

# AGRICULTURAL POLICIES IN TÜRKİYE: A STUDY ON KARABÜK EFLANI DİSTRİKTİ<sup>1</sup>

Türkiye’de Tarım Politikaları: Karabük Eflani İlçesi Üzerine Bir Araştırma

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## Öz

Tarım bir toplumun en önemli meselelerinden birisidir. En başta beslenme ikinci sırada ise sanayi ve istihdam sağlama gibi konularda başat aktörler arasında yer alır. Türkiye’de de tarım olgusu, cumhuriyetin ilk kurulduğu yıllardan itibaren dikkatli bir biçimde ele alınmıştır. Yönetimi ele alan iktidarlar tarım alanında farklı değişiklikler yapmış, gerekli kurumlar ve mevzuat oluşturulmuş ve devlet, tarım konusunda her zaman öncü olma rolüne devam etmiştir. Bu politikaların belirlenmesinde uluslararası kuruluş ve anlaşmaların da etkisi görülmüştür. Bu çalışmada, Türkiye’de devletin ortaya koyduğu tarım politikaları, Karabük’ün Eflani ilçesi özelinde irdelenmiştir. İlk olarak, Türkiye’de tarım politikalarının tarihsel aktarılmıştır. Ardından, söz konusu tarım politikalarının Eflani ilçesi özelindeki yansımaları derlenmiştir. Son olarak ise Eflani ilçesinde tarım politikalarının işlevselliği tartışılmış ve ülke çapında faydalı olması beklenen birtakım öneriler sunulmuştur. Buna göre; tarımsal girdilerin yüksekliliği, kırsal kesimdeki eğitim düzeyi, uluslararası kuruluşların etkileri, sulama, parçalanmış arazi yapısı, makinelere ilişkin sorunlar gibi unsurlar tarımın kalitesini düşürmektedir. Bu sorunların giderilmesi için örgütlenme haklarının iyileştirilmesi, eğitimin artırılması, girdilerin azaltılması, kırsaldan kente göçün engellenmesi, tarım politikalarında karar süreçlerinin yerel düzeyde artırılması gibi önerilerin faydalı olacağı düşünülmektedir.

**Anahtar Kelimeler:** Tarım, Kamu Politikası, Eflani

## ABSTRACT

Agriculture is one of the most important issues of a society. It is one of the main actors in issues such as nutrition, followed by industry and employment. In Turkey, the phenomenon of agriculture has been handled carefully since the early years of the republic. The governments in power have made different changes in the field of agriculture, necessary institutions and legislation have been established, and the state has always continued to play a pioneering role in agriculture. International organizations and agreements have also been influential in determining these policies. In this study, the agricultural policies put forward by the state in Turkey are analyzed in the Eflani district of Karabük. First, the history of agricultural policies in Turkey is presented. Then, the reflections of these agricultural policies on Eflani district are compiled. Finally, the functionality of agricultural policies in Eflani district has been discussed and some recommendations that are expected to be useful for the country have been presented. Accordingly, factors such as high agricultural inputs, the level of education in rural areas, the effects of international organizations, irrigation, fragmented land structure, and problems related to machinery reduce the quality of agriculture. In order to overcome these problems, it is thought that suggestions such as improving organizational rights, increasing education, reducing inputs, preventing rural-urban migration, increasing decision-making processes in agricultural policies at the local level will be useful.

**Keywords:** Agriculture, Public Policy, Eflani

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## 1. INTRODUCTION

Agriculture has a great importance in human history. Planting seeds and growing some products has always been a field of endeavour for humanity. This sector is very important and at the same time critical due to its different aspects. In the first stage, agricultural production is the source of food necessary to maintain the existence of a society. In this respect, all humanity - at least today - depends on agricultural production and products. In the second stage, agricultural production is of great importance for industry, apart from food supply. Today, many industrial products are sourced from the agricultural sector. Countries also generate income from these agricultural products by international trade after meeting their domestic needs. Today, agricultural products constitute the primary source of income for developing countries.

The agricultural sector, which has gone through many different stages until today, is currently in the intensive agriculture stage. Reasons such as the increasing world population and the increase in life expectancy have increased the demand for food. Countries also implement many policies towards this end. It is possible to encounter very different regional and global policies in different periods in the history of agriculture. In general, in the agricultural sector, interventionist policies are encountered in difficult periods, and liberal policies are encountered in relatively comfortable periods. In our current period, climatic changes, decrease in arable land, soil pollution due to intensive agriculture, rapid increase in population and increase in life expectancy, malnutrition, intense migrations, letting agricultural lands for settlement, food security, political tensions, etc. Based on all these, in this study, the historical development of agricultural policies in Turkey and their implementation at the local level in the Karabük Eflani district will be analyzed.

## 2. HISTORY OF AGRICULTURAL POLICIES OF TÜRKİYE

Decisions regarding the development of the Young Republic were taken at the Izmir Economic Congress. There are 4 main topics discussed at the congress. These; industry, workers, merchants, and agriculture. The first steps of republican agriculture were taken in this congress (Koçtürk, 2009: 46). The first move taken in the agricultural field was the abolition of taxes on imports in the live animal trade with a law prepared in 1923 and the introduction of subsidies for agricultural machinery purchased from outside. Following this, the first ministry of agriculture of the Republic was established in 1924 under the name of Ministry of Agriculture (Özçelik, 2014: 94). Another of the most important steps taken in the agricultural field was the abolition of tithe tax in 1925 and the abolition of the miri land system with the adoption of the Civil Code in 1926, and the ownership of the land was transferred to the farmers (Yavuz, 2005: 46).

The abolition of the tithe tax and the conversion of taxes to be collected in the field of agriculture into money is a practice that has relieved the producers. At the same time, as the taxes to be collected were converted into money, the agricultural sector, which has a closed economic production, turned to the market economy to generate income (Topuz, 2007: 380-381). However, these practices, which gave ownership of the lands to the villagers through the

Civil Code, led to problems such as the division of agricultural lands through inheritance, the emergence of small inefficient enterprises, and the concentration of lands in the hands of certain groups when the villagers sold their lands (Yavuz, 2005: 46).

In the ongoing process, various laws were enacted in many areas, more amounts were added to the budget allocated for farmers, and medium-level agricultural schools in different cities and the Higher Agricultural Institute were established in Ankara for the development of agriculture (Özçelik, 2014: 94-95). In order to institutionalize the agricultural sector, Agricultural Credit Cooperatives were established in 1935 and Soil Products Office was established in 1938 (Dernek, 2006: 4). Another important institution of this period is Ziraat Bank. During these periods, Ziraat Bank was involved in activities such as providing loans, various machinery, equipment, agricultural products, and improved seeds to the farmers (Ziraat Bank, 2021).

The Great Depression that started in 1929 and after that the Second World War were economically and socially difficult times all over the world. Due to the effect of the economic crisis, there has been a decrease in wheat prices in Türkiye. During this period, the Wheat Law was enacted to protect Turkish farmers and Ziraat Bank was granted the right to purchase wheat (Yavuz, 2005: 46). Following these developments, Agricultural Combines were established in 1937 and the State Agricultural Enterprise was established in 1938. Agricultural Equipment Institution was established in 1944 to increase agricultural productivity, support Turkish farmers, and use machinery and advanced agricultural techniques in agricultural production (Özçelik, 2014: 98-99).

As the war lasted for many years, there were declines in many product ranges, black market activities began, and with the decrease in agricultural production, the state took more interventionist actions. In 1935, unfair land distribution and farmers landsization efforts were suspended following World War II and Atatürk's death. In 1945, the year the war ended, the Farmers Landing Law was enacted. The years 1946-53 were years of increased agricultural development in Türkiye. Between these years, the agricultural sector recorded a growth of 13.2% (Dernek, 2006: 4).

The 1950s were the years when political life in Türkiye changed and multi-party period started. Türkiye has gone through difficult years due to the outbreak of World War II and the factors it brought. Due to the economic fluctuations caused by the war, the National Protection Law was enacted and with the authority it gave, it was decided to collect wealth tax and land crops tax (Tangülü, 2012: 390). The effects of the period, economic reasons, external influences and events in the country's domestic politics made multi-party life necessary. The event that sharply affected Turkish political life was the establishment of the Democratic Party on January 7, 1946. The Farmers Landing Law was also adopted in the same year. One of the important factors in the establishment of the Democratic Party is the Farmers Landing Law. Some MPs, especially Adnan Menderes, opposed this law. One of the reasons for opposition is that Menderes and other MPs are big landlords (Dernek, 2006: 4).

One of the biggest influencers of the period was Marshall aid. The Marshall Plan is based on the United States providing farming aid to European countries. Türkiye was one of the countries benefiting from this aid (Sander, 2016: 259-260). DP, which entered the economic development movement, saw the materials necessary for development in external support. The condition for external support was to abandon the industrial sector and return to the agricultural production area. In response to these conditions, with the support and guidance of the USA, the mechanization movement in the field of agriculture gained momentum and major developments were experienced in the field of agricultural production (Oktar & Varlı, 2010: 9).

This support and assistance provided by the USA has generally been on agricultural tools and equipment. With this support, many tractors and plows were sent to the country. With the arrival of tractors, more land has become arable (Dernek, 2006: 4).

Another factor of this period is highway connections and transportation to the market. Mechanization in agriculture and the rapid construction and proliferation of highways have established the connection between villages and cities more effectively, making it easier for agricultural products to go to market (Demirdöğen & Olhan, 2017: 3). Another reason for the development and mechanization in the field of agriculture is the long-term and low-interest loans provided by Ziraat Bank and Agricultural Credit Cooperatives. Supporting product prices during these periods is also another factor that increases production (Sungur, 2016: 10).

The issue of land distribution was also among the policies that attracted attention during these years. In fact, although the land reform that was attempted in 1945 during the emergence of the Democratic Party attracted attention, the Democratic Party also distributed land in the relevant years. There are two main reasons underlying this. The first of these is that the development drive is directed towards agricultural production and efforts to increase agricultural production with the increase in mechanization, while the other reason is that the villagers who earn their living from agricultural production become unemployed and begin to migrate to cities due to mechanization. At this point, in an effort to both increase agricultural production and prevent migration from villages to cities, the Democratic Party jointly distributed significant amounts of land to the villagers from the treasury lands (Yılmaz, 2018: 368-369).

1960 was a difficult period in Turkish political life. The ruling Democratic Party was removed from power because of a military coup, and Prime Minister Adnan Menderes and many political figures were removed from office. The military's seizure of power opened a new era in Türkiye, and the unplanned period before 1960 was replaced by periods with five-year development plans with the establishment of the SPO. The agricultural sector was also included in these development plans, and subsequent agricultural policies were tried to be taken in this direction. The first planning period is the 1st FYDP period, covering the years between 1963 and 1967. In line with the plans, the state's intervention in the agricultural sector has been in guiding and supportive ways. Another of the policies introduced starting from this period is price support. These periods are also known as the years in which industrialization was focused on. As a requirement of this, increase and efficiency in the agricultural sector, which provides raw materials to the industrial sector, was targeted (Eştürk & Ören, 2014: 195).

During these years, land reform came to the agenda again and even found a place in the 1961 Constitution. Although reform practices in the field of land were discussed, none of the drafts could be enacted. Another important feature of this period is that the first application was made to enter the European Common Market (Dernek, 2006: 5). The 2nd FYDP period, covering the years 1968 and 1972, was a period in which agricultural production and agricultural supports decreased and were given less importance. These plans include a series of precautions mostly in the field of agricultural production. In the plans covering the years 1973 and 1977, it was decided to establish a fund due to price fluctuations resulting from previous supports. The Land and Agricultural Reform Law was also enacted between these years (Yavuz, 2005: 47).

The Land and Agricultural Reform Law, adopted in 1973, was accepted on a wide scale with the strength given by the 1961 Constitution. By law, it was decided that a certain amount of land would be expropriated and consolidated and distributed to farmers who had little or no land (Yiğit, 2019: 41-42). Three years after the adoption of the relevant law, the

Democratic Party applied to the Constitutional Court for its annulment, stating that there were irregularities in the law. In the same year, the Constitutional Court found the law corrupt in terms of form and decided to annul it and stated that the annulment decision would come into force one year later. Despite this period, no new law was created in the parliament, and for these reasons, the reform studies carried out for land and agricultural production ended for this period (Özçağlar, 2010: 123).

In the 4th FYDP, covering the years 1979 and 1983, it was stated that in order to achieve the planned targets in agriculture, farmers with lower base, narrow and middle income would be supported, and the support amounts would be announced before the planting and harvesting of the products. In addition, it was stated that organizations in the field of agricultural production, training, intervention procurement and cheap input support would be provided (Yavuz, 2005: 47).

The period when the fourth plan was put into effect is a remarkable period for both the world and Türkiye. While globalization and neo-liberal movements were gaining momentum in the world, Türkiye's economy and domestic politics went through difficult processes, and following these turmoil, a military coup took place in 1980. There are many features that have an impact on agricultural policies during this period. Türkiye, which wants to integrate into the world market and free market economy with globalization, has made some initiatives in this direction.

In many of these initiatives, the guiding institutions have been the EU, WB, WTO and IMF. In the 4th FYDP, the steps to be taken to enter this process have been determined. The determined targets are basically divided into the industrial and service sectors and public investments. Many developmental moves previously focused on agriculture were replaced by other sectors, and 24 January decisions were taken to realize the targeted plans (Öztürk & Nas & İçöz, 2008: 16).

The agricultural sector was also affected by the 24 January decisions, and with the new regulation, it was planned to reduce the supports, subsidies and base prices provided in agricultural production (Durak & Karadağ, 2017: 109). With these changes, Turkish farmers and agricultural production have entered a difficult period. SEEs, which created significant value for farmers, were also privatized in this period (Kandemir, 2011: 105). With the 24 January decisions that seriously affected the policies in the agricultural field, Türkiye, which felt the need to integrate into the world where globalization and liberal movements made themselves felt, gave up many of the initiatives and policies in the agricultural field due to some internal crises and moved from an exporter to an importer position, and the role of agriculture in the domestic economy has seriously weakened. It faced decline and it took almost twenty years for it to regain its former influence (Demirdöğen & Olhan, 2017: 7).

Land reform came to the agenda again in 1984 and 1989, when FYDP was put into practice. One of the most serious steps taken in this field is the Agricultural Reform Law on Land Arrangement in Irrigation Areas, adopted in 1984. The aim of this law is to consolidate fragmented lands or the ones experiencing fragmentation in progress and prevent their fragmentation. Along with the law, such topics as the legal status of the lands and etc. Were determined and applied only in areas suitable for irrigation (Ekinci & Sayılı, 2010: 126-127). In the sixth, seventh and eighth five-year development plans, targets were set and implemented, as in the previous ones. In the seventh and eighth plans, policies and principles were determined in line with the harmonization process with the European Union and the obligations brought by the WTO (Yavuz, 2005: 48).

The 1990s were the years when the Turkish agricultural sector underwent the most intense change. One of the events that affected the sector the most was the Economic Measures Implementation Plan dated April 5, 1994. In line with this plan, the privatization of many SEEs, reducing and limiting subsidies and input payments, reducing support purchases to a certain product range, not allowing the financing of some cooperatives financed by the Central Bank and SEEs based on agricultural production, and removing some loan privileges will reduce the agricultural sector (Demirdöğen & Olhan, 2017: 7). Another factor affecting the Turkish agricultural sector was the WTO Agriculture Agreement. By signing this agreement, Türkiye had to comply with the globally determined rules on the agricultural sector. Although Türkiye is in the developing country category, the rules determined internationally have had a negative impact on the agricultural sector (Susam & Bakkal, 2008: 337).

Another factor of these periods is the EU harmonization process. Among the sectors that Türkiye, which wants to join the EU, must harmonize with the union, perhaps the most challenging one is the agricultural sector. The fact that the agricultural structures of the EU and Türkiye are very different from each other has been effective in the policies implemented in the agricultural sector. Türkiye, which wants to join the EU, has to harmonize its agricultural policies and the structure of the sector with the EU (Benek, 2007: 192). The ongoing economic problems in the world and Türkiye's internal problems for many years starting from the 1970s, as well as the expanding free trade and economic area accompanied by globalization and neo-liberal movements, have seriously affected the agricultural sector. In these years, which continued in the direction of liberal economy, the state withdrew from the agricultural sector and left this field to private sector initiatives, but the private sector could not dominate this field sufficiently and the decline in the field of agriculture continued. Also in this period, the closure of SEEs, which were closely related to the agricultural sector and had a guiding effect on production, accelerated the decline (Dernek, 2006: 6).

Long-standing crises, economic problems, turmoil in domestic politics and frequent government changes have weakened Türkiye economically and forced it to knock on the door of the IMF. In December 1999, Türkiye submitted a letter of intent to request a loan from the IMF, and part of the letter was devoted to the policies planned to be carried out on the agricultural sector. The changes presented in this letter and planned to be implemented on the agricultural sector had a bad impact on the agricultural sector because they were mostly economic in origin and were disconnected from the problems of the sector (Şahinöz, 2000: 287).

With the 2000s, the Turkish agricultural sector entered a restructuring. During this period, WTO, EU, WB and IMF became effective and guiding institutions in the policies developed on the agricultural sector. Internal dynamics as well as the influence of the external institutions mentioned above were effective in the formation of agricultural policies. The burden created by the supports provided to the agricultural sector on the budget, the country's economic difficulties, frequent government changes and foreign debts are among the main reasons for this. As a result of the economy deteriorating day by day and the increasing debts, Türkiye was forced to ask for a loan from the IMF. As mentioned before, a letter of intent was submitted to the IMF in 1999, and the policies planned to be implemented in return for the requested loan were mentioned. One of the sectors that was stated to be regulated in return for loans was the agricultural sector.

In line with the financial support provided by the World Bank and the guidance of the IMF, the Agricultural Reform Implementation Project (ARIP) was carried out on the agricultural sector between 2001 and 2008, and while the project aimed to establish an agricultural sector that is more productive and can compete better with its rivals in the global and regional arena, efforts were made to get rid of the burden created by the sector on the

budget (Yüceer & Tan & Semerci, 2020: 37-38). There are four procedures implemented on the agricultural sector with ARIP. These are the granting of loans that benefit large-scale producers and businesses with high production rates, the removal of price supports, the direct support system and the privatization of SEEs in agricultural production within the state (Yavuz, 2005: 49). In the direct support system, the state made support payments to producers regardless of the prices in the market and the number of products produced (Şahinöz, 2000: 293). The removal of other support systems and the application of only DIS instead made it almost the only support tool applied in the agricultural sector. While it had a share of 7.6% in 2001, its rate increased to 81.4% in 2003. In the ongoing process, along with the DIS, which remained in practice until 2009, supports such as input and loans were put back into practice, and the DIS was reduced to 21.7% in 2009 (Olhan, 2012: 146).

In 2005, an insurance system was created to provide a support mechanism for producers against risks in the agricultural field and to ensure their security against possible losses. This system, called TARSİM, was put into operation with the Agricultural Insurance Law No. 5363 in 2005 (Agriculture Insurance Pool [TARSİM], 2021). Various policies have been produced in this field with new laws and legal revisions.

Other developments that had an impact on the agricultural sector during the relevant period were the Agricultural Strategy Document covering the period between 2006 and 2010, and the Agricultural Law that came into law in the same year. With the strategy document and the relevant law, the legal framework has been created regarding other instruments such as agricultural policies, objectives and supports in agricultural production and how they will be implemented and carried out (Tokatlıoğlu & Selen & Leba, 2018: 160). With this strategy document, it is aimed for the agricultural sector to be a sustainable and environmentally friendly sector with high in competitive power, which uses resources efficiently and effectively, in harmony with its environment, by taking into account the commitments and developments made in the international arena, as well as being in line with the internal dynamics of the agricultural sector (Hatunoğlu & Eldeniz, 2012: 43).

In order to realize the goals and objectives stated in the document in question, the Agricultural Law was accepted and became law on April 18, 2006. Among the processes that concern producers in the agricultural sector and determine the policies created in this field are the Sugar, Organic Agriculture, Agricultural Insurance, Seed Growing and Biosecurity laws have been enacted. Other important factors are the change in quality and diversification of instruments such as support and subsidies for agricultural production and the harmonization process with the EU, as well as the National Rural Development Certificate (NRDC) and Enterprise Resource Planning (ERP), which found a place in the 9th Development Plan. Rural development models were mostly carried out to harmonize the agricultural sector and the industrial sector (Yüceer & Tan & Semerci, 2020: 38).

With the abolition of the DIS, which was introduced with ARIP, in 2009, the deficiency payments system replaced it and constituted the main support instrument. In this support system, unlike DIS, producers are supported not on an area basis, but on the amount of product they produce up to a certain rate. Another policy tool in the field of agricultural production is diesel fuel and fertilizer supports (Demirdöğen & Olhan, 2017: 7-8).

One of the latest policies implemented in Türkiye is the National Agriculture Project. Within the scope of this project, which was announced in 2016, all districts in Türkiye were considered as a single basin, production planning was carried out and it was determined which products would be supported in the regions (Özkan & Kadağan, 2019: 516).

In the 11th Development Plan, covering the years 2019 and 2023, the purpose of the agricultural sector and the policies to be implemented were determined. According to the plan, the aim in the agricultural sector is to establish an agricultural sector that can meet the food needs of the people of the country, compete with its rivals in the international arena, is sustainable, respectful of the environment, economically developed, mindful of the balance of supply and demand, organized, with high efficiency rates, based on technology, and with solved infrastructure problems (11th Development Plan 2019-2023, 2019: 87). In addition, another issue that is expected to affect the agricultural sector is rural development policies. There are various policies regarding the agricultural sector within rural development policies.

When the policies in the 11th plan are examined, it is seen that they are grouped under three main headings. These are service policies, support policies and rural development policies. When consider agricultural supports, we see that they are basically divided into 3 headings. These are field-based supports, biological and biogenetic control support and other agricultural supports. The supports provided to agricultural production by the Ministry of Agriculture and Forestry are divided into three main headings and there are sixteen in total. Apart from these, the Ministry of Agriculture and Forestry is responsible for soil conservation and land evaluation, risk assessment, training and publication, EU and foreign relations, agricultural technologies and mechanization, projects and crediting, marketing, rural development, food and feed, geographical information system, plant health and land consolidation supports (T.R. Ministry of Agriculture and Forestry, 2021).

### **3. THE EFFECTS OF AGRICULTURAL PUBLIC POLICIES: SAMPLE OF EFLANI DISTRICT**

In this study, the economic and social impacts of Turkey's agricultural policies on the Karabük Eflani district will be examined. Eflani, an old township in Zonguldak province, became a district in 1953, and was connected to Karabük in 1995 when Karabük gained provincial status. Eflani is located within the borders of the Western Black Sea region. Although it is located in this region, a continental climate prevails in Eflani, where summers are hot and dry and winters are cold and snowy. Its total surface area is 536 km<sup>2</sup> and its altitude is 910 meters. Although the district is very close to the Black Sea, the mountains in between prevent the maritime climate from entering the interior. There are arable lands, large forest lands, plains, plateaus, wide plains and marble beds in the district (T.R. Eflani District Governorship, 2021).

The main products produced in the district consist of plants such as wheat, barley, oats, some feed and bread wheat varieties, clover, sainfoin, vetch and fodder peas. While the cultivation of these products is spreading to the fields, the local people grow corn, chickpeas, beans, zucchini in gardens, which are generally called "bostan" in the region and vary in size between 1 and 3 decares, surrounded by wire, sheet metal, stone walls or wooden fences, to meet some personal needs. It grows sunflowers, tomatoes, peppers, cucumbers, turnips, radishes, sugar beets, fresh and root onions, potatoes and similar products (T.R. Eflani District Directorate of Agriculture and Forestry [EKİTOM] 2020 Briefing, 2020: 7).

When we look at the land availability and usage area of the district, 19,095 hectares of the district's surface area of 64,920 hectares are agricultural areas, 41,115 hectares are forest areas, 1,095 hectares are meadows and pasture areas, and 3,404 hectares are other areas and



residential areas. In addition, although there are four newly built irrigation ponds in the district, the area for irrigated agriculture is forty-two hectares. When we look at vegetable growing, it is generally a family business and aims to meet personal needs. The number of greenhouses in the district is five and it has a total area of 760 m<sup>2</sup> (T.R. EKİTOM 2020 Briefing, 2020: 5).

**Table 1:** Land Use (hectare) in Eflani District.

Agricultural Areas	Amount of Land (Ha)
Grain Area	4.100,00
Fallow Area	7.000,00
Vegetable Area	18,00
Fruit Area	60,00
Legumes Planting Area	8,00
Forage Crops Planting Area	1.950,00
Barren Area Without Cultivation	5.959,00
Total Agricultural Area	19.095,00

Source: T.R. EKİTOM 2020 Briefing, 2020: 5.

When we look at the land distribution in the information in the 2007 briefing of Eflani District Directorate of Agriculture and Forestry, it is seen that it has 26,921 hectares of agricultural area, 612 hectares of non-agricultural area, 3100 hectares of meadow and pasture area and 22,967 hectares of forest and shrubland (T.R. EKİTOM 2007 Briefing, 2007: 4). In the light of this information, it is seen that while there is a decrease in agricultural, meadow and pasture areas, non-agricultural areas and forest and shrubland areas increase.

Agricultural lands in Eflani are suitable for mechanized agriculture, if a few villages and neighbourhoods are ignored. Considering the number of tractors, agricultural tools and equipment in the table, it is understood that they are not at sufficient levels. Although there are four agricultural irrigation ponds in Eflani as of 2021, when the numbers of water tankers, motor pumps and centrifugal pumps are examined, these equipments used for irrigated agriculture are also at insufficient levels. Compared to other tools and equipment, the values in the number of mouldboard tractor plows, toothed harrows, trailers, meadow mowers and chemical fertilizer distributors prove that grain farming is carried out mainly in the region.

In Eflani, plant production is mostly carried out in the range of cereal products. Production amounts of some herbal products by years are given in Table 24. When Eflani's land assets for agricultural production and 2020 plant production statistics are compared, the total production of wheat, corn, barley, thermal spring and triticale type plant products in the 4100 hectare grain production area is 8136 tons. When we divide the yield obtained by the amount of land, the average grain production per one hectare is around 195 kilograms.

When we look at the forage crops production area, it is seen that there is an area of 1950 hectares. It is seen that a total of 12,596 kilograms of forage crops were produced in 2020, including Hungarian vetch, clover, sainfoin and oat species. When we divide the yield obtained by the amount of land, we see that an average of 615 kilograms of fresh plants are obtained per one hectare.

As is known, in addition to all these, the agricultural issue also has an administrative dimension. Türkiye is a country with a unitary state structure. Within unitary state structures, decisions are taken from a single centre and authorities are shared with provincial units (Gözler, 2016: 100). The fact that the decisions and the policies, supports and incentives to be

implemented are taken from a single centre is also binding on the public personnel working in the district administrations. For this reason, agricultural and livestock policies implemented in district administrations generally proceed within the framework of the standards set by the central government. In addition, as in many other areas, the policies to be implemented in the field of agriculture and animal husbandry are determined in development plans and the policies carried out by the administrations must be compatible with these. The administrative institution responsible for carrying out agricultural and livestock policies in district administrations is the district agriculture and forestry directorates affiliated with the district governorships. The policies, supports and incentives implemented in Eflani are provided by the T.R. Eflani Governorship District Directorate of Agriculture and Forestry (EKİTOM). When we look at the structure of the organization, it consists of a total of eleven personnel, who are one district manager, three veterinarians, one veterinary health technician, one agricultural engineer, one computer operator, one data preparation and control operator, one civil servant and two worker drivers.

When we look at the policies, supports and incentives carried out by the district agriculture directorate in Eflani, it can be seen that they consist of the following between 2007 and 2024

*2007 policies, supports and incentives (T.R. EKİTOM 2007 Briefing, 2007: 4-7);*

- Within the scope of the 2007 (FRS) Farmer Registration System and DIS (Direct Income Support) Project, 1265 farmers were registered to the DIS Project by the district directorate.
- In order to increase forage crop cultivation areas, Meadow Pasture Forage Crops Development Project and Karabük Provincial Special Administration Directorate-financed Forage Crops Cultivation Development projects were carried out.
- In 2007, a dwarf apple project was carried out on an area of 1 decare with the support of Karabük Special Provincial Administration.
- In 2007, a total of 63,350 kg of silage corn, vetch, sainfoin and clover seeds were distributed.
- 100 dwarf apple saplings were distributed in 2007.

*2008 policies, supports and incentives (T.R. EKİTOM 2008 Briefing, 2008: 5-7);*

- 997 farmers were registered to the Diesel and Chemical Fertilizer Project for 2008 by the district directorate.
- Within the scope of the Livestock Support Application, support payments were made for annual and perennial forage crops.
- A total of 25.8 tons of silage corn, vetch and sainfoin seeds were distributed.

*2009 policies, supports and incentives (T.R. EKİTOM 2009 Briefing, 2009: 6-7);*

- Various pesticide applications were carried out within the scope of the Plant Diseases and Pests Control Project.
- Within the scope of farmer registration system, a total of 312,687.35 TL premium was given in the branches of diesel fuel, fertilizer, soil analysis, certified seeds and grain support.

- 813 farmers were registered to the Diesel and Chemical Fertilizer Project for 2009 by the district directorate.
- A total of 99 tons of seeds, including wheat, vetch, barley and triticale, were distributed to farmers.

*Policy, support and incentives in the first 6 months of 2011 (T.R. EKITOM 2011 6 Month Briefing, 2011: 5-7);*

- 408 farmers were registered to the Diesel and Chemical Fertilizer Project for 2011 by the district directorate.
- 266 farmers were registered to support forage crops by the district directorate in 2011.

*2014 policies, supports and incentives (T.R. EKITOM 2014 Briefing, 2014: 5-7);*

- The district directorate registered 385 farmers from 54 villages for diesel and chemical fertilizer support for 2014.
- 260 farmers were registered to support forage crops by the district directorate in 2014.
- A total of 12,750 kg of vetch and sainfoin seeds were distributed to producers.
- 500 walnut saplings were distributed to producers.

*2015 policies, supports and incentives (T.R. EKITOM 2015 Briefing, 2015: 6-8);*

- Applications for diesel fuel and chemical fertilizer support for 2015 have been received by the district directorate.
- The district directorate registered 249 farmers to support forage crops in 2015.
- A support payment of 272,963.84 TL was made for annual and perennial forage crops in the field of animal husbandry.
- A total of 56 tons of wheat, barley and triticale seeds were distributed to producers.
- A total of 815 fruit saplings, including walnut, apple, quince and pear, were distributed to producers.

*2016 policies, support and incentives (T.R. EKITOM 2016 Briefing, 2016: 6-8);*

- 437 farmers who applied for diesel fuel and chemical fertilizer support for 2016 were registered by the district directorate.
- The district directorate registered 239 farmers to support forage crops in 2016.
- A total of 73.5 tons of seeds, including wheat, barley and triticale, were distributed to producers.
- A total of 250 fruit saplings, including walnut, apple, pear, cherry and sour cherry, were distributed to producers.

*2017 policies, support and incentives (T.R. EKITOM 2017 Briefing, 2017: 6-8);*

- 441 farmers were registered in the Farmer Registration System in 2017 by the district directorate.

- The district directorate registered 276 farmers to support forage crops in 2017.
- A total of 79.6 tons of wheat, barley and triticale seeds were distributed to producers.
- A total of 5725 kg of sainfoin, common vetch, clover and fodder pea seeds were distributed to producers.
- A total of 470 fruit saplings, including walnut, apple, pear, sour cherry, quince and plum, were distributed to producers.

*2018 policies, support and incentives (T.R. EKITOM 2018 Briefing, 2018: 6-8);*

- 519 farmers were registered in the Farmer Registration System in 2018 by the district directorate. In 2018, 508 farmers were entitled to receive diesel fuel, chemical fertilizer and soil analysis support.
- The district directorate registered 327 farmers to support forage crops in 2018.
- A total of 78 tons of wheat and einkorn seeds were distributed to producers.
- A total of 6.2 tons of fodder pea seeds were distributed to producers.

*2019 policies, support and incentives (T.R. EKITOM 2019 Briefing, 2019: 6-8);*

- 526 farmers were registered in the Farmer Registration System in 2019 by the district directorate.
- 370 farmers were registered to support forage crops by the district directorate in 2019.
- A total of 79.5 tons of cereal seeds, including wheat, barley and triticale, were distributed to producers.
- 6 tons of forage pea seeds were distributed to producers in the forage crops area.
- 100 walnut saplings were distributed to producers.

*Policies, supports and incentives for 2020 and some policies for 2021 (T.R. EKITOM 2020 Briefing, 2020: 6-9);*

- Support payments were made to producers in the fields of annual and perennial forage crops, use of certified seeds, diesel fuel and fertilizer support, and difference payment support.
- A total of 81 tons of cereal seeds, including wheat and barley seeds, were distributed to producers.
- A total of 9940 kg of forage plant seeds, including sainfoin, chickpea, clover and forage pea, were distributed to producers.
- For 2021, it is planned to distribute grant-supported walnut saplings by the provincial directorate, and to supply the perennial forage plant sainfoin and annual forage plant common vetch seeds to farmers with grant support.
- Within the scope of the demonstration study, 5 types of wheat seeds were planted on 8 decares of land of a farmer in the central neighbourhood of Eflani district. With this study, it will be determined which type of wheat is more suitable for the district conditions and the farmers will be informed.

- Within the scope of the project carried out by the Samsun Black Sea Agricultural Research Institute Directorate, 2 female farmers were given free-of-charge planting of First Step (Milkweed) on an area of 5 decares. These studies carried out in Şenyurt village and Çelebiler neighbourhood are being followed and the harvest results will be shared with farmers.
- Solid Fertilizer Distributor Trailer and 2 soil rollers were allocated to Eflani Chamber of Agriculture for the use of farmers with the financing of the special provincial administration.
- It is planned to recruit 1 selector for the district in 2021 with the financing of the special provincial administration.
- 6 farmer projects were entitled to receive grants within the scope of the 13th Stage Rural Development Investments.
- In 2021, providing Milk Hygiene Training to farmers in cooperation with Eflani Public Education Centre has been included in the program.
- Routine inspections of food businesses and marketplaces continue during the pandemic period.
- Monthly inspection of fertilizer and feed dealers continues.
- Inspections of school canteens continue in coordination with the Eflani District Directorate of National Education.
- Field work for dairy cattle training continues in partnership with the university.
- Field research for Ministry-supported artificial insemination studies continues.
- Work continues within the scope of the “I Have Many Reasons to Live in My Village” Project.
- Work continues within the scope of the Dissemination of Artificial Insemination and Development of Meat and Combined Breeds Project.

*2021 policies, support and incentives (T.R. EKİTOM 2021 Briefing, 2021: 6-10);*

- 638 farmers were registered in the 2021 Farmer Registration System by the District Directorate.
- 386 farmers were registered for Forage Crops Support.
- The number of farmers applying for Certified Seed Use Support is 43.
- 13 farmers applied for Grain, Legume and Grain Corn Gap Payment support.
- A total of 1,467,261.29 TL worth of Red Meat, Bees, Malak, Calves, Breeding Sheep & Goats and Breeding Buffaloes were supported.
- Standard ear tags required for the project were obtained from the Provincial Directorate, and animals registered to the union where artificial insemination was performed were recorded in the Preliminary Stud Book system.
- 1 ram support was provided to 4 farmers in the district.

- Certified seeds supported by grants from the General Budget of the Ministry were distributed in order to increase the cultivation areas of forage crops.
- Within the scope of the demonstration study, 5 types of wheat seeds were planted on 8 decares of land of a farmer in the central neighbourhood of the district. With this study, it was determined which type of wheat is more suitable for the district conditions and the farmers were informed.
- Within the scope of the Dissemination of Agricultural Innovations and Publication Projects by the Department of Education and Publication, the Women Farmers Meet with the First Step project was carried out under the coordination of the Meadow, Pasture and Forage Crops Branch Directorate. Italian Grass (Milkweed, Reygrass) seeds developed by Samsun Black Sea Agricultural Research Institute Directorate were demonstrated by 2 female farmers in an area of 5 decares. 2 female farmers participated in the project in Şenyurt village and Çelebiler neighbourhood.
- The allocation of the 3 meter fixed and 5 meter foldable cylinder, purchased with the financing of Karabük Special Provincial Administration, was made to Eflani Chamber of Agriculture by the District Directorate of Agriculture.
- Within the scope of Rural Development Investments Support Program; 8 farmers were entitled to receive a baler machine with a 50% grant, and 4 farmers were entitled to receive a feed mixing-distribution machine with a 50% grant.
- General Directorate of Livestock; From the Supporting Investments in Small and Cattle Enterprises project, 1 farmer received a mobile milking machine with a 50% grant, and from the Supporting Investments in Beekeeping, Sericulture, Goose and Türkiye Breeding Project, 1 beekeeper received a basic honeycomb and a solar energy panel with a 50% grant.
- In 2021, a total of 2,457 animals, including 1,831 cattle and 626 sheep, were ear tagged in the district.
- The cattle and sheep in the district are infected with rabies, foot and mouth, burns, enterotoxemia, anthrax, brucella, K.K.K. fever, plague, PPR and smallpox vaccination were carried out.
- Before the 2021 field studies, farmers animal number updates were followed and updated by technical personnel.
- Within the scope of combating notifiable diseases, tuberculosis disease was diagnosed in a livestock enterprise and necessary precautions were taken.
- Due to the goose deaths that occurred at the Goose Farm opened within the Eflani Municipality, the necessary samples were taken and sent to the Veterinary Control Central Research Institute.
- Blood samples were taken from 82 cattle within the scope of FMD Vaccine Immunity Survey and NSP Survey Studies.
- Before the animal shipments to the Foot and Mouth Disease-Free Thrace Region during the Eid al-Adha period, blood samples were taken from 340 cattle and 170 small cattle and animal shipments were made.

- In 2021, Sacrifice Slaughter Personnel Training was given to 45 farmers through the Public Education Center.
- A total of 77 soil samples taken from 15 farmers and 13 villages were analysed. Farmers awareness was raised by holding a farmer meeting on fertilization.
- Routine inspections were carried out in food businesses and markets during the pandemic period.
- The Dissemination of Artificial Insemination and Development of Meat and Combined Breeds Project of the Ministry of Agriculture and Forestry is implemented throughout the district. In this way, the number of members of the Breeding Cattle Breeders Association has increased.
- Technical personnel from the District Directorate were assigned to the Improvised Explosives Commission established within the District Governorship and actively participated in the inspections.

In accordance with the protocol made between the Ministry of Agriculture and Forestry and the Turkish Statistical Institute, agricultural prices (prices received by the farmer and paid by the farmer) have been regularly entered into the TURKSTAT system on a monthly basis by the district directorate.

- The Ministry's TUFİS entries have been made.
- TAPDK (Tobacco and Alcohol Market Regulatory Authority) licenses and annual renewals have been carried out routinely for businesses operating in the district.
- A pesticide course was given.

*2022 policies, support and incentives (T.R. EKİTOM 2022 Briefing, 2022: 5-9);*

- 711 farmers were registered in the Farmer Registration System in 2022 by the District Directorate.
- 349 farmers applied for Forage Crops Support. The number of farmers applying for Certified Seed Use Support is 23.
- 18 farmers applied for Cereal, Legume and Grain Corn Gap Payment support.
- A total of 2,058,292.58 TL worth of Raw Milk, Forage Plants, Red Meat, Bees, Malak, Calves, Breeding Sheep and Breeding Buffaloes were supported.
- Standard ear tags required for the project were obtained from the Provincial Directorate, and animals registered to the union where artificial insemination was performed were recorded in the Preliminary Stud Book system.
- A total of 4,914,017.28 TL worth of Certified Seed Use, Diesel and Fertilizer and Gap Payments support was provided.
- In order to increase the cultivation areas of forage crops, certified seeds supported by grants from the General Budget of the Ministry were distributed.
- 2100 walnut and aronia saplings were distributed.

- Within the scope of Rural Development Investments Support Program in 2022; 3 farmers were entitled to receive baler machines with a 50% grant within the scope of technology renewal and modernization. In addition, 18 farmers received a trailer with a 50% grant, 1 farmer received a rotavator, 3 farmers received a plow, 1 farmer received a seeder, and 1 farmer received a meadow mower.
- In 2022, a total of 4,787 animals, including 3,797 cattle and 990 sheep, were ear tagged in the district. Within the scope of the efforts to register owned cats and dogs in the district by inserting chips, 228 owned pets were chipped.
- The cattle and sheep in the district are infected with rabies, foot and mouth, burns, enterotoxemia, anthrax, brucella, K.K.K. fever, plague, PPR and smallpox vaccination were carried out.
- 700 boxes of 500 ml tick medicine were distributed free of charge to animal enterprises.
- 400 artificial insemination activities were carried out throughout the year.
- In 2022, the Plant Damage Control Course was given to 52 farmers through the Public Education Center.
- Certificates were given to 24 farmers who attended the Herd Management course.
- Technical information was provided to the trainees participating within the scope of the Eflani Municipality Goose Breeding Project.

*2023 policy, support and incentives (T.R. EKITOM 2023 Briefing, 2023: 5-11);*

- Within the scope of the Hand in Hand Natural Product Project implemented by the Provincial Directorate and KADEM with SOGEP, 9 women farmers in the district planted buckwheat (gretchka) on an area of 110 decares. Seeds and fertilizer were distributed free of charge to farmers.
- In Demirli village of the district, 3 farmers started to grow purple onions in an area of 30 decares. Technical support and 75% subsidized seeds were provided by the Provincial Directorate, and the air seeder machine in the inventory of the Provincial Directorate was given to the farmers for planting.
- 2 female farmers cultivate aronia plants in a total area of 17 decares, and technical support is provided by the District Directorate.
- 100% subsidized forage plant seeds were given for trial purposes to 2 farmers from Ovaşeyhler and Hacıağaç villages, and the seeds were planted in 5-decare parcels each.
- 1 farmer planted 75 decares of silage corn as irrigated agriculture in Halkevli village.
  - 744 farmers were registered in the 2023 Farmer Registration System by the District Directorate.
- Applications from 272 farmers were received for Forage Crops Support.
- The number of farmers applying for Certified Seed Use Support is 42.
- 125 farmers applied for Grain, Legume and Grain Maize Gap Payment Support for the first period.



- A total of 2,587,111.94 TL worth of Raw Milk, Forage Crops, Red Meat, Bees, Malak, Calves, Breeding Sheep and Breeding Buffaloes were supported.
- A total of 7,441,140.83 TL worth of Certified Seed Use, Diesel and Fertilizer and Gap Payments support was provided.
- Soil Products Office opened a temporary grain purchasing center in the district, and 1,130 tons of wheat and 370 tons of barley were purchased from 216 producers. 11 million Turkish lira was paid to farmers.
- Within the scope of increasing the cultivation areas of forage crops and developing fruit growing, certified seeds and certified saplings were distributed with grant support from the Ministry's general budget.
- Within the scope of the Rural Development Investments Support Program in 2023, farmers purchased a total of 46 tools and equipment with 50% support.
- Within the scope of the Expert Hands in Rural Development Project, a farmer from Karlı village became the owner of 6 male fattening cattle for a total of 300,000 lira, including 50,000 lira in-kind contribution and 250,000 lira state grant.
- In 2023, ear tags were attached to a total of 5000 animals, including 3,800 cattle and 1200 sheep.
- The cattle and sheep in the district are infected with rabies, foot and mouth, burns, enterotoxemia, anthrax, brucella, K.K.K. fever, plague, PPR and smallpox vaccination were carried out.
- Tuberculosis disease was detected in 2 enterprises in the district in 2023, and necessary tests were carried out and precautions were taken.
- Within the scope of the foot-and-mouth disease measures in the district, animal movements have been restricted and quarantine measures have been implemented.
- Blood samples were taken from 400 cattle within the scope of FMD Vaccine Immunity Survey and NSP Survey studies.
- 571 artificial insemination activities were carried out throughout the year.
- In 2023, courses were organized with the Public Education Center in the field of animal husbandry and health, and 152 successful farmers were entitled to receive certificates.
- During the year, 65 applications received from the TAY-PORTAL system coordinated with the General Directorate of Land Registry were answered.
- The Ministry's TUFIS entries continue routinely.
- The project titled Improve Quality and Raise Young Beekeepers, submitted by Eflani Municipality to the Western Black Sea Development Agency (BAKKA) within the scope of the Western Black Sea Regional Development Program (BAKAP), has been accepted and my District Directorate has taken part as a participating institution.

*Policy, support and incentives in the first half of 2024 (T.R. EKİTOM 2024 Briefing, 2024: 6-10);*

- Applications from 22 farmers were received for Certified Seed Use Support.

- Applications of 137 farmers were received for Grain, Legume and Grain Corn Gap Payment Support.
- A total of 3,951,033.58 TL worth of Raw Milk, Forage Crops, Red Meat, Bees, Malak, Calves, Breeding Sheep and Breeding Buffaloes were supported.
- A total of 7,649,342.26 TL worth of Certified Seed Use, Diesel and Fertilizer and Gap Payments support was provided.
- Within the scope of the TABİAT KARABÜK project carried out under the auspices of Karabük Governorship, 50% subsidized buckwheat seeds and aronia saplings were distributed to farmers.
- A total of 3,500 animals, including 2,500 cattle and 1,000 sheep, were ear tagged in the district in 2024.
- The cattle and sheep in the district are infected with rabies, foot and mouth, burns, enterotoxemia, anthrax, brucella, K.K.K. fever, plague, PPR and smallpox vaccination were carried out.
- Before the 2024 field studies, farmers' animal number updates are followed by technical personnel. • Blood samples were taken from 300 cattle within the scope of FMD Vaccine Immunity Survey and NSP Survey studies.
- 421 artificial insemination procedures were performed in the first 6 months.
- There are 3 licensed veterinarian offices in the district. Information activities and routine inspections about the Veterinary Practice and Polyclinic regulation No. 28085 dated 15/10/2011, published based on Law No. 5996, continue throughout the year.
- 642 farmers were registered in the 2024 Farmer Registration System by the District Directorate. Cultivated area control is carried out by the District Directorate using the sampling method.
- Applications from 234 farmers were received for Forage Crops Support. Application areas were checked in villages and neighbourhoods by technical personnel.
- During the year, regular field studies were carried out to detect diseases, pests and weeds that cause economic damage in the production areas in the district, and farmers were informed.
- Farmers who requested it during the pruning season were given information about garden pruning techniques and the mistakes they made during pruning.
- In order to prevent post-harvest stubble burning, farmers in the field were constantly informed in coordination with the Forest Management Directorate.
- Support was provided to 2 female farmers within the scope of the Dissemination and Control of Organic Agriculture Project carried out by the District Directorate for 2024.
- Within the framework of the Ministry's plant health program; Sunnip pest control was carried out in the grain fields by technical personnel, and Sunnose Survey Challenge and Report was prepared.

- During the harvest period, combine harvester controls were made on the mowed fields.
- District Damage Assessment Commission was established due to the frost disaster that occurred in May. Across the district, 90% frost damage in barley fields and 70% frost damage in wheat fields was detected by the technical staff, and the official letter was sent to the Ministry, Ziraat Bank and Agricultural Credit Cooperative. The samples taken from the fields were sent to the relevant research institutes of the Ministry. There are no farmers who received debt postponement in 2024.
- Soybean and sorghum seeds, obtained for demonstration purposes from Antalya BATEM affiliated with the Ministry, were given free of charge to a farmer in Hacıağaç village, and their development status was monitored by technical personnel from planting to harvest.
- In May, a pneumatic seeder registered in the District Directorate's inventory was made available to farmers for planting 150 decares of silage corn.
- Samples were taken by the Provincial Directorate technical staff within the scope of the pre-harvest residue monitoring program.
- In 2024, courses were organized with the Public Education Center in the field of animal husbandry and health, and 24 successful farmers were entitled to receive certificates.
- In line with the instructions of the Ministry, informative meetings were held for farmers within the scope of Sustainable Water Management in Fighting Drought and Protect Your Food, Protect Your Table projects.
- Necessary announcements were made to farmers regarding Agricultural Insurance and Agricultural Supports.
- Within the Ministry's Statistical Information System, data on the numbers of crop production, animal husbandry and agricultural machinery are compiled at certain times throughout the year. The data obtained by IBS is published and made official by TURKSTAT within the Official Statistics Program.
- The Ministry's TUFIS entries continue routinely.

#### **4. EVALUATION: PROBLEMS AND RECOMMENDATIONS**

Producers in the agricultural sector face many problems. The main ones affecting the sector are government policies, international organizations and agreements, liberalized trade, the Turkish agricultural sector being insufficient in the international market and Türkiye becoming a market of developed countries in certain product ranges, high input costs, low prices in the agricultural product market compared to costs, inadequacy of agricultural education and activities, migration due to inadequacy of development and social life in rural areas, fragmentation of lands, scarcity of irrigable lands, insufficient organization of farmers, privatization of SEEs that direct the agricultural sector, and monopolization and Cartel systems.

Wrong agricultural policies, which have been implemented for a long time and have changed frequently over time, have not been effective, and are generally created with economic considerations, have deeply affected this sector over time. It is a difficult phase to regain some of the lost values and capabilities in the agricultural sector. Although supportive policies have been tried to be implemented recently, the sector still remains lagging behind compared to its competitors in the world.

The second most important factor is international organizations and agreements. With the influence of organizations and agreements, there have been great changes in the agricultural sector, especially the loan agreement signed with the IMF in 1999 left deep scars on the agricultural sector. Türkiye, which had to comply with the standards determined by the WTO Agreement on Agriculture, although it was in the developing country category, many supports for the agricultural sector were abandoned and the sector was left to its own fate for a while. Another factor is the Customs Union Agreement with the EU. Although Türkiye brought its agricultural products to a new market with this agreement, the situation turned unfavourable over time and began to become a market for European countries with more developed agricultural production systems.

Perhaps the biggest problem of all producers in the agricultural sector is the high level of agricultural inputs. The high price values of fuel, fertilizer, electricity, agricultural tools and equipment constitute the largest input items for producers. Especially recently, increasing fuel prices, price increases in the fertilizer industry and monopolies put farmers in a huge financial bind. In the face of these, the fact that the products produced are in low price ranges alienates especially small producers from production and causes them to leave the sector.

Another situation that has a negative impact on the agricultural sector is the development levels of rural areas. In Türkiye, many institutions, organizations, services such as quality healthcare, infrastructure, education, industry, business and social life are concentrated in big cities. Migration from rural areas to cities causes great losses in agricultural production and turns the producer into a consumer, as well as causing various problems and problems in cities. At this point, the only thing that needs to be done is to minimize the development differences between big cities and rural areas, to shift industrial facilities to rural areas, to shift the basic services needed by the people, especially health and education services, to rural areas and to increase their quality.

Two other important factors on the sector are education and organization. Agricultural education, training and technical support activities need to be further increased. Agriculture courses should be added to the curriculum as compulsory or optional in all secondary and high school level schools, especially in regions where agricultural production is carried out, general meetings, lectures, courses should be held for the education and training of existing farmers, practical training should be provided, and new product, machinery and technology ranges should be introduced to farmers. Ensuring greater participation of women producers in the agricultural production process is seen as another effective factor.

The problems experienced in the field of agriculture and livestock in district administrations are not very different from the problems experienced throughout the country. However, in many regions, specific problems may arise. There are various problems in the field of agriculture and animal husbandry in Eflani district.

The first problem in the field of crop production stems from the fact that many producers in the district view the sector as a hobby or a pastime. This sector appears to be a tool rather than a goal for local producers. Crop production processes are carried out mostly for the purpose of meeting the nutritional needs of families and providing feed for the animals

they raise. Many producers in the region do not attribute an economic value to the crop production process, making the sector insular. However, Eflani is the district with the highest values in Karabük province in terms of arable land.

The second problem arises from the seeds used, machine power and capacity. Many families in the region have been using the same, inefficient and low-quality seeds for many years. This system has been proceeding in the same way for years. The producer allocates some of the grain he reserves at harvest time as seeds to be sown the next year. In fact, this system is a system implemented throughout Türkiye. Since these seeds have been used for many years, their yield rates decrease over time and they become a weed. These seeds, which have much lower yields than grain and straw, cause losses.

The other problem arises from the knowledge, training and specialization of producers. While many farmers have been producing a certain category of grains, especially barley and wheat, in open fields for many years, they have been producing many different vegetables and grains in gardens and orchards. While they grow many products in these gardens and orchards, they think that these products cannot grow in the open fields.

Although there are different problems in growing such products in open fields, the most effective reason is the way of thinking. The company named Berce Beraberce Agricultural Development Enterprises, which operated in Eflani for a while, rented many lands in the district and produced irrigated alfalfa, corn and sunflower in open fields and achieved high yields. Despite this example, it is thought-provoking that the local people do not attempt such a production move. Perhaps at this point, the fact that the plant production process is not carried out for economic purposes can be put forward as an effective reason, but this is nothing more than a thought pattern. There are also problems in specialization. There is no specialization in the plant production process because many producers do this job to meet their family needs and needs of the animals they feed, and they generally spend their economic life in other professions. It should be explained to the producers that the crop production process can be removed from its current pattern and become an economic field through training, support and incentives. At this point, training, technical support, seminars and information meetings should be provided for producers by the necessary institutions. Providing agricultural support is of great importance at this point.

The fifth problem is caused by dirty seeds. Since producers have been using the same seed beds for many years, these seed beds become dirty over time. In fact, seeds of different types and types of cereals and foreign plants are mixed into them, the producer carries the seeds he separated from the previous year to other lands, which causes especially the spread of weeds on agricultural lands. At this point, it is necessary to provide information about the selection of seeds and to encourage this process.

The sixth problem is caused by irrigation. Although the district has a large landmass, the amount of irrigable area is 42 hectares. There are a total of 4 ponds for irrigation purposes in the district, including the newly built one (T.R. EKİTOM 2020 Briefing, 2020: 5). When we consider the equipment in the irrigation area and the range of products grown, it will be clear that there is no development. Rather than building a new pond, what needs to be done is to build canals in existing ponds or improve streams for irrigation. It is necessary to carry out irrigation works in the areas around or near ponds, and to provide tools, equipment, technical support, electricity, and training services in this field.

In order for the above-mentioned propositions to be realized, a market is absolutely necessary. A producer who cannot bring his product to the market will not do this job. Great support from the state and entrepreneurs is needed in terms of entering the market. Necessary

systems should be created to bring products to the market in unprocessed or processed forms, storage activities should be developed, and Eflani should be made a preferred area for industrialists and manufacturing sectors. Even if this cannot be achieved, intermediary institutions must be established because Eflani is very close to metropolises such as Istanbul and Ankara and can be reached during the day. At this point, it can be suggested as a recommendation to establish intermediary institutions and cooperatives, to provide support and incentives for businesses that want to operate in the region, to organize fairs to bring together producers and industrialists, and to organize business trips and meetings.

Finally, an agricultural census must be carried out in order to ensure consistent agricultural policies throughout the country and to plan the future. Many of the policies undertaken without an agricultural census and knowing what the people have and what they need will lose their applicability.

Considering the agricultural policies, supports and incentives existing in district administrations, it is not expected to be different from these since Türkiye has a unitary state structure and the policies to be implemented in these areas are determined by the central government in the development plans. Many supports, incentives, subsidies and services are provided by district administrations, especially from the Ministry of Agriculture and Forestry.

Eflani district is a small and constantly migrating district. Agriculture and animal husbandry in the district progress as a hobby. Local people continue their economic life in other areas. The services offered extensively in the district are in the fields of cattle, grain products, forage crops, diesel fuel, fertilizer, vaccination, artificial insemination and calves. Although there are 4 irrigation ponds in the district, the area for irrigated agriculture is at very low levels. Again, while greenhouse cultivation is the most efficient way to produce in many places where the climate is not suitable, the cover area in the district is very low. Another point that attracts attention in Eflani is the abundance of fallow and barren areas. In addition to the above-mentioned supports in the field of agriculture and animal husbandry, it is deemed necessary to work on the basic topics of education, irrigation, technical support, market, cooperative formation, plant and animal breeding and to increase the number of personnel of the District Directorate of Agriculture and Forestry. It is thought that Eflani has a great potential in the field of agriculture and animal husbandry.

## GENİŞLETİLMİŞ ÖZET

**Çalışmanın Amacı:** Araştırmanın konusunu ilçe idarelerindeki tarım politikalarının neler olduğu ve hangi süreçlerden meydana geldiği oluşturmaktadır. Burada amaç ilçe idarelerinde yürütülen tarım politikalarının neler olduğunu bulup, sürecin işleyişi, etkinliği ve verimliliği hakkında bilgi edinmek ve bunları okuyuculara aktarmaktır. Araştırmanın gerekçesini oluşturan sebep süreç içerisindeki eksikliklerin, problemlerin ve hataların farkına varılmasını sağlamak, tabandan tavana düzenli, etkin, verimli bir tarım politikası oluşturulmasını, bu alanda çalışmalar yürütecek araştırmacılar için bir kaynak teşkil etmesini, literatüre ve sektöre katkı sunulmasını sağlamaktır.

**Araştırma Soruları:** Araştırmanın temel sorusu ilçe idarelerinde yürütülen tarım politikaların işlevselliğidir. Süreçlerin belirlenmiş, uygulama ve nihayet sonuç aşamasına gelindiğinde elde edilen veriler ışığında yürütülen bu politikaların etken olup olmadığı varsa yanlışlıkların ne/neler olduğu ve bu sorunlara yönelik sunulabilecek çözüm önerilerinin neler olduğundan meydana gelmektedir.

**Literatür Taraması:** Çalışmada tarım politikaları ile ilgili tarihevi ilgilendiren kaynaklar irdelenmiştir. En önemli bilgi ve bulgular ise Eflani ilçe müdürlüğünün hazırladığı yıllık bilgi brifinglerinden edinilmiştir.

**Yöntem:** Araştırmanın yöntemi daha önceleri bu alan üzerinde yazılmış ve yapılmış olan çalışmaları incelemek ve analiz şeklinde seçilmiştir. Bu yöntem uygulanırken birincil ve ikincil kaynaklardan yararlanılmıştır. Birincil kaynaklar; kanunlar, kalkınma planları, ilgili kurumlardan sağlanan veriler olurken ikincil kaynaklar ise; kitaplar, makaleler, dergi yazıları, yüksek lisans tezleri gibi kaynaklardan sağlanan bilgilerden oluşmuştur. Bunlara ek olarak tarım ve hayvancılık alanındaki politikaların sektöre nasıl yansıtıldığını aktarabilmek için resmi TÜİK verilerinden yararlanılmıştır.

**Sonuç:** İlçe idarelerinde var olan tarımsal politika, destek ve teşviklere bakıldığında, Türkiye'nin üniter bir devlet yapılanmasına sahip olması ve bu alanlarda uygulanacak olan politikaların merkezi hükümet tarafından kalkınma planlarında belirlenmesinden dolayı bunlardan farklı olması beklenmemektedir. İlçe idarelerinde başta Tarım ve Orman Bakanlığı kaynaklı olmak üzere birçok destek, teşvik, sübvansiyon ve hizmet sunulmaktadır. Eflani ilçesi küçük ve göç veren bir ilçedir. İlçede tarım ve hayvancılık bir hobi tarzıyla ilerlemektedir. Yöre insanı ekonomik hayatını başka alanlarda sürdürmektedir. İlçede yoğun olarak sunulan hizmetler büyükbaş hayvan, hububat ürünleri, yem bitkileri, mazot, gübre, aşılama, suni tohumlama ve buzağı alanlarında olmaktadır. İlçede 4 adet sulama göleti bulunmasına rağmen sulu tarım yapılan alan çok düşük seviyelerdedir. Eflani'de dikkat çeken bir başka nokta ise nadas ve kıraç alanların fazlalığıdır. Tarım ve hayvancılık alanında yukarıda bahsi geçen desteklemelerin yanında eğitim, sulama, teknik destek, pazar, kooperatifleşme, bitki ve hayvan ıslahı temel başlıkları alanında çalışmaların ve İlçe Tarım ve Orman Müdürlüğü'nün personel sayısının artırılması gerekli görülmektedir. Eflani'nin tarım ve hayvancılık alanında büyük bir potansiyele sahip olduğu düşünülmektedir. Tarımsal girdilerin yüksekliği, kırsal kesimdeki eğitim düzeyi, uluslararası kuruluşların etkileri, sulama, parçalanmış arazi yapısı, makinelere ilişkin sorunlar gibi unsurlar tarımın kalitesini düşürmektedir. Bu sorunların giderilmesi için örgütlenme haklarının iyileştirilmesi, eğitimin artırılması, girdilerin azaltılması, kırsaldan kente göçün engellenmesi, tarım politikalarında karar süreçlerinin yerel düzeyde artırılması gibi önerilerin faydalı olacağı düşünülmektedir.

**Etik Beyanı:** Bu çalışmanın tüm hazırlanma süreçlerinde etik kurallara uyulduğunu yazarlar beyan eder. Aksi bir durumun tespiti halinde Kamu Yönetimi ve Politikaları Dergisinin hiçbir sorumluluğu olmayıp, tüm sorumluluk çalışmanın yazarlarına aittir.

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**Çıkar Beyanı:** Yazarlar ya da herhangi bir kurum/ kuruluş arasında çıkar çatışması yoktur.

**Ethics Statement:** The authors declare that the ethical rules are followed in all preparation processes of this study. In the event of a contrary situation, the Journal of Public Administration and Policy has no responsibility and all responsibility belongs to the author of the study.

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