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Influences of SAP as a development project to the urban and regional development in the E.U. integration process

Ass. Prof. AHMET OZER*

Abstract: SAP Project which is one of the important projects of Turkey and Middle East, must be considered more carefully because of the improvements that have been experienced previously in Middle East and EC process. But actually it is not considered enough and it gives harm especially to the improvements of the region and Turkey.

The aim of this article is to examine SAP project's social and rural sides and the mutual effects on Turkey and EC, on the process of the reconstruction of globalization, interference of USA in the region and EC which has been on the agenda.

Firs of all the mutual effects of both sides in EC process will be examined. Secondly, the profile which SAP Project has come will be considered and the social and rural improvements in this process will be examined by the frame of functional model.

The importance of this article is to put forward the social effects of the practiced investments and technology and examine the way, the quality and the speed which is changed by the problems and contribute the project scientifically.

Therefore a new application model of SAP will be presented with solution offers.

Keywords: SAP Project, EC process, regional development, social and rural improvement, new application model of SAP

* Suleyman Demirel University, Faculty of Science and Letters, Department of Sociology
aozer@fef.sdu.edu.tr

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1. Introduction

The Southeast Anatolian Project (GAP) is one of the most important projects of Turkey and of the Middle East. While the project has to be further emphasized and accelerated due to the latest developments in the Middle East and the E.U. integration process, recent lack of interest negatively affects the region in particular and Turkey in general.

This study deals with the social and urban aspects of GAP, a regional development project, in a period when the USA intervenes in the region, globalization continues after a reconstruction and Turkey shifts to modern structure from a traditional one and it aims to explain the mutual effects on Turkey and on the E.U. This study is the product of the writer's ten-year researches as an officer in GAP Master Plan Study and GAP Union of Municipalities.

The aim of the study is to put forward the social effects of the investments and technologies and the new situation in the region, and to contribute to the project scientifically, detecting problems and looking into the direction, features and the speed of the changes experienced so far. For this, the corresponding positions of the two sides in the context of E.U. integration process will be handles and then a profile of the GAP project shall be drawn, to examine the social and urban aspects of the project and the effects on urban development.

It is important to detect problems likely to emerge in the transition period in this underdeveloped region of Turkey, to enable a more healthy change. Therefore, a new application approach for GAP shall be brought about for the findings and the problems, to suggest some solutions.

2. The E.U. integration process and GAP

Turkey has been in the mangle of an identity dualism for the last 150 years. In this process, Turkey keeps the doors open to the East (to the Islamic world and the Turkic Republics) while

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trying to be integrated with the E.U. The reason for the tension and debates going on for a long time is this fundamental historical debate and “clash”.

This also points at a clash between those who want to maintain the status quo and those who defend change. It seems likely that the oncoming period of 10-15 years will be characterized by this struggle and debate. While the dynamics, defending the E.U membership aim at becoming equal to the developed countries in Europe, those who insist on integration with the East desire to be the leader of the underdeveloped Islamic countries in the Caucasus and the Middle East and of the Turkic Republics.

The GAP project is central to the debate due to its location and the economical policies applied. Because, the former think that GAP will eliminate the instability and political tensions in the region, thus accelerating the integration process to the E.U, while the latter claim that the project will alter the balance of power in the region, as a result of physical investments and that Turkey should utilize these advantages for the leadership in the Middle East.

Nevertheless, the first thing to be questioned here above all is whether the project is really applied according to the targets envisaged and whether it can change the underdeveloped structure as is planned. If the right answers to these questions are found and applied, the E.U integration process will positively affect GAP, and GAP will accelerate this process for the advantage of Turkey.

The relations of GAP Administration to the E.U., which were established in 1996 still continue. In this framework, the E.U has donated €43,500,000 for the “GAP Program for Regional Development” for the targets of elimination of regional inequalities, enabling regional economic growth, improvement of environmental condition and protection of cultural heritage. With the agreement on December 7th, 2002, an additional resource of €47,600,000 was provided. Thus, it is clear that GAP, one of the most important projects not only for Turkey but also for the region, shall function multi-dimensionally, if the right steps are taken (GAP Administration, Annual Report, 2004).

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However, it seems rather difficult to continue the project with the way of application today. So, it should be re-considered and fulfilled as soon as possible, in relation with the E.U integration process and the governments should give up using it as a propaganda instrument.

3. The Social Aspect of GAP

Aiming primarily to improve the income level and living standards of the Southeastern Anatolian people and to eliminate the difference of development with regard to the other regions, improving the productivity and employment in rural areas and contributing to targets of development such as social stability, economic growth, etc., GAP is project of various sectors, with an understanding of sustainable and integrated development in the region (at least with such provisions).

The area of the project involves 9 provinces (Adiyaman, Batman, Diyarbakir, Gaziantep, Kilis, Mardin, Siirt, Sanliurfa and Sirnak) located in the basin of Euphrates and the Tigris and in the plains of upper Mesopotamia. Defined in the 1970's as a series of irrigational and hydro electrical projects on the Euphrates and Tigris, GAP was transformed into a multi-sectored and socio-economic development program.

The zone of project has an area of 75.358 km², which is 9,7% of the total area of the country. According to the results of general census held in 2000, the population of the GAP region is 6,604,205, which is 9,7% of the total population of Turkey (67,844,903). In the light of these data, the GAP project has three important aspects as is planned:

1: It is the greatest “*integrated* regional development project” that has ever been applied in Turkey. In other words, the project is both regional and an integrated one: it covers the Southeastern region, that is 1/10 of Turkey, and the issues involved are all sectors required for development. Thus, the project does not merely consist of investments of physical infrastructure, as the public opinion in Turkey perceives (as a result of the political propaganda). It does not merely consist of the Ataturk Dam and Urfa Tunnel; it also involves (or at least

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should involve) a synchronized plan of healthcare, education, industry, transportation, communication and marketing.

2: This project has a rural and an urban dimension and a **regional dimension** including both, and resources that can compete against the potentials of Turkey. Only the rivers Euphrates and Tigris carry 53 billion m³ water, which is 29% of all water basin in Turkey. In fact the aim in GAP is to create a wealth out of these two rivers and to spread this wealth to the base.

22 dams and 19 hydro electrical plants to be established on these rivers will encourage a yearly production of 27 billion kw/h energy, which is more than the energy obtained from all hydro electrical plants in Turkey). As a matter of fact, the total amount of hydro electric obtained from Karakaya and Ataturk dams and from the Kralkizi, Karkamis, Dicle and Birecik dams, which started production in 1999 and 2000 (cumulatively), summed up to 184 billion kw/h until the end of 2001. This amount has a production value of \$11 billion. To express it in terms of alternative resources, the total electricity production of GAP is approximately equal to 46 million tons of fuel-oil or 35,5 billion m³ of natural gas.

Moreover, when the irrigation channels are finished, an area of 1,700,000 hectares will be irrigated (which is five times greater than Cukurova, and much greater than the total area irrigated by the state in Turkey). However, in 2002 the area irrigated by DSİ (State Water Works) is only 12,5% (215,080 hectares) of the total area to be irrigated (GAP Administration, 2004).

One of the main targets of the project is to increase the total regional production, by coordinating the streams with the other sectors and to decrease the inequality between regions to the average level, thus contributing to the wealth and development of Turkey (which the first aim of the project). Besides, bridling Euphrates and Tigris with dams, which will bring strategic superiority against Syria and Iraq and, bringing capitalism to the region, though as late as 70 years, will moderate political reactions through economic welfare. All these are the previsions of the project and the assumptions of the planners, but they have not been realized yet – although it has been a long time since the project was started. The possibility to realize them is dependent upon the realization of the project and the plans.

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3: The third aspect of the project is the *social and urban aspect*, which has been ignored so far. Until now, this aspect has been neglected, as the physical aspects were rather highlighted. Nevertheless, the physical investments are only the visible part of the iceberg; what is more important is the invisible (at least for now) social aspect, which will be the dynamo of social change and development.

It might be asked “Why the development is always on the physical aspect of the project?”. This might be answered as such: The physical developments can be mechanically observed and qualitatively measures and they yield rather very much in the short run; therefore they are very up-to-date and can be utilized for propaganda. However, it is difficult to observe and measure the investments on human. The results of this investment on the most precious resource of the development attempt will perhaps be observed by the generations to come. Thus, those who choose the easy way – particularly the populist politicians – are unwilling to emphasize it. That is why it is very important today to highlight the social aspect of the project and to conduct the necessary research and studies.

4. The Region and the Wall of Underdevelopment

While the Turkish agricultural economy shifted to industry with the republic (and though the principle that industry shall be taken to all regions under the same conditions was adopted at the Izmir Economic Congress, which was also included in the development in the 1st (1933–1939) and 2nd (1939–1945) Industry plans and in the development programs held afterwards) the Eastern and Southeastern Anatolia regions were excluded from this development for various reasons. This policy shifted the industrial investments to the West and created *Privileged Regions in Development* (KAB-I) and, depriving the East and the Southeast from this, created an *Excluded Region from Development* (KAB-II). Thus, as the fundamental industries to encourage economy in the region were not realized by the public and private sector, intermediate and side industries were not developed either. On the other hand many industries established in difficulty could not compete against the western regions, which had superiority in finance, marketing, staff, technology, and therefore many companies stopped working or worked in average capacity, which discouraged the private sector. Despite all, the

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underdevelopment of the region until today and the opportunities to industrialize in the future has been eliminated due to the fact that the state diminished its economic share in this region.

In the base year, when the GAP Master Plan was initiated, Gross Regional Product (GRP) per capita was 47% of Turkey's GDP per capita. In this framework, while the national income (in 2002) was \$2,146 in Turkey, it was about \$1,186 in this region. There is another side of the coin, though: The region has a deformed distribution in itself. For instance, the national income per capita was \$1,100 in central Diyarbakir in the same year, while it was hardly \$270 in Sirnak. It was \$4,500 in Izmit (despite there has been a relative increase in these figure by 2006, there is still a significant gap). This deep gap in imbalanced and unjust distribution of income shall be aggravated if the precautions are not taken, which will lead to social crisis and cause deep and unrecoverable wounds in the social structure. The way to prevent this is to spread development to the base and there are various instruments and factors for this. These are the factors that shall encourage development and change in the region to terminate the status quo and that shall render the project a SOCIAL PROJECT. Thus they should be considered and applied without losing time.

These are the economic and social aspects of the issue. There is also an urban aspect to it. Since the change and improvement will be in line with this, urban development should be highlighted from now on.

5. Urban Development

According to the results of general census held in 2000, in Southeastern Anatolia, where 6,6 million people live, there are 9258 village and sub-village settlements, including 4110 villages and 5148 farms, and 145 municipalities, including 9 provinces, 67 districts and 68 cities.

The urban population, which constituted 56% of the total population of the region in 1990, increased to 63% in 2000, while the rural population went down to 37% from 44%.

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This high rate of increase in the urban population in the GAP Region might bring even more needs for infrastructural urban services, which are already inadequate for the population present, and bring a problem of employment, unless the necessary measures are taken.

Between 1990 and 2000, the annual increase in the population of the region was 2,5%, while it was 1,8% in Turkey. The rate of increase in the urban population was 3,7%, which is well above the average rate in Turkey (i.e. 2,7%). The rate of increase in the rural population was 0,7% in the region, and 0,4% in Turkey.

In 1965, the only provinces with a population over 100,000 were Gaziantep and Diyarbakir (which had the 11% of the total population in the region) and in 1990, there were 5 such provinces (with Sanliurfa, Batman and Adiyaman). In 1990, these provinces included 29,4% of the region's total population and 50,3% of the urban population. By the year 2000, Siirt also became one of these provinces (with a population of 115,224). The population of central Gaziantep was 798,287; in Diyarbakir it was 641,616; 535,412 in Urfa and 236,047 in Batman (State Statistics Institution, Results of Census in 2000). By the year 2005 these figures had gone up and still there was not the industry to absorb this population in these provinces (except for Gaziantep).

By the year 2000, the population of these provinces had constituted 41% of the total population and 64% of the urban population. Hence, we can say that the region has encountered an over-urbanization out of industry and it is likely to continue in the years to come.

6. Migration and Provinces

There are particular reasons, as well as classical reasons, for the two, and even three folds increase in the urban population in a very short period (15-20 years). Above all, discovery of antibiotics after the World War II diminished the infantile deaths and led to a rise in the population. Besides, introduction of machinery in the rural areas with the Marshall Aids in 1950's created a random labour, and the attempt for industrializing, though weak, attracted this

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random labor from the rural to urban areas. We can call it the *first wave of migration*, yet this is not enough to explain the increase in term of time and the rise of population.

The second thing was a sum of the *pushing factors for migration* (division of land, unemployment, poverty, etc.), the *attractive factors for migration*, attraction of the cities (a hope to find job and food, expecting better conditions of education and healthcare, living standards of cities, neon lights!, etc.) and the *communicative factors* (developments in the mass communication and transportation facilities), which led to the *second wave of migration*. This wave, which partially included the region, lasted until the end of 1980's.

The greatest and most dramatic migration in the region was the *third wave of migration*. There was a movement of "migrate and run", which was initiated in the 1990's, under the atmosphere of conflicts in the Southeastern Anatolia, and lasted until 2000, though slowed down and stopped today, and even recurring backwards in some places. "Run" we call it, as it was an unwilling migration; in that they were compulsory without the will of the people. This migration led to economic problems, as it deserted the region and to socio-economic problems, because the places migrated to were not ready for the new population. The fundamental problems, which emerged among the victims as they were deprived of support from the state and the mechanisms of social security, are still going on with humane dimensions.

Here, we should be remembered that the region and its provinces had a close interaction with the western provinces and thus the fate of the former influenced that of the latter as well. Therefore, the reasons for emigrational problems in Istanbul, Izmir and Mersin should be sought here.

7. Two Cities in a City and Anomic Urbanization in Every City

It is clear that the cities are very important on the verge of 21st century. The city is another name for civilization and is thus the dynamo of development. Turkey urgently needs such cities and a "urban and urbanization policy." In the region, however, there is not a process of contemporary

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urbanization, despite the rapid urbanization. It would be more appropriate to call it “DEMOGRAPHICAL BLOW UP.”

The infrastructural problems in the GAP region, due to rapid increase in the population and migration, are aggravated day by day and leading to many other socio-economic problems. Rapid urbanization increases the pressure on the cities and causes environmental problems for greater masses. Thus, the cities in the region are spread to a wide area, where the necessary urban planning services are not provided. Particularly the problems of shanty towns established in the outskirts of metropolises are rather worse and the supply of services is not capable of meeting the increasing demand. Today, approximately 50% of population in the cities of the region are settled in areas where there is inadequate or no infrastructure.

The primary problems of infrastructure in the growing cities can be listed as inadequacy in drinking water, drainage, waste water treatment facilities and waste management. The centers of cities dramatically attract the rural population and the urban infrastructure cannot meet the increasing necessity. Thus, every city gradually becomes two cities. One is the *normal urban area*, where urban infrastructure is provided, and the other is the *suburban areas*, where the shanty towns surround the city and present many problems.

There is a socio-economic and cultural gap and conflict between these two urban lifestyles.

There is another aspect of this panorama, established by the dense migration received by the city centers due to many factors: gradual aggravation of the inner dynamics of cities with the *capital, intellectual* and *urban* migration from the east to the west.

Thus, the population from the rural areas “ruralize” the cities, instead of *urbanizing*. Hence, today some settlements in certain cities resemble a big village, which brings about *anomic urbanization* and *alienation*, because the migrants bring the conditions of poor peasantry and try to solve the problems of settlement and employment in their own way, as the cities do not have the capacity to absorb them. Although the facilities of the city center are very near, they are also very far as they can never have access to them due to economic insufficiency. Thus, the migrants to the cities are neither peasants but nor urban people, staying somewhere in between.

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This is the tragedy in the suburban areas of cities experienced today. Those who experience such a process can hardly become the engine of regional development.

8. Some Fundamental Problems and Strategies

An important aspect of the region is its traditional structure. In 2005, the share of industry in the regional sectors was 23%, while the agriculture had a share of 24% and services had 53%. Concepts such as agha, sheikh and landlord resist the social change, as they try to maintain the status quo. And the politicians, although they should make attempts to eliminate this structure, rather maintain it (for the sake of having three or five more votes). Hence, the politics, which should be a progressive instrument, have a **reactionary role**, hindering change in the region (let alone pioneering it). Unless this political deformation is eliminated, the power of the projects will be insufficient to change the mentality.

The second problem is the **unsynchronized** and imbalanced realization of energy and irrigation projects in the GAP (as is the case in many other sectors). GAP, in its essence, is an integrated regional development project, but the integration is eliminated as there is no synchronization between sectors. While the energy projects in the GAP have been realized in 85% (the energy obtained here is not utilized in the region; it is transported to the west through inter-connection, though not economical), only 15% of the irrigation projects have been realized so far, which is more crucial for the people in the region. Unless this incorrect economic-policy is changed for good, the GAP project shall deepen the gap between regions, let alone eliminate it. The **urban and social infrastructural investments** are not highlighted in the region; however, if it does not handle the issue with a social and humanist approach, the project is to fail at last.

There are indicators of the Regional United Cities to emerge in the region very soon. These united structures, established around metropolises such as Diyarbakir and Urfa, require a collaborative plan of administration, infrastructure, environment, housing, transportation and economic development.

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The population movements and migration continue to be a major problem inside the region and between regions. The security policies implied in these years created “bombs ready to blow” in the suburban areas of metropolises, while trying to render the rural areas more secure. Besides, these bombs are fed by famine, poverty, desperation and unemployment. Unless the measures are taken urgently, these bombs, which are the most significant social wounds of Turkey, might blow off any time.

The basis of the problems encountered in the important metropolises of the west (Istanbul, Izmir, Izmit, Adana, Mersin, Antalya, etc.) is this movement. Therefore, it is not possible to solve the problems in Istanbul, Adana or Mersin, without settling the problems in Diyarbakir, Van and Batman first. For this, the state should provide all the citizens with humane conditions to live in peace and security in their own region.

The GAP project, which had been planned to be finished in 2005, cannot be finished for another 30 years with the present funding policy, which might lead to other problems. Totally calculated to cost \$52 billion, GAP project has been completed 52% by the year 2005. The amount invested so far is \$17 billion and to be finished in 2010, as foreseen today, it requires an annual fund of \$2 billion. Yet, the fund for the project in 2005 was about \$200 million. If it continues like this, the economic life of the dams will be over before the project is completed, which will cause a great waste of resources.

Besides, if it is not planned properly and the necessary measures are taken, environmental pollution will reach to its limits. If the peasants in the region, who have been engaged in dry farming for years and who lack the necessary technical equipment and information, will cause the fertile lands to barren (especially in Harran) as a result of incorrect irrigation (as was the case in the basin of Asuan Dam on the River Nile in Egypt). Besides, some irrecoverable historical values (such as Hasankeyf and Zeugma) should be protected for respect to history, while some dams are constructed.

When the project is realized, the principles of **sustainability**, **livability** and **justice** should be kept in mind, as was adopted at the Habitat II Summit. The people of the region do not actively

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participate in the planning, implementation and maintenance of the project. However, it is evident in some examples around the world that the change, when realized from outside for particular reasons, without the support of inner dynamics, are bound to react. Therefore the center of the project should be carried to the region (to Diyarbakir or Sanliurfa), and the farmers, peasants, producers of the region should be active participants of the project.

A dialogue between the project and the E.U should be established and the project should be regarded as an important factor in Turkey's membership to the E.U.

9. Suggestions of Solutions

9.1. Macro Solutions in the Long-Run

- 1) The way to solve the problem in its origins is a healthy and decisive population planning.
- 2) The rural areas should be established with social peace, to be no more emigrated from. To do so, the rural development should be realized in a way that increases the employment to keep the population in the rural area and legal measures to eliminate conflicts should be taken.
- 3) Urban, economic and social measures should be taken to stop the capital, intellectual and urban migration from the region to the west.
- 4) In the framework of development projects in the region, sectors that will influence the level of welfare of the people (such as agriculture, industry, education, healthcare, etc.) should be highlighted as well as energy investments.
- 5) Instead of transporting the energy produced in the region to the west (which is not economical, as this far-reaching transportation causes 30% of loss), it should be utilized in the region and the industry should encourage this process. Participation of the people in the great

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projects (Ataturk Dam, Urfa Tunnel, Karakaya, Kralkizi, etc.) can be an appropriate step in this framework.

6) The irrigation projects, which directly influence the rural areas, should be completed to increase employment in the rural areas and to stop migration to the west. The unqualified random labour should be educated with the industrial enterprises and unemployment should be decreased to the average level.

7) The process of production, application, management and marketing of information and technology, and the related service sectors should receive the necessary attention to catch up with the contemporary countries who have taken big steps towards the post-industrial society.

8) In the 20th century, when the other societies establish settlements in the space, the nomadic tribes should be encouraged to shift to settle and they should be provided with the conditions for modern stock-breeding. It should be remembered that a country is as strong as its weakest link.

9) The welfare to be created should be distributed justly to prevent future crises and conflicts in the region. Arrangement of lands in rural areas and measures to encourage small-scale producers and enterprises in urban areas will help the development to spread to the base, which will lead to a fair distribution of welfare.

10) The integration process with the E.U. is considered in terms of socio-economic and democratic development of Turkey, but should also be regarded in terms of elimination of gaps between regions and termination of the present problems.

9.2. Micro Solutions in the Short-Run

1) The urban infrastructures should be completed.

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- 2) The local administrations should be free of problems of source (e.g. via Urgant Development Fund), qualified staff (e.g. via School for Municipality) and lack of equipment (e.g. via Common Machinery Parks).
- 3) Some of the asphaltite material produced in the region might be given to regional municipalities and provincial administrations free of charge for construction of roads.
- 4) The Land Office General Managerial and the other related institutions should be responsible for creating land supply for settlement.
- 5) Accessible credits on low interest for housing should be provided.
- 6) The necessary legal arrangements in general and research and application (of models) in municipalities in particular are essential to enable the highest level of production and service, by reorganizing the administrative and organizational structure of municipalities.
- 7) The mechanisms of union and solidarity should be functioned to seek common solutions to common problems through “Unions”.
- 8) Function of local democracy, in the framework of the principle of improvement of local administration, is very crucial to the issue.
- 9) Ankara should no more be a place, where all problems are dealt, all solutions are produced and all resources are provided. Establishment of a new and contemporary model of governance will both encourage regional development and accelerate the process for Turkey’s membership to the E.U.
- 10) The status of GAP Administration, which will be terminated in 2007, should be re-extended. The center of this administration should be located in the region and the producers, manufacturers and farmers of the region should be involved in the action plans of GAP, becoming the actors of the GAP development process.

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If these are realized, GAP will serve its *functions of integrated regional development* and the imbalance between regions will be eliminated. The cities will be the dynamo of development and will become modern and livable.

10. Conclusion

The Middle East is today the center of the world. Therefore, those who want to play around the world or reshape it begin with the Middle East. It influences the balance of the world not only strategically but also politically. The triangle of Caucasus, Balkans and the Middle East surround the regional project of GAP, which attributes another significant feature to the project. Hence, correct application of the GAP project with the needed sensitivity shall not only settle the regional problems, but also contribute to the struggle of Turkey to attain the modern level of civilization and become a power in the region, which has been aimed since the Administrative Reforms of 1839.

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