UNIFYING TWO REGIONAL PLANNING METHODOLOGIES IN AN ANALYSIS OF THE RURAL AND AGRICULTURAL DEVELOPMENT POTENTIAL OF THE PROVINCE OF YOZGAT, TURKEY

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ABSTRACT – This study will investigate Yozgat's agricultural potential for rural development. There are many emigrants from Yozgat. The elderly population here is increasing, and although the agricultural potential is strong, it is not used effectively. The method used in this study includes a combination of two approaches. The first approach includes the critical factors of rural development: physical systems, social systems, creative systems, local systems and economic systems. The second approach includes the accelerators of rural population, in addition to the opportunities and limiters. The most important problem related to the analysis of rural development is the selection of a perspective on the province in question. This study will guide future studies of provinces and regions. The study concluded that Yozgat's social life should be as lively and strong as its agricultural production and animal husbandry potential. Moreover, Yozgat has important ecotourism destinations, and this potential should be used. The greatest necessity of Yozgat is agro-industry that will serve for the processing of agricultural and animal husbandry products.

Keywords: regional planning, rural planning, agriculture, Yozgat

INTRODUCTION

The main subject of the science of regional planning is the causes of regional differences and the knowledge of how to eliminate these differences using regional plans (Dericioğlu, 1988, p. 13). Regional development policies should help national development by increasing the productivity of regions, and aim to reduce developmental differences between urban and rural areas (Dinçer, 2007, p. 168). Regional development planning is widely taken to mean rural development (Morrison *et al*., 2015, p. 1602; Friedmann and Bloch, 1990; McManus and Pritchard, 2000; Tonts and Haslam-McKenzie, 2005). Economic restructuring, socio-political transformation and changing relations have influenced the position of rural areas in the world system. Today's rural areas, due to the destruction of the dual economy (i.e. the sharp distinction between rural and urban), are no longer merely hinterlands, but are also heartlands that offer amenities and unusual new economic activities (Akgün *et al*., 2015, p. 679; Brown and Grilliard, 1981; Tarmann, 2003).

Rostow's study determined that it is not possible for nations to have all their regions use modern technology and be developed at the same level, and it is normal for there to be developmental differences among regions (Bayraktutan, 1994, p. 185). Geographical position, natural resources and technical developments play important roles in the creation of these differences, and all development initiates at the same point (Bayraktutan, 1994, p. 185). In context of this approach, Dericioğlu (1988, p. 13) has stated that the growth theory was converted into the growth pole theory by Perroux (1955). Moreover, Dericioğlu (1988, p. 13) stressed the importance of the growth pole theory developed by Hirschman (1958) and Myrdal (1957). Dericioğlu (1988, p. 13) also claimed that economic

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development would be realized through polarization rather than with equalization, and that there would be two important effects of this polarization:

1. widespread trickle-down effects;
2. polarization/ backwash effects.

Rural areas mainly produce raw materials. However, the economic return to these areas is less than that of industrial production since the materials are not processed in rural areas. For this reason, rural areas are negatively influenced by big cities, which are the poles of regional economic development. Young and socially skilled people emigrating to cities, investors' prioritization of cities, failure to improve infrastructure and difficulties with access to services increase the effect of polarization. The expectation from regional planning studies is to balance rural development with urban development and to spread economic development from cities to rural areas. Inventions and economic, educational and infrastructural investments are all necessary for the development of rural areas.

"Economic growth means an increase in all quantitative values of economy including production, investment, foreign trade, income, employment, capital equipment, fortune and natural resources level" (Tolunay and Akyol, 2006, p. 118). "Development is change in economic and socio-cultural structure that increases productivity and per capita income" (Tolunay and Akyol, 2006, p. 118; Savaş, 1979). "The process of rural development includes the design of a balanced distribution of welfare and income in a framework of equality and justice and helping rural areas to be modernized economically, socially and culturally" (Aydın and Yıldırım, 2013, p. 29; Işık and Baysal, 2011, p. 168).

Rural development involves resources, civil society institutions, structures and norms. One of the key topics of rural development research is the proper functioning and development of local society. Rural development is described by Marsden (2009, p. 124) as "active structural change and behavioural change in the rural economy that raises its competitive capabilities in the face of price squeezes, sustainability and vulnerability" (Granvik *et al.*, 2012, p. 156). Thus, one of the most important topics in sustainable urban and rural planning and development is the planning of rural areas.

This study aimed to determine the key factors required for the utilization of rural areas and analyze these factors in the case of the dominantly rural province of Yozgat.

METHODS

Aliye Ahu Akgün *et al.* (2015) defined the factors required for sustainable rural development as physical systems, social systems, creative systems, local systems and economic systems. This study combined these critical factors for sustainable rural development with the accelerators, limitations and opportunities described by Eliahu Stern (2013) in the study entitled *Demographic Sustainability and Rural Development Policy*.

Thus, the study both evaluated the rural development opportunities for the province of Yozgat and sought a solution for the emigration of rural population to cities, which is an important problem for Yozgat. The methodology of the study is presented in Figure 1.
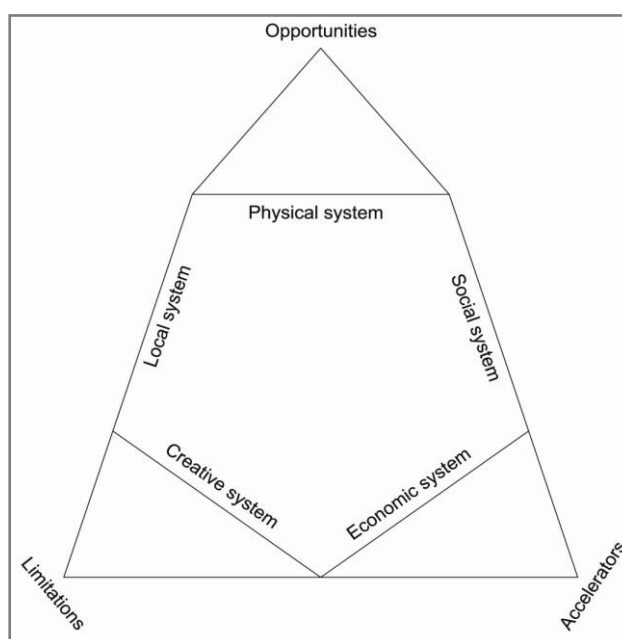

Figure 1. *The methodology of the study*

RESULTS AND DISCUSSION
1. Physical System

The enhancement project for Yozgat's problematic agricultural areas was the main agricultural data of the study. The study considered two main factors to evaluate Yozgat's physical potential in agricultural terms. The first factor was large land groups (LLG) and the second was field usability (FU). Figure 2A shows Yozgat's large land groups and Figure 2B shows field usability with B. The LLG data indicated that the total alluvial, brown, and colluvial field area in Yozgat covers 764,753.1 ha (18,897,460 acres). Of this area, 571,77.5 ha (141,288 acres) is alluvial, 614,381.9 ha (1,518,170 acres) is brown soil, and 93,193.7 ha (230,286 acres) is colluvial soil. The FU classification of the soil types showed that first-class agricultural soil covered 36,775.6 ha (90,874 acres), second-class soil covered 159,585.5 ha (394,344 acres), third-class soil covered 180,800.7 ha (446,768 acres), and fourth-class soil covered 273,306.6 ha (675,355 acres). Fourth-class agricultural soil covers the largest area. According the data from DEPAF (the Determination and Enhancement of Problematic Agricultural Fields), the total surface area of Yozgat is 1,343,296.6 ha (3,319,358 acres) and 650,468.4 ha (1,607,342 acres) of this area consist of types 1, 2, 3 and 4 agricultural soil.
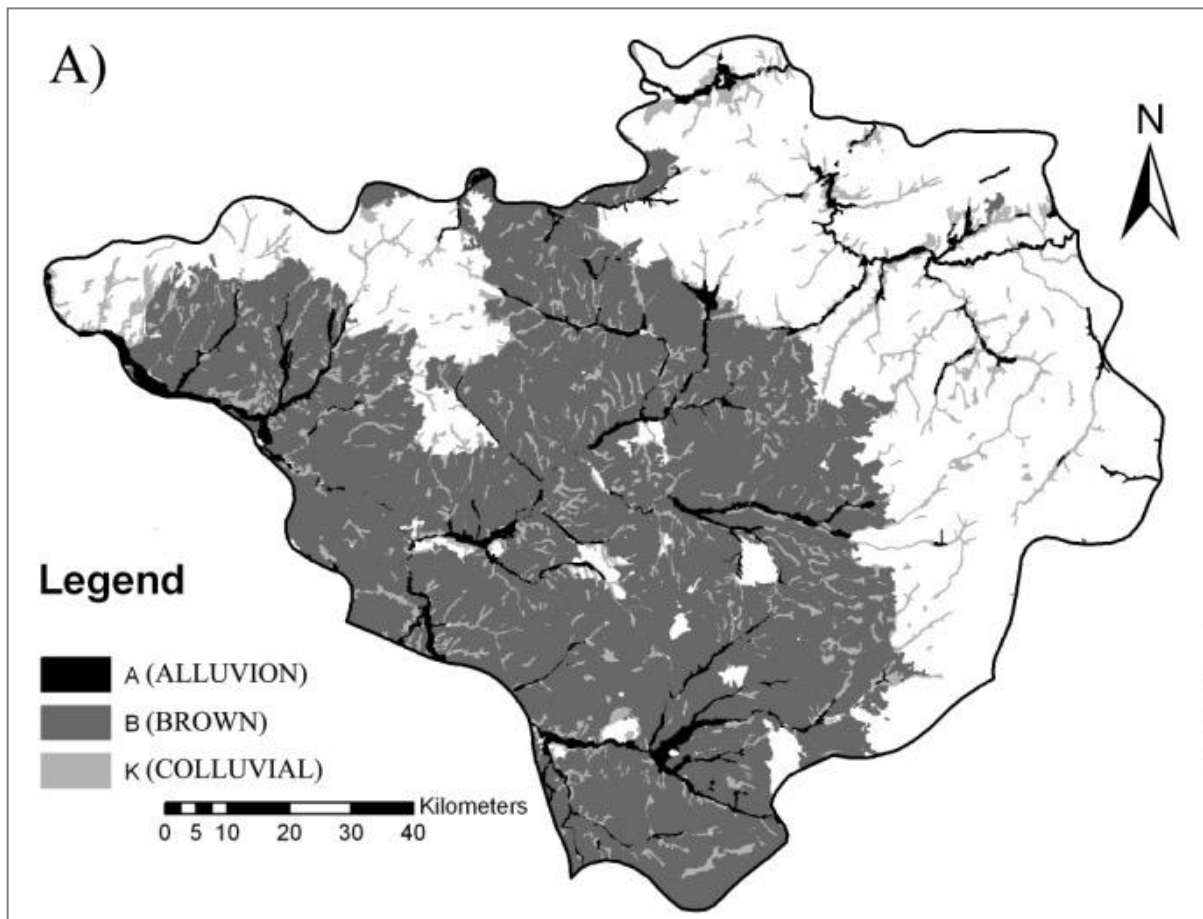

Figure 2. *The physical system of Yozgat's agriculture. (A) Yozgat's large land groups (LLG)*
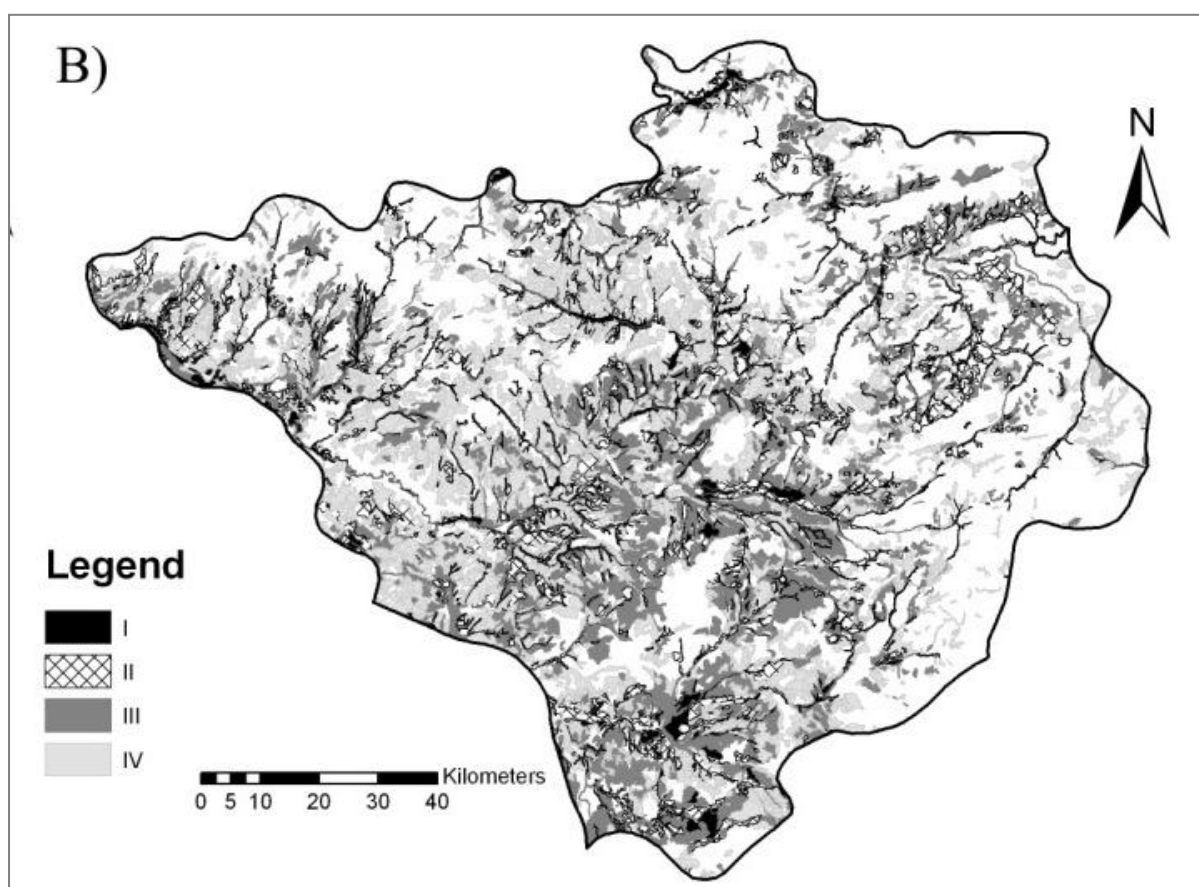
Figure 2. *The physical system of Yozgat's agriculture. (B) Field usability (FU)*

The distribution of agricultural fields, forests, heaths, meadows and pasture area in the districts of Yozgat plays an important role in understanding the rural area potential of the districts in physical terms. Regarding the land cover, the area used for agriculture is 58.08% of Yozgat's total surface area. The area where agricultural activities are performed is 10% larger than the area suitable for agricultural production described above. Although there is agricultural production in this area of 10%, it is estimated that the agricultural productivity in this area will be low. In the districts of Yozgat, the most agricultural activities are performed in Boğazlıyan and the fewest in Akdağmadeni.

Table 1. *The distribution of Yozgat's districts by field utilization*

Name of District	Surface Area (ha)	Agricultural Area		Woods and Heaths	Meadow and Pasture Area	Unavailable for Culture
		(ha)	(%)	(ha)	(ha)	(ha)
Yozgat	204,366	119,959	58.70	35,764	44,244	4,399
Akdağmadeni	179,347	58,964	32.88	88,582	28,989	2,812
Aydıncık	24,027	12,313	51.25	5,680	5,458	576
Boğazlıyan	140,358	113,072	80.56	0	22,647	4,619

Table 1. *Continued*

Name of District	Surface Area (ha)	Agricultural Area		Woods and Heaths	Meadow and Pasture Area	Unavailable for Culture
		(ha)	(%)	(ha)	(ha)	(ha)
Çandır	18,863	14,524	77.00	89	3,006	1,244
Çayıralan	80,954	27,726	34.25	41,764	8,483	2,981
Çekerek	75,570	25,475	33.71	33,144	15,248	1,703
Kadışehri	46,024	23,247	50.51	9,781	12,314	682
Saraykent	33,201	16,480	49.64	11,987	3,510	1,224
Sarıkaya	106,170	83,868	78.99	7,785	11,678	2,839
Sorgun	178,021	108,675	61.05	29,991	34,146	5,209
Şefaatli	94,135	68,423	72.69	0	23,779	1,933
Yenifakılı	39,471	28,344	71.81	0	10,251	876
Yerköy	121,398	78,370	64.56	4,070	36,400	2,558
Total	**1,341,905**	**779,440**	**58.08**	**268,637**	**260,153**	**33,675**

Data source: Yozgat Agriculture, Livestock Breeding and Food Sector Group Report, 2011

2. Social System

Esra Kut (2013) reported that that the Financial Cooperation and Improvement Organization described rural areas based on the criterion of population density. The Organisation for Economic Co-operation and Development (OECD) classifies rural areas using the share of rural population in total population (Kut, 2013, p. 146):

-Areas where more than 50% of the population is rural are dominantly rural;

-Areas where 15 to 50% of the population is rural are very rural;

-Areas where less than 15% of the population is rural are dominantly urban.

Table 2 shows the social system data for Yozgat's rural areas. Table 2 uses data provided by the Turkish Statistical Institute (TurkStat) for population density, the ratio of rural to urban population and average number of household members. The number of farmer families is from the 2009 data of the Provincial Directorate of Agriculture and was taken from the 2011 Yozgat Agriculture, Livestock Breeding and Food Sector Group Report.

Esra Kut (2013, p. 146) noted that density is also a fundamental criterion for the description of rural areas and that areas where the population density is below 150 persons per square kilometre are rural. Table 2 shows the population density of each district. Saraykent is the district with the highest population density (68 persons/square kilometre) in Yozgat. All the other districts have population densities below 50 persons/square kilometre. None of Yozgat's districts has a population density of more than 150 persons/square kilometre, meaning that there are no urban districts.

The districts of Yozgat, Çandır, Çekerek, Sarıkaya, Sorgun, Şefaatli and Yerköy have a ratio of rural population between 16.6% and 49.9%. Therefore, these districts are highly rural and the other seven districts are dominantly rural. The dominantly rural districts are identified with blue borders in Figure 3.

An analysis of Yozgat's social structure by this criterion shows that rural population is dominant in this province. The districts in north-northeast and south-southeast have a share of rural population in total population over 50% (Figure 3). These dominantly rural districts are shown in blue. Including the district of the city itself, none of the districts in Yozgat is dominantly urban.

Table 2. *The social system data for Yozgat's rural areas*

District	Population Density - Persons/square kilometre (2015)	The Ratio of Rural to Urban Population (2015)	Number of Farmer Families (2009)	Average Number of Household Members (2013)
Yozgat	48	16.6	8,075	3.35
Akdağmadeni	24	47.6	4,741	3.80
Aydıncık	27	71.3	1,403	3.86
Boğazlıyan	21	51.7	5,855	3.44
Çandır	44	20.9	672	2.92
Çayıralan	10	60.6	1,178	3.20
Çekerek	28	49.9	3,122	3.63
Kadışehri	25	58.3	2,342	4.45
Saraykent	68	55.3	1,599	4.29
Sarıkaya	34	47.3	5,374	3.57
Sorgun	44	35.3	8,199	3.80
Şefaatli	19	41.0	4,346	3.25
Yenifakılı	11	51.1	1,519	3.15
Yerköy	29	22.1	4,628	3.36

Data sources: TurkStat, 2013, 2015; Yozgat Agriculture, Livestock Breeding and Food Sector Group Report, 2011

Figure 3. *The share of rural population in total population*

The 2013 TurkStat data for Yozgat's average number of household members shows that Kadışehri has the highest average (4.45), while Çandır has the lowest average (2.92). Emigration from the towns of Yozgat is very influential on the decrease in the average number of household members. The loss of the younger population has a negative effect on agricultural and rural productivity. Emigration, one of the most important problems of Yozgat, causes both the loss of the younger population in rural areas and increases the average age of the province's total population.

According to the population projection by TurkStat, the total population of Yozgat is 404,714 (data 2016) and will fall to 305,907 by 2023. It is also estimated that the average age, which was 30.5 in 2012, will be 41.6 in 2023. Table 3 indicates that the population of all the districts of Yozgat, except for the city itself, has fallen in the last five years.

Table 3. *Total population by year and district*

Name of District	Total Population 2011	Total Population 2012	Total Population 2013	Total Population 2014	Total Population 2015
Yozgat	96,350	97,094	97,443	96,831	98,248
Akdağmadeni	50,591	49,442	48,249	47,309	44,326
Aydıncık	11,347	11,065	12,585	10,936	10,089
Boğazlıyan	37,369	36,157	34,925	34,193	33,794
Çandır	5,371	5,047	4,835	4,693	4,399
Çayıralan	18,040	16,092	14,985	14,201	13,073
Çekerek	26,810	25,441	23,699	22,729	20,857
Kadışehri	15,530	15,154	14,578	13,397	12,768
Saraykent	18,046	15,620	15,134	14,192	12,909
Sarıkaya	38,678	37,737	36,553	35,543	33,419
Sorgun	84,591	82,944	81,231	79,580	78,178
Şefaatli	17,554	16,810	16,234	15,985	15,371
Yenifakılı	6,147	5,921	5,845	5,724	5,502
Yerköy	39,272	38,687	37,915	37,247	36,507
Total	**465,696**	**453,211**	**444,211**	**432,560**	**419,440**

Data source: TurkStat

In addition to population density and rural population, socioeconomic factors also affected the quality of being a rural area. The economic factors considering the entire province of Yozgat will be analyzed in the following.
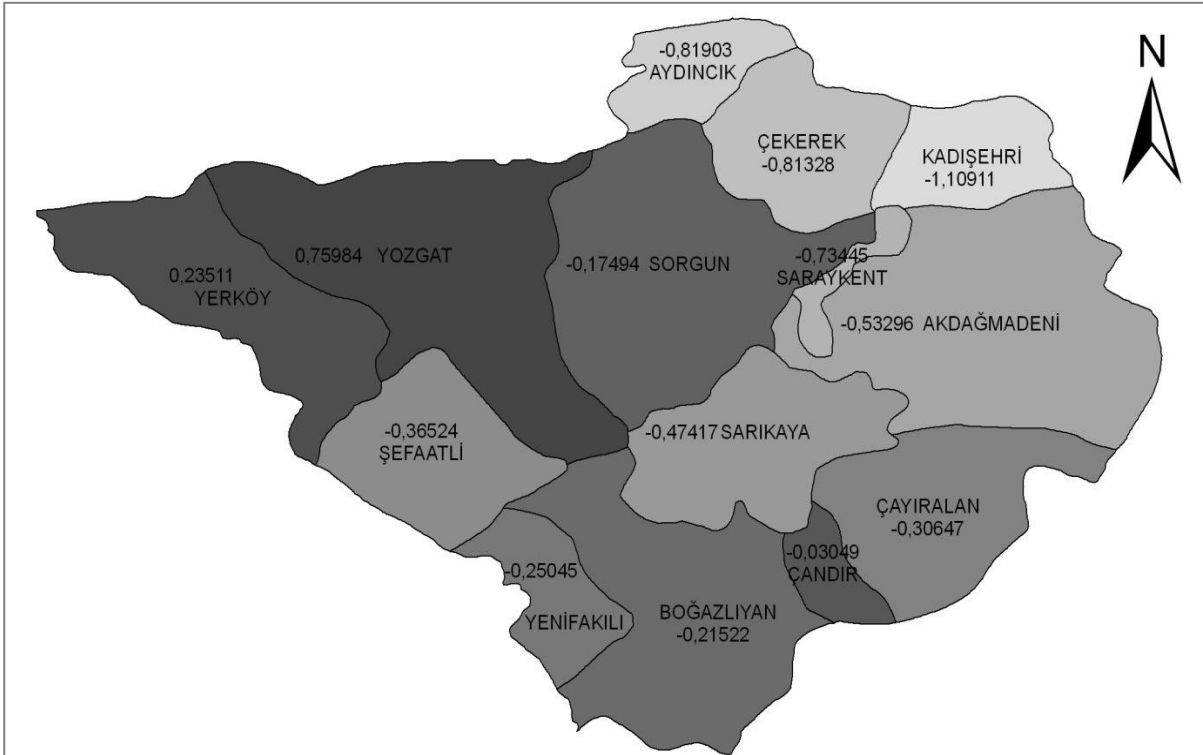
3. Economic System
According to TurkStat's 2013 Provincial Report by Selected Indicators, Yozgat ranks 32nd out of 81 provinces by the agricultural indicators of the Turkey Statistical Region Units Classification, with a crop production value of 1,014,228 billion TRY. Yozgat's livestock value ranks 24th out of 81 provinces at 889,912 billion TRY. Yozgat's agricultural revenue between 1987 and 2001 constituted slightly more than 1% of the entire nation's revenue and slightly more than 6% of that of the Central Anatolia Region. The main reason of the fall in 2001 was the economic crisis. An analysis of Yozgat's economic structure indicates that it is based on agriculture.

Table 4. *Agricultural indicators*

	1987	**1990**	**1999**	**2000**	**2001**
Turkey's Agricultural Revenue	13,015	23,420	21,837	25,986	14,805
Central Anatolia's Agricultural Revenue	2,326	3,808	3,914	4,465	2,353
Yozgat's Agricultural Revenue	161	291	244	288	139
Farming and Animal Husbandry	154	282	241	285	136
Forestry	7	9	3	3	3
Fishing	-	0.3	0.3	0.3	0.2
Yozgat/Turkey (%)	1.24	1.24	1.12	1.11	0.94
Yozgat/Central Anatolia (%)	6.93	7.65	6.24	5.45	5.91

Data source: Yozgat Production Industry Report

An analysis of Yozgat's socioeconomic development level shows that the course of its development has been negative in recent years. In 2011, Yozgat had the 65th highest socioeconomic development level out of 81 provinces in Turkey and was 64th in 2003. In 1996, Yozgat was 58th out of 76 provinces. When five provinces were later added, Yozgat was 63rd out of 81 provinces. This shows that Yozgat's socioeconomic development level has gradually fallen in the ranking. The State Planning Organization conducted a study in 2004 for the socioeconomic development ranking of the districts in Turkey. Only the Yozgat and Yerköy districts had positive development (Figure 4).

Figure 4. *Socioeconomic Development Index by district in 2004*

4. Creative Systems

The fruit-growing project established by the Kadışehri Provision of Service to Villages Union in the village of Kabala and the Kabala Village Irrigation Cooperative led to the foundation of Bozok Agricultural Products, Production, Packaging and Trade, Inc. This was the first fruit-growing, packaging, disinfection and irrigation business established by the efforts of the local residents. The residents joined their fields and established a fruit orchard of 1,092 ha (2,698 acres). This is an important and creative enhancement of Yozgat's agricultural potential. In the other field unification operations, the figurative regulation of partitioned agricultural fields land ownership includes the elimination of partitioning and the increase in the size of properties as well as the regulation of their agricultural structure (Gün, 2015, p. 53). In the implementation of Deveci River Basin in the Kabalı Village of Kadışehri District in the province of Yozgat, the owners of agricultural fields not only removed the borders of their properties, but they also did large-scale collaboration from drip irrigation to packaging.

Agricultural credit cooperatives are another important creative system and an important form of cooperation for local internal dynamics: "Cooperatives are one of the most important economic and social methods of organization for producers and breeders in the world. The ICA (International Cooperative Alliance) is the top international organization of cooperatives, and it defines the cooperatives as autonomous and democratic organizations where people come together voluntarily with the purpose of meeting their economic, social and cultural needs" (Can and Sakarya, 2012, p. 28). Figure 5 shows the locations of Yozgat's agricultural credit cooperatives and the district centres are highlighted in blue. There are agricultural credit cooperatives in all 14 of Yozgat's district centres and 26 cooperatives in towns and villages.
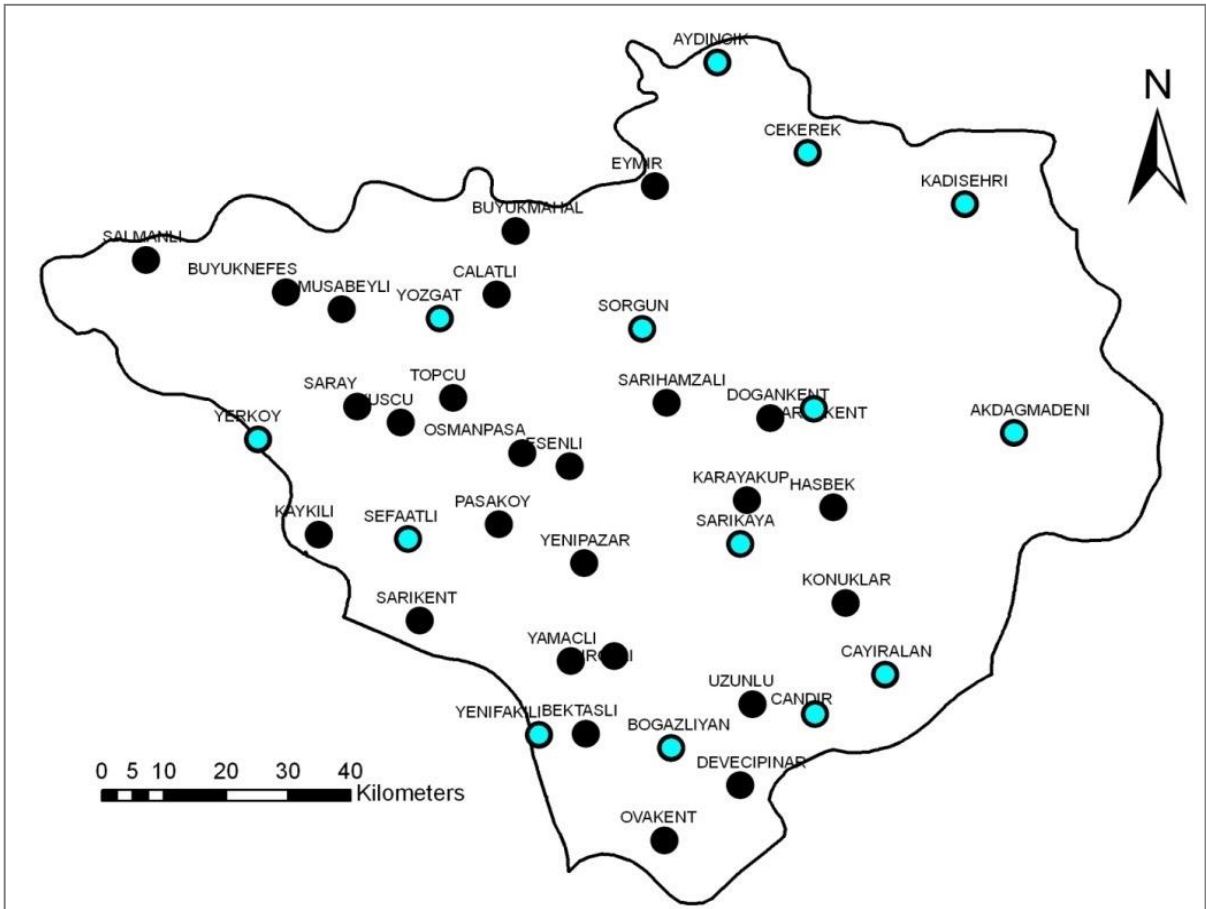

Figure 5. *Yozgat's agricultural credit cooperatives*

When Figures 2 and 5 are overlapped, it appears that the internal dynamics aimed at the utilization of agricultural fields, which are important for the LLG and FU of Yozgat's physical system, have been established.

5. Local Systems (Natural Areas)

This section will explain Yozgat's natural resources. The rural character of this province has great potential. There are three noteworthy natural areas in Yozgat (Figure 6).
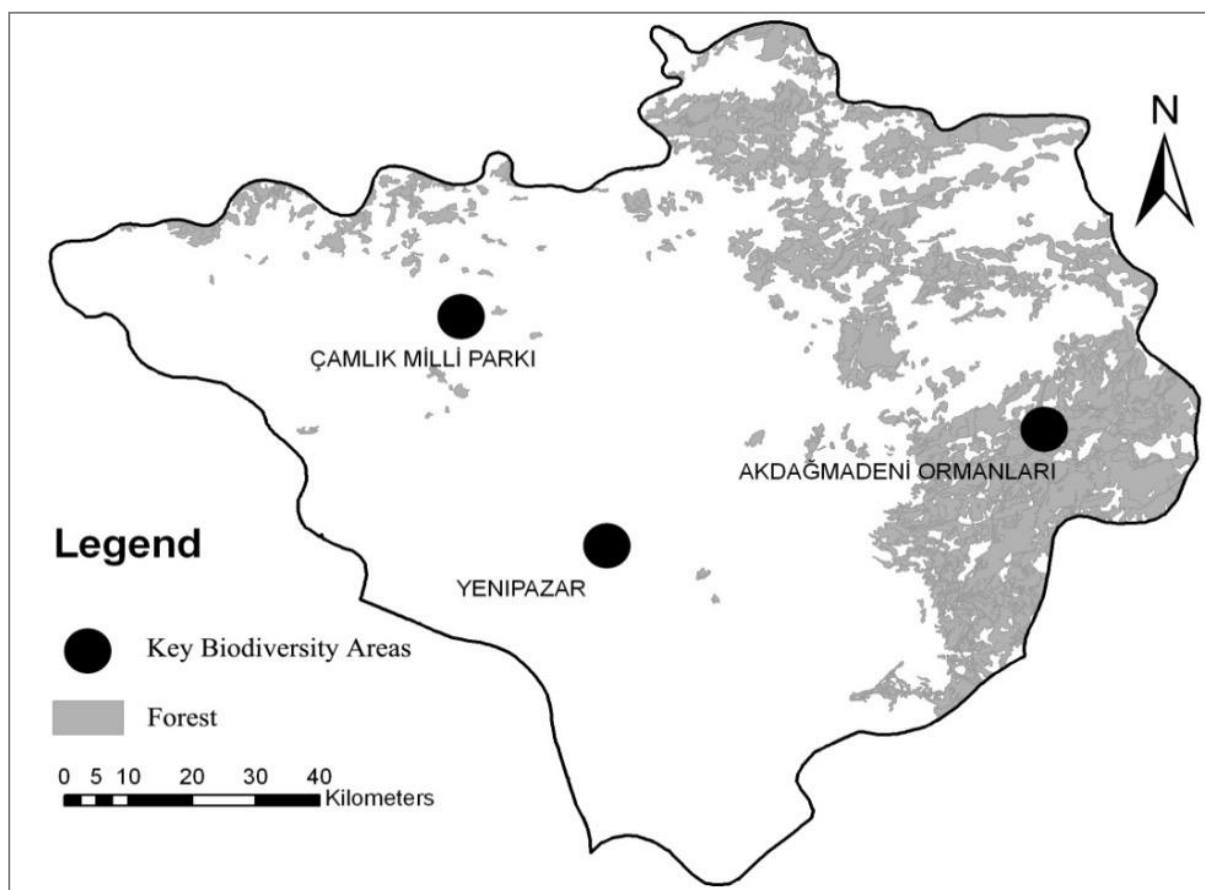

Figure 6. *Key biodiversity areas in Yozgat*

Figure 6 was created using the 1:25 000 scale maps prepared for the DEPAF project.

The first natural area is Akdağmadeni Forest in eastern Yozgat. "The important habitats in Akdağmadeni are scotch pines (*Pinus sylvestris*), oak trees (*Quercus*) and juniper (*Juniperus*) forests, agricultural fields and mountain steppes. The flowering plant *Campanula pulvinaris*, at risk of extinction, is found in Akdağmadeni Forest, qualifying it as key biodiversity area. Some important European birds, including the nighthawk (*Caprimulgus europaeus*), the short-toed eagle (*Circaetus gallicus*), the Syrian woodpecker (*Dendrocopos syriacus*), the lanner falcon (*Falco biarmicus*) and the booted eagle (*Hieraaetus pennatus*) reproduce in Akdağmadeni Forest. An important type of dragonfly, *Coenagrion ornatum*, also lives there" (Lise, 2006).

The second key biodiversity area is Yozgat Pine Grove National Park, which was established in 1958 as Turkey's first national park. "When it was first declared a national park, it had 264 ha (652 acres) and today it has 786 ha (1,942 acres) large thanks to areas designated by the local government and the afforestation area. The park includes 212 types of vegetation (43 families and 144 species) and 38 endemic types" (Ayten and Dede, 2007, p. 165).

"The third natural area is Yenipazar, about which there is less information. Yenipazar is the breeding ground of the bustard (*Otis tarda*), which is protected in Turkey" (Kurt, 2006).

6. Opportunities (External Effects)

One of Yozgat's most important rural development opportunities is the rural development program that was implemented between 1991 and 2001 as the foundation of infrastructure studies for Yozgat's rural development. This rural development program gave Yozgat a budget of 40.5 million dollars (Başarır, 2008, p. 99; Can, 2007, p. 16) and the credit utilization rate at the end of the project was 78.63% (Can, 2007, p. 16). In addition, Yozgat is included in the European Union's Instrument for Pre-accession Assistance Rural Development Program (IPARD).

The IPARD program supports: (i) the restructuring of agricultural establishments, (ii) the restructuring of the processing and marketing of agricultural products as well as aquaculture, and (iii) the diversification and improvement of rural economic activities. The IPARD program is conducted by the Agricultural Development Support Institution (TKDK) and covers three areas and the sub-measures (Table 5).

Table 5. *The IPARD sub-measures for Yozgat*

1	Investment in meat production businesses
	Investment in milk production businesses
2	Processing and marketing of milk and dairy products
	Processing and marketing of meat and meat products
	Processing and marketing of vegetables and fruit
	Processing and marketing of aquaculture
3	The diversification and improvement of farming activities
	The improvement of local products and micro-enterprises
	Rural tourism
	The improvement of aquaculture and fishing

Data source: http://yozgat.tkdk.gov.tr/Tedbirler.aspx

7. Limiters (Internal Effects)

The factor that causes the greatest negative effect on settlements and rural development in Yozgat is the slope of the land. The slope influences the relation between the district centres and the rest of the province, transportation to and from Yozgat, and the form of the settlement areas. It also affects agricultural production. The key biodiversity areas map (Figure 6) and the slope index map (Figure 7) indicate that these areas overlap. Figure 7 was created using the 1:25 000 scale topographical map prepared for the DEPAF project. In DEPAF project, slope was scaled from 1 to 4, and Figure 7 includes fourth degree slopes. Sloped areas are an important problem for bringing the technical infrastructure to rural Yozgat.

8. Accelerators (External Factors)

The most important factor that will affect the rural development in Yozgat is the high-speed train project, which will strengthen its transportation infrastructure. The high-speed train project will facilitate emigration. It will make emigration easier and will support its increase due to the Yozgat's inadequate economy and lack of employment. Another accelerating external effect is emigration to Ankara and Kayseri, two important cities, which is "based on the conversion of general growth theory of region planning into the growth poles theory by Perroux (1955) and the improvement of this theory by Hirschman (1958) and Myrdal (1957)" and seen as negative polarization. These two poles reduce the qualified labour force in Yozgat and erode social capital.
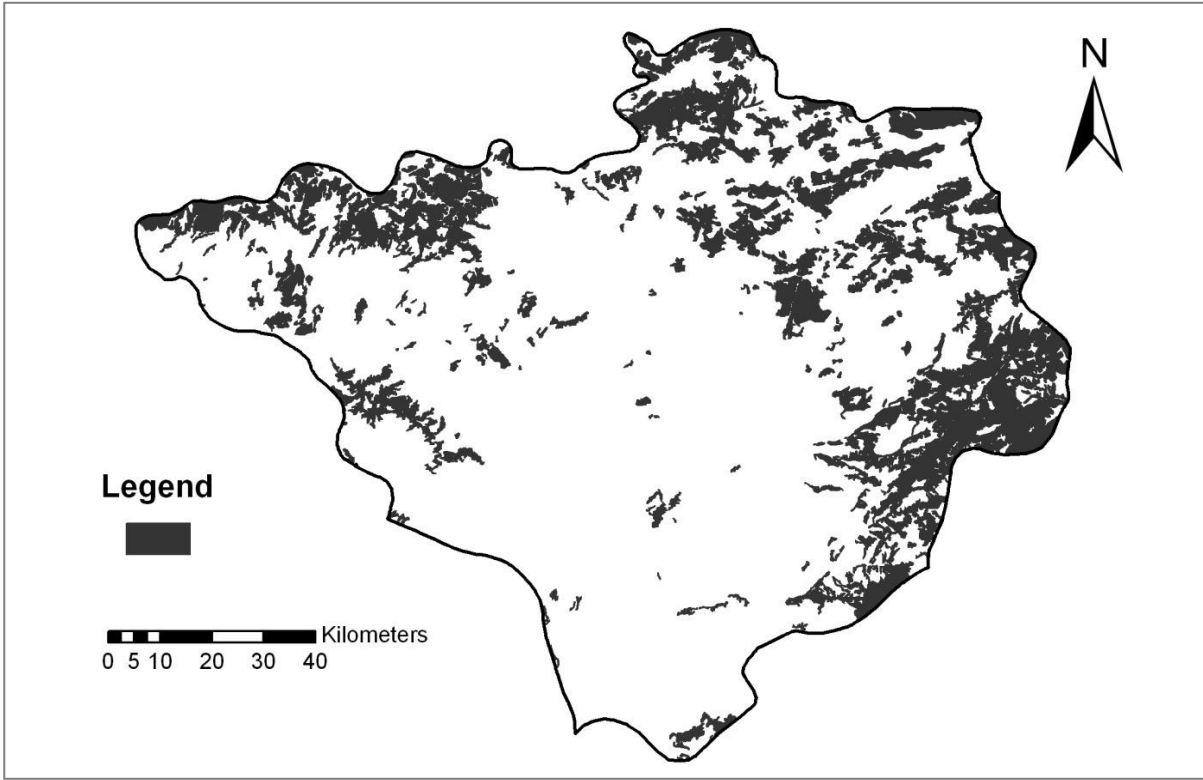
Figure 7. *Fourth degree slopes in Yozgat Province*

CONCLUSION(S)

Rural development is difficult to assess and analyze since it includes social, economic and technical issues. This study combined the two approaches to evaluate sustainable rural development. This made it easier to evaluate rural potential on the regional planning scale. This study will guide future studies of provinces and regions. It systematized the economic, social and technical evaluation, facilitating the resolution of the Yozgat's socioeconomic and immigration problems and identifying its existing potentials.

İclal Dinçer (2007), in the article entitled *Explaining Local Economic Potentials by Using Sectoral Aggregations and Rural Development*, analyzed Yozgat's provincial economy and found location coefficients 1.09 for the agriculture sector, 0.28 for industry, 0.35 for trade and 0.64 for the service industry. The only sector that has a coefficient above 1 is agriculture. This study shows that agriculture is Yozgat's only profitable sector. According to 2011 data, Yozgat is 65th in socioeconomic development out of 81 provinces, the 32nd in crop production value, and the 24th in livestock, which shows that it has economic strength in agriculture. The cooperatives that have begun to be established in Kadışehri are a very important development in creative systems. The IPARD support given by EU projects to facilities for the processing of livestock and crops is another important opportunity.

Yozgat has great agricultural potential since more than half of Yozgat's land is suitable for agriculture. Considering the social structure, Yozgat's population is decreasing, and except for the cities of Yozgat and Yerköy, the trend in socioeconomic development is negative. Agricultural credit cooperatives and cooperatives have very important potential for agriculture. The support of the IPARD program plays an important role in the utilization of this potential. It is also important that this province has been included in the rural development program and used 78% of the credit given to them. Yozgat's key biodiversity areas, rural character and lack of urban pressures due to rapid emigration have important potential for ecotourism, birdwatching, and rural tourism.

To conclude, it is obvious that Yozgat's future lies in agriculture and sustainable rural development. The methodological approach, which is a combination of regional planning and rural planning, can facilitate analysis of the agricultural sector of any province's regional planning. This study determined that Yozgat's rural development can be enabled by the utilization of its agricultural potential and agricultural industry. Exploiting these two domains will prevent population loss, which is Yozgat's most important problem.

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