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BASELINE REPORT ON DEVELOPING SERVICE STANDARDS FOR AGRICULTURAL SUPPORT BY METROPOLITAN AND DISTRICT MUNICIPALITIES

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National Expert: Halil Agah

Key Expert: Prof. Dr. H. Hakan Yılmaz

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1. Introduction

In Turkey, a pilot “Metropolitan Municipality (MM)” application was initiated in 2004 in Istanbul and Kocaeli and expanded to cover a large part of Turkey pursuant to the “Law No. 6360 on Establishment of Metropolitan Municipalities and Twenty Seven Districts in Fourteen Provinces and Amending Certain Laws and Decree-Laws” that was adopted in 2012 and took effect from the 2014 Local Elections, setting forth the inclusion of all central and district settlements within the administrative boundaries of the relevant province.

The preamble to the Law No. 6360 was stated as being able to serve in accordance with local needs and ensuring the integrity of expeditious and high-quality services with a modern municipality understanding and high efficiency. With the enactment of this Law, existing “Special Provincial Administrations” were transferred to newly established MMs; “Investment Monitoring and Coordination Departments” were established within governorships; new districts were established in various provinces as deemed necessary; central government’s share was rearranged; and legal entity status of village and town municipalities in relevant provinces were abolished.

The number of MMs in Turkey, including the newly established ones, were thus raised to 30, and a number of fundamental changes were made in the administrative structure of the villages and towns within the administrative boundaries of districts affiliated with MMs. Accordingly, village and town municipalities were merged into district municipalities (MDMs) as single “neighbourhoods” with their previous names.

In Istanbul and Kocaeli, where the application was piloted, a vast majority of the total population were living in the urban areas; according to 2012 data, the rates of urban population in Istanbul and Kocaeli were 98.9% and 93.4%, respectively. However, certain provinces in Turkey that were given the metropolitan status as of 30 March 2014 have a rural population more or less equal to the urban population. For example, in 2012, the rates of rural population were 56% in Muğla, 50% in Hatay, 48% in Van, 45% in Şanlıurfa, 44% in Trabzon, and 43% in Ordu. Thus, with the transformation of towns and villages into neighbourhoods as a result of establishing MMs in 30 provinces, approximately 10,400,000 people were directly affected (Dik E, 2019: 93).

This study aims to analyse various approaches and understandings in the delivery of agricultural services by MMs and to develop service standards, for the Activity “A.1.1.6. Developing service standards for agricultural support by metropolitan and district municipalities in rural areas” under the Local Administration Reform Phase III (LAR-III). Accordingly, rural infrastructures of MMs and MDMs and their service delivery processes were scrutinized in a holistic manner considering the legal, economic, institutional and social problem areas to form a basis for developing service standards.

Under the study, primarily the legislation related to the delivery of agricultural support services by MMs was reviewed and the coordination in the practice as well as common problems were assessed.

The baseline study allowed an analysis of the first-hand findings obtained during online meetings with representatives from relevant MMs, MDMs and central government agencies as well as through participants’ written answers to semi-structured questionnaires shared with them.

2. Legislation Framework, Institution Building and Approach to Rural & Agricultural Services of MMs

According to the Law on Metropolitan Municipalities, provincial municipalities in provinces with a population of more than 750,000 can be transformed to MMs. Currently, 30 Turkish provinces with a population of more than 750,000 have metropolitan status.

The functions, powers and responsibilities of MMs are outlined by the Law No. 5216 on Metropolitan Municipalities, Law No. 5393 on Municipality and Law No. 5018 on Public Fiscal Administration and Control.

In addition, with the Law No. 6360 on “Establishment of Metropolitan Municipalities and Twenty Seven Districts in Fourteen Provinces and Amending Certain Laws and Decree-Laws” that was adopted on 12.11.2012 and entered into force by publication in the Official Gazette of 6 December 2012, the Law No. 5216 was amended, particularly with regard to functions, powers and responsibilities. With the Local Elections on 30 March 2014, certain provincial municipalities were transformed to MMs as stipulated by the Law.

In addition to these primary laws governing municipal activities, there are numerous laws, bylaws, regulations and communiqués enacted for the governance of areas in which MM activities are undertaken.

2.1 Evaluation of Legislation

The following is a brief summary of the primary legislation:

➤ **LAW ON METROPOLITAN MUNICIPALITIES**

Law No: 5216

Adopted on: 10/7/2004

Published in the Official Gazette on: 23/7/2004

This Law covers MMs and MDMs within the boundaries of MMs and stipulates that in provinces with a population of more than 750,000, the inclusion of municipalities and villages that fall in the boundaries of an MM in the same province into the coverage of MM. Furthermore, legal entity statuses of municipalities and villages with a population of less than 50,000 were abolished. Specifically, it was stipulated to attach the villages whose legal entity status was abolished to first-tier municipalities or MDMs as a neighbourhood. Thus, assets, rights, receivables and payables of such villages are transferred to the municipality to which they are attached as a neighbourhood.

With regard to rural area and agricultural activities in respect of determination of MM activities, Article 7(i) of the Law refers to agriculture with the following wording “To ensure protection of the environment, agricultural areas and watersheds in compliance with the sustainable development principle; to do afforestation...”, but there is no provision in relation to agricultural support or rural area.

➤ **MUNICIPALITY LAW**

Law No: 5393

Adopted on: 3/7/2005

Published in the Official Gazette on: 13/7/2005

MMs also fall in the scope of the Law No. 5393 that aims to govern the establishment, organs, administrations, functions, powers and responsibilities of municipalities and their working procedures and principles.

“Functions and responsibilities of Municipality” and “Powers and prerogatives of municipality” are listed in detail in Articles 14 and 15, respectively, of the Law No. 5393 on Municipalities. In this context, agricultural support activities are included among the service areas of municipalities under the article on rural development “To take all actions and steps in order to satisfy local common needs of city residents”.

Article 69 of the Law governing the “production of plots and dwellings” provides that “...to generate zoned plots that has infrastructure, except agricultural lands...” which emphasizes primarily the protection of agricultural land. However, there is no provision for agricultural support or activities to be carried out in the rural area under this Law.

➤ **LAW NO. 5018 ON PUBLIC FISCAL ADMINISTRATION AND CONTROL**

Law No: 5018

Adopted on: 10/12/2003

Published in the Official Gazette on: 24/12/2003

The purpose of the Law No. 5018, which also incorporates the fiscal administration and control of local administrations, is to govern the structure and operation of fiscal administration, preparation and execution of public budgets, and recognition, reporting and fiscal administration of all financial transactions in order to ensure generation and use of public resources in an effective, economic and efficient manner, accountability and financial transparency in line with the policies and objectives included in development plans and programmes.

The use and control of the European Union funds and domestic and foreign resources provided to public agencies are also subject to the provisions of this Law without prejudice to the provisions of international agreements.

This Law does not include any particular provision regarding the financial aspects of agricultural activities and supports by MMs.

➤ **LAW ON ESTABLISHMENT OF METROPOLITAN MUNICIPALITIES AND TWENTY SEVEN DISTRICTS IN FOURTEEN PROVINCES AND AMENDING CERTAIN LAWS AND DECREE-LAWS**

Law No: 6360

Adopted on: 12/11/2012

Published in the Official Gazette on: 06/12/2012

This Law is related to establishment of MMs and 27 MDMs in 14 provinces and includes provisions regarding the scope of changes (for the regions whose status changed) and the transfer of responsibilities. [here]

With the enactment of the Law No. 6360, service obligations of MMs were considerably extended, including numerous responsibilities within the administrative boundaries of the province. Accordingly, functions, powers and responsibilities of MMs are as follows:

- To draw up and license land development plans and plotting plans of all scales and any and all development implementation plans in connection with the design, construction, maintenance and repair works as required by the functions and services statutorily delegated to MMs, and to exercise the powers conferred on municipalities by the Law on Squatter Houses.
- To prepare, in consultation with the district and first-tier municipalities, the strategic plan, annual targets, investment programs and accordingly the budget of the MM.
- To draw up or cause to draw up and implement a metropolitan transport master plan.
- To draw up or cause to draw up, approve and implement master plans of any scale between 1:5,000 and 1:25,000 both in the boundaries of the MM and adjacent areas, provided that they comply with the environmental plan
- To issue licenses to and inspect businesses in areas that are built and/or operated by, or are under the responsibility of, the MM.
- To set up geographic and urban information systems.
- To build squares, boulevards, avenues and main roads within MM's sphere of competence.
- To issue licenses to and inspect grade one polluting businesses, including foodstuff enterprises, to establish and operate laboratories to test foodstuffs and beverages.
- To ensure the protection of the environment, agricultural lands and watersheds, plant trees in accordance with the principle of sustainable development.
- To deal with metropolitan public transport services, and to this end, to establish or cause to establish and operate or cause to operate necessary facilities, and to issue licenses for public transport vehicles, including taxis and shuttle vehicles, on land and sea within the metropolitan boundaries.
- To provide municipal police services in areas, which are under the responsibility of or operated by MM.
- ***MMs and MDMs may take actions and deliver services to support agriculture and livestock husbandry.***
- To ensure the conservation of cultural and natural assets, historical texture and areas and functions of historical significance to the town, and to this end, to maintain and repair them and to reconstruct those, which cannot be conserved.
- To provide water supply and sewer services, to build or cause to build and operate dams and other facilities accordingly; to rehabilitate riverbeds; to market spring water and treated water.
- To build, if required, premises and facilities for health-care, educational and cultural services, to carry out maintenance of and repair works in premises and facilities of public authorities and entities used for such purposes and to provide material support.
- To build, cause to build, operate or cause to operate such places as social facilities, regional parks, zoos, animal shelters, libraries, museums, and sporting, recreational and entertainment facilities, etc., serving the entire metropolitan area.
- To build or cause to build, operate or cause to operate or issue licenses to passenger and freight terminals and indoor and outdoor parking lots.

- ***To build, cause to build, operate or cause to operate wholesale food markets and slaughterhouses of all kinds, to issue licenses to and inspect private markets and slaughterhouses to be built at locations indicated in land development plans.***

- To establish the locations of, build and operate or cause to operate cemeteries, and to provide burial services.

-To build, cause to build and operate or cause to operate central heating systems.

- To evacuate people from and demolish buildings that are under disaster risk or endanger the safety of life and property.

- To manage and develop health-care centres, hospitals, mobile health-care units as well as social and cultural services of all kinds for adults, elderly, persons with disabilities, women, young people and children, and to this end, to establish social facilities, to open and operate or cause to operate vocational and upskilling courses, to cooperate with universities, colleges, vocational high schools, public entities and civil society organizations for the delivery of such services.

- To make metropolitan-level plans and other preparations relating to natural disasters in compliance with provincial-level planning; to provide vehicle, tools and equipment support for other disaster areas, if required.

The Law No. 6360 specifically stipulates that “Metropolitan and district municipalities may carry out any activities and services to support agriculture and livestock husbandry”.

In this context, MMs started to carry out activities regarding the rural areas and agriculture and livestock husbandry with their newly established departments, such as “Agricultural Services”, “Rural Services”, within their organizations, and these activities have gradually become one of the core functions of MMs and MDMs.

Furthermore, the provision in the same section, which stipulates “to build, cause to build, operate or cause to operate wholesale food markets and slaughterhouses of all kinds, to issue licenses to and inspect private markets and slaughterhouses to be built at locations indicated in land development plans” is also important in terms of agricultural products to become more valuable in the value chain.

➤ **AGRICULTURE LAW**

Law No: 5488

Adopted on: 18/04/2006

Published in the Official Gazette: Date: 25/04/2006

This is the fundamental law regarding both the determination of policies and making arrangements required to develop and support the agricultural sector and rural areas in line with the development plans and strategies.

This Law covers determination of the purpose, scope and subjects of agricultural policies in Turkey; identification of the purpose and principles of agricultural support policies as well as **basic support programs**; determination of market regulations, funding and administrative organization in relation to the execution of such programs; making statutory and administrative arrangements related to priority research and development programs to be implemented in the agricultural sector; and implementation procedures and principles related to the abovementioned issues. Besides, goals of the determined agricultural policies is set

forth as to increase the welfare in the agricultural sector by developing agricultural production in accordance with both the domestic and foreign demand, protecting and developing natural and biological resources, increasing productivity, strengthening food safety and security, enhancing producer organizations, strengthening agricultural markets and ensuring rural development.

The aim of the applied agricultural supports is:

- i. to contribute to the solution of prioritized problems of the agricultural sector;
- ii. to increase the effectiveness of policies implemented; and
- iii. to facilitate adaptation of the sector to these policies.

Agricultural support policies are applied to programs that will meet economic, social effectiveness and productivity conditions, and support payments are made following the completion of necessary inspections and controls, depending on the nature of the identified programs.

Agricultural support instruments are as follows:

- a) Direct income support;
- b) Deficiency payments;
- c) Compensation payments;
- d) Supports to livestock husbandry;
- e) Agriculture insurance payments;
- f) Supports to rural development;
- g) Environmentally based agricultural land protection program supports; and
- h) Other support payments.

In Turkey, it is the responsibility of the central units and provincial and district organization of the Ministry of Agriculture and Forestry to implement Agriculture Law and agricultural support policies.

➤ **COMMUNIQUE ON THE SUPPORT OF AGRICULTURE-BASED ECONOMIC INVESTMENTS UNDER RURAL DEVELOPMENT SUPPORTS**

Communique No: 2020/24

Published in the Official Gazette: Date: 21/11/2020

The aim of the communique was described as to set forth the procedures and principles for increasing the income level in the rural area with due regard to the protection of natural resources and the environment; supporting SMEs to ensure the integration of agricultural production with agriculture-based industry; developing the agricultural marketing infrastructure; ensuring backward traceability; strengthening food security; creating alternative income resources in rural areas; strengthening the rural economic infrastructure; rolling out the use by producers of the new technologies developed for agricultural activities; increasing the effectiveness of rural development studies being carried out; supporting high-tech investments to contribute to building local development capacity in rural community.

The Communique comprises issued related to incentive payments to be made, with a priority given to women and young entrepreneurs, between 1.1.2021 and 31.12.2025 for investments by natural persons and legal entities in agriculture-based economic activities to ensure economic and social development in rural areas, to enhance agricultural and non-agricultural employment and to increase income and to differentiate.

In the definitions section of the communique, rural area is defined as settlements in all provinces, whose population is less than 20,000 according TURKSTAT data of 31.12.2012, whereas the rural economic infrastructure is defined as infrastructure systems aimed at developing family-run business activities, investments in apiculture and bee products, information systems and training, handicrafts and value-added products, sericulture, aquaculture, machinery for agricultural cooperatives and unions, investments in medical and aromatic plant growing. It is seen that in the communique, only the agricultural infrastructure is considered as the rural infrastructure.

Furthermore, the communique does not prescribe any issue regarding both local administrations and direct cooperation with them; the communique features the contribution to investments in both agricultural production and product value chain in rural areas.

2.2 Service Relations and Coordination Among MMs and MDMs

Service relations and coordination among MMs and MDMs are set forth in Article 27 of the Law No. 5216 as follows:

- The metropolitan municipality shall harmonize and coordinate service provision among the municipalities located within its boundaries. In the event of a dispute between the metropolitan and district municipalities or among district municipalities concerning service provision, the metropolitan council shall be empowered to pass guiding and regulatory resolutions.
- The metropolitan council shall lay down the principles governing the distribution of squares, boulevards, avenues, roads, streets, parks and sporting and cultural facilities between the metropolitan municipality and the other municipalities within its boundaries.
- The metropolitan council shall divide the metropolitan municipality's adjacent areas among the district and first-tier municipalities.
- Within the limits of its financial and technical resources, and in the light of its population distribution and the types of service concerned, the metropolitan municipality shall provide the services in such a way as to distribute them evenly between the other receiving municipalities located within its boundaries.
- One or more of the duties assigned to district or first-tier municipalities may, on the basis of a metropolitan council resolution, be performed either jointly or by the metropolitan municipality itself provided that the municipalities concerned so request and meet the cost themselves.
- MMs may develop projects and make investments in partnership with MDMs. Upon the motion of the mayor and resolution of the council, MMs may make cash or in-kind contributions to MDMs for financing the projects included in the investment program of the respective municipality, provided that the total amount does not exceed 10%

of their final budget income in the previous year and that relevant funds are allocated in the current budget.

- The metropolitan municipality may develop joint projects and make joint investments with the district and first-tier municipalities. The metropolitan municipality may provide aids in cash and in kind to district and first-tier municipalities with a view to financing projects included in the investment program of the municipality concerned, provided that such aids not exceed 10% of the metropolitan municipality's final budget revenue for the previous year and that a budget appropriation has been set aside for the purpose.

The Laws No. 5216 and 6360 set forth the issues regarding the exigency that MMs and MDMs to work in coordination with each other and the sharing of functions and powers as explained above; however, critical changes brought by the Law No. 6360 for the determination of rural areas caused various problems. Accordingly,

- The boundaries of MMs were made identical with the respective provincial boundaries, and the legal entity statuses of village and town municipalities within the affiliated municipalities were abolished;
- With the transformation of villages and towns to neighbourhoods of respective MDMs, rural settlements became dependent to MMs and MDMs for the delivery and all infrastructure and superstructure services;
- Apportionments from general budget tax revenues to municipalities were rearranged;
- It was aimed that since legal personalities of Special Provincial Administrations were abolished, major part of activities related to rural infrastructure investments be carried out by MMs.

MMs and other municipalities that are focused on serving urban settlements have difficulties in adaptation to supporting agriculture and livestock husbandry and the delivery of rural infrastructure services.

With the abolition of the legal personalities of villages, problems were encountered in undertaking compulsory and/or on-demand works defined in the Village Law No. 442, including, for example, installation of drinking water lines towards villages, establishment of roads, engineering village squares, minor repair and rehabilitation works, planting, vocational training, etc.; the income villages from lands, properties, meadows, leases became useless - certain part of such income was transferred to municipalities; new concepts were emerged, such as rural neighbourhood, rural settlement, due to problems in investments and access to services.

Given the services offered by the Central Government in cities, districts and rural areas, particularly for agriculture and livestock husbandry activities, as well as the responsibilities of MMs in this regard, the major problem has been the multi-heads in services aimed at agriculture and livestock husbandry. Furthermore, since the legal personalities of villages were abolished, an arrangements must be made to clarify sharing, among MMs and MDMs, the use of meadows, pastures, grasslands, etc. in rural areas, the use and ownership of which are governed in the Village Law.

2.3 Relations between Metropolitan Municipality Laws and Agricultural Support Activities

Since the years immediately after the establishment of the Republic, neighbourhoods, villages and towns in rural areas have been identified as structures with legal personality. Some villages have multiple neighbourhoods in their administrative boundaries, whereas there are a great number of seasonal rural settlements (hamlets, mountain houses, small houses, etc.). Villages, hamlets, summer pastures, winter quarters and other rural settlements form an integrity.

Considering these facts, implementation of the Law No. 6360 that abolished legal personalities of villages affected not only villages but also minor settlements that are deemed to be in the village concept. Accordingly, 35,831 settlements were transformed to “rural neighbourhoods”, including 1,635 town municipalities, 16,561 villages and 17,635 hamlets and isolated dwellings.

After the enactment of the Law No. 6360, MMs established the so-called “Rural Services”, “Agriculture and Livestock Husbandry”, “Agriculture and Rural Development” department within their organizations to serve to rural areas. Accordingly, they initiated studies on “direct subsidies for farmers and producers” and “indirect subsidies for farmers and producers” with regard to agriculture and livestock husbandry.

Rural areas are distinguished from urban areas based on many features, including their social structures, economic livelihood, etc. Although people try to maintain a life in touch with nature, developments and investments are mostly concentrated in urban areas.

The main function of rural settlements/villages is mostly agriculture and livestock husbandry activities. In addition, in villages within or adjacent to forests, silviculture activities, seasonal in-forest services, livestock husbandry, and family-owned businesses are common. Villages are mostly the settlements where rural population concentrates on agriculture and livestock husbandry. The concentration of industry, trade and professional people in such settlements is scarce.

The style of using physical spaces of those living in rural settlements is directly associated with their economic livelihood. As a result of the changes implemented by the Law, in villages defined as rural neighbourhoods, a barn to be built by a villager who make their living on livestock husbandry may be restricted by the Law. Carrying out such livestock husbandry activities in metropolitan areas may be imperilled, and there may be potential problems, such as transformation of rural areas where agricultural activities are carried out other than pasture areas to urban areas.

It becomes important to improve problematic technical and social infrastructures and to enhance the quality of working and life of those living in the rural.

Regarding the rural areas, the Ministry of Agriculture and Forestry prepares the so-called “National Rural Development Strategies” report to support the development policies and implementations in rural areas in Turkey. The strategies in this document aim:

- To reduce the development difference between rural and urban areas;

- To fight against adverse effects of migrations on rural areas;
- To strengthen the rural policy governance both at the central and local levels;
- To contribute the harmony with the EU acquis on agriculture and rural development in the pre-accession process (UKKS, 2015).

This study was prepared for Turkey's basic socio-economic and spatial trends and therefore is of great importance. Similarly, local administrations also make effort to establish strategies and standards for improving living and working in rural areas. In an action taken in this context, Erzurum MM has been developing systems that will ensure sustainability in agriculture and livestock husbandry in rural areas rather than supports only for the supply of inputs (seed, seedling, sapling, fertilizer, livestock, feed, etc.) for such activities. Accordingly, various activities are carried out for practical training of producers on livestock raising techniques. Among these activities are construction of watering troughs at pastures for the supply of drinking water for livestock husbandry; construction of drinking water ponds; construction of livestock trading markets, slaughterhouses, meat processing and cold storage facilities; establishment of a cold chain for milk; supply of standardized hives and other materials for the development of apiculture; vegetable production in greenhouses and low tunnels; branding in local products, and development of the value chain.

Izmir MM has been developing activities in the rural area, especially along with producer cooperatives and unions, with regard to contracted milk production, floriculture, landscape plant growing, local agricultural products, rural tourism and parent seed production.

A major part of the municipal service area that was expanded by Metropolitan Municipality Laws, which eliminated the urban vs rural difference, consists of unsettled agricultural lands, meadows, forest areas and ecologically sensitive regions. Taking this into account, the current situation is considered as follows:

- With the Law on Metropolitan Municipalities, a risk has arisen regarding productive agricultural lands, meadows and pastures that should be used for production to be included in urban area and transformed to building plots. It is considered that the Ministry of Agriculture and Forestry, as being responsible for current practices in relation to the protection of such agricultural lands, should improve its cooperation practices in actions for the lands that are planned by municipalities and used for agricultural purposes.
- Current land development legislation and planning practices may be inadequate or ambiguous for the efforts by MMs for the planning of rural areas, particularly for the activities to be carried out taking into account the necessity of maintaining agricultural production (in particular, establishment of manufacturing facilities, allowing for non-agricultural use, industrial and commercial facilities, etc.).
- In this context, since the coastal areas and meadows within the boundaries of town municipalities and villages whose legal personality was abolished cannot be protected by a legal personality, they can be allowed for "misuse", causing natural assets and country life be destroyed without due regard to the ecosystem balance.
- The Law brought forward, for those living in rural areas, a new migration wave in Turkey, which is considered to be caused by the change in the definition of the rural area. With the raise of the number of MMs to 30, boundaries of MMs

coalesced with the administrative borders of provinces, and the rural population of 10.4 million people living in towns and villages that were transformed to rural neighbourhoods became urban population (UKKS, 2015)

- Accordingly, the population living in metropolitan areas increased significantly. As of 2020, approximately 77.9% of the country's population is living in metropolitan areas.
- The Law No. 6360 caused MMs to restructure their organizations to include such Departments as "Rural Services", "Agriculture and Livestock Husbandry", "Agricultural and Rural Development", etc. for delivering services to rural areas. Accordingly, they initiated studies on "direct subsidies for farmers and producers" and "indirect subsidies for farmers and producers" with regard to agriculture and livestock husbandry.

Furthermore, to eliminate the problem caused due to considering the neighbourhoods in city centres in the same status with the distant neighbourhoods that were transformed from villages but maintain their rural settlement characteristics, the Law No. 7254 published in the Official Gazette of 16.10.2020 issue 31276 allowed MMs to define such neighbourhoods as "rural neighbourhoods" or "rural settlements", taking into account their socio-economic status, distance from city centres, accessibility to municipal services and whether they maintain their rural settlement characteristics.

In this context, regarding the needs of these settlements for infrastructure and especially, transport, water supply and waste management, MMs are continuing their efforts for the delivery of services and take necessary measures accordingly. However, the cooperation among Provincial and District Directorates of Agriculture and MMs becomes more of an issue for maintaining support systems, which are required particularly for agricultural production and livestock raising, in a smooth and uninterrupted manner.

Many changes were made, notably the abolish of legal personalities of villages, assignment of MMs for the delivery of services, change in the ownership of common areas in villages.

In general, structural problems include low agricultural productivity in rural areas, skews in the land ownership structure, inadequacy of social infrastructure, attractiveness of urban in terms of living and job opportunities, low income and lack of social security in the agricultural sector, and rural poverty.

3. Baseline Agricultural Support Activities

In Turkey, rural development and agricultural support mechanisms are implemented by the central government, namely the Ministry of Agriculture and Forestry, for real persons who are living in forest settlements (villages and neighbourhoods) in rural areas and registered with the “Farmers Registry System”.

The budget allocated for supports by the Ministry of Agriculture and Forestry is presented in Table 1. These supports amount to approximately 22 billion TRY annually and may also be granted to producers operating within the boundaries of MMs.

Table 1. Agricultural Support Budget (million TRY)

Subject-Matter of Support	Support	Budget (at prices) current	
	2019	2020 ⁽¹⁾	2021 ⁽²⁾
Field based Agricultural Support (Diesel oil, Fertilizer, Seed, Seedling, Sapling, etc.)	4,439	5,287	5,199
Compensation Payments (Plant Quarantine, Potato Wart, Tea Trimming Compensation)	264	307	307
Deficiency Payments (Cereals, Pulses, Tea)	4,590	5,842	5,915
Livestock Husbandry Support Payments	4,693	6,862	6,304
Supports to Rural Development	1,063	1,436	1,750
Agricultural Insurance Supports	1,019	1,140	1,250
Other Agricultural Payments	904	1,095	1,276
TOTAL	16,972	21,969	22,000

Source: Ministry of Agriculture and Forestry, Ministry of Treasury and Finance, Strategy and Budget Department.

(1) Estimation

(2) Program

Agricultural supports granted by MMs for agriculture and livestock husbandry in their respective service coverage areas are given in Table 2.

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Table 2. Progress of Agricultural Transfers to Households by Metropolitan Municipalities

000 TRY	2015	2016	2017	2018	2019	2020*
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Agricultural Transfers to Households	5,797	8,367	6,588	6,189	1,194	1,247
Total Transfers to Household	853,434	987,721	1,017,716	1,279,506	2,104,872	1,743,441
Total Expenditure	35,130,964	45,389,187	56,690,752	65,139,573	59,490,789	40,763,343
Share of Agricultural Transfers (%)						
Within Transfers to Households	0.679	0.847	0.647	0.484	0.057	0.072
Within Budget Expenditures	0.017	0.018	0.012	0.010	0.002	0.003

As is seen in the table, amount of supports by MMs that corresponds to less than 0.02% of their budget expenditures has significantly decreased as of 2018. It can be said that the share of support amount within total expenditures of MMs are negligible.

In Turkey, before the establishment of MMs, “local administrations” were only responsible for “municipal” services within the support mechanism aimed at producers in rural areas. Development of production, improving living condition and increasing the welfare of producers in rural areas were under the responsibility of central government units located in provinces, districts and even villages.

With the MM model, which is one of the initial steps for the implementation of principles of decentralisation and decentralized administration, certain agencies that are responsible for agricultural supports to those living in rural areas are incorporated in MMs and other municipalities, and accordingly, the services are transferred to MMs and other municipalities under a new institutional structure. In this context, Regional and Provincial Directorates of the General Directorate of Village Services were incorporated into either Special Provincial Administrations under Governorships or in the case of provinces where MMs were established, organizational structures of MMs. Similarly, Water and Sewerage companies affiliated with MMs are assigned for the management of water and wastewater services.

In this structure, it became inevitable to establish standards for the activities aimed at rural areas, in particular those within their functions and responsibilities for agricultural support, being carried out by MMs, abovementioned water and sewerage companies and provincial and district representatives of central government.

In this context, to identify the current status online meetings were held with relevant units of MMs, which were assigned for the establishment of the service standards of MMs and MDMs for supporting agricultural activities, MDMs and representatives from provincial and district units of central government agencies; during these meetings, semi-structured questionnaires were forwarded to participants, and their written answers were taken.

11 municipalities participated in the online meetings and in addition, seven municipalities answered the semi-structured questionnaires. Furthermore, an online meeting was held with representatives from central government. In this context, the notes from online meetings and answers to semi-structured questionnaires were compiled; issues regarding budget and investment planning processes and then answers to infrastructure investments and rural development are presented below.

In this study, detailed information was gathered through the questions under three main topics (Budget and Investment Planning Process; Infrastructure Investments and Rural Development; and Agricultural Support Activities) in the questionnaire attached in Annex 1.

On the other hand, during the meetings with relevant municipalities, it was observed that certain municipalities had drafted regulations in this regard and they were trying to establish and implement standards for supports to citizens, who were living in rural areas and engaged in agriculture and livestock husbandry. As an example, the “Regulation on Agricultural Supports and Activities” of Aydın MM is attached in Annex 2.

At the meeting held on 24 February 2021, the participants were the representatives from Departments of Rural Services and Agricultural Supports of Metropolitan Municipalities, District Municipalities and Water and Sewerage Administrations. In addition, face-to-face conversations were held with officials from certain municipalities, and answers to questionnaires were consolidated and evaluated. In this context, the findings, particularly with regard to “agricultural support services”, are given below in main topics:

1. **One of the prominent issues in agricultural support services by MMs** is “to determine the support activities in accordance with the needs of the region and to give sufficient support by a single institution”. In addition, lack of cooperation culture in institutions’ respective strategic planning efforts in relation to agricultural supports may result in duplications in their activities and overlaps with activities/supports of other institutions.
2. **It was determined that there is no common practice/standard in agricultural support activities carried out by MMs.** For agricultural supports given by MMs, there are a number of pre-requisites, such as the necessity for being registered with the annually renewed “Farmers Registry System” (ÇKS) established by the Ministry of Agriculture and Forestry; being residing in a settlement in rural areas; having a land with a certain size or not exceeding a certain limit; earning a livelihood only from agricultural activities; being registered with the local Chamber of Agriculture; having a certain infrastructure (such as having a milk cooling tank) determined for the support.

On the other side, certain MMs transform the standards they have prepared on local development into regulations and implement them. However, they do not share such standards and regulations with other MMs in similar conditions nor they sufficiently coordinate for joint activities.

3. **Various applications covering the entire province or sub-regions/districts in determining support programs on agriculture and livestock husbandry,** are mostly carried out taking into consideration the geographic conditions of the region. For

example; it is preferred to support, for Chios sheep, businesses and producers in lowlands rather than regions in high altitudes, and for cereals, the regions where cereal is grown. Besides, activities in relation to heirloom, cooperativization are carried out to cover all the province.

4. **Cooperation with relevant Provincial Directorates and central government agencies has never reached at the desired level.** However, joint activities are carried out with Provincial and District Directorates of the Ministry of Agriculture and Forestry, Chambers of Agriculture, MDMs and from to time, Universities, even if not at the desired level. No system was established for cooperation.
5. **In determining priorities for implementation of agricultural supports,** among groups and issues considered are “various groups, including victims, disadvantaged groups (women, people with disabilities), small family-run businesses and youth” and “agricultural potential, climate and needs of the settlement area as well as the results of feasibility studies carried out to ensure the development; demands from the producers and the issues considered there is a need, demands from other public institutions, cooperatives, and neighbourhood masters”. In this regard, MMs should establish transparent and easy-to-understand systems for prioritizing the agricultural supports they will provide and accordingly determining the beneficiaries. When establishing such a system, all participants and various groups should be involved in the process.
6. **Regarding the regulations, internal circulars, standard agreement templates, monitoring and evaluation procedures aimed at managing relations with final beneficiaries in the preparation and implementation of agricultural support programs,** beneficiaries are asked to sign a commitment letter stating that they may not use the relevant support for other purposes; for the supports provided to legal entities (e.g., cooperatives), agreements and protocols are signed to identify the right to use the relevant movable or immovable assets as well as to make certain that the agricultural equipment or facility is owned by the MM. The relevant resolution of the MM council is among other significant documents. Certain MMs implement their activities in accordance with support-related regulations of own issue. However, during the conversations and meetings, it was understood that there was no standardization for regulating or guiding the practices.
7. **In activities related to sustainable development, climate change, emission reduction, water-saving systems, afforestation under agricultural support programs,** supports are mainly provided for local products, structures for making use and storage of existing waters, construction of ponds to supply water for livestock and irrigation, establishment and activities of cooperatives; furthermore, in-kind contributions are made, such as supply of fruit saplings, forage crops and vegetables seeds and local seeds, supply of main input materials for apiculture and livestock husbandry, investments for small irrigation systems and efficient use of irrigation water, maintenance & repair works that farmers cannot afford to ensure water saving, reduction of water losses and reduction of costs related to distribution and use of water.

8. **In the context of supports for rural development**, the activities are carried out with a focus on seeds, forage, fertilizer, greenhouse cultivation, apiculture, agricultural irrigation supports, sapling supports, apiculture activities, small irrigation facilities, construction of ponds, and drinking water ponds for livestock, milk tanks, livestock, production, branding and marketing of local products, cooperativization and training of farmers.
9. **In the context of activities, particularly that support the participation of women, youth and people with disabilities in production, under rural development projects**, municipalities provide services to all their citizens on the basis of the principle of equality but with positive discrimination to women, youth and people with disabilities. The supports are particularly focused on women's participation in production and increasing their welfare level, enabling them to contribute to their family income, and putting products of women's cooperatives into good use.
10. **With regard to agricultural support, apart from the supply of materials, there are also various activities aimed at providing training and technical information to beneficiaries on harvesting, storage and marketing.** In this context, technical staff of Municipalities deliver on-site theoretical and practical training to provide technical support for the process from preparation of gardens/orchards to the harvest for the forage crops seeds and fruit saplings supplied to ensure and support sustainable [agricultural] production and rural development. Moreover, technical supports are provided for the packaging, storage, marketing of the products produced by farmers and for expanding their product range. Also, various activities, such as training of farmers, neighbourhood meetings, are carried out to provide technical support in line with demands from local people.
11. **No cash contribution is made for agricultural production.**
12. **Activities to support agriculture and livestock husbandry** include supports to improve farms (irrigation system, land improvement, orchard/vineyard, milk collection tank, repair of barns/yards, supply of livestock, etc.) and establish common use facilities (ponds to supply water for irrigation and livestock, land aggregation, facilities for livestock drinking water (watering trough), meadow improvement, livestock market, etc.). In addition, for maintenance and repair of agricultural irrigation facilities as well as other works that require heavy equipment, Municipalities provide support with the heavy equipment available in their parks.
13. It is observed that **there are differences in practices of institutions and organizations for the support of agriculture and livestock husbandry activities.** For example, in cooperativization efforts, Municipalities provide support only for preparation of articles of association, training on cooperativization and use of goods and materials on the basis of a protocol and thus, differ from other institutions. Similarly, they may provide support, at various scales, for products determined to be compliant with ecology and sub-regions.
14. It is considered important **to develop a standard system for such activities as production, harvesting/storage, product processing/packaging and sales and marketing with regard to agricultural supports.** Specifically, certain privileges may be

granted to municipalities in licensed warehousing. When certain products are sold at a price far below their cost due to surplus supply or shrinking demand, arrangements can be made for such products to be processed only by cooperatives to regulate the market. Furthermore, effective activities may be carried out based on arrangements that include investment planning, incentives and exemption issues under a cooperation mechanism among municipalities and cooperatives.

The responsibilities undertaken by MMs regarding agricultural support and expectations of beneficiaries are increasing day by day. Particularly, since the sector is highly prone to external adverse effects (drought, heavy rainfall, frost, price fluctuations, prices of inputs procured in foreign currencies, etc.) and since producers have a low capacity to take a risk and organize for adopting innovations, as is case elsewhere in the world, dependency of the sector on supports increases. Accordingly, people engaged in agricultural production can stand only with supports. At this point, it becomes important to establish certain standards on supporting producers who live and make production at rural areas that are under the responsibility of MMs as well as the sectors that are processing agricultural products.

Among important issues when determining agricultural supports are products, production technology, region and sub-regions, natural resource structure, and nature of the product. Besides, various subjects, such as being an individual producer, organizational structure (if any), impact of an activity on the value chain, regarding agricultural supports should be assessed and weighing mechanisms should be developed and implemented in line with targets to be determined for each subject.

4. Conclusion

The Law on Metropolitan Municipalities has various impact at many points on people in rural areas. There have been consequences that affect more or less the neighbourhoods and people in rural areas due to new arrangements, including expanding the purview of MMs to administrative provincial borders, transfer of special provincial administrations to MMs, abolishing legal personalities of towns and villages and transforming them to neighbourhoods, and redistribution of functions and responsibilities of MMs at different levels.

In this context, since a wide range of services offered to rural areas will be provided by MMs in this approach, the rural population will be able to receive more organized and higher quality services from a single source. However, there are different practices for the following issues: the effectiveness of outreach of MMs to rural areas; determining all the needs and improving living conditions in rural areas; providing necessary support to increase the level of development and the household income per unit area; and access to necessary services. There are also similar differences in relations and joint activities with central government. Certain MMs work more closely and in coordination with provincial and district directorates of various ministries, whereas some others may experience problems due to overlapped services.

Apparently, MMs segregate in various subjects, such as size of the rural population, the rate of this population in overall population, distance of rural areas to city centre, situation of existing agricultural infrastructure and the required agricultural infrastructure, and this creates differences in practice and the rate of population served. The lack of a common approach is not only related to agricultural support activities being implemented to ensure the effective and efficient use of limited resources but also related to prioritizing the necessary agricultural infrastructure investments on a sector and/or project basis. It is important to determine prioritization criteria for opting for a project, particularly among competitive ones.

When the practices of different countries are examined in terms of the establishment of a certain standard on the activities in rural areas, particularly regarding agricultural support, to be carried out by MMs in coordination with the Central government agencies, there are good examples in this regard, particularly in several EU member states. In this context, it is observed that in Spain, there is a clear service differentiation particularly among local administrations and central government units.

During meetings with officials from Barcelona Municipality in Spain, it was learned that they mainly provide “indirect” supports to producer unions in rural areas for processing agricultural products, branding their products, marketing in the national and international markets, enhancing the product quality and awareness-raising and to young farmers for land acquisition.

Direct cash contributions to producers are made by central government agencies and mainly financed by EU funds. Aside from cash contributions made to producers in rural areas, various projects are carried out for construction of rural roads, irrigation water supply, installation of water main and waste management by central government agencies in line with certain programs and in coordination with local administrations. In this approach, “efficient” and “social” projects are opted for after determining needs in a certain region and assessing

priorities given to these needs. Moreover, the approach considers “climate change” and “consolidated” projects.

In Portugal, there is a similar practice and approach, through which local administrations carry out regional activities in rural areas for developing the infrastructure for agricultural production and increasing the agricultural productivity in coordination with the central government. In addition, it was observed that with a “from field to fork” approach, the system is designed to cover the entire value chain till the final consumer, and standardized activities are carried out accordingly.

In Slovenia and Croatia, activities are prioritized and funded at the national scale by the relevant ministry at the central level. Supports to local producers are provided through support instruments determined mostly in line with the Common Agricultural Policy. Accordingly, large-scale producers receive direct supports (on the area of livestock basis) from the central government (Ministry of Agriculture), whereas small-scale producers and local producer unions/cooperatives receive indirect supports from local administrations. These supports are planned in a way to avoid any overlaps, to increase operational productivity and to consider targets for climate change, biodiversity, training as well as European Union Green Deal in the long-term.

To increase the welfare and income of those living all rural settlements within MMs and to improve their living conditions, necessary basic principles should be determined and decisions specific to local areas should be taken with the participation of all stakeholders.

Regarding such basic principles and relevant objectives, it can be said that:

- Opinions of local community should be considered in planning and development works.
- An extensive need assessment study should be carried out to determine actual needs at the local and to ensure integrity with the supports from central government.
- Budgets of support services should be prepared on an activity and project basis in line with the determined targets, and funds should be allocated accordingly. When determining budgets, the rural are served by the MM, its potential, number of beneficiaries and supports from central government agencies should be taken into account. Moreover, sponsors and foreign financing resources should not be ignored.
- Policies to be developed should comply with the social structure of the region.
- The role of women and disadvantaged groups should be supported.
- Rural infrastructures should be improved.
- Inclusion in social life should be increased.
- Rural economic activities should be diversified.
- Efficient use of agricultural lands should be ensured.
- Level of knowledge and organizing of producers should be enhanced.
- Continuity of rural culture should be ensured.
- Traditional country architecture should be protected.
- Natural areas and historical values should be protected.

The practices for improving living conditions of the population in the “neighbourhoods” in rural areas and providing “support” services for agriculture and livestock husbandry are different in 30 MM. MMs are mostly focused on in-kind supports (seed, fertilizer, seedling, sapling, agricultural equipment, livestock, etc.) and market development activities rather than direct supports on an area basis provided by the Ministry of Agriculture and Forestry. In this context, priority is given to organization/cooperativization of producers and, particularly, activities that put hand works of women into good use.

However, there should be certain common approaches in practices of MMs since they are not adequate in terms of accurate identification of beneficiaries, development of strategic plans rather than short-term (1 or 2 years) applications, providing supports for implementation of plans, transfer of know-how on production, identification of new potential products, planning on a micro basin level.

On the other side, it is known that municipalities do not have sufficient expertise regarding agricultural services and support standards. It was easy to observe during meetings and evaluations that municipalities require a structural adjustment in this regard. In this respect, it is important to make legislative arrangements that include regulation and implementing systematics in a way to cover all parties with regard to supporting hand works and agriculture and livestock husbandry and apply these arrangements in similar activities to be carried out by MMs.

Sale or lease of meadows, pastures, fields, etc. that belong to “legal personality of villages” based on the authority of municipalities, one of the most significant common structural problems of rural neighbourhoods, adversely affects the agriculture and livestock husbandry activities in rural area settlements. At this point, legislative arrangements should be introduced to protect rights of those who are engaged in agriculture and livestock husbandry in rural areas. In addition, it is considered inevitable that arrangements regarding land development plans should be made in a way not to prevent investments in product processing, usage and livestock husbandry and that importance should be attached for the protection of investment rights in this subject.

It is important to establish standards required for planning of agricultural supports to be provided in rural areas, preventing waste of resources, determining levels for services, determining service needs, and ensuring optimization of supports to be provided.

It is important to reach a common understanding, through meetings to be held with the relevant units of the Ministry of Agriculture and Forestry, which is the primarily assigned with regard to agricultural supports at the national level, in the evaluations regarding this restricted task delegated to the MMs by the Law, taking into consideration the strategies for the implementation of agricultural support services by municipalities.

It is considered inevitable that harmonization approaches regarding these practices should be evaluated by MMs and related institutions and organizations and that a standard approach should be established for the implementing units of the MMs with contributions from all stakeholders.

Annexes

Annex 1

QUESTIONS RELATED TO DEVELOPMENT OF STANDARDS ON MUNICIPALITIES' RURAL INFRASTRUCTURE INVESTMENTS AND SERVICES IN SELECTED SERVICE AREAS

Dear Representatives,

With the activities "A.1.1.6. Developing the service standards ensuring the Metropolitan Municipalities and its District Municipalities to use 10% of their investment budgets for the infrastructure works in rural areas" and "A.2.2.1 Developing and implementing local service delivery standards in order to simplify the processes for service provision" under the Local Administration Reform Phase III (LAR-III), it is aimed to implement an effective local service delivery and determine service standards based on the examination of the rural infrastructure and service delivery processes in municipalities.

This questionnaire was prepared, taking into account the main activities carried out by our municipalities, to provide a guidance for developing standards for infrastructure investments and provision of related services as well as for agricultural support activities carried out by municipalities. The sections A "Questions for Budget and Investment Planning Processes" and B "Questions for Infrastructure Investments and Rural Development" are aimed at developing the service standards ensuring the municipalities to use 10% of their investment budgets for the infrastructure works in rural areas, whereas section C "Questions for Agricultural Support Activities" is aimed at developing standards for services in rural areas.

In the Regulation on Coordination Centres of Metropolitan Municipalities, infrastructure is defined as **"Drinking water and sewerage projects; electricity, natural gas as well as telecommunication projects, including telephone, cable television connection lines, etc.; light rail public transport and metro projects; thermal heating and energy supply projects; and similar rail public transport systems and roads and coatings"**. When answering the questionnaire, it is important to take into account the infrastructures established by your Municipality for rural areas among the listed ones.

Thank you in advance for your valuable contribution to our study.

PERSONAL INFORMATION

Full Name :

Name of Institution/Municipality :

Unit in which You Work :

Your Position

:.....

QUESTIONS

A. QUESTIONS FOR BUDGET AND INVESTMENT SCHEDULING PROCESSES

1. What is the course of investment planning, implementation and monitoring processes in your municipality and affiliated administrations?
 - Are there any documents, such as guidelines, instructions, etc., that provide guidance for the project preparation and evaluation stages?
 - Is there any structure for inventory management? If not, what are tools/decision making processes that provide guidance in determining needs for investments, such as maintenance/repair, servicing/replacement, etc.?
 - Are there any feasibility studies carried out for projects? If not, is there any pattern, such as information form/card? What information is included in feasibility studies or project information forms?
 - Is there any decision-making mechanism/criteria set, etc., developed for prioritizing projects? If yes, please explain.
 - How do demands and contributions from neighbourhoods in rural areas taken in the project design and selection processes? Please explain issues, such mechanisms and period for collecting demands, how is participation ensured, etc.
2. Are there any schedules, procedures and principles or provisions for preparation of Investment Programs by metropolitan, province and district municipalities in the Law No. 5216 or secondary legislation?
3. Do you prepare investment programs? If yes, are such programs announced and brought to the attention of the public? Is this program appropriate for mid-term (3-5 years) budgeting? What is the basic information on the project (name, duration, characteristics, cost, allowances extending to years, etc.) included in the investment program?
4. Article 25 of the Law No. 5216 stipulates that “Budgets of metropolitan and district municipalities are negotiated at the MM council in the same meeting period and resolved collectively and resolved published as a single budget”. In this context, do you think that budgets of MMs and MDMs can be prepared in conformity? If not, what are the main problems?
5. Does AYKOME, the operation procedures and principles of which are set forth by the Law No. 5216 and the Regulation on Coordination Centres of Metropolitan Municipalities, operate as stipulated in the legislation? What problems are faced in this regard? Are the large-scale projects carried out by central government agencies (KGM, DSI, etc.) being sufficiently discussed in the council?
6. Are there any periodical coordination meeting held by YIKOB with the participation of relevant institutions? If yes, could you please give information on the period, procedures and principles, participants, etc. of such meetings?

B. QUESTIONS FOR INFRASTRUCTURE INVESTMENTS AND RURAL DEVELOPMENT

7. Are there any preestablished general standards on areas in which you offer infrastructure services? Which institutions (relevant ministry, TSE, municipality, governorship) establish such standards?
8. What are the most significant issues in making infrastructure investments and offering infrastructure services? (Problem regarding land use, changes in land development plans, insufficient allowances, inability in planning and programming, lack of qualified personnel, giving priority to densely populated areas, lack of coordination between relevant institutions, political conflicts, etc.). What do you recommend to overcome such problems?
9. Is the provision stipulated in Transitional Article 24 of the Law No. 6360 to allocate at least 10% of the investment budget for rural infrastructure investments being observed when preparing investment programs? If not, what are the reasons? Please answer this question considering the definition of “infrastructure” given on page 1 (Topics on water, sewerage and irrigation must be answered only by the those from Water and Sewerage Administrations).
10. Is there an inventory study carried out to measure what portion of the investment budget is currently being used for this purpose? Which investments do you consider as infrastructure investment when meeting the abovementioned 10% criterion imposed for infrastructure investments? Do you think those investments comply with the definition of “infrastructure” given on the 1st page?
11. Have you received any request for reporting the expenditures made under the aforesaid 10% criterion? If you receive such a request, can you prepare a statistical report on the expenditures in the last 6 years under the mentioned provision?
12. What criteria are used to consider a settlement as rural area when applying the mentioned provision of the Law? What problems are faced in identifying rural areas?
13. Is there any decision taken for which investments be considered as rural infrastructure investment, or is there a definition currently used for this purpose?
14. In this context, for which rural infrastructure investments (drinking water, sewerage, roads, agricultural infrastructure, etc.) are resources mainly allocated? What criteria are you currently using for prioritizing requests?
15. In what areas you have completed rural infrastructure investments in the last 6 years? In what areas you planned to make rural infrastructure investments in 2021?
16. Do you have knowledge on KIRDES project? Do you have any supports provided, or projects carried out, under KIRDES?
17. What criteria can be used to prioritize rural infrastructure projects properly? (Effected population, acreage, access to basic and universal services, rural area conditions, project cost, social benefits to be achieved, increase in productivity, etc.)
18. What projects with a family-, women- or children-theme are carried out in rural areas by your Municipality?

19. How is the coordination among relevant institutions (MM, MDMs, KGM, DSI, YIKOB, etc.) ensured in the execution of infrastructure investments and delivery of services? Are there any rules/geographic borders/thresholds/protocols etc. defined by legislation? Or else, customary practices and informal processes are applied?
20. Do you think that sharing of functions among MMs and MDMs function well in the execution of infrastructure services in rural areas? Should services/works and processes undertaken by MMs and MDMs be defined clearly by laws or regulations? Should MDMs be given more power for infrastructure services (provided that their income is increased)?

C. QUESTIONS FOR AGRICULTURAL SUPPORT ACTIVITIES

21. What are the most significant problem areas in offering agricultural support services? What are your recommendations for solutions?
22. Does your municipality have any standard(s) applied to its agricultural services? If yes, how did you establish such standards?
23. Are there any different practices applied to cover the entire province or certain sub-regions/districts when determining support programs on agriculture and livestock husbandry in rural neighbourhoods?
24. What is the level of cooperation with relevant Provincial Directorates and central government agencies when determining agricultural supports?
25. How do you determine the priorities for the implementation of agricultural supports?
26. Are there any regulations, internal circulars, standard contract templates, monitoring and evaluation procedures set out by your Municipality for managing relations with final beneficiaries in preparation and implementation of agricultural support programs?
27. Are there any activities towards sustainable development, climate change, emission reduction, water-saving systems, afforestation etc. included in the implementation of agricultural support programs? If yes, what are these activities?
28. What areas do you focus most in the context of rural development supports executed by your Municipality? (supports for agriculture and livestock husbandry, such as supply of seed, forage, fertilizer; agricultural equipment; direct cash contributions, supply of livestock, support for product procurement and marketing, etc.)
29. Do you have activities to support further involvement of women, youth and people with disabilities in production in your rural development projects?
30. Are there any activities aimed at providing training and technical information to beneficiaries on harvesting, storage and marketing, apart from the supply of materials with regard to agricultural support?
31. Are there any cash contributions for agricultural production? If yes, what is its share among overall cash contributions?

32. Do activities to support agriculture and livestock husbandry include supports to improve farms (irrigation system, land improvement, orchard/vineyard, milk collection tank, repair of barns/yards, supply of livestock, etc.) and establish common use facilities (ponds to supply water for irrigation and livestock, land aggregation, facilities for livestock drinking water (watering trough), meadow improvement, livestock market, etc.)? If yes, could you specify these activities?
33. Does your municipality pay attention to differentiate its supports for agriculture and livestock husbandry activities from practices of other institutions and organizations? Is there a certain system to apply this in villages (rural neighbourhoods)?
34. Would it be beneficial to develop a standard system for activities aimed at production, harvesting/storage, product processing/packaging and sales and marketing with regard to agricultural supports. If yes, what are your recommendations for identification of beneficiaries, duration of activity, determination of diversity, etc.?

Annex 2

Agricultural Supports and Activities Regulation of Aydın Metropolitan Municipality

T.R.

AYDIN METROPOLITAN MUNICIPALITY

REGULATION ON AGRICULTURAL SUPPORTS AND ACTIVITIES

CHAPTER ONE

Purpose, Scope, Basis and Definitions

Purpose

ARTICLE 1 – (1) The purpose of this Regulation is to lay down the procedures and principles for the activities and service types of the Metropolitan Municipality for the supports to be provided for the following issues with regard to agriculture and livestock husbandry activities within the provincial borders of Aydın:

- a) In order to increase the productivity and/or quality: implementation and development of environmentally-friendly, sustainable agricultural activities, establishment of infrastructure for and modernisation of agricultural production, ensuring food safety and traceability, use of renewable energy resources for agricultural purposes, obtaining products that comply with standards through contracted production;
- b) From an economic perspective: planning in agricultural production, studies that increase market values of products, creating alternative sources of income in rural areas, encouraging young farmers for entrepreneurship and increasing their income level, including disadvantaged groups in production activities;
- c) From a cultural perspective: protection, generalisation and promotion of traditional production methods and local gene pools;
- ç) From a human perspective: organization of training meetings to develop agricultural production, providing information and encouraging for new production techniques, providing farmers with meteorological data and necessary information that are important for agriculture.

Scope

ARTICLE 2 – (1) This Regulation covers all kinds of activities and services to be undertaken by the Metropolitan Municipality to support agriculture and livestock husbandry.

Basis

ARTICLE 3 – (1) This Regulation is prepared based on the authority stipulated in Article 15(b) of the Law No. 5393 of 03 July 2005 on Municipality and on Article 7 of the Law No. 5216 of 10 July 2004 on Metropolitan Municipalities.

Definitions

For the purposes of this Regulation, the following definitions shall apply:

- a) In-kind support shall mean the goods and material assistance to be delivered to farmers and agricultural legal entities within provincial borders of Aydın based on needs assessments and needs of applicants;
- b) Ministry shall mean the Ministry of Agriculture and Forestry;
- c) Metropolitan Mayor shall mean Aydın Metropolitan Mayor;
- ç) Metropolitan Municipality Council shall mean Aydın Metropolitan Municipality Council;
- d) Metropolitan Municipality shall mean Aydın Metropolitan Municipality;
- e) Farmers Registry System (ÇKS) shall mean the agricultural database established by the Ministry that records the farmers;
- f) Farmer shall mean natural and legal persons engaged in crop or livestock production either permanently or at least for one production or cultivation/raising period as an owner, tenant or sharecropper;
- g) ÇKS certificate shall mean certified document received from the registered chamber of agriculture within provincial borders of Aydın to indicate information of farmers available in ÇKS;
- g) Head of Department shall mean the Head of Department of Agricultural Services of Aydın Metropolitan Municipality;
- h) Department shall mean the Department of Agricultural Services of Aydın Metropolitan Municipality;
- ı) Disadvantaged group shall mean women, veterans, relatives of martyrs and people with disabilities as well as real persons the age range of whom is specified by the Project Evaluation Commission, who are not included in the youth group, who are residing or want to reside in rural areas within the provincial borders of Aydın, and who are engaged in or want to engage in agricultural activities;
- i) Young farmer shall mean real persons aged 18-41, who are residing or want to reside in rural areas within the provincial borders of Aydın, and who are engaged in or want to engage in agricultural activities;
- j) Assistant Secretary General shall mean the Assistant Secretary-General in charge of the Department of Agricultural Services of Aydın Metropolitan Municipality;
- k) Secretary General shall mean the Secretary General Of Aydın Metropolitan Municipality;
- l) Provincial/District Directorate shall mean the Provincial/District Directorates of Agriculture in Aydın and its districts;
- m) Rural area shall mean the settlements with a population less than 20,000 as well as the settlements who had legal personality and a population of less than 20,000 before the entry into force of the Law No. 6360 on Establishment of Metropolitan Municipalities and Twenty Seven Districts in Fourteen Provinces and Amending Certain Laws and Decree-Laws;
- n) Small family-run business shall mean real persons registered with ÇKS, who have a total of 5 decares or less land asset for crop production, or 10 or less large livestock or 50 or

less small livestock for livestock husbandry, who are residing or want to reside in rural areas, and who are engaged in or want to engage in agricultural activities;

- o) Formal education shall mean the education that is held regularly and that requires students to attend in courses at determined times and venues, exclusive of that of open high schools and open universities;
- ö) Greenhouse registration system (ÖKS) shall mean the greenhouse registration system established by the Ministry pursuant to provisions of the Regulation on Greenhouse Registration System published in the Official Gazette of 25/6/2014 issue 29041;
- p) Project Evaluation Commission shall mean the commission with a total of seven members, that is constituted under the chairmanship of the Mayor of Metropolitan Municipality or an Assistant Secretary General to be assigned by the Mayor and that comprises the following members: the Head of Department, a branch director, a veterinarian, and an agricultural engineer from the Department of Agricultural Services and a specialist or a branch director from each of the Departments of Support Services and Financial Services;
- r) Project Execution Unit shall mean the unit with at least a total of three members, which is constituted under the chairmanship of a Head of Department at that comprises staff with following job titles: branch director, veterinarian, agricultural engineer, aquaculture engineer, technician and operator;
- s) Contracted production shall mean the production carried out on the basis of a document signed by the Metropolitan Municipality and respective legal entity to stipulate at least the parties, definitions, scope, basis, obligations, force majeure, remedies in case of a dispute and validity period;
- s) Branch Directorate shall mean the branch directorates within Departments;
- t) Letter of commitment shall mean the document submitted by applicants of a program to state their administrative, financial legal and technical commitments;
- u) Agriculture information system shall mean the database established by the Ministry to collect all data related to agricultural activities of farmers;
- ü) Agricultural activity shall mean the actual crop or livestock production carried out either permanently or at least for one production or cultivation/raising period by an owner, tenant or sharecropper in a certain place;
- v) Agricultural legal entity shall mean chamber of agriculture, cooperatives, unions or producers' unions, whose members are producers operating in the field of agricultural production, cultivation, processing and marketing to meet their professional and livelihood needs and protect their economic interests in the field of crop and animal production.

CHAPTER TWO

Functions, Powers and General Principles

Project Evaluation Commission

ARTICLE 5 – (1) In the context of its functions and powers, the Project Evaluation Commission shall:

- a) convene based on the workplan to be prepared and the agenda to take decisions pursuant to provisions of this Regulation and relevant legislation;
- b) convene with at least five members and take its decisions by the majority of votes. In the case of equality of votes, the Chairman shall have the casting vote. Members who do not agree with the decision shall express their reasons in writing in the decision. Decisions taken shall be recorded in the decision book of the Project Evaluation Commission;
- c) shall notify its decisions to the Department;
- ç) shall have the power to resolve problems that may arise during the implementation of agricultural support activities;
- d) under a program: i) check the eligibility of both the applications received for the support program (in terms of administrative requirements) and the applicants; ii) review the applications considering the preliminary and general evaluation criteria; iii) determine final scores of each application; iv) prepare evaluation reports and tables; and v) shortlist the program proposals;
- e) prepare relevant reports on those, who made false declarations, to ensure that necessary legal actions are taken against them, that they are prevented from benefiting the supports mentioned in this Regulation, that if the support has been granted, the relevant support amount is fully recovered, and that sanctions are imposed on farmers, who are found to have unfairly benefited from supports, other than the supports provided based on erroneously issued documents, to prevent them benefiting any kind of supports for a period of one to five years, depending on the amount of the support. Such reports shall be sent to relevant organs of the Municipality to take necessary actions. The Commission shall furthermore decide on filing a criminal complaint to the Office of Chief Public Prosecutor against those who are found to have made a false declaration;
- f) decide whether individuals, who are found, as a result of investigations, to have excessively benefited from the support provided by the Municipality, without intending to commit fraud and/or to defraud a public institution, can continue to benefit from support payments, provided that they return, on their own accord, the excessive support amount they received plus any interest, and whether any criminal action is taken against them.

Project Execution Unit

ARTICLE 6 – (1) In the context of its functions and powers, the Project Execution Unit shall:

- a) carry out, on behalf of the Metropolitan Municipality, the acts and actions in relation to the promotion of support programs, implementation of projects and monitoring of completed projects for a period of five years;

- b) inform, when an agricultural support project is being prepared, potential applicants on the program so that they can prepare their applications for the relevant agricultural support;
- c) take measures to ensure that the information on those who apply to benefit from an agricultural support is recorded in ÇKS and other relevant registration systems on time;
- ç) carry out a preliminary review of applications received for agricultural support projects, and shall prepare relevant documents. The Unit shall monitor and evaluate the compliance of supports with this Regulation, relevant legislation in force, and circulars and implementing instructions issued by the Metropolitan Municipality in this regard. The Unit shall also submit its reports on supports to the Project Evaluation Commission.

The Project Execution Unit shall have no responsibility for preparing projects.

Department

ARTICLE 7 – (1) The Department shall take necessary measures for supports to fit for the purpose. The Head of Department shall forward all essential information regarding an activity or a support to the Project Execution Unit.

(2) The secretariat services shall be performed by the relevant Branch Directorate of the Department.

General Principles

ARTICLE 8 –(1) The Metropolitan Municipality shall provide support to farmers and agricultural legal entities engaged in agriculture and livestock husbandry activities within the provincial administrative boundaries of Aydın, based on agricultural support activities under this Regulation.

(2) Such supports shall be provided in compliance with the general policies of the Ministry regarding agriculture and livestock husbandry and in coordination with the local organization of the Ministry.

(3) Based on the protocols to be signed upon resolutions of Aydın Metropolitan Municipality Council, the Metropolitan Municipality may implement joint service projects aimed at supporting agriculture, in cooperation with local administrations or other public institutions and organizations outside the provincial administrative boundaries of Aydın, and may transfer necessary resources accordingly.

(4) The Metropolitan Municipality may also carry out its activities regarding the supports to be provided under this Regulation for crop and animal production as well as regarding agricultural training and promotion events, publishing/causing to publish printed materials, organizing congresses, workshops, symposiums, fairs, exhibitions, etc., within the frame of projects it may implement jointly with Provincial/District Directorates or legal entities under the protocols the terms and conditions are to be determined by the Metropolitan Municipality, provided that relevant appropriation is allocated in the Department's budget. In the case of such project, the relevant appropriation allocated in the budget of the Department may be utilized by the

Department pursuant to the protocol to be signed by the parties or else, it may be transferred to the other party of the protocol, including relevant Provincial/District Directorates but excluding other legal entities, upon the proposal of the Department and the approval of the Mayor of Metropolitan Municipality.

- (5) Supports shall be provided to farmers or agricultural legal entities that are to be entitled in accordance with the provisions of this Regulation, within the bounds of financial and technical capacities and by taking into account the population and service areas.
- (6) Agricultural supports shall be provided in periods to be determined by the Project Evaluation Commission. However, if there would be a remaining appropriation in the budget after covering the demands during abovementioned periods, the Metropolitan Municipality may cover demands to be made in other periods.
- (7) The right to support of farmers and legal entities who cannot be notified since they are not found in the mentioned address, or who were notified but did not complete the necessary procedures within due time shall be cancelled, and such beneficiaries shall be replaced with reserve beneficiaries based on the same rules.
- (8) The Metropolitan Municipality shall in no way have a responsibility towards applicants due to their demands that are not included in the scope of a support or that are not covered although they are included in the scope of a support.
- (9) Of the amount of agricultural supports, including costs of transport and legal obligations, to be estimated by the Department, the proportion to be determined upon the proposal of the Project Evaluation Commission and approval of the Head of Department shall be covered by beneficiaries as the share of Metropolitan Municipality.
- (10) For the supports provided for agriculture and livestock husbandry, if it is not possible to pay contributions in cash, The Project Evaluation Commission may decide that the contribution to be paid may be covered with products, provided that this is included in the letter of commitment.

CHAPTER THREE

Types of and Principles related to Supports

Types of Supports

ARTICLE 9 - (1) Types of supports to be provided by the Municipality for agriculture and livestock husbandry shall include:

- a) crop production supports;
- b) animal production supports;
- c) aquaculture supports;
- ç) small family-run business supports;
- d) young farmer support;
- e) supports to contracted production;
- f) supports to people with disabilities;

- g) renewable energy supports;
- g) supports for compensation of damages due to fires, natural disaster and epidemics;
- h) other supports provided for other activities and services aimed at agriculture and livestock husbandry.

Crop production supports

ARTICLE 10 – (1) Crop production supports shall include the supply of the following goods and services to increase productivity and quality in all crop production methods: seedling-sapling-seed-tuber production materials, fertilizers, tools and equipment, mechanization, agricultural machinery; requirements for alternative products and production activities; needs for medicinal-aromatic plant production; activities supporting the use of renewable energy sources; requirements of biological and biotechnical control methods such as adhesive, colour or pheromone traps used in crop production, excluding chemical pesticides; bumblebee support to increase productivity; fig wasp support for fig producers; goods supplied to farmers or agricultural legal entities in order to make and/or cause to make soil, leaves, irrigation water and pesticide analysis requested under organic and good agricultural practices.

- (2) Crop production supports shall be provided in periods to be determined by the Project Evaluation Commission, taking into account the production periods of product groups.
- (3) Supports for Organic Farming shall be provided pursuant to procedures and principles stipulated in the Regulation on the Principles of Organic Farming and their Implementation published in the Official Gazette of 18.08.2010 issue 27676.
- (4) Supports for Good Agricultural Practices shall be provided pursuant to procedures and principles stipulated in the Regulation on Good Agricultural Practices published in the Official Gazette of 07.12.2010 issue 27778.
- (5) The requirements for applicants of crop production supports shall be determined by the Project Evaluation Commission, taking into account the field conditions, production pattern and their activities.
- (6) The documents required for the application shall include:
 - a) letter of application;
 - b) copy of identity certificate - in case of real persons;
 - c) certificate of title or lease agreement valid in law;
 - ç) ÇKS obtained from the relevant Provincial/District Directorate or Farmer Certificate obtained from the relevant Chamber of Agriculture;
 - d) ÖKS certificate obtained from Provincial/District Directorates - in case of greenhouse farming;
 - e) certificate of entrepreneur - in case of organic farming;
 - f) In case of Good Agricultural Practices:
 - 1) Certificate of Good Agricultural Practices;
 - 2) Annex of Good Agricultural Practices support certificate;

3) in case of greenhouse farming, registry system certificate for good agricultural farming;

g) document obtained from Social Security Institution indicating not employed in a paid work;

g) letter of commitment;

h) other documents as may be requested by the Project Evaluation Commission.

Animal production support

ARTICLE 11 - (1) Animal production supports shall include the supply of the following goods to farmers and agricultural legal entities to enhance productivity and quality in all agricultural production methods: bovine animals, ovine animals, poultry, bees and silk worms for breeding purposes; forage and additives to be provided to small family-run businesses to promote livestock husbandry; all kinds of materials, tools and equipment used for animals and animal production; all kinds of medicines and vaccines for preventive purposes, for which relevant Ministries are not obliged to administer since they fall outside the scope of functions and powers of relevant Ministries.

(2) Animal production supports shall be provided in periods to be determined by the Project Evaluation Commission.

(3) Supports for organic farming with regard to animal production shall be provided pursuant to procedures and principles stipulated in the Regulation on the Principles of Organic Farming and their Implementation published in the Official Gazette of 18.08.2010 issue 27676.

(4) The requirements for applicants of animal production supports and the status of the animal inventory of applicants shall be determined by the Project Evaluation Commission.

(5) When applying to supports for animal production, natural and legal persons shall submit the following documents to the relevant Branch Directorate:

a) letter of application;

b) copy of identity certificate - in case of real persons;

c) certificate of title or lease agreement valid in law;

ç) certificate obtained from Provincial/District Directorates for animal inventory;

d) farmer certificate obtained from the relevant Chamber of Agriculture or registration certificate from the relevant Chamber of Commerce;

e) certificate of entrepreneur - in case of organic farming;

f) document obtained from the Social Security Institution indicating not employed in a paid work;

g) letter of commitment;

ğ) other documents as may be requested by the Project Evaluation Commission.

Aquaculture supports

ARTICLE 12 - (1) Aquaculture supports shall include the supply of, as detailed below, the live aquatic animals, and equipment used for catching, cultivation, processing and storage purposes to farmers and agricultural legal entities to enhance productivity and quality in all aquaculture production activities within our provincial boundaries:

- a) live aquatic animal support shall cover fishes, amphibians, aquatic plants, arthropoda, molluscs, bivalve molluscs and for the cultivation aquatic crustacean, breeders, young animals, larvae, eggs, live feed;
- b) catching equipment support shall cover any kind of nets, traps, cages, baskets, fishing rods and raw materials;
- c) cultivation equipment support shall cover any kind of tools and equipment used in closed circuit or intensive cultivation in terrestrial or aquatic environments as well as feeds;
- ç) processing and storage equipment support shall cover any kind of gutting, cutting, cooking and packaging equipment used for processing of aquaculture products as well as storage boxes, cooling units and carrying equipment.

(2) The requirements for applicants of aquaculture supports shall be determined by the Project Evaluation Commission.

(3) When applying to supports for aquaculture, natural and legal persons shall submit the following documents to the relevant Branch Directorate:

- a) letter of application;
- b) copy of identity certificate - in case of real persons;
- c) document obtained from the relevant cooperative;
- ç) document obtained from Provincial/District Directorates;
- d) document obtained from the Social Security Institution indicating not employed in a paid work;
- e) letter of commitment;
- f) other documents as may be requested by the Project Evaluation Commission.

Small family-run business supports

ARTICLE 13 – (1) Small family-run business supports shall be provided to real persons, who are registered with ÇKS; who are either growing fruits, vegetables, ornamental plants or medicinal/aromatic plants in an area of 1 to 5 decares in the case of open field, or 0.5 to 5 decares in the case of greenhouse units, or raising livestock with an animal inventory of 10 or less bovine animals or 50 or less ovine animals; who are residing or want to reside in rural areas, and who are engaged in or want to engage in agricultural activities.

(2) The requirements for applicants of aquaculture supports shall be determined by the Project Evaluation Commission.

(3) When applying to supports for small family-run businesses, natural persons shall submit the following documents to the relevant Branch Directorate:

- a) letter of application;
- b) copy of identity certificate - in case of real persons;
- c) certificate of title or lease agreement valid in law;
- ç) ÇKS obtained from the relevant Provincial/District Directorate or Farmer Certificate obtained from the relevant Chamber of Agriculture;
- d) ÖKS certificate obtained from Provincial/District Directorates - in case of greenhouse farming;
- e) certificate obtained from Provincial/District Directorates for animal inventory - in case of animal production;
- f) document obtained from the Social Security Institution indicating not employed in a paid work;
- g) letter of commitment;
- ğ) other documents as may be requested by the Project Evaluation Commission.

Young farmer support

ARTICLE 14 – (1) Young farmer support shall include supports for the production of crops, animals, local agricultural products, medicinal and aromatic plants by young farmers living in rural areas, to ensure sustainability in agriculture, to encourage young farmers for entrepreneurship, to increase their level of income, to create alternative sources of income and to support agricultural production projects that will contribute to the employment of the young population in rural areas.

(2) The following supports shall be provided in the context of young farmer support:

a) supports for animal production:

- 1) bovine breeding;
- 2) ovine breeding;
- 3) apiculture and production of apicultural products;
- 4) poultry breeding;
- 5) sericulture;
- 6) aquaculture;

b) supports for crops production:

- 1) single-fruit orchard support;
- 2) seedling growing, arboriculture, floriculture;
- 3) controlled greenhouse farming;
- 4) mushroom farming;

c) supports for local products and medicinal and aromatic plant growing:

- 1) perennial medicinal and aromatic plant production;
- 2) crops and animal production with geographical indication and based on organic farming or good agricultural practices.
- (3) Supports to young farmers for organic farming shall be provided pursuant to procedures and principles stipulated in the Regulation on the Principles of Organic Farming and their Implementation published in the Official Gazette of 18.08.2010 issue 27676.
- (4) Supports to young farmers for good agricultural practices shall be provided pursuant to procedures and principles stipulated in the Regulation on Good Agricultural Practices published in the Official Gazette of 07.12.2010 issue 27778.
- (5) The requirements for applicants of small family-run business supports shall be determined by the Project Evaluation Commission.
- (6) Young farmers who are to apply for supports pursuant to this Regulation shall be required to:
 - a) be a citizen of the Republic of Turkey;
 - b) be over 18 years old and 41 years old as of the date on which a call for a support to be announced;
 - c) be literate;
 - ç) be not employed in a paid work as of date of application;
 - d) be not continuing to formal education as of date of application;
 - e) have no taxpayer status for Value Added Tax, real taxation or small business taxation;
 - f) not have more than 10 bovine animals or more than 50 ovine animals as of the date on which a call for animal production support to be announced;
 - g) not have more than 50 hives with bees as of the date on which a call for apiculture support to be announced.
- (7) When applying to supports for young farmers, natural persons shall submit the following documents to the relevant Branch Directorate:
 - a) letter of application;
 - b) copy of identity certificate;
 - c) copy of diploma or certificate of literacy;
 - ç) certificate of residence indicating the applicant is residing in the region where the investment is to be made;
 - d) certificate of title or lease agreement of the investment place;
 - e) document obtained from the Social Security Institution indicating not employed in a paid work;

f) letter of commitment;

g) other documents as may be requested by the Project Evaluation Commission.

(8) This programme shall cover settlements in rural areas.

Support to contracted production

ARTICLE 15 – (1) Supports to contracted production shall be provided based on the protocols executed between the Metropolitan Municipality and agricultural legal entities, including the cooperatives established by the producers pursuant to the Law No. 1163 of 24/4/1969 on Cooperatives, the Law No. 1581 of 18/4/1972 on Agricultural Credit Cooperatives and Unions, and the Law No. 4572 of 1/6/2000 on Agricultural Sales Cooperatives and Unions, and agricultural producer unions established in accordance with the Law No. 5200 of 29/6/2004 on Agricultural Producer Unions, in order to enhance productivity and quality in production, to ensure sustainability in agriculture, to obtain products that comply with standards, to carry out the production in a planned manner, to transfer know-how on new production techniques, to encourage agricultural legal entities, to ensure employment creation, to activate existing producer cooperatives, to ensure cooperation among cooperatives and to support unions and their activities.

Provisions to be included in and principles regarding the contract

ARTICLE 16 – (1) The Metropolitan Municipality and agricultural legal entities shall sign contracts that include all the information and provisions stipulated in paragraph 4 of this Article. A contract shall be signed in two original copies, each of which shall be kept by the Department and the agricultural legal entity.

(2) All protocols aimed at contracted production must be prepared in accordance with the provisions of this Regulation.

(3) Any provision that is contrary to the legislation for the relevant product or this Regulation may not be included in contracts.

(4) Contracts shall include:

a) name and title of the parties;

b) trade register number, tax ID, registered address, contact information and if any, e-mail address of agricultural legal entities;

c) that the product to be delivered will in no way be faulty, fraudulent, spoilt, rotten, contaminated with diseases or harmful organisms that harm the structure of the product, mixed with other products or deformed in a way that may affect the commercial value of the product, unless specified otherwise by the norms included in the contract;

ç) that the quantity agreed upon in the contract can only be sold to the Metropolitan Municipality and that the Metropolitan Municipality must purchase the relevant product in compliance with the contract, including a predetermined time schedule;

d) that the Metropolitan Municipality has the power to check production places at any stage during the production;

- e) time and form of payment for the product and in case of instalment, a payment schedule;
- f) the unit price, amount, supply method, delivery, payment method and time of the inputs, such as parent materials, auxiliary materials, other materials and equipment, advance payments or loans, that are to be needed at any stage of the production based on the characteristics of each product and production activity from the beginning of production to the delivery of the product;
- g) that the inputs of any kind to be provided, and any advance payment to be made, by the Metropolitan Municipality regarding the production activities under the contract may not be used for any other places not specified in the Contract;
- ğ) that in the event of natural disasters, such as frost, drought, earthquakes, floods, hail, storm, tornado, fires, extreme temperatures, the Metropolitan Municipality would claim no compensation from agricultural legal entities, provided that the damage to product due to such events is documented with reports to be obtained from the Provincial/District Directorates; that however, the Metropolitan Municipality or agricultural legal entities may claim compensations for any other damages they suffered; and that diseases, pests and epidemics will be considered according to mutual agreement of the Metropolitan Municipality and agricultural legal entities in compliance with the technical specification to be attached to the contract;
- h) that the product is not to be mixed with products produced at any other place not specified in the contract;
- ı) what criteria are to be applied for sampling to determine the quality of the product and by whom the relevant costs are to be covered;
- ı) that no cost is to be reflected to the agricultural legal entities for the services provided during the production by those assigned by the Metropolitan Municipality under a technical assistance;
- j) the place of production and if any, the relevant standard of the Turkish Standards Institute or the norms determined by the Turkish Food Codex or the Metropolitan Municipality;
- k) that the product is not sold to third parties so long as the contract remains in force;
- l) the price of the product, that is to be basis for the payment, agreed upon by the Metropolitan Municipality and agricultural legal entity or the method to be used for determining the price, and the payment time;
- m) the rate of waste of the product to be delivered and relevant procedures and principles regarding determining such a rate;
- n) the minimum and maximum product quantity to be delivered to the Metropolitan Municipality;
- o) the variety/species, type, place, terms and time of the delivery of the product mentioned in the contract; the plans for and information on the activities related to the cultivation of the product in accordance with the technical specification that

includes the methods to be used in the production and that is attached to the contract; potential date of harvest and cutting; basic information of weighing place and transport; contact information of those in charge of these activities and procedures;

- ö) that the technical aspects of the product and production methods are determined by the Metropolitan Municipality and the agricultural legal entity and included in the contract by means of attaching a technical specifications document that sets forth: the quality of and standards for the product as well as the raw materials and materials to be used in production; the production methods to be applied; the plans for control of and measures against diseases, pests, weeds as well as epidemics caused therefrom; the criteria for monitoring the production; the requirements for reporting of production activities to the Metropolitan Municipality by the agricultural legal entity;
 - p) the explanations regarding the principles of organic farming activities and good agricultural practices if the production is to be carried out based on such activities and practices;
 - r) that neither the Metropolitan Municipality nor the agricultural legal entities are to disclose to any third parties the terms and conditions of the contract and any other document attached thereto without consent of the other party;
 - s) the validity period of the contract;
 - s) which courts and law enforcement offices are to have jurisdiction to resolve any disputes that may arise in relation to the contract.
- (5) The Metropolitan Municipality and agricultural legal entities may include specific provisions in the agricultural production contract to be executed.
- (6) The contracts shall be executed without prejudice to the relevant provisions of the Law No. 4735 on Public Procurement Contracts.
- (7) The Ministry may be requested to offer its considerations regarding a prospective contract.

Supports to people with disabilities

ARTICLE 17 – (1) People with disabilities who may be directed to production of agricultural products that may bring local and/or regional advantage to them shall be supplied with various materials for crops and animal production, product processing equipment as well as goods and services for any kind of marketing activities.

- (2) The requirements for real persons to apply to supports for people with disabilities shall be determined by the Project Evaluation Commission.
- (3) When applying to supports for people with disabilities, natural persons shall submit the following documents to the relevant Branch Directorate:
 - a) letter of application;
 - b) copy of identity certificate;

- c) certificate of title or lease agreement valid in law, if required;
- ç) document obtained from the Social Security Institution indicating not employed in a paid work;
- d) letter of commitment;
- e) other documents as may be requested by the Project Evaluation Commission.

Renewable energy support

ARTICLE 18 – (1) In areas where agriculture and livestock husbandry activities are carried out, renewable power plants may be established if there is no existing energy lines and it is not possible to install a new one, or if the cost of restoring an existing line is too high, or if it is possible to increase the production with an environmentally friendly approach through renewable energy sources.

- (2) The requirements for applicants of renewable energy supports shall be determined by the Project Evaluation Commission.
- (3) When applying to supports for renewable energy, farmers shall submit the following documents to the relevant Branch Directorate:
 - a) letter of application;
 - b) copy of identity certificate - in case of real persons;
 - c) certificate of title or lease agreement valid in law, if required;
 - ç) letter of commitment;
 - d) other documents as may be requested by the Project Evaluation Commission.

Supports for compensation of damages due to fires, natural disaster and epidemics

ARTICLE 19 – (1) In the event of a natural disaster, such as fires, floods, landslides, cyclones, earthquakes, or if a disease(s) is detected that can be controlled but if not, may cause to epidemics in the region, farmer may be provided with in cash and in kind supports upon the resolution of and fund allocation by the MM council, provided that the Department determines that the event causing damage has not occurred due to negligence or intend of producers.

- (2) If a disease is detected that may cause epidemics in the region, vaccine and medicine support shall be provided for the fight against that disease based on the reports of the Department and if any, of the Provincial/District Directorate.
- (3) Farmers who have suffered from a disaster shall apply and submit the following documents to the relevant Branch Directorate within 30 days after the completion of procedures regarding the assessment of damage caused by the disaster and if any, the amount of aids to be made by the Disaster and Emergency Management Agency (AFAD) of the Prime Ministry is finalized by District Governorships:
 - a) letter of application;
 - b) copy of identity certificate - in case of real persons;

- c) certificate of title or lease agreement valid in law;
 - ç) certificate obtained from Provincial/District Directorates for animal inventory - in case of animal production;
 - d) farmer certificate obtained from the relevant Chamber of Agriculture or registration certificate from the relevant Chamber of Commerce;
 - e) ÖKS certificate obtained from Provincial/District Directorates - in case of greenhouse farming;
 - f) written record of damage due to a disaster event, if any;
 - g) document of the AFAD aid payment made by the District Governorship, if any;
 - ğ) document of the damage payment made agricultural insurance, if any;
- (4) Supports for compensation of damages due to fires, natural disaster and epidemics may be paid, using the appropriation allocated in the Department's budget for such purpose, either in cash or in kind for the damages remaining after deducting the amounts paid by AFAD and agricultural insurance.
- (5) Producers who do not have an insurance policy for the risk in the implementation year may not benefit from the support mentioned in this Article.

Other supports provided for other activities and services aimed at agriculture and livestock husbandry

ARTICLE 20 – (1) The goods, materials, tools, equipment and all kinds of rewards/prizes as well as services for advertisement, publications, representation and hospitality, that do not fall under Articles 10, 11, 12, 13, 14, 15, 17, 18 and 19 of this Regulation shall be covered by the Department pursuant to this Article if such goods and services are to be used in various events for agricultural purposes, such as training of farmers, contests to develop farmers' agricultural knowledge and culture as well as studies, for example, on hygiene and safety of agricultural foods, that are considered to have a positive effect on the agricultural production and proposed by the Department, provided that there is appropriate in the Department's budget for the relevant year.

(2) For supports to be provided pursuant to this Article, no application or time period shall be required.

Activities

ARTICLE 21 – (1) The Metropolitan Municipality:

- a) may organize training, panels, workshops, congresses, promotion events, fairs, festivals, contests and publish and/or broadcast printed or visual publications in the field of agriculture and livestock husbandry;
- b) may take actions for the protection, survival and promotion of valuable germplasm in terms of agriculture and livestock husbandry;
- c) shall carry out environmentally-friendly agricultural activities as well as studies to mitigate adverse effects of environmental pollution due to agriculture;

- c) may develop and implement projects to ensure agricultural sustainability;
- d) shall follow agricultural innovations to carry out possible modernisation studies for a more effective process management during production or processing;
- e) may develop plans to ensure traceability of agricultural products in Aydın, from field to fork. The Municipality may conduct or cause to conduct laboratory analyses for the inspection of products throughout all processes in terms of quality and food safety;
- f) may carry out studies required to plan the agricultural product pattern in Aydın;
- g) may carry out activities to support rural development and to create alternative sources of income.
- ğ) may carry out activities to increase the market value of agricultural products;
- h) may carry out studies to inform farmers in Aydın on the unfavourable weather conditions or occurrence of diseases or pesticides that may adversely affect the agricultural production.

Principles regarding supports

ARTICLE 22 – (1) Those who apply for the supports mentioned in this Regulation shall be required to inform the relevant Branch Directorate on changes in any information.

- (2) The materials to be included in the scope of supports, the dates of delivery of such materials to beneficiaries and the lists of main and reserve beneficiaries shall be determined upon the proposal of the Department and the approval of the Assistant Secretary General in accordance with the appropriation allocated in the budget of the relevant fiscal year by taking into account the amount, type, intensity of the requests approved by the Project Execution Unit and the general agricultural trends in Aydın in the relevant production year; notices to beneficiaries in the main list shall be served by the Department.
- (3) Those who are considered appropriate and notified on their entitlement of supports shall apply to the Department within the period specified in the mentioned notice and shall sign a letter of commitment. They shall deposit their share of contribution, which is to be notified them by the Department, in an account of the Metropolitan Municipality and submit the relevant payment document to the Department.
- (4) The rights of beneficiaries who have been notified on their entitlement but have not fulfilled their obligations stipulated in paragraph 4 shall be cancelled without any need for further action. They shall be replaced with beneficiaries from the reserve list, respectively, and the list of beneficiaries shall be finalized after applying the same process for the substitute beneficiaries. The share of contribution paid in cash by the beneficiaries, the rights of whom are cancelled pursuant to this paragraph, shall be refunded without any interest to such beneficiaries either through wire transfer to the bank account they will state or in cash in person within 30 days of the cancellation of the entitlement.
- (5) Except for tractors and garden tractors, the machinery, equipment, kits, materials, seedlings, saplings, seeds, mycelium, turf, eggs, hives with bees, live animals shall be

considered in the context of the supports listed in Articles 10, 11, 12, 13, 14, 15, 17, 18 of this Regulation.

- (6) Applications shall be received by the relevant Branch Directorate.
- (7) Each application shall be filed in an individual dossier.
- (8) No application can be accepted for a support after the expiry of the deadline specified in the implementation schedule of a support.
- (9) Applications, along with any accompanying application documents, made by those, for whom the Project Evaluation Commission decided that they might not benefit from support payments, for new supports shall be accepted, and relevant procedures shall be completed. Such acceptance shall, however, not entitle them to any support nor shall they receive any support, unless the relevant decision is reversed by judicial or administrative authorities.
- (10) In the event that an agricultural field is used by more than one farmers within the same production year, a support shall only be provided to the farmer, who actually performs the production, and who applied for the support.
- (11) The relevant Branch Directorate shall deliver the applications received to the Project Execution Unit, with a written report issued. The Project Execution Unit shall make evaluations based on the document reviews and on-the-spot checks in compliance with the provisions of this Regulation and accordingly, conclude the applications.
- (12) The necessary goods or materials shall be procured (if required in several procurements) by the Department in accordance with the provisions of the Public Procurement Law, taking into account the finalized amount of support and the periods of the delivery to beneficiaries and shall be delivered to the finalized beneficiaries either from the warehouse of the Department or at the discretion of the Department, from the place of production or manufacture of the goods or materials, in return of a written record, in accordance with the provisions of the Movable Goods Regulation, which was entered into force by the Decree No. 2006/11545 of 28/12/2006 of the Council of Ministers.

The beneficiaries who have benefited from any supports listed in Articles 10, 11, 12, 13, 14, 17, 18 and 20 of this Regulation may not request a support for one year in the case of natural person and for two years in the case of legal entities, after the year in which the support is provided.

Penal procedures

ARTICLE 23 – (1) The Metropolitan Municipality shall recover, either in kind or in cash against goods, the support received by beneficiaries, who are found to have used the support they received, in violation of the provisions of this Regulation or not fit for purpose, despite they have received the support provided by the Metropolitan Municipality.

- (2) Beneficiaries who received the support but used for purposes other than those specified in this Regulation or who committed to receive but gave up using the support allocated to them due to any reason arising from the beneficiaries themselves but not the Metropolitan Municipality may not benefit from supports provided pursuant to this

Regulation for the following three years, except for the year in which they received or gave up the support.

- (3) The amounts that may arise from failure to fulfil any obligation stated in the letter of commitment that was submitted to the Metropolitan Municipality in the context of a support or stipulated in the contract or letter of commitment regarding a contracted production shall be collected by the Metropolitan Municipality from relevant persons pursuant to legislation on the collection of public claims.

Reimbursement and sanctions

ARTICLE 24 – (1) Payments for supports received unfairly shall be collected together with the legal interest to be calculated as of the payment date taking into account the default interest rates stipulated in Article 51 of the Law No. 6183 of 21/7/1953 on Procedures for Collecting Public Claims, pursuant to the provisions of the mentioned Law.

- (2) Natural and legal persons who issued the document(s), which caused the payment of an unfair support shall be jointly responsible for the collection of amounts to be recovered

CHAPTER FOUR

Notices, Inspection

Notices

ARTICLE 25 - (1) Notices to farmers or agricultural legal entities, who are entitled to receive a support in accordance with the provisions of this Regulation shall be made either in accordance with the provisions of the Notices Law No. 7201 of 11/2/1959 to the addresses they stated at the time of the application or in person.

Inspection

ARTICLE 26 - (1) The supports provided pursuant to this Regulation shall be inspected by the Project Execution Unit at the end of each year to check whether such supports have been used as intended, and a written record shall be issued accordingly.

- (2) The report to be prepared by the Project Execution Unit for supports that were found not used as intended shall be submitted to the Project Evaluation Commission and the Department.
- (3) The records of inspections and the reports shall be kept by the Department to be used in the support activities in the following years.

CHAPTER FIVE

Miscellaneous and Final Provisions

Miscellaneous and final provisions

ARTICLE 27 – (1) Authorized organizations shall bear the responsibility for the certificates they issue for the good agriculture practices support and any information thereon. The provisions of the Regulation on Good Agricultural Practices shall be applied to authorized organizations not fulfilling their obligations.

- (2) Authorized organizations shall bear the responsibility for the certificates they issue for the organic farming support and any information thereon as well as for correction of incomplete or incorrect data entries within the Agricultural Information System in a timely manner. The Metropolitan Municipality shall take necessary actions against the authorized organizations that do not fulfil their obligations to apply provisions of relevant legislation.
- (3) In case of death of a beneficiary who was entitled to supports stipulated in Articles 10, 11, 12, 13 and 14 of this Regulation, and if the heir(s) failed to transfer the land, the support shall continue on behalf of the deceased farmer upon the application of an heir with the original or certified copy of the certificate of inheritance obtained from the court or notary public, and deed of consent of any other heirs, if any, provided that they main the conditions taken into account when approving the support. No payment shall be made if there is no application.
- (4) In the event of failure to obtain crops due to a force majeure event (e.g. natural disasters such as wars, fires, flood, landslide and earthquake), farmers must inform the Provincial/District Directorate, under which they are registered with ÇKS, in writing and within one week as of the date on which the relevant event took place, and the Provincial/District Directorate must make an on-site evaluation and certify accordingly. The support provided shall not be recovered if it is determined that the plant that is planned to be produced is damaged due to a force majeure event.
- (5) For technical issues not included in this Regulation, the circulars and instructions of the Ministry shall apply.

Entry Into Force

ARTICLE 28 – (1) This Regulation is issued upon the resolution No. 442 of 14/11/2017 of the Metropolitan Municipal Council by taking into account the consultative considerations of the Court of Accounts pursuant to paragraph 4 of Article 27 of the Law No. 6085 on Court of Accounts and shall enter into force as of the date on which it is announced on the website of the Metropolitan Municipality.

Execution

ARTICLE 29 – (1) This Regulation shall be executed by Aydın Metropolitan Mayor.

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Project Team:

Halil Agah

Işıl Nadire Yener

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