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EFFECTS OF NEW METROPOLITAN LAW NO.6360 TO RURAL DEVELOPMENT IN TURKEY

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Abstract – Actually implementing of Law No. 6360 by the year 2014 has brought many changes in urban and rural areas. The villages which lost their legal entity and turned into a neighborhood are considered to be affected more. At point of rural development, positive and negative effects of these changes on the local people are important. Local people living in rural are unable to grasp the impact of the law. Positively, in the future; since the villages will turn to the neighborhoods the social structures are likely to change and the level of consciousness will be increased. Negatively, agricultural production is expected to be stopped and financial difficulties will be seen. Besides, the term “rural” starts to disappear, thus traditional, folkloric and cultural heritage values will be lost. In order to eliminate the negative effects of this law, decision makers shall implement necessary plans and programs urgently. If no measures are taken, it will result in direct and indirect destruction in the future.

Keywords – *New metropolitan law, Law No. 6360, rural development, legal entity of villages, Turkey.*

1. Introduction

Rural areas are prioritized in the formulation of development policies for sustainable development. In Turkey, with respect to distance from rural and town centers, due to geographical, economic and political barriers, rural areas are failed to show enough progress. At the point of bringing the service to the villages, role of local administration is important. There seems a tripartite structure composed of special provincial administrations, local government and villages in large metropolis lack of county municipalities.

Increasing problems such as industrialization, transportation and environmental problems are not possible to be solved by the local administrations lack of adequate financial resources and production capacities. This situation prevents the effective and appropriate

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use of resources, in addition to the small settlements it leads to serious management problems in the metropolitan population.

Since there is no appropriate size and strong local government to serve, public can not be met in the quality of public services from local government and lack of coordination in the delivery of public services raises problems. Because there are many authorized local government in a specific geographical area, there occurs planning and coordination problems and insufficient use of scale economies which leads to waste of resources.

In terms of local economy, municipalities are seen to the leading institutions according to requirements of employment and investment power among the region. The expenses of the municipalities was 41.1 billion TL in 2011. Municipalities are important institutions in terms of employment. The number of personnel in the municipalities make up about one-fifth of public employment. Effective use of municipal resources, is of great importance in terms of the development of the local economy and it is expected to use limited public resources [1]. By Law No. 6360, in addition to 16 metropolises in the existing structure, 14 new metropolitans were added and Turkey has totally 30 metropolises. This amendment is expected to be both positive and negative effects. However, the effects of this law are very different to the village who lost their legal personality. [11]; One of the law's most radical arrangements is the elimination of 16 thousand of the village, about half of that, one of Turkey's oldest traditional local government units. Thus, common goods used by the villagers for centuries, meadows and pastures are now being taken into metropolitan boundaries. To what extent it would be effective transitional provisions for the protection of forests and pastures are controversial. Since it is new as of the date of implementation of the law, scientific studies on the point of impact on the countryside is insufficient. Also indirectly aspect of this law, Turkey's food supply safety is considered to be affected. Because the source of the village's agricultural production has gained a new dimension in the framework of the law. This side is an issue that should be examined in the interests of the country. The purpose of the study is to examine the positive and negative effects on social and economic aspects among the agricultural production, agricultural areas, manufacturer, country these days and future of the village-turned-neighborhood by Law 6360. Section 2 gives account of previous work. Our new and exciting results are described in Section 3. Finally, Section 4 gives the conclusions.

2. New Metropolitan Law and Changes

Main objective of the economy is the best way to use scarce resources. Ideal method for the public to meet with the public services is searched. Services need to be carried out under one authority in terms of efficiency, quality and coordination. Therefore "New Metropolitan" law was introduced with date of 2012 and numbered 6360. This new administrative configuration was found to have a significant impact on the number of cities in Turkey. When the criteria 10,000 considered, main city number 66 in 1927, reached 104 in 1950, and reached 470 in 2000 while it was 454 in 1990 [3]. In Turkey, despite the rapid increase in the urban population, the number of cities was decreased to 388 as a result of greater border settlements near metropolitan applications in 2012. [8]. Metropolitan combined with municipal status winning 30 provinces and towns that are connected to the municipality of the village with the transformation of the neighborhood by removing the entities district centers in the neighborhood, as a result of the creation of the metropolitan administrative areas the number of urban settlements in 2013 declined to 212 [5]. In the year after the law is adopted it caused controversy in many disciplines. Because radical

changes in positive and negative sense of the law is thought to bring. Sustainable development is an essential element of management is in place. Because it is known that the disadvantages according to the government's decentralization from the center. Today local governments are an idea that is being considered by many countries.

According to Law No. 6360 dated March 30, 2014 about structural point of Local Government Elections [18];

- 14 provinces became metropolitan municipalities,
- 559 municipalities with a population under 2,000, converted into a village,
- After entering into force of Law No. 5747, two stages (metropolitan and district municipalities) are established and functioning in the current metropolitan municipality model, irrespective of the 2,000 population requirement, this dual model for the new metropolitan municipality within the boundaries 1076 village municipalities and 16,500 village lost its legal personality and turned to neighborhoods,
- Instead of the municipal prerequisite that population exceeds 750,000, it changed the form of the provincial population is over 750,000
- At 14 new metropolitan municipality 25 new districts were established and total number of Metropolitan Municipality has increased by 519 from 143,
- Population of Metropolitan Municipality to be taken by the district municipality's from 50,000 to 20,000.
- All other 'value-added' as in the process of closing the neighborhood converted to municipalities and villages, and sharing foreseen liquidation commissions,
- Thirty metropolitan municipality's special provincial administrations were removed,
- Instead of the removed special provincial administration in the province, Investment

Monitoring and Coordination Departments was established depending on governor.

The benefits of the expansion of the city administration; The growth of the service delivery capacity, decrease in service costs per unit, effective use of resources, increasing the human resources capacity, can be made of integrated development plans, the implementation of more large-scale project to cover more than one district were expressed as to facilitate the provision of services that require co-ordination [6]. This construction will lead to problems of urbanization as well as the advantages of the city administration. According to Bookchin concept of urbanization [7]; "In fact, today the city and country is that it is under a siege that threaten the natural environment of the location of the humanity. Urbanization is destroying both, consisting of the tradition they have and where diversity and identity are threatened by urbanization. Urbanization not only in rural areas, are swept away in the city. only the town and village life fed by the agricultural relationship values, culture, and not the institution, fed by the civic association of city life values and culture institutions also swallow. Anonymity, homogeneity and corporate as stifling features urbanization, the closeness between people, neighborhoods and human in the unique qualities as scale swallow urban area which contains a policy of closeness to nature, eliminating the sacred aid understanding and hosting rural area close family relationships, "in the form represents. the new metropolitan structure, metropolitan expanded municipal boundaries and a new model was formed. District municipalities, towns and rural areas have been incorporated into the metropolitan boundaries, combined with the administrative provinces.

The ground of the law as an efficient, effective, citizen-driven, accountable, participatory and transparent in the framework of a local management approach is stated that the objectives pursued continuing the reform of public administration. Improve the quality of services, increase citizen satisfaction, implementation of integrated urban plans in all metropolitan and provide a framework to be considered in determining the macro policies; the scale of the utilization of the provision and coordination of the economy are considered among the main reasons [9]. New Metropolitan Law services, transfers and financial changes can be listed as follows [13];

- Metropolitan district received as part of the master plan will be held by the Municipality Council, implementation plans and Article 18 of the applications will be approved by the Municipality Council.
- Public transport services in the metropolitan boundaries (including district centers) will be carried out by the Municipality.
- The road that connects the town center to the neighborhood (village roads) construction, maintenance, cleaning, snow-fighting duties will be carried out by the Municipality.
- Water sewerage services within the boundaries of the Metropolitan Municipality will be carried out by the Water and Sewage Administration under Metropolitan Municipality
- Metropolitan municipalities in its province investments and services of public institutions and organizations, emergency, disaster, introduction of provincial representation, ceremony, the execution of reward and protocol services, are carried out by Monitoring Investment Coordination Directorate depending on the governor
- Municipalities will be able to cash assistance to amateur sports clubs will be regulated by law to worship, to the maintenance task will be given to the municipalities. There will also be given free or discounted water to mosques.
- Disaster risk of life and property or to evacuate the building and constitute a threat to the security of destruction will be assigned to the district municipality.
- Opening female guest house for metropolitan municipality with a population of over 100,000 has been compulsory.
- Significant increases in parallel increases of the income of the responsibility with the increasing responsibilities of the municipalities are outstanding.
- Metropolitan boundaries of municipalities outside of revenues, decreased to 1.50% from 2.85%, revenue from the Metropolitan to a district municipality has increased from 2.50% to 4.50%
- Metropolitan Municipality has received 5% interest rate increased to 6% of the budget. This share is 60% directly and the remaining 40% to 70% of the population, while 30% will be distributed according to the surface area basis.
- Previously way of municipalities required to collect the sewage and water facilities will be left to the discretion of the administrative expenditure of the contribution collection.
- In the villages returned to the neighborhood, grocery store, grocery store, barber shop, bakery, coffee shops, restaurants and the like shall be deemed licensed.
- County upon request of municipalities, metropolitan municipalities in accordance with the zoning regulations in force for the neighborhood turned into structures in the villages of commercial purposes will be the local traditional, cultural and architectural features of the appropriate type of architectural projects do or make the provision was introduced.

- Legal entity that needs to be removed due to the Law on Municipal Revenues in the village taxes, fees and contributions shall be for a period of 5 years. Drinking water in the lowest wage rate will be for 5 years at the rate of 25%.
- Legal personality removed municipalities and villages existing staff, movable and immovable, work equipment or receivables of other vehicles to public institutions and organizations from the date of the Law of the debt issued will be reported to the county council will participate in 1 month.

Due to be implementation of Law No. 6360 after 2014 local elections, all these changes is expected to be more clearly observed effects in later years. But the main thing is thought to be created in rural as well as how the impact of these effects. Because at those 14 provinces instead of concept of rurality the concept urbanity brought up. The rural people have some difficulty in adapting to these changes. Because the adoption of rural innovation is not easy.

3. Effects of New Metropolitan Law No. 6360 to the existing Rural and Agricultural Structure

The last point of the village came under this law in terms of agricultural production is important [12]; socio-economic structures of these centers is based on agriculture; All existing planning, services and investment priorities were constructed considering these features. However, as almost none of the locations and functions of metropolitan municipalities do not have any serious and dimensional policies and plans for agriculture. In this case, it is clear that rural development is hampered and harmed.

Table 1. Distribution of Business and Agricultural Lands in Turkey according to Agricultural Business Size and Land Management (%)

Business Size (decares)	TOTAL	Businesses that own land				Businesses who do not own land							
		Only operating its own land		Both its own land and else's land		Only operating land with rent		Operating land only sharecropping		Other forms of land operating		Operating with two or more land-saving	
		A	B	A	B	A	B	A	B	A	B	A	B
Total	100.0	85.1	71.4	12.7	26.4	1.6	1.5	0.4	0.4	0.1	0.1	0.1	0.2
-5	100.0	95.2	94.7	2.1	2.3	2.2	2.3	0.6	0.7	-	-	-	-
5-9	100.0	96.2	95.9	2.2	2.4	1.3	1.4	0.2	0.2	0.0	0.0	0.1	0.1
10-19	100.0	94.2	94.0	4.1	4.3	1.3	1.3	0.3	0.2	0.1	0.1	0.0	0.1
20-49	100.0	89.9	89.1	0	8.9	1.5	1.4	0.5	0.5	0.0	0.0	0.1	0.1
50-99	100.0	82.7	81.2	14.6	16.0	2.0	2.1	0.5	0.5	0.1	0.1	0.1	0.1
100-199	100.0	72.7	70.9	24.7	26.5	1.9	1.9	0.5	0.5	0.1	0.1	0.1	0.1
200-499	100.0	64.7	62.2	33.4	35.8	1.4	1.5	0.4	0.3	0.0	0.0	0.1	0.1
500-999	100.0	55.2	53.1	42.0	44.0	1.6	1.5	0.2	0.2	-	-	1.0	1.2
1000-2499	100.0	59.7	59.3	40.0	40.4	0.1	0.2	0.0	0.0	0.0	0.0	0.1	0.1
2500-4999	100.0	65.7	63.7	33.8	35.7	0.2	0.2	0.3	0.4	0.1	0.1	-	-
5000+	100.0	83.3	92.1	14.3	6.3	1.4	0.5	0.6	0.1	0.5	1.0	-	-

Source: [14]

A: Business B: Agricultural Land

The main effect of the new Metropolitan Law to the agricultural sector is thought to be shrinking agricultural land. Because with the new law, villages turned to neighborhood by taking the urban planning are coming to the operating position and will be opened to construction by time. Farmers are not satisfied with the agricultural policies applied in

Turkey. The high price and shortage of agricultural inputs, especially in the marketing of agricultural products, are pushing manufacturers to stop production. If this is added on top of the effects of these laws, it is considered to be inevitable in this case. Agricultural areas are fragmented and small structure size in Turkey. This disadvantage limits the agricultural production. According to farm size and shape of the savings business and distribution of agricultural land has been given in Table 1.

Referring to Table 1, the proportion of businesses which only operates their land is 85.1%. Here it is seen that family farming is still in the form of agricultural production in Turkey. Many of the small size family business are seemed to make a small amount in terms of agricultural production and production for the market in the coming years. As result of the rapid increase in population in the World, developed countries make plan for the food safety and supply. Rapid population growth in Turkey and limited food supply are likely to be dangerous in terms of security and food production. In addition, with the Law no: 6360, food supply security issues will arise indirectly from agricultural production. Agricultural policies with the high cost of trying to maintain economic difficulties of living under the low income clamp economically and more will be forced to dispose of as they encountered as a result of land [10]. The effects of this law is also seem not short term but long term. In Table 2, the rural population has seen to decrease from 2012 while the law was adopted.

Table 2. Distribution of Population of Cities, towns and villages in terms of years in Turkey

Year	Cities and towns				Districts and Villages			
	Total %	Total	Male	female	Total %	Total	Male	Female
2010	76.3	56.222.356	28.308.856	27.913.500	23.7	17.500.632	8.734.326	8.766.306
2011	76.8	57.385.706	28.853.575	28.532.131	23.2	17.338.563	8.679.379	8.659.184
2012	77.3	58.448.431	29.348.230	29.100.201	22.7	17.178.953	8.607.938	8.571.015
2013	91.3	70.034.413	35.135.795	34.898.618	8.7	6.633.451	3.337.565	3.295.886
2014	91.8	71.286.182	35.755.990	35.530.192	8.2	6.409.722	3.228.312	3.181.410

Source: [15]

With the adoption of the Law, the rural population is declined to 8.2% from 22.7%, in 2014. There was a decrease of 63% a total waist and the rural population in 2014 compared to 2012. There has been an increase in the population of the province and district as a result of the decline of the rural population. The population increased by 82% provincial and district centers in 2014 compared to 2012. This information has been confirmed in the following table (Table 3).

Table 3. Distribution of the numbers of towns and villages, districts in terms of years in Turkey

Year	Number of towns	Number of Districts	Number of Villages
2010	892	1.977	34.402
2011	892	1.977	34.425
2012	892	1.977	34.434
2013	919	394	18.214
2014	919	396	18.340

Source: [16]

In Table 3, with the adoption of the law, there is a decrease of 47% at number of villages in 2014 while compared to 2012. The number of villages was reduced number of cities was increased. This step towards urbanization is likely to trigger a migration problem in 14

metropolitan municipalities. Contraction of the agricultural areas, city's attractive opportunities, To increase opportunities for travel services will force the local population to migrate. Migration data of 14 metropolitan municipalities under the Law No: 6360 are presented in Table 4.

Table 4. Metropolitan Immigration Status of Cities Under the scope of the Law No. 6360

Period	Cities	Total Population	remigration	migration	Net migration	Net migration speed (%)
2013/2014	Aydın	1.041.979	45 842	32.396	13,446	13.0
	Balıkesir	1.189.057	57 551	39.918	17,633	14.9
	Denizli	978.700	28 279	24.771	3,508	3.6
	Hatay	1.519.836	32 678	39.181	-6,503	-4.3
	Malatya	769.544	29 285	31.476	-2,191	-2.8
	Manisa	1.367.905	35 570	38.432	-2,862	-2.1
	Kahramanmaraş	1.089.038	27 619	30.903	-3,284	-3.0
	Mardin	788.996	22 207	30.796	-8,589	-10.8
	Muğla	894.509	48 219	29.671	18,548	21.0
	Ordu	724.268	28 555	39.937	-11,382	-15.6
	Tekirdağ	906.732	52 994	31.266	21,728	24.3
	Trabzon	766.782	31 847	29.741	2,106	2.8
	Şanlıurfa	1.845.667	35 670	49.030	-13,360	-7.2
Van	1.085.542	27 587	44.435	-16,848	-15.4	
TOTAL			503.903	491.953		
2012/2013	Aydın	1.020.957	34.688	32.338	2,350	2.3
	Balıkesir	1.162.761	38.710	39.688	-978	-0.8
	Denizli	963.464	27.088	24.039	3,049	3.2
	Hatay	1.503.066	29.067	39.315	-10,248	-6.8
	Malatya	762.538	25.876	33.194	-7,318	-9.6
	Manisa	1.359.463	36.257	36.989	-732	-0.5
	Kahramanmaraş	1.075.706	24.560	29.322	-4,762	-4.4
	Mardin	779.738	22.596	29.525	-6,929	-8.8
	Muğla	866.665	35.246	30.687	4,559	5.3
	Ordu	731.452	30.792	46.332	-15,540	-21.0
	Tekirdağ	874.475	45.313	31.681	13,632	15.7
	Trabzon	758.237	25.115	29.988	-4,873	-6.4
	Şanlıurfa	1.801.980	33.383	47.429	-14,046	-7.8
Van	1.070.113	32.118	38.507	-6,389	-6.0	
TOTAL			440.809	489.034		
2011/2012	Aydın	1.006.541	32.412	29.623	2789	2.8
	Balıkesir	1.160.731	34.922	35.315	-393	-0.3
	Denizli	950.557	24.446	21.992	2454	2.6
	Hatay	1.483.674	27.260	35.139	-7879	-5.3
	Malatya	762.366	24.270	28.545	-4275	-5.6
	Manisa	1.346.162	32.211	34.054	-1843	-1.4
	Kahramanmaraş	1.063.174	19.908	29.467	-9559	-9.0
	Mardin	773.026	21.676	30.299	-8623	-11.1
	Muğla	851.145	33.213	28.301	4912	5.8
	Ordu	741.371	48.240	26.595	21645	29.6
	Tekirdağ	852.321	42.155	28.042	14113	16.7
	Trabzon	757.898	21.864	25.478	-3614	-4.8
	Şanlıurfa	1.762.075	31.890	44.878	-12988	-7.3
Van	1.051.975	50.003	46.639	3364	3.2	
TOTAL			444.470	444.367		

Source: [17]

The adoption of the Law No. 6360 and the date of implementation will take time to see the effects. However, the migration is observed after the implementation of the law (Table 4). Regarding the migration movements, migration of 14 cities is 444 367 in the period of 2011/2012 while 491 953 migration in the 2013/2014 period with a rise of 10%. Due to the narrowing of the income elements at the rural area, migration is likely to increase to urban area.

In terms of effects of the law; on Agricultural Production and Producers;

- Traditional agricultural products will be reduced and industrial production will be carried out instead.
- Agricultural areas are likely to become available for different purposes.
- Local flavor will occur to disappear.
- Food inflation will increase in 14 cities, depending on the agricultural production.
- Exports of agricultural products will be reduced at provinces such as Muğla, Ordu and Trabzon.
- Input costs will increase because for producers will work with limited circumstances when compared with old conditions.
- Types of tourism such as rural tourism, ecotourism, agroturizm, farm tourism would be impossible to be performed in this area.
- Input costs will increase because producers may be charged with the name of irrigation of agricultural areas, participation of water in springs campus to share at the livestock, price and so on.

In terms of the social effects of the law;

- Urban culture will be widespread and rural culture will be lost by the time.
- Awareness of local residents will increase.
- There will be a shift towards a consumption society from producer society.
- Folklore, cultural values and traditions will be forgotten and will not be passed on to future generations.
- People who live in the village, will get away from their traditional ways of life and production resources and will be directed to a new and unfamiliar way of life. [4].
- Local people living in difficulty will increase the potential to create a new wave of immigration.
- Employment will reduce.

In terms of natural resources effects of the law;

- Biological richness of flora and fauna of the villages will disappear in time.
- Rural areas which are the centers of ecological balance, cycle (nitrogen, carbon, water) problems will occur in time.
- The traditional architecture at the villages turned into the neighborhood will be destroyed unless of cultural heritage protects
- Meadows and coastal fronts will be ready to misuse.

In terms of the financial changes effects of the law [4].;

- Eliminates the authority of village headman's specific methods of obtaining revenue, and preparation of documents such as birth and death.
- Income resources of village and district municipalities are taken and given to other big municipalities
- A contribution is requested from services such as infrastructure, road construction made by the Village Service Unions without any contribution of villagers before,
- Property taxes for unpaid building, land, fields and so on will not be asked for five years. After five years, these taxes will be taken from people living in the villages.
- Cost of waste disposal and sanitation tax will be taken and also producers will pay for construction and building use permits.
- Building permits will be issued by the district municipalities and metropolitan municipalities. In this case, producers will pay fees for new construction and building use permits.
- Agricultural production in restricted areas increase agricultural production costs and increase impoverishment in rural areas.

Turkey as a country with a large rural geography and population, has an important economic and human resource potential qualified to accelerate national development. Mobilizing that potential in rural areas; constraints and needs of rural areas, co-ordination of services and investment make a multi-sectoral and integrated planning mandatory. In this context, taking into account rural development changes in the area of new approaches in World, EU integration process, a Rural Development Plan that considers local terms, our country needs, priorities is aimed to establish [2]. In accordance with Article No. 674 of the Ninth Development Plan, " Rural Development Plan will be prepared and put into practice in line with National Rural Development Strategy " is presented but it will be difficult to accomplish this in 14 metropolitan cities' rural areas. If rurality is considered to disappear, it gives a clue about negative implications for the development in rural.

4. Result

By turning boundaries of metropolitan municipalities to city boundaries, the rural-urban differentiation is disappeared with regard to sociological and managerial aspects. Instead of the traditional and natural agricultural production, commercialized industrial agricultural production will become widespread. Because instead of concept "rural", concept of cities and towns location takes place, rural development phenomenon will disappear. Both the cost of production for the rural population and living costs in the city will increase in parallel. Local people whose lifestyle is intervened and production resources are limited, are pushed to live in more difficult conditions such as employment, education, health and housing problems in the cities. It also paves the way for an unplanned urbanization. In developed countries a flow from the city to village is planned, however, the opposite flow will occur with the migration by opening the front of urbanization in Turkey. New Metropolitan Law expressed in the study is likely to create adverse effects on the countryside, but the provisions of the law give a clue for the future years. Because this is a new application the effects are thought to be occurred in time.

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