

# KOOPERATİFÇİLİK

ÜÇ AYLIK KOOPERATİF İNCELEMELER DERGİ

Türkiye'de «Toprak ve Su» Kooperatifleri ve Sorunları

Halil Zeren

Rural Development Cooperatives

T. Güngör Uras

The Consumer Cooperative Movement in Turkey  
Peder Soiland

The Sales Cooperatives and the Financing  
Scheme of the Agricultural Price  
Intervention in Turkey

Book Review

The Cooperative Law of Turkey (Law No. 1163  
24 April 1969)

Turkish Cooperative Association



Sayı - Number : 16  
Nisan - Haziran  
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## KOOPERATİFÇİLİK KURUMU

«Muhakkak surette birleşmede kuvvet vardır. Kooperatif yapmak maddî ve manevî kuvvetleri, zekâ ve maharetleri birleştirmektir.» diyen Atatürk'ün ilhâm ve desteğiyle, 20 Mayıs 1931 yılında İstanbul'da «Türk Kooperatifçilik Cemiyeti» kurulmuştur.

1946 yılında Bakanlar Kurulu kararı ile «Genel Menfaatlere Yarar»lığı kabul edilen cemiyetin tüzüğü 1948 sayılı Cemiyetler Kanununa intibak gayesiyle bir değişikliğe tâbi tutulmuş ve cemiyet «Türk Kooperatifçilik Kurumu» adını almıştır.

Kurumun amacı : Nazarî ve tatbikî kooperatifçilik olup nazarî ve tatbikî olanlarda kooperatif fikrini yaymak, kooperatifçilik ruh ve zihniyetini aşımak, bu yöndeki faaliyetleri desteklemektir.

Kurum; üyelerinin dinî düşünceleri ve siyasî kanaatları ile ilgilenmez.

Türk Kooperatifçilik Kurumunca yapılan çalışmaların başlıcaları şunlardır;

a) Kooperatifçilik konusunda araştırmalar yapar ve yaptırır. Üyesi olsun veya olmasın, tanınmış ilim adamlarına, uzmanlara ve yazarlara kooperatifçilik ile ilgili incelemeler yaptırır, makale ve kitaplar yazdırır, kitap özetleri hazırlattırır ve yayınlar.

b) Kooperatif çeşitlerine göre örnek statüler, bilançolar hazırlar ve hazırlattırır.

c) Memleket içinde veya dışında resmî ve hususi her türlü mercî, teşekkül, kurum ve şahıslarla kooperatifçilik mevzuat ve tatbikatı ile ilgili konular hakkında temaslarda bulunur ve bu konularda doğrudan doğruya veya istek üzerine mütalâasını bildirir.

d) İlmî toplantılar, kooperatif haftaları, bayramları ve genel kooperatif kongreleri tertipler.

e) Memleketin mutelif yerlerinde kooperatif konuları ile ilgili konferanslar, kurslar, seminerler ve bilgi yarışmaları tertip eder.

f) Uluslararası Kooperatifler Birliği (I.C.A.) ile işbirliği yapar.

g) Kurumun merkezinde kooperatifçilik fikri, mevzuatı ve tatbikatı ile ilgili Türkçe ve yabancı dillerde yazılmış kitap, dergi ve broşürlerden bir kitaplık kurar ve kooperatifçilikle ilgili bir arşiv vücuda getirir.

h) Uluslararası kooperatif teşekküllerinin kongrelerine katılır, bu teşekküller tarafından tertiplenecek konferanslara iştirak eder ve Türk kooperatifçiliğini tanıtır.

ı) Kooperatif fikir ve tatbikatının vavılması, geliştirilmesi ve kökleştirilmesi için genel ve meslekî tahsil müesseselerinin müfredat programlarında kooperatifçiliğin bir ders olarak yer almasına, üniversiteler, akademiler ve yüksek okullarda kooperatifçilik kürsülerinin ihdasına ve kooperatifçilik enstitülerinin kurulmasına çalışır.

k) Mevcut kooperatiflerin faaliyet ve teşebbüslerini destekler ve kuvvetlendirir. teşekküllerin kendi istekleri üzerine bilançolarını inceletir. Kooperatiflerin işletmecilik sorunlarının çözülmesine yardımcı olur.

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Editor for the Turkish Cooperative Association

Harun Pastanođlu

(All the articles express the views of the writers but not the Association)

# TÜRKİYE'DE «TOPRAK ve SU KOOPERATİFLERİ ve SORUNLARI

HALİL ZEREN  
Kooperatif Uzmanı  
Köy İşleri Bakanlığı

## 1 — KURULUŞ NEDENLERİ VE TARİHÇE

Bir tarım ülkesi olan memleketimizde nüfusun % 70'ini, kırsal yörede yaşadığı ve gelirini tarım kesiminden sağladığı bir vakiydir. Toplum yaşantımızda tarım sektörü, ekonomik ve sosyal bakımdan en önemli yeri tutagelmıştır. Bu bakımdan, toplumun refah seviyeye ulaşabilmesi, sanayi sektörü yanında tarım sektörünün de geliştirilmesine sıkı sıkıya bağlıdır. Bunun içinde geleneksel tarım metodları yerine ileri teknoloji ve yeniliklerin kullanılması, üretimin hava şartlarına bağlılık derecesinin azaltılması lâzımdır. Bugün Türk çiftçisinin modern metodlarla, çağın teknik imkânlarından, araç ve gereçlerinden gerektiği gibi yararlanarak tarım yaptığı söylenemez. İkinci beş yıllık planda; Türkiye'deki 23.500.000 hektar tarım arazisinin topoğrafik yapı itibariyle 16.690.335 hektarının sulamaya müsait olduğu halen yapılmış arazi tasnif etüdlerine göre bu sabahın % 74'ünün (12.507.000 hektarının) sulanabilir nitelikte olduğu belirtilmekte, sulanmakta olan arazi miktarının ise ancak 1,5 milyon hektar olduğu ifade edilmektedir. Bundan anlaşılıyor ki tarımın elverişli ve sulanabilir arazinin % 70-80'inde sulama yapılamamaktadır. Gelişmiş ülkelerde ise bu durumda sulama yapılamayan arazi hemen hemen yok gibidir. Zirai üretim artışına direkt olarak tesir edecek olan sulamanın önemi büyüktür. Bu itibarla gerek yerüstü ve gerekse yeraltısını kaynaklarının, mevcut imkânları en iyi şekilde değerlendirmek suretiyle istifade edilir hale getirilmesi ekonomik kalkınma bakımından şarttır. Bunun dışında, toprak verimliliğini artırma, muhafaza ve idame ettirme, arazi islahı gibi TOPRAKSU konularına giren tedbirlerin alınması modern tarım araç ve gereçlerin çiftçiye temin edilmesi de o derece ehemmiyet arz etmektedir.

Ekonomik kalkınmamıza hız verecek olan kısaca açıklamaya çalıştığımız bu sorunların giderilmesini, yalnız devletten beklemeye imkân yoktur. Hizmetler sonsuz ama imkânlar sınırlıdır. Bu imkânları hem en iyi şekilde değerlendirmek ve daha ekonomik projelere kaydırmak, hem de çiftçi imkânlarını birleştirerek bir mali güç teşkil etmek gerekmektedir.

Bunun için, en uygun yol aynı bölgedeki çiftçilerin, müşterek gaye etrafında bir araya getirilmesini ve iktisadi güçlerin birleştirilmesini sağlamaktır. Böylece hem çiftçilerin sosyal ve ekonomik bakımdan gelişmesi için faaliyet gösterilmiş, hem de TOPRAK ve SU Kaynaklarının geliştirilmesine matuf, çiftçilerin ortak ihtiyaçlarını giderecek yatırım hizmetlerini finanse edecek bir mali kaynak teşkil edilmiş olacaktır.

Ancak, bazı yatırımlar vardır ki, daha büyük mali kaynağa ihtiyaç gösterir. Devletin de bizzat desteklemesi ve yardım etmesi gerekir. Böylece devlet ve çiftçi potansiyeli birleştiğinde daha çok güç kazanılacağı ve yatırım hizmetlerinin de o derece artacağı açıktır.

Bunun dışında, ister devlet yatırımı yoluyla, isterse çiftçi imkânlarıyla ya da müştereken yapılmış olsun, çiftçilerin istifadesine sunulacak TOPRAKSU tesislerinin, işletilebilmesi, bakım ve onarımının yapılabilmesi için de *sorumlu bir çiftçi grubu* meydana getirmek gerekecektir.

İşte, kısaca ifade etmeye çalıştığımız bu sorunlara 1. ve 2. nci 5 yıllık plânlarda değinilmiş ve şöyle denilmiştir :

«Devlet sulama şebekelerinde sulamadan yararlanabilmek için çiftçilerin sulama birlikleri kurmaları bir ön şart haline getirilecektir. Bunun sağlanması gerek bu günkü, gerekse yeni yapılacak şebekelerde dikkate alınacaktır. Kendiliklerinden birlik kurarak sulama tesisleri yapmak isteyen çiftçilerin bu projeleri ekonomik görüldüğü takdirde Devlet, yatırımlara katılmayı ve kredi yoluyla yardım yapmayı öncelikle ele alacaktır.» (1)

«Halkın projenin mali ve idari yüküne daha çok katılabilmesini sağlamak için teşvik edici tedbirler alınacak ve halkın katkısı fazla olan projelere öncelik verilecektir.» (2)

«Sulama ve islâh projelerinden, ana tesislere ait yapılan yatırımlardan beklenen sonuçların kısa zamanda alınabilmesi amacı ile çiftçilerin sulama işleri için yapılan yatırımlarına devlet katılacaktır.

Devletçe sulama tesislerine yapılan yatırımların faydalananlar tarafından geri ödenmesi esas olacaktır. Kadastro ve kadastrósuz durumlara göre geri ödeme sistemleri geliştirilecektir.

Tamamlanan tesislerin faydalanacaklara devredilmesi ve işletilmesi sağlanacaktır. Bu amaçla su birliklerinin kurulması desteklenecek ancak, bu birliklere devredilen tesislerin iyi kullanılması ve sürekliliği sağlamak amacıyla Devletin gerekli kontrol ve teknik desteği sağlanacaktır.» (3)

«Çiftçi örgütlerinin amaçlarından birisi de tarımda teknolojik gelişmenin sağlanmasına yardım etmek olacaktır. Buna göre özellikle küçük ve orta çiftçilerin ihtiyacı olan modern araç ve verim artırıcı girdilerin sağlanmasında kooperatiflerden yararlanılacaktır. Ayrıca teknolojik gelişmeye ilişkin yeni bilgilerin yayılmasında bu kuruluşların birer merkez olarak kullanılması imkânları hazırlanacaktır. Böylece çiftçi kuruluşları ürünlerin değerlendirilmesi yanında teknolojik gelişmeye çiftçilerin daha çok katılmasını mümkün kalan yönde geliştirilecektir. Ayrıca bu kuruluşlardan fiyat politikalarının uygulanmasında da faydalanılacaktır.» (4)

TOPRAKSU Genel Müdürlüğü'nün kuruluşu ile ilgili 7457 sayılı kanunun 2. nci maddesinin (i) bendinde de, «Zirai sulama, toprak muhafaza ve arazi islahı gibi faaliyetlerde icabı halinde birlikler ortaklıklar mütedavil sermayeli işletmelerini bu işlerle meşgul birliklere, şirketlere veya işletmelere ortak etmek, yahut bunlarla ve müteahhitlerle her türlü anlaşmalar yapmak» TOPRAKSU Genel Müdürlüğü'nün vazife ve selâhiyetleri arasında sayılmıştır.

Görüldüğü gibi ekonomimizin hızlı bir şekilde gelişebilmesi için gerek kalkınma plânlarında ve gerekse TOPRAKSU Genel Müdürlüğü'nün kuruluş kanununda belirtildiği üzere, çiftçilerin örgütlenmesine şiddetle ihtiyaç hasıl olmuştur. İşte TOPRAK ve SU Kooperatifleri bu ihtiyaçtan doğmuştur.

TOPRAKSU Genel Müdürlüğünce 1964 yılından itibaren kurdurulmasına başlatılan TOPRAK ve SU Kooperatifleri hızla gelişme göstermiştir.

Yıllara göre kooperatiflerin kuruluşu şöyledir :

<u>Yılı</u>	<u>Adet</u>
1964	13
1965	201
1966	193
1967	202
1968	111
1969	97
1970	33
1971	129



illere göre Kooperatiflerin dağılışı ise şöyledir :

<i>İli</i>	<i>Adet</i>	<i>İli</i>	<i>Adet</i>
1 — Adana	21	35 — İzmir	34
2 — Adıyaman	—	36 — Kars	1
3 — Afyon	76	37 — Kastamonu	10
4 — Ağrı	1	38 — Kayseri	38
5 — Amasya	22	39 — Kırklareli	13
6 — Ankara	13	40 — Kırşehir	7
7 — Antalya	46	41 — Kocaeli	—
8 — Artvin	1	42 — Konya	59
9 — Aydın	11	43 — Kütahya	22
10 — Balıkesir	10	44 — Malatya	12
11 — Bilecik	13	45 — Manisa	15
12 — Bingöl	2	46 — Maraş	13
13 — Bitlis	1	47 — Mardin	6
14 — Bolu	4	48 — Muğla	7
15 — Burdur	33	49 — Muş	10
16 — Bursa	12	50 — Nevşehir	17
17 — Çanakkale	19	51 — Niğde	29
18 — Çankırı	8	52 — Ordu	1
19 — Çorum	10	53 — Rize	—
20 — Denizli	35	54 — Sakarya	3
21 — Diyarbakır	13	55 — Samsun	15
22 — Edirne	16	56 — Siirt	2
23 — Elâzığ	19	57 — Sinop	3
24 — Erzincan	8	58 — Sivas	11
25 — Erzurum	23	59 — Tekirdağ	14
26 — Eskişehir	25	60 — Tokat	9
27 — Gaziantep	8	61 — Trabzon	—
28 — Giresun	2	62 — Tunceli	3
29 — Gümüşhane	8	63 — Urfa	12
30 — Hakkari	3	64 — Uşak	8
31 — Hatay	23	65 — Van	28
32 — Isparta	51	66 — Yozgat	4
33 — İçel	30	67 — Zonguldak	4
34 — İstanbul	2		
		<i>Toplam</i>	<i>979</i>



## II — TOPRAKSU KOOPERATİFLERİNİN AMAÇ VE KONULARI

1) Devletçe ikmal edilmiş veya edilecek sulama tesislerinden alınacak veya her ne surette olursa olsun tarım sahalarından çıkartılacak suyun ziraatte kullanılması ile ilgili arazi tesviyesi, tarlabası kanalları, tarla içi sulama ve drenaj gibi zirai sulama tesislerini kurmak veya kurulmuş olan sulama tesislerini işletmek ve bakımını sağlamak,

2) Toprak Muhafaza ve Zirai sulama tekniğinin zaruri kıldığı halde TOPRAKSU Teşkilâtının teknik yardımından faydalanarak 7457 sayılı Kanununun 2/j maddesine göre arazi tevhidini sağlamak,

3) Toprak ve toprak verimliliğinin muhafazasıyla gerektiği ahvalde arazi islahatı yaptırmak,

4) Ortakların; zirai sulama, toprak muhafaza ve arazi islahı gibi konularda öğretici ve eğitici bilgilerle techizine yardım etmek,

5) Kooperatif ve ortaklarına mevzuat ve protokol hükümlerine göre TOPRAKSU Kredisi temin etmek ve kooperatif faaliyetlerinin gerektirdiği işletme finansman kredisini sağlamak,

6) TOPRAKSU hizmetlerinin gerektirdiği elektrik enerjisini temin etmek ve bununla ilgili tesisleri kurmak ve işletmek,

7) Ortakların kooperatif amacıyla ilgili her çeşit alet ve ekipmanları memleket içinden sağlamak veya kurulacak birlikler aracılığı ile ithal etmek ve bunları ücret mukabilinde ortakların yararına sunmak,

8) Kooperatife ait her türlü tesis, alet ve ekipmanları ve ortakların tarım ürünleri ile hayvanlarını sigortalama işlerine aracılık etmek,

9) Üretim, pazarlama, üretim-tüketim maddelerini sağlama konuları ile ilgili faaliyette bulunmak veya bu konularla ilgili işletme ve müesseselere katılmaktır.

## III — TOPRAKSU GENEL MÜDÜRLÜĞÜNÜN GÖREV VE YETKİLERİ :

TOPRAK ve SU Kooperatifleri, konu itibarıyla iki kısımda mütalâa edilmekte olup, bunlardan birisi yerüstüsuyu kaynaklarının geliştirilmesidir.

1 — Yerüstüsuyu kaynaklarını geliştirmek maksadıyla yapılan çalışmalar yerüstüsuyundan (köylerindeki bir dere) faydalanmak suretiyle arazilerini sulamak isteyen çiftçiler, bir dilekçe ile TOPRAKSU teşkilâtına müracaat eder. Müracaat üzerine sulamanın yapılacağı mahalde istikşafi kademe de etüd yapılır. Etüd neticesi hazırlanacak raporda, yapılacak pro-

jenin ekonomik görülmesi halinde, çiftçilere TOPRAK ve SU Kooperatifi kurmaları bildirilir. Kooperatifin kuruluşu ile ilgili olarak TOPRAKSU teşkilâtı gerekli rehberliği yapar. Projelerini hazırlar. Yıllık programlara alır. Yapılacak tesisin işletilmesi ile ilgili olarak hertürlü teknik yardımda bulunur.

2 — Yeraltısuyu kaynaklarını geliştirmek maksadıyla yapılan çalışmalar.

Yeraltısuyundan sulama suyu temini konusu, DSİ. Genel Müdürlüğü ile TOPRAKSU GENEL MÜDÜRLÜĞÜ arasında mevcut 3.3.1966 tarihli protokol hükümleri uyarınca müştereken yürütülmektedir.

Şöyle ki; kooperatif kurulmadan önce, yeraltısuyundan sulanması istenen sahada, TOPRAKSU teşkilâtınca zirai ekonomi etüdüleri yapılır. Etüd neticesi hazırlanan rapor ve sulama yapılacak sahaya ait 1/25.000 ölçekli haritayı, DSİ. Genel Müdürlüğüne intikal ettirir. DSİ. Genel Müdürlüğü ise bu sahadaki yeraltısuyu durumunun işletmeye yeter miktarda olup olmadığını yapacağı hidrojeolojik etüd neticesi TOPRAKSU'ya bildirir. Yeraltısuyu müsbet ise TOPRAKSU bu bahada kooperatif kurulmasına önayak olur ve kurdurur. Kooperatifin kuruluş işlemleri tamamlandıktan sonra, protokol gereğince, DSİ. Genel Müdürlüğü, kuyuları açar, teçhiz eder ve bununla ilgili motopomp evini inşaa eder. TOPRAKSU ise sakinleştirme ve taksim havuzlarını, kuyular arasındaki irtibat kanallarını, suyu çiftçi arazisine tevzi edecek sulama şebekesini yapar.

Tesisler tamamlandıktan sonra kooperatife bir sözleşme ile devredilir. Burada dikkat edilecek bir husus DSİ. nin yapmış olduğu tesislerin geri ödemeye tabi olmuş olmasıdır. Kooperatif bu tesisin bedelini 30 yılda ilk 5 yıl ödemesiz olmak üzere muayyen taksitlerle ödemeyi taahhüt eder.

TOPRAKSU ve DSİ. Genel Müdürlükleri bu tesislerin çalıştırılması ve devamlılığını sağlamak bakımından gerekli teknik desteği de yapmaktadır.

Ayrıca 9.5.1968 tarihinde yapılan bir protokolla, Ziraat İşleri Genel Müdürlüğü ise, çiftçilere modern sulama tekniğini ve tesbit olunacak mahsul paterni esaslarını öğretecek ve bu konularla ilgili olarak zirai yayım ve eğitim faaliyetlerine hız verecektir.

3 — TOPRAKSU Genel Müdürlüğü, kooperatiflerin yalnız kuruluşunda değil, organizasyonlarında, yönetimlerinde ve çalışmalarında, idari, mali ve mevzuat bakımından da yardımcı olmaktadır. Bunlarla ilgili broşür ve yönetmelikler, zaman zaman yayımlanmaktadır.

## IV — TOPRAK VE SU KOOPERATİFLERİNE GÖTÜRÜLEN HİZMETLER

1 — Yerüstüsuyunun geliştirilmesi maksadıyla kurulmuş TOPRAK ve SU Kooperatiflerine Genel Müdürlüğümüzce götürülen hizmetler yıllara göre şöyledir :

Yılı	Koop. adedi	Sahası Hektar	Çiftçi adedi	Kooperatif İştriaki (1000 TL.)	Yatırım Tutarı (1000 TL.)
1966	37	6257	3990	1.351	11.602
1967	44	5185	3983	1.501	14.341
1968	23	3780	2687	1.031	9.419
1969	33	4665	3194	2.584	11.292
1970	13	1506	1168	344	5.633
1971	56	5292	6840	4.934	18.096
	206	26685	21862	11.745	70.383

Bundan başka TOPRAKSU Genel Müdürlüğünce devlet yatırımı olarak yapılmış ve bilâhare TOPRAK ve SU Kooperatiflerine devredilmiş 65 adet tesis bulunmaktadır. Bu tesislerle 21667 hektar saha sulanmaktadır.

2 — Yeraltısuyunun geliştirilmesi maksadıyla kurulmuş TOPRAK ve SU Kooperatiflerine götürülen hizmetler :

Bu hizmetler, TOPRAKSU ve DSİ. Genel Müdürlükleri arasındaki mevcut protokol muvacehesinde müştereken yürütülmektedir.

1.3.1972 günü itibariyle, yeraltısuyunun geliştirilmesi yapılan çalışmalarını kısaca şöyledir :

a) Müracaat adedi	1313
b) DSİ. ce etüd edilenler	892
1 — Etüd neticesi müsbet olanlar	292
2 — Etüd neticesi menfi olanlar	600
3 — Etüd Safhasında olanlar	421
c) Kurulan Kooperatif adedi	303
d) Hizmet götürülen Kooperatif adedi	125
e) Önsözleşme imzalanmış Kooperatif adedi	151
f) Planlanan kuyu adedi	1679
g) Açılan Kuyu adedi	1576
h) Takılan Motopomp adedi	734



## Yıllar İtibariyle Götürülen Hizmetler :

Yılı	Koop. Adedi	Sahası Hektar	Çiftçi Adedi	Devlet	
				Kooperatif İştiraki (1000 TL.)	Yatırım Tutarı (1000 TL.)
1966	2	56	15	70	89
1967	10	2986	893	7.567	5.679
1968	30	11915	4357	39.459	22.541
1969	26	9656	3542	19.000	22.250
1970	20	5942	1291	28.000	17.143
1971	37	9219	7714	26.000	27.727
	125	39774	17812	120.096	95.429

Gerek yeraltı ve gerekse yerüstüsu TOPRAK ve SU Kooperatiflerine götürülen hizmetlerin kısaca muhasebesini yapacak olursak, 1971 yılı sonunda 396 kooperatife sulama tesisi yapılmış ve 88126 hektar saha sulama suyuna kavuşmuştur.

## V — TOPRAK VE SU KOOPERATİFLERİNİN ÖZELLİKLERİ :

Bu tip kooperatifler, TOPRAK ve SU Kaynaklarının geliştirilmesine matuf, ekonomik projelerin uygulanabileceği sahalarda kurulmaktadır. Kooperatifin kurulması istenen sahada TOPRAKSU örgütlerince önceden yapılacak detaylı etüdler neticesi TOPRAKSU hizmetlerine müsait görülmesi neticesi kurulabilmektedir.

2 — Bu Kooperatife ortak olabilmek için, TOPRAKSU hizmetlerinin kapsadığı saha içerisinde toprak sahibi olması gerekmektedir.

3 — Kooperatif en az 7 kişiyle kurulmaktadır. Bir ortağın yüklenebileceği en az pay tutarı 100.— TL., azamisi 10.000.— TL. sıdır. Her ortak Kooperatif sahası dahilindeki arazisinin 2,5 dekarı için bir ortaklık payı (100.—) yüklenmek mecburiyetindedir. Kooperatifin azami taahhüt sermayesi ise Kooperatif sahası dahilindeki azami miktarı ile sınırlıdır.

4 — Ortakların, Kooperatif işlerinden ve yüklenmelerinden dolayı üçüncü şahıslara karşı sorumlulukları, taahhüt ettikleri ortaklık paylarının 3 katı tutarı ve kooperatif sahasındaki arazileri kıymetleri yekûnu ile hudutlu olarak ortaklar arasında müşterek ve müteselsil borçluluk ve müteselsil kefillik esaslarına dayanmaktadır.

5 — Kooperatifin sorumluluğu ise, mameleki ve kooperatif sahasındaki arazi kıymetleri yekûnu ile sınırlı bulunmaktadır.

6 — Kooperatifin bilanço yılı sonunda sağladığı müsbet gelir gider farkının :

- a) % 19'u kanunî yedek akçeye,
- b) % 25'i işletme ve geliştirme fonuna,
- c) % 5'i sosyal ve kültürel hizmetler fonuna,
- d) % 1'i Ticaret Bakanlığı adına tanıtma ve eğitim hizmetler fonuna,
- e) % 50 si ortakların, Kooperatifle yapmış oldukları mukavele nispetine risturn olarak ayrılmaktadır.

7 — Kanun ve anasözleşme hükümleri çerçevesinde, kooperatifin faaliyetini yöneten yönetim kurulu, 5 üyeden müteşekkil olup, her iki yılda bir seçilmektedir. Kooperatifin bütün işlerini, yönetimini, defterlerini, kayıtlarını, mevcutlarını ve genel kurul adına, en az üç ayda bir denetlemekle yükümlü bulunan denetçiler ise, 3 kişiden meydana gelir ve iki yıl için seçilirler. Bunlardan biri TOPRAKSU'nun ortak olan veya olmayanlar açısından göstereceği adaylardan seçilir.

8 — Anasözleşme de ayrıca, tesisin yapımı, çalıştırılması ve suyun dağıtılması ile ilgili olarak birçok özel hükümler yer almakta, ortaklara bu konuda bazı mükellefiyetler yüklenmektedir.

## VI — TOPRAK VE SU KOOPERATİFLERİNİN SORUNLARI :

### 1 — EĞİTİM :

Bir kooperatifin başarılı olabilmesi için başta yönetici ve idarecilerin bilgili tecrübeli, seviyeli ve ehil olması gerekir. Kooperatif, kendi kendini yöneten bir iktisadî teşebbüs ve iş müessesesidir. Bu bakımdan Kooperatifi yönetecekler iş idaresi, plânlama, organizasyon, sevk ve idareyi gayet iyi bilmelidir. Başarılı bir iş adamı gibi hareket etmeli böylece, kooperatif anasözleşmede belirtilen amaçlarını, ortakların müşterek çıkarlarını en iyi şekilde yerine getirebilsin.

Memleketimizde kurulan kooperatiflerin bugün başında bulunan yöneticiler, istisnalar hariç, maalesef bu vasıflardan yoksundurlar. Bu bakımdan kooperatifçiliğin gelişebilmesi ve gayesine ulaşabilmesi için vasıfları haiz liderlere, şef ve rehberlere ihtiyaç vardır. Bu da bir eğitim meselesi olarak karşımıza çıkmaktadır.

Kooperatif yöneticilerinin yanında, kooperatif topluluğunu yani ortakları da yetiştirmek ve kooperatif varlığına inandırmak, onlara kooperatif sevgisini ve kooperatif ruhunu vermek lâzımdır.

Kooperatif yöneticileri her yılın sonunda, bir yıl içerisindeki yapmış olduğu faaliyetlerin neticesini, bir rapor halinde ortaklarına arz etmek mecburiyetindedir. Kooperatifin mali durumu hakkında hesap vermek durumundadır.

Kooperatiflerin şiddetle ihtiyacını duydukları bir husus da muhasebenin düzgün tutulmasıdır işlem ve hesaplarını bir usul dairesinde kayda tabi tutmayan kooperatif, çok kısa bir müddet sonra durumunu takip edemez hale gelecek ve ortaklarına karyı hesap vermeme durumu doğacaktır. Bu da ortakların kooperatife olan inancını sarsacaktır. Bunun içindir ki kooperatiflerin, kanunen tutmakla mükellef olduğu birinci sınıf muhasebe defterlerini, usulüne uygun olarak tutacak *muhasebecilere ihtiyaç* vardır. Her kooperatifin mali gücü, ücretle bir muhasebeci çalıştırmaya yeterli bulunmamaktadır.

Eğitim konusunda Ticaret Bakanlığı, Türk Kooperatifçilik Kurumu ve TOPRAKSU Genel Müdürlüğünün işbirliği yapması gereklidir.

### 2 — Pazarlama :

TOPRAK ve SU Kooperatifleri, devletin desteği altında tarımsal üretimin artırılması için gerekli tedbirleri almakta, tesisler inşa etmektedir. Ancak, sadece üretim artışının sağlanması yeterli değildir. İnşa edilen tesislerden umulan faydanın sağlanabilmesi bakımından, üretilen maddelere pazar bulmak, bunların değer fiatına satılmasını sağlamak gibi sorunların da halledilmesi gerekmektedir.

Bunun için TOPRAK ve SU Kooperatifleri anasözleşme hükümleri fereğince pazarlama, üretim-tüketim maddelerini sağlama konularında da faaliyette bulunabileceklerdir. Fakat bu konuda bu Kooperatifler henüz bir varlık gösterememişlerdir.

Bunun Sebeblerini şöyle sıralayabiliriz :

- a) İç ve dış pazarlar için ne tür ürün yetiştirileceği konusunda, üreticiye devamlı bilgi veren pazar haberlerinin yaygınlaşmamış olması,
- b) Kooperatif yöneticilerinin, neyi, nerede, ne zaman en az masrafla ve eniyi fiyatla satacağı konusunda yetersiz olması,
- c) Ürünlerin depolanması, ambalajlanması, sevkiyatı konusunda gerekli finansman kaynağının sağlanmaması,
- d) Ürünlerin cinsleri ve vasıfları hakkında, tüketici tercihlerinin, sıhhatli bir şekilde araştırılmamış olması,
- e) Alt yapı hizmetlerinin bütünüyle tamamlanmamış olması.

Netice olarak kooperatif, pazarlama faaliyetini sıhhatli bir şekilde yürütebilmesi, üretici ile tüketici arasındaki mevcut araçları kaldırabilmesi ve değer fiatına alıp, az bir kârla tüketiciye ürünü ulaştırabilmesi için yukarda kısaca ifade etmeye çalıştığımız sorunların bir an önce halledilmesi gerekmektedir. Bunun için ilgili kuruluşlarla işbirliği sağlamalıdır.

### 3 — Kredi :

1163 Sayılı «Kooperatifler kanunu'nun 31. nci maddesinde, «Her Kooperatifin iştirigal mevzuuna göre kredi talepleri bankalarca, müesseseler-



ce veya şirketlerce öncelikle karşılanır.» hükmü yer almıştır. Bu husus, kooperatifçiliğin gelişmesi bakımından en önemli yenilik sayılmalıdır. *TOPRAK ve SU Kooperatifleri, amaçlarına uygun olarak faaliyetlerini, yalnız öz kaynaklarıyla yürütmesine imkân yoktur. Her teşebbüs gibi faaliyetini yürütebilmesi için bir çok kredilere ihtiyaç göstermektedir. Bunların başında, kooperatiflere ait TOPRAKSU tesislerinin işletilmesi ile ilgili olarak, akaryakıt, elektrik ve benzeri işletme masraflarının karşılanabilmesi için işletme kredisinin sağlanması gerekmektedir. Bunun için T. C. Ziraat Bankası ve TOPRAKSU Genel Müdürlükleri arasında 15.10.1969 tarihinde yapılan protokolla, en çok 1 yıl vade ile işletme kredisi açılması hükmüne bağlanmış bulunmaktadır.*

Ayrıca, *TOPRAK ve SU Kooperatiflerinin yapacağı Zirai Sulama, arazi islahı toprak muhafaza gibi tesisler için de, gene T. C. Ziraat Bankası ve TOPRAKSU Genel Müdürlükleri arasında yapılan 1.9.1969 tarihli protokolla TOPRAKSU Kredisi açılabilir. Burada karşılaşılan güçlük, kooperatif sahasında bulunan arazilerin ekseriyetle tapusuz olması nedeniyle istenilen teminat gücünün gösterilmemesidir. Bu itibarla, Tapu ve Kadastro Genel Müdürlüğünce, TOPRAK ve SU Kooperatiflerinin kurulduğu sahalarda tapulamanın bir an önce yapılması gerekmektedir.*

Ayrıca Banka, çiftçi grubuna müteselsil kefillik esaslarına göre, 10.000.— TL. sına kadar, teminatsız kredi açabildiği halde, Kooperatif hükmi şahsiyetine ise bu imkân sağlayamamaktadır. Bu da önemli mahzurlar doğurmaktadır.

Kooperatif ortaklarının, modern metodlarla tarım yapabilmesi için lüzumlu tarım alet ve makineleri satınalabilmesi sağlanmalı, gerekli krediler açılmalıdır. Bankalar, bu konuda azami kolaylıklar göstermelidir.

#### 4 — Denetim :

Kooperatif iki şekilde denetime tabi bulunmaktadır. Bunlardan birincisi Genel Kurul tarafından seçilen denetçilerce yapılan denetim, ikincisi Devlet tarafından yapılan denetimidir.

Denetçiler, kooperatifin bütün defterlerini, belgelerini, senetlerini, işletme hesabı ile bilançosunu tetkik etmek, bunların kanun ve anasözleşmelere uygunluğunu tesbit etmekle mükelleftir. Görevleri sırasında müşahade ettikleri yönetime ait noksanlıkları, kanun ve anasözleşme hükümleri ihlal eden hareketleri ilgili makamlara bildirmek mecburiyetindedir. Fakat denetçiler bu görevini gereği gibi yapamamaktadır. Bunun da, sebebi bu konuda yetersiz ve bilgisiz olmalarıdır. Bundan dolayı, kooperatifin başında bulunan yöneticiler, icabı halinde sorumsuz davranışlarda bulunabilmektedir. Nitekim usulsüzlük ve suistimal yaptıkları iddiasıyla sık sık şikâyetler vaki olmaktadır.

Bu bakımdan *devletin denetimine daha büyük önem verilmelidir.* Usulsüzlük ve suistimal yaptığı ispat olunan yöneticiler cezalandırılabilir. Aksi takdirde, suçluluğu sabit görülen yöneticilerin işbaşında kalmış olması, ortakların kooperatifçiliğe olan inancını sarsmaktadır.

Kooperatifler kanununun, 90. ncı maddesinde; «Ticaret Bakanlığı, kooperatiflerin, kooperatif birliklerinin ve Türkiye Milli Kooperatifler birliğinin işlem ve hesaplarını ve varlıklarını müfettişlere veya kooperatif kontrolörlerine denetlettirebilir.» hükmü yer almıştır.

Fakat *Ticaret Bakanlığı, bu yetkiye istinaden TOPRAK ve SU Kooperatiflerini henüz esaslı bir teftiş ve denetlemeye tabi tutmamaktadır.* Bunun bir imkân ve eleman meselesi olduğu söylenmiştir. Aynı kanunun 91. maddesinde, «Ticaret Bakanlığı, Teftiş ve denetleme işleri için kooperatifler birliklerini, kooperatif merkez birliklerini veya Türkiye Milli Kooperatifler birliğini veyahut ilgili teşekküllerle müesseseleri de görevlendirebilir.» denilmektedir. Bu hükme *istinaden*, bütün illerde kuruluşunu tamamlamış ve bu kooperatiflerin ilgili teşekkülü olan TOPRAKSU Genel Müdürlüğüne bu görev bir protokolla verilmelidir. Nitekim halen teknik yandan *kooperatifin kontrolünü TOPRAKSU Genel Müdürlüğü yürütmektedir.* TOPRAKSU tesislerinin, işletme tekniği esaslarına ve sözleşme hükümlerine uygun olarak çalıştırılıp çalıştırılmadığı hususlarında gerekli denetim yapılmaktadır.

## VI — S O N U Ç

TOPRAK ve SU Kooperatifleri, çiftçilerin kalkındırılmasına dönük hizmetleri yürüttüğüne göre, buraya kadar belirtmeye çalıştığımız sorunlar çözümlendiği ve bu kooperatifler yaygınlaştığı takdirde, memleketimiz ekonomisinin gelişmesinde önemli payı olacaktır. Çiftçilerin geleneksel tarım metodları yerine, ileri teknoloji ve yeniliklerden yararlanarak tarım yapmasına, ekonomik ve fiat istikrarının sağlanmasında denge unsuru olmasına, refahın taban seviyeye yayılmasına, milli gelirin fertler arasında adil ölçülerde dağılmasına, üretici ile tüketiciyi karşı karşıya getirecek sağlam bir ekonomi düzeninin kurulmasına ve tasarrufların verimli yatırım sahalarına aktarılmasına vasıta olacağına kuvvetle inanmaktayız.

Anayasamızın 51. maddesinde «Devlet Kooperatifçiliğinin gelişmesini sağlayıcı tedbirleri alır.» denilmektedir. Bu itibarla ilgili kamu ve özel kuruluşların bu kooperatiflere gereken desteği göstermesini dileriz.

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- 1) I. nci beş yıllık kalkınma plânı (Sh. 176)
  - 2) II. » » » » » (Sh. 311)
  - 3) II. » » » » » (Sh. 312)
  - 4) II. » » » » » (Sh. 308)

## «RURAL DEVELOPMENT COOPERATIVES»

### FOR INDUSTRIALIZATION IN RURAL AREAS BY THE SAVINGS OF COOPERATIVE MEMBERS SENT ABROAD TEMPORARLY AS UNSKILLED WORKERS

T. Güngör URAS

#### *Summary*

*Recently, Turkey has been exporting a great number of unskilled workers to abroad. Although the demand for unskilled and semi-skilled workers is limited, the number of applicants, having the desire to go abroad, surpasses the limits. Since the dispatch of unskilled workers is done through the State Employment Service, the applications of workers are put in order, and they are only able to go abroad after 5 to 1 years from their application date.*

*The Turkish worker goes abroad temporarily and the saving is the main purpose. The results derived from the project which has been implemented since 1965 are very interesting. The purpose of the project is the development of cooperatives in the rural areas by providing temporary employment for the cooperative member in the foreign countries, and thus creating capital formation for industrialization. By the implementation of the project some cooperative members got priority to be sent abroad by the State Employment Service.*

*As a matter of fact, the responsible authorities have lost the control of the project after a short period due to the heavy demand of unskilled workers wanting to go abroad.*

*In order to have the priority of going abroad, a large number of cooperatives were formally established in rural areas. But the majority of the cooperative members, immediately after landing abroad, have started to cut all their relationship with the cooperatives responsibilities they have towards the cooperatives.*



*As a result of these conditions and other obstacles, such as uncertainty in the purpose and lack of industrial projects available at hand, the established cooperatives could not be able to initiate any industrial activity even the ones with large savings.*

*That wrong implementation of the project have discouraged the rural population to establish and participate in the cooperatives.*

*Since the project was implemented rather rapidly without taking necessary steps and preparations, it proved to be a failure and thus the industrial investments in rural areas by means of cooperatives were not realized.*

#### 1. The export of manpower to abroad from the rural areas

75 Per cent of Turkey's active population is in the agricultural sector. The share of agricultural sector in GNP is 28 per cent in 1972, at 1967 prices. In agricultural sector there is a wide disguised unemployment.

The First Five Year Plan, prepared in 1963, envisages to send the excess manpower from the rural areas to abroad. According to the existing regulations, to provide jobs to that excess manpower is carrying on by the State Employment Service without any charge. Taking into account the foreign demand for workers, this organization sends the workers abroad in turns, in accordance with their qualifications and application dates.

Turkey receives demands for manpower especially from Germany, Austria, Belgium, Holland, Luxemburg, Switzerland, Scandinavian countries and Australia.

Skilled workers having technical training can find jobs very easily. Since the demand for unskilled workers is limited, such workers can go abroad at least after 3 or 5 years of their application dates. 98 per cent of Turkish workers wanting to go abroad are unskilled workers from the rural areas. They do not have any technical knowledge and experience, furthermore they do not know any foreign language. Their only aim is to find a job. Their marginal propensity to save is rather high. Generally, their purpose is to stay abroad for 2 or 4 years and save enough money and have relatively high standard of social and professional life, back in the country.

The applications for workers made to the State Employment Service since 1963 are shown below :

<i>Years</i>	<i>Demand of manpower</i>	<i>Workers sent abroad</i>	<i>Expectant workers</i>
1965	333.449	51.520	..
1966	119.151	34.410	..
1967	105.323	8.963	..
1968	70.913	43.195	736.000
1969	125.581	103.975	..
1970	122.512	129.575	..
1971	82.498	88.442	1.120.736

The high saving tendency of the workers going abroad was mentioned above. In order to provide the transfer of workers' savings through official channels, the possibility has been given to the government to exchange workers' transfers at the rate which is 33,33 per cent higher than the official rate of exchange.

Workers' remittances, in the last years have an important share in the balance of payments. The workers' remittances that transferred to the country during the last years through official channels are shown below :

<i>Years</i>	<i>Workers Remittances ( in 000 U. S. \$ )</i>
1964	8.114
1965	69.781
1966	115.334
1967	92.436
1968	107.162
1969	140.506
1970	272.901
1971	471.675

In addition, the workers upon their return, have the right to import machinery and equipment, having a value about (U.S. \$ 1,350), related to their professions.

## 2. Ministry of Rural Affairs

In Turkey, the activities related to the research and realizations of the projects about villages and peasants are coordinated by the Ministry of Rural Affairs. In 1960, a department of cooperatives was established within the organization of the Ministry, with the aim of encouraging the village development from the point of view of economic, social and cul-

tural necessities of rural areas, and providing methods of valuation of agricultural output.

The cooperation movement has began in 1935, in rural areas by means of agricultural credit and marketing cooperatives. The majority villagers were interested in these cooperatives. But, their interest was only in the credit and marketing conveniences provided for them by the State through the cooperatives.

In rural areas, neither agricultural nor non-agricultural industry have not being established because the absence of infrastructure investments, shortage of capital, and the lack of technical knowledge.

The efforts in developing handicrafts such as, hand-loom, carpet and socks weaving etc, in agricultural areas by the collective group actions and cooperatives are proved to be unsuccessful.

The agricultural industries, established by the unions of agricultural outputs of member cooperatives, gathered mostly around the big cities.

### 3. The alternative suggested by the Ministry of Rural Affairs

The department of cooperatives of the Ministry of Rural Affairs, while searching for the possibilities to eliminate the absence of minimum infrastructure, capital, technical knowledge and investment projects, as mentioned above, has developed an idea of taking advantage of the workers' savings who has been sent abroad from rural areas.

a) The workers going abroad from the agricultural areas, generally work in the industrial sector and get used to the modern technology.

b) The workers do not have any knowledge and opportunity about channelling their savings into efficient areas which they will bring or transfer into country.

c) The State has obligations to find jobs for these workers in industrial sector upon their return to the country.

### 4. The project

The suggestion, mentioned above, has forwarded by the Ministry of Rural Affairs taking into account of these existing conditions. In addition, if the infrastructure are met through the general development programs and if the required projects are prepared by the technicians of the Ministry, industrialization would be possible theoretically in rural areas.

According to the project prepared by the Ministry, the priority in sending workers abroad is given to the members of the «Village - Rural Development Cooperatives» which will be established in rural areas.



After working abroad for a certain period, the members guarantee to transfer a certain amount of money, monthly, as the capital share of the cooperatives. Certain industrial projects could be realized by these accumulated savings with certain participations from the public funds, in rural areas. Those investments would create job opportunities for the cooperative members upon their return to the country.

According to the results of the «pilot implementation», commencement of the project implementation starting in 1966 was foreseen.

The development cooperatives would be established in a way preferably including 3 or 5 villages and priority going abroad would be given to minimum 100 and maximum 200 members from each cooperative. The importance of getting priority in going abroad can be seen by the fact that, in the beginning of 1972, about 1 million applicants expected to go abroad, where as in 1970 only about 120.000 job opportunities were found.

The cooperative member can only go abroad if he guarantees to sent to the cooperative a certain amount of saving in a certain period as a participation share of the cooperative capital, The minimum amount of monthly savings to be sent was 300 TL. (about U.S. \$ 20), but now it is 5.000 TL. for a year (about U.S. \$ 340). Thus, by the capital accumulation about 500.000 TL. to 3.000.000 TL. in each village development cooperative, the realization of some industrial projects in rural areas could be possible.

It was planned to send 20.000 cooperative members in 1966 and an increasing number in the following years. Consequently in the first year 100.000.000 TL. and in the following years increasing amounts can be invested in rural areas.

## 5. Cooperatives

The standard model by-law was prepared by the Ministry of Rural Affairs for encouraging the establishment and the development of the «rural development cooperatives».

Since, in the by-law, the cooperatives are envisaged as multi-purpose organizations, they have a wide scope of activities. The cooperatives even have the responsibility of village infrastructure such as; development of conditions of village roads, drinking water facilities, sewage system, credit and insurance activities, providing and operating collective agricultural equipment, marketing, supplying the basic consumption goods,

facilitate the transport services, developing local mine reserves etc. Due to the wide purposes mentioned above, the industrialization has lost its importance. A very important point is that; the individuals who participate in the accumulation of cooperative funds with their own efforts and who carry on the activities of the cooperatives are forced to take a wide responsibility in the realization of infrastructure and social investments from which also the non members are likely to take the same advantages without any participation to the cost.

Agricultural development cooperatives can be established by 20 members at least, and are carried on according to the general legal provisions about cooperatives which are mentioned in the cooperative law. Minimum and maximum share for each member are 2.000 TL. and 15.000 TL. The cooperatives are managed by a board of directors which consist of 5 members and are controlled by an auditing group. The members of board of directors and auditing group are elected annually by the general assembly. The cooperative manager can either be elected among the members or from outside. According to the general legal provisions, apart from the general control authority of the Ministry of Commerce, there is no government control over the cooperatives.

#### 6. Pilot Project

In 1965, the implementation of this pilot project in 12 cooperatives is foreseen by the Ministry of Rural Affairs, and the results of that project will be implemented by stages in the other cooperatives. In 1965, the following results of pilot implementation in 12 cooperatives are taken :

	<i>Number of Members</i>	<i>Collected Capital TL.</i>	<i>Guaranteed Capital TL.</i>
Situation before the project	1.095	516.300	290.100
Improvement after the project	2.847	853.700	8.730.800
Difference	1.752	337.400	8.400.700

While the above figures were evaluated, it is seen that even if 25 per cent of the guaranteed capital are not paid, the cooperatives will have a capital formation of at least 6 million TL. There is one major error in this project : the cooperatives from the productive agricultural areas, which possess educated members and best administration system were not taken as a sample in this pilot project and that wrong sampling was generalized all over the country.

## 8. A warning of The State Planning Organization

Against the possibility of rapid implementation of this pilot project, the State Planning Organization warned the responsible authorities on the following points :

a) Only the necessity of establishing a cooperative should be informed, and the desire to establish cooperatives has to come from the members. The main responsibility of the State is to take necessary measures to prevent the members from losses.

b) As a result of unsuccessful institution of the previous cooperatives, the interest and the reliance are lessening towards the cooperative movement.

c) In a long run, the cooperative movement would be effected negatively with the attitudes of individuals who become a member only to take advantage of its administrative facilities and don't have any desire to reach to a certain social and economic target.

d) The success of the cooperatives are strongly tied to the qualified cooperative leaders. Without these leaders, the collected funds can be misused.

e) The social and economic reactions of the cooperative members would be very serious when they realize the ill usage of their savings, gathered as a result of their big efforts in abroad.

f) It is doubtful that the workers who have been abroad will return to their small rural communities.

g) The organizations which are necessary for preparation and implementation of the projects in industrial sectors are not operating largely the country yet.

## 9. A rapid cooperation

The cooperatives were spread out very rapidly before the results of the pilot projects were taken. The people who have to wait many years to go abroad, started to form cooperatives when they are informed that the members of cooperatives could be sent abroad without any long delays. In Turkey, it is not essential to take permission to form a cooperative, but necessary formalities have to be completed for the registration in the Ministry of Commerce.

At the end of 1965, in one month, 250 applications were made to the Ministry to form development cooperatives. The press called these as, «the cooperatives for going to Germany easily and rapidly». Some members paid the membership share of 5.000 TL. immediately as a fee



in order to be sent abroad as soon as possible. So the peasants have established these cooperative not for their mutual necessities, but only to get benefit from some administrative facilities which are given to cooperative members. The Ministry of Rural Affairs has lost the control of the project. The people without having the knowledge of what to do and even not to have any cooperative notion, established cooperatives and gave promises for certain amount of money<sup>1</sup> for capital accumulation, without knowing where to invest these amounts.

After the rapid establishments of the cooperatives in 1965 and 1966, this movement slowed down in 1967 because it was understood that all the members of the cooperatives could not have the chance to go abroad due to the necessary qualifications.

But later, the number of cooperatives and members have increased again and reached to 2263 and 339 350 respectively at the end of 1971.

The reason for that is the expectation based on a belief that the implementation will begin again and the cooperatives will have the right to send their members abroad as unskilled workers.

At the end of 1971, a new policy measure was put into effect. A right has been given to the State Employment Service to allocate the demand of maximum 15 % unskilled workers from abroad, to the rural development cooperatives. 25 % of the total cooperative quotas will be used only for the villagers who live in forest areas.

In the new implementation, some limitations and measures were put on the cooperative organization, management, auditing functions, membership, minimum saving requirements of the members, and the process of choosing and realizing of the projects, etc. As the new measures has began to implement recently, it is very early to discuss the positive development realized after these measures.

#### 10. Technical and financial aid to the cooperatives

The services provided by the Ministry of Rural Affairs to the cooperatives, besides organization, education and socio-economic research facilities, can be summarized as follows :

##### a) Project preparation and technical help

The Ministry take care of all the services related with project preparation, feasibility studies and technical help in the realization of the

projects. Those services which are mentioned here were carried on by the Ministry without any charge.

b) Financial aid to the cooperatives

The rural cooperatives which are carrying on certain investment projects are encouraged financially, through subsidies and credits, by the Ministry of Rural Affairs.

The Ministry subsidizes the cooperative project up to 20 % of its fixed investment after the realization of the first 20 % by the own funds of the cooperatives.

The amount of subsidy provided to the cooperatives by the Ministry is, as follows :

<i>Years</i>	<i>Number of Cooperatives</i>	<i>Subsidy (000 TL.)</i>	<i>Total fixed investment (000 TL.)</i>
1967	21	979	8.737
1968	25	1.325	10.765
1969	60	1.900	10.074
1970	27	1.520	9.100
Total	133	5.724	38.676

A credit fund which was allocated from the general budget is used by the Ministry specially in providing credits to the cooperative projects which are carried on by the villagers in the forest areas, who have the shortage of land for cultivation. The maximum credit limit is 60 % of the project and 300 % of the nominal capital of the cooperative. The duration of the credit is 5 to 20 years and the interest rate is 1 %. Between the years 1968 - 1970, about an amount of 5 million TL. credit have been extended to 23 cooperative projects.

11. Propensity to save and capital formation

Before going abroad each member gives a guarantee to the State Employment Service accepting to send certain amount of their savings as a share in the cooperative capital. Lately this amount is determined to be in foreign currency equivalent to 5.000 TL. But this guarantee do not have any legal support. If the worker do not send this amount, he could not be forced. Recently the cooperative members started to apply a system by controlling each other and a measure is taken as not sending the members of the cooperatives whose members have not met their obligations in abroad. In the project, from 1965 to 1969, 45 million TL. was estimated to be received, but only 6 million TL. was transferred.

The cooperatives taking priority of sending manpower abroad

	<i>Number of coops.</i>	<i>Quotation for coop. members</i>	<i>Members sent to abroad</i>	<i>Savings received from abroad</i>	<i>Savings guaranteee but not received</i>
1965	12	1.793	223	82.350	1.032.650
1966	284	6.408	1.473	1.196.140	6.168.860
1967	—	—	317	397.927	1.187.073
1968	—	—	1.911	4.173.674	4.365.538
1969	—	2.435	2.776	10.525.343	12.799.671
1970	—	2.357	3.747	16.518.637	21.274.136
Total	296	12.993	10.447	32.894.071	46.827.928

## 12. Channelizing the savings to the industrial investments in rural areas

When the Ministry of Rural Affairs had lost the control on the increasing number of establishments of new cooperatives, the Ministry tried to concentrate the activities on the channalizing the cooperative funds to industrialization in rural areas. Since no contributions were made by the cooperatives on this subject and since the cooperative department of the Ministry has very limited number of technical staff, only 21 projects in 1967, 27 projects in 1968, 96 projects in 1969, 101 projects in 1970 and totally 245 projects in 4 years period, were carried out. These projects are generally regional industrial investments which aimed at processing of agricultural products.

The projects which were realized with the savings of the cooperative members working abroad are shown below:

<i>Years</i>	<i>Cooperatives</i>	<i>Total fixed investment (TL.)</i>
1967	12	7.770.365
1968	14	1.876.335
1969	73	21.680.446
1970	79	63.392.100
Total	178	94.719.246



The subjects of the projects are :

<i>Projects</i>	<i>1967</i>	<i>1968</i>	<i>1969</i>	<i>1970</i>	<i>Total</i>
Dairy products	4	7	30	23	64
Storage	4	1	8	12	25
Cold Storage	—	—	3	1	4
Feedlot and Dairy	—	—	5	8	13
Olive oil Processing	—	—	3	6	9
Poultry	—	6	4	5	15
Hand-craft Centers	—	—	4	3	7
Agricultural Machinery					
Production Centers	—	—	—	5	5
Forestry products	—	—	2	6	8
Floor Mill	1	—	1	1	3
Irrigation	—	—	11	3	14
Others	3	—	2	6	11
Total	12	14	73	79	178

### 13. The situation after seven years implementation

At the beginning of the year 1972, the situation after seven years implementation is as follows :

a) The establishment of cooperatives are slowed down because it is realized that all the members of the cooperatives, established formally, could not get priority to be sent abroad.

b) Most of the cooperatives which have not get the priority of sending their members abroad (about 600 cooperatives) have not shown any activity, although they have completed all the legal formalities of establishment.

c) This project provided a rapid improvement chance to a limited number of cooperatives which have educated and qualified leaders.

d) As a result of the implementation of the project, the importance of industrialization was began to be understood in some rural areas.

### 14. General evaluation

a) In agricultural areas, even for the small industrial investments, some factors have great importance as infrastructure, project preparation and entrepreneurship other than capital and credit facilities.

b) On the other hand, the presence of infrastructure and project preparation are not sufficient to encourage industrialization in the agri-

cultural areas, if the inhabitants of a certain region do not feel the need for industrialization, then the State has to carry the industrialization activities from the beginning. In certain cases, the assistance is needed in the operational stage after the investment has been completed.

c) Since no decision has been made by the active members of the cooperatives before they went abroad, relative to the realization of a certain project, other members decide on the investments while the active ones are abroad.

d) When the youngest and most instructed group of members from the small communities went abroad, the management of the cooperatives are left to the old and unexperienced group.

e) The sole authority for the management of the accumulated funds is in the hands of the board of directors. As mentioned above, when such a group is inefficient, it is possible to lose these funds by ill usage. According to the existing laws, state control is not possible on this subject.

f) Small industrial investments in small rural communities are not satisfactory to keep the member in the narrow social boundaries of the village, since he has stayed 3 or 5 years in a developed country as a worker in the heavy industry and get used to the city life. The members will prefer to live in big cities and to find a job in a large industrial unit.

g) The whole responsibility of the project preparation is in the hands of the cooperative department of the Ministry since the private project bureaus are inefficient and their service is too costly, the department can not get any help from them with its limited budget and that results slow investment activity.

h) The main obstacles for the future development of the cooperatives in the rural areas are as follows :

- (1) The cooperative members have in mind that the establishment of such cooperatives are only a formality to get used from the opportunities provided by the State.
- (2) Their membership payments are a kind of tax paid in order to meet the cost of these opportunities provided by the State.
- (3) The unsuccessful implementation of the cooperatives

i) The priority of going abroad should not be given to the members of cooperatives which have not prepared their investment project and thus which do not know what to do.

k) Before going abroad the members should have an orientation programme about the notion of the project and cooperation.

l) It is necessary to assist the activities of cooperatives which have been established in order to gain the priority of sending their members abroad but have not received such priority. According to the research made at the end of 1966, 44 percent of such cooperatives do not show any activity, 12 percent deal with small scale marketing and 44 percent deal with wine production, distribution of drinking water, transportation, collective land use, supplying agricultural inputs such as fertilizer and construction materials to the members.

### 15. Conclusion

The result of the four years of experience of this project pointed out that the most crucial factors of development and industrialization of rural areas are the desire of inhabitants for industrialization and the existence of the capable and talented people who can take the responsibility of the organization as a leader. The problem of infrastructure and finance have a secondary importance besides the problem of leadership and administration.



# THE CONSUMER COOPERATIVE MOVEMENT IN TURKEY

**Peder SOILAND**

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## TECHNICAL BACKGROUND

### 1. Co-operative Legislation in Turkey

There exists three main laws in Turkey, those :

- (a) Regulating the agricultural credit co-operatives.
- (b) Regulating agricultural marketing co-operatives and unions of marketing co-operatives.
- (c) Regulating all other types of co-operatives.

Co-operative legislation in Turkey very complicated and detailed. Because of the short time at its disposal this judgment may be unjust, but the co-operative legislation in Turkey seeks to secure control to such an extent that the legislation may hinder development of co-operation. These laws should be examined from the point of view of their simplification such as to facilitate the promotion and development of co-operatives.

Five ministries are responsible for the various aspects of co-operative activity. Without doubt there is a need for co-ordination and this problem should be taken up by the Turkish Government.

The present legislation nevertheless permits the establishment of a consumer co-operative movement.

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(\*) Mr. P. Soiland visited Turkey between 12-27 th September 1971 and with the cooperation of a Turkish cooperator Mr. A. Erol prepared report on Turkish consumer cooperative movement. This article is coated from the report

## 2. The Co-operative Movement and Society

The history of consumers' co-operation in many Western European countries dates back more than a century. They all began and developed from the grass-roots level, which implied that the consumers by their own initiative and means founded local co-operative societies. Later these local societies co-operated in the establishment of co-operative unions and wholesale societies, which developed International organisations.

A consumer co-operative movement in Turkey can be successful by organising the consumers as the first step. The situation in Turkey, the foundation and the development of a consumer co-operative movement have to be based on something which already exists. Even at this stage it has to be stressed that consumer education and information must be regarded as one of the main points.

To activate people and give them an opportunity to struggle for their own economic interests must be a primary aim in a developing country. Along with the other forms of co-operation under way in Turkey, strong efforts should be made to develop a consumer movement because in this way new groups of people could be activated for their own benefit and to promote general social and economic life in Turkey.

## 3. Existing Consumers' Co-operatives in Turkey

According to information obtained, there are about 600 co-operatives which come under the category of consumers' co-operatives; the number in 1961 was 250.

By going closer into their structure these consumers' co-operatives are institutional co-operatives. This means that it is the employees of institutions, enterprises or banks which have founded these co-operatives. They are to be considered as institution can hold membership.

We visited five such societies, all different in size and in practical performance. Some are subsidised by the institutions to which they belong. We found that one of them was running an ordinary shop in Ankara. In this shop 70 per cent of the sales were to non-members. Members of these societies can hold more than one share, but the number of shares allowed to be held by

one member is limited. In some cases the limit was 30 shares, in others up to 60. One member can only have one vote. In one case vote by proxy was practised. The societies usually pay interest on share capital in cash.

The institutional societies usually sell at prices below what may be called ordinary market price. The reason why they are able to practise such a policy is that they are, to a certain extent, subsidised, or because they operate in very cheap premises.

The statutes of the societies visited are in accordance with the co-operative principles as adopted by the International Co-operative Alliance.

Because co-operative societies of these types are subsidised in certain ways, the members of such societies are privileged people compared with ordinary consumers. If development of consumer co-operation in Turkey is to be based in future on institutional societies, the consumers would be divided into groups with different interests and advantages. This is not in accordance with established co-operative principles and practices.

Out of Ankara's 500,000 families it is estimated that only about 10,000 families are organised in co-operatives. According to information from the Co-operative Register's Office in Istanbul, this city has 39 institutional co-operatives, most of them very small with from 60 up to 250 members. The total number of families in Istanbul is about 800,000.

We conclude that a genuine co-operative movement in Turkey cannot be developed on the basis of institutional co-operatives. The development of a consumer co-operative movement in Turkey will require another set-up. However, it is necessary to examine how these institutional co-operatives, or at least some of them, could be reorganised. We were not able to find any form of collaboration between institutional consumers' co-operatives. Some representatives of the institutional co-operatives expressed their interest in reorganisation and envisaged open membership.

#### 4. Agricultural Credit Co-operatives -

##### Multipurpose Co-operative Societies

When studying the possibilities for the development of a



consumer co-operative movement in Turkey, it was natural for us to look into the situation of the rural population.

About 75 per cent of the Turkish population lives in villages and rural areas and depends primarily on agriculture. Consumers' co-operation could also be of great importance to this part of the Turkish population. Therefore, the needs of the families in villages and rural areas should be recognised when discussing the development of a Turkish consumer co-operative movement.

In the villages and rural areas credit co-operatives are playing an important role. There exists about 2,000 agricultural credit villages. A great number of these societies are in fact already multipurpose co-operative societies as, in addition to their main task of supplying credit, they supply fertilizers, feeding stuffs, machinery and tools. It would be in line with their activity to go further by supplying consumer goods. In the mission's opinion it is essential to avoid a variety of co-operatives in the same village when in fact the task could be taken care of by a single co-operative society. Marketing of agricultural products, should, however, be organised as a separate co-operative business.

The Agricultural Credit Co-operative Mutual Assistance Foundation, established in 1962, is a very interesting organisation in connection with the further development of credit co-operatives. This is an organisation which could be converted into a national federation for credit co-operatives. A part of the activity of the Foundation is training and education, and a very modern training centre has already been established.

The credit co-operatives are largely controlled by the Agricultural Bank. The control is so strict that it prevents the development of self-confidence and a sense of responsibility on the part of the societies. Development of co-operatives, however, requires involvement of the members. Through participating in the practical activity of the co-operative society, the members learn that they are dependent on their own ability and contribution. The strict control by the Agricultural Bank should therefore be altered, allowing more independence to the credit co-operative movement. Necessary control and follow-up activities may be taken over by a new central organisation for credit co-operatives, based on the Agricultural Credit Co-operatives Mutual Assistance Foundation. Such a development will not prevent the supply of credit from the Agricultural Bank to credit societies.

Another important point referring to all types of co-operatives should be mentioned, namely that co-operatives should have a right to accept deposits from their members. Such a system promotes the feeling of responsibility.

While agricultural co-operatives were not involved in the terms of reference of the mission, the fact that co-operatives involve additional activities, made it necessary to pay some attention to them in connection with the development of consumers' co-operation in Turkey.

## HOW TO ORGANISE A CONSUMER CO-OPERATIVE MOVEMENT IN TURKEY

### 1. Prerequisites

As already pointed out, it will be extremely difficult, perhaps impossible, to develop a consumer co-operative movement in Turkey in the same way as most co-operative organisations in Western Europe, by first canvassing members to found a consumer co-operative society. According to us a prerequisite of success in Turkey is to build on what already exists. Contrary the usual practice the first stage should be to develop a central organisation or an apex organisation for prospective local co-operative societies. Extensive consumer information on the principles and aims of co-operative activity is also an important precondition for gradually developing local co-operative societies.

### 2. A Practical Starting Point

In Ankara there exists an organisation called TARKO. This organisation was founded by 23 agricultural co-operative unions, of which only 13, however, have paid up their share capital. Originally the total share capital of TARKO was stipulated at 10.2 million Turkish liras, of which about 50 per cent paid up. The difference between the stipulated capital and paid up capital is entered in the balance sheet as an asset under outstanding accounts.

The object of TARKO is to develop its activity to the benefit of agricultural co-operative unions, for instance by marketing agricultural produce, and by supplying unions with agricultural requisites, by making investments to the benefit of agricultural



unions, by performing market research and by developing transport and insurance facilities for members of agricultural unions.

After having made a close study of TARKO, we drew the conclusion that by far the greater part of TARKO's activity concerns the operation of retail shops. TARKO has today 11 retail shops in Ankara, 6 shops in other towns, while another 2 shops are planned one in Izmir and one in Istanbul. According to information received, the further development is greatly hampered by lack of capital.

Total turnover for 1971 for the 11 shops in Ankara was estimated at 19-20 million Turkish liras. In addition, there was the turnover of the other 6 shops, around 10 million, thus giving a total turnover of about 30 million Turkish liras. It was told that in 1970 the shops had been run at a loss of about 1 millions Turkish liras.

Because the 1970 accounts were not yet definitely closed it proved difficult to form an exact opinion about TARKO's real financial situation. There are, however, grounds for presuming that it will reveal a rather substantial deficit.

We had the opportunity of examining more closely 4 of TARKO's shops in Ankara. These shops had a sales area from about 90 square metres up to 180 square metres. The standard of these shops may be described as average. A considerable improvement of the standard may be achieved through comparatively modest means. The quality and handling of goods were not poor. During talks with the shop managers the impression was gained that some of them possessed a good knowledge of retail trade. A few customers who were interviewed apparently choose to shop there because the commodities had an acceptable quality and the prices were reasonable.

As TARKO obviously is in financial embarrassment, and as its members, i. e. the agricultural co-operative unions, today have a limited - if any - interest in TARKO's activity, realistic prospects exist of negotiating with TARKO the takeover of its entire organisation, or at least a reorganisation of TARKO, making this organisation the very basis of the establishment of a new organisation:

### **The Turkish Consumers' Co-operative Union and Wholesale Society**

Whether a direct takeover of TARKO, or a reorganisation only is considered, a definite prerequisite must be that all losses



sustained in the past should be written off to avoid imposing heavy burdens on the new organisation.

The financing of a reorganisation of TARKO, or a takeover of the whole organisation, must be covered by governmental funds in some form or other, for instance, a loan at a low rate of interest to the new organisation.

### 3. The New Organisation - The Turkish

#### Consumers' Co-operative Union and Wholesale Society

By implementing an action on the above lines the main task will in the first place be to build up the new organisation - the secondly to form the basis of a consumer's movement based on local co-operative societies.

According to Turkish legislation there must be not less than 7 members to found such an organisation. It should be the duty of the Ministry of Industry and Commerce, in collaboration with other institutions, to find the necessary 7 members who may serve as initiators and founders. In our opinion the Agricultural Credit Co-operatives Mutual Assistance Foundation should be one of these members, thus making it possible to derive benefit immediately from the considerable experiences and competence accumulated in this organisation.

The main tasks of this new central organisation might be the following:

- (a) to carry on retail trade when there are valid reasons for it;
- (b) to organise the consumers in local co-operative societies, and to admit local co-operative societies as members of the central organisation;
- (c) to supply the shops belonging to the local co-operative societies and shops operated by the central organisation with good quality commodities meeting the requirements of the consumers, at reasonable prices within justifiable economic limits;
- (d) to organise its own affairs in an efficient and rational way, to supervise local co-operative societies aiming at an efficient and rational business performance;
- (e) to promote knowledge of the importance of savings and to urge members of local co-operative societies to place money as

deposits in their own societies or with the saving department of the central organisation;

- (f) to promote knowledge and understanding of the importance of the consumers' co-operation and of its fundamental objectives and activities;
- (g) to organise its activity in such a way that all costs would be covered and through its operations to build up new capital to secure the further development and economic independence of the movement and to recommend the local co-operative societies to pursue a similar policy.

#### 4. The First Task to Tackle for the New Organisation

The first practical task facing the new organisation - the Turkish Consumers' Co-operative Union and Wholesale Society - will be to run the 11 shops in Ankara, already in operation, and maybe also the 6 shops operating in other towns. It is advisable to make a close study of this task, because some of the shops may not be viable and should therefore be discontinued.

The 11 shops in Ankara need a central supplier. Whether it will be possible to supply the other 6 shops centrally should be given further consideration. As to the shops in Ankara, however, the mission feels that the immediate task for the new organisation should be to organise a wholesale department designed to supply the shops centrally. Accordingly, it will be of vital importance to obtain the services of a general manager with necessary qualifications regarding purchasing, warehousing, marketing and transport of consumer goods. The supply of fruits and vegetables are essential and require specifically qualified staff.

Vacant premises owned by the municipality, excellently suited both as a central warehouse and as administration offices for the new organisation, are today available in Ankara. However, these premises are in need of cleaning and renovation. These premises are also well sited with regard to transportation. It is important that the administration office and the warehouse are in the same building. Negotiations for renting the premises should be taken up with the authorities of Ankara municipality.

The new organisation will need trading capital in addition to the capital required to take over the TARKO activity. This capital should be furnished partly by the founding members subscribing

shares, partly by being granted banking credit, but first and foremost by obtaining a state loan at a reasonable rate of interest, particularly in the first five or ten years' period.

### 5. Organisational Structure of the New Organisation

- (a) The highest organ and authority in the Turkish Consumers' Co-operative Union and Wholesale Society, an organisation of varying membership and varying capital, is the meeting of the members, who in the introductory phase are the initiators. The voting rights of the members have to be recorded in the statutes. When deciding on rules for the voting rights, the fact that the prospective members will consist of local co-operative societies in towns and villiages has to be borne in mind. We feel it would be advisable to aim at granting membership also to agricultural credit co-operatives, which at the same time could be members of a prospective national central organisation of agricultural credit co-operatives. The new Turkish Consumers' Co-operative Union and Wholesale Society should aim at supplying agricultural credit co-operatives with consumer goods, whereas their own central organisation would continue to provide the other commodities which are directly connected with the members' farming activities. Thus the new organisation will be a central organisation for organised consumers, whether they live in the country or in towns. Such a double membership for agricultural credit co-operatives will contribute to the collaboration between urban and rural population.
- (b) An auditing committee should be elected by the meeting of the members.
- (c) The Board of the new organisation may consist of five members elected by the meeting of the members. They will appoint a general manager who becomes ex official member of the Board.
- (d) The general manager may organise the administration of the new organisation in 3 or 4 divisions, for instance:
  1. Finance, book-keeping, audit.
  2. Purchase, warehousing, transport.



3. Shop planning, shop supervision, modern handling of commodities, staff training and shop management, etc.

### **Special Observations**

It is of vital importance to avoid over-staffing. From the study of the headquarters of TARKO and the 4 shops which we had the possibility of examining more closely, the impression was that staff was too numerous; the aim should be to run the business with very few, but well qualified and well-paid employees. These points ought to be borne in mind when building up the administration of the apex organisation and also when organising the retail trade.

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*THE SALES COOPERATIVES AND THE FINANCING  
SCHEME OF THE AGRICULTURAL PRICE  
INTERVENTION IN TURKEY*

Title	The Sales Cooperatives and the Financing Scheme of the Agricultural Price Intervention (Tarım Satış Kooperatifleri Sistemi Yönünden Tarım Ürünleri Fiyat Destekleme Politikasının Finansmanı Sorunu)
Author	T. Güngör URAS Member, Board of Directors of Turkish Cooperative Association Research expert, State Planning Organization
Aim of the Research	The aim of the research was to examine the financing scheme of the agricultural price intervention policy in Turkey from the point of view of the agricultural sales cooperatives. In the research, some measures were put on discussion for the reorganization of present price intervention system. As the main organizational set up which was the subject of the research, the rural cooperatives, the attitude of cooperative members in rural areas, their relationship with the cooperatives and the role of cooperation in the socio-economic development of rural areas were also studied.
Description of the Subject	The Government of Turkey intervenes and subsidizes the pricing and marketing of agricultural products in several ways. The cost of intervention is absorbed by the Government through the accumulation of discounted intervention notes at the Central Bank.

For certain commodities, especially hazelnuts, raisins, figs, cotton, olive oil, and pistachio, the intervention is direct. Central Bank credit funds are provided to the sales cooperatives to implement a floor or support price through the Government purchase and storage.

For other commodities such as cereals, sugar and meat, the Government intervenes through a state economic enterprise.

For still other commodities, such as tobacco and tea, intervention occurs through the operation of the State Monopoly. The Monopoly purchases a portion of production adequate for its domestic needs and markets the commodity both domestically and externally. Although the monopoly operates as a line item in the Government budget, funds are provided by the Central Bank and losses or profit from operation accrue to the Government through changes in the amount of credit extended by the Central Bank.

Sales cooperatives in Turkey are organized under the authority of Law 2834 passed 1935. Membership by farmers is voluntary. The members do yield some influence on policy and operation decisions through elected representatives which are advisory to the cooperative management. However, the general managers and their staff are appointed by and ultimately responsible to the Ministry of Commerce.

Union of sales cooperatives have been organized for marketing figs, raisins, cotton, olive oil, hazelnuts, pistachio nuts, citrus, grapes, apple, rose and rose-oil, and olives. A few independent sales cooperatives are operative on the other commodities.

Under normal operating conditions, the sales cooperatives make a partial payment to producer members for the value of the commodity delivered. Subsequent to sale, or at some predetermined date, the cooperative determines the net value of sales, withholds 5 per cent for capital participation and pays the balance to the producers.

When the Government intervenes in the pricing of a commodity handled by the cooperatives, the union of cooperatives for that product essentially becomes a



handling and bookkeeping agent for the Government. The Ministry of Commerce specifies the intervention price and directs the Agriculture Bank to supply funds. The bank supplies adequate funds to cover purchases, operating cost and interest charges. Then the sales cooperative purchases all quantities offered at the intervention price by members and nonmembers for the Government.

The cooperative receives, handles, stores and sells the commodity. Revenues from sales are turned over to the Agriculture Bank to offset credit extended.

In the intervention announcement, the Government agrees to cover any loss incurred in the operation of the program for that year. The loss is determined after or as the commodity sold. The net cost to the Government included the cost of purchasing the commodity from farmers or whoever owned it at the time of the intervention price was announced, plus administrative overhead and operation costs of the sales cooperative, plus interest and commission charges on credit extended by the Agriculture Bank (10,5 per cent interest and 1 per cent commission), less revenues received from sales.

Through the sales cooperatives, the Government has intervened in the pricing of hazelnuts, cotton, raising, figs, olive oil and pistachio at some time during last 20 years. However, intervention for other commodities is always under discussion.

From the general point of view the intervention subsidy can be considered as an increase in the money supply since the active money supply in Turkey appears to increase in direct proportion with the increase in credit extended by the Central Bank. To an extent this is not offset by increases in productivity (GNP), the subsidy is probably inflationary. If the Government is concurrently trying to hold down the increase in the active money supply generated by the Central Bank, the intervention activity tightens the money supply in some other sector (i.e. the money supply and income is redistributed) and probably lowers down, the expansion in the other sectors which do not receive intervention funds.

For all commodities except sugar, the intervention process is announced at or just prior to harvest time. The established intervention price during many years has resulted in the intervening agency the accumulation of much larger quantities and larger shares of the marketed quantity than during non-intervening years. Such large changes in volume (both the large increase to be handled by the intervening agency and the large decrease in volume of the private merchant) are bound to require or result in excess capacity of facilities and personnel and/or result in losses of product.

To the extent the quantity purchased cannot be moved into the market at a price that covers purchase price and costs, the intervening agency either takes a direct loss by selling at a loss or incurs additional costs. Under conditions of wide fluctuations in production and/or under certain market conditions, such storage and carry-over may be economically sound. In other words, if the expected price in subsequent years (based on an estimate of expected supplies, production plus stocks, and the nature of demand) exceed the purchase price plus storage costs, then the action is sound. If not, then storage costs are losses and the Government subsidizes production to the extent of the losses. Proper decisions in this area are possible only when the price setting agency knows a lot about expected supplies in subsequent years and the nature of demand over time.

An important side effect of this kind of activity is that the Government intervening agency gradually or in some cases rapidly absorbs the marketing functions previously performed by the private sector. This will result if the net effect of subsidization in margins are narrower than those adequate to cover costs of the private sector. It appears that this has been occurring in the case of tobacco and hazelnuts and perhaps raisins. To encourage continued activity in the private sector and offset this effect the intervention agencies have been paying commissions to handle the product. This is a subsidy as it is often done at a loss, that is the net sales price to the intervening agency which is less than the purchase price

plus marketing costs and the exporter perhaps only retains a portion of the subsidy.

In other intervention activities such as for meat the agency is not subsidized enough to offset its higher operating costs relative to the traditions.

Probably a large part of the cost of the existing system is or may be in the form of storage losses and increased overhead cost of operating the intervention activity. For example, the interest charge on money loaned for intervention activities by the sales cooperative amounts to 11.5 percent.

On certain export commodities, such as tobacco, hazelnuts, and raisins, the existing policy has resulted in large carry-over stocks - more than enough to level out the year to year variation in production. This indicates an inability of the sales cooperatives to put a purchase price at the level that will clear the market.

The stated purpose of price intervention on these items is to maintain or increase foreign trade earnings. Only if the aggregate demand for the Turkish product is inelastic such action does make economic sense. If the demand is elastic such action will actually decrease total foreign exchange earnings both in the short run and long run. Such action also has two long run effects on the market. Buyers will be encouraged to turn to other country sources for their purchases. The resultant increase in demand will encourage production expansion in those countries. Also buyers will be encouraged to switch to substitute products. If, in fact, Turkey has some comparative advantage in the production of these commodities, the intervention action may wipe out all or a portion of the advantage.

The money now used to subsidize producers directly could have a more favorable long run impact on foreign exchange earnings if it were used to develop foreign markets, that is, used to make the demand for Turkish hazelnuts more elastic. If Turkish hazelnuts are indistinguishable from hazelnuts of other exporting co-



untries, it would be well to explore the possibility of establishing a joint cooperative program with them (\*)

Findings of the research

In the research, carried by Mr. T. Güngör URAS, and published by the Turkish Cooperative Association, further detail problems were discussed and as a result some measures were offered for the reorganization of the system.

The most important measure, related with the allocation of the Central Bank credits, is to cut the direct relation between the yearly financial requirements of the price support policy and the active money supply. The resolution is to allocate a fixed amount annually for the intervention subsidy according to the actual money supply of the previous years. The allocated fund will be used by the Agricultural Bank and, the Central Bank will not be in the position to increase the intervention subsidy according to the yearly agricultural production but will have limitation with the actual money supply of the previous years.

Some of the interesting information which were given in the report were reproduced below.

Publication

Tarım satış kooperatifleri sistemi yönünden tarım ürünleri fiyat destekleme politikasının finansmanı sorunu, Ankara 1971

Published by The Turkish Cooperative Association (in Turkish).

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(\*) More detail information on the subject : Agricultural Price Intervention by the Government of Turkey, Olan D. FORKER, Asso. Prof. of Agricultural Economics, Cornell University, August 1967, mimeog. paper, pp. 64.

## The sales cooperatives and the Unions

Years	(Total)						
	Coops. under unions			Coops. without union			
	Unions (1)	Coops. (2)	Members (3)	Coops. (4)	Members (5)	Coops. (6)	Members (7)
1965	14	196	141.547	35	6.566	231	148.113
1966	15	212	150.758	36	7.455	248	158.213
1967	15	221	161.493	40	8.534	261	170.027
1968	25	342	179.735	77	8.900	419	188.635
1969	32	430	204.043	126	10.737	556	214.780

For some crops yearly total production and the crops handled  
by sales cooperatives

	(Thousand metric ton)					
	Yearly production			Crops handled by coops.		
	1967 (1)	1968 (2)	1969 (3)	1966/1967 (4)	1967/1968 (5)	1968/1969 (7)
Raisin	92	105	85	23	41	25
Cotton	396	435	400	191	180	332
Olive oil	85	150	126	5	1	5
Fig	49	46	45	12	12	9
Hazel nut	71	138	170	132	24	25
Pistachio	6	14	17	—	—	2

The total shares of the sales cooperatives in the export  
according to their trade areas

Years	(Million Turkish Lira)		
	Total value of export on related crops	The export realized by the coops.	Shares (%)
	(1)	(2)	(3)
1965	1.681	445	% 17,8
1966	1.988	575	% 19,0
1967	1.400	490	% 21,5
1968	1.555	531	% 20,5
1969	2.474	709	% 14,7

The marginal increases in total Central Bank credits, total banknote and money supply and the credits of sales cooperatives

(Marginal yearly increases  
in million Turkish Lira)

Years	Agricul. sales coops.	Total price intervention credits	Other credits	Total Central Bank Credits	Banknote supply	Money supply	GNP Deflator
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1950	14	129	157	286	69	88	—
1960	1	129	381	252	561	485	5.5
1961	428	2.006	2.042	36	331	484	2.0
1962	50	226	441	667	339	419	6.1
1963	52	353	974	1.327	459	448	6.3
1964	408	944	45	989	1030	1.140	2.5
1965	437	357	1.023	666	736	841	2.9
1966	781	1,297	709	2.006	1040	1.464	6.1
1967	13	544	1.561	2.105	1597	1.922	4.7
1968	370	916	860	1.776	—23	876	3.3
1969	295	755	2.119	2.874	1049	1.941	4.9
1970	89	160	1.488	1.648	2941	3.340	6.3
1950-1960	490	2.182	3.350	5.532	3559	4.517	
1961-1970	1.475	2.832	11.262	14.094	9463	12.875	
1950-1970	1.965	5.014	14.612	19.626	13022	17.392	



## THE COOPERATIVE LAW OF TURKEY

Law No. 1163 of 24 April 1969

Since 1949, the Turkish authorities have been fully aware of the necessity of revising the cooperative legislation of their country. At their request, Mr. Colombain, former chief of the cooperative service of the ILO, was appointed by the Director General of the ILO to carry out a mission in Turkey from 11 January to 31 March 1950. The purpose of the mission was to assist the Government in preparing a fundamental reform and, if required, a Code which would cover all aspects of co-operation. At the outcome of the mission, Mr. Colombain proposed a preliminary draft law on the legal status of cooperation, regulating in detail, in spite of its shortness (45 sections), the Turkish cooperative movement as a whole, and stipulating, in particular, the necessity for repealing of all previous regulations.

At the time of the mission, four principal texts were applicable to cooperatives:

The first one, the Commercial Code (law No. 865 of 28.7.1926) of which Part VI concerned the setting-up and functioning of small-scale industries, agricultural production cooperatives, consumer cooperatives, housing cooperatives and of certain handicraft cooperatives (in particular of supply in raw material). This Code which was entirely revised in 1956 (law No. 6762) treated cooperatives as purely commercial organisations, similar to limited liability companies, and many of the rules applicable to these societies were at the same time applicable to cooperatives;

Decree No. 513 of 10.3.1944 regulating certain handicraft cooperatives, under close supervision of the Ministry of Economy;

. Laws Nos. 2834 and 2836 of October 1935 concerning the legal status of agricultural marketing cooperatives as well as credit institutions placed under the direct supervision of the Agricultural Bank (Ziraat Bankası); these texts replaced previous relevant texts (laws Nos. 1470 of 5.6.1929 and 1340 of 21.4.1924).

Later on, law No. 7116 regulated the constitution and the functioning of housing cooperatives.

However, this multiplicity of legislative texts did not provide a legal framework for cooperatives, individually or as a whole, which is considered necessary for the proper application of cooperative principles and practices, and for the promotion of cooperative education and training activities indispensable for the harmonious development of a truly unified cooperative movement.

Law No. 1163 of 24 April 1969 provides for this unity for the first time in Turkey. Firstly, it contains a general definition of cooperatives as organisations with varying membership and share capital composed of individuals, corporate bodies, municipalities, and villages who have come together to protect their economic interests and to satisfy their social and occupational needs through mutual aid.

The law is divided into 9 parts dealing with:

. the constitution and the process of registration of cooperatives, the provisions which must be included in their by-laws, together with those which may be, deposited by the founders with the Ministry of Trade after authentication by a notary (sections 2 to 7);

. the conditions under which membership may be acquired or terminated (sections 8 to 17);

. the contribution to share capital in cash or in kind, the rights of members as regards control of the financial management, and the extent of members' liability (sections 18 to 37);

. the distribution of annual surplus and appropriations which must be made to set up various reserves, and on occasion, funds for assisting the members and staff of the cooperative (sections 38 to 41);

. functions, powers and obligations of the General Meeting (sections 42 to 54), of the Committee of Management (sections 55

to 64), of person or persons appointed to conduct the affairs of the society sections 55 to 64), of the appointment, duties and responsibilities of auditor or auditors (sections 65 to 69) ;

The establishment and operation of specialised regional and non-specialised national cooperative unions, of the Turkish National Union of Cooperatives and of the Advisory Council on Cooperation (sections 70 to 80) ;

. the terms and conditions for the dissolution of cooperatives, in particular in the case of amalgamation with another association or the taking over of a cooperative by a corporate body under public law (sections 81 to 86) ;

. powers and responsibilities of the Ministry of Trade (sections 86 to 90) and, as regards the inspection and audit of cooperatives, of the rôle played by higher level cooperative organisations (section 91) ;

. finally, under the title «miscellaneous provisions», the prohibition to carry out activities of a political nature within the framework of meetings or in cooperative premises (section 92) ; the fiscal exemptions from which associations will benefit (section 93), the setting up of a National Fund for Cooperative Training and Information (section 94) ; legal procedure and arbitration for the settlement of disputes concerning cooperatives, their federations and the Turkish National Union of Cooperatives (sections 95 to 99) ; the delays granted to old cooperatives in order to harmonise their bylaws with the new legislation, failing which they will be dissolved (section 100) ; the continued application of certain previous legislative texts to all cooperatives in general when the present law remains on certain subjects (section 98) or more particularly, to three categories of cooperatives (sections 96 to 97).

Section 96 retains the former «system» since it stipulates that the new law does not repeal any of the provisions stated in three of the texts previously promulgated (laws Nos. 2834, and 7116) which regulate agricultural marketing, credit and housing cooperatives, but at the same time specify that the law of 24 April 1969 will apply to these three categories of associations when laws Nos. 2834, 2836 and 7116 do not mention precisely any of the subjects dealt with in the new legislation.

The present structure of the Turkish cooperative movement shows the extent of this restriction. According to the recent statistics



available on a total of some 11.000 cooperatives, one could count :

4.000 housing cooperatives,

4.800 agricultural, forestry and livestock cooperatives with activities more particularly oriented towards marketing and granting of credit, under the close supervision of the Bank of Agriculture.

These two categories of cooperatives group approximately 2.400.000 members out of the 3.000.000 members of the Turkish cooperative movement as a whole. Finally, 80 per cent, of the cooperatives and an equal proportion of cooperators are little affected by the new legislation.

This new legislation can therefore be considered not only as a second revision of the Commercial Code of 1956 insofar as the small-scale industrial, consumer and agricultural production cooperatives are concerned, but also as applicable to all service cooperatives for artisans, since the former decree No. 513 is not included among the previous regulations still in force. Among the new provisions which have been adopted in favour of these cooperatives, the following can be noted :

a) The suppression of the provision which fixed the duration of cooperatives between 10 and 30 years. Section 5 of the new law specifies furthermore that the duration of the association is not one of provisions which should compulsorily be included in its by-laws;

b) The suppression of all reference to procedures followed by limited companies as regards the holding of general meetings and the manner in which these have to make decisions; in particular, sections 45, 47, 48, 49, 51, 52, 54 specify the quorums and majorities, as the case may be; the rules for representation at general meetings, taking into account the number of members (the by-laws can provide that in the case of cooperatives with a membership of more than 1,000, one member may represent four members; in cooperatives of more than 2,000 members, voting by post is permitted as well as the setting up of sections where the representatives to the general meeting would have as many votes as the section has members); the procedure for recourse against decisions made by the general meeting;

c) The distribution of annual surplus and the setting up of reserve funds : The former Commercial Code specified that 50 per

cent of the surplus should be divided evenly among all the members whereas the remainder should be distributed proportionately according to the shares held by the members. On the contrary, sections 4, 38 to 41, and 94 of law No. 1163 state that henceforth the by-laws would provide for :

. a distribution of rebates, of which the total amount should not exceed 50 per cent of the annual surplus,

. an interest of a maximum of 7 per cent of the shares,

after having transferred at least 10 per cent of the surplus to the reserve fund of the cooperative (in no case divisible thereafter) and 1 per cent to the cooperative training and education fund administered by the Ministry of Trade (Section 94). Section 38 states, furthermore, that if the by-laws do not include any particular clause concerning the distribution of surpluses, these will be fully paid into the reserve fund of the cooperative (with a deduction of one per cent laid down by section 94). Finally, it will be noted that the by-laws of the cooperatives should provide for the setting up of relief and mutual aid funds for the members and the staff of the cooperative; these funds should be entered separately in the registers of the association and administered distinctly from the other assets of the cooperative;

d) The suppression of the ceilings previously fixed by the Commercial Code, i.e. at 5,000 Turkish pounds (1) for most cooperatives, and at 15,000 Turkish pounds for housing cooperatives; sections 4 and 19 of law No. 1163 state that the by-laws will fix the amounts of the shares held by the members (the value of a share should at least be of 100 Turkish pounds), the conditions under which three quarters of their value, not compulsorily paid up upon subscription, should be paid; finally, the maximum of shares which each member can hold;

e) Lastly, the possible taking over of a cooperative (which would be dissolved and stricken off the trade register but not necessarily liquidated) by a municipality, by a State economic establishment, or by institutions of public utility to which the assets and liabilities would be transferred (section 85).

On the other hand, the new law does not suppress the obligation to have the by-laws and statutory amendments of cooperati-

(1) 1 US \$ = 14 Turkish pounds, at the official rate

ves legalised by a notary. Likewise, it is not stated that the cooperatives; this register is distinct from the trade register and according to section 7 of the law, only registration on the latter is valid and compulsory (this does not make cooperatives distinct from commercial societies). Section 2 of the law of 24 April 1969 states that only organisations setup in conformity with the provisions of this law may be considered as cooperatives.

peçya



**THE GOVERNMENT TAKES THE NECESSARY STEPS FOR THE DEVELOPMENT OF THE COOPERATIVE MOVEMENT.**

*(Turkish Republic 1961 Constitution Article 51)*

*It is obvious that the cooperative movement plays an important role in the development of the Turkish economy. The related chapters of the Constitution and the First Five Year Plans also support this argument.*

*It is believed that the cooperation will help a great deal in the realization of land reform and increasing the standard of living of the people, living in the agricultural sector.*

*Another effect of the cooperative movement is that, it is accepted as an effective tool to break the conservative and individualist attitudes of the villagers and to bring them together so as to provide the creation of the concepts of mutual help and cooperation.*

## **TURKISH COOPERATIVE ASSOCIATION**

### **WHAT THE ASSOCIATION IS**

The Turkish Cooperative Association was founded at Istanbul University in the year 1931, under the name of the Turkish Cooperative Society (Türk Kooperatifçilik Cemiyeti).

Its headquarters was moved to Ankara in late 1933, and at the beginning of 1934 amended its Statutes in conformance with the conditions prevailing at that date.

The Society changed its name to the «Turkish Cooperative Association» in 1948, and amended its Statutes in conformance with the Law on Associations No. 3512.

The General Assembly of the Association convened on 30th May 1964 and resolved that in the light of its 33 years of experience and in accordance with the requirements of the planned economic era, the Statutes of the Association should be re-written. The new Statutes drawn up accordingly were reviewed and adopted by the General Assembly at its meeting on 27th June, 1965.

The Government declared it as an Association Serving Public Interest in 1946. The subject with which the Association is concerned is theoretical and practical cooperative work. Its object is to propagate cooperative ideas in theoretical and practical fields, to promote the cooperative spirit and ideas, and to support activities in this direction.

#### PURPOSE OF THE ASSOCIATION

In order to achieve the objects outlined in its statutes, the Association engages in the following activities :

a. Conduct or cause to be conducted research on the subject of cooperative movements, commission its members or other scholars, experts and authors to write articles and books and prepare summaries of articles and books on subjects pertaining to cooperative movements and publish them.

b. Prepare or cause to be prepared standard statutes and balance sheets for the various types of cooperatives.

c. Make contacts nationally or internationally among all types of public and private agencies, organizations, associations and persons on the subjects related to cooperative movements legislation and applications, and express its opinion on applications, and express its opinion on these subjects either directly or on request.

d. Convene academic meetings and arrange cooperative weeks, festivals and general cooperative conventions.

e. Conduct lectures, courses, seminars and general knowledge competitions in different parts of the country on the subject of cooperatives.

f. Join as member those international organizations and associations whose objects are similar to its own.

g. Set up a library in the headquarters of the Association, closely connected with the cooperative movement concept, legislation

and application and composed of books, periodicals and brochures in Turkish and foreign languages.

h. Participate in the conventions of international cooperative organizations, attend the conferences to be arranged by such organizations and make the Turkish cooperative movement commonly known.

j. Make endeavours to ensure that the concept and application of the cooperative movement is widely diffuses, that it develops and takes root, that it is included in the curricula of vocational schools, that chairs on the cooperative movement are instituted in the universities, academies and schools of higher learning and that institutes specializing in the cooperative movement are founded.

k. Support and sustain the activities and enterprises of existing cooperatives act as guide to them in every respect and at the request of the member cooperatives and cooperative organizations have their balance sheets audited, as well as assist cooperatives in solving their management problems.

### HOW TO JOIN THE ASSOCIATION

Real persons and legal entities who subscribe to the principles of the cooperative movement, who are engaged in this field, and who are of the conviction that the cooperative movement is to a great measure beneficial to the development of the country, are eligible for membership in the Association.

Membership is of three kinds :

- a. Active membership
- b. Correspondent membership
- c. Honorary membership.

Real persons and legal entities are eligible for active membership. To be eligible for active membership, real persons must possess the following qualifications, in addition to those stipulated in the introduction of this article.

1. Must exercise their civil rights,
2. Must not have been convicted of a defamatory offense,
4. Must have signed a written pledge to the effect that they will abide by the provisions of the Statutes and the resolutions of the General Board of Directors.

5. Two active members must have expressed favourable opinions about the applicant for membership.



Persons possessing these qualifications shall file a written application with the Association.

The minimum dues payable by active members to the Association is 20 TL (US \$ 1.50) for the real persons and maximum 120 TL. (US \$ 9.00) for the legal entites annually.

### **Library**

The Association offers quite a large library service to all cooperators. The Library has main Turkish and world cooperative text, reference books and periodicals.

### **Conferences**

The Association organizes conferences, very often. In those conferences theoretical and practical cooperative subject and actual cooperative problems are studied and exposed by Turkish and foreign cooperative experts. Generally conference papers published and distributed by the Association.

### **Seminars**

In the main cooperative subjects which have large interest the Association organize seminars and put that subject on the discussion of cooperators.

### **Turkish Cooperative Congresses**

The Association has been organizing Turkish Cooperative Congresses since 1944.

All bodies and organization who have interest to the cooperative movement can attend the congresses. Actual cooperative subject and the general and specific subjects related with the development of Turkish cooperative movement are studied in those meetings.

### **International Activities**

The Association gives all kind of information about Turkish cooperative movement to the international organizations.

It represents Turkish cooperatives out of the country and international meetings.

### **Uniform By-law and Statutes**

The Association prepares uniform by-laws and statutes for each type of cooperatives in Turkey.

### **Publications Activities**

Next to the monthly review «Karinca» the association has a three-monthly review «Kooperatifçilik», a research review.

Out of those activities many books, papers, booklets and pamphlets on cooperation are published by the Association.

### **Courses**

The Association has many courses to train cooperative leaders. In the organizing that courses it cooperate with national and international organizations.

### **Training Programs**

The Association prepare training programs with the cooperation of international organization for Turkish cooperative leaders in abroad. One of them recently began with the kind interest of German Government for 10 years to train 60 cooperative leaders annually. Turkish side of this program is conducted by the Association.

### **The Co-op House**

The Co-op House (in Turkish it is called as Kooperatifler Sarayı — Co-op's Palace) was built with small contributions of all Turkish cooperators; so, it itself is a monument of cooperation.

It was planned as to give all services for cooperative movement with the printing shop, conference rooms, class rooms and dormitories. At the present two floor of the building are used by the Association as office, library and conference hall.

### **Monthly Review**

#### **«Karinca»**

«Karinca Cooperative Review» (Karinca means «Ant» in Turkish, and that animal is a symbol of Turkish Cooperator because of its hard work) is the official monthly organ of the Turkish Cooperative Association.

It has been published regularly since 1934, about 6000 copies every month.

### **Three - Monthly Review**

#### **«Kooperatifçilik»**

Kooperatifçilik - Cooperation is the three monthly review published by the Association both in Turkish and Foreign languages for national cooperators and cooperators in abroad.

## KOOPERATİFÇİLİK

Founded in 1931

Kooperatifçilik is the publication of The Turkish Cooperative Association. It is published four times a year. The subscription price to the review is \$ 4 a year, air mail included. Correspondance relating to the review should be sent to «Türk Kooperatifçilik Kurumu, Mithatpaşa Caddesi 38, Ankara - Turkey

The Turkish Cooperative Association assumes no responsibility for the views expressed by authors whose contributions appear in Kooperatifçilik.

Edited For :

The Turkish Cooperative Association

Türk Kooperatifçilik Kurumu

Editorial Board

Harun PASTANOĞLU

T. Güngör URAS

Basri İMECE

Each issue of the review will contain some articles, research notes, communications, book review, announcement and news notes on cooperatives in English or French language. But the review is mainly issued for the Turkish readers. For that reason the contents will mainly Turkish.



## TURKISH COOPERATIVE ASSOCIATION

Founded in 1931

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**Bizi tercih edenlere sorduk!**

**Neden  
Türkiye  
Halk  
Bankası?**



*Emniyetli, sür'atli ve müşteriye kolaylık sağlayan bir bankacılık servisiniz var.*

*Küçük Sanayi'yi kalkındırmak gibi güzel bir gayeniz var.*

*Hizmeti müşterinin ayağına götürebilmek için her yıl bir çok yeni şubeler açıyorsunuz.*

**TÜRKİYE  
HALK  
BANKASI**