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EFFECTIVE PARTNERSHIP FOR REGIONAL POLICIES PROJECT EVALUATION REPORT AND POLICY PROPOSALS

KARACADAĞ DEVELOPMENT AGENCY



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ABOUT THE CIVIL SOCIETY DIALOGUE PROGRAMME

“Effective Partnership for Regional Policies Project” was carried out in scope of the Civil Society Dialogue Programme, which is co-financed by the Republic of Turkey and the European Union. The programme was developed as a platform around which non-governmental organizations can gather to get to know each other, exchange knowledge, and establish long-lasting dialogue. The Ministry of European Union Affairs is in charge of the technical implementation of the programme. Central Finance and Contracting Unit is the contracting authority for the programme.

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ACRONYMS

CFCU	: Central Finance and Contracts Unit
DA	: Development Agency
DPT	: State Planning Organization
ERDF	: European Regional Development Fund
EU	: European Union
EURADA	: European Association of Development Agencies
IPA	: Instrument for Pre-Accession Assistance
KOSGEB	: Small and Medium Industry Development Organization
NGO	: Non-Governmental Agency
NSRD	: National Strategy of Regional Development
NUTS	: Nomenclature of Territorial Units for Statistics
ŞUTSO	: Şanlıurfa Chamber of Commerce and Industry
TKDK	: Agriculture and Rural Development Support Institution
UNESCO	: United Nations Educational, Scientific and Cultural Organization

PRESENTATION

After the accession negotiations with the EU were commenced in 2005, the regional development policies in Turkey took a new turn in alignment with the EU's regional development goals. In early 2000s, the Level-2 Regions based on the Nomenclature of Territorial Units for Statistics (NUTS) were established with the aim to prepare regional development plans; and the necessity to establish coordinating units in NUTS Level-2 regions, which would prepare the regional development plans to minimize the inequalities between regions and to trigger regional development dynamics, was emphasized in the joint documents between Turkey and the EU.

In addition, the importance of achieving regional development by using internal resources was mentioned for the first time in the 7th Development Plan. In the 9th Development plan, there was mention of the regional development agencies as well as signs that the "authority to prepare and implement regional plans where socio-economic development trends, development potentials in settlements, goals in different sectors, and the distribution of activities and infrastructure are specified" will be transferred to development agencies from the State Planning Organization as mentioned in the Zoning Law no 3194.

In this context, development agencies, which were established in coordination with the State Planning Organization (Ministry of Development), performed on-site regional and strategic planning activities for the first time in Turkey, and regional plans that include regional development policies for 26 NUTS Level-2 Regions were prepared. This new experience led to the preparation of regional plans with a participatory bottom-up approach. These regional plans were prepared for the period between 2014-2023, and they had a strong power of representation at the local platform. In these plans, not only local needs and priorities were identified but also regional policies that pursue national development goals were set forth.

The 2014-2023 regional plan that delivers the ten-year socio-economic development vision for the TRC2 (Diyarbakır-Şanlıurfa) region was prepared with supervision of the Karacadağ Development Agency with participatory processes (3 sectoral and 1 thematic workshops in 18 provinces and districts, 684 representatives from different organizations) in line with the provisions of the 10th Development Plan and the National Strategy on Regional Development. The TRC2 Regional Plan was approved and went into effect upon the decision no 2014/1 dated 30/12/2014 taken by the Higher Commission on Regional Development which was chaired by the prime minister.

Ensuring the proper implementation of a plan is always more challenging than preparing the plan itself. Although regional plans are found in both the Zoning Law and the Regulation on the Preparation of Spatial Plans, these plans are not legally binding the activities of other organizations and institutions. According to the Karacadağ Development Agency, the fact that regional plans do not legally enforce other organizations and institutions is considered as a factor that ensures flexibility that is inherent to regional plans. In order to ensure the success of a regional plan, it is necessary that the stakeholders in the region internalize the plan voluntarily rather than considering it as a legal obligation.

The Karacadağ Development Agency monitored the implementation process of the plan by means of commissions, which were formed by the members of the Development Commission and were specialized in seven different themes. Both in the meetings of the commission and in the other activities carried out by the agency, lack of coordination between organizations and the absence of collaboration were mentioned as the primary obstacles to the implementation of the plan. The point of departure for the "Effective Partnership for Regional Policies" project, which was applied for and successfully executed in scope of the Civil Society Dialogue Programme was to stress the importance of

collaboration between organizations as an attempt to propose new solutions to tackle these obstacles. With this project, we aimed to convey the following message to other organizations and institutions: "The implementation of our regional plan brings significant costs. Bearing such costs can only be possible if the organizations and institutions in the region develop joint strategies and establish partnerships so as to make use of the local resources. This way, not only the regional plan will be internalized by all stakeholders but also internal resources that are fundamental to regional planning can be mobilized."

In order to ensure the success of the project towards this goal, we began with examining the best practices of our partners and contributors in Europe. Our agency has adopted the mobilization of internal resources as a goal; yet, these site visits were carried out with the awareness that every region has a specific pool of internal resources and it is not possible to mobilize

these by duplicating another best practice. Our goal was to develop partnerships with the stakeholders, while examining their methods in detail. After examining these methods, we organized the Regional Partnerships Workshop with the participation of both foreign and local stakeholders, and we prepared and published this report.

I would like to take this opportunity to sincerely thank our technical advisors Prof. Glden ERKUT and Dr. Ervin SEZGIN from Istanbul Technical University, all partners and contributors of the project, our stakeholders who actively participated in the workshops, the staff at the Karacadağ Development Agency, and the project coordination team who showed great effort in all phases of the project.

I hope that effective partnerships that will ensure a total and balanced development will proliferate further...

Dr. Hasan MARAL
Secretary General

1. EXECUTIVE SUMMARY

This report is prepared as part of Karacadağ Development Agency's Effective Partnership for Regional Policies project which is sponsored by the Civil Society Dialogue between EU and Turkey–IV Regional Policy and Coordination of Structural Instruments Grant Scheme (CSD-IV/REG), and it aims to offer a comprehensive evaluation of the project's activities and develop relevant policy proposals reinforced by the review of the national and foreign literature on the subject.

Effective Partnership for Regional Policies project aims to improve the implementation capacity of Karacadağ Development Agency and enhance cooperation and partnerships between regional stakeholders in the TRC2 Diyarbakır-Şanlıurfa Region.

The project has three components: making field visits, organizing workshops, and preparing an evaluation and policy proposal report.

The field visits were made between March 2016 and March 2017, and Berlin in Germany; Sofia in Bulgaria and Granada in Spain were visited. During the visits, with guidance and support from project partners, meetings were held with local institutions that are actively involved in regional development (Initiative of Immigrant Women Entrepreneurs (ISI e.V.) in Berlin; Bulgarian Association of Regional Development Agencies (BARDA) in Sofia and the Deputation of Granada), and the best practices of partnership and cooperation from different countries were examined. The aim of the visits was to improve Karacadağ Development Agency's institutional capacity and gain insights on cooperation and partnership potentials in the Diyarbakır-Şanlıurfa Region.

On April 6-7, 2017, a workshop was held with 60 representatives from relevant institutions in Diyarbakır and Şanlıurfa provinces. The workshop was organized as a Search Conference; the participants were divided into five groups, and they were asked to collaborate and develop project ideas that focus on internal resources of the region and that can be realized with the contributions of their respective institutions. The groups were created

according to the development axes that are set out in the 2014-2023 Regional Plan prepared by the Karacadağ Development Agency, thus enabling the proposal of project ideas that best serve development in the region. The workshop also established a foundation for future partnerships by bringing relevant stakeholders together and encouraging them to mull over possible collaborations towards regional development.

At the workshop, participants presented both their project ideas and examples related to potential achievements that may be enabled with the use of internal resources. The partnerships that were formed as an exercise demonstrated that coordinated efforts for regional development can achieve more than the sum of the individual achievements offered by any single one of the institutions. In this respect, the "Effective Partnership for Regional Policies" project is important because it puts great emphasis on participation, which is a crucial for regional development and regional planning, and it proves to be the first step for mobilizing stakeholders accordingly.

Preparation of this report was the final activity of the project. The report examines previous project activities in terms of effective partnerships for regional development, aims to evaluate the role that development agencies can play in establishing effective partnerships, and presents policy proposals.

In this context, the available literature on regional development around the world and in Turkey was reviewed. In recent years, the conceptual framework for regional policies has been shaped by a theoretical approach called "New Regionalism". According to this perspective, regional development is organized as a bottom-up process, relies on the use of internal resources by local actors, and aims for regional competition at national and global levels. The new regionalism paradigm lists social and human capital, intra- and extra-regional networks, and the ability to innovate and to learn innovations among the internal resources that can trigger regional development.

Development agencies both around the world and in Turkey are important actors that can mobilize such resources through local partnerships they establish. According to the literature, the primary duties of development agencies are to develop the regional competitive environment based on internal dynamics, to improve the investment climate for businesses, and to contribute to local economic development. Within this overall framework, specific duties of development agencies include revealing the potentials in the region, attracting foreign investment, supporting prospective and existing businesses, offering training to improve the available human capital, and providing certain services to municipalities. In Turkey, development agencies are also in charge of preparing regional plans for their jurisdictions.

Although the development agencies in Turkey operate according to these principles, they encounter various issues in their operations including:

- Overlapping duties with various institutions, and lack of coordination with these institutions.
- Central government imposing a high-level of control over the budgets and decision-making processes in the agencies, lack of the autonomy that is foreseen in the literature.
- The fact that almost all of the institutions related to regional development, except for development agencies, are organized at the provincial level, lack of a regional approach in how these institutions handle problems and offer solutions.
- The inadequacy of the agencies' resources in implementing regional plans and stimulating local economic development.
- The fact that the regional plans prepared by the agencies do not adequately take local resources and potentials into consideration, which relatively reduces their strategic quality.

The issues that stand out of the above and constitute the point of departure for this project are the disparity between the responsibilities assigned

to development agencies, and financial resources and implementation tools available to them, and their relationships with local actors that fail to enable an internal growth based development model. This report proposes effective collaborations and partnerships established with local actors as a solution to these issues without the necessity to make any structural transformation. **Cooperation and effective partnerships** with the actors in the region will help not only to solve the resource problems of the agencies and other stakeholders but also to increase the sense of ownership for the regional plan among the stakeholders as well as their level of contribution to the implementation of the plan.

Based on the observations made during the field visits, the outcomes of the workshop and the review of previous studies; below are proposed to enable Karacadağ Development Agency enter into strong cooperation and effective partnerships:

- Development agencies assume two different roles pursuant to their founding purpose: to create regional development plans and policies based on partnership and participation with other stakeholders by functioning as a local actor, and to provide guidance and support by functioning as a bridge between the local and the central governments. Both roles have separate advantages. The first role offers advantage in terms of the ownership and the implementation of regional plans, while the second offers the opportunity to establish the institutional foundation of regional development, especially in underdeveloped regions. At this point development agencies should consider the needs and development priorities of the region accordingly, and act strategic in identifying their primary position.
- Karacadağ Development Agency can assume a critical role in promoting regional development by strengthening communication between supporting institutions (such as the GAP administration, UNESCO and TKDK), and the institutions that possess local knowledge but lack resources. The agency should also consolidate the

individual activities of these two different types of institutions in alignment with the shared regional development objectives.

- Compiling and synthesizing any scattered information on the problems, potentials and resources in the region from different institutions and making these available should be included in the coordination-related duties of the agency.
- The agency staff should have the capability to guide local governments by having a good grasp of the requirements for local economic development and to support them in strengthening their horizontal and vertical relationships in meeting their needs and objectives.
- The agency should enhance not only its own capacity but also the capacities of the regional stakeholders in project development, project-based thinking, cooperation and project writing.
- In addition to capacity-building support in project-based thinking and project writing, stakeholders should be made more aware of the benefits of being involved in project-based partnerships, and they should be motivated to take place in such partnerships. In this context, giving higher visibility to best

practices will motivate other institutions to take action.

- Development agencies can improve their relationships with the consulting firms in their region in order to ensure coordination between the services of these firms and the regional development objectives.
- Development agencies' duties in coordination should include grasping the changing priorities of institutions and coming up with creative ideas that align these priorities. Thus, both formal and informal partnerships between institutions should be encouraged.
- In order to establish effective partnerships, DAs need to prove themselves as institutions that create added-value. For this purpose, they should regularly communicate their annual programs and activities, and they should be able to effectively convey the benefits they can provide towards regional development. This will also reinforce the legitimacy of the DAs in their regions.
- In their annual programs and institutional strategic plans, agencies should give more importance to any strategies that will improve cooperation.

2. INTRODUCTION

This report is prepared as part of Karacadağ Development Agency's Effective Partnership for Regional Policies project, sponsored by the Civil Society Dialogue between EU and Turkey–IV Regional Policy and Coordination of Structural Instruments Grant Scheme (CSD-IV/REG).

The report aims to offer a comprehensive evaluation of the project activities and to develop relevant policy proposals that are based on the review of the national and foreign literature on the topic.

2.1. Effective Partnership for Regional Policies Project

The main goal of the "Effective Partnership for Regional Policies" project is to increase the capacity of Karacadağ DA in terms of implementing plans. As mentioned previously, in Turkey, development agencies are assigned by the Ministry of Development to prepare NUTS Level 2 regional plans. Development agencies already prepared the first round of regional plans, which prioritize economic development while taking spatial aspects and local characteristics into consideration. However, the status of regional plans in the planning hierarchy is not well defined, whether DA plans correspond to the regional plans mentioned in the Regulation on the Preparation of Spatial Plans is unclear, and DAs' do not have sufficient financial and legal means to implement these plans. Such predicaments have been restricting the implementation of the regional plans prepared by the DAs.

The resources that are available to DAs are mostly allocated from the central budget, while a small percentage is provided by local and regional actors. These resources are insufficient for implementing the plans that have been prepared. There are expectations to utilize external financial resources, such as EU funds, for the purposes of regional development plans and objectives; however, these could not have been materialized yet. Meanwhile various public and non-governmental actors make investments and lead initiatives serving their individual objectives and interests, and allocate both financial and other resources in an uncoordinated fashion. In this context, it is essential for agencies to establish partnerships with regional actors to reach the

planning goals and to use the pool of available resources effectively towards shared goals.

In light of these findings, "Effective Partnership for Regional Policies" project strives to examine regional-development-oriented partnership initiatives in a number of EU countries and to evaluate the applicability of these best practices in Turkey and in the Diyarbakır-Şanlıurfa region (TRC2). Study visits to Berlin (Germany), Sofia (Bulgaria) and Granada (Spain) were organized in order to obtain first-hand information on regional development and partnership experiences in these regions. These countries are developed in different levels, development levels and have different planning traditions and public administration structures. By means of this diversity, it is possible to evaluate different implementation tools, regional development models and methods of establishing partnerships.

Regional policies and implementation tools that aim for internal growth and development based on using local resources cannot be replicated (Dulupçu, 2006). Such policies and policy tools must be custom-designed according to local potentials and dynamics. Accordingly, this project does not aim to replicate and identically implement good examples. These examples are only used to expand our knowledge and develop original ideas that can utilize the dynamics and potentials of the Diyarbakır-Şanlıurfa region.

In this respect, a broad participation workshop, which was held after the study visits, was planned. On April 6-7, 2017, a high number of participants who represent public and non-governmental actors in Diyarbakır and Şanlıurfa gathered at the workshop. The project partners from EU countries were also present at the workshop.

The workshop was organized around the development axes set out by Karacadağ DA in its 2014-2023 Regional Plan (namely, Economic Growth, Social Development and Social Capital and Quality of Life - plus Female Entrepreneurship, which was an additional axis identified in the project). The main theme of the workshop was defined so as to ensure that participants focused on developing project ideas by creating partnerships that bring available resources together, rather than on problems and obstacles against regional development. This was an innovative approach

in comparison to similar meetings and activities previously organized in the region. Indeed, most of the events in the past were focused on articulating and discussing problems that are beyond the capabilities of the participating actors, and therefore, did not contribute to the mobilization of the resources in the region. Focusing on goals that can be achieved using internal resources helps the actors advance towards regional development goals, even if in small steps. In this regard, the workshop was organized as a series of roundtable meetings, and participants were asked to develop project proposals in five different themes. It was specifically emphasized that participants were expected to come up with proposals that could be materialized using financial and other resources that are available to the actors sitting around the table. The participants were selected so as to ensure representation from a wide range of actors including public authorities, non-governmental organizations, local governments and professional chambers.

The workshop was designed to serve more than one purpose related to the objectives of the project. The most apparent purpose was for each workgroup to come up with a project proposal that will serve regional development, and this way, realize what they can accomplish by uniting their individual resources. The second purpose was to ensure that the workshop's structure itself constituted a partnership model. These project ideas were developed in a very limited timeframe without adequate preparation; therefore, it is impossible that they will become tangible projects right away. Yet, providing an environment where stakeholders can discuss what they can accomplish together instead of discussing obstacles against regional development, can pave the way for real future partnerships. Finally, the workshop aimed to redefine the role of Karacadağ DA and its plan in regional development and to position the agency as a partner in the eyes of other stakeholders. The final goal requires further explanation.

Since development agencies were established in Turkey 10 years ago, they have been perceived as central government agencies within the Ministry of Development that provide funds to a limited number of stakeholders in their region. As addressed in the following chapters, this perception is partly true, and it is rooted in the organizational structure and income sources of the agencies. This is also the reason behind the prejudice that identify

development agencies as biased organizations and leads to many misunderstandings.

First of all, both the literature on DAs and the internal growth based development approach they represent identify these agencies as local rather than central actors or as a bridge between the two. Essentially, the achievement of their goals depends on the degree of their integration at the local level. Secondly, development agencies were not established to distribute funds to local actors for their projects. They have a rather general purpose, which is to contribute to regional development, and the funds they provide and the regional plans they prepare are all means of achieving this overall goal. Finally, DAs have a very limited budget that is not sufficient to neither achieve regional development goals on their own nor support every stakeholder that requests funding for their projects. The limited budget of DAs can only serve regional development if it is used as leverage at strategic points.

Consequently, the workshop in particular and the project in general aim at eliminating such prejudices against development agencies. The aim is to position Karacadağ DA as a regional stakeholder that guides regional development and joins its resources with local resources when working towards shared objectives. This is the only way for stakeholders to internalize regional development policies and plans, which are expected to be prepared with participatory methods by the agencies.

2.2. Purpose, Scope and Content of the Report

As a part of the "Effective Partnership for Regional Policies" project, this report aims to document the process that spans approximately two years, and to evaluate the project activities to develop policy proposals for establishing effective partnerships to implement Karacadağ DA's regional plans.

The report consists of four main chapters that follow the introduction, a conclusion and appendices. The first of these chapters aims to explain current regional development policies and the regional planning approach in Turkey along with the position of DA's within these policies. The literature review and findings presented in this chapter attempt to define DAs as an authentic experience for Turkey in alignment with the goals of the project. Therefore, the literature on "development agencies in Turkey" rather than the

overall literature on “development agencies” is reviewed. Furthermore, the findings on development agencies presented in the introduction are further expanded in the first chapter.

The third chapter provides further information about and an evaluation of the study visits. General information on EU membership, which is the common characteristic of the countries that were visited, and the regional policies in the EU is presented, allowing us to evaluate these countries and actors in a wider context. Then, each study visit is explained using the “Field Study Reports” prepared after the visits, and an overall evaluation of the study visits according to the project goals is provided.

The following chapter elaborates further on the workshop, which took place in Diyarbakır on April 6-7, 2017. The survey held before the workshop, the design of the workshop, the overall process and the outcomes of the workshop are evaluated in this chapter. The report ends with final comments and policy proposals.

2.3. The Relationship Between the Project and the Report

When it comes to the content and the purpose of this report, it is first and foremost necessary

to express that the report does not aim to offer a partnership model that can be used as a template by Karacadağ DA. As mentioned previously, it is not possible to replicate such a template, and effective partnerships are only possible if stakeholders act together to utilize local potentials. In this respect, the report aims to evaluate and propose objectives and principles for effective partnerships based on the results of the project visits and relevant research.

The objectives of the report for the long-term are: i) to develop proposals for alternative, innovative and collaborative methods that helps realize the objectives of the existing plan, and ii) to develop proposals for the preparation of future plans that can use these innovative methods most effectively.

In general, the report aims to provide an outsider’s opinion that evaluates Karacadağ DA’s position in the region and the potential contributions it may make towards the development in the region. The report is expected to contribute by evaluating the roles that the agency can play in the “establishment of partnerships for mobilizing local dynamics”.

3. TRANSFORMATION OF REGIONAL DEVELOPMENT POLICIES AND DEVELOPMENT AGENCIES IN TURKEY

3.1. Transformation of Regional Development Policies in Turkey

Since the 1980s, regional policies have undergone significant transformation all around the world and particularly in the EU and the US. The most distinct characteristic of this transformation has been the replacement of the nationally-determined regional development approach that is guided by central government investments with an approach in which regions utilize their internal resources and potentials with the leadership of local actors and central governments are considered as merely an actor in regional development (Dedeoğlu and Serteser, 2011; Eraydın, 2010). This approach is called New Regionalism, and it has two major aspects: economic and political.

The conventional regional development approach was prevalent in the period between World War II and the 1980s, and it considered regional development as a function of national development. National governments were striving to induce regional development with tools such as allocations from central budgets, central government investments and derivatives of these in the form of major projects and investment incentives. The essence of these centrally controlled policies was that nations aimed for a balanced development between all their regions. Therefore, their priority was to eliminate the development differences between regions, and developing regions individually was put on the back burner (Doğruel, 2006; Öngen and Bakır, 2014).

This conventional approach was adopted with the first Five Year Development Plan in Turkey in 1963 and maintained until 1980 with various tools and methods. During this period, the central government solely controlled regional development policies with tools such as state economic enterprises, direct infrastructure investments, initial regional planning efforts in East Marmara, Zonguldak-Bartın-Karabük, Çukurova and Antalya regions and designating Regions with Development

Priority. The principal agent of regional policies and planning in this period was the State Planning Organization (DPT), which was an agency of the central government.

Especially after the economic crisis of the 1970s, the budgets allocated by central governments for regional development slumped globally. Simultaneously, due to globalization, the movement of capital, goods, services and people increased, and the borders of nation states became insufficient in responding to the economic structure of the age (Taylor, 2003). Even so, the fact that global and national capital and multinational companies in particular were able to move across national borders easier than before did not reduce their spatial dependence. Spatial organization needs of production and consumption did not change.

As a consequence of the combination of these factors, sub-national regions became more visible at the global level in the 1980s. Despite reduced central resources, local/regional governments began to try to attract and compete for the production and management functions of national and global companies due to increasing social welfare and development expectations. (Harvey, 1989; Öngen and Bakır, 2014) New regionalism, and especially the new discipline of economic geography that studies its economic development aspect, claimed that regions must use their internal resources in this competition rather than depending on external resources such as central government allocations. These internal resources had to be focused on competitive advantages such as social and human capital, innovation capability and entrepreneurship, instead of comparative advantages such as location or natural resources (Keskin and Sungur, 2010). It is these competitive advantages that would help in global competition. In essence, this approach, which was based on local/regional dynamics, meant a fundamental shift from the central-resource-based approach (Eroğlu and Kum, 2010).

There are two discussions on the political aspects of the new regionalism approach. First and foremost, it is argued that duties and authorities of local/regional governments must be increased for a development that is less dependent on state investments (Öngen and Bakır, 2014). Secondly, it is stated that, especially in the context of the EU, regional development goes hand in hand with a multi-level governance model (Dedeoğlu and Serteser, 2011). Multi-level governance can be generally defined as the replacement of a traditional hierarchical structure with vertical and horizontal networks where the vertical governance processes between local/regional, national and supranational (e.g. EU) actors are supported by horizontal networks of businesses and NGOs. This way, decision making is not centralized but distributed to different levels and actor networks.

Turkey adopted conventional regional policies during 1980s and 90s, but switched to this new approach as the main paradigm for its regional policies after the Eighth Five Year Development Plan (DPT, 2001) for the period between 2001 and 2005 (Ertuğal, 2005). In this context, concepts such as using internal potentials, innovativeness, specialization and knowledge economies were included in the regional development agenda (DPT, 2007). In the following years, the institutional framework of regional development was also formed in accordance with the new regionalism approach, including steps such as the adoption of the NUTS regions in scope of the harmonization with the EU acquis, establishment of development agencies in NUTS Level-2 regions, and documents such as Regional Competitiveness Operational Programme (RCOP) and National Strategy for Regional Development (NSRD) (Öngen and Bakır, 2014).

The emergence of development agencies (DAs) in Turkey should also be considered in relation to the adoption of the new regionalism approach. DAs have a unique status in the Turkish public administration structure. They are not included in the central-local hierarchy, and they institutionalize the regional level as a planning and development oriented scale, instead of an administrative level. The DAs are a step towards creating the multi-layer governance model mentioned above,

incorporating local governments, NGOs and central government agencies. They adopt the principle of internal-resource-based regional development, and therefore, pioneer the application of new regionalism to the regional level. According to Helvacıoğlu, Kuyucu and Tektaş (2010:545), in terms of multi-layer governance, development agencies “support the mobilization of local actors in the system with the knowledge they provide to the region, the horizontal and vertical communication and relationship channels they open and their significant contribution in developing strategies according to regional needs. [DAs] share their communication and relationship networks with regional actors, improve their chances of forming partnerships and producing joint projects, and often make a partnership-based growth approach effective in the region.”

The following section aims to elaborate further on the emergence of DAs in Turkey, the roles they assume/they are expected to assume in regional development, and the problems they face.

3.2. Development Agencies in Turkey

A development agency model for Turkey was prescribed and defined by the DPT in 2004 as “development units that are coordinated at the national level by DPT, that possess their own technical and financial mechanisms, that are non-profit, that make and implement decisions quickly, that are outside of central and local administrations, that incorporate public, private and non-governmental organizations and that are legal entities, [...] that have high technical capacity, which do not function as implementers but supporters, coordinators and catalysts.” In this framework, the conditions required for the success of development agencies are listed as follows:

- i. Understanding and acceptance by the existing political structure,
- ii. An in depth understanding of the potentials and problems of the geographical region,
- iii. Ability cooperate with existing economic, cultural, social and political structures,
- iv. Ability to sustain themselves and availability of financial resources for implementing projects,

- v. Qualified personnel in order to achieve concrete results,
- vi. Autonomy in their decisions in the inter-institutional regional work framework,
- vii. Adequate size and sufficient population in the region,
- viii. Existence of corporate/entrepreneur potential in the region. (cited by Efe and Ergin, 2010:463-465)

Development Agencies were established with the Law no 5449, which went into effect in 2006, as part of the EU harmonization efforts, and they have been the subject of heated debates since then. The creation of a new administrative level with DAs brought up constitutional reservations, reintroducing the association between the concepts of region and discrimination from the 1970s (Eroğlu and Kum, 2010). On the other hand, the increased association of regional policies with development at the global level surpassed the discourse on discrimination, and DAs were celebrated for “their potential to play an important role in triggering regional potentials and dynamics, distributing the impacts of growth to the bottom, improving income distribution and eliminating regional inequalities” (Tutar and Demiral, 2007: 66).

“Effective Partnership for Regional Policies” project evaluates the current state of DAs under three topics. The first one is their duties related to economic development, which they assume due to the new regionalism approach described above. The second topic is their position between the central and local levels of government and their roles within this framework. Finally, it is necessary to evaluate regional planning processes that are assigned as a special duty to development agencies in Turkey.

3.2.1. Local Economic Development And Development Agencies

Development agencies are considered to be one of the most important implementation tools for eliminating interregional imbalances and facilitating internal resource based regional development. From the economic development perspective, DAs’ main duties are defined in the literature as developing the regional competition

environment based on internal dynamics, improving the investment environment for the business world and contributing to local economic development (Doğruel, 2012). In this general framework, more detailed duties are defined such as discovering regional potentials, attracting foreign investments to their regions, supporting potential and existing companies, offering training programmes to contribute to the development of human capital and providing various services to local governments (Kayasü and Yaşar, 2006; Eraydın, 2010). Efe and Girgin (2010) indicate that development agencies can be categorized into two groups in terms of their founding purpose. “Weak” agencies only aim to attract foreign investments to the region while “strong” agencies have other objectives as well, such as “developing the regional economy, regulating urbanization and the environment, increasing employment.” (Efe and Girgin, 2010:464).

Although DAs possess a wide variety of policy tools, it is pointed out that they usually use “soft” tools that mobilize regional dynamics and actors such as training. (Doğruel, 2012; Halkier 2006) This is due to the limited financial resources available to DAs and their organizational structure that is designed to mobilize existing local resources rather than creating new ones.

The duties assigned to DAs in Turkey with the Law no 5449 are supporting local governments in their planning activities, developing actions and projects that will support the implementation of regional plans and projects, improving communication, cooperation and coordination between public, non-governmental and private sectors for regional development, managing the funds that are allocated to them, discovering and utilizing regional potentials, conducting research and development activities to improve competitive capacity, promoting the employment and investment opportunities of the region and supporting entrepreneurs. (Efe and Akgül, 2011) DAs are also expected to coordinate provinces and provincial actors, act as leaders and guides for regional development, especially in low income regions (Doğruel, 2012), by strengthening the interaction between the central government, local actors and governments. (Dedeoğlu and

Sertesén, 2011) With these characteristics Turkish development agencies are examples of the “strong” model.

The financial tools available to agencies in Turkey include Direct Financial Support, Guided Project Support, Call for Project Proposals and Interest and Interest-free Loan Support (Url 1) Through these types of programmes, agencies can provide financial resources to local/regional actors for projects that are expected to contribute to regional development. Their non-financial tools on the other hand are Technical Support Programmes that agencies offer with their own personnel or through service procurement in order to increase the capacities of local institutions and organizations. Karacadağ DA defines these programmes as “institutional and capacity building activities such as training, supporting the preparation of programmes and projects, secondment of specialists, consulting, lobbying and international relations.” (Url 2). Other activities include project drafting and technical support for participation in cross-border cooperation programs, promotional activities such as participating in international tourism and commerce fairs or business establishment and development support for international investors. In this framework Provincial Investment Support Offices established by development agencies in their regions take on important responsibilities in promoting investment opportunities and offering legal and institutional support to investors for business establishment.

Examining the activities of the agencies, a significant difference is observed between EU applications, the literature on development agencies and Turkish applications. The literature defines the main objectives of development agencies as attracting investors to their regions or supporting local investors in order to guide regional development. In this scope they conduct promotion and marketing activities, usually with limited budgets. Berlin Partners was interviewed as part of the fields study and was an example of this type of organization. In these examples tools that are used in Turkey such as Calls for Project Proposals or Guided Projects and funding is not possible due to the organizational and financial structure of the agencies. In Turkish examples however, financial

support constitutes a significant portion of agencies’ activities. Especially in underdeveloped regions, these financial aids play an important role in developing human and social capital. Therefore, these examples should not be considered a deviation from the aims but instead be evaluated as activities that aim to facilitate the utilization of internal resources or to create infrastructure that mobilize internal resources, due to the particular conditions of the country. However, the fact that a significant portion of DAs budgets are allocated from the central budget hurts the local quality of the agencies’ development efforts. At this point it is necessary to examine the position of these agencies between central and local governments, in national and international literature and in Turkish applications.

3.2.2. Development Agencies Between The Central And The Local Governments

In general, development agencies are defined as structures that are financially supported by the public, are associated with a certain geographical/ administrative region, are established with a bottom-up approach in terms of their service fields and organizational structures, and therefore acting as part of the local level according to local dynamics. (Halkier, 2006) As a result, regardless of the level of their relationship with the central government, the existence and success of an agency essentially depends on its integration with the local, because the regional development approach it belongs to requires the mobilization and development of local resources.

Examples from abroad reveal various DA models in terms of their connections with the state. These models include public corporations, public authorities subject to private law, semi-autonomous public corporations, extra-ministerial public authorities, public-private sector corporations, non-profit associations, trusts, municipal enterprises, inter-municipal agencies and limited liability corporations. (Doğruel, 2012; Eryılmaz and Tuncer, 2013) Although differing political systems and state structures effect the organizational structures and founding models of DAs, institutional autonomy from central governments is considered to be a common characteristic. (Eryılmaz and Tuncer, 2013).

According to Halkier (2006) maintaining a close relationship with the central government while having a semi-independent local status provides three important advantages to DAs. First, they can develop policies at the regional level to address region-specific problems and establish relationships with local businesses. Secondly, keeping a certain distance with the central government allows them to stay out of politics and political relationships. Finally, the relative autonomy of the agencies allows them to choose their personnel according to their needs, development strategies and the policy tools they plan to use.

In Turkey DAs have been established with central government initiative and a significant portion of their budget is allocated from public resources. They have a mixed administrative structure that incorporates public, local government and local economic actors. The local contributions to their administrative structure (executive committees and development committees) and their budgets make it possible for them to rely on local/regional dynamics in the long run. (Eryılmaz and Tuncer, 2013).

In one of the most detailed studies on the legal status of DAs in Turkey, Eroğlu and Kum (2010) state that DAs can have the status of a public authority for reasons including: their heavily central government sourced budgets, the fact that civil servants can be employed in development agencies without losing their titles, their authority to demand information from public authorities and the fact that DPT (Ministry of Development) provides the national coordination among them. However, the authors indicate that it would be better to consider them “public legal personalities with unique characteristic” for being subject to private law in their personnel regimes and procedures (Eroğlu and Kum, 2010, 187). This unique status is especially visible when evaluating their position within the public administrative structure. DAs are legally not included in the central administration or provincial organizations. They cannot be considered as local government units either, since they are not responsible for fulfilling local common needs. The authors conclude, after a detailed evaluation, especially due to their planning responsibilities, DAs should be defined as “local service institutions

within Turkish Administrative System” that provide public services. This type of institutions:

“are specialized in various public services, with a wide variety of fields of activity. These are local service institutions within Turkish Administrative System that act in the fields of commerce and industry as well as training, culture, social aids and publishing. They can be organized under various names such as general directorates, departments, institutes, institutions, committees, chambers, offices and centers.” (Eroğlu and Kum, 2010: 191).

Moreover, it is indicated that this type of units are not subject to public supervision, that they are autonomous from central governments to a certain degree with their own budgets, assets and personnel, unlimited in terms of geography but limited in terms of specialized subjects. (Eroğlu and Kum, 2010: 192)

Certain features of development agencies are summarized under the following four headings in the literature:

- i. Semi-autonomous position against the political authority and a bottom-up organizational approach
- ii. Supporting local private sector using “soft” policy tools
- iii. Integrating and using various/multiple policy tools for the purpose of regional development
- iv. Aiming to increase regional competitiveness based on internal resources and local capacities and developing a strategic regional plan/programme accordingly (Doğruel, 2012; Eroğlu and Kum, 2010).

When we evaluate the organizational structure of DAs with their economic development approach and the policy tools they use, Turkish applications to parallel the descriptions in the literature. In harmony with nationally adopted regional development policies, DAs have an internal-growth-based regional development approach and their activities are aimed in this direction. In terms of relationships with the central government however, the semi-autonomous position anticipated by the literature has not been achieved in Turkey yet. The reasons for this are related to

conditions specific to Turkey, such as the lack of an administrative structure at the regional level and the lack of an authority at the central level that can implement regional development authority. The unique conditions also include the planning responsibilities of the agencies. Finally, in this section we must elaborate on the responsibility of preparing regional plans, which is imposed by the Ministry of Development, despite not being a duty by law.

3.2.3. Regional Plans, Strategic Spatial Planning And Development Agencies

Zoning Law no 3194 describes regional plans as plans that “determine socio-economic development trends, development potentials of settlements, sectoral targets and distribution of activities and infrastructure.” (Zoning Law, Article 8) The same article indicates that these plans are not obligatory: “regional plans are prepared or contracted by State Planning Organization if deemed necessary.” In this framework regional plans are located above Master Development Plans and Environmental Plans in Turkey’s planning hierarchy and they guide these lower plans.

The second source that informs us about the way regional plans are prepared is the National Strategy for Regional Development (NSRD). The relevant articles of this document are:

“37. Regional development administrations and development agencies will prepare medium-term action plans (regional programmes) for implementing the priorities of the regional plan. Programmes will determine the way that the regional plan’s aim, objectives and strategies will be realized within the programming period.

648. Regional planning will be understood as a continuous learning process, where relevant actors develop a shared vision and objectives, and will target and guide the structural transformation of the regions.

649. Regional planning will determine strategies and priorities that will evoke regional potentials and local assets, and will be implemented with a flexible, dynamic, participatory approach that provides a framework for lower scale plans and strategies.

650. Regional plans will serve as an interface for adapting national and sectoral policies to space and for strengthening and coordinating intersectoral connections at the regional level.

651. Regional plans will determine fundamental spatial decisions at the regional level and these plans will be complimentary to spatial strategies and environmental plans.

652. The plans below the regional plans will be prepared according to the subsidiarity principle and a holistic system will be established for managing and auditing these plans.

653. Regional programs in the form of medium-term action plans can be prepared for realizing regional plan priorities. These programs will include the way regional plan aims, objectives and strategies will be implemented in a certain time period; priority areas, measures, activities and projects; responsible institutions; tools and funding expectations” (Ministry of Development, 2014, p. 6, 141, 142).

These articles also assign the preparation of regional plans directly to development agencies as well as programmes towards implementing these plans. Therefore, development agencies are indirectly responsible for preparing plans and directly responsible for implementing them. Article 653 shows that the implementation roles of the agencies are also limited. This article does not define the actors that are responsible for implementing the plans and the financial expectations clearly, foreseeing that these will be determined by the unique conditions of the region and the plan. As a result, DAs can assume coordinating roles among responsible actors in implementation.

Relevant articles of the NSRD also offer guidelines for the content of these regional plans. Article 651 mentions that regional plans must determine “fundamental strategic spatial decisions.” These decisions must pay attention to “strategies and priorities that will evoke regional potentials and local assets”, “flexible, dynamic, participatory” implementation (Article 649) and “serve as an interface for adapting national and sectoral policies to space and for strengthening and coordinating intersectoral connections at the regional level.” (Article 650).

This framework is considered spatial planning in the spatial planning literature. Non-spatial strategic planning entered the agenda in Turkey with the public administration reforms in the 2000s. With this series of reforms, the aim was to adopt “an administrative mindset that is more devolutionary, interested in outputs and results as well as inputs, performance oriented and accountable in this sense, transparent, participatory and able to look at problems with a medium-term perspective, instead of the classical centralist-hierarchical style of modern public administration.” (Dedeoğlu and Serteser, 2011: 4). As an institutional management model, the aforementioned elements of strategic planning are also applicable to spatial strategic planning. Since this type of planning, as opposed to spatial plans that are based on land-use decisions that are legally binding in terms of implementation (such as Environmental Plans or Master Development Plans), relies more on the contributions of the stakeholders, these processes are expected to be actively participatory. Participatory processes also ensure the accountability of these plans.

Strategic spatial plans aim for social and economic development and competitiveness rather than making land-use decisions. Therefore, they are not comprehensive documents that contain every decision for a settlement or region. On the contrary, they are documents that aim for competitiveness and progress towards determined goals, which concentrate resources rather than distribute them in order to reach these goals and generate selective strategies for this purpose. Since their priority is reaching the plan’s goals instead of implementing the plan itself, they are process and implementation oriented. They have a flexible and dynamic structure that can update itself quickly against new developments and program actions in order to reach goals (Healey, 2009; Bafarasat, 2015, Albrechts et al., 2003, Albrechts and Balducci, 2013; Mäntysalo et al., 2015).

3.3. The Current Position of Development Agencies in Turkey, Practical Problems and the Contributions of the Project

In an article written at the time DAs were just being established, Tutar and Demiral (2007) made a list of expectations from these recently operational agencies:

- i) They will create a synergy among local actors, mobilize all resources and increase the effectiveness of regional development efforts.*
- ii) They will increase local planning, programming, project generation and implementation capacities.*
- iii) Plans that are inflexible, extremely strict, bureaucratic, static and centrally produced in order to control every detail fail to create a sense of ownership at the local level and even prevent local and individual differences to be realized. Regional Development Agencies (RDAs) can significantly eliminate these negative factors. In this sense RDAs are considered indicators of an improved consciousness about local and regional development.*
- iv) SMEs and RDAs are the leading actors of economic development. Regional development is possible as long as these two support each other. In this context, a development model based on local entrepreneurship and SMEs increase the chances of regions and countries being integrated in local, national and international markets while also providing sustainability to the development. In this model, RDAs have a special position due to their support to local entrepreneurs and SMEs.*
- v) RDAs can reduce funding problems for SMEs by being guarantors for national and international loans.*
- vi) RDAs transfer global developments to the local level on the one hand, and carry local potentials, assets, advantages and individualities to the global market on the other.*
- vii) Most regions that have development difficulties lack the institutional capacity to induce and guide a spirit and culture of entrepreneurship and to provide initial support for these. RDAs can provide critical support in active cooperation and coordination with other actors in this field and mobilize and constantly develop the entrepreneurship potential of the region.*
- viii) Under the general coordination of DPT, RDAs will eliminate developmental differences*

between regions using national level plans and strategies while RDA projects will also aim to eliminate intraregional developmental differences. On the other hand, RDAs will make effective planning and integrated implementation of sectoral and regional policies possible.

- ix) *Fulfilling one of their major functions and following up implementation, RDAs will activate the mechanism of monitoring and evaluation, which is one of the most important elements of planning and project implementation despite not being realized until now. This way the general progress of a project can be followed, problems and limitations will be dissipated before too late, resources will be used effectively, the success of projects and activities will be measured and therefore a performance based resource allocation data base will be created.*
- x) *RDAs will act as guides for foreign investments in Turkey. Just like local investors, foreign investors will also be able to obtain all the information they need from RDAs.*
- xi) *Effectively operating RDAs will pave the way for industrial networks and bundles in their regions. This will allow companies to obtain positive externalities and to benefit from economies of massed reserves.*
- xii) *RDAs will determine the real potentials of their region through intense research and feasibility studies and encourage the most appropriate industrial sectors for the region.*
- xiii) *RDAs will be able to provide SMEs with information about the market, therefore eliminating the "limited information" problem which is common in underdeveloped countries.*
- xiv) *RDAs will be able to reduce unemployment in the region by developing the regional economy, supporting SMEs, encouraging their growth and attracting foreign investments.*

- xv) *With their social progress targeted practices RDAs will induce the "development" of the regional economy rather than its growth.*

[...] Moreover, during a time of intensive efforts towards EU membership, which gives high importance to regional development policies, actively operational RDAs will be a good reference for Turkey." (Tutar and Demiral, 2007: 74-76)

The long list of expectations from DAs including being a positive reference point in the EU membership process, reducing unemployment, attracting foreign investment, solving funding problems for SMEs and distancing from the strict central planning tradition to trigger a bottom-up development approach gives us an idea about the weight of their burden. For the 10 years since their founding Law no 5449 became effective, development agencies have been trying to fulfill these expectations with limited resources. A lot of time has been spent on gaining experience and many problems that affect the efficiency of DAs arose in this period.

A large portion of the problems DAs are facing are not unique to Turkey. For instance, studying the progress of DAs in the EU, Halkier (2006) indicates that DAs have always experienced an existential problem. According to him DAs find themselves in a crowded network due to the rapidly increasing number of actors and activities in the field of regional development (at various scales, from the public and the civil sector). In this network, an environment where interests are conflicting in terms of policy development and implementation, their effectiveness and guidance roles keep getting weaker and weaker although their strategy development responsibilities persist. As a result, DAs, which used to be leaders in European regional policies, became "points in a strategic network [...] trying to guide other actors in order to reach their goals" (p. 11). As a result of the multi-layered governance approach, capability is centralized and many activities including coordination is only possible with participatory processes. Pointing out a similar problem, Eryılmaz and Tuncer (2013) indicate that in countries like Turkey, the missions of DAs overlap with many other organizations (such as KOSGEB). EU progress reports include central coordination as a solution to this problem.

However, the quality of this central coordination is important in this context. As mentioned in the previous section, DAs need a certain degree of autonomy and to act as one of the local actors in the region to be effective.

One of the major criticisms towards DAs in the case of Turkey is their heavy dependence on central government agencies, especially in terms of budgets and administrative structures. Therefore, the central government maintains a tight financial control on the DAs and limits their capacity to work and make decisions (Doğruel, 2012; Eryılmaz and Tuncer, 2013).

Income sources constitute a major element in central government dependence for DAs in Turkey. The fact that these agencies rely heavily on central budget allocations means that the new regionalism approach summarized earlier, which proposes a local internal resource based growth, is not fully applied/internalized. The presence of conventional regional development policies based on the guidance from central government resources is felt. This is not a unique situation for DAs and it applies to all regional development policies in Turkey. Researchers observe that regional policies are not left completely to local/regional stakeholders in practice and the central government is involved in regional development processes through various methods (Eraydın, 2001; Dulupçu, 2005 and 2006). Examples of these methods include transportation investments such as airports and logistics centers, and central government led programmes such as the Attraction Centers Program. It is asserted that the high share of central budget allocations in their income has a negative impact on DAs' success in evoking local dynamics. On the contrary, agencies that manage to create their own income sources "begin to better reflect regional characteristics." (Eryılmaz and Tuncer, 2013, p.171).

A second aspect where central government influence is felt is the administrative structures of the DAs. The fact that the chairs of their executive committees are chosen from the governors in the region and their secretary generals are appointed by the Ministry of Development increase central government control on these organizations. Yet this central influence is relatively balanced by

business and local government representatives in the executive committee and the participatory structure of the development committees. There are not any studies on how much their administrative structures, which consist of executive and development committees, reflect local dynamics. However, being located in the region and having established relationships with regional businesses allow DAs to take local dynamics into consideration in their actions.

Another problem that is unique to Turkey is the fact that almost all local development organizations are provincial. Moreover, tackling development problems at a regional level is not a widespread habit among social actors. Therefore, DAs face recognition and legitimacy problems, both at the organizational/administrative level and the social level (Dedeoğlu and Serteser, 2011).

The most important problems DAs face in their responsibilities related to local economic development are the insufficient resources and implementation tools available to them. Although DAs in Turkey have sufficient budgets to contribute to regional development significantly, especially in underdeveloped regions, they still struggle to fulfill all of their duties. On this subject, Dedeoğlu and Serteser (2011) emphasize their broad mission that encompasses regional development as a whole, which is far beyond their organizational capacities and budgets. Proposed solutions to this problem include limiting DAs' mission with local economic development and keeping them out of the social aspects of development.

Their implementation tools include regional plans, calls for project proposals in accordance with these plans, guided projects and direct activity support. One of the long-term objectives of DAs in Turkey has been giving them a role in regulating and distributing EU Regional Development Funds. (Doğruel, 2012) However, decision making processes about the use of these funds has been kept at the central level, given to the Ministry of EU, the CFCU and four accredited ministries.¹ This means that this potential tool will not be available for an uncertain amount of time.

Existing implementation tools are all directly related to the regional plans that are prepared

¹ Ministry of Industry, Transportation and Communications, Labor, and Environment and Urbanism

by DAs. However, regional development, which is supposed to be guided by these plans, has a much wider scope than these tools can intervene. These plans include decisions such as outstanding sectors in economic development and regional competitiveness, social welfare, entrepreneurship and the environment, and therefore they are reminiscent of holistic plans, undermining their strategic characteristic. This holistic planning approach prevents limited resources from being concentrated on a single issue and divides them among many issues.

Another comment on the organizational structure of the DAs in Turkey and the regional plans they prepare is the fact that, regardless of local dynamics, socio-economic development level, competitiveness and institutional capacities that differ from region to region, all DAs are given similar budgets, duties and responsibilities. Therefore, the regional plans they prepare are similar too. (Albayrak and Erkut, 2012) However, since regional dynamics differ between countries and within the same country, the same policies cannot be implemented in every region like a template. (Dedeoğlu and Sertesin, 2011) Especially the failure of the Regions with Development Priority programme in Turkey is associated with this problem by researchers (Dinler, 2001; Dulupçu, 2006).

The problems that stand out among these and that constitute the starting point of this project are the lack of financial resources and implementation tools that match the responsibilities of the DAs and the fact that their relationships with the central government and the local actors does not allow them to adopt an internal growth based development approach, as one of the local actors. The best solution to these problems that does not require structural transformation is thought to be establishing effective partnerships with local actors.

In a study conducted when DAs were newly established and as the initial regional plans were at the approval stage, Dedeoğlu and Sertesin (2011) reached a similar conclusion. The authors evaluated the roles that DAs can play in regional development in terms of governance and effective partnerships, and they presented proposals. They considered DAs to be bridges or connections between the national and the local levels and proposed the following 10 items for developing and strengthening their governance capacity:

- i. *As windows to the local for national actors, DAs can help local and international investors to use national resources and investments in the region.*
- ii. *They can help regional NGOs reach national decision makers.*
- iii. *They can be a part of and facilitate coordination and partnerships among local and regional actors.*
- iv. *They can facilitate partnerships between universities and local and regional actors.*
- v. *At the sectoral level they can provide coordination between institutions in order to help local and regional organizations to work in harmony and avoid repeating each other's efforts.*
- vi. *In social policy they can play partnering and facilitating roles in developing collaboration between local governments and international organizations.*
- vii. *For the purpose of regional development, DAs can facilitate cooperation and communication between their regions and other regions and countries.*
- viii. *They can help local actors develop institutional capacity.*
- ix. *They can help increase local actors' participation in governance and planning processes.*
- x. *They can help planning processes expand into the social level by including stakeholders in regional plan monitoring and evaluation processes.*

These proposals are focused on actions that use "soft" policy tools. Improving the institutional capacities of regional organizations, bringing them together for collaborative efforts and organizing these collaborations around a development plan that involves shared goals appear to be the only way out for development agencies that have such a high goal of developing their regions. In this process it is important that regional plans are prepared with the active participation of regional actors. Plans that are prepared this way can first of all be local, and secondly be able to turn into a partnership project where stakeholders will not refrain from offering their voluntary contributions.

4. FIELD STUDY - EXAMINATION OF INTERNATIONAL EXPERIENCES

4.1. Regional Development, Development Agencies and Regional Policies in the European Union

Despite national differences, regional policies have had a homogenous historical transformation throughout Europe, especially due to the EU integration process. After World War II, between 1960 and 1970, central governments adopted resource distribution policies that aim to eliminate interregional inequalities and to redistribute social welfare. Large scale investment projects and fund transfers aimed to allow underdeveloped regions to catch up with relatively more developed ones, as well as distributing and specializing industry throughout the member states. Incentives were established in order to encourage companies to go to underdeveloped regions. (Halkier, 2006; Ertuğal, 2005) After the 1980s, with the impact of the globalization processes, supranational, such as the EU, and local actors became involved in regional development together with national governments. This process is described as the shift from government to governance. In this period, it was admitted that top-down regional development policies did not produce the desired results and a bottom-up regional development approach which mobilizes public, private and non-governmental actors was needed. In this new approach central governments continued to guide regional development with conventional policy tools although the resources they allocated for these tools kept shrinking. Another development approach became dominant, which was based on internal growth, aimed at mobilizing natural and social resources at the local level and cherished local knowledge. The increasing EU integration was also influential and with the European Regional Development Fund, the Union became one of the most important actors in regional development in Europe (Kargı, 2009).

The radical changes in the field of regional development and policy was reflected in policy

implementation tools. "Soft" policy tools mentioned above were used as actively as infrastructure investments and financial aids for triggering local dynamics. "Soft" policy tools aimed to contribute to regional development through projects where end products are not concrete (such as a building or a facility).

These "soft" projects constitute a big portion of the projects implemented through EU's regional development fund (ERDF). Good examples of this type of projects include incentives² and training³ projects for investors and entrepreneurs for clustering, transportation and planning projects⁴ for smart-city solutions, awareness projects⁵ for gender equality and women's participation in work life and environmental conservation and sustainability projects.⁶ Each example offers contributions such as increasing employment, developing technology, partnerships between institutions and companies, and developing human and social capital.⁷ Since "soft" projects do not have concrete products, their impact appears in the long run and their success criteria are more ambiguous. (Crawford and Pollack, 2004) However, in comparison to infrastructure investments, they can be completed with much lower costs. These types of policy tools have been encouraged by the EU and the member states to compensate for public investments that were interrupted by financial crises, both in the late 1970s and in 2008. (Halkier, 2006) In this process the need for resources outside of the EU and the central government for regional development increased and led different stakeholders to become actors in regional development (Kovács, 2006).

The importance of regional development agencies increased after this paradigm shift. First of all, they were assumed to be more effective in evoking local potentials for being located in the region and therefore being designed to act locally. The agencies would be better informed about local problems and be able to generate projects

2 http://ec.europa.eu/regional_policy/en/projects/denmark/a-clean-sweep-for-tech-growth-in-denmark

3 <https://munich.impacthub.net/european-coworking-program-eoi/>

4 <https://mka.malopolska.pl/en/co-to-jest-mka>

5 <http://www.genderequality-cbc.eu/objectives.php>

6 http://ec.europa.eu/regional_policy/en/projects/greenland/wealth-from-waste-in-northern-and-artic-marine-regions

7 Examples of good projects are chosen from the winner of the Regio Stars Award for best practices and innovative projects awarded regularly by the EC. For more information about the projects and their effects: http://ec.europa.eu/regional_policy/en/regio-stars-awards/

addressing specific needs. They were established in almost all member states, although with varying organizational structures and central government connections (Özen and Özmen, 2010).

Today, EU's regional policies are aimed towards eliminating interregional inequalities, both among member states and within each state. In this context, both conventional tools, such as infrastructure projects and funding, and "soft" tools are being supported. In terms of the scope of this report, the most important element concerning member states is the bindingness of EU's regional policies. Although not directly determining member states' policies, the EU uses an important financial tool such as the ERDF effectively with this purpose. Member states are expected to harmonize their regional policies and plans with EU's regional policies in order to benefit from this tool. Thus, many policy tools are automatically transferred from the EU level to the regional level. Turkey benefits from EU regional development funds through the Instrument for Pre-accession Assistance (IPA). And Turkey is expected to harmonize its regional policies with EU's policies in return. Therefore, first the DPT and then the Ministry of Development prepare their Five Year National Development Plans according to EU's regional policies since 2004. However, as opposed to member states, EU funds are not sufficient to determine policies in candidate countries. (Reeves, 2006; Ertuğal and Dobre, 2011) As a result, policy tools are becoming increasingly harmonized with the EU while financial resources to accompany them cannot be generated. Under these circumstances Turkish DAs become increasingly dependent on central government budgets and limited by both national and European policies in terms of policy making.

In this framework, experiences from EU member states that have different characteristics can be informing about how to use the Union's regional policy tools under each country's unique circumstances. Varying levels of development and political structures differentiate the needs and priorities of countries and regions. Thus, regional development approaches and policy making tools are similarly differentiated. Yet, both in the EU and in Turkey, internal growth based development approach has been established as the dominant regional planning paradigm. In this paradigm DAs

assume important roles even if they have varying statuses in each country.

One of the field study regions in this project was Berlin, which is an important indicator of regional development policies adopted in Germany, a leading developed nation in the EU. As we will see in the following pages, development agencies or their counterparts in this region, where the private sector is considered the engine of development, essentially work towards promoting the region and attracting investors. They do not have planning authority and their resources comprise mostly of income from their own commercial activities. The high activity of the private sector results in development partnerships to form around this sector as well.

Granada region on the other hand gives us an opinion about regional policies of Spain, which is a relatively developed area in the EU but one that became a fragile economy due to a number of crises that happened in recent years. The influence of the central government (federal state) on regional policies is relatively high in this case, and development agencies are semi-independent public authorities. Regional planning is not included in their duties and it is observed that local governments and public authorities have a more active role in regional development partnerships.

Finally, in Sofia, we are able to examine Bulgaria, which is among EU's least developed economies where the rapid shift from socialism to free market economy after 1989 led to a complete transformation of the country's administrative structure. In this transformation process, regional policies and policy implementation tools were shaped mainly by EU influence. With a powerful central government, regional policies and planning is in the hands of central administrative units. However, as opposed to Turkey, development agencies in Bulgaria have an independent non-governmental organization status. The country has multiple development agency models, some of which are parts of local government structures. Bulgarian development agencies were established during the post-socialism transition period with the support of EUD and EU funds, in order to use these funds effectively. The fact that the EUD programmes were halted and EU programmes

became controlled by the central government left Bulgarian DAs idle. Most of them faced closure or had to serve with part-time personnel while some managed to generate their own resources and establish effective partnerships with regional actors. The capability to use EU funds appear to be the most important factor in the success of the surviving agencies.

In Sofia and Granada, using EU funds has more importance in terms of building institutional capacity and regional development while in Berlin the focus shifts towards attracting capital and partnerships with the private sector.

4.2. Brief Review of the Field Study

4.2.1. Berlin Field Study (March 07–11, 2016)

An overview of the regional policies and development agencies in Germany

Spatial planning in Germany began in the 1870s as a result of the attempts to solve problems caused by industrial development and high population growth rate in cities, and it started to transform in the 20th century. The Federal Republic of Germany was restructured into 16 states after the reunification of East and West Germany. Each state now has their own legislative body –senate- and laws. Therefore, spatial planning in Germany is decentralized. After World War II, the need for reconstructing cities led to a renewed zoning law in the late 1940's and early 1950s, which was reformed again in 1986, and spatial planning related laws were collected under the Federal Zoning Law. Further changes were made in the 2000s due to harmonization with European Community laws.⁸

Federal scale spatial planning is limited to setting planning principles and guidelines that direct development. These principles guide state level regional plans and sectoral plan details. Informal planning tools that are not legally binding compliment formal planning tools. Formal tools include region and state scale regional development schemes and urban networks, local level long term local government development schemes in the form of urban development plans, urban development plans prepared at the urban scale and for separate sectors, master and implementation land use plans

⁸ Some of the information in this section is provided by city planner Dr. Umut Kiyas Duyar during the field visit

and framework plans for urban sub-regions.

In Germany regional development policies and plans are prepared for regions called *lande*, which are below the federal state level. Planning as a public enterprise is conducted by local governments while organizations that are equivalent to development agencies are structured as non-profit corporations or local government subsidiaries. As an example of such organizations a subsidiary of the Berlin Regional Government, Berlin Partner corporation was contacted for our field study. A summary of the notes from the meeting held during the Berlin visit is presented below. The full proceedings of all the visits are published by Karacadağ DA as well.

ISI e.V.

I.S.I. e.V. (Initiative of Immigrant Women Entrepreneurs) is education and consulting center that supports immigrant women in Berlin in the field of entrepreneurship. The association was founded by women with various ethnic backgrounds in 1990. The founding philosophy was offering employment opportunities to women under the condition that they are empowered. Their educational services have been financially supported by Berlin Business and Women Senate since 1991. The association also receives funds through EU projects. ISI e.V. encourages and empowers immigrant women as well as informing them about establishing their own businesses and realistically evaluating their business ideas. This way, women are supported to find employment or establish their own businesses. ISI e.V. aims to allow immigrant women to deliver courses to other immigrant women and give them independence in every aspect.

Throughout its experience ISI e.V. has been constantly following up and analyzing changes in the business world and adjusting its courses and services accordingly. Establishing partnership and networks with other associations and organizations is one of its main activities. Working with principles of self-confidence, creativity, respect and tolerance, ISI e.V. was granted the Berlin-Brandenburg Innovativeness Award in 2010. Examples of their projects include:

- Business Establishment for Immigrant Women: In 1990, ISI e.V. launched its

first project “Business Establishment for Immigrant Women” (Efi), which received funding from the Berlin Senate, and stated its entrepreneurship activities. The project aimed to offer knowledge and experience to immigrant women in many areas, such as social and cultural subjects, business administration and market analysis, organization and marketing, through various courses and prepare them to establish their own businesses. The project produced significant results. Important steps were taken by women in their business lives thanks to these courses. One of the factors of this success was the fact that instructors, project managers and consultants all had immigration backgrounds. They were able to use their own experiences to better support the trainees and set examples for them. The trainees indicated that at ISI e.V. they were understood and accepted. As a result, they felt more confident, were technically better informed and were encouraged after completing the courses.

- Practical Entrepreneurship Training: ISI e.V. continues its activities in its main areas of interest which are training, intensive seminars and consulting. Practical entrepreneurship training programs consist of two modules and are offered as 6-month programs with 8 hours of courses every day on weekdays (40 hours a week). The first module involves introduction to entrepreneurship and the second one contains internet business establishment lessons.
- Thematic Seminars: These seminars are designed according to the needs and demands of the entrepreneurship trainees as well as other participants. The seminars vary between single day and one-week long sessions on various subjects. The seminars have two purposes. Firstly, they aim to support women who are not able to participate in long duration training programs but are planning to start their own businesses. Secondly, they aim to

offer more comprehensive and intensive seminars to trainees on selected subjects. These seminars meet the training needs of women who wish to become entrepreneurs.

Field Visit to the Stadt-Umbau West project as part of the Schöneberg Tempelhof District Municipality National Urbanization and Urban Transformation Grant Programmes

The National Urbanization and Urban Transformation Grant Programme offers funding to German Municipalities. Schöneberg Tempelhof District Municipality city planner Martin Schwarz accompanied us during our visit to the Stadt-Umbau West Area. Stadt-Umbau West is a peripheral neighborhood developed in the early 1900s. The urban transformation project and future transformation sites were visited to obtain information. Participatory processes played an important role in the urban transformation project, which aimed to improve quality of life in the area, guided by the expectations and demands of the residents. Many projects were developed including transportation solutions for conservation of historical spaces and urban memory to assigning functions. However, Schwartz pointed out that certain interest groups did abuse the participatory process and caused some undesired results.

Berlin Senate of Business, Harmony and Women

At a meeting with Berlin Senate of Business, Harmony and Women official Dr. Andrea Schirmacher, information about and experiences of the senate’s policies on female entrepreneurship in Berlin and the partnerships established with active NGOs in this field were shared. The Senate’s target groups are women and technology businesses. Berlin Senate of Women grants awards to female entrepreneurs biannually as part of its female entrepreneurship policy. The Senate also offers small loans to women in partnership with the Chamber of Commerce. These loans are distributed by agencies and Deutsche Bank. This is conducted in cooperation with the Ministry of Economy of the Senate. The Senate also coordinates a microcredit program for female entrepreneurs. There are DA-like organizations in Berlin and in every state in Germany. These agencies are subsidiaries of the Ministry of Labor but, as opposed to Turkey, they have private corporation or NGO status. There are no

legislative limitations against these agencies being public authorities. The Senate grants its funds to the organization (private or NGO) that knows most about its target group. For instance, ISI e.V. had the potential to become one of these intermediary organizations. Projects are supported through these intermediary organizations. The funds are then audited directly by these intermediaries.

Berlin Partner for Business and Technology GmbH and Berlin State of Economy Foreign Trade SME Development and Foreign Affairs Unit

During the visit, presentations were given by Berlin Partner for Business and Technology GmbH (Berlin Partner) EU and International Services Gulf Region and Turkey Area Manager Christian Treichel and Economy, Technology and Research Senate Department "Internationalization Program" Manager (Leiterin der Arbeitsgruppe Außenwirtschaft) Barbara Staib.

Berlin Partner is a non-profit corporation that aims to effectively advertise the city of Berlin to domestic and foreign investors and facilitate investments. Berlin Partner's main activity areas are investment promotion and support, account management for companies in Berlin, Germany and abroad, technology transfer, promoting and marketing the city of Berlin and clustering management.

As a very effective cooperation network for Berlin's development, Berlin Partner serves as a non-profit corporation. Its services are not free except for the "business welcome package." The corporation employs 200 specialists. Berlin Senate is the guarantor of Berlin Partner's activities and its main stakeholders under the "Strong Partners for Strong Berlin" motto are the Berlin Senate, Berlin Investment Bank, Berlin Technology Foundation, Berlin Chamber of Crafts, Berlin Chamber of Commerce and Industry and Berlin & Brandenburg Confederation of Employers and Business Associations. These stakeholders financially support Berlin Partner at varying percentages. The corporation also has many other partners and constitutes an effective partnership network in Berlin.

Its main services can be categorized as business

and technology development on the one hand and promoting and marketing the city of Berlin on the other. The services offered to the private sector include providing investment locations, providing personnel, funding and financial consultancy, technology and innovation consultancy, connecting scientific and business circles, European Enterprise Network support and other custom-built services. As part of its investment promotion services, it offers clustering support for healthcare, ICT, media and creative industries, energy-technology, transportation and logistics and solar power sectors.

VHW–Federal Association of Housing and Urbanization

During the visit to the Federal Association of Housing and Urbanization, a presentation was offered by a delegation that was represented by executive committee member Prof. Dr. Jürgen Aring and public relations manager Ruby Nähring, about the organizational structure and duties of the association, its approaches to development and urbanization and the capacity building services it offers to local governments.

VHW is a non-profit organization dedicated to research and education activities on housing and urbanization. The association aims to help local governments in conducting effective projects, encouraging a diversified civil society and strengthening local democracy. VHW is considered a major partner by policy and decision makers, local, regional and national public authorities and private sector representatives in the housing sector.

The association was founded as a public enterprise to guide housing production, urban development and healthy urbanization after World War II. Supporting German Municipalities with its research, planning and participatory practices and training programs, VHW also conducts research on how future cities should develop, such as City 2030. In its further education unit, 60 experts are employed and they determine the content of the training programs according to the latest developments. 48,000 people, most of which were local government representatives, participated in 1700 training programs organized by the association in 2015. They offer courses on both

the legal framework and the practical problems of urbanization and planning. The association works on policy making, participatory methods and bringing municipalities and people together. They also organize conferences and training programs to support intercity networks within Germany and they publish a bimonthly journal.

VHW dedicates its efforts to bringing different actors together to solve problems by developing projects together and offering labor and information support to these projects rather than funding them. Their most distinguishing goals are establishing partnerships and networks between local governments and conducting research on the inclusion of social actors that have shown a low level of interest in participatory processes.

Due to this latter goal, the association begins every project with a stakeholder analysis method called "Milieu Analysis" (Figure 1). The result of this analysis is used to develop strategies for the inclusion of stakeholders, which are grouped according to income levels and values, in the projects. They try to attract the attention of these stakeholder groups with solutions developed according to this analysis.

Officials from the association indicate that they prefer not to use EU funds for their projects. The main reason for this, they report, is the limitations placed by EU funds on their fields of activity. The association tries to find other resources in order to maintain its independence and generate projects that match its goals.

Urban Catalyst Planning Corporation

Urban Catalyst is assigned to prepare the Berlin Development Strategies Berlin 2030 Development Plan. Dr. Cordelia Polinna from the planning team gave a presentation on the content of the plan and the challenges faced in the preparation process. The plan was contracted by the Berlin State Government and approved by the Senate. The highlights of the presentation were the development priority areas designated for balanced spatial development and the discussions on how these areas would be connected to the rest of the city.

It was indicated that Berlin's development scheme was prepared by taking especially the existing economic and political dynamics into consideration, and the support of the senate during the implementation stage was crucial.

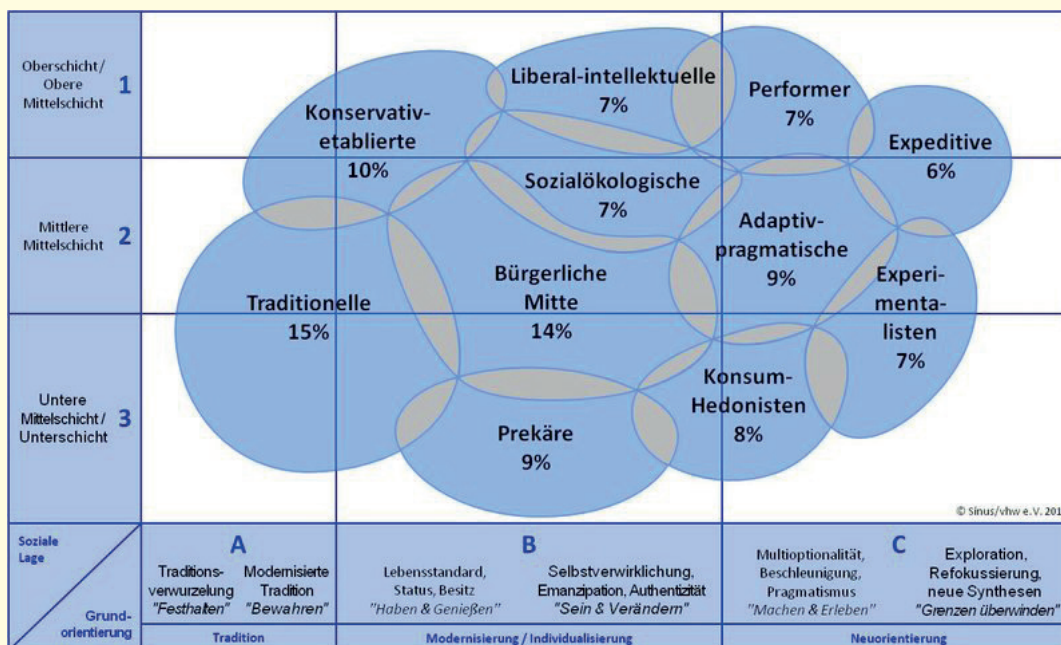


Figure 1: Milieu Analysis (VHW stakeholder analysis method) Source: http://www.vhw.de/fileadmin/user_upload/06_forschung/Grundlagenforschung/Milieumodelle/Bilder/Milieumodell_Mehrheitsgesellschaft.jpg

BGZ International Partnership Community

BGZ International Partnership Community is an institute that was co-founded by the private sector and the state. Operating like a company, BGZ was established in 1983 by the Mayor of Berlin and it is registered at the chamber of commerce.

This non-profit institute is responsible for conducting international projects with foreign partners. Its duties include vocational education, vocation adjustment for immigrants and strengthening cooperation among SMEs. The Berlin State, Berlin Chamber of Craftsmen and Berlin Chamber of Industry and Commerce are the members of the BGZ. The institute's activities are focused on developing the crafts skills of the immigrants. The institute aims to support development in three major fields (SME development, vocational education and government/governance) and to eliminate developmental inequalities between regions.

4.2.2. Sofia Field Study (June 20-22, 2016)

An overview of the regional policies and development agencies in Bulgaria

During the shift from a socialist system to a liberal economy, Bulgaria's administrative structure went through a radical transformation. The country became a full member of the EU in 2007 and its regional policies were shaped mainly with EU influence. After 1989, the Ministry of Regional Development and Public Works was established. The ministry became the principle actor in determining regional policies and related operational programs. Right now, there are five EU operational programs (transportation, human resources, development, agriculture and social security) conducted via accredited institutions. Apart from these, some infrastructure projects such as water channels also included in the duties of this ministry.⁹

Bulgarian DAs have NGO status and they do not receive any funds from the central budget. Their income is limited with EU project grants and the income from their training and consultancy services. In this sense, these agencies have a quite different position from Turkish agencies and their human resources are very limited as well. These agencies do not have any direct roles in regional plan preparation and implementation.

⁹ Some of the information in this section was provided by architect Belin Mollov who used to be an administrator at the Bulgarian Ministry of Regional Development and Public Works, and the Governor's Office of Plovdiv.

In comparison to Turkey, implementing the regional plans prepared by the municipality is a more binding duty for these agencies. The main reason for this is the legislation governing EU supports. EU supports are distributed according to regional plan strategies and applicants can access these funds to the degree that they comply with regional plans.

Plans for six level-2 regions are monitored annually. Monitoring is conducted by regional committees and reports are sent to the ministry for approval, after which they are published.

Bulgarian Association of Development Agencies (BARDA)

BARDA is an umbrella organization where 16 Regional Development Agencies and business centers that support SMEs are represented. It was established as a non-governmental organization in 1997, as part of the Vocational Training and Active Employment Measures EU project. BARDA's main purpose is to conduct projects that support SMEs and to facilitate regional development. Not receiving any public resources, BARDA funds its activities with EU projects and consultancy and training services offered to SMEs.

Bulgarian Development Agencies have a very fragmented structure. There are central government subsidiaries, such as the Bulgarian SME Support Agency, as well as national and regional agencies that act as NGOs under various names.

Before Bulgaria's full EU membership, BARDA was more focused on US-AID projects using EUD central funds. After membership their projects are mostly conducted through EU Interreg Program, Balkans-Mediterranean and IPA-Cross-border Cooperation Program.

Local Government Foundation (FLGR)

FLGR was founded in 1995 by a group of mayors, after the first democratic elections in Bulgaria. Currently employing seven professionals, the foundation supports relevant institutions and organizations in terms of training, awareness raising, social inclusion, good governance, good administrative services, innovative applications and strategic planning. The foundation has three objectives: building social capacity and encouraging active participation of citizens in the decision-

making processes of NGO's and public authorities in the short term; developing democracy in the medium term and building a lively, dynamic and participatory society in the long run. The foundation plays an active role at the preparation and implementation stages of the regional plan in order to better utilize EU funds.

Stara Zagora Regional Development Agency

Stara Zagora Development Agency is a non-governmental organization that is managed by six mayors from the region and it employs four full time personnel. Like other agencies, Stara Zagora DA conducts and competes with other agencies for access to EU funds. An important share of the agency's income comes from training and consultancy services provided to SMEs and municipalities.

Stara Zagora Chamber of Commerce

Stara Zagora took advantage of its industrial infrastructure inherited from the Soviet regime and became one of the most developed regions in Bulgaria in terms of industry. Its logistic location was also an important factor of this success, as it is located at a junction of connections with neighboring countries. The country generates 40% of its electricity in this region. Without any national incentives, the region has attracted 969 million Euro of foreign investment as of the end of 2014.

The chamber plays an active role in regional policies and plans, by participating in all relevant meetings and activities.

4.2.3. Granada Field Study (March 7-9, 2017)

An overview of the regional policies and development agencies in Spain

Spain's governmental system went through a significant transformation in the early 1980s. The most important factors in this transformation were the democratization processes after the dictatorship and the accompanying EU processes. After the transformation, the regional policies that used to be controlled by the central government were decentralized and a multi-layer governance system that includes the EU, state governments and local governments was adopted. The current regional development policies are mainly

determined by state governments. Development agencies mostly have a structure called QUANGO (quasi-autonomous non-governmental organization). These agencies have NGO status but are also receiving funds from state governments. Attracting investments are among their founding purposes (Rodriguez Pose, 2000).

Granada Provincial Administration

Granada Provincial Administration has a supra-municipal structure that includes 172 municipalities. The administration is responsible for providing legal, technical and financial support to municipalities in many areas including secretarial services, infrastructure, the environment, culture and tourism, renewable energy, social policy, strategic planning and spatial planning. Moreover, the administration informs municipalities about EU calls for project proposals and offers project writing support in order to help them access the funds they need. In providing this support, it prioritizes municipalities that have low income and technical capacity. With this structure the administration is also responsible for reducing inequalities between municipalities. Technical consultancy services provided by the administration to municipalities are free of charge. This method encourages municipalities to receive technical support. In turn, technical support increases the institutional and human capacity of the municipalities.

The administration provides support with a method called Service Catalogue (Carta de Servicia) since 2005. Carta de Servicia is a list that includes all the services that the administration is able to provide. Municipalities can choose the services they prioritize according to their needs and apply for these with a letter of request within a certain budget. The Provincial Administration evaluates these letters and negotiates with each municipality to determine the type and amount of support it will provide in a two-year period. The Service Catalogue is updated and contracts are renewed biennially. Prioritizing activities according to the two-year plan increases the implementation capacity of the plan, while the public access to service request letters provides transparency for local governments. This method also facilitates financial and technical control on municipal expenditures.

The chair of the administration is elected from the 172 mayors and the elected chair resigns from municipal duty.

Granada Provincial Administration has three main departments:

1. Regional Product Promotion Department,
2. Entrepreneur Support and Business Development Department,
3. Employment and Development Department

Under each of these departments there are different numbers of thematic units.

The Administration is specialized in EU funds. In addition to its own projects, it helps municipalities build capacity to implement projects. In this context, it offers technical support to municipalities that have low project writing and implementation capacities. Some municipal EU projects are run completely by the Administration.

The Administration is a pioneer in establishing partnerships for regional policy implementation. Through workgroups that consist of universities, chambers of commerce and industry and other organizations involved in regional development, the priorities of the region are identified and projects are run by partnerships in accordance with these priorities.

Granada Provincial Administration Local Development Unit

Granada Provincial Administration Local Development Unit prepares local strategic plans, conducts local level analyses and research as well as training and employment projects. The Unit is especially focused on training activities in order to increase employment for regional development. These training programs aim to improve the qualifications of unskilled workers and encourage unemployed people to be proactive about finding employment. The Unit also organizes training programs on entrepreneurship as another tool for increasing employment. The Unit's motto is "cooperation" and it works in partnership with municipalities and municipal associations, social actors, companies and corporate associations as well as national and international organizations.

Priority in employment policies is given to the strategic sectors in the region. A very wide

network is established to determine the content and characteristics of the training programs to be offered to the workforce. Companies that are especially experienced on developing regional policies play an important role in these activities.

The capacity of the Unit in conducting EU projects is very high. It has completed many projects especially using the European Social Fund. The funds received from this program since 2010 amount to 17 million Euros. 80% of the resources the Unit needs for its activities are obtained from EU funds. In addition, the Unit cooperates with the private sector for projects and establishes partnerships with various stakeholders to increase both the quality and the quantity of employment.

Granada Provincial Administration Business Establishment and Strengthening Unit

The Unit aims to directly support, and encourage municipalities to support entrepreneurs. It organizes seminars and workshops in partnership with municipalities to develop a culture of entrepreneurship. Business development support is offered to self-employed people. The general approach of the Unit to supporting entrepreneurs is described as "sharing limited resources with stakeholders as effectively as possible."

The Unit is also experimenting with innovative methods to communicate and partner with regional stakeholders. After the flooding disaster that occurred in the region in 2009, the Unit's communication with its partnering institutions, organizations and entrepreneur candidates was interrupted due to transportation problems. An online platform called "GranadaEmpresas" was created in order to overcome these problems and communicate with regional stakeholders using innovative methods. The software was launched in 2010 and it currently has 6,000 registered users from the public, non-governmental and private sectors. 2,200 project ideas have been submitted to the system until now, 25% of which has been implemented.

The innovative approach of the unit is also used in incubation centers. As stated by the Unit, these small-scale centers can be used for experimental

support activities. They allow for supporting different incorporation initiatives or enterprises in sectors where the market is not yet developed.

The Business Establishment and Strengthening Unit, like other units, is very active in EU projects. The Unit conducts a need analysis among regional actors before designing a project. Regional need analyses are created by forming workgroups that represent 25 organizations including municipalities, municipal associations, consultancy firms that work in this field and universities, which also examine previous EU projects. Issues such as economic growth, employment, entrepreneurship, the environment, climate change, energy efficiency, education, service sector and tourism are discussed by the workgroups and data is created to serve as the basis of the need analyses. EU projects provide 85% of the funds needed for the activities of the Unit.

The Unit does not offer financial aid. The Regional Government of Andalusia offers financial support under certain conditions, for projects that promise concrete and short-term results. The major problems that the Unit faces are the lack of funding sources outside of the EU when the subjects in demand by the entrepreneurs do not correspond to the EU calls for proposals; the changing priorities and policies for support when the political conjuncture changes (when mayors or ruling parties change after elections etc.) and insufficiency of qualified personnel on project management in the region.

Granada Provincial Administration Rural Development Unit

Granada is a region with intensive agricultural activities. Agricultural food production has a 13% share in the total regional revenue. Agricultural employment has a 35% share in employment. Agricultural food imports in 2016 was worth 700 million Euros. Increasing cooperation in agricultural production and creating a competitive agricultural industry resulted in clustering among firms.

The Rural Development Unit is especially focused on agricultural food production, branding and marketing. With this aim an EU project called Sabor Granada (Taste of Granada) was carried out. The project's motto was "cooperation for better competition" and the main objective was increasing food product sales in order to increase

employment. A brand was created with the name of the project. Approximately 500 hundred agricultural food products from the region and 9 geographical indication products were united under the Sabor Granada label. The number of companies that use the label is currently 107.

Granada Provincial Administration Municipal Coordination Unit

The Coordination Unit has a mediating role for the support provided to municipalities. The Unit provides coordination between municipalities and the Provincial Administration. Until 1973 the Provincial Administration was responsible for infrastructure and superstructure works such as road construction and hospitals. Now it also offers secondary road construction, cultural activities including museum establishment and operation and social services such as care centers for disadvantaged groups and disabled persons.

The Coordination Unit provides support to municipalities through contracts according to the contract procedure guide that is prepared with participatory processes for services defined in the Service Contract. Legal affairs, certain services such as attorney services and aids are continuously offered to without any contracts. All municipalities, except for the Central Granada Municipality, benefit from this system where highest support goes to the weakest municipality. Each service has a different financial model. Some services are offered free of charge while others require co-financing by the beneficiary. Technological services such as software and hardware are free of charge.

Almost the entire Provincial Administration budget is collected from the central government, the Regional Government of Andalusia and EU funds. The highest portion of the funds belongs to the central government with 50%. The Administration is also legally authorized to collect taxes and fees from certain services such as museum entrances, swimming pools and sports facilities, although these make up a small portion of the Administration's budget.

Granada Chamber of Commerce

Granada Chamber of Commerce has a 130-year long history, making it one of the oldest chambers of commerce in Spain. Serving the whole Granada Region, the Chamber has 57,000 members.

The Chamber organizes high quality training programs for young people that wish to enter the labor force. These programs are financed by the chambers own resources and EU funds. An ongoing program since 2000 is carried out with the European Social Fund resources for female entrepreneurs. Support for Women Agency, a central government level institution, is one of the stakeholders in this program.

Panels, seminars and workshops are organized as part of the program, in order to spread and develop a culture of entrepreneurship in the region. These activities contribute to the efforts to increase the number of entrepreneurs. Another objective of the program is to overcome the fears of starting a company among entrepreneur candidates. Psychological training programs help them overcome this fear. In planning these training activities sectoral labor analyses are carried out and sectors that lack sufficient labor force are prioritized.

Granada Healthcare Technopark

Granada Healthcare Technopark belongs to a foundation created by the Autonomous Government of Granada, the university, the employer's federation, the provincial administration, two banks and two municipalities. There are five R&D districts in the technopark. In the last decade 690 million Euros was spent on infrastructure and superstructure and 25,000 buildings were constructed. The technopark was designed on four main axes: research, healthcare, education and companies. During the last 30 years the highest level of investment by the Regional Government of Andalusia was for the Healthcare Technopark.

A healthcare cluster was created in the technopark that contains a biomedical research center, a genetics and ontology center, a sports injuries research center, a chemical-free therapeutic cosmetics center, a super bacterium fighting research center, a business innovation center, a forensics building and R&D centers where technology firms that work on healthcare and other fields are located. The medical school within the technopark has 400 faculty members that teach 1,500 students as well as conducting R&D activities.

Granada Healthcare Technopark has the organizational structure of a foundation, established with the leadership of Granada University. However, since foundations are non-profit organizations, there are initiatives for turning it into a corporation. It will be a public corporation managed by the Autonomous Government of Granada. The corporation will be responsible for business administration and development while the foundation will have roles in technology transfer between the public and the private sector. With these aspects, Granada Healthcare Technopark is considered to be not only a clustering effort in the field of healthcare but also an initiative that will push Granada forward in interregional competition.

Guadix Rural Development Association

Guadix Rural Development Association is a non-governmental organization that has the status of an association and works in partnership with Granada Provincial Administration. Founded in 1994, the association has 115 members, most of which are from the private sector. The purpose of the association is to attract EU funds to the region and contribute to the rural economy. It carried out many projects with funding from the EU-Leader program.

The membership structure of the association has four categories. The first type of members includes public authorities, municipalities and the provincial administration; the second category includes chambers of commerce and industry; the third category includes banks, cooperatives and companies and the fourth consists of social actors such as women and youth associations. Initially the members of the association consisted mostly of public sector representatives while today 65% are from the private sector and 35% from public authorities and NGOs. The most important reason for this is the fact that the Leader program requires that the public sector has less than 49% partnership in order to fund projects.

The Executive Committee of the Association has 19 members and has a balanced representation of the four membership categories. Although there were no female members in the committee at the outset, today there are 10 female members. This is also intentional, in order to access more

EU funds. Representing more women in executive committees increases the likelihood of receiving EU funding.

The Association prepares and implements six-year strategic development plans at the district level. The Association collaborates with the Provincial Administration in the preparation and implementation of the plan. Sectoral meetings are organized at the implementation stage in order to increase the implementation capacity. An agro-ecological approach is adopted for agricultural practices in the current plan. Agricultural practices that fall outside this approach are not funded.

4.3. Highlights of the Field Studies and Overall Review

A significant portion of the organizations visited in Berlin were non-profit corporations. These corporations work for public benefit and towards local and regional development in many fields ranging from regional development to cross-border partnerships. They carry out income generating activities in order to sustain themselves.

One of the corporations in this group, the VHW, develops planning and urban design proposals for local governments that have a defined problem. In this process the corporation develops custom solutions including creating resources and encouraging participation of stakeholders, and it is especially experienced in including various actors in planning processes. Berlin Partners on the other hand carries out activities for promoting the city of Berlin and attracting investments. With this purpose it establishes partnerships with local governments and conducts international promotion and investor support activities.

This type of non-profit companies join their forces with NGOs, like ISI e.V. and BGZ Berliner, and institutes to create opportunities for civil society to guide local and regional development in Berlin. In this field local and regional governments mostly play legislative and regulating roles, while these organizations actively work towards their own interests and partially contribute to local and regional development. Additionally, large scale investment decisions of the local and regional governments are among the most important elements that direct long term development as

indicated by officials from Urban Catalyst, the corporation that prepared the Berlin Strategic Development Plan.

Within Germany's administrative structure, there are not any organizations that are called regional development agencies, that aim to direct and coordinate regional development and that prepare regional development plans with this aim. However, interviews held in Berlin show that the local administrative structure that has been established with active participation of civil society and the private sector has been contributing significantly to state level planning and implementation of regional development strategies. The existence of institutions that can relate their own financial sustainability with the achievement of local and regional development goals, such as non-profit corporations, is especially striking.

Interviews with Bulgarian regional development agencies in Sofia, Stara Zagora and Plovdiv revealed that development agencies in this country have a fragmented structure where some act as a part of the central government structure while others are non-governmental organizations established by local and regional initiatives. Agencies that are part of the central government do not have a regional characteristic and are interested in national scale development, such as supporting SMEs. Regional development agencies on the other hand, are interested in promoting and developing the relevant region. This results in the establishment of multiple development agencies that serve the same purpose in the same region and inhibited the effectiveness of the organizations that are not supported by the central government.

Bulgarian DAs were usually founded by one or more municipalities in the region. Although municipalities do not have an active role in the management of these agencies, this is an indication that municipalities felt a need for DAs and they believe that DAs can contribute to the development of their region.

The field study in Bulgaria revealed the importance of central government support for regional administrative structures at the establishment stage. This support is especially important in establishing the administrative

structure of regional development and in comparison to Bulgaria in this sense, the administrative structure of Turkish DAs seem more advantageous in terms of relations with the central government.

However, a dependent relationship with the central government where RDAs are the sole actors of regional development makes it difficult for civil society and the private sector to embrace regional development policies. Therefore, it is important to establish NGOs and private sector institutions that complement and support RDAs, and create and maintain channels for sustainability.

The most important part of the field study in Granada has been the visit to the Provincial Administration. The Administration in one sense is an association of municipalities and acts as a local government agency. In another sense it is a semi-autonomous structure that is connected to the autonomous government and that takes local characteristics into account in policy making. With these features it constitutes an interface and a connection point between the central and the local government.

There are similarities between the Service Contract used by the Administration to offer its financial and technical support and the regional plans prepared by DAs in Turkey. Both are prepared using participatory methods and adopt a bottom-up development approach. Both are implemented

voluntarily and have limited legal binding. Finally, both use their resources strategically in order to reach their development goals. The Contract is renewed biennially to allow both the Provincial Administration and local governments to access cooperation and support in fields they agree on. The priority levels and contents of actions towards local development and social improvement are not left in the hands of local governments and are determined through negotiation with the Provincial Administration. Therefore, the Service Contract is an implementation oriented document that is regularly updated, open to changes and flexible enough to take differences among local governments into account. The responsibility to implement the actions is left to local governments while the Administration contributes through funding. This increases the degree that decisions can be implemented.

One of the commonalities between the organizations in all three countries is their advanced capacity to use EU funds. Especially agencies that have NGO status sustain themselves mainly with EU funds. The number of their personnel changes according to the number of projects they are conducting at a given time. This allows them to actively continue their activities with low budgets. The existence of qualified full-time personnel who can write new projects and find resources when there are not any continuing projects is crucial for these organizations.

5. TRC2 REGION, EFFECTIVE PARTNERSHIP FOR REGIONAL DEVELOPMENT WORKSHOP (April 6-7, 2017)

The second stage of Karacadağ Development Agency's "Effective Partnership for Regional Policies" project was a workshop held on April 6-7, 2017, with participants from public authorities and NGOs in the region. The purpose of the workshop was to reveal the partnership potentials of regional stakeholders by focusing on projects and allowing them to evaluate partnership opportunities available to them. Before the workshop a questionnaire was sent to Karacadağ Development Agency development committee members, who are considered to be important stakeholders in regional development, and they were asked to evaluate the themes of the workshop in terms of problems, resources and proposed solutions.

The workshop was designed to focus on the resources of the stakeholders and the successes that are achievable with these resources. The aim was to explore objectives that are achievable by the stakeholders in collaboration instead of problems that are structural and therefore are not solvable by local organizations alone. With this aim, each group was asked to come up with a project proposal during the workshop using only existing resources. The workshop was also expected to contribute to the partnership atmosphere in the region by bringing regional stakeholders together in an interactive environment that is open to discussions.

This part of the report gives an account of the workshop in two sections. The first section evaluates the survey conducted before the workshop while the second section addresses workshop activities.

5.1. Evaluation of the Pre-Workshop Survey

An online questionnaire was sent to the members of Karacadağ Development Agency regional development committee and its commissions before the workshop. The survey aimed to identify problems that have priority in the five main axes of the project and the regional plans (Economic Growth, Social Development and

Capital, Quality of Life, Sustainable Development and Female Entrepreneurship), identifying strengths, skills and distinguishing characters of the organizations, and matching these problems and skills during the workshop. The questionnaire asked participants their opinions about the most important problem(s) in relation to the themes, the causes, proposed solutions, the most important obstacles against the solutions and the resources that can be used for solving these problems. It was indicated to the participants that resources were not limited to financial resources and could include non-financial means such as authorities that facilitate actions, specialized personnel or opportunity to reach large audiences. Questions were open ended in order to allow more detailed answers. In less than two weeks, 83 stakeholders answered the questionnaire. In this section, the results of the survey will be summarized in order to give an idea about the problems and resources of the region. Since the survey did not aim to do any measurements and instead intended to form an opinion, and since questions were open ended, a statistical analysis was not conducted and the answers were evaluated through keywords.

According to the survey the major problems in economic development are employment and lack of investments. The causes for these problems and the obstacles against solving them are: national and international security issues, economic uncertainty, stability, bureaucracy, lack of a long-term planning approach and lack of public-NGO-private partnerships.

In social development and capital, the major problems were lack of skilled labor force, lack of high quality education, loss of trust-based relationships, insufficient social infrastructure and activities and inefficient working environment. The causes for these problems and the obstacles against solving them are: failure to create an atmosphere of trust, inertia, out-migration of young people from the region, focusing on short term costs rather than long term gains, lack of education, lack of specialized personnel, closed culture,

communication problems, lack of coordination and dialogue between institutions.

The major problem in quality of life is indicated as insufficient social infrastructure. Other problems were transportation/public transport, employment, structural problems and planning problems. The causes for these problems and the obstacles against solving them included laziness, failure to turn capital into investment, acceptance of informal economy, regional conditions, local culture, lack of cooperation, established mindscapes, the war in Syria and loss of trust among young people.

The major problems related to sustainable development are lack of awareness on sustainability, economic underdevelopment, insufficient institutional capacity, putting economy before nature and destruction of agricultural land. The causes for these problems and the obstacles against solving them are: lack of coordination, the need for sensitivity among state agencies, the indifference of administrators and the public, low level of awareness about sustainable use of natural resources, the widespread approaches that sacrifice nature for economic investment, socio-cultural obstacles, lack of inspection, insufficient

coordination, insufficient enforcement, lack of interest in rural areas, short sighted policies, constant changes in the education system, and insufficient capital, investment and resources.

The major problem in terms of female entrepreneurship was the social structure. Other problems included institutional structure, bureaucracy, lack of economic freedom among women, low number of female entrepreneurs, lack of self-esteem among women and insufficient training activities that target women. The causes for these problems and the obstacles against solving them are: insufficient capital, problem of trust, insufficient training, longstanding customs and traditions, culture of life, underdeveloped spirit of entrepreneurship among women, patriarchal view of women, feudal social structure, lack of policies in this field, low number of female role models, lack of coordination between institutions and bureaucratic obstacles.

In terms of resources, it is observed that the public sector has the highest level of resources. The municipalities come second. The resources indicated by type of institution are given in Table 1.

PUBLIC AUTHORITIES	LOCAL GOVERNMENTS	NGOs	UNIVERSITIES
Training, vocational training, accessing people that need training, providing educational infrastructure	Training, agricultural training	Training, vocational training	Training
Qualified personnel	Qualified personnel	Qualified personnel	Qualified personnel
Data provision, analysis and sharing, academic research, symposium organization	Data provision	Academic research, public opinion poll	Academic research, symposium organization
Promotion and announcements	Promotion, marketing, announcement	Promotion, promotion and informing investors	Promotion
Trip organization			Culture and arts activities
Awareness raising, informing,	Awareness raising, informing	Awareness raising and informing	
Accessing large audiences, communication between local people and administrators	Communication, accessing large audiences	Providing communication between organizations	

PUBLIC AUTHORITIES	LOCAL GOVERNMENTS	NGOs	UNIVERSITIES
Planning		Policy development and planning	
Technical support, project development and writing support, support in accessing national and international resources, support in bureaucratic procedures, consultancy, employment/vocational consultancy, facilitating accessing funds, support in accessing employment	Technical support	Project development/writing support, entrepreneurship support	
Infrastructure investments	Land support, financial support		
Creating employment	Infrastructure investments		
Coordination, top level coordination	Project partnership		

Table1 Resources by type of institution according to survey results

Survey results were used to learn about regional problems, potential contributions that stakeholders can offer to the solution of these problems and to provide participants with proposals to inspire them. The results were used during the workshop, especially for revealing resources.

5.2. Workshop Activities

5.2.1. Organization of the Workshop

The workshop was designed with the principles of using internal resources for regional development and ensuring active participation of local stakeholders. Financial (funding, equipment etc.) or non-financial (qualified personnel, access to different social groups, authorities that make it easier to function etc.) resources that each organization possesses or can access are considered to be internal resources of the region. Each organization uses these resources towards their own duties and objectives and this way contributes to regional development. External resources (national and international), through investments and incentives, can also be used for regional development purposes.

External resources do not provide sufficient contribution to regional development due to

discontinuity, low level of control by local actors in decision making and management, and national (and sometimes supranational) priorities being put in front of local ones. Today Turkey's regional policies and global trends are turning towards less dependence on these types of external resources and more on internal resources for regional development. In addition to the financial and non-financial institutional resources mentioned above, natural (underground and above ground resources), geographical (location, climate etc.) and social (human and social capital etc.) resources constitute the internal resource pool for regional development. However, low levels of communication, coordination and cooperation among local actors can result in these resources being idle or used inefficiently. Therefore, it is important to establish effective partnerships based on cooperation for regional development. This will allow regional development to be tackled as a holistic project that is more than the sum of the individual contributions of the stakeholders.

In this conceptual framework, the workshop was designed to serve the project's objectives in three ways. First, it aimed to explore potential projects that stakeholders could carry out in partnership and by using their internal resources.

This would allow them to use dispersed resources in cooperation. Secondly, a platform was created where regional development stakeholders in the Diyarbakır-Şanlıurfa region could interact with high representation. Thirdly, cooperation and effective partnerships were associated with the development axes of the Karacadağ Development Agency's regional plan in order to improve the Agency's capacity to implement the plan and increase its guiding function in regional development.

The workshop was designed and facilitated by a team from İstanbul Technical University and Karacadağ DA. It was organized as an exercise on developing cooperation and partnerships around themes that are predetermined by stakeholders. The focus group method was used to explore how to develop cooperation between organizations for regional development. The focus group study is a method of developing new ideas within rules, without limiting thoughts.

After an introductory briefing, participants were asked to come up with a project idea within a given theme. The project creation process was divided into stages and each stage had a limited duration. This way the groups were encouraged to focus on solution-oriented concrete project proposals rather than being limited to conceptual discussions.

Project ideas were developed during the second session, which was the main session of the workshop. This session consisted of five stages, each approximately 30 minutes long, and each table was asked to focus on regional problems related to the theme assigned to them. Each participant was given sticky notes to write their opinions on problems and stick them on the board next to their table. Participants were asked to focus on relatively small problems that can be resolved at the local level, rather than big/structural problems.

Problems, for which stakeholders cannot contribute to the solution and therefore, that cannot lead to concrete proposals were excluded. The purpose was not to trivialize or veil structural problems but to encourage stakeholders to think about what they can do to help regional development despite these problems.

At the second stage, participants were asked to vote on the problems of their tables in terms of three aspects: i) The most important problem in terms of the theme of the table; ii) The problem that is easiest to solve; and iii) The most important/urgent problem in terms of the organization they represent. The aim of this stage was to allow stakeholders to analytically identify the area that they will focus their resources on.

At the third stage, participants were asked to stop thinking about the problems and focus on the resources that are available to them. Each table was given a sample matrix presented in figure 2, and was asked to list the resources of their organizations using this sample. The matrix was based on the results of the survey conducted before the workshop. At this point, participants were reminded that: i) Resources can include non-financial elements such as communications with the central government, vehicle parks, ability to include different social groups in activities, communication, financial aid, authorities that make it easier to function, specialized personnel or opportunity to reach a large audience; ii) Participants are expected to evaluate their knowledge realistically and they do not have to be aware of all the resources their organization has; iii) The list of resources is only prepared for this exercise and participants are not expected to make any commitments for real life; and iv) The purpose of the exercise is to see what is possible when resources are combined.

ORGANIZATION	FINANCIAL RESOURCES	NON-FINANCIAL RESOURCES	HUMAN RESOURCES	COMMUNICATION/PROMOTION/ANNOUNCEMENT	OTHER

Figure2: Matrix of Resources

At the fourth stage, participants were asked to identify a target that they will direct their resources to, through negotiation. For this purpose, they were asked which problem [i) The most important one; ii) The easiest to solve; iii) The one that best serves the organization's objectives] should be focused on, taking the votes and the available resources identified at previous stages into consideration to guide this stage. To avoid limitations and allow creative solutions it was indicated that multiple problems could be combined, two or more problems can be tackled separately, or a problem that was not voted could be tackled as well.

At the final stage, each group was asked to develop a project or action plan that solves the identified problem with the resources listed earlier. Considering the limited duration of the exercise, participants were asked to explain the division of tasks among organizations, the stages at which different resources will be used, potential problems during the process and solution proposals as well as the connection between the project proposal and the theme of the table, even if they cannot fully complete the project proposal. The third session that was held on the second day of the workshop was dedicated to project proposal presentations, which gave participants more time to work on their proposals.

Throughout the workshop, two representatives of Karacadağ Development Agency were assigned to each table. The agency representatives acted both as reporters and as representatives of the Agency as a stakeholder.

5.2.2 The Process and Outcomes of the Workshop

The two-day long, 4-session workshop held on April 6-7, 2017 started with formal opening

speeches and a presentation titled "Karacadağ Development Agency's Work and Vision" by secretary general Dr. Hasan Maral. These were followed by presentations by project partners from European cities. The first session ended with a presentation of the survey results.

The second session was organized as round table meetings by dividing participants into five groups to work on establishing partnerships and creating project proposals. Each group was assigned a theme, four themes from the TRC2 regional plan axes (Economic Development, Social Development and Capital, Quality of Life and Spatial Organization) and one theme that was added particularly for this project (Female Entrepreneurship). In creating the workgroups, the aim was to create a balanced distribution of participants in terms of geography (Diyarbakır-Şanlıurfa), institutions (central government, municipality, chamber of commerce and industry, university and NGOs) and gender in each group. Each table had two specialists from Karacadağ DA acting as facilitators and reporters. (The represented organizations and titles of participants in each group is given in Appendix 3).

The third session was dedicated to presentations by these workgroups while the fourth was for jointly evaluating the proposals.

Project proposals developed by the workgroups were: "Creating a High Added Value Supply Chain" for the Economic Development Theme, "Developing Institutional Cooperation in Vocational Training, Increasing Employment and Employability of Students" for Social Development and Capital; "Using and Extending the Use of Renewable Energy (Solar and Geothermal) in Agricultural Irrigation and Husbandry, Especially in Organic Agriculture Zones" for Sustainable Development; "Increasing

Quality of Life in Ben U Sen neighborhood in the Yenişehir District of Diyarbakır” in Quality of Life; and “Strengthening Women’s Position in Economic and Social Life” for Female Entrepreneurship. The contents of these proposals reflected the proficiency of the participants on local information, potentials and problems. They were also developed so that they can be carried out only with the resources of the participating organizations. The activities proposed by the participants contributed to different aspects of regional development. Each project idea is enclosed in an box below.

BOX 1: “Creating a High Added Value Supply Chain” project proposal

Identified problems:

- Despite the significant infrastructure potential in the region, underdevelopment of an agriculture based industry is an important problem.
- The small number of agricultural firms is an important indicator of this.
- Another important indicator is the unsustainability of production in food companies.
- Problems that arise in processing agricultural products are also important problems in this sector.
- Products that do not create added value aggravates the problems.
- Inability to benefit from new technological opportunities and insufficient R&D and innovative development in agriculture lead to fundamental problems that are yet to be tackled.

Potentials:

- Although weak in food production, the improvements in wholesale and retail commerce in the sector are significant in showing the potential.

- Despite all the problems in production, the continuity of production in this sector in the region shows that the problem should be carefully tackled.
- The factors that affect continuity of agricultural production play an important role in this situation. These factors are: agriculture being the source of livelihood for a significant portion of the population; high labor force potential in rural agriculture and migration being a driving force for this potential; and the recently increased number of large scale agricultural companies.

Conclusions:

- The importance of the food sector in agricultural production requires regional plans to be created in this axis and makes it necessary for relevant actors (university, GAP (Southeastern Anatolia Project), Karacadağ Development Agency, Chamber of Commerce and Industry) to cooperate. The existing food production potential in the region makes this a sector that is expected to increase exports and leads to a diversion of public resources in this axis.
- The foreign commerce markets of the region are favored by Middle Eastern countries and this is an important advantage. Especially since Turkish products are considered halal in Middle Eastern countries, food exports are high. Taking this factor into consideration when determining markets can have a great impact on increasing high value-added production.

Division of tasks:

- ŞUTSO and Diyarbakır Chamber of Commerce and Industry will be the main actors and coordinators of the project. Accordingly, they will be responsible for assuring participation of the private

sector in the project, organizing field work, obtaining support from relevant national and international organizations and sharing the results of the project through lobbying.

- Harran and Dicle universities will be responsible for writing the project, identifying research opportunities, conducting and reporting field study analyses and developing policy proposals.
- GAP Administration and Karacadağ Development Agency will provide funding for the project. These organizations will also actively work on support from and participation of other relevant actors.

Project activities:

- Field studies in the food sector, in terms of production, commerce and services, and identifying the area that companies concentrate and cluster within supply chains and the production value chain.
- Evaluating the input-output relations between the agricultural sector and the food sector, and creating the supply-demand balance of the markets accordingly, in order to base the volume of economic growth on high added value products.
- Identifying appropriate investment areas in the food sector according to the field studies and developing appropriate policy proposals.
- Reporting and accessibility (sharing knowledge with relevant firms using technological opportunities).
- Planning informational and training activities for dissipating the results to the stakeholders.
- The importance and possible contributions of the project for regional development:
- Developing concrete proposals concerning investment areas for investors and entrepreneurs in order to generate a model study in the food sector.

- Establishing coordination and cooperation between organizations in the food sector.
- Identifying market opportunities that will increase trade in all production, supply and value chains.

BOX 2: "Developing Institutional Cooperation in Vocational Training, Increasing Employment and Employability of Students" project proposal

Identified problems:

- Slow working judiciary
- Bureaucratic obstacles
- Training activities shaped according to the market instead of skills
- Insufficient entrepreneurship training
- Insufficient on-the-job training after employment
- Lack of thematic schools
- Lack of cooperation and coordination among organizations
- Insufficient promotion and counseling activities
- Difficulty of finding internships for students from vocational and technical high schools
- Political influences on the relationships between organizations
- Difficulties in the employment of ex-offenders
- Insufficient access to education and healthcare services
- Lack of coordination between government agencies, NGOs and the private sector

The group decided to focus its resources on "Lack of coordination, communication and cooperation between government agencies, NGOs and the private sector in vocational education." They indicated that the project would be carried out as follows: "A protocol will be signed by project

partners, formalizing the scope of the partnership, the responsibilities of the stakeholders and the sanctions that will be binding for all sides, as well as establishing a reconciliation commission that will monitor these responsibilities."

Project activities:

- Providing employment opportunities for students
- Offering private sector's workspaces and training facilities for students to practice
- Providing social job skills training to qualified labor force
 - + Digital portfolio preparation training
 - + Communication training
 - + Work ethics training Language training
- Cooperation monitoring and employment monitoring commissions
- Creating a web site for the project
- Creating a data bank

Division of tasks:

- The University: training facilities, language and work ethic training
- Diyarbakır Commodity Exchange: needs analysis, twinning employers and employees, creating the shared data bank, probation, inclusion of disadvantaged groups
- ŞUTSO: twinning employers and employees, financial support
- İSKUR (Turkish Employment Agency): financial contribution, training facilities and workshops
- MEB (Ministry of Education): data processing training, foreign language training, lecturers and facilities, coordination and transportation support

- The Municipality: facilities and transportation support
- The Development Agency: technical support, training facility, coordination, monitoring and evaluation
- Potential contributions of the project to regional development:
 - Supplying qualified personnel for the labor markets
 - Improving the industrial culture
 - Improving cooperation and coordination between government agencies and with the private sector
 - Improving working and job finding skills of the students
 - Increasing economic growth and employment
 - Increasing on-the-job training and internship opportunities

BOX 3: "Using and Extending the Use of Renewable Energy (Solar and Geothermal) in Agricultural Irrigation and Husbandry, Especially in Organic Agriculture Zones" project proposal

Identified problems:

- Human resources: (i) Lack of qualified personnel that can execute sustainable development projects; (ii) Insufficient trainer's training programs; (iii) Failure to achieve desired results in farmer training programs; (iv) Insufficient training activities in the tourism sector
- Urbanization: (i) Rural to urban migration (economic, ecological and social aspects); (ii) Allowing urban development on agricultural land; (iii) Haphazard urbanization; (iv) Unplanned growth; (v) Lack of coordination between organizations; (vi) Lack of conservation plans for agricultural land; (vii) Lack of an effective

system to monitor and analyze land in the region (Geographical Information Systems, Orthophotography Data)

- Participation: (i) Insufficient inclusion of all stakeholders; (ii) Lack of governance; (iii) Insufficient contributions from NGOs to voluntary work; (iv) Insufficient awareness on participation; (v) Lack of awareness concerning locally based development
- Natural Resources: (i) Failure to protect water, soil, air and biodiversity resources; (ii) Failure to protect organic agricultural basins; (iii) Desertification due to improper irrigation; (iv) Lack of pasture rehabilitation; (v) Damages caused on biodiversity due to dam projects; (vi) Failure to protect agricultural land and inability to diversify products; (vii) Inability to reach the desired level of marketing for agricultural products; (viii) Pollution in drinking water catchments; (ix) Rapid population increase; (x) Unplanned use of the environment and nature; (xi) Lack of widespread modern and pressurized irrigation systems; (xii) Disregard of natural resources in development investments; (xiii) Insufficient measures against desertification; (xiv) Insufficient use of organic agricultural practices; (xv) Lack of qualified personnel in the region for conservation of natural resources; (xvi) Irregular and unplanned use of underground water sources
- Project and Information Management: (i) Lack of a project oriented mindset towards sustainable development problems; (ii) Inability to create sustainability in project implementation; (iii) Insufficient recycling programs; (iv) Monopolized control over resources; (v) Creating a shared database; (vi) Insufficient information management and monitoring/evaluation processes in projects; (v) Uncertain goals and objectives in sustainable development projects; (vi) Omission of R&D and innovation components in sustainable development projects; (v) Insufficient rural infrastructure projects; (vi) Lack of partnerships in project implementation
- Renewable Energy: (i) Inability to sufficiently exploit solar (SPS), geothermal and biogas energy sources; (ii) Energy problems in agricultural irrigation; (iii) Energy problems in husbandry activities; (iv) Not using modern irrigation systems; (v) GAP project's focus on energy rather than irrigation; (vi) Not using solar wall systems in buildings; (vii) Insufficient use of geothermal energy in greenhouse cultivation
- From this large pool of problems that reflect the participants' proficiency on local information, the easiest problems to solve were chosen as the subject of the project, which was solving agricultural energy problems with renewable energy sources.

Division of tasks

- A protocol is foreseen between GAPTAEM (GAP Agricultural Research Institute), GAP, BKİ (Regional Development Administration), UNDP (United Nations Development Programme), the Development Agency and Şanlıurfa Metropolitan Municipality Rural Development Department in order to share the funding for the project. The land and companies (husbandry, organic agriculture, greenhouses) for the pilot application, the training facility, vehicles, lecturers, the laboratory and GIS support are planned to be provided by GAPTAEM, GAPUTAEM, GAP EKODER (GAP Ecological Agricultural Development and Welfare Association), Ministry of Agriculture Provincial Directorate, Ministry of Environment and Urbanization Provincial Directorate, the Sheep and Goat Breeders Association and the Greenhouse Growers Association.

Project Activities:

- Choosing the pilot application site; Using solar and geothermal energy in organic agriculture, husbandry, fruit and vegetable

production; Monitoring and evaluation; Sustainability and impact analysis.

BOX 4: “Increasing Quality of Life in Ben u Sen neighborhood in Yenışehir district of Diyarbakır” project proposal

Identified problems:

- The Most Important Problem: quality of life and urban planning problems (infrastructure, transportation, urban aesthetics, insufficient green areas)
- The Most Urgent Problem: unemployment
- The Easiest Problem to Solve: low level and low quality of education (domestic, social, individual, child education)
- Project Objective:
- Reducing unemployment, increasing the quality and level of education and increasing spatial quality in a chosen neighborhood.

Project Activities

- Activities targeting unemployment
- Urban agriculture practices (responsible organizations: Municipalities, GAP BKİ, NGOs)
- Vocational training programs for women and the youth (responsible organizations: Development Agency, NGOs)
- Entrepreneurship and microcredit support (responsible organizations: Development Agency, NGOs)
- Income generating tourism activities (responsible organizations: Development Agencies, GAP and partners)

Activities targeting education quality:

- Improving physical conditions and service quality in education (responsible organizations: MEM (Provincial Directorate of National Education))
- Increasing the number of classrooms (responsible organizations: MEM)
- Increasing the number of teachers (responsible organizations: MEM)
- Sanitation and hygiene (responsible organizations: MEM, İŞKUR)
- Improving environmental safety and health (responsible organizations: Municipalities, HSM (Public Health Administration))
- Activities targeting the quality of urban space:
 - Street rehabilitation (responsible organizations: Municipalities, GAP BKİ)
 - On-site transformation (responsible organizations: Municipalities and TOKİ (Mass Housing Administration))
 - Infrastructure services (responsible organizations: Municipalities)
 - Social integration of the neighborhood to the city (responsible organizations: Municipalities, GAP BKİ, ASPM (Ministry of Family and Social Policy Provincial Directorate)).

BOX 5: “Strengthening Women’s Position in Economic and Social Life” project proposal

Identified problems:

- The most important problems are identified as: insufficient capital/resources, difficulty in communicating with role models and education (family education and entrepreneurship training for women).
- Since insufficient capital/resources is a large-scale problem, it was eliminated by the workgroup and the project was focused on the second and the third important problems. The target group of the project

is identified as young women above 15, and men and women that wish to become entrepreneurs.

Project activities:

- Women's rights, child abuse, violence and health seminars for 30 women and men, taught by 20 volunteer pharmacists, organized by TEB (Turkish Economic Bank) Academy and the Chamber of Pharmacists.
- Cultural trips organized for girls and women who have not been outside their neighborhoods/villages before, with female tour guides; two seminars on career days; two seminars on the position of female employment in the economy; and self-esteem training programs
- As part of the Female Entrepreneurship Training Program, a 10-hour entrepreneurship training, role model experience sharing, company visits, sectoral expertise in tourism and rural areas, an activity on experience sharing by female entrepreneurs and a booklet that introduces businesswomen from South Eastern Turkey will be offered.

Contributions of the Project:

- The effects of the project will be experience transfer as a result of communicating with role models, gaining the necessary self-esteem for entrepreneurship through training (family education and entrepreneurship training for women) and advancements on other procedures.

With the conceptual framework described earlier, the workshop generated stimulating results in terms of establishing effective partnerships and coordination between organizations for development in the Diyarbakır–Şanlıurfa region. The workshop should not be considered a research method. The results obtained here do not necessarily reflect the views and priorities of all the stakeholders in the region, and the opinions of the participants do not necessarily match the opinions of the organizations they represent. Therefore, the workshop simply tries to bring regional

development actors together with a high level of representation and encourage them to think about regional development and partnerships. In this framework, the conclusions reached according to observations made throughout the workshop are as follows:

Firstly, it was observed that all of the actors in the region were affected by living on a border zone with a hot war and the other ongoing conflicts in the region. This factor was especially visible in national and international problems that stem from structural reasons that guide the thoughts and actions of the stakeholders. From their point of view, achievements made using internal resources seem insignificant against the greatness of existing problems. However, discussions held during the workshop showed that most participants were highly aware of the problems and potentials of the region. Therefore, local information on the targets and characteristics of possible interventions that can contribute to regional development is dispersed among stakeholders.

The priorities of the regional stakeholders do not always overlap. The differences between the duties and interests of different organizations make it difficult for regional problems to be perceived similarly.

When non-financial resources are also taken into consideration, organizations have significant amount of resources and they have the ability to access even more from external sources. However, there can be difficulties in mobilizing these resources towards certain objectives.

It was observed that, not only there were not any important obstacles against communication between organizations (such as being closed to communication and partnership) but also good relationships were already established between many. An important aspect of these relationships is that these are based more on interpersonal relations. Certain people, who can be described as institutional entrepreneurs, were essential in terms of awareness of problems and ability to intervene, both for their own organizations and for regional development.

Project based approaches are important for implementing regional development oriented, target focused activities that require low levels of investment. The stakeholders who participated in the workshop were observed to be inclined towards project based thinking.

6. OVERALL REVIEW, POLICY PROPOSALS FOR KARACADAĞ DEVELOPMENT AGENCY AND THE DIYARBAKIR-ŞANLIURFA REGION

The Effective Partnership for Regional Policies project has contributed to the establishment of effective partnerships, which will help Karacadağ Development Agency in building its institutional capacity and implementing its regional plans.

Field studies have provided a closer look at practices in a number of EU member states with different administrative structures, regional development histories and development levels. During the visits, it was observed that all of the institutions that have interests related to regional development feel the need to develop partnerships among stakeholders. These organizations developed various partnership models and unique solutions that reflect their statuses, authorities and responsibilities.

A striking example in Europe is the non-profit corporations in Germany. Their corporate status allows them to conduct income generating activities and sustain themselves without external resources, while their non-profit status returns this income to their own activity areas. These types of organizations contribute to problem solving, especially through their partnerships with local governments. Turkish legislation does not define a non-profit (i.e. working for public benefit) corporation structure. Instead, effective partnerships between for-profit companies and DAs can provide benefits for both sides. Consultancy firms are the first type of companies that come to mind in the field of regional development and planning in Turkey. These companies follow national and international calls for proposals and offer project writing and execution support to organizations that are eligible for funding. Consultancy firms are criticized for using template projects that disregard specific requirements of each call and applicant, for creating unrealistic project budgets and for causing damages by offering insufficient implementation support. (Sezgin, 2014) Although these cannot be generalized to all consultancy firms, it causes a negative prejudice against them. Partnerships between DAs and consultancy firms to better inform the firms about regional planning targets and to

increase the number of applications to calls that match these targets will be in the interest of both parties.

The field study in Bulgaria demonstrated the importance of partnerships between organizations responsible for regional development. The lack of coordination and cooperation mechanisms among regional development agencies in Bulgaria and the existence of multiple organizations that act as development agencies in the same region cause competition that negatively effects regional development. Coordination oriented umbrella organizations such as BARDA on the other hand cannot be effective due to being voluntary, lacking financial resources and having low influence at the national level. From this perspective, Turkey's development agency system has advantages in ensuring coordination, vertically between national and local levels and horizontally between development agencies across the country. Another advantage Turkey has is that these agencies have legally-secured budgets that can be used for regional development goals. As discussed previously, it is important for agencies to use these advantages towards a bottom-up development model that mobilizes local dynamics.

The field study in Granada allowed a detailed examination of Granada Provincial Administration. In comparison to the Turkish administrative structure, this organization can be defined as an association of municipalities with a fortified legal entity. It is also similar to Turkish provincial administrations in terms of being local and central at the same time, and having a legal entity and administrative structure. This organization is supra-local in terms of its hierarchical relationship with the central government and financial support from the federal budget, yet local for being governed by administrators elected exclusively from local government officials. This organizational structure offers an opportunity to think about the bridging role of Turkish development agencies between local and central levels.

Granada Provincial Administration is a supra-local organization that guides local governments, offers them technical and financial support and partially provides their infrastructure needs. This role is important in providing local governments with resources they otherwise have difficulty in accessing. However, the Administration is perceived to be a local organization due to its position and is not able to develop participatory and proactive policies that can guide regional development. The organization is not capable of being a supra-local and local actor simultaneously.

A similar dilemma applies to Turkish development agencies as well. On the one hand, development agencies are subsidiaries of the Ministry of Development and they get a significant budget contribution from the central government, which gives them important roles in guiding and improving the institutional capacities of local governments and other stakeholders. The support offered to local organizations and activities for attracting investors contribute significantly to regional development. On the other hand, development agencies, despite being relatively young, have managed to establish strong relationships and networks with local actors. However, the workshop component of the project showed that these networks have not been able to generate project based actions and establish regional development oriented partnerships. Regional plans are still not embraced by local actors and development agencies are often viewed as funding sources for the stakeholders in their regions.

As a local actor, there are separate advantages of producing regional development plans and policies based on cooperation and participation among stakeholders and playing a guiding and supporting role as a bridge between local and central levels. The first advantage is implementing regional plans and local actors embracing these while the second one is providing an institutional foundation for regional development, especially in underdeveloped regions. Agencies need to determine their position strategically, taking regional needs and development priorities into consideration.

According to the experiences gained during the workshop, many international, national and local organizations conduct activities in the TRC2 region that can serve regional development with their internal resources. However, these organizations are unable to agree on common objectives due to

lack of coordination. International agencies such as UNESCO and national agencies such as GAP and TKDK allocate or mediate the allocation of significant amounts of financial resources for development in the region. However, many local organizations including local governments, universities and NGOs are not able to use their social capital components, such as qualified personnel, knowledge of local problems and access to local actors, due to lack of financial resources or insufficient institutional capacity. Although these organizations are aware of each other's existence, especially if they are in the same province, they are not acquainted in terms of partnership potentials and mutual benefits. This is the point where regional coordination is needed. One of the most important roles that Karacadağ DA can assume in facilitating regional development is strengthening communication between these organizations and uniting their actions around shared regional development goals.

Compiling information on problems, potentials and resources of the region from different organizations, synthesizing them and making them usable should be included in the Agency's coordination related duties. This information should contain the internal resources of the region that are constantly being generated by organizations as well as the existing resources, problems and potentials of regional actors. Moreover, this information should not be left idle as a data pool, but be offered to regional organizations to be used for strengthening the culture of cooperation.

Regional actors all have varying objectives and priorities related to their fields of activity and they use their resources for activities they determine accordingly. Effective partnerships for regional development are not expected to come before these objectives and priorities and organizations cannot be expected to use their resources in areas that fall outside their priorities. However, well designed partnerships and activities that combine resources from different organizations, can help them in reaching their own goals. The contribution of these types of activities will be more than the sum of the activities conducted by the organizations individually. The coordination duty of the Development Agency should include being informed about the changing priorities of the organizations and being able to develop creative ideas that combine these priorities.

Duties and authorities of regional development

stakeholders, especially public actors, are extremely well-defined. Although entering partnerships is within their duties and authorities, cooperation and partnerships also require a bureaucratic process. Despite the higher likelihood of a cooperation activity to be successful if it falls inside the legally defined duties and authorities of relevant organizations, a more flexible and dynamic structure is needed for a functional and effective partnership mechanism to be established in the region. Therefore, informal partnerships as well as formal ones should be encouraged among organizations. Communication and coordination between key personnel should be strengthened in order to improve partnerships. "Institutional entrepreneurs" within these organizations are expected to contribute to these types of partnerships.

Developing the institutional capacities of regional stakeholders is essential for establishing effective partnerships. In Turkey, DA's significantly support local governments, through calls for project proposals and guided projects. Financial contributions of local governments in agency budgets encourage them to carry out projects with agency support in return. Nevertheless, the majority of local governments have low project writing capacities and they cannot access agency resources equally. Karacadağ DAs support is crucial in this issue. The most important action would be the Agency to develop the capacity of its own personnel in this direction, especially in investment support offices. Agency personnel should not limit their support with project writing, be able to understand local economic development needs and guide local governments, and support them in strengthening their vertical and horizontal relationships in order to fulfill their needs and reach their goals.

During field visits, it was observed that incremental cooperation and project based partnerships were favored over a centralized holistic development approach. While discussing the causes and effects of this approach is beyond the scope of this report, it is useful to evaluate its practical consequences. First of all, it should be stated that it is impossible for projects that are shaped according to the priorities of the source of funding to directly meet the needs of regional development. Contributions of the EU, other international organizations and national budgets are usually allocated according to programs prepared with predetermined priorities. A bottom-

up development approach constructed according to local priorities cannot always correspond to supra-national and national perspectives. However, these project-based practices have highly effective due to being action oriented and having secured financial resources for activities. These projects certainly reach their specific goals with their monitoring and evaluation stages, they are always owned by an institutional structure, and finally, their operational costs are relatively low in comparison to the implementation of a holistic plan. Therefore, intermediary organizations that will follow regional development related programs and funds and inform local stakeholders about them, support projects that have appropriate development goals and local conditions to utilize these resources, and help increase the widespread impact of these types of projects are able to create additional resources for reaching regional development goals. Turkish development agencies are thought to have this potential.

It was observed in all three countries that were visited that the continuity and effectiveness of any type of organization depends on its project writing capacity for the EU or other international organizations. This also applies to Turkey. Therefore, it is important for development agencies to develop both their own institutional capacity and the capacities of regional stakeholders, in terms of project based thinking, cooperation and project writing, since the capacities of regions in obtaining funding are directly related to the performances of development agencies in Turkey. (Helvacioğlu Kuyucu and Tektaş, 2010) In addition to capacity building support in project based thinking and project writing, consciousness and motivation about acting in project based partnerships should also be offered by development agencies. In this framework, making good examples visible will make other organizations more willing to take action.

The Agency is also in the position to develop creative solutions for developing capacities of business circles and accessing the market. "Soft" projects mentioned in the section about the Granada field study, such as the online business development, marketing and investor access platforms and the Taste of Granada brand, are excellent examples to this type of creative solutions.

The strategic dimension and the participatory approach of regional plans prepared by development agencies must be reevaluated.

First of all, there is not a universal way and fixed rules for preparing a spatial plan with strategic characteristics. For instance, the Service Contract prepared by Granada Provincial Administration is not called a plan, but it acts as a strategic plan that allocates the organization's resources. These types of documents cannot substitute for regional plans in the Turkish planning system but it is a good example of alternative methods that can be used to improve the implementation capacity of the plans.

Although existing regional plans are prepared using participatory methods, they have a plan oriented, rather than a process and implementation oriented approach. In the plan oriented approach, all of the research and analyses as well as spatial and non-spatial decisions are documented with a plan. However, the implementation stage and the achievement of planning goals cannot be controlled after the plan is completed. (Yiftachel, 1989) In process oriented plans, on the other hand, the focus is more on the actions that will realize the planning goals than on the planning document itself. These types of action plans have to include implementation actors and tools as well as financial resources. Therefore, action plans must be prepared with participation and cooperation of all organizations that will support its implementation.

In order to increase the implementation capacity of the regional plans prepared by development agencies in the future, implementation oriented action plans should be prepared in partnership with local actors and in coordination with regional plans. Preparing regional plans with a bottom-up and top-down interactive approach similar to the workshop exercise of the Effective Partnership for Regional Policies project should be evaluated in this context. The workshop itself can be used as a model for future partnerships. This way, the resources and capacities of local and regional organizations will limit the plan and guide its objectives, while the regional development objectives determined by the planning team will be able to direct the resources of the stakeholders.

One of the most important responsibilities of development agencies should be examining

different success stories, good and bad examples from Turkey and abroad, evaluating them in relation with their region and sharing these with the stakeholders. (Walburn, 2006) This proposition involves not only a responsibility to collect information but also becoming an R&D and idea creation center in the field of regional development. As a whole, the Development Agency should assume a strategic objective to play a leadership role in determining the regional development agenda.

Another crucial component of this strategy is establishing effective partnerships. As former director of the European Association of Development Agencies (EURADA), Walburn's (2006) opinion is that effective partnerships are important for DAs in two ways. Firstly, it is not rational for DAs to act alone in a wide field like regional development. Therefore, regional development related tasks should be actively shared by stakeholders. Secondly, the diversity, number and effectiveness of regional development targeted actions require sharing resources with stakeholders. Otherwise, the resources of a single organization will not be enough to reach such a big goal.

The national and international partnerships that the Agency will establish or the networks they will join with actors outside the region will both increase the institutional capacity of the Agency and allow it to act as a bridge between these organizations and the regional actors. In this sense, the field visits organized as part of the "Effective Partnership for Regional Policies" project not only served as international promotion for the Diyarbakır-Şanlıurfa region but also provided a foundation for possible future partnerships for the Agency and the other local actors.

Finally, DAs must prove themselves as value creating organizations in their region in order to establish effective partnerships. With this aim, agencies must regularly communicate their annual programs and activities to the stakeholders and effectively show the contribution they are able to provide for regional development. This will also reinforce their legitimacy in the region.

7. CONCLUSION

This report was prepared as part of the “Effective Partnership for Regional Policies” project supported by the EU Civil Society Dialogue Program, in relation with the aims and objectives of the project. The project aims to increase Karacadağ Development Agency’s plan implementation capacity and provide active participation of local stakeholders in regional development via effective partnerships and cooperation. The evaluations of internal growth and regional development literature offered by the report, conclusions reached with the field visits and the design and results of the workshop all aim to strengthen partnerships between the Agency and the local stakeholders. This is not to imply that regional development is only possible through projects carried out by local actors using local resources. On the contrary, regional development should be coordinated with national plans and policies and have a holistic approach that includes economic, political, social and spatial dimensions of development. However, plan preparation, implementation and monitoring processes are “big structural problems”, as indicated by participants in the workshop. Neither the scope of this project nor the institutional structure, duties and authorities of the Development Agency are sufficient to overcome these problems. This is where the workshop and the project objectives intersect: contributing to regional development using existing resources without undermining the problems created by structural factors.

The fact that the project cannot solve structural problems should not diminish its importance. As Turkey’s planned development and regional planning experience since 1963 shows, centrally administered regional development and regional

planning efforts have not been successful in eliminating inequalities between regions and in developing underdeveloped ones. Insufficient attention on local dynamics and lack of active stakeholder participation in plan preparation and implementation is among the main causes of failure.

Due to its aim and design, the workshop focused on relatively small project ideas that can be carried out by the stakeholders using the internal resources of the region. The purpose was to emphasize effective partnerships and internal resources. However, as many participants indicated, there are many national and international problems that make it difficult for the Diyarbakır–Şanlıurfa region to develop. It is impossible for local actors to overcome these problems, some of which are economic and some military/political. Effective partnerships are needed not only at the local level but also between national and local actors.

The workshop that was organized as a component of the project allowed participants to create examples of potential achievements using internal resources. The partnerships created as an exercise showed that coordinated activities for regional development can accomplish more than the sum of individual benefits provided by organizations and enhance the welfare of the region. In this framework, the importance of the “Effective Partnership for Regional Policies” project lies in its emphasis on participation, as a crucial aspect of regional development and regional planning, and in being an initial step that can mobilize stakeholders in this direction.

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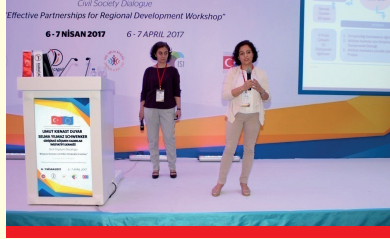
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APPENDICES

APPENDIX 1 - PHOTO ALBUM





**APPENDIX 2 - SURVEY FORM
FOR THE WORKSHOP**

Dear stakeholders,

This survey is prepared by the Karacadağ Development Agency for the “Effective Partnership for Regional Policies” project which was carried out in scope of the EU’s Civil Society Dialogue programme. Our goal is to explore different opportunities for partnerships between organizations in different fields. We kindly request that you take 10 minutes

to answer the questions and contribute greatly to the development of our region.

When filling out the survey, please consider the needs, resources, capabilities and goals of your organization. Thank you very much for collaborating with us.

Please briefly write your opinions on the major problems in the following areas in the Şanlıurfa – Diyarbakır region.

a) ECONOMIC GROWTH (Economic growth refers to topics such as increasing the production capacity in the region, increasing the employment opportunities, improving the possibility to earn income, increasing the investment in different sectors.)

Major problem:.....

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Reason underlying the problem:.....

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Suggestion for solution:

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The most significant obstacle in tackling the problem:.....

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What are the resources that your organization can use in helping to solve this problem? (These do not necessarily need to be financial resources; these can include other resources such as any experts who can facilitate the activities in this field, the existence of professional staff, the ability to reach wide audience/to make announcements.) :.....

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b) HUMAN DEVELOPMENT and SOCIAL CAPITAL (Human development refers to improving the personal, cultural and vocational knowledge and ability of the region's residents. Social capital can be defined as the bonds, relations and values that help increase the level of trust and collaboration between the individuals and the organizations in the region. Examples to social capital include the reflection of personal trust to institutional life, the possibility to make transactions based on verbal commitments without written documents.)

Major problem:

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Reason underlying the problem:.....

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Suggestion for solution:

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The most significant obstacle in tackling the problem:.....

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What are the resources that your organization can use in helping to solve this problem? (These do not necessarily need to be financial resources; these can include other resources such as any experts who can facilitate the activities in this field, the existence of professional staff, the ability to reach wide audience/to make announcements.) :.....

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c) QUALITY OF LIFE (Quality of life refers to an individual's level of satisfaction from work, housing, recreation, transportation aspects of the daily life. Quality of life is directly related to the infrastructure and services provided in these areas.)

Major problem:

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Reason underlying the problem:

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Suggestion for solution:
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The most significant obstacle in tackling the problem:
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What are the resources that your organization can use in helping to solve this problem? (These do not necessarily need to be financial resources; these can include other resources such as any experts who can facilitate the activities in this field, the existence of professional staff, the ability to reach wide audience/to make announcements.) :.....

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d) SUSTAINABLE DEVELOPMENT (Sustainable development refers to achieve economic growth with minimal damage on the nature and natural resources. The aim of sustainable development is to ensure economic growth necessary for the country and the region, while ensuring to bequeath natural resources to future generations without depletion.)

Major problem:
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Reason underlying the problem:
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Suggestion for solution:
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The most significant obstacle in tackling the problem:
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What are the resources that your organization can use in helping to solve this problem? (These do not necessarily need to be financial resources; these can include other resources such as any experts who can facilitate the activities in this field, the existence of professional staff, the ability to reach wide audience/to make announcements.) :.....

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e) FEMALE ENTREPRENEURSHIP (Entrepreneurship refers to an individual's/organization's ability to take initiative to organize and operate a business and assume economic activities. Female entrepreneurship refers to women participating the business world by starting their own businesses rather than being salaried employees.)

Major problem:

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Reason underlying the problem:

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Suggestion for solution:

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The most significant obstacle in tackling the problem:

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What are the resources that your organization can use in helping to solve this problem? (These do not necessarily need to be financial resources; these can include other resources such as any experts who can facilitate the activities in this field, the existence of professional staff, the ability to reach wide audience/ to make announcements.) :.....

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APPENDIX 3 - LIST OF WORKSHOP PARTICIPANTS

Table for Female Entrepreneurship

No	First Name-Last Name	Title	Organization	City
1	Selma Yılmaz SCHEWENKER	Project Manager	Berlin Initiative of Immigrant Women Entrepreneurs, (ISI-EV)	Berlin
2	Müslüm ÇOBAN	President	Şanlıurfa Chamber of Regional Tourist Guides	Şanlıurfa
3	Buket ÇİÇEKLİDAĞ	Board Member	Şanlıurfa Association of Entrepreneur Businesswomen (ŞUGİŞKAD)	Şanlıurfa
4	Reyhan AKTAR	President	Diyarbakır Association of Businesswomen (DİKAD)	Diyarbakır
5	Adalet KESKIN	Chair of the Auditing Board	Diyarbakır Association of Businesswomen (DİKAD)	Diyarbakır
6	Sevistan ERTAŞ	Representative	Association of the Businesswomen in the East and the Southeast	Diyarbakır
7	Şeyhnaz ASLAN	Representative	Chamber of Pharmacists	Diyarbakır
8	Ömer Savaş ÖZGÜN	President of the Program Management Unit	Agriculture and Rural Development Support Institution (TKDK)	Diyarbakır
9	Ali ÇİÇİN	Coordinator	GAP Regional Development Administration Office of the General Coordinator of Human and Social Development	Şanlıurfa
10	Sevil Soysal MARAL	Project Specialist	Project Office at the Diyarbakır Governor's Office	Diyarbakır
11	Bahar BURTAN DOĞAN	Assoc. Prof.	Dicle University, Faculty of Economics and Administrative Sciences	Diyarbakır
12	Mehmet CENGİZ	Head of the External Relations Unit	Municipality of Eyyübiye	Şanlıurfa
13	Eser Çağlar YILMAZ	Specialist-Moderator for the Table	Karacadağ Development Agency	TRC2 Region
14	Mustafa BALTACI	Specialist-Reporter for the Table	Karacadağ Development Agency	TRC2 Region

Table for Economic Growth

No	First Name-Last Name	Title	Organization	City
1	Hasan YEŞİL	Branch Manager for Credit Guarantee Fund	Credit Guarantee Fund	Diyarbakır
2	Mehtap ALTAY	Assistant Manager	Customs Office	Diyarbakır
3	Esra SIVEREKLI	Professor	Harran University, Faculty of Economics and Administrative Sciences	Şanlıurfa
4	Mehmet ÖZEL	President of the OIZ	Directorate of Organized Industrial Zone	Diyarbakır
5	Meryem Özdemir OK	Deputy Secretary General	Diyarbakır Chamber of Commerce and Industry	Diyarbakır
6	Abdullah SEVINÇ	Deputy Secretary General	Diyarbakır Metropolitan Municipality	Diyarbakır
7	Hasan SOLMAZ	Specialist	KOSGEB	Diyarbakır
8	M.Reşat KARADENİZ	President	Şanlıurfa Association for Stock Breeders	Şanlıurfa
9	Hakan YILDIZ	Specialist	GAP Regional Development Administration Office of the General Coordinator of Economic and Rural Development	Şanlıurfa
10	Şükrü ESİN	Representative, Company Manager	Şanlıurfa Technocity	Şanlıurfa
11	Osman AKYIL	Board Member	Diyarbakır Association of Industrialists and Businessmen (DİSİAD)	Diyarbakır
12	M.Adnan AKSOY	Department Head, Moderator for the Table	Karacadağ Development Agency	TRC2 Region
13	Bünyamin SÜNE	Specialist, Reporter for the Table	Karacadağ Development Agency	TRC2 Region

Table for Quality of Life

No	First Name-Last Name	Title	Organization	City
1	Ayşegül ÖZBEK	Program Manager	International Labor Organization (ILO)	Ankara
2	Rıfai YILDIRIM	Assistant Manager	Provincial Directorate of Family and Social Policies	Diyarbakır
3	Shahla PAYAM	Representative	Berlin Initiative of Immigrant Women Entrepreneurs, (ISI-EV)	Berlin
4	Mesut KAYA	Urban and Regional Planner	Municipality of Siverek-Department of Real Estate and Expropriation	Şanlıurfa
5	Yener AKAY	Urban and Regional Planner	GAP Office of Coordinator of Local Governments	Şanlıurfa
6	Selehattin ATATEKİN	Training Manager	Association to Support Vocational Training and Small Industries (MEKSA)	Diyarbakır
7	Halil GÖRGÜN	President	TOBB Şanlıurfa Young Entrepreneurs Commission	Şanlıurfa
8	Hatice AKYIL	President	TOBB Club of Diyarbakır Female Entrepreneurship	Diyarbakır
9	Sami DOĞAN	Deputy Mayor	Municipality of Birecik	Şanlıurfa
10	Kadri GÜLMEZ	Branch Manager	DBB Department of Transportation	Diyarbakır
11	Zuhal ÇELEBİ DENİZ	Specialist, Moderator for the Table	Karacadağ Development Agency	TRC2 Region
12	Eyyüp BULUT	Specialist, Reporter for the Table	Karacadağ Development Agency	TRC2 Region

Table for Sustainable Development

No	First Name-Last Name	Title	Organization	City
1	Şehmus ATAKUL	Agricultural Engineer (M.Sc.)	GAP International Research and Training Center on Agriculture (GAPUTAEM)	Diyarbakır
2	Ümran ATAY	Agricultural Engineer (M.Sc.)	GAP Directorate of Agricultural Research Institute (GAPTAEM)	Şanlıurfa
3	Serhat ALPERGİN	Project Branch Manager	Provincial Directorate of Environment and Urbanization	Diyarbakır
4	Medet ABBASOĞLU	President	Association of Ecological Agricultural Development and Social Aid (GAP EKODER)	Şanlıurfa
5	M.Ali EKİNCİ	Agricultural Engineer (M.Sc.)	Association Sheep Goat Breeders	Diyarbakır
6	M. Sait GÜLLÜOĞLU	Plan Project Investment Department Head	Şanlıurfa General Directorate of Water and Sewerage (ŞUSKİ)	Şanlıurfa
7	Umut KİENAST DUYAR	Member	Berlin Initiative of Immigrant Women Entrepreneurs, (ISI-EV)	Berlin
8	Necmettin PİRİNÇOĞLU	Professor, Representative for the Province	TEMA Foundation Diyarbakır Office	Diyarbakır
9	Müslüm YANMAZ	President	GAP Association of Greenhouse Owners	Şanlıurfa
10	Murat AKBAŞ	Site Coordinator	United Nations Development Programme (UNDP)	Şanlıurfa
11	M.Suphi ÖZER	Coordinator	GAP Regional Development Administration Office of the Coordinator of Environment Culture Tourism	Şanlıurfa
12	Adem AKGÜL	Department Head, Moderator for the Table	Karacadağ Development Agency	TRC2 Region
13	Mustafa AVCI	HR Staff, Reporter for the Table	Karacadağ Development Agency	TRC2 Region

Table for Human Development and Social Capital

No	First Name-Last Name	Title	Organization	City
1	Adalet AKBAŞ	Coordinator	GAP Regional Development Administration Office of the General Coordinator of Human and Social Development	Şanlıurfa
2	Hacı İMRAG	Deputy Manager	Diyarbakır Directorate of Probation	Diyarbakır
3	Hanifi EREN	R&D Officer	Diyarbakır Commodity Exchange	Diyarbakır
4	Ramazan TEKDEMİR	Strategic Development Department Head	Provincial Directorate of National Education	Diyarbakır
5	Evrım UYGUN	Coordinator of the EU-Information Center	Şanlıurfa Chamber of Commerce and Industry (ŞUTSO)	Şanlıurfa
6	Nevin SOYUKAYA	Member	Association of the Businesswomen in the East and the Southeast (DOGÜNKAD)	Diyarbakır
7	Türkan TURAN	Head	Diyarbakır Metropolitan Municipality	Diyarbakır
8	Ekrem KUL	Secretary General	Association of Southeastern Textiles Industry and Businessmen	Diyarbakır
9	Rüstem ERKAN	Director of Department	Dicle University, Department of Sociology	Diyarbakır
10	Mehmet Emin USTA	Vice Dean	Harran University, Faculty of Education	Şanlıurfa
11	Abdurahman KARAKOYUN	Head	Diyarbakır Metropolitan Municipality Directorate of Social Services	Diyarbakır
12	Mahmut DİNÇER	Administrative Staff	İŞKUR	Diyarbakır
13	Baver AYDIN	Department Head, Moderator for the Table	Karacadağ Development Agency	TRC2 Region
14	Adnan TUZCU	Specialist, Moderator for the Table	Karacadağ Development Agency	TRC2 Region



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