Rural Poverty and Economic Growth in the Global Financial Crisis: The Case of Turkey

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Abstract

Structural instabilities in agricultural product markets affect not only agricultural products but also the production structure in all sectors in the economy. They are also determining price movements and causing significant macroeconomic failures such as poverty and unfair income distribution. On the other hand, they disturb the demographic structure of the population and aggravate the problems of urban sprawl and unemployment. The impoverishment of the rural population is also a determinant of a general poverty and income distribution inequality that can affect an entire society. For this reason, nowadays, including agricultural planning and implementing agricultural policies in all economic systems either developed or underdeveloped, are considered as an absolute necessity. The aim of this study is particularly to analyze the effects of rural development policies and regulations on agricultural products markets, generally to analyze the effects of economic growth on market economy and macroeconomic indicators. It is important to determine the impacts of economic growth rates on rural poverty and the links between growth rates and policy outcomes. This is the only possible way to create the best the agricultural policies for macro-economic performance of Turkey. In the first part of the study; the general framework of economic growth policies and practices for agricultural sector are determined and the performance between aims and outcomes is followed. In the second part, the links between economic growth, agricultural production and rural poverty data are established and tested via indicators relating to the Turkish economy. The last part includes the discussion of the effectiveness of macroeconomic growth performance in terms of reducing rural poverty, rational agricultural policies and agricultural regulations.

Keywords: Rural Poverty, Agricultural Economics, Rural Development, Agricultural Regulations, Economic Growth

Introduction

After the Industrial Revolution, agricultural sector stayed in the background due to the industrialization-oriented growth structure and moving the rural population socio-economically to the industrial cities reveal structural problems in all economies. In addition, the application of technological developments can be slowly applied to the agricultural sector than other sectors and these applications are limited. Free foreign trade and liberalization policies have some side effects in all sectors as well as in agricultural production areas. Although free market economies in general can be said to have positive effects in the industrial sectors, it is known that they lead to a series of "market failures" in terms of agricultural markets. The "invisible hand" or the supply-demand balance which is theoretically the most basic automatic stabilizer in all the markets of the economy is not working because prices of these functions depend on the different periods in agricultural product markets. Therefore, agricultural product markets are attracting attention due to unstable price and production structure. This instability leads to severe consequences due to the importance of agricultural products in human life and economic development and social welfare effects.

Structural instabilities in agricultural product markets affect not only agricultural products but also the production structure in all sectors in the economy. They are also determining price movements and causing significant macroeconomic failures such as poverty and unfair income distribution. On the other hand, they disturb the demographic structure of the population and aggravate the problems of urban sprawl and unemployment. The impoverishment of the rural population is also a determinant of a general poverty and income distribution inequality that can affect an entire society. For this reason, nowadays, including agricultural planning and implementing agricultural policies in all economic systems either developed or underdeveloped, are considered as an absolute necessity. Agriculture and rural development, beyond being a problem that can only be solved by pure national policies, require an international level of cooperation and policy implementation. Successful and organized agricultural policy and cooperation will both minimize poverty, injustice and social conflicts and make easier to solve macroeconomic problems such as unemployment, inflation and economic contraction.

In this framework, it is important to define the theoretical and practical principles of a common agrarian policy and rural development program and draw its boundaries clearly. In this study, besides the rural development concept, especially the European Union (EU) agricultural policy and the applicability of these policies in terms of Turkey as a candidate country are discussed. In terms

of sectoral structure of the most important elements of Turkey's economy is agriculture and it is clear that this debate is more meaningful. Turkey is extremely important in terms of the quality of structural and macroeconomic issues. Having different geographical, climatic and regional characteristics, Turkey includes quite extensive and sufficient resources for both macroeconomic and rural development. The real problem is that whether these resources can be used "full and effective".

2011; İmrohoroğlu et al., 2014; Üngör, 2014). Besides, a few papers that build upon Schumpeterian notions do not provide empirical tests of the main mechanisms at work (Yeldan, 2012; Attar, 2013; Yılmaz and Saracoğlu, 2016). The primary purpose of this paper is to close these gaps in the literature.

The paper demonstrates that an analysis that takes the rich microeconomic structure of a particular class of Schumpeterian models is feasible. Here, this particular class refers to the dynamic (general) equilibrium models first appeared in the literature in around 1998. A short list of the most influential works along this line of research includes Aghion and Howitt (1998, Ch. 12), Dinopoulos and Thompson (1998), Peretto (1998a, 1998b), and Young (1998). In these second-generation Schumpeterian models, the technology landscape of the economy is represented by a subset in R , i.e., a plane, with product innovations on the horizontal axis (entry) and process innovations on the vertical axis (in-house R&D). As very recently reiterated by Peretto (2016), these models are robust models of endogenous growth since the usual prediction of sustained exponential and fully endogenous growth holds for large subsets of the parameter space.

The second-generation Schumpeterian models also solve the scale effect problem of the first-generation models of Romer (1990), Grossman and Helpman (1991), and Aghion and Howitt (1992). In these first-generation models, entrepreneurs and business firms deliberately allocate resources into innovative activities in search of higher market shares and higher profits. Economic growth becomes fully endogenous and policy-variant through research subsidies and other

1. Rural Poverty, Rural Development and the Global Crisis at the Conceptual Framework

Poverty, which has become one of the growing economic problems with the Global Financial Crisis, should also be considered as one of the consequences of recent economic policies. It is inevitable that different social problems will emerge in rural areas as well as in all other areas, especially during periods of economic crisis. In addition to increasing poverty on the social scale, the economic crisis is also making rural and agricultural poverty unresolvable.

1.1. Global Financial Crisis and Its Basic Dynamics

First of all, the Global Financial Crisis is characterized by its basic dynamics as a different "crisis", which in general leads to a violent questioning of liberal politics in particular. In fact, this represents a striking repetition in terms of the History of Economic Doctrines. It can be said that the Keynesian approaches became the foreground after the 1929 crisis and a period called "interventionist capitalism" started. But this time, it is debatable what kind of "capitalism" the Global Crisis will bring and what concept the new approach will be called.

When the contradiction of "interventionist" in terms of liberal economic thought is taken into account, which word/concept can be added before the term "capitalism" is a difficult problem to solve. Moreover, even if the added concept is generally accepted, the new dimension given to liberalism will cause significant debates. The new dimension of state-economic relations necessitates redefining and perhaps expanding the position and functions of the state in the economy. It should be expressly stated that; The Liberal Doctrine is entering a more challenging turn than the 1929 Depression. In this challenging period, economics will need more contributions of other social sciences, and it will likely govern the crisis with some legal approaches (Tasar, 2016, p. 207). Therefore, it is considered highly probable that the Global Crisis and the solution policies will cause the next period to be called as the "regulation economy" in the context of history of economic thought.

Considering the interaction between countries and modern communication technologies, it seems possible that the Global Crisis is more powerful and challenging than the Great Depression of 1929, perhaps even leading to the widest possible crisis on a global scale. However, cooperation with countries against the crisis is inevitable, and this global economy can lay the foundation for the production of effective, rapid and correct policies in comparison with previous economic crises. International financial institutions and regional, political and economic integrations and independent, free of political influence economic institutions can form an instrument that can protect the world economy from the severe effects of the crisis and its long-standing structural problems. This kind of development may perhaps reveal the most important and humanitarian function in world history of the critically criticized "globalization" process.

The common feature of all economic crises is to be described as a "process". It is not possible to suddenly appear, and the effects caused by it cannot be solved in the short term, and the wavelength is experiencing as a process with change. At this point, the Global Crisis has a different appearance

with some features. It should be expressed as a "global", a crisis from the central country to the periphery, from the developed economies to the underdeveloped economies, and in terms of depth it should be expressed as a crisis that can drag some countries into bankruptcy. It is also meaningful that the Global Crisis is described as the "crisis of the century". So, for example, as in the 1929 Crisis, "undervaluing" is not valid at this time. The fact that more effective economic policies can be implemented and adopted at the point of eliminating the effects of the crisis is facilitating in this respect (Tasar, 2016, p. 207).

Especially after the 1970s and increasingly common, it is clear that liberal economies are facing some crises in regional qualities. 1973-1979 oil shock, the Asian crisis, the Russian crisis, the Latin American crisis and the 2001 Turkey crisis can be ordered in terms of size. Note that these crises mostly involve developing countries or groups of countries called "emerging markets". They are therefore considered regional. Even more important crises can be prevented by the support of developed economies. However, the Global Crisis is a process that started in developed economies and gained momentum. For this reason, the effects are heavier and international cooperation is needed in order to prevent.

When a classification is made with the assumption that they affect each other, the factors leading to the emergence of the Global Crisis can be expressed under two main headings as global factors arising from the world economy and national factors originating from the US economy (Taşar, 2012, p. 14). From a theoretical point of view, the first factor is the emergence of a "capitalism" approach which claims that economic growth can be achieved via low taxes, loose regulation and limited government. The dominance of the US's understanding of liberal democracy's need to advocate on a global scale is described as another of the reasons that make up the Global Crisis in an ideological sense.

First and foremost, beyond theoretical expansions and debates, the most important development in the global economy in the real sense is that oil prices have gained momentum in late 2007 and reached record breaking levels in early 2008. When we look at the basic indicators of the world economy in the last 10 years, there is a "golden period" involving low inflation, low interest rates, low oil and commodity prices and therefore a relative global prosperity. However, this picture first begins to deteriorate with rising oil prices, followed by a rise in commodity prices and a financial crisis (Zakaria, 2008, p. 24).

The sudden and rapid rise in oil prices leads to a significant liquidity surplus in the world economy, especially in oil producing countries, resulting in an increase in "risk appetite". Uncontrolled global liquidity flows, especially

to speculative areas and risky countries, reveal the imbalance of the real sector-financial structure. The formation of a capital movement for high returns in the short run instead of highly productive sectors with the coefficients of dependency, leads to the deterioration of the balance of resources and the demand expansion. Supporting increasing demand in emerging economies and new market developments are expanding world trade volume uncontrollably. Although this expansion of the trade volume is considered positive, it ultimately makes the lack of global supervision mechanisms and supervisory institutions clear.

One of the most important consequences of the Global Crisis is that it clearly shows that regulations cannot keep up with the system in which they exist. As the shadow banking system develops, more banking operations in world economies are managed by institutions that do not depend on traditional banking regulations. Such a change can be regarded as a social dynamic brought by modern communication technologies. The problematic development, however, is that, due to the adoption of the deregulation process, the regulation has to be extended, on the contrary even narrowed (Krugman, 2008, p. 98).

1.2. Rural Poverty and Rural Development Concepts

First, the definition of rural poverty requires the understanding of rural areas and agricultural production structures. The problems in the regions that are characterized as rural areas are mainly due to economic, social, cultural and political deprivations. The deprivations in different areas such as individual consumption, good education, clean environment and water resources, housing, transport, communication and access to health services also determine the characteristics and definition of rural poverty. Therefore, rural poverty is widely regarded as a lack of economic resources. The most decisive of these deprivations is the lack of land and human resources. Small-scale producers engaged in agriculture, labor without different professional skills, small artisans in rural areas and a population structure gradually aging due to the fact of urbanization constitute the human resource of rural poverty. Considering these characteristics, rural poverty is the inability to achieve minimum living standards due to unbalanced distribution of agricultural production areas, small-scale agricultural production structure and non-qualified, propertyless labor factor.

While the development process of the concept of rural development is initially defined through the relation of "regional imbalances and development", the relation between "poverty and development" is taken as a basis in the later periods. The relevance of rural development criteria with macroeconomic

indicators such as human development indices and national income figures has also become meaningful at this point. For this reason, the macroeconomic effects of rural development are revealed by measures such as national income, sectoral growth rates, income distribution and poverty.

Rural development is defined as a set of economic and social policies aimed at improving the quality of life in the rural areas, enabling the rural population to benefit from economic, social, cultural and technological opportunities in urban areas without experiencing migration. In the definition of the EU, rural development is defined as the promotion of rural life, the protection of the environment, the sustainable use of natural resources and the protection of cultural heritage, as well as the efforts towards population, such as the better living conditions of the entire population living in rural areas and the preservation of their existence (Ekiztepe, 2012; p. 87).

First of all, rural development is a concept based on the assumption that "the undeveloped are mainly located in areas where the rural mechanisms prevail". Therefore, rural development emerges as a definition based on the understanding that the social structure is mainly based on the unequal distribution of land ownership and its conclusions. Also it emerges as a definition based on the understanding that rural signs are considered to be totally primitive, traditional, backward, and closed to development (Özgen, 2005; 51). The most important issue in terms of defining the concept of rural development is the determination of the "rural area" framework in order to determine the area to be implemented and the target population. Rural areas are areas where population density is low, economic activities are mostly based on agriculture, natural conditions and traditional values are influential in determining social life. In addition, rural areas are characterized by lack of social opportunities such as education, health and communication, strong ties with the urban population, and areas of natural resource richness (Ekiztepe, 2012; p. 86).

Therefore, by definition, rural poverty is directly linked to public and economic policies. Socio-economic and agricultural policy inaccuracies constitute the basic dynamics that increase rural poverty.

According to the International Fund for Agricultural Development (IFAD), poverty and hunger are considered to be human-caused problems and are claimed to be caused by income inequalities and income poverty as much as food shortages (Aşcı and Demiryürek, 2008, p. 74). IFAD was formed at the World Food Conference in 1974 as one of the specialized agencies of the United Nations. In the IFAD approach, rural poverty and related rural area concepts are defined on two main feature axes. Firstly, the rural poor generally live on farms or in agricultural areas, in pastures, in forested areas as groups

and scattered. Secondly, a considerable part of the rural poor is working in the agricultural production areas in the majority of their time. Hence, the features that define rural areas and rural poverty are becoming more and more apparent as the inadequacy of economic and social mobility and the limited participation in the political-social processes. According to the IFAD 2011 Rural Poverty Report, the factors that determine rural poverty have been expanded. Rising food prices, uncertainties and the impacts of climate change and constraints on natural resources have led to increasingly apparent rural poverty (IFAD, 2011, p.11).

1.3. Measurement of Rural Development and Rural Life Indicators

The decisive problem in terms of rural development is to ensure economic activity in rural areas and to increase the quality of life to a certain level. The sustainability of economic activity is largely related to the "loyalty" and "participation" of the actors that can provide it. Actors providing economic benefit from the rural areas should not leave the areas in order to realize different investments with these benefits. Otherwise, economic activity cannot be sustained in rural areas (Hovardaoğlu, 2012, p.292).

In the context of rural development, there is a significant impact of the agricultural enterprises on the income, wealth and employment figures of the economy, but the sustainability of economic activities and agricultural enterprises are more important. For this reason, rural development policies should be carried out to promote sustainability and modernization of agricultural production (Ploeg, 2000, p. 404).

Rural development encompasses multifaceted processes, activities and organizations aimed at improving the production, income and welfare levels of rural communities in order to change the social, economic and cultural aspects of human communities, the creation of physical and social infrastructure in urban areas and the better production of agricultural products. It is considered as one of the conditions of success that different scientific fields form technical support and different perspectives in the rural development process and realize a multi-disciplinary study (Cengiz and Çelem, 2003, p. 144).

Increasing opportunities for quality of life in rural areas should be the basis of rural development policy. However, it is not possible to make government expenditures in this respect both in terms of time and cost. For this reason, the development of life in rural areas should have a long term perspective. In particular, it is relatively easy to make rural areas into high quality and attractive regions which are advantageous in terms of proximity to

urban centers, with lower costs and investments (Hovardaoğlu, 2012, p.293).

The concept of quality of life has an important place in Turkey-EU rural development strategies. It is accepted as one of the success indicators and it is tried to be measured by different approaches. Economic indicators of these indicators are GDP, growth rate, employment rates. There are also different socio-economic indicators such as a qualified environment, physical and mental health, access to education and cultural facilities, the availability of social activities in leisure time, and social belonging (Hovardaoğlu, 2012, p.291).

2. Rural Development, Rural Poverty and Agricultural Policy in Turkish Economy

Turkey, prior to the global crisis, has experienced a significant break with the 2001 economic crisis. A number of economic programs, structurally characterized and specifically designed to reduce fragility in financial markets, have been put into practice. In particular, the 2008 Global Crisis has entered into the financial crisis with an anti-inflationist stabilization program aimed at securing the banking system, which is regarded as the most problematic heading of the 2001 Crisis. While a stable situation has been observed in terms of financial markets in this process, a sharp contraction is noticeable in other sectors, but especially in agricultural markets, affected by the Global Crisis. The lack of adequate and qualified solutions for stabilization programs in terms of income distribution, poverty and rural development has also aggravated the current economic crisis table. Global Crisis, coupled with the current problems of the structure of agricultural production and rural areas in Turkey, has brought the consequences such as instability in agricultural product prices, production inefficiencies, urban migration, unemployment and rural poverty.

2.1. Historical Background of Agricultural Policies in Turkey

Firstly, agricultural policies consist of different instruments such as price floor practices, agricultural support loans, tax exemptions, technology transfer, rural infrastructure projects. Price floor and agricultural subsidy policies have been implemented since 1930s. The historical process of the agricultural lending policy extends back to much earlier periods. Agricultural loans are fed from two different sources that are organized and unorganized credit markets. The organized credit market is composed of banks, agricultural credit cooperatives and agricultural sales cooperatives. However, as low interest agricultural credits are given on the basis of the size of the enterprise and the size of the collateral shown, there may be a side effect on behalf of large farmers that disturbs the income distribution as it is in the implementation of the price floor (Şahin, 1998,

p. 255).

In 1925, tithe tax which was taken in kind in the agricultural sector was converted into a monetary tax form. In 1925, monetary tax was converted into a monetary tax form by removing the same amount of tax that was taken in the agricultural sector. This situation has increased the level of marketable production by creating an environment that encourages production in agriculture. Between 1923 and 1938, 3.7 million decare land was distributed to a group of landless farmers and immigrants by the government. The agriculture sector has been developing rapidly with the opening of the state-handled lands and pastures. By 1929, a growth of 27% was achieved in agriculture (Eştürk and Ören, 2014, p. 194). These developments are considered positive in terms of food safety. The food supply has been improved while the farmer's income and the food accessibility has increased at the same time. During the period 1923-1931, grain and cereal stock exchanges were established and the stock exchanges were able to remove the price differences in the regions where they were located to a great extent, allowing the buyer and seller to operate confidently and to systematically determine the quality and value of the products. In this period Agricultural Credit and Agricultural Sales Cooperatives were established as the first and important step of farmer organization. These organizations have provided credit support to their partners through money provided by Ziraat Bank and expanded their market opportunities by purchasing their products (Eştürk and Ören, 2014, p. 194).

1938-1946 period, after the 1929 crisis, there were interventionsand a solid understanding of statism about agricultural policies in Turkey. In the Second World War period, Turkey's relations with other countries was extremely weak and had to feed the army for a possible war. Serious shortages and scarcities have been experienced in the supply of food products due to the war duration, the labor force taking part in the army, the empty fields and the unfavorable climatic conditions. Wheat production, which has a significant share in agricultural production, declined during this period. The wheat production, which was 4,200 thousand tons in 1939, decreased to 2,200 thousand tons in 1945 (Eştürk and Ören, 2014, p.195). While the decline in agricultural production due to the war has led to the scarcity of food, especially in large cities, many food products have been subject to black market, and bread has been linked to permission due to flour shortage. The application of rationing has been started, and it is forbidden to make flour foods like flour ending cake and similar. Because of this, the government has made a more radical attempt to implement the "National Protection Law", one of the important developments of the period, since the regulations against the engrossing through price

determination of agricultural products stayed weak. By law, the government has gained the right to intervene in agricultural and commercial life on a broad scale and has the right to confiscate the workshop, factory and facilities of the villagers and small farmers, the merchants and foreign traders through the decrees. Although this is a practice created by war, it has often been regarded as an arbitrary arrangement. Especially the villagers were affected negatively. For the country, in this period food insecurity and food poverty was felt the most in the Republican history (Eştürk and Ören, 2014, p. 195).

The aim of self-sufficiency, which struck the mark of agricultural policy in the period of 1923-1950, has evolved into the goal of producing more and exports to foreign markets in the 1950s through mechanization. In this period, especially since 1948, agriculture has been financed with the aid obtained under the Marshall Grant Scheme. Marshall Aid has been a driving force in agricultural development, and the number of tractors and plows in agriculture has increased and accordingly, positive conditions such as enlargement of agricultural fields, increase of agricultural loans, support prices, better climatic conditions and spread of fertilizer usage have increased production (Eştürk and Ören, 2014, p. 195).

In the 1950s, as world prices fell below the prices in the country, promotion applications started in exports. In this period when price increases were accelerating, animal products and prices of agricultural products such as rice, bread and oil were intervened to protect the consumer. From the point of view of food safety, it can be said that this period is better than the years of famine during World War II depending on the increases in agricultural production and productivity (Eştürk and Ören, 2014, p. 195)

The planning period has been started since 1963 when the agricultural policies were determined. In the first years, depending on the basic principle of development plans, the government has been involved in the agricultural sector as supporting and guiding. The price support policy has come to the forefront in the following plan periods. From the 1960s to 1980, with the import substitution method, agricultural production and productivity increase became the first aim of agriculture policies as a necessity of industrialization policies. The neo-liberal policies that were effective in the world from the 1980s to the present day became effective in determining the agriculture policies of Turkey. The actors in this process are external dynamics such as IMF, WB, WTO and EU. Those who act on these external dynamics are mostly economic crises living in the country.

Turkey had been affected by the oil crisis of the 1970s and applied to the IMF to get rid of the crisis and for the need for external debt. So Turkey

agreed to apply IMF's stabilization measures. These measures took place in the Decisions of 24 January 1980 and in subsequent implementations. Stabilization measures aimed at bringing the market mechanism into operation have provided a minimum level of support to the public sector. Within the scope of these measures; fertilizer prices were first raised, and government support provided to other agricultural inputs gradually began to be removed, and the prices of largely outsourced modern inputs were left to fluctuate according to the free exchange rate. Agricultural lending conditions have been aggravated. While agricultural subsidies were reduced, the coverage of the number of subsidized products was reduced by half (Eştürk and Ören, 2014, p. 195).

The number of supported products reduced in the 1980s has been increased since the beginning of 1990s, subsidy prices have been improved, agricultural loans have been increased and some of the accumulated debts of the farmers have been erased and the premium system on product basis started to be applied in 1993. The increase in subsidies in agricultural products ensures the stability of the supply of agricultural products. This means, for consumers, the regular and continuous availability of food, and for producers, income and price stability. Although some measures were taken in favor of the agricultural sector in the 1990s, some institutions that played an important role in the development of agriculture and directed the agriculture sector were privatized such as the Milk Institute (SEK), Fodder Factories, Meat and Fish Institution (EBK), Turkey Agricultural Equipment Corporation (TZDK) and other agricultural state-owned enterprises. The withdrawal of these institutions, which constitute a market security for livestock and milk producers, has caused price instability in the market and fluctuations in the supply of meat and dairy products. Another characteristic of these years is the Agriculture Agreement signed under the WTO, which entered into force in 1995, and the EU and Customs Union Agreements, which entered into force on 1 January 1996. In line with the WTO Agreement on Agriculture, support policies such as input subsidy and price support for agriculture have been reduced and customs taxes, which protect agricultural products and producers from price fluctuations in international markets and encourage domestic production, have been reduced (Eştürk and Ören, 2014, p. 196).

Since 2001, Turkey changed whole incentive system applied in agricultural areas and implemented Direct Income Support (DIS). The agrarian policy reform implemented with the support of the World Bank is shaped by three main factors. The first element is the extension of direct income support, the second is the gradual removal of price and input support, and the last element is the privatization of state enterprises in the agricultural sector and

the reduction of government intervention in the processing and marketing of agricultural products. In the application of direct income support, the upper limit land amount for 2001 was determined as 200 decares and it was adopted to pay 10 TL per decare. Since 2002, the upper limit has been raised to 500 decares and the payment amount has been increased to 13.5 TL. Within the total subsidy payments, the share allocated for direct income support was 14% while it reached 83% in 2002. Since 2002, the share of direct income support has gradually decreased and has fallen to 19% for the year 2008 when the payments are due (Tan, et al, 2010). One of the basic principles of the direct income support policy, which is accepted as one of the most important components of the Agricultural Reform Implementation Project (ARIP), is the introduction of the Farmer Registration System. The main purpose of the system is to create a strong agricultural database by recording the producers (Tan, et al, 2010, p. 973).

With the Agricultural Law published in the Official Gazette dated 25.04.2006 and numbered 26149, it is aimed to develop agricultural production in accordance with internal and external demand and to protect and develop natural and biological resources. It is also aimed to increase the level of prosperity in the agricultural sector by increasing productivity, strengthening food safety and security, developing producer organizations, strengthening agricultural markets, and ensuring rural development. The law defines the main purpose of agricultural subsidies as contributing to the solution of the agricultural sector's priority problems, enhancing the effectiveness of the policies implemented, and facilitating harmonization of this policy with the sector. It is stated that agricultural support policies will be implemented with programs that will provide economic and social efficiency and productivity conditions. Agricultural support instruments expressed in the Law are; DIS, differential payment, compensatory payments, animal husbandry support, agricultural insurance payments, rural development support, environmental protection support (Yalçınkaya, et al, 2006, p. 115).

Due to the problems in land ownership, DIS payments sometimes cause some economic problems. Implementation is far from being effective because land ownership and producers are different, inherited problems in agricultural land, and despite the support given by producers these supports are not directed to production. In 2009, due to these developments mentioned in the World Bank report, the state concentrated on different types of intervention tools; firstly, agricultural input supports were increased and then the DIS application was terminated. Instead, a transition to a premium payment system has been made for the area-based product (Eğri, 2012, p. 90).

The implementation of the Premium Payments has progressed steadily towards becoming the main agricultural support vehicle, while the DIs implementation has entered the liquidation process in recent years. The implementation of the Premium Payments has progressed steadily towards becoming the main agricultural support vehicle, while the DIS implementation has entered the liquidation process in recent years. The application of premium payments has been made in an uneven fashion since the early 1990s for oil seeds such as cotton, sunflower, soybean, canola and olive oil, tobacco, tea, cereal, pulses, which are open to production and depend heavily on foreign markets. During the 2000-2009 period, which was the subject of our review, premium subsidies were applied uninterruptedly for cotton, olive oil, oil seeds and tea pruning. Premium applications for tea began in 2003 and for grains in 2005. Until 2005, 80-90% of the total premium payments went to cotton, olive oil and oil seeds, and the rest went back to the tea. Cereals increased the share of 20% of bonus payments to 39% in 2008 and 49% in 2009 over the three-year period covering 2005-2007 (Şahinöz, 2010, p.342).

In developed countries, support policies have a positive effect on the agricultural sector, while it has been observed to have a negative effect on the emerging countries. Market prices and input support for Turkey the desired results are not reached. This may be due to the structural characteristics of the agricultural sector in Turkey. According to OECD data; 1995-2010 period, Turkey has been the country come to the fore in agricultural subsidies, have not yielded the desired results from this support unlike countries such as Chile, the US, the EU, Brazil, China, South Africa, Canada and Russia (Aktas et al, 2013). Turkey in a special issue of supporting policies are changed very often you go to the structural adjustment in the agricultural sector. Problem in Turkey, supporting policies are changed very often you go to the structural adjustment in the agricultural sector. DIS payments and market price support in force must be made in sufficient quantity and on time, to be linked to agricultural production, to reach the real producer. In the right context, with the right structure at the right time, agricultural support policies should be established and maintained in accordance with the reality of the country. For this reason, policies to be implemented in the agricultural sector must have a long perspective. For this, it will be in place to form the existing agricultural market structure by supporting the support policies implemented by the government support in short term. In the long term, it is necessary to identify the elements that disturb the activity especially in the agricultural markets and to create alternatives (Aktaş, et al, 2013, p. 68).

The “agricultural reform”, which criticized traditional agricultural

support systems with the argument of "providing benefit to very rich farmers ... from poor farmers ..." and justified the direct support system, has further enhanced the "rich-poor" divergence with the new system. Because in Turkey where the distribution of the soil is very unstable, a little of 3% of the earthen farmers can get to about 40% of the land, and therefore 40% of the supports, about 40% of the farmers cannot benefit from these supports, especially in the East and South East regions. In short, the new system has further enhanced socio-economic differentiation and social tension in rural areas (Şahinöz, 2010, p. 347).

2.2. Rural Poverty Indicators in Turkey

Poverty rates covering the years 2002 to 2014 by the TURKSTAT according to poverty line methods are shown in the Table. Since 2009 figures are excluded from measurements, especially in rural and urban poverty rates (food + non-food), only data up to 2009 are available.

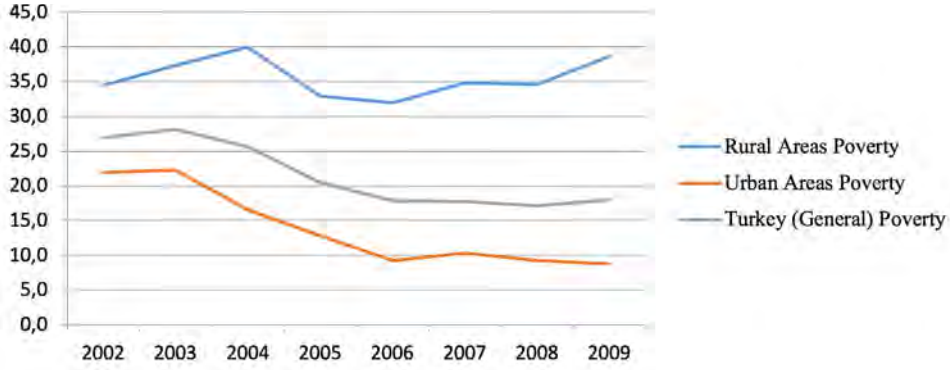
Table 1: Individual Poverty Rates According to Poverty Limit Methods 2002-2010 (Food + Non Food) (%)

Years / Regions	**2002**	2003	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**
Rural Areas Poverty	34.4	37.3	39.9	32.9	31.9	34.8	34.6	38.6	n.a.
Urban Areas Poverty	21.9	22.3	16.5	12.8	9.3	10.3	9.3	8.8	n.a.
Turkey (General) Poverty	26.9	28.1	25.6	20.5	17.8	17.7	17.1	18	n.a.

Source: *TUİK, (2014), Poverty Study, www.tuik.gov.tr*

Poverty, which occurs in rural and therefore agricultural sectors in the development process of poverty in Turkey, is a repulsive factor. Given that urban poverty rates tend to decrease; it is clear that the main problem is rural poverty.

Figure 1: Poverty Rates in the Global Crisis 2002-2009



Source: *Table 1*

TURKSTAT Poverty Studies reveal at the sectoral level that; sectoral poverty rates in Turkey and in particular in the agricultural sector shows fairly serious consequences.

The inadequacy of agricultural support policies based on increased poverty and production in rural areas, the production of inadequate agricultural products, affects social welfare negatively both in rural and urban areas (Kandemir, 2011, p. 108)

2.3. Rural Poverty in the Rural Living Quality Scale

The approach of the EU rural development policies towards quality of life; primarily aimed at eliminating and improving the lack of hardware and infrastructure of rural economy and rural population. To this end, vocational education focuses on the application of economic diversity, the development of non-agricultural activities, the support of micro-enterprises, the encouragement of tourism activities, the restoration of the villagers, the preservation of the natural heritage and the environment (Yılmaz and Tolunay, 2007, p. 115).

In order to form a profile of rural living quality in Turkey, socio-economic data such as income, employment and poverty of rural population needs to be analyzed. At this point, it is meaningful to take into account the data set of the "Poverty Study" created by TURKSTAT. The TURKSTAT expanded the database of the NUTS 1 level to the NUTS 2 level and revealed statistical data for 26 different regions with the "Income and Living Conditions Survey" which was announced in October 2015. This research is based on the data of 2013 (TURKSTAT, 2014, p.1). According to TURKSTAT 's statement of year 2017; The average annual equivalent household disposable income of an individual in Turkey in 2016, 19 thousand 139 TL, while the NUTS 2 level of regions with the highest as 26 thousand 486 TL as in the previous year again TR51 (Ankara) is expressed as a region. This region was followed by TR10 (Istanbul) Region with 26 thousand 041 TL and TR31 (İzmir) Region with 23 thousand 612 TL. If the average annual equivalent households are the regions with the lowest available individual income, TRC2 (Van, Mus, Bitlis, Hakkâri) with TRC3 (Mardin, Batman, Şırnak, Siirt) with 8 thousand 679 TL, TRC2 (Şanlıurfa, Diyarbakır) with 8 thousand 794 TL and TRB2 (Van, p.2).

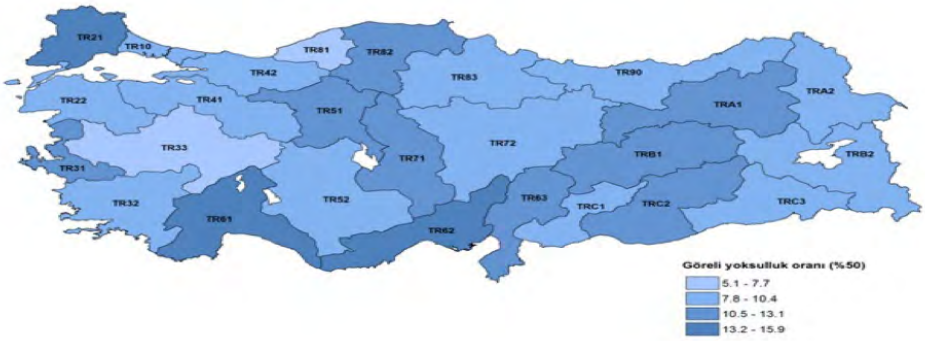
Figure 2: Average Annual Equivalent Household Useable Individual Income 2016 (NUTS Level 2)



Source: *TURKSTAT, (2017a), Income and Living Conditions Survey 2016, TURKSTAT News Bulletin 25 September 2017, Issue 24580*

Gini coefficient, which is considered as the criterion of income distribution inequality and equality in income distribution as it approaches to zero, expresses deterioration in income distribution as individual's approach to each other, varies between 0.315 and 0.414 in terms of regions. While the Gini coefficient of 0.404 as of 2016 in Turkey, the region that this value is the lowest; TR15 (Kocaeli, Sakarya, Düzce, Bolu, Yalova) with TR01 (Zonguldak, Karabük, Bartın) and TRA1 (Erzurum, Erzincan, Bayburt) with 0.315 and 0.317 respectively. The regions with the highest Gini coefficient were TR14 (Adana, Mersin) with 0.414, TR10 (Istanbul) with 0.413 and TRB2 (Van, Mus, Bitlis, Hakkari) with 0.412 (TUİK, 2017a, p. 2). The P80 / P20 ratio is calculated as the ratio of the income of the 20% group with the highest income to the income of the 20% group with the lowest income. Accordingly, in 2016 the income of the richest 20 percent was 7.7 times the income of the poorest 20 per cent of group in Turkey. The regions with the lowest P80 / P20 ratio were TR81 (Zonguldak, Karabük, Bartın) with 4.5, TR42 (Kocaeli, Sakarya, Düzce, Bolu, Yalova) with 4.8, TRC1 (Gaziantep, Adıyaman, Kilis) regions. TR2 (Adana, Mersin) (8,1), TRB2 (Van, Mus, Bitlis, Hakkari) (7,7) and TR10 (Istanbul) p.2).

Figure 3: Percentage of Median Income by 2016 relative Poverty Rate (Per cent) (NUTS Level 2)



Source: *TURKSTAT, (2017a), Income and Living Conditions Survey 2016, TURKSTAT News Bulletin 25 September 2017, Issue 24580*

Regions with the highest relative poverty rate based on the income level according to the poverty line; TR62 (Adana, Mersin) with 15.9 percent, TR61 (Antalya, Isparta, Burdur) with 14.7 percent and TR21 (Tekirdağ, Edirne, Kırklareli) with 14.2 percent. TR81 (Zonguldak, Karabük, Bartın), TR33 (Manisa, Afyon, Kütahya, Uşak) with 7.7 percent and TR90 with 7.8 percent (Trabzon, Ordu, Rize, Artvin, Gümüşhane and Giresun) are the regions with the lowest relative poverty rates (TUİK, 2017a, p.2).

The average annual equivalent household disposable income of individuals in Turkey increased by 15.9 percent compared to the previous year so it has increased from 16 thousand 515 TL to 19 thousand 139 TL. While the salary and wage revenues have the highest share in total income with 49.7 percent, the highest share of the total equivalent household income belongs to wage income with 49.7 percent, unchanged from the previous year.In the second rank, entrepreneurs' revenues (19.8 percent) increased by 1 percentage point compared to the year 2015 and the third rank received social transfer revenues with a decrease of 0.4 points (19.6 percent). 74.7 percent of entrepreneurs' income defines non-agricultural income, while 91.8 percent of social transfers are made up of retirement, widow and orphan's pensions (TUİK, 2017b, p.2).

Compared to the poverty line, where equivalent households accounted for 50% of the eligible individual median income, the poverty rate was 14.3% with a 0.4 percentage point decrease from the previous year. 14.3 per cent of the population was below the poverty line. Permanent rate of poverty calculated using four-year panel data includes those whose equivalent households are

poorer in the last year than at 60 percent of available individual median income, and at the same time at least two of the previous three years. According to this, while the rate of continuous poverty is 15.8 per cent in 2015, this ratio is 14.6 per cent in 2016 (TUİK, 2017b, p.2).

3. Turkish Economy in the Light of Macro-Economic Indicators

Not only about poverty and income distribution, but also about the production structure, sectoral characteristics, demographic and social structure of an entire economy are defined by three main economic indicators. National income and growth rate, employment and unemployment data, price movements and inflation indicators are often referred to as the criteria for macroeconomic performance measurement. Although inflation and price movements are correlated with poverty, but they involve monetary changes, it is different from others to measure changes in the real economy. For this reason, especially the national income and employment structure are the ones that should be observed more carefully.

3.1. National Income Scale and Growth Rate Performance

One of the most qualified ones among macroeconomic indicators is undoubtedly the national income and growth rate. In this context, considering the growth rate data in particular during the Global Crisis, structural features of Turkish economy can be demonstrated.

Table 2: GDP Growth Rate (Fixed, Percent) and Poverty Rates in 2002-2018 Period in Turkey

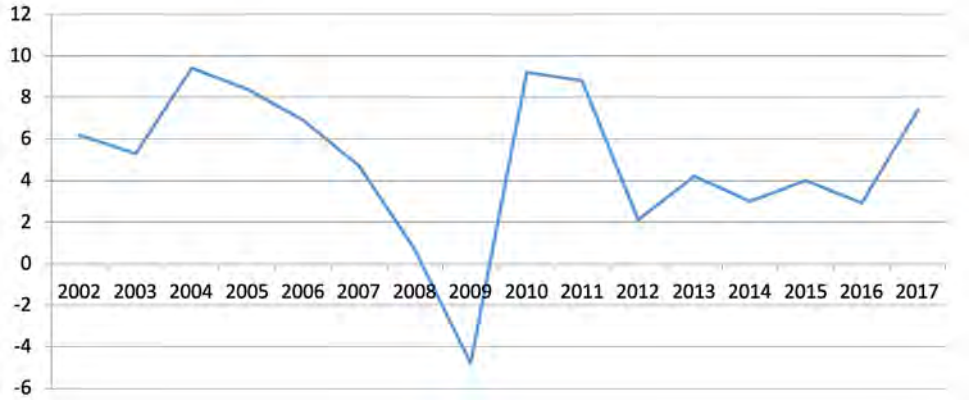
Year	Growth Rate	Agricultural Product (Change Rate)	Poverty Turkey (General)	Urban Poverty	Rural Poverty
2002	6.2	8.7	26.9	21.9	34.4
2003	5.3	-1.5	28.1	22.3	37.3
2004	9.4	4.0	25.6	16.5	39.9
2005	8.4	7.9	20.5	12.8	32.9
2006	6.9	1.5	17.8	9.3	31.9
2007	4.7	-6.2	17.7	10.3	34.8
2008	0.7	4.5	17.1	9.3	34.6
2009	-4.8	4.1	18	8.8	38.6
2010	9.2	7.7	n.a.	n.a.	n.a.
2011	8.8	3.4	n.a.	n.a.	n.a.
2012	2.1	2.2	n.a.	n.a.	n.a.

2013	4.2	0.6	n.a.	n.a.	n.a.
2014	3	9.4	n.a.	n.a.	n.a.
2015	4	-2.6	n.a.	n.a.	n.a.
2016	2.9	n.a.	n.a.	n.a.	n.a.
2017	7.4	n.a	n.a.	n.a.	n.a.

Source: *TURKSTAT Poverty Study, 2014 and TURKSTAT Database, www.tuik.gov.tr*

First of all, during periods of economic crisis, it naturally affects the growth rates of all sectors in the negative direction. In the remaining periods, it is possible that a process of decreasing the growth rate, which is started from the agricultural sector, may occur. While the decline in production in the agricultural sector leads a general stagnation in a sense, the sub-groups of the industry and the services sector are directly or indirectly affected negatively by the low production in agriculture (Kepenek and Yentürk, 1994, p.406).The differentiation of sectoral growth rates has a nature on the general tendency of economic structure in the long run.When additive shares in national income of the sectors in Turkish economy, the agricultural sector loses its dominant position to industry and services sectors.Even if this general tendency is regarded as a reflection of the industrialization policies pursued, it turns out that the declining share of the agricultural sector is shifting to the services sector in a bigger way and carrying the imbalance to larger dimensions.

Figure 4: Growth Rate of GDP in 2002-2018 in Turkey (Fixed,

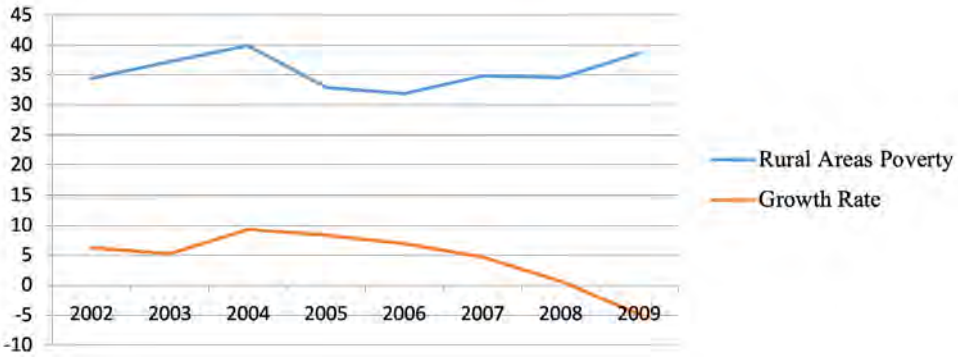


Source: *Table 2.*

The total added value of the agricultural sector activities increased by 7.6 percent in fixed prices in 2015 compared to the previous year, while the industrial sector and the services sector increased by 3.3 percent and 4.8 percent respectively (TUİK, 2016). The most important component of this growth is

the agricultural sector. Therefore, when considered in terms of value added, in 2015, Turkish economy had a growth rate of 4 percent, especially thanks to the agricultural production. However, parallel to this contribution of the agricultural sector to economic growth, it cannot be claimed that it has a balanced income distribution and a high socio-economic prosperity level.

Figure 5: Links of Growth Rate and Rural Poverty during Global



Source: *Table 2.*

As seen in Figure 5, as a result of the global crisis, macroeconomic performance in Turkey weakened and the growth rate fell to a negative value so it has resulted in increased rural poverty in particular.Therefore, when economic crises occur, rural areas and agricultural sectors are more affected and the income distribution of the population in rural areas deteriorates more than the distribution of income in urban areas. From a socio-economic point of view this brings about an unbalanced population movement from rural areas to urban areas. The uncontrollable phenomenon of immigration distorts the production and consumption structure of the economy and creates a spiral of economic instability, such as unemployment and inflation, which is considered one of the sources of poverty.

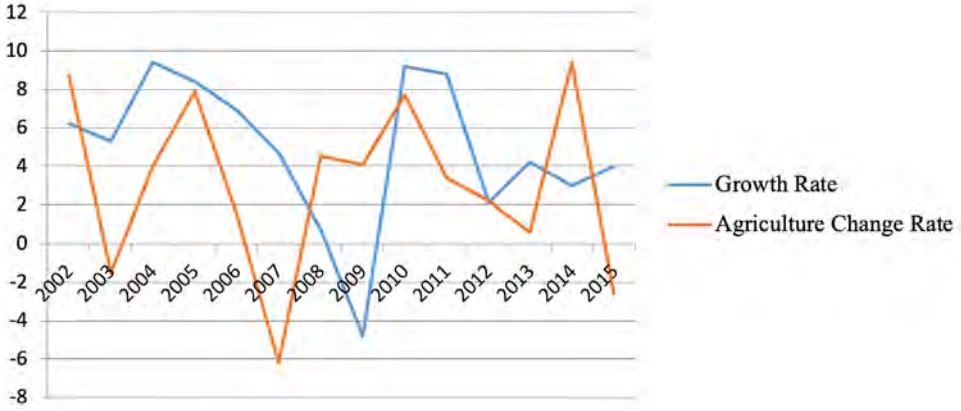
3.2. Sectoral Distribution of National Income and Agricultural Production Structure

What is more important than the expression of the rate of growth as a ratio is to monitor the components of growth rate. The movement of sectoral distributions in terms of revealing the structural features of the economy and the components of production can reveal qualified information. In the period after 2008, growth rate of agricultural production in Turkey compared to the previous year has the power to define in the course of economic development. The changes in the amounts of agricultural production compared to the previous

year can be seen from Figure 6, with the economic growth rate giving the years 2002-2015, taking into account the measurement techniques and periods of TURKSTAT data.

Theoretically it is clear that there is an absolute relationship between the rate of growth and agricultural production, and that there is a similar tendency at a given time interval. However, it is important to be able to identify the differences between the parallel trends in the periods of increase or decrease. At this point, the negative course of the growth rate (-4.8 for 2009) in the period 2007-2010, when the effects of the Global Crisis felt the heaviest, is proportionately smaller than the negative trend in agricultural production (-6.2 in 2007). Therefore, unlike other sectors, the negative effects of the Global Crisis on the agricultural production structure are both higher and temporally more pioneering. Of course, taking into account seasonal and climatic effects, one of the early crises of the economic crises also allows the use of agricultural production output.

Figure 6: Compare of Growth Rate and Agricultural Products (Change



Source: *Table 2.*

It is remarkable that the growth rate of agricultural output in 2013 is relatively high, on the other hand. While other sectors are more likely to achieve recovery after the crisis, the agriculture sector qualifications are entering a later phase of recovery. This feature should be taken into account in terms of agricultural policies and incentive and subsidy systems, and economic policies should be determined accordingly.

3.3. Employment and Unemployment Rates, Agriculture Sector and Rural Poverty

What is more important than the expression of the rate of growth as a

ratio is to monitor the components of growth rate.Given the contribution of the four main sub-sectors in the growth rate, the service sector is clearly visible. On the other hand, it is expected that the services sector in the theoretical level will have a characteristic to support the development especially in the industrial sector and tend to develop as balanced as possible.It is possible to explain that the extreme expansion of the services sector is largely driven by the non-skilled labor force from the agricultural and industrial sectors towards the services sector. With the occurrence of urbanization, migration and loss of production in the agricultural sector will become more pronounced. When the distribution of the employment rates in Turkey are examined, it is seen that the employment data in the agricultural sector decreased at a remarkable level, being more evident than the other sectors.

Table 3: Distribution of Employment by Branches of Economic Activity by Years (2005-2017)

Year	Agriculture	Industry	Buildings	Services
2005*	25.5	21.6	5.6	47.3
2006*	23.3	21.9	6.0	48.8
2007*	22.5	21.8	6.1	49.6
2008*	22.4	22.0	6.0	49.5
2009*	23.1	20.3	6.3	50.4
2010*	23.3	21.1	6.6	49.5
2011*	23.3	20.8	7.2	48.7
2012*	22.1	20.5	7.2	50.2
2013*	21.2	20.7	7.2	50.9
2014	21.1	20.5	7.4	51.0
2015	20.6	20.0	7.2	52.2
2016	19.5	19.5	7.3	53.7
2017	19.4	19.1	7.4	54.1

Source: *TURKSTAT, Labor Force Statistics, 2018, www.tuik.gov.tr*

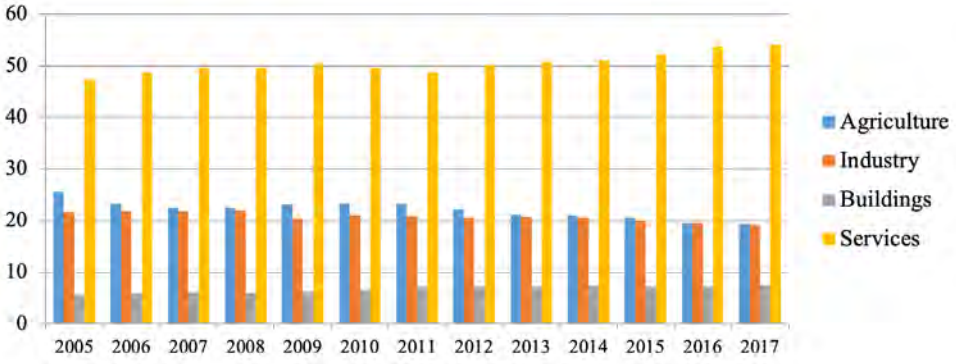
**The 2005-2013 period results were estimated by the TURKSTAT with an econometric model.*

Since the 1930s economic policy of the Republic of Turkey has been strengthening the private sector with the support and guidance of the state, and based an axis that aims to transfer resources from agriculture to industrialization.However, with the impact of the 1929 Crisis, the agriculture sector faced significant costs, agricultural production declined considerably and there was a tendency to centralize the ownership structure. Therefore, the 1929

depression broke down in the process of impoverishment in agriculture and also triggeredchanges in socio-economic and political structures (Kongar, 1998, p. 615).

The liberal transformation of Turkish economy has begun and developed with the support of the state in accordance with the "statism" approach. One of the most important consequences of this transformation is the impoverishment of a large social segment living in rural areas. Especially mechanization, the gathering of land in the hands of large businesses, has created a free workforce in the agricultural sector and has caused this labor to migrate to urban areas. At the same time, the nature of the rural areas, which preserve the old social and economic structure, makes it difficult to change the structure through education and prevents the formation of qualified workforce (Kongar, 1998, p. 617). Inefficient agricultural production based on traditional and old technology affects the realization of social transformation in a negative way.

Figure 7: Sectoral Distribution of Employment in Turkey (2005-2017)



Source: *Table 3*.

Table 4: Unemployment Rate in Turkey 2006-2017

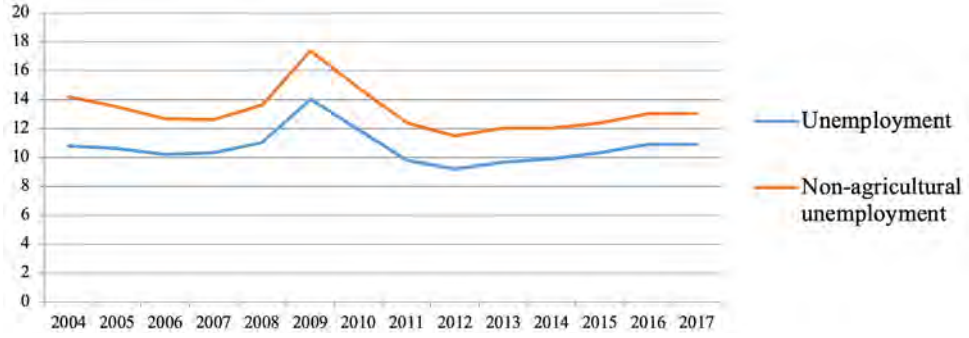
Year	Unemployment Rate	Non-agricultural	Year	Unemployment Rate	Non-agricultura Unemployment Rate
2004	10.8	14.2	2011	9.8	12.4
2005	10.6	13.5	2012	9.2	11.5
2006	10.2	12.7	2013	9.7	12.0
2007	10.3	12.6	2014*	9.9	12.0
2008	11.0	13.9	2015*	10.3	12.4
2009	14.0	17.4	2016*	10.9	13.0
2010	11.9	14.8	2017*	10.9	13.0

Source: *TURKSTAT, Labor Force Statistics, 2018, www.tuik.gov.tr*

**Due to new regulations since 2014, the series is not comparable with previous years (TURKSTAT).*

The agricultural technique and knowledge that can be described as old in the population living in the rural areas is far from expressing any meaning in their new life together with urban migration. In urban areas, even the old agricultural knowledge and equipment is limited in its ability to provide employment and a sufficient level of wages. While this situation brings with it the problem of unemployment, it increases the poverty rates due to the low wage levels and it also disrupts the income distribution balance.

Figure 8: Unemployment Rate and Non-Agricultural Unemployment in Turkey (2004-2017)



Source: *Table 4.*

On the other hand, "hidden unemployment", which is theoretically derived from agricultural production structures, also makes policies for the prevention of rural poverty ineffective.In comparison with other forms of unemployment, the hidden unemployment rate, which is both more difficult

to measure and prevent, is generally associated with poverty, in particular rural poverty. In terms of Turkish economy, this problem creates a different meaning and structural problem beyond current unemployment rates. The basis of agricultural policies should be based on these axes, which will facilitate the solution of production shortages and socio-economic poverty.

CONCLUSION

Structural instability in agricultural product markets affects not only agricultural products but also the production structure in all sectors of the economy, determining price movements and causing significant macroeconomic distortions such as poverty and income distribution imbalances. On the other hand, it disturbs the demographic structure of the population and aggravates conurbation and unemployment. The impoverishment of the rural population is also a determinant of a general poverty and income distribution inequality that can affect an entire society.The starting point of the rural development policy requires the identification of the rural area where the program will be implemented and this definition should be related to population movements. In this respect, the main purpose of all countries of the world; reducing rural migration and creating an environment in which people can live easily and easily in rural areas. It is unlikely to be provided with direct support, and the support provided to projects and investments for rural development for this reason is much more effective than direct support.

In Turkey agricultural and agricultural enterprises have small scale, fragmented and subsistence business characteristics. These structural disturbances lead to inefficiencies in technology use, economic imbalances such as low productivity, inadequate supply and demand in domestic markets, and low competitive power in external markets.

Turkey has to implement rural development policies aimed at improving efficiency and competitiveness especially in the use of efficient technology, establishment of rural and agricultural infrastructures, improvement of agricultural business structure. Otherwise, farming operations would lead to a decline in agricultural production, Turkey's strategic agriculture products, and even an outsider-dependent position in products that have comparative advantage. This negative picture in agricultural production will be the most important structural resource in rural areas with a low growth rate, high prices of agricultural products and a number of socio-economic problems such as inflation, unemployment, poverty and income distribution imbalances.

Poverty, which occurs in rural and therefore agricultural sectors in the development process of poverty in Turkey, is a repulsive factor. Given that urban

poverty rates tend to decrease; it is clear that the main problem is rural poverty.

TURKSTAT Poverty Studies reveal at the sectoral level that; sectoral poverty rates in Turkey and in particular in the agricultural sector shows fairly serious consequences. The inadequacy of agricultural support policies based on increased poverty and production in rural areas, the production of inadequate agricultural products, affects social welfare negatively both in rural and urban areas.

It is an absolute necessity for agricultural policies and agricultural incentive implementations to address structural problems beyond the numerical dimensions. Instead of direct market interventions, price controls and income transfers that will affect the market functioning and price stability in a negative way, an agrarian policy should be based on creating a qualified and well-equipped agricultural labor force to regulate social and social construction. Regulations that include a more appropriate approach to the functioning of the agricultural sector in the market economy and coordination through the regulatory agencies, which are carried to a more acceptable dimension following the Global Crisis, represent the most important alternative proposal. The new dimension reached by the state-economy relationship after the Global Crisis requires this transformation.

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