal ve kentsel alanlara olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Kanunla birlikte, büyükşehirlerde köy tüzel kişiliklerinin kaldırılması ve bu yerleşimlerin mahalleye dönüşmesiyle, muhtarların görev ve yetkileri büyük oranda azalmış oldu. Örneğin, köy tüzel kişiliklerinin taşınmaz mal alıp satma, kiralama vs. yetkileri vardı. Muhtarların para harcama yetkileri vardı. Yani yerel yönetim sisteminde ki rolü neredeyse hiç kalmadı denebilir. Bu nedenle muhtarların görev ve yetki tanımları ya tamamen kaldırılmalı ya da yeniden düzenlenerek güçlendirilmelidir. Bu yeni durum, yerindenlik ilkesine de büyük bir zarar vermiş oldu. Yerelde sorunlar daha hızlı bir şekilde çözülürken, bu yeni durumla birlikte aksaklıklar oluşmuştur. Ancak, Malatya özelinde muhtarlardan henüz yeni düzene yönelik bir tepki oluşmamıştır.

Diğer bir yandan, kırsal alanda yaşayanlar için yaşam maliyetleri şimdiye göre daha düşüktü. Örneğin sular birçok yerde ücretsizdi. Malatya Su ve Kanalizasyon İdaresi artık altyapı hizmet ücretlerini almaktadır. Arsa vergilerini vermiyorlardı kırsal alanda yaşayanlar. Özellikle 2020'den sonra büyük sıkıntılar başlayacak maliyetler konusunda. İndirimli tarifeler artık geçerli olmayacak. Ayrıca, bir diğer konu, altyapı çalışmalarında yapılan ücretlendirme, bölgeler arasında adil dağılmamaktadır. Örneğin bazı yerleşimlerde kanalizasyon altyapısı olmamasına rağmen atık su bedeli ödemektedirler.”

Interview 2

Date: 21.01.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Zoning and Urbanism

Question: “6360 sayılı kanun ile değişen yönetim yapısının kentsel ve kırsal alanlara olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Plan bütünlüğü açısından kararların bir merkezden verilmesi tabii ki genel anlamda olumlu bir gelişmedir. Bu noktada Malatya ili üzerinden değerlendirdiğimizde, birçok konuda planların daha uygulanabilir olmasını sağlamıştır yeni düzenleme. Büyükşehir olmasıyla birlikte, Malatya ilinde Çevre Düzeni Planı, 1/25000 ve 1/5000 ölçekli Nazım İmar Planları, Tarım Master Planı, Turizm Master Planı, Ulaşım Master Planı yapılmıştır. Yetkilerin büyükşehir belediyesinde olmasıyla hem süreç uzamamıştır hem de il genelinde önemli rolü olan birçok aktör karar aşamasında etkili olmuştur. Birçok sivil toplum kuruluşunun, il ve ilçe müdürlüklerinin ilçe belediyelerinin, muhtarların önemli ölçüde görüş ve önerileri planların hazırlanmasında önemli olmuştur. Ayrıca, kanun öncesinde uzman personel eksikliği nedeniyle bazı ilçelerin Nazım İmar Planları dahi bulunmamaktaydı. Bu dönemde bu tür eksiklikler giderilmiştir. Başka bir önemli konu ise, ilçelerde alınması gereken önemli kararların oy kaygısı ve farklı baskılar nedeniyle ilçe belediye

yetkilileri uygulanması konusunda sıkıntılar yaşamaktaydı. Bu da sağlıklı kararların uygulanamamasına neden oluyordu. Bu dönemde, radikal kararlar alınırken, ilçe belediye yetkilileri üzerinden sorumluluğu büyükşehir belediyesi yetkilileri olarak söz konusu baskıların daha aza inmesini sağlamış oluyorlar. Böylece yıllardır çözülememiş sorunlar, bu dönemde çözülebilmektedir.”

Interview 3

Date: 21.01.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Zoning and Urbanism

Question: “6360 sayılı kanun ile değişen yönetim yapısının kentsel ve kırsal alanlara olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Plan bütünlüğü ve koordinasyonun sağlanması bakımından tabii ki güzel bir düzenleme olmuştur. Ancak kentsel ve kırsal dengelerin sağlanması konusunda bazı olumsuz sonuçlar ortaya çıkmıştır. Örneğin büyükşehir statüsü kazandıktan sonra Malatya ilinde ilk üç yıl kırsal alanlara hizmet kente göre daha yoğundu. Ancak kırsal alanlar için yine de yeterli olmadı. Ayrıca, bu durum kentteki hizmetlerin aksamasına neden oldu. Yaklaşık 600.000 nüfusu bulunan kent unutulup, çok az nüfusun yaşadığı alanlara yatırım yapılması vatandaşlar tarafından eleştirildi. Bir diğer nokta ise, İl Özel İdaresinin kapatılmasıyla, kurumda çalışan personellerin ve bulunan verilerin büyükşehir belediyesinde yeni bir birim kurularak düzenin devam etmesini sağlamak yerine, personeller farklı kurumlara dağıldı ve yıllarca oluşan veriler ve bilgiler yok oldu. Yani kırsal alana yönelik hafıza maalesef yok oldu.”

Interview 4

Date: 21.01.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Zoning and Urbanism

Question: “6360 sayılı kanun ile deęişen yönetim yapısının kentsel ve kırsal alanlara olan etkisini lke genelinde ve Malatya zelinde nasıl deęerlendiriyorsunuz?”

Answer: “İmar konusunda olumlu gelişmeler yaşandıęı yadsınamaz bir gerçektir. Ancak, kentsel ve kırsal alanların temsili ve hizmet yeterlilięi konusunda birçok sorun yaşanmış ve yaşanmaktadır. Kırsal alanı, sorunlarını, ihtiyaçlarını bilmeyen kentsel alan yöneticileri, kırsala hizmet sunduęunu düşünmektedir. Fakat, bu hizmetler 2000 kişilik nüfusun olduęu yerleşimlere kültür merkezi yapıp, tarımsal sulama, hayvancılıkla ilgili sorunlara özüm üretmeyen şekilde gerçekleşmektedir. Yani, kırsala kentsel alan gibi yaklaşarak, sorunları özülmemiş, ihtiyacı olmayan hizmetlerle tek tipleştirilen ne kent ne kır olan tanımsız alanların oluşmasına neden olmaktadır.”

Interview 5

Date: 21.01.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Zoning and Urbanism

Question: “6360 sayılı kanun ile deęişen yönetim yapısının kentsel ve kırsal alanlara olan etkisini lke genelinde ve Malatya zelinde nasıl deęerlendiriyorsunuz?”

Answer: “Söz konusu kanunla imar konusunda büyükşehirlerde yapılan düzenlemeler genel anlamda olumlu görülmektedir. Ancak, uygulamaya geçildięinde, Malatya ilinde büyükşehir olma sürecinde yani kanunun çıktığı 2012 yılından 2014 yılında yerel seçimlerle büyükşehir belediyesi statüsü kazanma sürecine kadar geçen zamanda

bazı usulsüz imar planları yapılmıştır. Kapatılan bazı belde belediyeleri, ilçe belediyeleri yüksek yoğunluklu yapılara izin veren ve birçok tarım alanının konut fonksiyonuna dönüştüğü imar planları hazırlayıp onaylamıştır. Bu nedenle gereğinden fazla alanda, birbirinden kopuk yüksek yoğunluklu yapılar ortaya çıkmıştır. Yani, kanun imar konusunda olumlu olarak görülse de süreç iyi düşünülmemiş ve yönetilememiştir.”

Interview 6

Date: 21.01.2019

City: Malatya

Institution: Arguvan District Municipality

Question: “6360 sayılı kanunla birlikte Malatya’nın büyükşehir statüsü kazanması ve yeni görev ve yetki dağılımlarını Arguvan İlçe Belediyesi açısından nasıl değerlendiriyorsunuz?”

Answer: “Bu kanun tabi ki ilçe belediyelerini olumsuz yönde etkiledi. Arguvan belediyesi adına konuşmak gerekirse kanun öncesinde ilçe belediyesinin 4 tane merkez mahallesi varken yeni sistemde 49 mahalleye çıktı. Bu değişimden sonra, araç sayısı olsun bütçe artışı olsun tabi ki artış oldu ama bu artış yeterli olmadı. Araç sayısı, kardeş belediyesi tarafından sağlanan yardımlarla arttı. Eğer bu yardım olmasaydı yeni dahil olan mahallelere hizmet sağlanamazdı. Tarımsal verimin düşmesini bu kanuna bağlayamıyorum çünkü zaten ilçe merkezimiz de çok gelişmemiş olduğu için çok değişiklik olmadı.

Ancak 2020 yılından sonra vergilerin kent merkezlerindekiyle aynı oranda alınmaya başlanacak olması, ek bir maliyet getirecek tabi ki. Vatandaşa büyük bir yük oldu. Ama vatandaşın bir hizmet almak için belediyeye gelebilmesi açısından daha iyi köyden mahalleye dönüşen yerler için. Ama genel bir değerlendirme yaptığımızda, köy tüzel kişiliğinin kaybedilmesi kendi köylerini kalkındırabilmeleri açısından kötü

oldu. Şuan artan gelirlerle bu köylerde kalkınma sağlanır mı sağlanmaz. Sadece yapılan yeni hizmet haftada bir çöp toplamak. Bu değer mi diye sorarsanız, değmez.”

Interview 7

Date: 22.01.2019

City: Malatya

Institution: Yeşilyurt District Directorate of Agriculture and Forestry

Question: “6360 sayılı kanunun kırsal alanlara ve tarım ve hayvancılığa olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Kanun öncesinde, İl Özel İdaresi döneminde ruhsatlandırma konusunda şeffaflık vardı. Şuan, ruhsatların hangi kriterlere göre verildiği açık değildir. Yerleşim alanlarına yakın mesafede hayvancılık faaliyetlerinin yapılmasının yasaklanmasından dolayı, küçük ölçekli işletmelerde, damızlık yetiştirilmesinde azalma oluştu. Ancak, veriler incelendiğinde, hayvan sayısının yıllara göre arttığı gözlemlenmektedir. Bunun nedeni, devletin büyük ölçekli hayvancılık tesislerini desteklemesidir.

Ayrıca, mera alanlarını, kamulaştırma aracılığıyla büyükşehir belediyesi imara açtı. Bu nedenler göz önüne alındığında, hayvancılıkla uğraşan düşük gelir grupları sektör değiştirmek zorunda kalmıştır.”

Interview 8

Date: 18.02.2019

City: Malatya

Institution: Chamber of Agricultural Engineers Malatya Branch

Question: “6360 sayılı kanunun kırsal alanlara ve tarım ve hayvancılığa olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Malatya’nın da içerisinde bulunduđu bazı büyükşehir belediyeleri her ne kadar kent olarak nitelendirilseler de, geçim kaynakları ve faaliyet alanları nitelik olarak kırsal ağırlıklıdır. Fiziki yapı ve sosyo-ekonomik yapı açısından eski geleneksel yapı devam etmektedir. Zaten vatandaşların bu yapıyı terk etmesini bizler de istemiyoruz. Dolayısıyla, burada bu yapının kanun etkisiyle nasıl devam edeceğine bakmak gereklidir.

Kanunla birlikte, 30 büyükşehirin tüm sınırlarının kent sayılması ve kentsel nüfus oranının %90’nın üzerine çıkması, bahsettiğim gerçekleri göz ardı etmemiz için geçerli bir neden değildir. İkinci olarak, biz ülke olarak her ne kadar sanayi alanında ilerlemiş olsak da ağırlıklı olarak tarım ülkesiyiz. Dolayısıyla, tarım alanlarını korumak birincil önceliğimiz olmalıdır.

Bu kanunun yürürlüğe girmesiyle beraber yönetim zafiyeti oldu. Daha önce şehiri (kentsel alanı) yöneten kişiler aynı mantıkla kırsal alanları da yönetmeye kalkınca bazı doku uyumsuzlukları ortaya çıktı. Önceleri, kırsal alanların gerek yerleşim alanlarının planlanması gerekse bu bölgelere yapılacak her türlü alt ve üst yapı hizmetleri Köy Hizmetleri tarafından, daha sonra ise İl Özel İdareleri tarafından yürütülmüştür. Kanunla birlikte, İl Özel İdareleri kaldırılırken bazı görev paylaşımları boşa kaldı. Bu nedenle, hizmet de sorun da sahipsiz kaldı. Örneğin, kanunen 500 litre debinin üzerinde olan su kaynaklarının planlanması, depolanması ve dağıtılması Devlet Su İşleri’ne ait. Kanundan önce, 500 litre debinin altında kalan su kaynakları ise İl Özel İdareleri’ne aitti. Günümüzde, büyükşehirlerde kurulan Su ve Kanalizasyon İdareleri’nin görevi içme suyu ve kanalizasyon hizmetlerini yürütmek olarak tanımlanmaktadır. Tarımsal sulama hizmeti bu kurumlarca kabul edilmemektedir. Malatya’da her ne kadar bir formül geliştirerek DAP idaresinden alınan kaynaklarla bu sorunlar çözülmeye çalışılsa da, dönemsel ve geçici çözümlerle bir sonra ki dönemde sorunlar devam edecek gibi görünmektedir. Diğer konu ise, kanunla beraber kırsal alanla ilgili yapılaşma kararları da büyükşehir belediyesine bağlı oldu. Tarımsal alanlarda yürütülen faaliyetler ve yapılan yatırımlar çoğunlukla düşük gelir grubu tarafından yapılmaktaydı. Bu alanların büyükşehir belediyelerinin yetki ve sorumluluk sahasında olmasıyla, küçük ölçekli üreticinin yapmak istediği 10

koyunluk ağıl gibi bir yatırım için imar mevzuatı gerekleri istenmektedir. Bu gerekleri küçük ölçekli üreticinin karşılaması mümkün değildir. Dolayısıyla bir doku uyumsuzluğu ortaya çıkmaktadır. Büyükşehir aslında kent alanlarında yönetsel olarak bir bütünlük ön plana koyup özellikle imar uygulamalarında bir rehber olacaktır ama kırsal alanların yönetiminde bir topal ayak noktası oldu. Her ne kadar büyükşehir yasasında her türlü tarımsal yatırımlara destek verir maddesi mevcut olsa da bu uygulamada biraz keyfiyete biraz kişilerin bakış açısına göre şekillenmiş oldu. Yani şehir planlanırken kırsal alanı da aynı statüye koyarak, acil giderilmesi gereken ihtiyaçlar olmasına rağmen bu ihtiyaçlar giderilemedi.

Yeni yasayla birlikte, aslında büyükşehir belediyelerinin tanımında sadece kent yönetimi olmayıp, artık kırsal alan yönetiminin de bulunması gerekiyor. Kırsal belediyeçilik tarifinin tanınması gerekiyor. Tarıma dayalı hizmetlerin de tanımlanması gerekiyor. Bu açıdan bakıldığında, kırsal alanlar hep göz ardı edildi. Bugün dahi, yerel seçim arifesinde bile değerlendirildiğinde gönül belediyeçiliğinden bahsediyoruz ama bu dediğimiz husus hiçbir zaman göz önüne alınmıyor. Bu da büyükşehir belediyesi mantığını algılayamadığımızı gösteriyor.

Malatya özelinde değerlendirildiğinde, tarım ve hayvancılık faaliyetleri şehir merkezlerine yakın daha önce kasaba ve belde denilen yerlerde yapılıyordu. Büyükşehir belediyesi olmasıyla beraber, bu alanlarda ki tarım ve hayvancılık işletmeleri kapatılarak daha uzak ve kırsal alanlara taşınmak zorunda kaldı. Dolayısıyla maddi zorluklar nedeniyle işletmesini taşıyamayacağı için, çiftçiler tarım ve hayvancılığı terk etmek zorunda kaldı. Bu önümüzdeki dönemlerde, daha ciddi istihdam ve üretim sıkıntılarına sebebiyet verecektir.”

Interview 9

Date: 27.03.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Agricultural Affairs

Question: “6360 sayılı kanun sonrasında büyükşehirlerde İl Özel İdare’lerinin kapatılarak büyükşehir belediyelerine tarımsal hizmetlerle ilgili yetki ve görevlerin verilmesini, kırsal alanların kente dönüşmesini ve diğer değişiklikleri nasıl değerlendiriyorsunuz?”

Answer: “Malatya Büyükşehir Belediyesi Tarımsal Hizmetler Daire Başkanlığı kurulduğu tarihten bugüne kadar hiç belediye bütçesinden faydalanmadı. Çalışmalarımızı çeşitli kurumlardan alınan hibelerle yapıyoruz. Bu birimde yapılan iş genellikle çiftçiye danışmanlık hizmeti vermektir. Hayata geçirdiğimiz çeşitli projelerimiz var. Örneğin; ilçelere soğuk hava deposu, çekirdek kırma tesisi, modüler kesimhaneler, alıç sirkesi üretim tesisi vb. Kooperatifçiliği gerçekleştirip geliştirmeyi planlıyoruz.

Kanunla birlikte, köyün mahalleye dönüşmesiyle tarım ve hayvancılıkta yaşanan sorunlar zamanla çözülecektir. Yerleşimin dışında kurumların desteğiyle tarım ve hayvancılıkla ilgili modern tesislerin kurulabileceğini düşünüyorum. Yeni sisteme geçişin, yani köylülükten kentliliğe geçişin bir anda olmasından çok zamanla olacağını düşünüyorum. Köylü halk bu sisteme zamanla alışacaktır.

Diğer yandan, kırsalın boşalması yeni bir durum değil. Bu kanundan çok daha önce, Milli Eğitim Bakanlığı ve Sağlık Bakanlığı’nın bu konuda çok daha büyük rolü var. Köylerde sağlık ocaklarının ve ilkokulların kapatılmasıyla, genç nesiller çocuklarını okutabilmek için şehir merkezlerine göç etmek zorunda kaldılar. Örneğin, geçenlerde İŞKUR üzerinden 1750 kişinin üzerinde buraya asgari ücretle çalışmak için müracaat oldu. Ancak, köyde iki tane ineği olan kişi asgari ücretten çok daha fazla kazanabilir. Yani bunun sadece geçim kaynağı ile ilgisi yok. Bu durum sadece bu kanunun sorunu

değil. Köylerin boşaltılmasının en büyük sebebi Milli Eğitim Bakanlığı'nın aldığı bu kararlardır.

Ayrıca, proje yatırımları ve hizmetler için bu sistemde daha özgürüz İl Özel İdaresi ve Tarım ve Orman Müdürlükleri'ne göre. Çalışmak, hizmet etmek istersen bir engelin yok. Bu bakımdan bu sistem daha verimlidir.

Ancak, kanunda büyükşehir belediyeleri tarımla ilgili her şeyi yapar maddesi böyle kalmamalı, içi doldurulmalıdır. Ayrı bir sayfa açılması lazım ve bunu da Tarım ve Orman Bakanlığı ile ortak yapılması gereklidir. Eleman takviyesi, teknik ekipman desteği ve bütçe desteğinin olması güzel olabilir.”

Interview 10

Date: 27.03.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Road Asphalt and Infrastructure

Question: “6360 sayılı kanunla birlikte Malatya'nın değişen yönetim yapısının kırsal alanlara sunulan hizmete olan etkisini nasıl değerlendiriyorsunuz?”

Answer: “Malatya'nın büyükşehir statüsü kazanmasıyla birlikte, yol, asfalt ve altyapı bakımından yapılan işler bütçenin eskiye oranla daha fazla olmasından dolayı daha fazladır. Aynı bütçe, İl Özel İdaresi zamanında olsaydı, daha verimli çalışmalar yapılırdı. Ayrıca, belde belediyeleri kapatılmayıp, teknik ekipmanları güçlendirilseydi, hizmet kalitesi daha iyi olurdu. Örneğin, Hasan Çelebi Belde Belediyesi merkeze uzaklığı 125 km olup, kendi sistemini ve hizmetini daha iyi yapardı.

Ancak, bütçenin artmasından daha fazla sorumluluk alanı artmıştır. Kırsalın getirdiği büyük sorumluluk alanıyla birlikte borç yükü de artmıştır. Aynı şekilde, sorumluluk

sahasının artışıdan daha az teknik ekipman ve personel artmıştır. Bu durum hizmetlerde aksamalara neden olmaktadır.

Görev dağılımını eski bir İl Özel İdaresi çalışanı olarak değerlendirdiğimde, içme suyu ve kanalizasyon hizmetlerini Malatya Su ve Kanalizasyon İdaresi aldı, yol ve altyapı hizmetlerini Yol, Asfalt ve Altyapı Dairesi aldı. Ancak, tarımsal sulama hizmetini alan bir kurum yok. Bu nedenle Malatya’da bu konuda büyük bir sıkıntı yaşanmaktadır. Diğer bir yandan, ilçe belediyelerine kendi görev alanları teslim edilseydi daha iyi olurdu hizmet etkinliği açısından. Diğer konu ise, bölgelere sunulan hizmetlerde siyasi güç devreye girmektedir. Acil yapılması gereken hizmetlerin önüne siyasi kararlar geçmektedir.

Bununla birlikte, İl Özel İdaresi döneminde kırsal alanda çalışan teknik personel, uzmanlıklarından farklı birimlere görevlendirildi. Kırsal alana ve sorunlarına hakim olan bu personeller dağılınca, kırsala yönelik hafıza da yok oldu. Şu anda, kırsal alana hakim 11 mühendisten 2’si uzmanlık alanında görev yapmaktadır.”

Interview 11

Date: 28.03.2019

City: Malatya

Institution: Yeşilyurt District Chamber of Agriculture

Question: “6360 sayılı kanunun kırsal alanlara ve tarım ve hayvancılığa olan etkisini ülke genelinde ve Malatya özelinde nasıl değerlendiriyorsunuz?”

Answer: “Yeni yapıda, tarımsal üretimle ilgili büyük bir risk var. Kırsal alanlar İl Özel İdaresi’ne bağlıyken, tarımla ilgili bir birim vardı ve bütçe ayrılıyordu. Ancak bu alanlar, büyükşehir belediyesi görev ve yetki sahasına girince yeni kurulan Tarımsal Hizmetler Dairesi bu yatırımlara soğuk bakmaktadır. Tarımsal faaliyetlerde aksamalar oluşmaktadır. Malatya özelinde, tarımsal sulama yapılamayan bazı köyler bulunmaktadır. Hayvancılıkla ilgili ruhsat düzenlemesinde, yerleşim yerlerine yakın

alanlarda faaliyet gerçekleştirilemeyeceğinden ahır hayvancılığı ortadan kalkmıştır. Böyle bir durum mevcut koşullara aykırıdır. Bu bakımdan yerelin sorunları bilinmeden genel çözümler üretilmeye çalışılmaktadır. Ayrıca tarımsal alanların imara açılması da büyük bir sıkıntı yaratmaktadır. Yeni düzende, bu tarımsal alanlar daha yoğun bir şekilde imara açılmıştır. Ancak, kırsala sunulan ulaşım ve altyapı hizmetleri değerlendirildiğinde, eskiye göre daha iyi çok hizmet sunulduğu görülmektedir.”

Interview 12

Date: 29.03.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Road Asphalt and Infrastructure

Question: “6360 sayılı kanunla birlikte Malatya’nın değişen yönetim yapısının kırsal alanlara sunulan hizmete olan etkisini nasıl değerlendiriyorsunuz?”

Answer: “Yapılan hizmet kalitesinde olan artış tamamen bütçe ile ilgilidir. Ancak, bu durumu bir kenara bırakıp güncel uygulama sorunlarına bakarsak, köylere kanalizasyon ve altyapı sağlanabilmesi için, önce mülkiyet durumunun düzenlenmesi gerekir. İmar durumunun yapılması gerekir. Vatandaşın arazisinden geçirilemez. Şuan yaşanan genel aksaklıklardan biri de budur. Diğer bir yandan, eski yapı ile yeni yapı karşılaştırıldığında, şuan siyasi gücü olan bölgelerin yapılan programın dışına çıkılarak hizmet aldıkları görülmektedir. İl Özel İdaresi iken bu durum daha şeffaf ve eşitti. Ayrıca, kırsal alanların sorunları iyi bilen ve kolaylıkla çözüm üreten mühendisler ve diğer teknik personeller maalesef alakasız kurumlarda görevlendirildiler. Bununla birlikte, İl Özel İdaresi’ne kıyasla siyasetin önemli olduğu kurumda yani belediyede çalışmak, bizleri tedirgin etmektedir. Bu nedenle teknik personeller, eskiden görevlerine daha çok bağlı iken şunda bu durum söz konusu değildir.”

Interview 13

Date: 29.03.2019

City: Malatya

Institution: Malatya Metropolitan Municipality Head of Road Asphalt and Infrastructure

Question: “6360 sayılı kanunla birlikte Malatya’nın deęişen yönetim yapısının kırsal alanlara sunulan hizmete olan etkisini nasıl deęerlendiriyorsunuz?”

“İl Özel İdaresi döneminde, sanat sınıfı denilen işçiler vardı. Kurumu sahipleniyordu bu işçiler. Ancak, sendikalıları belediye istemedi. Yeni gelenler, bu kültüre sahip deęil. Aidiyet anlamında bir kopukluk oldu. İşçiler, belediyeye geçince tedirgin bir ortam oluştu. Böylece işi sahiplenme durumu olmadı.

Diđer bir konu ise, büyükşehir belediyesi ile ilçe belediyeleri arasında yetki karmaşası var. Kanunda, bazı yetki ve görevler netleştirilmemiş. Bununla birlikte, büyükşehir belediyesi ile aynı siyasi partiden olan ilçe belediyeleri kurumu kendi belediyesi gibi görüp tüm yetkileri kullanmak istiyor. Bu da yönetimde kargaşaya, hizmette aksamalara neden oluyor.

Yeni düzenin getirdiđi tüm olumlu sonuçlar tamamen bütçenin artmasıyla ilgilidir. İl Özel İdaresi döneminde bütçe kısıtlıydı.

Ayrıca, büyükşehir belediyesinin sınırsız güç ve yetkisinin olmasından dolayı, hizmet beklentileri yükseldi ve memnuniyet azaldı. Kırsal alanlardaki vatandaşlar, merkezdekilerle yol kalitesini kıyaslıyor. Bunun yanında, yatırım programlarında teknik personel karar verici mekanizma olmadığı için, yatırım ve hizmet dengesiz dağılıyor. Az nüfuslu yerleşimlere yapılan büyük yatırımlar maliyetin artmasına neden oluyor. Yani, kırsal alanlarda belediyelerin yetkili olmasıyla birlikte, siyaset de işin içine girdi. Yıllık yatırım programları yapılırken siyasetin büyük ağırlığının olduğu görülmektedir. Yapılan işler nesnel olarak deęerlendirilemiyor ve sağlıklı ihtiyaç analizi yapılamıyor.”

2. Interviews with farmers at sample neighborhoods

In order to avoid repetition, only part of the interviews with farmers is included in this thesis study.

Interview 1

Date: 27.03.2019

Place: Görgü Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Malatya’nın büyükşehir statüsü kazanmasından bir fayda görmedik. Hizmet hiç yapılmadı. Ulaşım sıkıntımız var. Siyasi gücü olan mahallelere yatırım yapılıyor. Bizim böyle bir şansımız yok. Başkan’a ulaşmak çok zor. Eskiden muhtarın ve ihtiyar heyetinin yetkileri varken, sorunumuzu kolayca halledebiliyorduk. Şimdi sesimizi duyuramıyoruz. Sorunlarımızla ne MASKİ (Malatya Su ve Kanalizasyon İdaresi) ilgileniyor, ne de diğer birimler. Sağlık sorunu da çok yüksek. Kanalizasyonla ilgili problemler çözülüyor. Vergiler artı, maddi sıkıntılar yaşamaya başladık. Bu kadar vergiyi alıyorlar ama karşılığında hizmet sıfır. Bu vergilerle, su ücreti çok yükseldi. Zaten çiftçi olarak sıkıntıdaydık. Ürün verebilecek miyiz bilmiyorum. Bu gidişle bırakmak zorunda kalırız.”

Interview 2

Date: 27.03.2019

Place: Görgü Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Artık köyden mahalleye dönüştük. Vergimizi veriyoruz. Diğer mahalleler gibi bize de hizmet sağlanacak diye heyecanla büyükşehir olmasını bekledik ama olmadı. Ne ulaşımda ne çöp toplamada ne yolların kalitesinde bir değişme oldu. Hatta eskiden ilçe belediyesi otobüs hizmeti sağlıyordu. Şimdi o da kalktı, şahıs şirketleri var artık. Köy iken muhtar ve İl Özel İdaresi ile sorunlarımızı giderebiliyorduk. Yani temsiliyet sıkıntımız var. İmarla ilgili de sıkıntılarımız var. Maddi olanağımız yok, bir çivi çakamıyoruz ruhsat almak artık çok pahalı. Kanalizasyon problemi hala çözülmedi. Verdiğimiz verginin karşılığını alamıyoruz. Yaşam maliyeti arttı. Ekinimizi veremeyeceğimiz kesin. Bu gidişle köyü beklemenin bir anlamı yok. Göçer gideriz şehire. Orada buluruz başka bir iş.”

Interview 3

Date: 27.03.2019

Place: Görgü Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Köyümüz mahalle olduktan sonra, elektrik ve su faturaları çok arttı. Ekinimizi sulayamaz olduk. Ama hizmet de yapılmıyor. Eskiden otobüs hizmeti vardı ilçe belediyesinin, ondan da mahrum kaldık. 65 yaşın üstündekilere otobüs hizmeti bedava ama biz bundan faydalanamıyoruz. Kendimizi geçindirmek için bile hayvancılık yapamıyoruz. Kokudan dolayı şikayet geliyormuş, ceza kestiler. Bizim de hayvanlara başka bir yerde bakma şansımız yok. Köyde ekin ekemeyip, hayvan besleyemeyeceksek neden duralım? Daha gelişmiş bir yerde yaşıyoruz. Orada da maddi sıkıntı çekeriz burada da. Bir fark yok. Yani, mahalle olmamız iyi mi oldu kötü mü oldu dersiniz, sıkıntılar çoğunlukta.”

Interview 4

Date: 27.03.2019

Place: Görgü Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “İmarla ilgili sıkıntılar yaşıyoruz. Evini genişletmek istesen bile büyük sorun. Faturalar çok arttı. 2023’de faturalar daha da çok artacak bu indirimli hali diyorlar. Bu faturayı ödeyemeyen onu nasıl ödeyecek bilmiyorum. Ayrıca, köyle ilgili sorunları eskiden hızlı bir şekilde karar alıp çözebiliyorduk. İl Özel İdaresi’nde çalışanlar hangi köyde nasıl bir sorun var biliyorlardı. Biz de hangi yetkiliyle görüşüp sorunumuzu anlatacağımızı biliyorduk. Şimdi, büyükşehir belediyesi çok karmaşık ve sorunumuzu duymuyorlar. Bu sorunun çözülmesi gerekli. Vatandaşın ihtiyacını yerinde görüp yerinde idare etmesini talep ediyoruz. Köyün teknik alt yapısını bilen bir yetkilinin sorunları daha kolay bir şekilde çözeceğini düşünüyoruz. Bunun dışında, devlete su parası olarak verdiğimiz paraları toplasak daha iyi işler yapabilirdik. Kayısı ile ünlü bir memlekette su probleminin çözülemiyor olması bence çok büyük bir sorun. Bu problem Çerkez Ovası’ndaki tüm köylerin problemi. Hiçbirine su desteği sağlanamıyor. İl Özel İdaresi kapanınca tarımsal destekten de mahrum olduk. Büyükşehir belediyesi yerine tarımla ilgili bir birim açtık diyor ancak biz bu köyde bir katkısını görmedik. Eski yapı gibi aktif değil. Hayvancılık bitmiş durumda. Köyde 1 kişi hayvancılıkla uğraşüyor. Teşvik etmek yerine kısıtlamalar getirdiler. Daha çok büyük projelere destek veriyorlar. Zaten zor durumda olan köylüyü iyice sıkıntıya soktu bu sistem. Parası olan büyük tesisler kuruyor, yönetim de destekliyor.”

Interview 5

Date: 28.03.2019

Place: ayırky Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Köyde ağırlıklı olarak hayvancılıkla uğraşyoruz. Bu açıdan köyümüzün mahalleye dönüşmesi bizim için kötü oldu. Çünkü hayvancılıkla ilgili bir sürü kısıtlamalar var. Ahırları kapatmak zorunda kaldık, evlere yakın diye. Böyle olunca gübreyi atacak yerimiz kalmadı. Gübreyi toprağın verimi için de kullanıyorduk, ısınmak için de. Bu açıdan işimizi çok zorlaştırdı. Bunun dışında, tarımsal sulama fiyatları çok yükseldi. Eskiden birlikler vardı. Şimdi DSİ ‘ye (Devlet Su İşleri) geçince muhatap bulamıyoruz. Hatta suyun kesilmesiyle ilgili tehdit var. Bu nedenle ürün kaldıramıyoruz. Tarım alanlarını elimizden alıyorlar. Artık büyük şirketler tarafından kiralanmaya başlandı. Bu bakımdan da mağduruz. Hazine arazileri kalmadı. Fosseptik kuyuları yerleşim alanlarına çok yakın, temizlik yapılmıyor. Bu nedenle çocuklarımız hastalanıyor. Sağlık konusu büyük bir problem bu köyde. İl Özel İdaresi varken de bir fark yoktu. Büyükşehir belediyesindeki Tarımsal Hizmetler birimi de hiçbir hizmet sağlamadı. Yol altyapı açısından da bir gelişme olmadı. Çöpler bile toplanmıyor. Mezarlıkların temizliği, park bahçe hizmetleri vs. de yok. Ulaşım servisleri ile ilgili de bir hizmet yok.”

Interview 6

Date: 29.03.2019

Place: Gözene Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Bazı hizmetler daha önce de sağlanmıyordu, şimdi de sağlanmıyor. Mesela, tarımsal sulama konusunda DSİ’de sulama birlikleri de herhangi bir hizmet yapmadı. Bölgenin coğrafi koşullarından dolayı sağlanamadığını söylediler, ancak bölgeye çok yakın çay ve barajlar var. Şuan da tarımsal sulama hizmeti sağlanmıyor. Ne MASKİ ne de DSİ bu sorumluluğu kabul ediyor. Köyümüz için bu konu çok büyük bir problem. Çünkü sulama sorunu yüzünden kan davası başladı. Her yıl bu nedenden dolayı can kayıpları yaşanıyor. İl Özel İdaresi döneminde de birkaç kişi bazı projeler yaptı, sadece kendileri yararlandı, köyün geri kalanı yine faydalanamadı. Şimdi ki sistemde ise, büyükşehir belediyesi ölçüm yapıyor ona göre boru döşüyor. Yani yolsuzluk engelleniyor. Bunun dışında, mahalle olunca elektrik ve su faturaları çok yükseldi. Ulaşım hizmeti şahıs şirketleri tarafından sağlanıyor. Kanalizasyon ve içme suyu 1980 yılında İl Özel İdaresi tarafından yapıldı. MASKİ daha önce İl Özel İdaresi tarafından yapılan boruları onarıyor. En küçük sıkıntıda bile MASKİ hemen gelip sorunu çözüyor. Yani bu konuda bir problem yok. Büyükşehir belediyesinin Tarımsal Hizmetler Dairesi’nin bir hizmeti olmadı burada. Büyükşehir belediyesinin Park Bahçe Daire Başkanlığı sadece tel örgü hizmeti sundu. Bunun dışında bir katkısı olmadı. Köyde taş ocakları var. Bu nedenle yol altyapısı sağlandı, ana yolumuz 3 tane oldu. Yeşilyurt Belediyesi çöp toplama hizmetini yapıyor. Bu konuda bir sıkıntımız yok. Metruk binaları, harabe alanlarını yine Yeşilyurt Belediyesi hızlı bir şekilde temizliyor. Köyümüz bağ evi alanı olarak geçtiği için 80 m²den küçük yapıları yapmamızda bir kısıtlama olmuyor. Belediyenin yapı denetimini yapması afet riski açısından bizim için iyi bir hizmettir bence. İl Özel İdare’si döneminde muhtarlar yetkilerini minimum düzeyde kullanıyordu. Adil olmayan, resmi olmayan alım satım durumları olabiliyordu taşınmaz alım satım yetkileri varken.”

Interview 7

Date: 29.03.2019

Place: Gözene Neighborhood, Yeşilyurt, Malatya

Question: “6360 sayılı kanunla birlikte, Malatya ilinin büyükşehir statüsü kazanmasıyla, Görgü köyünün mahalleye dönüşmesi sizi nasıl etkiledi?”

Answer: “Köyümüzün çehresi değişecek diye düşünürken bir şey değişmedi. Ev yapmak istiyoruz, ruhsat ücretleri merkezdekilerle aynı. Emlak değerleri farklı olurken, bu ücretlendirmenin de değişmesi gerekiyor. Köyümüzde hayvancılık azaldı, şartlar zorlaştı. Ruhsat almak konusunda sıkıntı çıkıyor. Yerleşim alanı içinde hayvancılık yapmaya izin yok. Bu köylünün yaşam biçimine ters düşüyor. Diğer alanlarda da coğrafi şartlar el vermediği için mümkün olmuyor. Dört tarafı baraj ve çaylarla çevrili olmasına rağmen Gözene su sıkıntısı çekiyor. Bu köyde hem yaşam maliyeti arttı. Hem topraklarımız su sıkıntısından dolayı ürün vermiyor. Hem de hayvancılık yapamıyoruz. Bu nedenle köyümüzü olanakları daha iyi olan bir yere taşısınlar. Yoksa, köyün bu durumu açık ceza evinden farklı değil.”

