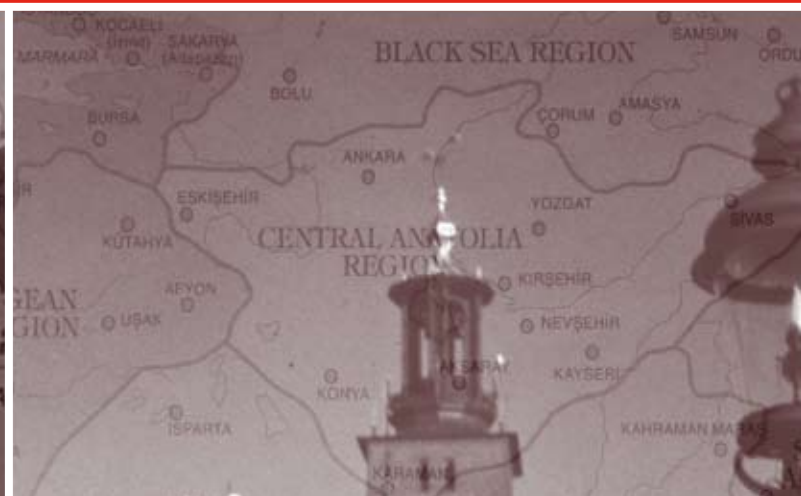


# 1-2/2008

## Tusenet mid-term in implementation

With description of the Turkish public administrative system and role of municipalities

Tusenet newsletter



tusenet

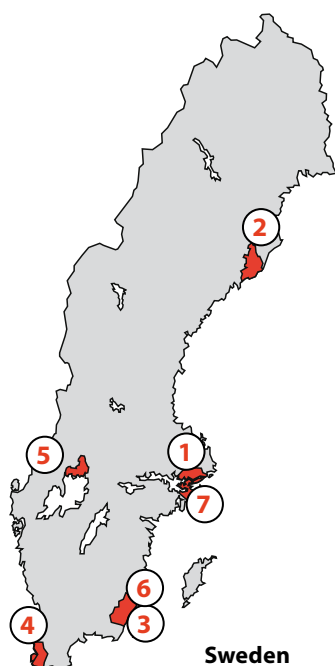
SALA IDA

Sveriges  
Kommuner  
och Landsting



Project financed by Swedish International Development Cooperation Agency  Sida

Partnerships	Profile issues
<p><b>1</b> Stockholm – Istanbul, Büyükçekmece, Zeytinburnu (Marmara region) Also participating in the work: Nacka Municipality in Greater Stockholm and Adalar Municipality in Metropolitan Istanbul (which are twin cities)</p>	Environmental protection, technical infrastructure, sewage, waste and recycling management
<p><b>2</b> Umeå – Altindag, Tepebasi, Yildirim, Nilüfer, Osmangazi (Central Turkey)</p>	Taxes, charges, budgeting, financial follow-up and monitoring, as well as skills and leadership development.
<p><b>3</b> Kalmar – Karsiyaka, Bornova and Manisa (Aegean region)</p>	Cooperation in higher education, the business sector and the public sector (triple helix). Sustainable tourism.
<p><b>4</b> Malmö – Antalya, Mugla and Tarsus (The Mediterranean region)</p>	Sustainable social, economic and environmental development
<p><b>5</b> Karlstad – Gaziantep, Osmaniye, Midyat and Sirkak (South East Turkey)</p>	Town planning, land use, risk management
<p><b>6</b> Kalmar – Samsun, Amasya, Giresun and Ordu (Black Sea Region)</p>	Local economic development and growth, support for small and medium-sized enterprises, employment and tourism
<p><b>7</b> SALAR – UMT</p>	Organisational development



## tusenet Newsletter 1-2/2008

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## Editorial

I am really sorry for the delay of this number of the newsletter that sums up main project activities from spring to end of 2008.

Much happened during 2008. There were a great number of partnership meetings carried out including seminars, work-shops and study visits. A great deal of knowledge transfer took place. Work plans for the partnerships were developed. Project outputs were discussed and formulated. Several sub-projects of tusenet were approved, funded by EU or Swedish funds for international partnership cooperation between municipalities.

Further a Mid Term Review of the project implementation was carried out by an independent consultant, and a Mid Term Conference was held in Amasya, Turkey in early December. Actions taken in view of the Mid Term Review will be reported in the next number of the newsletter.

The central part of this newsletter is a serious attempt to present the Turkish public administrative system and roles of municipalities – in a way that hopefully makes



ROLF A KARLSON,  
Project Manager

the system understandable for Swedish readers. The presentation is compiled by Rolf A Karlson and Duygu Dalgic Uyar, and red through and checked by Mr Ferhat Emil, a Turkish expert on the country's public administrative system.

We have also compiled more data about the Turkish and Swedish societies – as a follow up of the statistics presented in Newsletter 3/2007.

## News in brief

### Work plans for the tusenet partnerships

All partnerships' work plans are displayed on [www.tusenet.org](http://www.tusenet.org). They give a general picture of the kind of products and outcomes expected from the project. It is worth noting that the partnerships plan to produce guidelines or handbooks dealing with the focus themes for each partnership.

### SALA IDA AB is changing name to SKL International AB during spring 2009

In order to mark the role of the company in the SALAR family, SALA IDA is changing its name to SKL International. The new name reflects the basic outlook which the company shares with SALAR's management, namely the importance of well-organized municipalities and county councils to support democratic values and efficient welfare solutions.

SALAR is short for Swedish Association of Local Authorities and Regions. SKL is the Swedish abbreviation of Sveriges Kommuner och Landsting.

### New managers for UMT and SKL International

UMT and SKL International appointed new managers during 2008: Secretary General Hayrettin Güngör and Managing Director Håkan Gustafsson. Both are interviewed in this edition of the newsletter.

### New municipal coordinator for Karlstad

Mr Magnus Persson is coordinator for the Municipality of Karlstad since early autumn 2008. Mr Persson has many years experience as a teacher and school manager. During the last ten years he has managed and coordinated several EU financed projects and networks within the educational sector.

### The European Voluntary Services (EVS) programme is presently supporting long-term partnership building within one of the tusenet partnerships

Since autumn 2008 two young Turkish officials from Bornova and Manisa municipalities in the Izmir Metropolitan region are working in Kalmar with funding from the EU EVS programme. This is a direct result of the tusenet project. It is helping to support

both individual competence building of the involved persons, deeper relations between Kalmar and its Turkish Aegean partners, and not least tusenet activities providing cultural and language competence in day-to-day contacts between the partners.

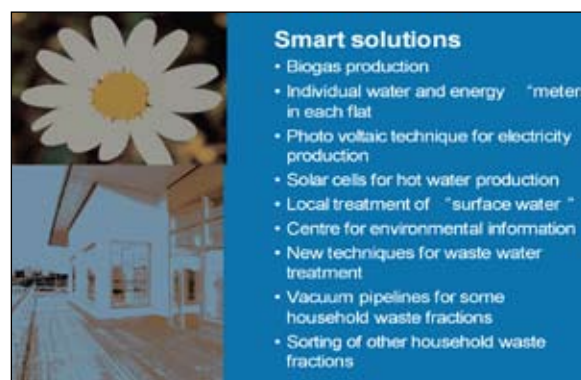
For more information about the EVS programme and what municipalities should do to be eligible to participate in the programme, please visit [www.undomsstyrelsen.se](http://www.undomsstyrelsen.se) or contact the tusenet Kalmar coordinator, Mr Jan Martinsson (contact details on [www.tusenet.org](http://www.tusenet.org))

### Environmental conferences in Turkey during the Swedish EU Presidency autumn 2009

The Swedish Embassy in Ankara and the Swedish Consulate General in Istanbul will arrange environmental conferences in seven Turkish municipalities during the Swedish EU Presidency in autumn 2009. Six of the planned Turkish host municipalities are participating in the tusenet project, namely Zeytinburnu-Istanbul, Nilüfer-Bursa, Karsiyaka-Izmir, Muğla, Gaziantep and Samsun. The main reason for choosing these municipalities was the strong contacts they have with Swedish public partners through the tusenet project.

The central aim of the conferences is to highlight major EU environmental policies and ambitions, and to present Swedish know-how within the field of environmental-technical infrastructure in order to support the development of sustainable cities in Turkey.

For more information about the conferences, please contact Rolf A Karlson or the tusenet contact person for the respective Turkish host municipality. For contact details visit [www.tusenet.org](http://www.tusenet.org).



Examples of smart small-scale solutions in housing areas to create better sustainability. Source: From a ppt-presentation of the housing area Hammarby Sjöstad in Stockholm.

# Interview with Håkan Gustafsson, new managing director of SKL International



HÅKAN GUSTAFSSON  
CEO of SALA IDA

**You became Managing Director of SKL International during spring 2008. Tell us about your background.**

I've worked in municipal operations ever since I completed my university studies. For example, I first worked with construction planning issues and as municipality secretary

with responsibility for coordinating the municipal executive committee's work in a medium-sized Swedish municipality. I was then recruited to the former Swedish Association of Local Authorities to work with regional development and Sweden's preparations ahead of joining the EU. We established the association's office in Brussels.

**You also have significant experience of international work. Can you give us some examples?**

I've worked, for example, in ministries of EU candidate countries such as Latvia and Lithuania. The latest project I was involved with was a large Sida-USAID financed project to help municipalities in Bosnia to streamline municipal services and administration. I've also worked in Brussels periodically.

**What do you see as the main challenges facing municipalities in adapting to EU legislation?**

Above all the challenge is that the entire municipal organisation is affected by EU regulations. It can also involve large investments in areas such as the environment. That's an area where the EU has very clear requirements. It's therefore important to pass on the experience and knowledge that money can be sought from the EU during the preparation period for impact analysis and sometimes also for part financing of investments. Procurement within municipalities is also an important area to review. There are very strict rules on this and one can't award a contract however one likes. In general, municipalities' operations need to be

more transparent because decisions can be appealed against with the support of new rules.

**What's your view of the tusetnet project so far?**

This really is a pioneering project with a clear organisation in Sweden and Turkey. This means that the tusetnet project has excellent prospects for generating concrete results that can be difficult for a traditional form of cooperation to achieve without sufficient support in terms of skills and know-how. We hope that tusetnet will become a model for other international cooperation projects between municipalities and their unions focusing on particular issues and run by project leaders with the right experience.

**What do you think is needed for the project to achieve its objectives?**

We need to maintain the fantastic spirit of cooperation between the Turkish and Swedish municipality coordinators. But most of all we need a clear idea of how to follow up on this project. During the project we really need to be able to tick off what has happened and what has been delivered in a clearer manner than we've perhaps seen so far. This is important for many reasons, not least so that items that are difficult to implement can be scaled down or phased out. This makes it possible to achieve more in a project like tusetnet where there are numerous points of uncertainty but also, fortunately, a great deal of enthusiasm. This kind of control also makes it easier to maintain the direction of key issues.

*"We hope that tusetnet will become a model for other international cooperation projects between municipalities and their unions..."*

# Interview with Hayrettin Güngör, new Secretary General of UMT



HAYRETTIN GÜNGÖR  
New Secretary General  
of UMT

**You became Secretary General of UMT during autumn 2008. Tell us a little about your background.**

I started my career in the Ministry of Interior in 1990 and served in the missions of auditing and inquiry of many municipalities and related administrations as a controller/auditor. Since September 2008,

I have been Secretary General of UMT.

I have worked on the “Project of Public Financial Management” which has been carried out by the Ministry of Finance, and in this framework I was involved in implementing this system in local authorities and preparing the secondary legislation.

I represented the Turkish Ministry of Interior at the screening meetings in Brussels about the EU Acquis Communautaire which relates to Financial Control”. I also participated in the training activities within the context of supporting the local government reforms which had been carried out by the Ministry of Interior and the UNDP.

**You have significant experience of working with municipalities from your time at the Ministry of Interior. Which in your opinion are the biggest problems that municipalities face?**

We can list the basic problems of small municipalities in Turkey as being: insufficient income for providing local public services; a surplus of personnel and an inability to invest because significant major parts of their budgets are used for salaries.

In most of our municipalities, a big problem is the low level of understanding and of efficient methods for strategic planning and management. The way the municipalities carry out local public services without the understanding of strategic planning leads to low participation of the citizens and other stakeholders in local decision making processes. Moreover, apart from the fact that the share that our municipalities get from

the national budget is low, the incompetence of the municipalities in collecting and pursuing their own incomes is adding to their financial problems. Another challenge our municipalities face is the lack of qualified personnel.

*“In most of our municipalities, a big problem is the low level of understanding and of efficient methods for strategic planning and management.”*

**How do you see the role of municipalities in the preparations for Turkish EU membership?**

About 70% of the EU Acquis Communautaire is executed in local and regional authorities. Also with the new Turkish laws, the tasks of municipalities have been diversified and increased in areas such as urban infrastructure, roads and utilities, environment, education, health, culture and protection of natural and historical entities. The municipalities which have wide spheres of responsibility are concerned with most topics in the EU negotiation process, with the exception of foreign affairs, security and defence policies, customs etc. Municipalities particularly face challenges with vital amendments in the adaptation process related to environment and tender procedures (drinking water, waste water and solid waste services).

**What do you think about the tuset project?**

Turkish municipalities’ cooperation with other Turkish municipalities and with the Swedish municipalities promotes the constitution of sustainable cooperation and civil society dialogue. Exchange of knowledge and experience, and the performance by the partners in project implementation support our local authorities

in the accession process of Turkey to the EU.

I believe that the tusetnet project will be very positive for the future cooperation between municipalities and will enhance understanding and skills for fruitful implementation of international cooperation projects.

***What do you think is needed to achieve the aims of the tusetnet project?***

Despite the fact that the Turkish tusetnet municipalities are from different geographic regions and have various size and characteristics, their common feature is their willingness to participate enthusiastically in the project. It is also important that UMT and SALAR help to coordinate work and provide additional support where needed. Moreover, it is necessary to increase the number of technical personnel and the elected representatives participating in the project's activities and to disseminate information about the project's objectives. It is also important to promote the participation of related stakeholders in the project activities in order for the project's achievements to be shared with the public.

*“Moreover, it is necessary to increase the number of technical personnel and the elected representatives participating in the project's activities and to disseminate information about the project's objectives.”*

# Four tusenet-related projects with EU or Swedish partnership programme funding are under implementation

## EU-funded projects – deepening tusenet cooperation

An integral part of the tusenet project application to Sida was the understanding that the partnerships should actively work to secure additional funding for special activities that could deepen cooperation within the project. An important side effect of the project to date has been the number of applications for EU funding to the programme “Promotion of Civil Society Dialogue between European Union and Turkey – Towns and Municipalities Grant Scheme”.

In mid 2008 three of five project applications were approved and are now up and running. The implementation period for all three projects is 18 months. The projects are:

### **1. Swedish-Turkish Municipal Networking in Participatory Budgeting (tusepart)**

The municipalities Osmangazi, Altindag, Tepebasi, Nilüfer, Yildirim and Umeå participate in the project. The lead partner is Osmangazi. The overall objective is to strengthen the cooperation and networks between the partners’ administrations in the field of Financial Management. Important sub-objectives are to support participation by the Turkish partners in the negotiation process with EU institutions, and to increase the inter-cultural learning and the cultural consciousness among Turkish and Swedish citizens.

The project budget is 240,000 Euro, of which about 200,000 Euro (83 per cent) is the EU contribution.

### **2. Future Sustainable Education (FUSE)**

This project proposal was developed by Antalya, Tarsus and Mugla in cooperation with Malmö City. Antalya Metropolitan Municipality is lead partner. The main objective is to raise the level of knowledge among students and teachers of primary and high schools about energy issues and climate change. This is done by creating a climate and energy classroom, where students can learn more about what energy is, how we

can use it in a smarter way and, by doing so, decrease our negative impact on the climate.

Approved budget: 224,623 €; EU contribution 202,161 € (= 90 per cent of total budget).

### **3. Increasing dialogue and establishing closer cooperation between Gaziantep and Karlstad Municipalities**

The Gaziantep Metropolitan Municipality is lead partner for this project, which aims at developing a dialogue between the two municipalities in urban planning issues. Main target groups are local politicians and municipal physical planners; the content is mainly about transfer of knowledge and methods. The budget is about 270,000 Euro with 90 per cent EU funding.

## Project funded by the Swedish Partnership programme



From the time travel project: Activities in Bornova Municipality.

### **Time travels**

Kalmar Municipality is lead partner of this project. The Turkish partners are Manisa, Bornova and Karsiyaka. The main thematic area for this network is development of Triple Helix cooperation and sustainable





All pictures from the time travel project.

tourism. All three Turkish municipalities have vast opportunities to develop historical and cultural tourism. 'Time travels' are an opportunity to make history come alive and to strengthen cultural identity among citizens with a specific focus on young people; it also serves as a tool in making historical sites places of 'living history' for tourists.

The main objective of the project is to establish an organisation for time travels in the three Turkish municipalities as a tool to make history come alive for visiting tourists but also to strengthen identity, a sense of belonging and understanding for the historical sites among the inhabitants of the cities.

The plan is to implement the project in three stages including training, implementation, dissemination and forming a sustainable organisation for historic environment education and time travels. Through the tusenet project the results of the time travel project is planned to be disseminated to the other networks of the tusenet project and through UMT, in a longer perspective, also to other municipalities in Turkey. For the first stage of implementation, financial support of about 45,000 Euro has been approved.

## Mid term conference in Amasya, Turkey

In December 2008, a mid term conference was held in the Turkish City of Amasya for all partnerships of the project with guests from Turkish and Swedish state authorities.

The two-day conference gathered all tusenet partners as well as representatives from other Swedish and Turkish state authorities for mutual information and discussions on progress in the project implementation.

The programme included a number of speeches about the importance of cooperation between Turkish and Swedish municipalities in order to promote closer links with European cooperation structures and common values.

It also featured presentations of results of the first half of the tusenet implementation, a panel discussion about opinions and expectations about the project and its results, Presentations were made on activities carried out by each of the tusenet partnerships and workshops where held on general issues connected to Turkish preparations for EU membership, Turkish



The panel moderator, Mr Thomas Gür

Local Administrative Reform, the Swedish cooperation programme with Turkey, the party systems in Turkey and Sweden, and the division of responsibilities between the political leadership in municipalities and the staff in each country.



From the panel discussion at the conference. Mr Ibrahim Demir, Istanbul Metropolitan Municipality at the platform.

# Mid-term review of the project implementation

The tusenet project management decided in October 2008 to undertake a mid-term review (MTR) of the project implementation to provide Sida and the project management with an assessment of the project's performance. This would inform any decisions regarding changes to the project scope (such as objectives, duration, financing, management arrangements, etc.). The MTR was carried out in November and December 2008. It contains a number of recommendations relating to the design, management and implementation of tusenet.

The MTR report concludes that the partnership between SALAR and UMT is supposed to enhance the capacity of UMT to support its members, while the municipal partnerships are developed for structured exchange of knowledge and experience in different fields of municipal sector responsibilities ("partnership themes"). The idea is that UMT will be able to use the experiences from this exchange in its support of Turkish municipalities in general.

The report notes that some of the municipalities joined the project at the time of the kick-off Conference in February 2007 which resulted in delays, and work plans were not elaborated and agreed upon at that conference as foreseen in the project proposal document. These delays had been haunting some of the partnerships for some time but problems seem to have been resolved and results are forthcoming.

The seven partnerships are showing a lot of enthusiasm and the project is very much appreciated by politicians and staff from municipalities in both countries. Turkish municipalities are beginning to cooperate in new ways and there appears to be so many activities and results that it is difficult to form a clear picture of them.

There is a need for activities to be reported more often, in relation to the original purposes of the project and against well-defined measurable success indicators

decided in advance. With this in place the quality of results would improve and the project would be more easily managed.

## **The most important recommendations in the MTR report are:**

- The partnerships should revisit their Work Plans to ensure that the exchange of knowledge and experience also includes the main project objectives and horizontal themes in a visible way. The horizontal themes need to be mainstreamed in all activities, not least in the analysis on each subject;
- Success indicators established today are mainly on the partnership themes. However indicators measuring the progress regarding main objectives and horizontal themes need to be established in all partnerships. With these established the partnerships will be able to follow up their activities and progress and reporting will be easier;
- Reporting structures and routines need to be set up and enforced. Reporting should give a fair and complete picture justifying the activities and showing the achievements related to objectives and horizontal themes besides the partnership themes. Reporting from the partnerships as well as from the project to Sida should be planned and followed up;
- The strengthening of UMT needs to be discussed continuously between SALAR and both UMT's board and management to establish a strong UMT ownership of the issues and results to be worked on. In this discussion the municipalities need a strong input too – as members of UMT. In general more efforts need to be invested in strengthening UMT, as it has a key position;
- Future activities aimed at strengthening UMT need to be focused on spurring true and sustained cooperation between UMT and the municipalities. Future donor financed projects should aim to spur cooperation between UMT and municipalities through concrete activities benefiting the municipalities;

- The project document expects tusenet to inspire reforms of the Turkish local administration. For this to happen in a more direct sense the project would need to work more concretely with reform matters and probably be working at the central level as well (in the Ministry of Interior and/or other institutions) with activities connected in a clear way to the topics to be addressed on all levels. This is not how tusenet was designed but may be something for a future phase of tusenet or a future project. One part of such a project should be municipal partnerships including the municipal associations on the national and regional levels, aiming at developing capacities and channelling viewpoints and demands to the central level;

- In view of the decentralization efforts and Turkey's EU accession process, support to the local level for Turkish EU accession and local administration reform should address many issues. Among them two stand out:

1. Continued support to Turkish municipalities when it comes to understanding the role of the different EU institutions and regulations and the possibilities for support today and in the future;

2. Future institution building for municipalities focused on strategic aspects, organization, management, policies, and improvement of sector expertise in fields which the municipalities are tasked with.

In early 2009 the project management will respond to the recommendations and take different actions to improve the project implementation, including increased support to UMT.

The full MTR report is available at [www.tusenet.org](http://www.tusenet.org)

# The Turkish public administration model – an introduction

The Turkish Republic was founded in 1923 as a democratic, secular and social state governed by the rule of law, and with a democratic parliamentary system.

According to the Turkish constitution, sovereignty belongs unconditionally and absolutely to the Turkish nation. Citizens exercise their sovereign rights directly through elections within the framework of constitutional principles, and indirectly through authorized bodies. The authorized bodies that exercise the right of sovereignty are the legislative, executive and judicial bodies.

The Turkish public administration system is based on the principle of a strong central government. During the early years of the Republic, municipalities and other local administrative bodies were seen as extension units of the central government. The first municipality law, passed in 1930, listed the duties and responsibilities of the local authorities and remained the basic legislation for the municipalities until mid 2005.

## The 1982 Constitution states that:

“Administration forms a whole with regard to its structure and functions, and shall be regulated by law. The organisation and functions of the administration are based on the principles of centralisation and decentralisation.”

Administrative institutions in Turkey may shortly be classified under three groups:

- **Central administration**
- **Local authorities**
- **Other institutions and organisations**

Organisations in these groups are regarded as parts of a whole as a result of the united state structure. This approach is named as “the principle of integral unity of the administration”.

Turkey has three main types of local government: village, municipal and special provincial administrations.

## Village administrations

Village administrations are the oldest and the most basic category of Turkish local authorities. Villages are traditional settlements – too small for establishing municipal administrations – usually with fewer than 2,000 inhabitants, and generally consisting of small settlements together with their properties, fields, etc. The village administration has three organs: village society, council of elders, and village headman – so called Muhtar.

## Municipal administrations

Municipalities are basic local governmental structures in settlements with 5 000 or more inhabitants – provincial and district centres are municipalities regardless of their populations.

Since 1984, *metropolitan municipalities* have been set up based on the legal power provided by the Turkish Constitution, with the task to serve areas with larger populations. The metropolitan municipalities (totally 16 in the country) embrace both *district municipalities and villages* within their boundaries. Each of the 81 provinces of Turkey has a provincial centre – called *provincial municipality* in the provinces that lack a metropolitan municipality.

The Turkish provinces are divided into districts. The district centre is a municipality called *district municipality* except for the district that contains the provincial centre (provincial municipality).

Further the districts contain a great number of other municipalities – at present totally almost 2,000 in all Turkey.

See further the two maps illustrating the division of districts, municipalities of different kinds, and villages in two of the Turkish provinces.

The municipal administration has three organs: municipal council, municipal executive committee and mayor.

## Types of Turkish municipalities and numbers

Type of Municipality	Local Elections of 2004	Local Elections of 2009
Metropolitan Municipality (also the central municipality of the province)	16	16
Province Municipality	65	65
Metropolitan District Municipality (including formerly known first tier municipalities)	89	143
District Municipality	792	749
Sub-district Municipality	2,263	1,978
Total number of municipalities	3,225	2,951

### Special provincial administrations

The special provincial administrations' areas of jurisdiction coincide with the provincial administrative divisions of the central government. Once a province is established, a special provincial administration is also established automatically as a local governmental body. The special provincial administrations have three organs: a provincial general council (elected organ), executive committee and governor. As of 2005, there are 81 special provincial administrations in Turkey (since Turkey is divided into 81 provinces).

### Central administration

Central administration represents the organisations that make up the main administrative structure of the state. It takes and implements political, administrative and economic decisions about the general administration of the country. Central administration is composed of two branches: central administrative organisations in Ankara and the provincial administrations.

#### **Central administrative organisations:**

The office of the President, the Council of Ministers, and ministries constitute the most central bodies.

#### **Provincial Administration:**

It is comprised by provinces and districts established to take and implement decisions on behalf of the Centre. These units are headed by provincial and district governors with their administration offices. The provincial administration is based on the principle of de-concentration.

### Other institutions and organisations

There are administrative units in addition to central administration and local authorities. They can be classified into three categories:

#### **Functionally decentralized organisations:**

These are the units established to carry out certain services within their fields of specialisation all over the country. Radio and Television Administration, universities, Social Insurance Institution, Retired Funds and State Economic Enterprises are examples of these organisations.

#### **Professional public organisations:**

They are entities established to meet the common needs and to ensure the development of the members of a given profession. Among them are professional chambers of lawyers, medical doctors, engineers and architects.

#### **Bodies of supervision and counselling:**

These are the institutions that do not take executive decisions in principle, and that provide supervision and counselling services to the organs of the state in various fields. Council of State, National Security Council, State Planning Organisation, State Supervisory Council, Audit Court and Higher Board of Auditing are among these bodies.

### Comments

The Turkish public administration system is complex when related to the Swedish system. It contains a strong downstream model with decision, implementa-

tion and control functions related to different levels of state authorities and municipalities. The provincial and district governors have strong positions compared with the Swedish governors. The municipalities are seen as “parts of a whole” of the united state structure - the principle of integral unity of the administration. Local self governance in a Swedish sense is not part of the Turkish system.

The state downstream system consists of the president of the republic, the council of ministers, responsible ministries in Ankara, especially the Ministry of Interior, provincial administrations headed by governors, provincial branches of different ministries and district governors subordinated to the provincial governors.

Turkey is divided into 81 provinces and 892 districts. Municipalities of different kinds are only covering a part of the Turkish physical area. A great deal of the land belongs administratively to the 81 Special provincial administrations.

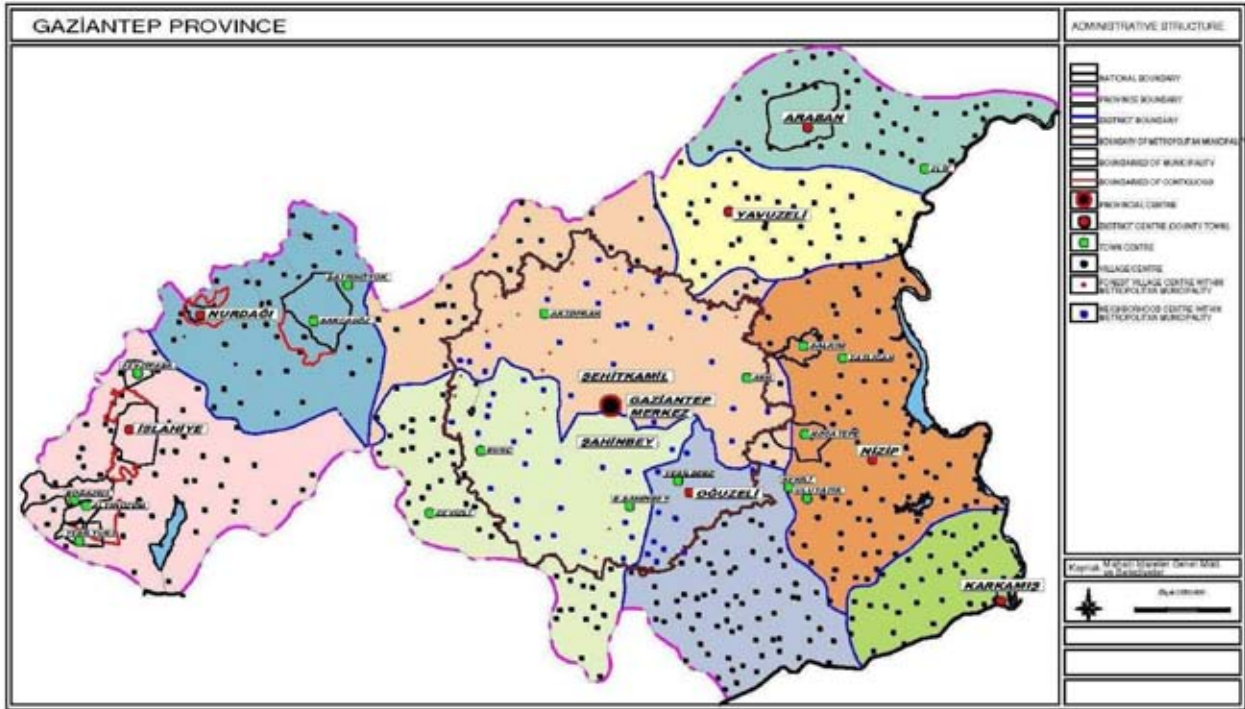
*“Turkey is divided into 81 provinces and 892 districts. Municipalities of different kinds are only covering a part of the Turkish physical area. A great deal of the land belongs administratively to the 81 Special provincial administrations.”*

# Administrative maps of Gaziantep and Manisa provinces

The maps illustrate the administrative structure of two of the Turkish provinces with municipalities involved in the tusenet project.

Turkey is divided into 81 provinces covering the whole area of the country. The provinces are in their turn divided into districts – in average 11 districts per province.

Each district has at least one municipality and many villages within its boundaries. The municipalities and villages, with exception of the metropolitan municipalities, are generally covering only a part of the area of a district – a great deal of the area is rural under jurisdiction of only the Special provincial administration.

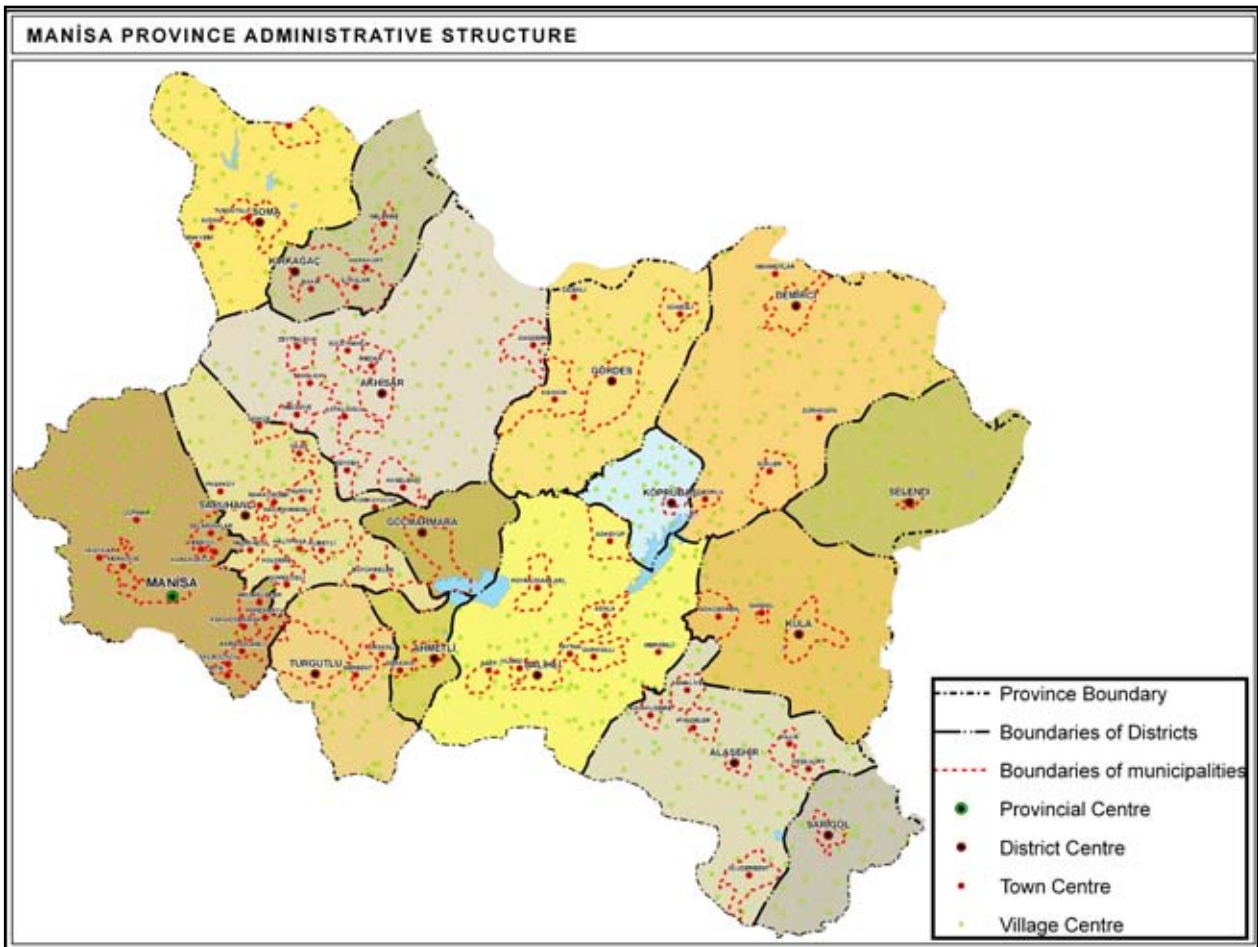


### Gaziantep province

The map of the Gaziantep province illustrates a province with a metropolitan municipality. The map displays that the boundaries of the metropolitan municipality is forming a “circle” with a radius of some 20 km from the city centre of Gaziantep, covering most of the areas of the Şehitkamil and Şahinbey Districts, and a great part of the Oğuzeli District, including its district municipality.

The boundaries of contiguous (red lines) in the districts of Nurdagi and Islahiye mark neighbourhood areas to respective municipality, which is responsible for development and construction of public facilities in these areas. They are also expansion areas for the municipalities.





### **Manisa Province**

The map of the Manisa Province illustrates the administrative structure in one of the 65 Turkish provinces that lack a metropolitan municipality.



**It is important to underline that the two maps:**

- are not displaying urbanized areas – only centre parts of cities, towns, villages and metropolitan neighbourhoods
- are not official administrative maps. They are produced for the tusenet project and they could contain incorrectness.

# The Turkish public administrative system in more detail

- Turkey is a unitary state with a multi-party system.
- Elections are held every four years.
- The Grand National Assembly of Turkey consists of 550 elected parliamentarians.
- The President of the Republic, who is the head of state, is elected by The Grand National Assembly. The presidential term is five years.
- Turkish public administration is composed of central and local administrations.
- Municipalities carry out their tasks on behalf of the central administration.
- The central administration is made up of ministries with organisations in provinces and districts.
- The province governors and the sub-governors (kaymakam) in districts are the heads of the regional and local state administration.
- There are (spring 2009) 81 governorships, 892 administrative districts (sub-governorships), 2,948 municipalities and 34,305 villages.

## 1. Central administration

### **The Grand National Assembly of Turkey (legislative body)**

The Grand National Assembly of Turkey (GNAT) exercises the legislative authority of the republic. It consists of 550 elected parliamentarians. Elections are held every four years on basis of an independent, equal, secret and general ballot by direct suffrage.

Along with the special tasks and powers laid down by the Constitution, GNAT has a number of other powers and duties such as enacting and amending laws, acting as a check on the cabinet and ministers and authorizing the cabinet to pass laws on specific issues.

### **Central Administration Institutions (executive bodies)**

The executive bodies are composed of the president of the republic and the cabinet.

The president is the head of state and represents the Turkish Republic. He or she is elected by GNAT through

secret ballot. The presidential term is five years.

The cabinet consists of the prime minister and other ministers. The prime minister is appointed by the president and must be a member of parliament. Ministers are selected by the prime minister from members of parliament or from outside the parliament. Ministers can be dismissed by the President on the proposal of the prime minister.

The cabinet determines general policies of the government and ensures that they are implemented.

### **Judiciary**

The power of the judiciary is exercised by independent and appellate courts. According to the constitution, Turkey has a triple layered judicial system: judicial authorities are divided into ordinary courts, administrative courts and particular courts. Ordinary and administrative judiciaries have two levels. The particular judicial authorities are military courts.

The Constitutional Court, Supreme Court of Appeals, Council of State, Military court of Appeals, Military Higher Administrative Court and Court of Jurisdictional Disputes are the higher courts.

## 2. Regional and local administration

The Turkish public administration system is based on the principle in article 123 of the Turkish constitution that states that “the administration is an integrated body with its tasks and foundation and it is regulated by law”. This decree is the foundation and functioning principle of the public administration.

The central administration partially delegates its tasks to provinces, districts and municipalities. The administration of provinces in Turkey is based on the principle of de-concentration and the governorships and sub-governorships (for the districts) are responsible for the general administration of the provinces.

Within each province there are different kinds of municipalities covering the dense populated areas of the provinces and their districts. The less dense populated areas are governed through so called Special Provincial Administrations, headed by the Governor of the province.

Types of Local Administrations in Turkey	Number
<b>Special Provincial Administrations</b> The public legal entity that has administrative and financial autonomy, which is established in order to fulfil the common local needs of the people in the province and whose decision-making organ is formed through election by citizens.	81
<b>Municipalities</b> "Municipality" means a public-law corporation established to meet the common local needs of the inhabitants of an urban area – a town, city or metropolitan area. Its decision-making organ is elected by universal suffrage and it enjoys administrative and financial autonomy, delegated through related legislation.	2,951
<b>Village</b> The village administrations are the traditional administrative institutions in rural areas. They are public-law corporations that perform the tasks delegated to them by related laws.	34,305

#### Main constitutional and legal principles governing local administrations

- Local administrations are public entities.
- Local administrations are institutions based on the principle of devolution or decentralisation.
- Their general decision-making organs are elected.
- The central administration has the authorisation of tutelage over the local administrations on certain conditions.
- Income sources are allocated to the local administrations proportionally with their tasks.
- Tasks and responsibilities of the local administrations are regulated by laws.
- Local administration institutions can set up unions among themselves with the approval of the Cabinet.

## 2.1 Special provincial administrations

This administration is a public legal entity that has administrative and financial autonomy, which is established in order to fulfil the common local needs of the people in a province and whose decision-making organ is formed through election by citizens.

		Decision
		General Provincial Council
Representation & Execution	Execution	The council consists of members who are elected by the citizens in the province. The president of the council is elected amongst the members of the council.
<b>Governor</b>	<b>Provincial Executive Committee</b>	
S/he is the head of special provincial administration and the representative of its legal entity, and is appointed by the Cabinet.	This committee is chaired by the governor and shall consist of  - five members to be elected by the general provincial council from amongst its own members through secret voting for a period of one year, and  - five members, to be selected by the governor every year among the administration's department managers. One of them shall be the financial services manager.	

## Tasks of Special Provincial Administrations

### Within the boundaries of provinces

Special provincial administrations are in charge of executing a range of services including health, agriculture, industry and trade, public works and social services.

### Outside the boundaries of municipalities

Services that are related to roads, water, sewage, solid waste, environment, emergency aid and rescue services, culture, tourism, youth and sports; supporting the forest villages, forestry, establishment of parks and gardens.

### Other tasks

Other tasks approved by the central administration can also be devolved to the special provincial administrations.

## 2.2 Municipalities

“Municipality” means a public-law corporation established to meet the common local needs of the inhabitants of a town. The municipality’s decision-making body is elected by universal suffrage and it enjoys administrative and financial autonomy within the frames of the Turkish legislation for municipalities.

### Compulsory tasks

- Urban planning and infrastructure facilities such as water supply, sewage handling and public transport ;

- Geographical and urban information systems;
- Environment, environmental health, hygiene and solid waste;
- Municipal police, fire brigades, emergency aid, rescue and ambulance services;
- Urban traffic; funerals and cemeteries; tree planting, parks and green areas;
- Housing;
- Culture, art, tourism, publicity, youth and sport; social services and social assistance; weddings; vocational and skills training;
- Services for economic and commercial development.
- Metropolitan municipalities and other municipalities with a population of 50,000 or more, shall open shelters for women and children.

### Voluntary tasks

- Municipalities may build or commission the building of state schools at all levels, carry out or contract out the maintenance of and repairs to school buildings and provide them with equipment and supplies;
- They may open and operate health-care facilities;
- They may ensure the conservation of cultural and natural monuments;
- They may provide support to amateur sports clubs and may award sportsmen/sportswomen;
- They may set up food banks.

		Decision
		Municipal Council
Representation & Execution	Execution	
<b>Mayor</b>	<b>Municipal Executive Committee</b>	The general decision making body of a municipality is composed of members elected directly by the citizens for a five years term of office. The council can have between 9 and 55 members and meets monthly.
Along with being the executive body of the municipal administration, s/he is the head of the municipal administration and the representative of the municipal legal personality. The mayor is directly elected by the citizens.	This committee works both as a decision making and executive body of the municipality. The committee has a mixed structure of five to seven elected and appointed members. The executive committee meets at least once a week.	

## Revenues

Municipal incomes can be divided into four groups by their resources:

- **Own revenues**
- **Share of state revenues**
- **State aids**
- **Other revenues**

Another tool that municipalities use for compensating its expenditures is borrowing.

### Own revenues:

- Statutory municipal taxes, rates, fees, charges and contributions:

**Taxes:** Announcement and Advertisement Taxes, Entertainment Tax, Communication Tax, Electricity and Gas Consumption Tax, Fire Insurance Tax, Environmental Cleaning Tax, Property Tax.

**Charges:** Occupancy Charge, License for Working in Holidays Charge, Butchering, Charge for Controlling and Inspecting of Animals, Charge of Controlling Measuring Tools, Charge of Construction, Charge of Spring Waters, Charge of Allowance of Starting a Business, Charge of Control, License and Report, Charge of Health Document.

**Contribution rates:** Contribution rate to the Road Expenditures, Contribution rate to Sewage Expenditures, Contribution rate to Water Facilities Expenditures.

- Revenues obtained from the renting out, sale and other uses of moveable and immovable property.
- Charges to be collected for services provided, according to the scales determined by the municipal council.
- Revenue from interests and fines.
- Donations.
- Revenues secured in exchange for initiatives, partnerships and activities of all kinds.

### Share of State Revenues

The most important revenue of municipalities is the municipalities' shares of tax revenues under the general budget. According to the Law on Giving Share on Tax Revenues of General Budgets to the Municipalities and Special Provincial Administrations, the following pretty complex revenue sharing system for horizontal equalization is applied:

#### Metropolitan Municipalities:

5 % of the tax revenues generated in their boundaries, out of which

- 70 % goes to the metropolitan municipality;
- 30 % goes to a pool for distribution among the 16 Turkish metropolitan municipalities by population criteria.

#### District municipalities under metropolitan municipalities:

2.5 % from tax revenues country wide based on population, out of which

- 30 % goes to the relevant metropolitan municipality;
- 10 % goes to the sewage and water sanitation agencies of metropolitan municipalities;
- 60 % goes to the first tier municipality.

#### Other municipalities:

2.85 % from country wide tax revenues distributed according to

- 80 % based on population;
- 20 % based on a special provincial development index.

#### SPAs:

1.15 % from country wide tax revenues, out of which

- 50 % by population;
- 10 % by area;
- 10 % by number of villages contained in the province;
- 15 % by rural population;
- 15 % by the provincial development index.

### State aids

Special support to municipalities with uneven conditions from year to year. Such support could come from various ministries (Ministry of Interior, Ministry of Culture and Tourism, Ministry of Finance, Ministry of Environment and Forestry, Ministry of Public Works and Settlement, Emergent Support Programme of Prime Ministry, etc.).

### Other Revenues

- Payments from administrations with general and special budgets.
- Other revenues than those stated above that are acquired by municipalities.

## 2.3 Metropolitan Municipalities

“Metropolitan municipality” means a public-law corporation comprising at least three district municipalities, with the role of coordinating the work of these municipalities. A metropolitan municipality has administrative and financial autonomy. Its decision-making body is elected by universal suffrage.

		<b>Decision</b>
	<b>Execution</b>	<b>Metropolitan Council</b>
<b>Representation &amp; Execution</b>	<b>Metropolitan Executive Committee</b>	The metropolitan council consists of councillors from the council of each district municipality within the boundaries of the metropolitan municipality, and of the mayors of those municipalities and the mayor of the metropolitan municipality. The council meets monthly.
<b>Mayor of Metropolitan Municipality</b>	The committee functions both as the executive and the decision making body of the municipality. It has ten members, and consists of both elected and appointed members.	
The mayor of the metropolitan municipality is the head of the metropolitan municipal authority and represents its legal personality. The Mayor is directly elected by the citizens for five years.		

### **Responsibilities, powers and functions of metropolitan municipalities**

The functions and responsibilities of metropolitan municipalities are clearly determined by law. They are:

#### • **Planning functions:**

In compliance with the environmental plan, draw up or commission, approve and implement the urban master plan covering the metropolitan municipality and the local planning areas; approve the urban implementation plans drawn up in compliance with the master plan by the municipalities located within the metropolitan municipality, as well as the municipalities’ land use plans and urban improvement plans; monitor the implementation of these plans; draw up or commission the urban implementation plans and land use plans of district municipalities which fail to draw up plans within one year of the entry into force of the urban master plan; in accordance with provincial-level planning, make metropolitan-level plans and other preparations relating to natural disasters.

#### • **Authorizing functions:**

Issue permits to workplaces in zones built or operated by the metropolitan municipality and to premises to be operated in zones under the metropolitan municipi-

pality’s responsibility; inspect such workplaces and premises.

#### • **Urban transformation functions, utilization and planning of land and housing:**

Utilization and planning of land and housing construction for ensuring systematic urbanization and meet the needs of residential, industrial and commercial fields.

#### • **Transportation functions:**

Draw up or commission the metropolitan transport plan and implement this plan; perform all tasks required by the municipality’s statutory responsibility for traffic management.

#### • **Water and sewage functions:**

Provide water supply and sewage services.

#### • **Infrastructure and coordination functions:**

Draw up town plans and land use plans on all scales in connection with the planning, construction, maintenance and repair work required by the metropolitan municipality’s statutory functions and services, conduct and authorize all town-planning activities connected with such work, and exercise the powers

conferred on municipalities; set up geographic and urban information systems.

• **Other functions:**

Carry out other tasks mentioned in the law such as agriculture, environment, cultural and natural entities, health, education, police, social services, sports, cemeteries, wholesale markets and slaughter houses.

**Additional functions and powers of district municipalities within the boundaries of metropolitan municipalities**

- Collect solid waste and transport it to treatment plants in accordance with the solid waste management plan of the metropolitan municipality.
- Issue permits and inspect non-polluting workplaces, grade-two and grade-three polluting enterprises and leisure and recreational facilities open to the public.
- Building car parks, sporting, leisure and recreational facilities and parks; provide social and cultural services for old people, people with disabilities, women, young people and children; open vocational training and skills courses; build and carry out maintenance work and repairs to health-care, educational and cultural facilities and buildings, and protect cultural and natural assets and the historic urban fabric; and provide services for the development of areas and functions of historical significance to the town.
- Provide funeral services.

**Metropolitan Municipalities (MM) by population size and their district municipalities' connections to the tusenet project:**

MM by population	Population 2008	Partners in tusenet
1. Istanbul	12,569,041	Istanbul MM, Zeytinburnu, Büyükçekmece, Adalar
2. Ankara	4,194,939	Altindag
3. Izmir	3,210,465	Bornova, Karsiyaka
4. Bursa	1,819,470	Osmangazi, Nilüfer, Yildirim
6. Gaziantep	1,252,329	Gaziantep MM
8. Antalya	911,497	Antalya MM
12. Eskisehir	600,333	Tepebasi
16. Samsun	502,924	Samsun MM

## 2.4 Villages

Villages are the traditional local administrations with legal personalities in rural areas: They have a population of 150-5,000, have common properties such as mosques or meadows, both real and absolute properties, and carry out the tasks laid down by the law.

		<b>Decision</b>
	<b>Execution</b>	<b>Village Association</b>
<b>Representation &amp; Execution</b>	<b>Council of Elders (Village council)</b>	The decision making body consists of all inhabitants of the village above 18 years-of-age.
<b>Headman (Muhtar)</b>	The executive and decision making body which takes decisions on execution and control services provided about the village.	
The most important body that is the head of village administration; the representative of the village's legal personality that carries out the services provided. S/he is elected by the villagers for a five year term.		

### **Turkish municipalities participating in the tuset project and their population:**

Name	Population 2008	Type of municipality
Istanbul MM	12,569,041	Metropolitan
Zeytinburnu	288,058	District under Metropolitan
Büyükçekmece	163,140	District under Metropolitan
Adalar	14,072	District under Metropolitan
Osmangazi	739,909	District under Metropolitan
Nilüfer	257,248	District under Metropolitan
Yildirim	592,373	District under Metropolitan
Tepebasi	263,989	District under Metropolitan
Altindag	367,812	District under Metropolitan
Karsiyaka	295,743	District under Metropolitan
Bornova	392,631	District under Metropolitan
Manisa	278,967	Province
Antalya	911,497	Metropolitan
Mugla	56,619	Province
Tarsus	228,471	District
Samsun	502,924	Metropolitan
Amasya	82,200	Province
Ordu	132,280	Province
Giresun	90,034	Province
Gaziantep	1,252,329	Metropolitan
Osmaniye	189,112	Province
Midyat	54,799	District
Sirnak	59,435	Province



# Unions of Local Authorities

## General

A Union of Local Authorities is a public entity created by two or more local authorities with the aim of performing certain duties. There is a special law in Turkey on Unions of Municipalities. This law is regulating also the equivalent to the municipal cooperation model in Sweden called “Kommunalförbund”.

## Union of Municipalities of Turkey (UMT) in brief

The Union of Municipalities of Turkey (UMT) is an umbrella organisation which aims to improve the effectiveness of municipalities.

Prior to 2002, the UMT was known as the Municipal Association of Turkey. It was established in 1945 as a non-profit making association by academics, high level bureaucrats and intellectuals. The aim of the association was to develop a concept of municipality and urbanization. It provided local authorities and especially municipalities with considerable support.

The new “Law of the Union of Local Administration” that regulates all unions in Turkey, was ratified by the Turkish Grand National Assembly in 2005 as part of the ongoing “Local Administration Reform Process”. Consequently the UMT has become the sole legal union for municipalities working on the national level, and all municipalities in Turkey are automatically members of UMT.

The UMT’s revenues consist of membership fees calculated on the basis of 0.2 per cent of a municipality’s annual budget.

## Activities

UMT has undertaken a number of initiatives and activities at national and international level in order to represent the municipalities and safeguard their interests. It has a facilitating role for municipalities in the accession process to the European Union and provides assistance to improve the financial, social, legal and political efficiency of municipalities.

UMT has also provided training activities for both politicians and staff of the municipalities. It provides assistance regarding trade unions and social, economic and personnel issues. Moreover the UMT is a significant channel of communication between the local ad-

ministrations and the parliament, central governmental institutions and non-governmental organisations.

In this context a Platform for Municipal Environmental Services has been established under the umbrella of the UMT. It works in the fields of Water, Wastewater and Solid Waste management. It aims at providing experience and knowledge sharing among municipalities, central governmental institutions, non-governmental institutions, universities and the private sector. It aims to find common solutions to common problems and to produce technical guidelines.

UMT publishes a magazine titled “Provinces and Municipalities” and distributes it to all municipalities without charge. It is a specialized publication for mayors and all municipal staff which includes articles from experts on local authority issues and answers to questions raised by municipal personnel during consultations. UMT has additional publications on related local administration issues.

Given that all present 2948 municipalities in Turkey are members of the UMT, the organisation has a significant coordinating role and is a key actor linking municipalities to international institutions such as the Congress of European Local and Regional Administrations (CLRAE), United Cities and Local Government (UCLG) and the European Network of Training Organizations (ENTO). It is also coordinating municipal partnership projects in cooperation with the Swedish Association of Local Authorities and Regions (SALAR), the Netherlands Association of Local Authorities (VNG) and the Spanish Federation of Municipalities and Provinces (FEMP).

UMT facilitates cooperation and information transfer between international institutions and Turkish municipalities. It organises conferences, congresses, seminars and workshops, which are important tools to bring expertise from institutions closer to the municipalities.

## Organs of the UMT

The Union has three decision making bodies:

- **Council of the Union**
- **Executive Committee of the Union**
- **President of the Union**

**The Council of the Union:**

The Council is the main decision-making body of UMT. The members are composed of the mayors of metropolitan municipalities, provincial municipalities and other municipalities with a population over 100,000, and of mayors (80 per cent) and members of municipal councils (20 per cent) elected on an equivalent number of the provincial representatives in the Turkish Grand National Assembly. It convenes twice a year.

**The Executive Committee of the Union:**

The executive committee is composed of the chairman and fourteen other mayors elected from among its members by the Council of the Union for a term of one year. It convenes monthly.

**The President of the Union:**

The President is the head of the administration and the representative of the legal personality of the Union. The President is a mayor elected by the Council from among its members for a term of two years.

**Other unions of municipalities in Turkey**

The special law on municipal unions in Turkey not only regulates the roles and tasks of UMT.

Other kinds of unions include regional unions of municipalities (similar to the former county associations of municipalities in Sweden) and a large number of unions for handling specific issues such as waste management, risk management and rescue services, comprehensive upper secondary school organisation, and other specified issues.

**Different kinds of Unions of municipalities in Turkey, and their numbers**

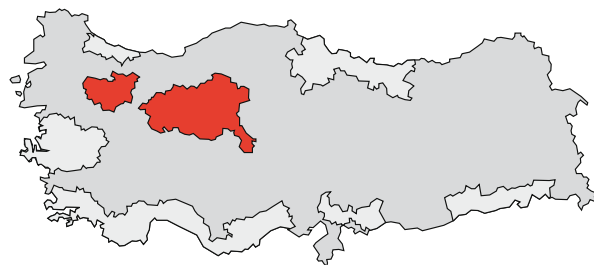
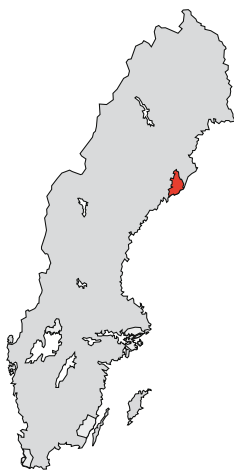
Kind of Union	Number
Union of Municipalities of Turkey (UMT)	1
Union of Special Provincial Administrations in Turkey	1
Village unions	880
Municipality - village unions	313
Municipality unions	52
LPA <sup>1</sup> - municipality-village unions	25
LPA - municipality unions	25
LPA - village unions	14
LPA unions	18
Total	1,329

<sup>1</sup>LPA = Local Provincial Administrations (state administrations in districts)

Project in focus: Umeå - Altındag, Tepebasi, Yildirim, Nilüfer, Osmangazi (Central Turkey)

## Investment in personnel to improve municipal services

Having previously focused on broad issues of finances, budgets, monitoring and personnel issues, Umeå's Turkish partners have decided to concentrate on the issue of personnel for several meetings. Being able to recruit the right people and streamline work is considered vital in order to provide residents with good services. This was amply demonstrated at a partner meeting in Altındag, where this issue was discussed in detail.



Altındag, a municipality at the heart of Ankara with 400,000 residents has too many municipal workers, according to Mayor Veysel Tiryaki.

“We have a surplus of municipal workers. Much of the problem lies in people getting jobs through contacts. This results in us not having the know-how and efficiency we need in the organisation,” he says.

Efforts are underway to streamline the organisation. The Mayor and his staff have cut the number of municipal entities from 28 to 12. In addition, the number of employees has been reduced from 2,085 to 1,200. This has been done in part through an early retirement bonus of 30,000 euro.

“We make significant savings by giving up office space we have rented and we can now arrange the services around various helpdesks where residents can go and avoid unnecessary bureaucracy,” Veysel Tiryaki explains.

The municipality has officials, municipal workers, consultants and seasonal workers on its payroll. The recruitment of officials is still controlled centrally. Personnel Director Süleyman Yavuz explains that municipalities can inform the Ministry of the Interior once a year about personnel requirements. The ministry arranges annual central exams of varying grades of difficulty for those wishing to enter municipal services. Candidates that pass the tests are then offered a position within the municipality.

“There are, however, differences, with officials having to serve a trial period while workers receive permanent employment. Officials also have no right to strike, whereas municipal workers enjoy this right,” says Süleyman Yavuz.

This relationship also existed in Sweden in the 1960s. Now, however, there is an EU requirement for officials to also have the right to strike. Salaries for officials are also categorised in various salary bands, they are not set individually.

“The problem is that we need younger, qualified officials, not least for our EU contacts. But if we have no vacancies we can only give them a contract for one year,” says Süleyman Yavuz.

Altindag is also currently undergoing restructuring, which is increasing demands on the municipality. The municipality's executive committee, led by the mayor, decided in 2005 to demolish shantytowns in parts of the municipality. Over 2,000 slum residences have been demolished and the municipality has invested 16.3 million Turkish lira (about 83 million Swedish krona) in compensation to the residents. Parts of the investments are covered by subsidies from the central state administration. But the municipality runs a deficit each year in its regular operations because its revenues are too small, explains financial director Orhan Babuccu.

"Our largest tax revenue is property tax, which is paid twice a year. VAT on goods and services is paid in March. We have fees for different municipal services and we receive state subsidies of 6% each month. In total we receive the equivalent of 60 million Swedish krona in revenues (about 12 million lira). That's not enough."

Although economic issues feature high on the agenda in the Turkish partners' cooperation with Umeå, Veysel Tiryaki has also sought support in personnel-related work and staff development. Personnel director Birgitta Forsberg from Umeå, who was invited to the partnership meeting, underlined the need for workers to feel content in an organisation.

"If we have content workers they also make residents content and they're happy. That means that we get an economy that is in balance and that an increasing number of people either stay in or move to Umeå and pay taxes," she explains.

In one sense, the situations are not comparable. Umeå municipality is the largest employer in the city, with 11,000 employees, 75 per cent of which are women in schools, and child and elderly care. The municipality has 110,000 residents in total and 25,000 students registered at the university. Moreover, residents pay income tax of about 32 per cent each month.

"But irrespective of how large or small an organisation is it needs to function so that the residents get the service they have the right to," adds Birgitta Forsberg.

Employees feel comfortable when their work is clear and coherent. In Sweden the downward delegation of decisions to individual officials has come quite a long way, which has been positive for job satisfaction.



Mayor Veysel Tiryaki, Ms Elif Karadenizli and Mrs Birgitta Forsberg during a seminar session in Altindag Municipality.



Veysel Tiryaki handing over a small gift to Birgitta Forsberg.

## Overarching plans for tourism begin to take shape

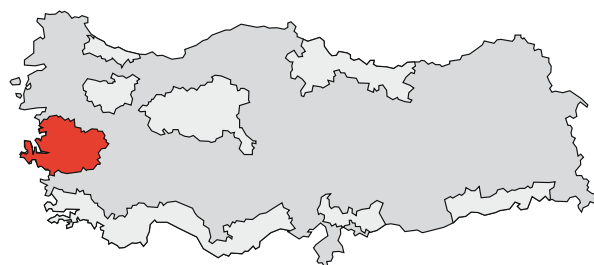
The work in the three municipalities in the Aegean region, with which Kalmar is cooperating, has been intensive during 2008. It has included plans for the overall development of cultural tourism, youth volunteering, historical re-enactments and awareness raising seminars for politicians. It is now hoped that the work being carried out in the three municipalities can be spread to the rest of the region.



Izmir is a region of great historical interest that is seeking to encourage tourism that contributes to prosperity, participation by residents, and long term environmentally sound development. The three municipalities of Bornova, Karsiyaka and Manisa have chosen, from different starting points, to cooperate with universities and local businesses (in a "triple helix" cooperation) to develop sustainable tourism. The concept of historical re-enactments, involving role playing in historical periods, which Kalmar launched in the region, have also been well received in the three Turkish municipalities.

When the delegation from Kalmar visited in spring 2008 it was evident that the work in Bornova and Karsiyaka had come a long way. Manisa, which joined the tusenet project later, had then started on a detailed plan for developing tourism.

Seminars were held for visiting Swedish politicians to increase their knowledge of the Turkish political system.



### Bornova's dual approach

Bornova is working in parallel with both rural tourism and the restoration of old Levantine merchant houses in the central parts of the city.

"In Bornova's countryside the women are the main force behind local businesses," says Aysel Özkan, Deputy Mayor of Bornova, who is in charge of rural tourism and projects for planning recreation areas.

"Together with Ege University we've now interviewed 200 people in five of the villages outside the city to gather information so we can decide how to move forward. Different villages can offer different things. Some are mainly involved in meat production, while others are more focused on growing fruit and vegetables and on local crafts," she says.

Primarily women working in crafts, cultivation and cafés have expressed the most interest in working with tourism.

"We'll also look into what form of training is needed for working with rural tourism in all these different aspects. During 2008, 27 women from three villages got 48 hours training from Yasar University in home-

lodging in a UN funded project. The municipality will continue to assist women willing to open their houses for bed and breakfast with credits and loans from different funding institutions.”

Outdoor activities are also an important part of the plans. Tourists participating in cycling, hiking and caving will benefit from guides, well-maintained trails and good accommodation.”

In the city the other Deputy Mayor, Zerrin Gençtürk, is leading the work to restore the merchants’ so-called “Levantine houses” from the 19th Century. These properties were mostly bought by traders from North-Western Europe as a base in the strategically important trading post of Bornova. The descendants of the traders’ families often come in search of their roots, finding mainly restaurants and businesses in the buildings.

“We’re now carrying out a project to restore the houses to how they looked before and we are also arranging exhibitions about the period they date back to. A book about historical Bornova and leaflets about rural tourism and Levantine houses has been produced and published,” says Zerrin Gençtürk.

A focus for both the rural and town planners is arranging historical re-enactments. Six periods have already been planned - prehistoric, Roman, old Bornova, the Levantine period, the republican period (from the 1920s) and modern day. Bornova can also consider itself a pioneer in another area of national importance. According to historical sources the first football match in Turkey was played in Bornova. Golf was also played here early on, organised by the merchants who travelled here.

An overarching plan was completed by autumn 2008, and this will form the basis for the continuation of tourism in Bornova. It is hoped that tourism will contribute to prosperity in the region, education, employment opportunities and greater involvement by residents.

### **Manisa – aiming to become a green city**

After the Second World War, a man who became known as “Manisa’s Tarzan” saw that the area needed more greenery. He planted numerous trees, and lived in a cottage in the mountains. Developing Manisa into a city that is true to his spirit is part of a tourist strategy that is beginning to take shape. Manisa is to be marketed as the Green and Healthy City.

“We need to take care of those assets that the city



Time travel in Bornova

has in the form of cultural history and the Manisa Tarzan brand. We are also known for “Mezir”, the resin-like herb-filled treats which were once created here and for which we have a special festival each year,” says Nejat Arusan, representative on the municipality’s executive committee.

Manisa has grown rapidly from a population of 220,000 in 2000 to 282,000 in 2007. About 51 percent of the population is estimated to have moved into the city. Manisa’s industrial zones have attracted many newcomers to the city. These zones employ 25,000, and two more industrial zones are planned, resulting, it is hoped, in 50,000 new jobs.

“The rapid development has meant that we have a lack of green areas, problems with the environment and an increasing number of young people who cannot be provided with training and education,” says Nejat Arusan.

The rapid growth has also led to problems for the municipal politicians and officials. The residents have shown little understanding for what they see as problems with services. One example is the latest major work - the laying of natural gas pipes which will benefit the city’s residents:

“People have just been annoyed that we’re digging up the roads and that accessibility is limited,” says Nejat Arusan.

Although Manisa joined the tuset project later than the other municipalities the city is advanced in terms of the participation of residents. This is an ongoing theme in the tuset project. To improve communications with residents the municipality has set up what it calls “the White Table” at the City Hall. This is a helpdesk manned around the clock that receives complaints and tries to resolve them without complicated bureaucracy.

Nejat Arusan explains that cases can be about anything, from cracks in the road to dogs with rabies. There is even a helpdesk service that can be mobilised. In 2007, 50,777 cases were reported to the White Table. Some 49,000 were resolved.

There is political agreement that Manisa must develop areas other than its industries for the city and its surroundings to survive in the long term. Residents also need to become more involved in the development of the municipality.

Erkut Tanriseven, tusenet project coordinator of the city, describes how in addition to a park named after Manisa Tarzan, there are also plans to develop the former Lydian capital Sardes by Mount Tmolos into a tourist destination. In Manisa itself the Muradiye Mosque is undergoing major renovation work.

“But we don’t have enough money currently, so we’ve started cooperating with surrounding municipalities to develop the region for tourism together. We’ll hold a seminar and then we’ll jointly draw up an overarching plan for tourism in the region that is in line with the intent of the tusenet project.”

### **Karsiyaka adopts a comprehensive approach to planning**

In Karsiyaka’s municipal building, operations managers regularly meet to discuss the development of an overarching plan for tourism in the municipality, in cooperation with universities. With a population of more than 400,000 Karsiyaka is tusenet’s largest municipality in the Aegean region. It was therefore essential to comprehensively approach planning involving all departments. The major attraction is Smyrna, the historical city that had its most brilliant period between 650-545 B.C. But there are other aspects of tourism that the project group and administration believe are also important, says Sebnem Güncü, municipal project leader for tusenet and head of the Directorate of Cultural and Social Welfare.

“We want to offer a safe, clean and accessible city for tourists. We are therefore constantly discussing what the parks administration can do, and what the departments for construction, culture, the environment and social welfare can do.”

The municipality’s traffic police are also involved and will receive training in English and how to deal with tourists.

“We plan to set up a tourist information office and to create recreation areas, to mention just two exam-



Visit to Manisa Tarzan cottage in Manisa



Visit to Smyrna in Karsiyaka

ples.” Beside this, Karsiyaka has been appointed as a “Historical city”. Leaflets and brochures have been published; a national and international photo competition with photos from Karsiyaka has been arranged ending up with an exhibition and a photo book. Another result of the tusenet project is the establishment of an EU/international unit in the municipal administration.

The major historical project in the city itself is the restoration of the house where the wife and mother of the founder of the Turkish Republic, Atatürk, lived. The house has now been restored in its historical setting. The project received help from the city’s residents.

“We advertised for furniture typical of the period and many people came and donated furniture and



Visit to Latife Hanim House in Karsiyaka.  
From left: Mrs Sebnem Güncü, Mr Lars Kylefors and Mr Jan Martinsson.

ornaments for the house. We have now also set up a museum on the top floor. The house has been a great success as a tourist destination as we receive more than 600 visitors each day,” says Sebnem Güncü.

With input from 1,700 answered questionnaires conducted by Izmir University of economics and a SWOT-analysis on tourism made by Yasar University, the municipality is now developing a master plan integrating the development of tourism.

About Smyrna, the municipality has carried out extensive work in connection with the tusenet project. Among other things, the work has resulted in a website ([www.oldsmyrna.com](http://www.oldsmyrna.com)).

“It is intended to be a place for both interested members of the public and experts to gather. We now have more than 80 pages of historical facts about Smyrna, 350 pictures, three-dimensional reconstructions, maps and archaeological plans,” says Devrim Ersen-Deniz Arkan.

The website will also be in English and contain a special area for children, as well as a forum where those who are interested can become Smyrna members and receive regular updates.

Smyrna is, of course, also the focal point for the historical re-enactment activities that the municipality is planning to develop as part of its cooperation with Kalmar. Detailed plans have already been drawn up on how to attract cruise ship tourists to take part in historical role playing.

“Smyrna can be reached by water by way of a harbour that dates back to about 600 B.C. Our idea is to dispatch a typical vessel of the time to the cruise ship with costumes from the period, which participants will put on to take a historical boat trip to Old Smyrna,”

says Umut Eryar, who is in charge of planning historical re-enactment activities in Karsiyaka.

The participants will not be invited to drink blood when they arrive at Smyrna, as happened in ancient times. Instead they will be offered wine in special sacrificial cups, which immigrant women in the city are now making on their courses. The ancient and the new are thus united.

### **Kalmar’s historical re-enactments**

For 20 years Kalmar County Museum has worked both nationally and internationally to bring historical sites and events alive through historical re-enactments and role playing. During 2000-2002 the County Museum was also nationally assigned by the government to spread this historical-educational model throughout Sweden, through local history events and role playing, and through the possibility of comparing life then and now. Numerous event days, courses and historical re-enactments are arranged for school children, teachers and museum staff both around the country and throughout the world, for example in Finland, the Baltic States, Italy, USA and South Africa.

Kalmar County Museum has also worked with the arrangement of large-scale tourism related to cultural tourism, particularly at “Eketorps borg”, a reconstructed ancient castle in the southern part of the island of Öland. This is the model of historical re-enactments and reconstruction of historical sites that Kalmar has presented as part of the tusenet project.

The museum is the leading institution for the international organization “Bridging Ages, International Organisation in Historic Environment Education and Time Travels”, and Ebbe Westergren, the head of the pedagogical section of the museum, is the president of the organisation. The organisation consists of about 30 museums, schools and universities from ten different countries.



# Characteristics of the Swedish and Turkish societies

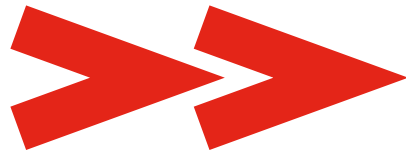
	Sweden	Turkey
Official name	Konungariket Sverige/The Kingdom of Sweden	Türkiye Cumhuriyeti/The Republic of Turkey
Area	449,964 km <sup>2</sup>	779,452 km <sup>2</sup> , of which 23,746 on the European side of Bosphorus – Sea of Marmara
Capital and no. of inhabitants	Stockholm 794,500 (2008)	Ankara 4,195,000 (2008)
No. of inhabitants	9,100,000 (2006)	74,200,000 (2006)
Form of government	Monarchy, unitary state	Republic, unitary state
Head of State	King Carl XVI Gustaf	President Abdullah Gül
Head of Government	Fredrik Reinfeldt	Recep Tayyip Erdogan
GNP per capita	41,945 US dollars (2006)	5,202 US dollars (2006)



**turkey/sweden**  
sweden/turkey

	Sweden	Turkey
GEOGRAPHY	<p>Sweden is the fifth-largest country in Europe by area. The distance from Tretriksröset in the North, where the borders of Sweden, Norway and Finland meet, to the southern tip of the Scania region is almost 1,600 km, equivalent to the distance between Malmö and Rome.</p> <p>About one-half of Sweden's area is forest.</p> <p>Coniferous trees dominate, with the exception of the southern-most region. Almost one-quarter of the country is made up of mountains, hills and moors. Arable land accounts for only seven percent of the total area. Almost nine percent of the country's surface area is occupied by about 100,000 lakes. Archipelagos with tens of thousands of islands lie off the long coastlines with the Baltic Sea in the East and the North Sea in the West. The largest islands, Gotland and Öland, are located in the Baltic Sea.</p>	<p>Turkey's area is slightly larger than the combined areas of Sweden and Norway. The country is usually considered part of Europe, despite the bulk of it being located in Western Asia. Its heartland – the Anatolia peninsula, also known as Asia Minor – juts out like a great jetty from the Asian Continent in the direction of Europe, between the Black Sea in the North and the Mediterranean in the South. The Black Sea and the Mediterranean Sea are linked by two narrow straits, the Bosphorus and the Dardanelles (known in antiquity as the Hellespont), and the Sea of Marmara in between. This waterway, which is the only entrance to the Black Sea, forms a natural border between Anatolia and the small European part of Turkey furthest West.</p> <p>The capital Ankara is situated in Anatolia's interior. Irregular mountain ranges branch in all directions through the Asian part of Turkey, where the average height of the land is about 1,000 meters above sea level. By the coast with the Aegean Sea in the West, however, there are also large, fertile areas of lowlands. The highest mountains are situated in the East. Standing among several extinct Volcanoes, Mount Ararat (Agri Dagji) rises more than 5,000 meters. According to the Bible, it was on Mount Ararat that Noah's Ark ran ashore after the Great Flood.</p> <p>The great rivers of the Euphrates (Firat) and Tigris (Dicle) have their sources in Eastern Turkey. The country has many lakes, both fresh- and saltwater. The largest of these, Lake Van, is a saltwater lake. Millennia of forestry and grazing have eroded Turkey's soils, and vegetation in the country's interior is generally sparse. The inlands of Anatolia and Eastern Turkey contain large lava deserts and saltflats.</p>
TECHNICAL INFRASTRUCTURE	<p>Sweden has an extensive road network of varying standards. The most important roads, which largely consist of motorways, are international E-road number 4 from Helsingborg to Haparanda and international E-road number 6 from Trelleborg to the Norwegian border at Strömstad. In Norrland's inland there are many both gravel and asphalt roads that often suffer considerable damage in the passing from winter to spring.</p> <p>The Swedish rail network was most extensive before the Second World War, but since then two-thirds of have been closed. In recent years expansion and modernisation has mostly been carried out on those main lines with the most passenger and goods traffic.</p> <p>More than half of international air traffic is handled by Arlanda Airport outside Stockholm, which received a new runway in 2003. Other important airports are Landvetter (Gothenburg), Sturup (Malmö) and Kallax (Luleå). The low-price airline RyanAir flies from Skavsta (Nyköping) and Västerås.</p> <p>Sweden has significant maritime traffic with car and passenger ferries to neighbouring countries. Regular boat traffic also runs on the Göta Canal (tourist traffic), Lake Vänern and the Trollhätte Canal, as well as the ferry routes to Lake Mälaren.</p>	<p>The road network was expanded in the 1980s to ease transit trade. Turkey now has several road connections with neighbouring countries. Road traffic to and from Iraq is mostly via the Habur border crossing (see Foreign Trade). Motorways are being expanded between the major cities in Western Turkey. Many cars are, however, in poor condition and traffic accidents are common. Car traffic is growing exponentially, with about a million new driving licenses issued each year.</p> <p>Istanbul, Mersin, Izmir and Iskenderun are important ports. The Black Sea's only entrance, the Bosphorus and the Dardanelles together with the Sea of Marmara, form one of the world's busiest waterways.</p> <p>Turkey has rail connections with Bulgaria, Syria and Iran.</p> <p>Large international airports are located outside Istanbul, Ankara and Izmir. Turkish Airlines/Türk Hava Yollari (THY) flies to many countries in Europe and the Middle East. There is also an extensive domestic flight network.</p>

	Sweden	Turkey
POPULATION	<p>The Swedish population increased to 7 million in 1950, 8 million in 1969 and exceeded 9 million in 2004.</p>	<p>At least four-fifths of Turkey's inhabitants can be described as "ethnic" Turks. However, these are not only descended from the Turkish peoples that immigrated one thousand years ago, but also from other peoples that lived in Asia Minor. At the height of the Ottoman Empire Turks also colonised areas beyond modern-day Turkey, but many Turks and other Muslims moved back to Turkey when the empire fell (see also the Turkish-Greek population exchange below). About five million inhabitants of Turkey are descended from Turks who previously lived in the Caucasus.</p>
MINORITIES AND LANGUAGES	<p>The Sami people have lived in northern Scandinavia since time immemorial. This minority has its own Finno-Ugric language. The current Swedish Sami population is estimated at about 17,000. In 1993 the Swedish Sami elected their first Sami Parliament of Sweden – an advisory organ to the national government and parliament. Finnish-speaking groups live in Northern Sweden, mainly in the Torne Valley. Sami, Finnish, Meänkieli (Torne Valley Finnish), romani chib (Romani/ Gypsy language) and Yiddish (a Germanic-Jewish language) are official minority languages and are specially protected.</p> <p>The Swedish language, however, has never been protected by law as an official language, although it is in Finland and the EU. This issue was raised by a report around the year 2000, which proposed a new language law. This was expected to come into force in 2009.</p>	<p>Among the Indo-European peoples that lived in Asia Minor before the arrival of the Turks were the ancestors of the Kurds, who make up Turkey's largest ethnic minority. The number of Kurds in Turkey was estimated at about 12 million at the end of the 20th Century. This accounts for almost one-fifth of Turkey's population.</p> <p>With the exception of the Kurds the number of minorities in modern-day Turkey is small. There are probably a few million Azerbaijan Turks (Azeris), but like the Turkmen they are closely related to the rest of the Turkish population. Some Arabs live along the border with Syria and Iraq. In North-Eastern Turkey Caucasian languages are spoken by Circassians, Georgians and Laz. Turkey also has a sizeable Roma minority.</p> <p>Armenians used to live in Eastern Turkey, while Greeks lived along the coast in the West since antiquity. Groups of Jews (see Religion) have long lived in the cities. All three of these groups are officially recognised as religious minorities. According to Turkish sources, in 2004 there were only 60,000 Armenians, 25,000 Jews and 2,000 Greeks remaining in Turkey, principally in Istanbul.</p> <p>Turkish spoken in Turkey (for the sake of clarity sometimes referred to as Turkish in Turkey) is an Altaic language. It is related to languages spoken by Kazaks, Uzbeks, Kirgiz and other Turkish peoples in Central Asia. Azeri (Azerbaijani Turkish) and Turkmen are very closely related to Turkish in Turkey.</p>



**turkey/sweden**  
sweden/turkey

Sweden

Compulsory elementary education was introduced in 1842, and was extended to seven years' duration in the 1930s. Compulsory nine-year education was fully introduced in the 1972/73 school year in accordance with a decision taken 10 years before. School is compulsory for children between the ages of seven and 16. Since 1998 all six-year olds have the opportunity to take a preparatory year at school. After elementary education about 88% of the pupils of each academic year continue on to upper secondary school; the only requirement is a pass in Swedish, English and Maths.

About one-third of upper secondary school graduates continue their education at one of the country's universities. The number of teaching institutions with university status has increased in recent years, and in 2006 there were 14 state universities and 22 university colleges, as well as about a 10 others run, for example, by private associations.

During the 10 years from the middle of the 1990s the number of students increased by 50%. Sweden is one of very few countries where foreign students can study free of charge. Increasing numbers of students have made use of this opportunity. Of a total of about 394,000 university college students in 2004 23,000 came from outside of Sweden. About half of these then return to their home country without paying their student loans. In 2006 about 60,000 foreigners had unpaid student debts of 3.3 billion krona. The question of whether to charge students from countries outside the EU was considered in 2007.

There is a long tradition of adult education in Sweden. Folk high schools are run by non-governmental organisations, associations or county councils. There is also municipal adult education, "Komvux", at elementary and upper high school level.

Turkey

In 1997 compulsory education was extended to eight years' duration, with a national curriculum for all elementary schools. The vast majority of children now start compulsory education, although there are areas in the East and South-East where up to 40% of girls do not attend.

The small Greek and Armenian minorities have a right to their own schools. In other elementary schools lessons are taught exclusively in Turkish. There are upper high schools that teach in foreign languages, most commonly in English.

At the end of the 20th Century only just over half of all boys and just under half of all girls continued their education at upper secondary school. Turkey has many universities. Competition for places at universities and university colleges is tough and intake is limited by way of entrance exams. Those that qualify have to pay fees each term.



**turkey/sweden**

sweden/turkey

Sweden

For a long time unemployment in Sweden was very low by international standards. In 1991 visible unemployment exceeded 3%, rising to about 10%. The authorities implemented various programmes for further education for the unemployed, but due mainly to an economic upturn visible unemployment was reduced to 4% at the end of 2000. Despite increasing economic growth during the following years insufficient new jobs were created. By the summer of 2004 visible unemployment had increased to 6.3%, with a gradual decline first noted in 2006. At the end of 2006 72% of the population between 15 and 64 were in work, the third-highest rate of employment in the EU.

Turkey

Many Turks lost their jobs following the economic crisis of 2001. The official unemployment figure rose from 6.5% in 2000 to 8.5% in 2001 and 10.3% in 2002. During 2003 the economy began to recover, but there was not a corresponding increase in the number of jobs. According to the Turkish authorities, unemployment in 2005 was 10.3%.

Assessment of the number of unemployed is complicated by the fact that half of all employees in Turkey are estimated to be unregistered. Many make a living from agriculture with contributions from self-sufficient households or make their living in the unofficial economy. The number of people employed in agriculture is decreasing each year, however. Women in rural areas, who were previously counted as unsalaried agricultural workers, are now statistically classified as (non-occupational) housewives. Despite substantial unemployment there is a lack of skilled workers in certain sectors.



**turkey/sweden**

sweden/turkey

→	Sweden	Turkey
ECONOMY	<p>Until the 1870s most Swedes lived in a poor agricultural society. Forestry, hydroelectric power and iron ore then formed the basis for extensive industrialisation in just over half a century, with exports growing amid an open trading climate. The modern-day Swedish economy is dominated by the service sector, which accounts for over two-thirds of gross national product (GNP).</p> <p>The objective of the Social Democrat-dominated economic policy was to achieve full employment and a high level of welfare in combination with a high rate of growth and a reduction in differences in income. Mainly in order to secure the welfare society, the public sector was expanded with the help of tax revenues. This has resulted in total taxation in Sweden still being the highest in the world in 2006, according to the OECD. This policy, which the government adopted in agreement with the large trade union "Landsorganisationen" (LO) and large trade organisations has been referred to as "the Swedish model".</p> <p>By around 1990 core weaknesses in the economy could no longer be managed, and the economy began to suffer its largest decline since the 1930s, resulting in a major banking crisis. The non-Socialist government of 1991–1994 experienced three years of negative growth, leading to a huge deficit in the state budget. The government, however, privatised some public utilities and state-owned companies, and the crisis began to abate in 1994 after the currency was allowed to fall in value. The economic upturn strengthened up to the change in government in 2006, when growth reached its highest rate for 36 years. There was some improvement in the labour market, which strengthened following the introduction of the non-Socialist government's political programme. The government also began to prepare an extensive sale of state-owned companies (see Industry), which was expected to bring in up to 200 billion krona during the government's mandate period. An OECD report in early 2007 praised the state of the Swedish economy, which was considered to mainly be the result of the powerful measures implemented during the crisis in the early 1990s.</p>	<p>In the 1950s agriculture accounted for one-half of gross national product (GNP). By 2005 the proportion had declined to one eighth, but agriculture still employed about one-third of the workforce. In recent years the private manufacturing industry in textiles, vehicles and electronic goods has developed into the most dynamic sector in the Turkish economy.</p>

# turkey/sweden

## sweden/turkey



The **tusenet** project is part of the Swedish programme for cooperation with Turkey – a programme aiming at strengthening the process of democratisation and respect for human rights in Turkey and promoting closer links with European cooperation structures and common values.

One major ingredient of the programme is bilateral cooperation between local authorities in Turkey and Sweden. The Swedish Association of Local Authorities and Regions (SALAR) is supposed to play an important role by inspiring reform of the municipal sector and development of its Turkish equivalent (the Union of Municipalities of Turkey, UMT).

The **tusenet** project aims at supporting Turkish municipalities and UMT to be capable to take on roles as professional organisations in the road to a future EU membership – in areas as good governance, efficiency, democracy and transparency in actions, capacity building, safe-guarding of municipal interests, cooperation with different stakeholders, etc.

The project is built on cooperation between six networks of Swedish-Turkish municipalities, involving 6 Swedish and 23 Turkish municipalities, and between SALAR and UMT.

**tusenet** is implemented during 2006–2010.  
[www.tusenet.org](http://www.tusenet.org)

**tusenet**