

ULUSLARARASI

# II. Trakya Bölgesi Kalkınma - Girişimcilik Sempozyumu

1-2 EKİM 2010  
İğneada - Kırklareli

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Kırklareli Üniversitesi  
İktisadi ve İdari Bilimler Fakültesi



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**Kırklareli Üniversitesi - 2011**



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Kırklareli - 2011

İktisadi ve İdari Bilimler Fakültesi



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**KIRSAL KALKINMA**  
**RURAL DEVELOPMENT**



# **KÖYDES Project as a Instrument of Rural Development and Its Effect on the Infrastructure of Villages of Kırklareli**

**Dr. Gökhan ZENGİN<sup>1</sup>**

## **Abstract**

A multilevel governance has been adopted in Turkey since the year 2000, when the 8<sup>th</sup> five-year development plan was started, for decreasing poverty and development in rural area. Different from the previous five-year development plants; however, more concrete and detailed policies concerning making development based on local dynamics and internal potential as well as increasing institutional capacity at the local level are handled in the 9<sup>th</sup> five-year development plan. With this approach, the role of local authorities, regional development agencies and the other local actors will be important especially for the rural and local development.

Four basic strategic goals were put forth in the National Rural Development Strategy for 2007-2012, which was prepared by State Planing Organization of Turkey (SPO) in 2006. One of these goals is increasing the quality of life in rural area by means of developing the infrastructure of rural area. New policies were sought after the year 2005 because the infrastructure works were very insufficient; therefore, General Directorate of Rural Services was closed down (2005) and KÖYDES and BELDES Prjects were put into effect for meeting the need for infrastructure. All of the staff and equipment pools of General Directorate of Rural Services which had been closed down were assigned to special provincial administrations (In İstanbul and Kocaeli, they were assigned to Metropolitan Municipalities).

KÖYDES Project aims to provide healthy and sufficient drinking water for the villages which either do not have water or have insufficient water and

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develop infrastructure for villages. KÖYDES is conducted by special provincial administrations and units for providing service to villages. KÖYDES funds which are allocated through central administration budget act that is renewed every year shall be distributed and handled within a project by means of cooperation between these institutions. Determining the effect of this subsidiary policy application which aims at a more efficient distribution of resources and public service delivery on the infrastructure of villages is important for the fact that it can be taken as an example for the other potential subsidiarity policies.

In this study, the effect of KÖYDES project on the infrastructure needs of villages of Kırklareli will be analysed through the results of 5-year application. The analysis that will be made by means of comparative analysis method is important in terms of having an opinion on the development level of the villages of Kırklareli.

## 1. National Rural Development Strategy (NRDS) and Development of Rural Infrastructure

The main objective of NRDS (2007-2013), which has been developed under the coordinatorship of SDO is to “... *develop the working and living conditions of the rural community in its region in harmony with the urban areas and making it sustainable based on evaluation of local potential and resources and on the conservation of natural and cultural resources.*”<sup>2</sup> This strategy paper which is the first one in rural development area sets the general framework for the 2007-2013 period of the Four strategic goals are determined as the main objectives in this strategic paper and priorities are determined under the strategic objectives.

**Table 1. Strategic Goals of Rural Development**

<b>Strategic Goals 1:</b> <i>Developing the Economy and Increasing the Business opportunities</i>
<b>Priority 1.1:</b> <i>Putting the Agricultural and Food Sectors in a Competitive Structure</i>
<b>Priority 1.2:</b> <i>Diversifying the Rural Economy</i>
<b>Strategic Goal 2:</b> <i>Strengthening the Human Resources, Organizational Level and Local Development Capacity</i>
<b>Priority 2.1:</b> <i>Strengthening the Educational and educational services</i>
<b>Priority 2.2:</b> <i>Struggle with poverty and Making Research for Employability of Disadvantageous Groups</i>
<b>Priority 2.3:</b> <i>Strengthening the Local Development Capacity</i>
<b>Strategic Goal 3:</b> <i>Developing the Hard Infrastructure Services in Rural Area and Making Research on Quality of Life</i>
<b>Priority 3.1:</b> <i>Development of Rural Infrastructure</i>
<b>Priority 3.2:</b> <i>Development and Preservation of Rural Settlements</i>
<b>Strategic Goal 4:</b> <i>Preservation and Development of Rural Environment and</i>
<b>Priority 4.1:</b> <i>Development of Ecological Agricultural Applications</i>
<b>Priority 4.2:</b> <i>Preservation of Forest Ecosystem and Making the Sustainable Use of Forest Products Possible</i>
<b>Priority 4.3:</b> <i>Management and Development of the Preserved Areas</i>

**Source:** Adapted from NRDS (2007-2013) p.12-22.

2. NRDS (2007-2013), [www.DPT.gov.tr/DocObjects/Download/3859/kirsal.pdf](http://www.DPT.gov.tr/DocObjects/Download/3859/kirsal.pdf). s.10. National Rural Development Strategy was acquiesced a Resolution 2006/1 number and date of 25 Oct 2006 by Higher Planning Council. This paper come into effect 04.02.2006 date and 26070 number to official gazette

In National Rural Development Strategy, the third strategic goal, which is “*developing the hard infrastructure services in rural area*” is the main subject of the notice. Although the rural development is defined as ‘every kind of activity for making the rural life’, delivering infrastructure to rural area and developing the agricultural enterprises are more prominent issues in Turkey.<sup>3</sup>

## **2. The Condition of Rural Infrastructure During the General Directorate of Rural Services**

When the history of rural development is taken into consideration, it is seen that the basic function of the General Directorate of Rural Services (GDRS) and the previous public institutions was to deliver the social and agricultural services to rural areas. For this propose, the Directorate of Roads and Bridges (Ministry of Public Works) was established in 1929 and the construction of village roads was given to the legal entity of villages under the Law No: 442 (Village Law). General Directorate of Land and Resettlement Works (TİGEM) was established in 1950, General Directorate of Land-Water (Topraksu) was established in 1960 and General Directorate of Road, Water and Electricity (YSE) was established in 1965. Meanwhile, the Ministry of Rural Affairs was established to support the institutions said-above and make coordination between them; therefore, the institutions mentioned above were attached to the Ministry of Rural Affairs.<sup>4</sup>

GDRS was established by means of combining YSE, Topraksu, TİGEM and forestry unit of General Directorate of Forestry in accordance with the Degree Act No: 235 which was published in the 18.6.1984 dated and No. 18435 issue of Official Gazette. The main function of GDRS is to deliver social and agricultural infrastructure services to rural area for rural development.<sup>5</sup>

The duties of GDRS are given as follows:<sup>6</sup>

1. The construction, repair and maintenance of road network of villages and the settlement units affiliated to these villages apart from the state road and county roads network.
2. Institutionalization
3. Settlement of the population and immigrants who lose their place because of the application of special laws.
4. Using the land and water resources efficiently
5. Governing the services related with the water, electricity and sewage plants of villages and the units affiliated to villages
6. Providing healthy and sufficient drinking water and utility water to military garrisons

3. SAPARD, [www.aeri.org.tr/default.asp?islem=indir&ds=PDF/166.AB](http://www.aeri.org.tr/default.asp?islem=indir&ds=PDF/166.AB). p. 3

4. Abuzer Pınar vd., (2008), Köy Hizmetlerinin Yerelleştirilmesi, TEPAV Publication, Ankara.p.12.

5. With the authorization act the date 17.06.2008 number 2680 and the date 8.6.1984 number 235 decree law Road Water Electricity Land Water Minister and Housing Works Head Offices and with the association of Forest Roads and Forest Head Office the GDRS is founded and this comes into effect by published in official register the date 18.6.1984 number 18435.Later decree law about the GDRS ‘s organization and duties is changed and accepted and the law is passed the date 9.5.1985 the number 3202.

6. GDRS, <http://www.KHGM.gov.tr/kutuphane/KHGMtarihce1.htm>.

As the infrastructure of rural area was not completed yet after 2005, that condition caused the seek for new policies. At the end of 2005, when the GDRS was closed down, 25 % of the population did not make use of roads and did not use the paths. More than % 20 villages and the settlement units affiliated to the villages either did not have sufficient drinking water or they had not drinking water supply at all. It is also specified in the sources of GDRS that the land and water resources were not used planned, programmed and rationally and that the precautions taken for improving the situation were insufficient.<sup>7</sup>

Therefore, the General Directorate of Rural Affairs was closed down on 28 January 2005 in accordance with the Law no. 5286 and all of its provincial organization together with its personnel, equipment pool were assigned to special provincial administrations (those in İstanbul and Kocaeli were assigned to Metropolitan Municipalities). The central organization of this institution was assigned to the Ministry of Agriculture and Rural Affairs and GDRS was closed down on 16.3.2005. although GDRS was not an annexed budget institution anymore, its services apart from the settlement works continued to be delivered through the local authorities.<sup>8</sup> The village roads and drinking water inventory just after the GDRS was abolished are given in the Table 2 and Table 3.<sup>9</sup>

**Table 2. The Road Conditions of Turkey Villages (as from 01.01.2006)<sup>10</sup>**

Road type	Data of village services units				Village road Lengths( km.)		
	Number of Villages	Number of Related to Village	Total Unit	Population of service benefits	1.Grade	2. Grade	Total
Asphalt	17.867	7.089	24.956	10.515.471	81.633	11.476	99.109
Concrete	475	782	1.257	175.997	1.822	76	1.898
Gravel Road	12.874	23.149	36.023	4.972.160	99.062	36.951	136.103
Grated road	1.169	9.065	10.234	645.144	28.265	18.206	4.671
Designed road	31	3.501	3.532	148.882	8.141		8.141
Total	32.416	43.586	76.002	16.457.654	218.923	66.709	285.632

**Reference:** GDRS village roads inventory [http://www.KHGM.gov.tr/envanter/env\\_yol.mht](http://www.KHGM.gov.tr/envanter/env_yol.mht).

When the condition of village roads (Table 2) is taken into consideration, it is seen that GDRS had about 93,000 km asphalted and 136,000 km gravel roads; together with the concrete and flattening, It had 285,000 km road when it was closed down in 2005. However, in the year 2000, the village roads either did not met the needs of 20 million population living in the rural area or they were of low standards because of their structure. Only about the half of people living in villages used asphalted roads. Then, about 5.5 people living in villages took use of the ground road services which are shown in the tables below.

7. TEPAV (2010), p. 5.

8. KÖY HİZMETLERİ GENEL MÜDÜRLÜĞÜNÜN KALDIRILMASI VE BAZI KANUNLARDA DEĞİŞİKLİK YAPILMASI HAKKINDA KANUN, Law No:5286, Date: 13.01.2005 Of. Gazette: 28/1/2005 Number : 25710.

9. GDRS Village Roads Inventory, [http://www.KHGM.gov.tr/ENVANTER/Env\\_yol.mht](http://www.KHGM.gov.tr/ENVANTER/Env_yol.mht) ; GDRS Drinking Waters Inventory, [http://www.KHGM.gov.tr/ENVANTER/Env\\_Su.mht](http://www.KHGM.gov.tr/ENVANTER/Env_Su.mht).

10. In accordance with the law date 01.01.2006 number 5216 the village roads that belong to the units standing out of the the borders of Metropolitan Municipality

**Table 3. The Condition of Turkey Villages Drinking Waters (as form 01.01.2006)**

Type of Business	Number of Villages	Number of Sub-livings of Village	Total Units	Population
Drinking Water	29.593	30.393	59.986	11.535.549
Deficient	3.264	6.130	9.394	1.353.482
Waterless	462	4.571	5.033	323.605
Total	33.319	41.094	74.413	13.212.636

**Refernce:** [http://www.KHGM.gov.tr/envanter/env\\_su.mht](http://www.KHGM.gov.tr/envanter/env_su.mht).

One of the best applications of GDRS is that provided drinking water services to rural areas. At the end of year 2005, 60,000 settlement units out of 74,413 settlement units, consisting of 33,319 villages and 41,09 settlement villages affiliated to villages had drinking water while the rest part which was about 20 % had not sufficient drinking water or had not water at all. The water resources decrease and the water level which was sufficient is gradually become insufficient or completely exhausted because of the rapid population growth, the aridity which is common in recent years and the uncontrolled use of water resources.

The general economic condition of Turkey inevitably affected GDRS negatively. The need of rural areas which received the public services provided by GDRS always grew; in other words, the problems constantly got bigger. On the contrary, the amount of appropriation funds which play the key function for solving the problems decreased year by year. Therefore, the planned projects were not completed within the planned period and their costs increased in parallel with the completion period.

When the ratio of GDRS to that of total public expenditures is taken into consideration, it is seen that although it had been allocated more than 3 % of from its establishment to the early 1990s, it was allocated a bit more than 1 % in 2004, its last activity year. As from 2005, about % 80 of this budget was allocated for costs of personnel and social security premiums. Although 80 % of the GDRS budget of was allocated for investments in the middle of 1980s, it decreased constantly down to 20 % by the end of year 2004.<sup>11</sup>

When it is considered in terms of the public services provision, it is seen that although the gravel and asphalted road construction and drinking water services had a good level, there were dramatic decreases in the construction of flattening road, bridges and settlement services. Considering the fact that 10.000 had not sufficient drinking water and above 5,000 villages had not drinking water at all when it was abolished, it is seen that service needs of the rural affairs remained unmet not met at a considerable extent. On the other hand, it should also be considered that such services as road construction, drinking water, irrigation services and settlement infrastructure repair and maintenance need to be continuous.<sup>12</sup>

### **3. Subsidiarity Policy in Infrastructure Service for Villages**

Although the duties and authorities for delivering the public services to villages was assigned to special provincial administrations, a new resource allocation and decision making mechanism has been made through the KÖYDES Project. Because the special provincial administrations do not have sufficient staff, equipments,

11. TEPAV (2008), p. 16.

12. TEPAV (2008), p. 17.



personnel and financial resources so as to meet the required needs. The abolishment of GDRS which was an extended budget institution and assigning its duties and authorities to special provincial administrations is a very important subsidiarity experience. The evaluation concerning the effect of this assignation on the resource utilization and public service delivery shall make this application a pilot application for casting light on subsidiarity policy applications for the future.

One of the fundamental arguments of subsidiarity policy is it claims that the resource allocation and public service delivery will be more efficient. The provision of local public services by the local authorities makes the citizens feel themselves more close to the local authorities who provide the public services and it causes the local choices to be more reflected in the decision mechanisms.<sup>13</sup> On the contrary, according to the discourse which stresses the negative sides of subsidiarity policy argue that the local decision will affect the other regions by means of negative exteriority and it may overlook the national objectives. Governance of some public service delivery from the centre can decrease the costs in terms of scale economies. They also argue that the expected positive effects of subsidiarity policy can be eradicated through the wrong applications of the local authorities and increase of the corruption. In the conditions that the income difference between the regions is high, the subsidiarity policy may cause hide some regions to receive the public services at sufficient amount and quality. Therefore, the transfers from centre solve such disadvantages. Taking positive or negative results from subsidiarity depends on organizational structure, solidarity of civil society, the relationship between the administrative levels and the public administration structure.<sup>14</sup>

The results on subsidiarity policy for rural services and KÖYDES Project on the infrastructure conditions of the villages have been handled in this study through their results on the villages of Kırklareli province. Therefore, the infrastructure conditions of villages of Kırklareli province before and after 2005, when GDRS was closed down have been analysed comparatively. It is useful to give the general characteristics of KÖYDES Project. With a common definition, KÖYDES Project is a rural development project which was made as a result of the demand from General Directorate of Local Administrations (GDLA) and approval of Ministry of Interior Affairs and put in practice in May of 2005 under the cooperation and coordination of Ministry of Interior Affairs, Ministry of Finance and Under-Secretariat of SPO so as to solve the problems of villages which that had not received healthy and regularly provided drinking water and which had not high-qualified highways to that time within a short time through the special provincial administrations and Association of Villages Service Delivery (AVSD) under the leadership of governors of provinces and district governors by means of using the local opportunities and capabilities with the highest efficiency.<sup>15</sup> This project aims a structural and administrative change for delivering infrastructure service to rural areas.<sup>16</sup>

13. Olken, B. A. (2006), *Corruption Perceptions vs. Corruption Reality*. NBER Working Paper., p.34; PRUD'HOMME, Rémy (1998), "The Supply of Chargeable Public Services: The Two French Models", M.Ü.İ.B.F. Dergisi. Special Volume, Gift to Prof. Dr. Halil Nadaroğlu, p. 14-15.

14. Azfar,O,T. vd. (2000), "Decentralization and Governance: An empirical investigation of public service delivery in the Philippines" p. 11.

15. DPT (2007), "2007 Yılı Köylerin Altyapısının Desteklenmesi Projesi (KÖYDES) Ödeneklerinin İller Bazında Dağılımı, Kullandırılması, İzlenmesi ve Denetimine İlişkin Esas ve Usuller <http://www.DPT.gov.tr/bgyu/kirsalka/kirsalka.htm>.

16. Hartavi, M. (2009), "Kırsal Altyapı Politikaları, KÖYDES-Beldes Projeleri", Değişik Yönleriyle Yerleşme (Editör: Veyssel K. Bilgiç), Seçkin yayıncılık, Ankara, p 234-236.

#### 4. Development Process and Characteristics of KÖYDES Project

The application principles of KÖYDES Project are determined according to the decisions of High Planning Council (HPC). 8. HPC have been taken since 2005, when the KÖYDES Project was put in effect. The project application principle of the last HPC decree no. 2010 t-30 is as follows: <sup>17</sup> “... for the villages and the settlement units which affiliated to villages in all provinces apart from İstanbul and Kocaeli:

1. Drinking water projects, especially for the villages and affiliated settlement units which do not have drinking water,
2. Village road project for increasing the quality and standards of village roads,
3. Small-scale irrigation projects
4. Repair and maintenance projects for the investments given above
5. The project assigned from the abolished GDRS and special provincial administrations.

As it is seen, the scope for KÖYDES Project is for the road, drinking water and small- scale irrigation projects. The public services which were delivered to rural area by GDRS (sewage, agricultural infrastructure and etc.) shall be directed by the special provincial administrations. The HPC Decisions have changed since 2005, when the project was put in effect firstly. The changes in the Project over these years are as follows:

1. Giving the name KÖYDES, which is highly and commonly known among society, to the project takes place in HPC decree of 2007. <sup>18</sup>

2. In the project applications of 2006, development of land and small water resources and development of village sewage systems as well as village roads and drinking waters took place within the sub-service programs. However, in the years after 2005 and 3006, only village roads were constructed and drinking water was provided to villages.

3. In the HPC Decree of the year 2006, it is stated that “ if it is demanded for projects for providing drinking water to military garrisons, appropriation shall be allocated”; but in 2007 and afterward, it was extracted from the project.

4. In the HPC Decree of the year 2006, the minimum number of population required to be living in a village for public service delivery was increased from 50 to 100. Again, in the decree of that year, delivering public service to central rural areas was prioritised. <sup>19</sup>

5. In 2008, KÖYDES monitoring information system was established within SPO. Therefore, the activity can be monitored more regularly.

17. GMLA (2010), [http://www.mahalliidareler.gov.tr/Projeler/KoydesBelgeleri/2010\\_yili\\_koydes\\_YPK\\_karari.pdf](http://www.mahalliidareler.gov.tr/Projeler/KoydesBelgeleri/2010_yili_koydes_YPK_karari.pdf) s. 1.

18. DPT (2007). The former name of the Project is “Köye Yönelik Altyapı Ödeneklerinin İller ve Alt Hizmet Programları İtibariyle Dağılımı Kullanılması, İzlenmesi ve Değerlendirilmesine İlişkin Esas ve Usuller” with Hihg Planing Committie decision of in 2006.

19. DPT (2008), “2008 Yılı Köylerin Altyapsının Desteklenmesi Projesi (KÖYDES) Ödeneklerinin İller Bazında Dağılımı, Kullanılması, İzlenmesi ve Denetimine İlişkin Esas ve Usuller <http://www.DPT.gov.tr/bgyu/kirsalka/kirsalka.htm>.

**6.** The successes-based “performance measurement” system was applied in KÖYDES Projects applications as from the year 2008. In this measurement, the following criteria are taken into consideration:<sup>20</sup>

- The ration of population, to whom the public service delivered through the applied projects, to the population of province/ village,
- The difference between the inventory data as from 31 December and the target inventory values which announced to public.
- Realising the unit cost of projects for roads and drinking water
- The amount of co-financing which is provided for projects
- Consistency and accuracy of the data sent to General Directorate for Local Authorities
- Result of audit reports

KÖYDES Project has distinctive administrative features. They are given as follows:<sup>21</sup>

**1.** The appropriations which are allocated every year for each province allocated by the central administration budget law according to the decisions of HPC, which consists of Ministry of Interior Affairs, Ministry of Finance and SPO.

**2.** Each provincial appropriation commission is authorized to spend the appropriation allocated to their province for whichever project they want. It is believed that the resources shall be distributed more effectively and efficiently by this way.

**3.** Provincial appropriation commissions consist of the governor of the province (head of commission), head of provincial council, general secretary of special provincial administration, governor of district (with the capacity of AVSD) and the deputy-governor who is head of related unit of special provincial administration (with the capacity of head of AVSD of central county) and two technical staff who are appointed by the governor.<sup>22</sup>

**4.** The projects which are allocated for the villages by the appropriation commission are run by the Association of Villages Service Delivery and the special provincial. Directing the appropriations is assigned to the AVSD which is established in the county and the Association shall be completely responsible for the public procurement for the project and running the project.

**5.** Units of Villages Service Delivery (AVSD) are established in accordance of Article 18 of 26.05.2005 dated and No:5355 Act for Associations of Local Authorities. The head of these units are the governor or the deputy-governor who shall be appointed by the governor and they are the district governors in counties. Council of Units of Villages Service Delivery consists of the heads of the villages which are member to the unit and the members of the general provincial council

20. Sait Dağdaş, (2009), “Türkiye Kırsalında Köklü Değişim: KÖYDES Projesi ve Uygulamalarının Değerlendirilmesi”, ULUSAL Kalkınma ve Yerel Yönetimler, 4. Ulusal Yerel Yönetimler Sempozyum Bildirileri Kitabı, 18-19 October 2009, Cilt:2, TODAİE Yayını, Ankara. p. 1090.

21. Dağdaş, (2009), p. 1091.

22. HPC Decision of KÖYDES (2010), [http://www.mahalli-idareler.gov.tr/Projeler/KoydesBelgeleri/2010\\_yili\\_koydes\\_YPK\\_karari.pdf](http://www.mahalli-idareler.gov.tr/Projeler/KoydesBelgeleri/2010_yili_koydes_YPK_karari.pdf). p.3.

that are elected from the county in question under the directorship of the head of unit. The Committee of Units of Villages Service Delivery consists of five members, two members of general provincial council and two heads of villages who are elected through secret ballot from the members of the council and the head of the council as a director.<sup>23</sup>

**6.** The period of a KÖYDES Project is 1 year from beginning to the end. The works to be performed within KÖYDES are projected, cost and put in order in accordance with their priority by AVSD before the decree of appropriation commission. Other institutions can be asked for providing inspectorships or technical supply if the district governorship deems it necessary and the governor of the province appoints.

**7.** The appropriations for the projects do not include personnel expenses and purchasing machines. However, provincial appropriation commissions can give joint-resolution for purchasing fuel, asphalt, pipes and technical control service.

**8.** The service delivery is based on for the project both in application as well as repair and maintenance.

**9.** The Public procurements are made in accordance with the public procurement regulation of Association of Villages Service Delivery". This regulation is not subject to the provision of Public Procurement Law.<sup>24</sup>

More than one variable are included in the analysis made for counting appropriations by the central administration to provinces. *Principle Components Analysis*, which gives priority to making up the inadequacies in the infrastructure of rural areas, closed to interventions from outside in the allocation of the appropriations is used a scientific allocation method.

In Principle Components Analysis, the following variables are considered for provinces:<sup>25</sup>

- Number of villages and settlement units that are affiliated to villages
- Their surface area
- Standard deviation values of the numbers of all settlement units (to be used for determining the costs which originate from geographic constraints)
- The population of the villages and settlements affiliated to villages, which do not have sufficient drinking water or do not have drinking water at all.
- Population of settlement units having gravel road, flattening road and raw roads
- The amount of population livening in the settlements which have the roads under the standards of asphalted road.

## **5. The Effects of KÖYDES Project on the Infrastructure of Villages of Kırklareli**

To analyse the effects of KÖYDES Project on the Infrastructure of Villages of Kırklareli, the existing data needs to be compared with the data of village roads, drinking water and sewage inventory of the time of GDRS. The appropriations

23. Number 5355 Mahalli İdare Birlikleri Kanunu, 26.05.2005 Date and 25842 number Off. Gazete.

24. AVSD bidding regulation, Date in Official Gazette: 28.04.2007 Official Gazette Number: 26506

25. Dağdaş, (2009), s. 1091-1092.

allocated for the project are also important. There are information concerning these issues in the following tables.

**Table 4. The Allocation and Expenses of The Village Service Administration of Kırklareli (2002-2005)**

GDRS	2002	2003	2004	2005 <sup>1</sup>
<b>Total business</b> (volume)	453	444	467	76
<b>Allocation (x000 tL.)</b> (supplementary budget and state provincial allocation)	7.063.	7.253.	4.350	1.909.
<b>Expenses (x000 tL.)</b>	7.133.	7.150.	4.216.	1.658.

**Refernces:**It is gathered from the GDRS investment and application programs that are in the archive State Provincial Administration of Kırklareli (2010).

**Table 5. KÖYDES Project Allocations of Kırklareli (2005-2010)**

KÖYDES Allocations	2005	2006	2007	2008	2009	2010	Total (tL.)
<b>Kırklareli</b>	299.000	11.843.432	10.284.000	2.098.000	1.574.000	3.279.900	29.378.332

**Reference:** General Directorate for Local Authorities (2010), KÖYDES allocations

**Table 6. Allocation Dispersion of KÖYDES Project Item of Kırklareli Towns (2005-2010)**

Towns of Kırklareli	Total Allocation	Total Expense
<b>State Provincial Administration (collective purchase)</b>	3.048.515,28	3.048.515,28
<b>Center of Province</b>	5.522.849,61	4.894.710,17
<b>Babaeski</b>	3.412.783,87	3.362.674,58
<b>Demirköy</b>	2.012.054,30	1.818.246,17
<b>Kofçaz</b>	2.227.216,30	1.838.642,20
<b>Lüleburgaz</b>	5.645.161,03	5.266.729,08
<b>Pehlivan köy</b>	1.261.279,95	1.169.585,23
<b>Pınarhisar</b>	2.272.890,88	2.189.268,71
<b>Vize</b>	3.930.148,78	3.348.356,23
<b>Total</b>	<b>29.332.900,00</b>	<b>26.936.728,19</b>

**Reference:**It is gathered from the database of Survey and Project Manegement of State Provincial Administration of Kırklareli.

**Table 7 Sectoral dispersion of completed business as part of KÖYDES Project in Kırklareli**

Town	Building Road and Art Structure	Drinking Water	Irrigation	Total
Center of Province	55	11	-	66
Babaeski	41	11	-	52
Demirköy	7	3	-	10
Koçaz	10	2	-	12
Lüleburgaz	39	12	-	51
Pehlivanköy	14	4	-	18
Pınarhisar	15	3	-	18
Vize	31	17	-	48
Total	212	63	-	275

**Reference:** It is gathered from the database of Survey and Project Management of State Provincial Administration of Kırklareli (2010)

Through the appropriation allocated for Kırklareli for KÖYDES program, it has been learned that 63 drinking water projects have been done, 212 village roads have been constructed and 275 projects have been done, all of the drinking water projects have been completed, 196 projects for construction of village roads have been completed and the rest 10 ones are at the procurement process.<sup>26</sup>

### 5.1. Condition of Village Roads in Kırklareli Province

There are 177 villages in Kırklareli. Before KÖYDES Project, there was 1843 km long road network consisting of 1<sup>st</sup> and 2<sup>nd</sup> level roads. 46 km of this road network was flattening road, 734 km of this road was gravel road and the rest 1063 km of this road was asphalt. the distribution of these data for each county is given in the Table 8.

**Table 8. The Condition of Village Roads Before The KÖYDES Project Application in Kırklareli**

Towns	Village's	Unit's	Rough Road	Flattering Road	Gravel Road	Asphalt Road		Bridge	
	Tot Num.	Tot. Num	Km.	Km.	Km.	1.Floor Km.	2.Floor Km.		
Center of Province	41		-	12	171	211	51	29	682
Babaeski	31	1	-	5	97	128	49	27	511
Demirköy	15	1	-	-	48	113	14	18	273
Koçaz	16		-	-	68	65	27	10	155
Lüleburgaz	30		-	17	158	133	72	26	595
Pehlivanköy	8		-	-	22	26	2	3	45
Pınarhisar	13		-	9	62	62	19	18	226
Vize	23		-	3	108	68	43	10	136
Total	177	2	-	46	734	786	277	141	2623

**Reference:** Survey and Project Management of State Provincial Administration of Kırklareli (2010).

26. Survey and Project Management of State Provincial Administration of Kırklareli (2010).



As a result of KÖYDES Project, which has been applied for 5 years, 1152 km (60 %), 647 km (% 43) (% 1) of 1152 km road network of 175 settlement units which consist of 173 villages and 2 districts are asphalt, gravel and flattening, respectively. It has also been determined that 816 km and 66 km road out of 882 km (46 %), which is the first priority roads (main roads) of settlement units are asphalt and gravel roads, respectively. The rest part of road which is 1040 km (54 %) is the second priority road (by streets) which consists of 336 km (32 %) asphalt road, 581 km (55 %) gravel and 19 km (2 %) flattening road.<sup>27</sup> It has been determined that in Kırklareli, 92 km 1<sup>st</sup> layer asphalt coating, 258 km 2<sup>nd</sup> layer asphalt coating and 45 km gravel road has been made within the last 5 years within KÖYDES Project.<sup>28</sup> The distribution of these data to counties is given in the Table 9.

**Table 9. The Condition of Village Roads After The KÖYDES Project Application in Kırklareli (2010)**

Towns	Number of Villages	Number of Sub-livings of Village	1.Grade Asphalt	2.Grade Asphalt	Gravel	Flatterring	Rough	Total
Center of Province	40		178	112	143	5	22	460
Babaeski	29	1	101	86	78	1	31	297
Demirköy	15	1	63	62	51	-	11	187
Kofçaz	16		43	49	68	-	6	166
Lüleburgaz	29		81	139	153	4	4	381
Pehlivan köy	8		11	20	18	-	3	52
Pınarhisar	13		40	37	43	9	8	137
Vize	23		55	75	93	-	19	242
<b>Total</b>	<b>173</b>	<b>2</b>	<b>572</b>	<b>580</b>	<b>647</b>	<b>19</b>	<b>104</b>	<b>1922</b>

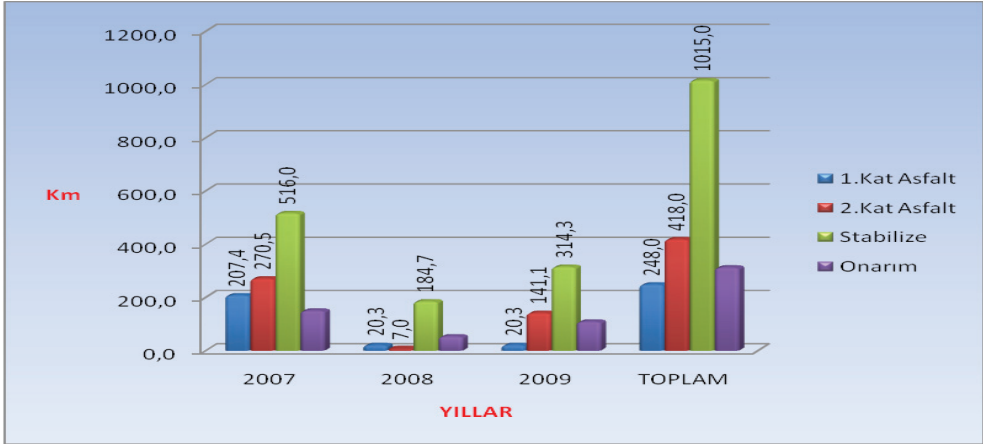
**Refernce.** It is gathered from the database of Survey and Project Manegement of State Provincial Administration of Kırklareli (2010)

When the effect of KÖYDES project on the villages of Kırklareli is considered, the gravel road has considerably decreased and flattening road has decreased by a short extent but the length of asphalt road has increased considerably. However, it is seen in the Graphic 1 that, road construction which was very important place in KÖYDES project in 2005, received fewer resources after the year 2007. The reason behind it is that the appropriation allocation for KÖYDES Project both for Kırklareli and who Turkey decreased considerably (about % 75).<sup>29</sup>

27. Survey and Project Manegement of State Provincial Administration of Kırklareli (2010).

28. Survey and Project Manegement of State Provincial Administration of Kırklareli (2010).

29. GDLA (2010), KÖYDES Allocations [http://www.mahalli-idareler.gov.tr/Projeler/KoydesBelgeleri/ODENEK\\_DAGILIMLARI\\_2005-2010.xls](http://www.mahalli-idareler.gov.tr/Projeler/KoydesBelgeleri/ODENEK_DAGILIMLARI_2005-2010.xls).

**Graphic 1. Condition of Kırklareli Villages Road (2007-2009)**

**Reference:** It is gathered from the database of Survey and Project Management of State Provincial Administration of Kırklareli (2010)

## 5.2. Condition of Village Drinking Waters in Kırklareli Province

It has been learned that there were 174 settlements out of 177 villages and 2 settlement units had sufficient drinking water and 5 villages had insufficient drinking water but there was not any village without drinking water supply at all before KÖYDES Project. Furthermore, the drinking water was supplied to 177 settlement units by means of water network system.<sup>30</sup>

**Table 10. The Condition of Drinking Waters Before The KÖYDES Project Application in Kırklareli**

Condition		Villages		Number of Sub-livings of Village		Total	
		Number	Population	Number	Population	Number	Population
Drinking Water	With Fountain	-	-	-	-	-	-
	Drinking Water Network	172	87555	2	59	174	87614
Deficent	With Fountain	-	-	-	-	-	-
	Drinking Water Network	5	718	-	-	5	718
Waterless	-	-	-	-	-	-	-
Total		177	88273	2	59	179	88332

**Reference:** It is gathered from the database of Survey and Project Management of State Provincial Administration of Kırklareli (2010)

At the end of 5 years of KÖYDES Project, the number of villages that have water network system has not changed and the number of villages with insufficient drinking water decreased to 1. Moreover, the population living in the villages without water network supply decreased from 718 to 133.

30. Survey and Project Management of State Provincial Administration of Kırklareli (2010).



**Table 11. The Condition of Drinking Waters After The KÖYDES Project Application in Kırklareli**

Durumu		Village		Number of Sub-livings of Village		Total	
		Number	Population	Number	Population	Number	Population
Drinking Water	With Fountain	-	-	-	-	-	-
	Drinking Water Network	172	70634	2	49	174	70683
Deficent	With Fountain	-	-	-	-	-	-
	Drinking Water Network	1	133	-	-	1	133
Waterless	-	-	-	-	-	-	-
Total		173	70767	2	49	175	70816

**Reference:** It is gathered from the database of Survey and Project Manegement of State Provincial Administration of Kırklareli (2010)

KÖYDES Project has not been much effective on the drinking water as the drinking water of villages of sufficient. Although sewage system is not allocated appropriation in KÖYDES Project, it is a very good indicative for the development of infrastructure of villages. The sewage systems constructed by GDRS up to 2005 is as follows: There was sewage system in 11 villages (6 %) out of 177 villages of Kırklareli (in 2005) but there was not any sewage system in 166 (94 %). 9 out of the said 11 sewage systems were really sewage systems but 2 of them were cesspools. It has been learned that 85 villages (% 48) out of 175 villages have sewage system, 90 villages (52 %) do not have sewage systems and that 18 of these sewage systems have cesspools in 2010.<sup>31</sup> These information indicates that almost half of villages of Kırklareli have had sewage system. Special Provincial Administration of Kırklareli seems to be successful in construction of sewage systems for villages (2005-2010).

### 5.3. Agricultural Irrigation Condition of Villages of Kırklareli

Before KÖYDES Project, the agricultural irrigation was done in 14005 hectares by means of 77 (44 %) units consisting of 27 ponds, 31 underground and 19 surface water resources in Villages of Kırklareli. There was agricultural irrigation in 77 units (44) but there was not agricultural irrigation in 102 (56 %) units.

**Table 12. The Condition of Irrigation Before The KÖYDES Project Application in Kırklareli Villages**

Name of Business		Project	Area	Great Cattle	Small Cattle
		Lake. (nm.)	Hectare	Number	Number
Irrigation	Small lake (num of total 624 )	27	4664,4		
	Surface Water	31	3345		
	Ground Water	19	5994		
	Total	77	14005,4		
Agrcultural Area Preservation		6	536,4		

31. Survey and Project Manegement of State Provincial Administration of Kırklareli (2010).

<b>Animal Drinking Water Small Lake</b>		119		62131	293338
<b>Inside of field development service.</b>		13	3790		
<b>Land Consolidation</b>		1	300		

**Reference:** It is gathered from the database of Survey and Project Management of State Provincial Administration of Kırklareli (2010)

After the project, 14956 hectares is irrigated by means of total 81 units of water consisting of 27 ponds, 31 surface and 23 underground (increase) water resources. The agricultural irrigation is done in 81 (47 %) villages but it is not done in 98 (53 %) villages. The repair and maintenance of any agricultural irrigation plant has not been done within the project.<sup>32</sup>

**Table 13. The Condition of Irrigation After The KÖYDES Project Application in Kırklareli Villages**

Name of Business		Project	Area	Great Cattle	Small Cattle
		Lake. (nm.)	Hectare	Number	Number
<b>Irrigation</b>	<b>Small lake (num of total 624 )</b>	27	4664,4		
	<b>Surface Water</b>	31	3345		
	<b>Ground Water</b>	23	6947		
	<b>Total</b>	81	14956,4		
<b>Agricultural Area Preservation</b>		6	536,4		
<b>Animal Drinking Water Small Lake</b>		158		76057	383930
<b>Inside of field development service.</b>		13	3790		
<b>Land Consolidation</b>		1	300		

**Reference:** It is gathered from the database of Survey and Project Management of State Provincial Administration of Kırklareli (2010)

## 6. Conclusion

It is agreed on the issue that the life quality of villages needs to be increased by means of increasing the infrastructure of villages to a definite point by means of steady and sustainable rural development. Increasing the rural infrastructure according to the conditions and needs of today has a very important effect on the decrease of development difference between the regions.

Because 25 % of population living in rural areas could not make use of roads and 20 % of population either had not sufficient drinking water or they had no drinking water; radical changes were made for delivering public service to rural

32. Survey and Project Management of State Provincial Administration of Kırklareli (2010).

areas; therefore, GDRS was closed down and its personnel and equipments were assigned to special provincial administrations. By this subsidiarity application, the mechanism for calling to account became closer to community, and the distance between citizens and public service deliverer decreased. In this application, district governors and AVSD were directly addressed through the worksites in the counties. A considerable amount of appropriations was allocated for the KÖYDES Projects in the first three years. However, despite of all of the these positive sites, there are some negative sides of the system. They are as follows:

- 1.** During the transition period, the insufficient capacity affected public service delivery negatively. Although the number of personnel assigned from GDRS was great, there was not sufficient number of staff. As the workload of special provincial administrations increased after the public services which had been run by GDRS was assigned to them, they had problems in delivering the required public services or failed to deliver the service as required because of their public service delivery capacity. After the assignation, some qualified personnel either got retired or transferred to private institutions.
- 2.** Although the duties and authorities concerning with delivering the public service to villages was assigned to special provincial administrations, a new resource distribution and decision making mechanism was made by means of KÖYDES Project.
- 3.** The appropriations for KÖYDES are especially allocated for road construction and drinking water provision. The authority to run the other agricultural has been given to special provincial administrations. However, special provincial administrations fail to function for these duties with the budget, personnel, machinery and equipments it has.
- 4.** It is very important to make a data bank for the agricultural infrastructure, condition of land and water resources and make it functional for using in plants and programs. These works stopped actually after the abolishment of GDRS. One of the reasons is that General Directorate for Local Authorities, which shall follow the data, has the required experience and equipments.
- 5.** Planning and running the works of irrigation of agricultural lands and land development out of the borders of province and at the level of basin requires studies to be done. However, the special provincial administrations are not authorized to make plan at the level of basin.
- 6.** Although it has been decided to give most of the public service on site, there is an uncertainty about what are the public services whose exteriority is high and need to be run from the centre and about how they will be run.
- 7.** Any land consolidation has not been done in Thrace Region after GDRS was closed down.
- 8.** Almost all of works are done by means of purchasing service from outside in accordance with KÖYDES application principles. By this method, the external dependence continues and some unsuccessful projects can come out due to lack of qualitative contractors.
- 9.** Allocating a different amount of appropriation every year many result in problems in making prospective plans.

10. Although the applied public tender regulation makes taking decision rapidly, it is criticised for it is not transparent enough as it is not subject to audit by the Court of Account.

The negative and positive effects of KÖYDES Project on the villages of Kırklareli are given as follows:

1. Thanks to this project, there are almost no flattening roads, gravel roads decreased considerably and asphalt roads reached a considerable length. However, there has been a considerable decrease in the construction of all kinds of roads since 2007.
2. The population of villages without water network has decreased considerably.
3. The Special Provincial Administration of Kırklareli decreased the number of villages without sewage system by half.
4. As agricultural irrigation plants and their repair and maintenance have not been done in any village in the last three years, agricultural irrigation is not done in 53 % of villages of Kırklareli. This condition is a factor which shall considerably affect the productivity of agricultural fruits.

To determine about what kind of impact the KÖYDES Project leaves on a province and what are the needs of villagers, it is more appropriate to make a “ Province Impact Analysis” which includes decision makers, implementers, and those who benefitted from the service and make comment accordingly. The main objective of subsidiarity policy for the rural services was to determine the problems on site and allocate appropriations more efficiently. Therefore, the determinations made by means of consulting heads of villages concerning the works done in villages and the needs of villages shall provide more accurate information for functionality of the new system.

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(Footnotes)

1. Allocation was sent for three months in 2005.



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