

IMPLEMENTATION OF THE HABITAT AGENDA AND THE NATIONAL PLAN OF ACTION IN TURKEY

SUMMARY OF THE REPORT PRODUCED BY THE HABITAT FORUM OF TURKEY

PRIME MINISTRY

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I. INTRODUCTION

The First Habitat Forum of Turkey – a revitalized and enlarged version of its National Preparatory Committee for the 1996 Habitat II Conference, convened on 7-8 September, 2000 in Ankara with about 800 participants representing the full range of Habitat Partners on the invitation of Prime Ministry Housing Development Administration, which has been assigned as the focal point for the Istanbul+5 activities by the Government.

With due consideration for the Istanbul+5 preparations in the short-term, the Forum is established as a permanent platform of information exchange and follow-up activities for the Habitat Agenda and Turkey's Habitat Plan of Action.

In seven thematic workshops and two plenary sessions, the participants from government organizations, local governments, academia, private sector and NGOs reviewed the domestic status of the key issues of the Habitat Agenda and underlined problem areas and ongoing constraints and displayed best practices on a wide geographical basis.

The workshop conclusions were summarized in a 67 point final declaration, under the headings of Shelter, Social Development and Eradication of Poverty, Environmental Management, Economic Development, Governance, International Relations and Development of Partnerships, and Disaster Management. Due to devastating effects and great human suffering caused by the two major earthquakes in 1999 in Turkey, the Forum has decided to organize a workshop on disaster management, although it is not included in the country reporting format as specified by UNCHS.

As input for future action, all workshops put forth requirements for legislative changes, a need for capacity building and new institutions and the urgency of creating an environment of stronger partnerships.

To follow-up on the establishment of the proposed Habitat Regional Office in Istanbul, the initiation of Urban Observatories and the planned Housing Data Bank without further delay were stressed, followed by re-affirmed commitments from the parties concerned. Furthermore, the Forum has decided to keep in international platform the offer of the Turkish Government hosting "the Special Session of the UN General Assembly on Istanbul+5" in Istanbul.

The significance of the non-governmental organizations appeared as a cross-cutting issue in all sessions and was noted as an essential element of good urban governance.

The Forum also reviewed the ongoing and ever increasing Local Agenda 21 initiatives which has just entered its second stage, bringing the number of participating cities up to 40, and discussed the potential for developing Local Habitat Agendas either as a part of or in parallel to these local commitments.

The summaries of the workshop reports are presented below, following the Declaration of First Habitat Forum of Turkey, which is the end product of the Forum. Since process of reaching agreement by all related partners on the report of the Disaster Management workshop is in progress, it is not included in this document.

II. The DECLARATION of the FIRST HABITAT FORUM of TURKEY

SHELTER

- Necessary arrangements should be made to ensure that individuals with low income have access to land and housing.
- Technical and social infrastructure should be established in an integrated manner so that new settlement areas may be developed rapidly in areas reserved for urban development in town plans, and the provision of the land should be promoted for different housing production models as required by different income groups in these settlements.
- The 'User Pays' principle should be applied in financing infrastructure costs, however necessary support should be given in this respect to those with low income.
- Mortgage loans and finance legislation should be made reliable for institutions, and legal regulations should be adopted to ensure that institutions that will direct small savings to housing finance including contractual saving organisations, are established within the financial market.
- Action should be taken to ensure that priority is given to meet subsidy needs of the population so that those with low income may make use of housing finance facilities.
- Legal regulations should be adopted to ensure that housing cooperatives operate more effectively and reliably, and measures should be taken to give priority meeting finance needs of cooperative members with low income.
- Subjects relating to building construction in violation of the current planning and building legislation should be re-regulated. It is clear that in such case there will be no need to declare amnesty from time to time for unauthorized buildings as single legislation will cover both authorized and unauthorized structures.
- A Housing Data Bank should be established.

SOCIAL DEVELOPMENT AND ERADICATION OF POVERTY

- Necessary improvements should be made in the social security system with a view to prevent poverty and to protect the poor. Civil, private and public cooperation should be enhanced to encourage improvements in this respect. Standards applicable to aid in cash and in kind should be improved and raised in addition to insurance services in line with the objective of extending the scope of social security system, maintaining common standards in insurance services and protecting the poor.
- Aid provided by Social Aid and Solidarity Fund to those over 65 years of age who are in destitution and in need of protection should be raised so as to maintain a minimum living standard and programmes should be drawn up intended for the elderly.
- Apart from monetary aid, social services should also be provided to the poor. To this end, social service programmes directed at the poor should be drawn up by Social Services and Child Protection Institution, Social Services Aid and Solidarity Fund, Social Security Institution, Pension Fund for the Self Employed and State Employees' Pension Fund.
- Aid in cash and in kind provided by Social Services and Child Protection Institution should also be improved and raised so as to maintain a minimum living standard. Cooperation with private and civil actors should be encouraged to this end.
- Municipalities often offer courses intended primarily for housewives to increase production and to make a contribution to home economics. Some municipalities also provide opportunities for the sale of products. These courses should not be limited with subjects such as sewing, cutting and embroidery, but should be directed at the development of women in other income generating activities and at the empowerment of urban economy. Courses should also be offered to enhance the social and cultural development of women.
- Cooperation and facilitating work should be supported and performed in training programmes offered to the public by local administrations, civil society organisations and voluntary organisations in particular. Public training efforts by local administrations should be continuous and directed at all age groups.
- Given the rapid population increase, disturbance of economic stability and the rapid change in urban structure incited by migration from rural to urban areas that lead to a change in the structure of the society, activities should be developed in cooperation with civil society to ensure the social integration of special interest groups and the disadvantaged who are affected by such situation.
- The examination of issues that pose a threat to urban health and particularly garbage collection works should be included in Law No. 2822 which specifies those branches of work where conducting a strike is prohibited.

- Amendments should be made to legislation to ensure the participation of special interest groups in employment and urban production.
- Programmes should be developed to promote participatory action in order to create sound and inhabitable towns, to ensure social integration and to support special interest groups. To this end, action and participation at district level should be encouraged and works performed by quarter headmen should be entered in the records of Geographical Information System.
- The improvement of the physical environment in cities, restoring housing stocks, creating cultural opportunities in the society, development of communities and ensuring public participation in administration are closely related to the concept of "urban security". Failure to fulfill the above leads to "urban delinquency" created by urban poverty. Therefore, the support to be given by both public institutions and the private sector and civil society organisations assumes importance for ensuring economic, social and ecological equilibrium in settlements and avoiding urban delinquency and suffering caused thereby. These works should be coordinated and supported.
- Reform programmes should be implemented taking into account the inadequacy of reformatories and penitentiaries in the social integration of individuals who have committed an offence. Importance should be attached to this end to public, private and civil unity in attaining the objective of making cities secure places to live in.
- Action programmes should be developed in cooperation with Civil Society Organisations to create working opportunities for the youth. These programmes should enhance the effectiveness of public services with the contribution of students and should ensure that students earn their livelihood by improving their sense of responsibility.

ENVIRONMENTAL MANAGEMENT

- In selecting the location of waste storage facilities, priority is given to regionalization policies. These investments are currently on the agenda primarily in Marmara, Aegean and Black Sea Regions and other regions. This issue will establish the concept of environmentally sensitive planning in regional planning policies and settlement plans. The selection of a location for waste storage and disposal facilities should be based on a planning system giving priority to sanitation needs of inhabitants.
- The "waste exchange" introduced by the Union of Chambers and Commodity Exchanges of Turkey, the Ministry of Environment and Chambers of Commerce and Industry in cities as a contemporary tool in waste management is of great importance in deriving economic benefit from both domestic and hazardous wastes. Improvement of urban economies is one of the main topics addressed in Habitat decisions. Action should be taken to ensure that waste exchanges are extended throughout the country as an important tool in environmental management and a rational tool in strengthening urban economies.
- The use of PCB transformer oil with high economic value in waste management is on the agenda. However, it is important to address economic and environmental values together in harmony. Here the selection of the location of transformers gains importance requiring attention in settlement planning for environmental health concerns.
- Creating environmental sensitivity in urban areas and public training and raising awareness of waste recycling in accordance with sustainable development philosophy are among the main topics of Habitat. It is clear that sources gained through this process will contribute to the economic development of urban areas and improvement of environmental services.
- Infrastructural problems of urban and rural settlements are issues that may not be separated from environmental concerns of Habitat. Currently, out of more than 3000 municipalities in Turkey, 2700 don't even have a sewerage network. Keeping in mind that this issue is a matter of availability of resources, finance priorities should be established primarily in major cities and all other settlements for the purpose of establishing sound settlements.
- All environmental services (physical and social structure) per capita should be calculated in settlements and contemporary human settlement indicators should be diversified taking into account local characteristics.
- It is important to create environmental sensitivity in rural settlements. Habitat platform should offer systematic training on and raise awareness of these issues.
- What acquires importance in the preparation of local administration reform is the actors who are to provide services rather than how services are to be provided. Attention should be paid to the necessity that environmental services be provided by the most appropriate unit to be determined according to the characteristics of the service at the central and local level. Therefore, the application of this criteria in the division of labour among central and local authorities would be appropriate for Habitat philosophy.

- Efforts should be speeded up to implement at local level the National Environmental Action Plan and National Agenda 21 decisions as a comprehensive policy and action plan documents relating to environmental management in Turkey, and Local Agenda 21s that overlap with Habitat topics should be developed.
- Institutional and legal arrangements should promptly be finalized for the protection of ownerless animals in urban and rural areas observing environmental ethics.

ECONOMIC DEVELOPMENT

- A new perspective at regional and local scale and regulations, policies and planning efforts giving weight to local elements are required to speed up economic development.
- Ensuring unity and cooperation among different actors is one of the most important issues in local development.
- Efforts are made and projects implemented at entirely different levels with a view to develop small and medium size enterprises. These enterprises and agencies gaining competitive power under European Union is of vital importance for local development.
- Civil society is an element of great importance in local initiatives and action should be taken to ensure that public – private sector cooperation materialises through new economic projects.
- Measures should be taken for the development of labour market and support should be given to works done for disadvantaged groups.

GOVERNANCE

- As regards the removal of barriers to social organisation, the Law on Associations restricts Civil Society Organisations (CSOs) in terms of institutionalization, capacity building and international relations. Action should be taken to ensure that barriers to organisation as contained in the Law on Associations are removed and the Law should allow associations serving the same purpose to organize as federations and federations serving the same purpose as confederations.
- The Draft Law on Local Administrations and amendments to be made to other laws should take into account the need to grant all actors concerned the right to have a say and/or the right to vote in local decision making mechanisms and amendments should be made as necessary. New regulations should be adopted providing that Local Assemblies should consult to platforms and/or working groups to be formed in the solution of problems relating to the city.
- Discussions relating to the Draft Ombudsman Law should be lead at a platform where all social actors may participate.
- Project support, physical support and policy support should be given to CSOs with a view to strengthen them in terms of human resources and technical and financial matters.
- The current lack of coordination among CSOs should be eliminated.
- Technical and human resource capacities of public institutions should be strengthened so that they may develop and implement projects in cooperation and association with CSOs. Action should be taken to this end to raise the quality of services within institutions.
- The division of labour among the Central Government and local administrations should be clarified ensuring that the Central Government assumes the duty of establishing standards and local administrations undertake the task of implementation.
- Such mechanisms should be developed in public institutions which will ensure the participation of employees in decision making mechanisms.
- Urban information gathering and sharing systems should be formed making use of contemporary information technologies with a view to facilitate access to information and to give life to the understanding of transparency in administration; and legal and institutional arrangements should be made to this end as necessary.
- Participation, counselling, partnership, information sharing and discussion mechanisms should be set up in settlements at district and quarter levels to enable the community to gain access to information.
- The public and the actors concerned should be kept informed during decision making and implementation processes. The right of the community to have access to information, to participate in decision making mechanisms and to take legal action should be secured by laws and international agreements relating thereto should be observed.
- A "Best Practices" Information Bank should be established within Habitat Forum, Turkey for the purpose of introducing, evaluating and sharing experiences in "Best Practices" at national and international platforms.

- Contemporary organisation models suitable for local conditions should be developed at district levels ensuring that these organisations are set up in an understanding of participation and partnership.
- Counselling and compromising mechanisms/platforms ensuring the participation of all actors at urban scale should be set up before physical planning decisions and particularly large scale public investment decisions are taken and pertinent legislation should be improved in this respect.
- Experiences gained by provinces and districts where city councils and/or provincial assemblies are in place such as İzmit, İzmir, Bursa, Antalya, Aliağa, Samsun, Trabzon, Zonguldak, Diyarbakır, Mersin, Yalvaç, Muğla, Ödemiş, Burdur, Orhangazi, Silivri, Çeşme, Afyon, etc. should be extended throughout the country, ensuring that contemporary arrangements are made in this respect.
- Action should be taken to extend throughout the country the application of Local Agenda 21 currently underway in around 40 settlements in Turkey as a contemporary town governance policy.

INTERNATIONAL COOPERATION

- The Forum has decided to keep in the international platform the offer of the Turkish Government hosting "the Special Session of the UN General Assembly on Istanbul+5" in Istanbul.
- Habitat Istanbul Office, the negotiations over which have been continuing since Habitat II Conference should absolutely be set up not only for the implementation of Habitat decisions at international level and for active participation in international efforts, but also for rendering Habitat activities in this region more rational.
- Works done to set up a National Urban Observatory in Turkey should be speeded up.
- Sources should be provided and arrangements made as necessary to enable civil society organisations and local administrations to monitor and to play an active role in Habitat works at international level.
- The carrying out of "Habitat Best Practices" projects in Turkey is of great importance to ensure the exchange of information at both international and national levels. Therefore, the capacity of all actors at Habitat platform to carry out "Best Practices" projects should be increased.
- Works intended for the youth as a priority target mass groups on Habitat Agenda are being carried out by Youth for Habitat, an international centre, as accepted by the United Nations. Support should be given and efforts in this respect intensified for the Youth for Habitat having its headquarters in Turkey to take the lead at global level in Habitat youth works at national and international level, by encouragement given and contributions made by the UN Human Settlements Centre.
- Turkish Parliamentarians who actively participate in these activities closely follow up works performed by Global Habitat Parliamentarians Organisation.

III. SUMMARIES of the WORKSHOP REPORTS

SHELTER

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

- The two major earthquakes that occurred on the 17th of August and 12th of November, 1999, along a 300 kilometres long corridor on the north-western regions of Turkey were the most important events since the Habitat II Conference. About 18.3 thousand people lost their lives and 200 thousand households became homeless in these earthquakes. It has been realised that many legislative and policy changes have to be made to prevent casualties in future disasters.
- An emerging need to identify shortcomings of the planning legislation and building codes against natural disasters, particularly earthquake risks and to make urgent changes.
- The requirement to review by-laws on engineering codes for designing and construction of buildings as well as on construction control, particularly in the regions that are subject to earthquake risks.
- The necessity to meet requirements of groups needing special cares (disabled persons, aged persons, children, etc.) in planning and designing of indoor and outdoor spaces of settlements.
- The need to review legislation and institutions regulating land development and removal of bottlenecks in the supply of land for lower income households.
- To review and revise state housing policies.
- To revise legislation pertaining to mortgage loans and related institutions.
- Ensuring access of lower-income groups to housing and land.
- The need for regulating unauthorised housing without enacting a new building amnesty law, but by creating a planning legislation that would cover unauthorised buildings as well.
- Revision of the legislation on building cooperatives with a view to provide their members increased guarantees.

Policy and legislative changes since Habitat II:

- The Housing Development Administration procured a Housing Policy Development Study by using a grant from the Japanese Government secured through the World Bank.
- Suggestions made in the Housing Policy Development Study have been incorporated in reports drawn up by the 8th Five Year Development Plan Special Experts Committee. Some of these suggestions were included in the 8th Five-Year Development Plan.
- Some changes were made in the planning legislation and building regulations after the earthquakes in 1999.
- Regulations on construction of buildings in disaster areas were amended in 1998.
- A new building and construction supervision system has been created with a view to ensure safety of construction works and buildings throughout the country (2000).
- Building, housing and land taxation systems have been modified so as to reduce tax rates and new rules were brought for determining the value to be used for taxation (1999).
- Regulations on house insurance system were amended, and it has become obligatory to insure every dwelling unit against natural disasters (1999).
- A law on limiting rents was enacted as a part of the Government's program to reduce inflation. Rent increases are limited by 25 % in 2000 and 10 % in 2001 (2000).
- To accommodate approximately 800 thousand persons who become homeless as their houses have been destroyed or could not be used before repairing damages that are caused by the two earthquakes, 121 tent cities were established to meet immediate shelter needs those households. As a medium term accommodation 42 thousand prefabricated housing units were constructed under coordination of the Ministry of Public Works and Settlements by contributions made by public and private sector, and a monthly amount of TL 100 million was paid to those who did not prefer to be accommodated in temporary housing units.
- Plans have been prepared for building 40 thousand permanent housing units, together with required infrastructure, in order to make up for losses suffered by citizens whose houses were destroyed by the earthquake, and construction of some of these housing complexes has already started. In addition to this, 6 billion TL is provided, in the form of an interest free loan with 20 years repayment period, for each of the eligible persons wishing to purchase a house.

- A certain amount is paid to owners of houses which have been damaged slightly or at a medium level as a contribution to renovation costs notwithstanding whether they hold a permit or not (about 3.5 thousand USD for medium damage and 1000 USD for minor damage).

Institutional weaknesses and obstacles encountered:

- Problems and bottlenecks faced in formulation of new policies pertaining to production of housing and land and in enacting new laws due to inadequate institutional structure.
- Lack of funds which would enable municipalities to implement policies to make housing affordable for lower-income households.
- Coordination problems between institutions (including the government, local governments, private entities and non-governmental organizations).
- Delays in enacting laws for buildings not conforming to building legislation.
- Ambiguities relating to distribution of powers and responsibilities between municipalities in metropolitan areas.
- Insufficiency of housing loans extended by public and private finance institutions, both in terms of their number and amount.

Lessons learned with emphasis on sustainability and impact:

- Though regulations on safety of buildings in regions with a risk of natural disaster were amended in 1998 the failure to check resistance of the existing housing inventory to earthquakes has eventually cost a large number of lives and total or nearly total destruction of many buildings.
- Severe damages caused by the recent earthquakes are closely related to the fact that there was neither a reliable construction control nor a professional insurance system.

Recommendations for priority action:

- Necessary actions must be taken to enable low-income groups to have access to lands and housing, and land owned by the government should be allocated to this purpose accompanied by enhancing the role to be played by municipalities.
- Laws and regulations on mortgage credits have to be revised to enable the development of a well functioning housing finance system in the financial market as inflation falls. Creation of institutions, including contractual types, which would channel small savings for housing finance, has to be encouraged. Special consideration has to be given for meeting subsidised loan requirements of lower-income groups.
- Realisation of legal arrangements which would enable housing cooperatives to operate in a more efficient and reliable manner. Measures should give priority to enable lower-income households acquiring housing by fulfilling membership obligations of housing cooperatives.
- In order to prevent a new amnesty for unauthorized buildings, amendments should be made in the Planning and Building legislation so that their articles pertaining to sanctions, restrictions and policies should cover both authorised and unauthorised buildings effectively.
- A Housing Data Bank has to be created.

SOCIAL DEVELOPMENT AND ERADICATION OF POVERTY

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

- Paying more attention to women living in rural areas forming a part of female population and suffering from increased poverty both in absolute and relative terms,
- Giving priority to integrate groups needing special care (disabled persons, aged persons, children, and women) as well as to disadvantaged groups, who are effected by the change in social tissue caused by the rapid population increase, deteriorating economic stability, migration to cities and the rapid change in urban, with the rest of the society,
- Preventing abuse of child labour and protecting young female workers and disabled workers.
- Ensuring that health services are equally brought to all regions together with a balanced distribution of medical personnel.
- Ensuring continuity of vaccination programs against infections that threaten lives of children.
- Taking integrated actions aimed at preventing and eliminating violence against women.

Policy and legislative changes since Habitat II:

- On 30.05.1997 the definition of "Child and Youth Centres" was incorporated into the Social Services and Orphans Care Organisation (SHCEK) Law. The total number of these centres, aimed at rehabilitation of homeless children and providing boarding and day-time rehabilitation services rose to 16 in 2000.
- A paragraph stipulating payment of medical treatment costs of disabled persons and the cost of tools designed to help such people was incorporated in the Law on the Promotion of Social Solidarity and Mutual Assistance.
- "Ministry of Education Special Education Services Regulation", which encompasses provisions pertaining to compulsory education for children who need special education, was published in the Official Gazette on 18.01.2000.
- A supplementary and a provisional article have been incorporated into the planning legislation which require compliance with the standards as defined by the Turkish Standards Institute, in city plans as well as in rural, social and technical infrastructure designs, with a view to make the physical environment accessible by disabled persons.
- The Labor Code no. 1475 was amended by the Law No. 4382 of 21.10.1998 to increase the fine which an employer would be required to pay for each position in respect of which he has failed to employ a disabled person pursuant to applicable laws.
- The Income Tax Law No. 193 was amended by the Law No. 4369, which was published in the Official Gazette on 29.07.1998, extending the scope of the disability rebate and setting new tax rebates applicable to disabled citizens.
- The Prime Ministry has issued a directive ordering public agencies to organise entrance exams to employment for the disabled.
- Provisions of the Turkish Penal Code pertaining to adultery committed by men and women, which discriminated against women, was annulled by the Constitutional Court in 1996, and adultery is now considered not an offence, but a reason for divorce.
- In 1997 women were granted the right to use their family name before that of their husband.
- The Government decision requiring public agencies and institutions to allocate 3 % of their positions to disabled persons, was included in the Civil Servants Law No. 657. Meanwhile, the rate for employment of disabled persons was increased from 2 % to 3 % by means of modifications to Article 25 of the Labor Code No. 1475.
- 16 research projects have been undertaken in different sectors, covered by the "Project for the Improvement of Employment of Women", as financed by the World Bank and the Turkish Government.
- Financial assistance has been lent to pilot projects containing revenue generating activities for women which support development of rural women, with emphasis laid on the Southern and Southeastern Anatolia under the "National Program Project for Reinforcing Women's Contribution to Development" sponsored by the Turkish Government and the UN Development Program.
- Medical treatment costs of patients who have no social security and those who are unable to pay such costs are paid by the Government under the green card system.
- The Greater Istanbul Municipality is providing disabled persons with free transportation. Disabled persons are given due consideration in procurement of vehicles.

Institutional weaknesses and obstacles encountered:

- The Prime Ministry Women's Status and Issues General Directorate functions as the principal national mechanism aimed at enabling women to acquire a status they deserve in social, economic, cultural and political fields based on equal rights with men.
- There are difficulties in having access to funds needed to ensure continued implementation by non-governmental organizations of projects and finding offices and personnel commensurate with these activities.
- Low awareness among local governments regarding groups needing special care leads to problems in implementing pertinent laws and regulations.
- Groups needing special care, particularly disabled persons, have inadequate access to education opportunities, and this creates an obstacle to their employment.

Recommendations for priority action:

- Financial assistance lent by the Social Solidarity and Mutual Assistance Fund to homeless aged persons over 65, who need protection, must be brought to a level adequate to ensure a minimum living standard.

- People with inadequate incomes must be provided with social services in addition to financial assistance. In this context, social service programs targeting needy people must be included in programs being implemented by the Social Services and Orphans Care Organisation, Social Services Solidarity and Mutual Assistance Fund, Social Security Organisation (SSK), Self-employed Retirement Fund (Bag-Kur) and Civil Servants Retirement Fund (Emekli Sandığı).
- Aid in kind or cash provided by the Social Services and Orphans Care Organisation must also be improved and increased to a level adequate to ensure minimum living standards. To this end, cooperation with private and civil actors must be encouraged.
- Applicable laws and regulations must be amended to ensure participation of groups needing special care in the workforce.
- Actions aimed at provision of loans with a view to facilitate working and employment of groups needing special care are recommended.
- Any place of business employing more than 100 workers shall be required to establish a day-care centre and financial incentives such as tax rebates shall be provided for such places of business.

ENVIRONMENTAL MANAGEMENT

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

- Plans at 1/25 000 scale are being prepared for the areas that are important in terms of environmental and ecological problems or considerations.
- Planning of irrigated areas that are under the pressure of 2nd homes development has been given priority.
- Urban air pollution problem continues due to still high rates of urbanisation and limited use of central heating systems. It is sought to solve the air pollution problem by improving the quality of the fuel to be used in heating and industry.
- The earthquake risk map published in 1972 was not a realistic one, and the last earthquake risk map published in 1996 shows that much greater area than shown in the earlier map is subject to earthquake activity.
- 400.000 hectares of irrigated land has been occupied by industry and 1.200.000 hectares by residential settlements, mostly unauthorised.
- The water utilisation intensity increased to 15% from 7% between 1980 and 1997; and this rate is close to the OECD Europe average. However, the maintenance and replacement works in water supply networks are usually late or unplanned. Throughout the country, only half of the supplied water can be sold due to transmission losses and uncollected bills.
- 78% of urban population and 62% of the rural population have access to healthy and sufficient drinking water. 20% of urban population and 17% of rural population have insufficient drinking water. 2% of urban population and 21% of rural population are not supplied with drinking water.
- River pollution, mainly caused by industrial and residential waste water, has become particularly severe in regions with large urban and industrial agglomeration.
- The role of exhaust emissions in the urban air pollution increases due to ever-increasing number of vehicles and the types of fuel that are used.
- The use of benzene without lead was 6,6% in 1996, it has become 24,2% in 1999. It is estimated that this rate will continue to increase in the following years. As of the year 2000, all the new cars manufactured in and imported into Turkey will be equipped with catalytic converters.
- In recent years, an increase in the number of vehicles with LPG transformation is observed especially in the cities. This practice, that started with the commercial cabs in metropolitan centers, such as Ankara, Istanbul and Izmir, was followed also by the owners of private vehicles and the use of LPG, with 40% less exhaust emission in comparison with the benzene, has become widespread.
- The studies performed to utilise alternative energy resources, such as geothermal and wind energy, are being supported by the Ministry of Environment.
- For the purpose of minimising the effects of medical and hazardous wastes on the environment, regional projects are being prepared.
- Within the framework of United Nations Conference on Environment and Development, realised in June 1992 in the city of Rio de Janeiro of Brazil, Project studies named "Preparation and Implementation of National Agenda 21 in Turkey" are in progress with the contributions of United Nations Development Programme and co-ordination of the Ministry of Environment in order to provide a integrated structure for the environment and development strategy of our country.

Policy and legislative changes since Habitat II:

- The preparatory work of a draft bill on the preservation of irrigated land continues.
- The Strategy and Action Plan on the preservation of bio-diversity is about to be put in action.
- Turkey signed the UN Agreement on the Struggle Against Desertion, which was approved by the Parliament on 11 February 1998.
- The Ministry of Environment has been fulfilling its obligations as defined in the National Environmental Strategy and the Action Plan (NESAP).
- Agreements have been signed between the Ministry of Environment and some establishments for building waste water treatment units by the establishments themselves.
- Environmentally harmful pesticides that were used in agriculture have been prohibited, and farmers have been informed and encouraged to use environment friendly pesticides organic methods in agriculture.

Institutional weaknesses and obstacles encountered:

- Lack of co-ordination between institutions (including public, private institutions and non-governmental organisations),
- Unfulfilled distribution of labour between central and local administrations,
- The rights, authorities and responsibilities related to the use of water resources are distributed among many institutions having activities according to a series of laws; and this decreases the affect of interventions pertaining to the protection and management of water resources.
- Absence of an effective regulation and control mechanism as well as sanction as related to the environmental legislation.

Lessons learned with emphasis on sustainability and impact:

- People are not much conscious about the environmental problems. Programs for informing and educating people on these issues have to be launched.
- After the Marmara earthquake, it was observed that a lot of damage occurred due to sea sand. However, in case the granulometer of the concrete is not in compliance with the specifications, the buildings will be in danger even if the material does not have sea origin. The use of materials protecting the reinforced concrete and in compliance with the specifications in terms of quality must be provided.
- It appears that existing maps showing earthquake risks are not realistic. Settlement plans in the regions, which are subject to the earthquake risk, should be revised.

Recommendations for priority action:

- A planning model considering the ecological planning concept must be developed and implemented for the preservation sensitive ecosystems.
- The concept of Ecological basin must be included in the environmental plans, and it must be supported with some pilot projects.
- The buildings must be documented with "building quality certificate", and must be insured against natural disasters.
- Environmental Order concept must be included in the environmental regulations via legal arrangements.
- The drinking water need of all settlements must be met.
- All the villages must be supplied with drinking water; the studies for the provision of long-term water requirement of the cities must be completed.
- The water losses must be decreased to a reasonable level and the water utilisation efficiency in agriculture must be improved.
- The rehabilitation of the lakes and rivers under the threat of pollution must be given due importance.
- On the basis of river basins, water management must be given priority.
- In order to protect the drinking water supplies and basins, the regions with environmental risks must be determined and the location of polluting establishments must be carefully planned. In terms of a healthy urban life, the solid wastes must be collected, taken away, purified from its hazards and managed.
- Geological surveys and geophysical analysis must be given importance, particularly in high earthquake risk regions.
- Disasters other than earthquake must be included in the agenda.
- Emergency programme and plans must be prepared for natural disasters.

- In order to create an efficient transportation system, railroads must have a greater role than they have at present.
- All water resources must be protected with great care.
- A new disaster law is required, for the application of new and modern disaster management techniques, which adopts the prevention and diminishing of losses in natural disasters as the main target, and establishes an efficient cooperation system between national and local governments.
- Unauthorized building within the protection zones of water resources must be prevented.
- Monitoring systems for all types of environmental pollution have to be developed and put in effect.

ECONOMIC DEVELOPMENT

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

Since 1996, various activities were initiated to create new areas of employment, to develop entrepreneurship, to improve the labour market and employment conditions and especially to enable the participation of disadvantaged groups to the labour force.

- a. *The developments that have been on the agenda for the purpose of forming new areas of employment, to encourage new enterprises and to improve the competitive power of the existing ones:*
 - "Entrepreneurship Investment Finance and Information Center" started its activities for the purpose of providing financial and technical information and consulting to KOBIs (Small to Medium Scale Enterprises).
 - Turkish Halk Bank, TOBB (Union of Turkish Chambers of Trade and Industry), TESK (Turkish Confederation of Artisans and Tradesmen), KOSGEB (Directorate of Small and Medium Sized Industrial Development), as well as individual Chambers of Trade and Industry founded "Partnership to KOBİ Investments Corp." for the KOBIs to renew their technology and to achieve productivity improvement in their manufacturing activities.
 - Debenture capital is an important means of finance, making significant contributions to the development and renewal of technology in countries where it is applied. Foundation Debenture Capital Investment Joint Venture Corp. was founded.
 - Entrepreneurship Network was founded with the aim of improving co-operation between organisations that support entrepreneurs.
 - Various training and consulting services were developed to encourage young people and women for entrepreneurship. Business Development Center is also active as a local means of development.
 - "KOBINET" (Information Network Between Small to Medium Scale) is established to prepare KOBIs to engage in electronic trade, to have faster and easier access to the information they require, and to establish relations beyond boundaries.
 - A Small Entrepreneurship Project and an institutional mechanism to serve especially to women entrepreneurs were developed.
 - A micro loan programme was developed for the low-income women to found their own businesses and to strengthen their economic and social status.
- a. *Attempts to improve the functioning of the labour market and the contribution of disadvantaged groups to the labour force:*
 - Since 1991, business and occupation consulting services have been performed.
 - Labour training courses are being organised for the unemployed so that labour force is trained for the jobs that are required in the labour market.
 - "Occupational Rehabilitation Studies" have been undertaken for the disabled without any occupation to acquire information and the skill for the jobs that are in compliance with their needs.
 - Within the scope of the "National Project for the Improvement of Women's Contribution to Development", pilot projects covering activities bringing income to the women were supported, with priority being given to Eastern and South-eastern Anatolia regions. In order to provide the continuity of the project, Women's Research and Application Centers of universities and voluntary woman organisations were supported, and training programmes were organised for the development of women in rural areas on issues such as leadership, social participation, entrepreneurship and running one's own business.
 - Multipurpose Social Centers (ÇATOM) have been established with the aims of raising the status of women, helping to eliminate the difference between sexes in the labour market.

- The non-governmental organisations help the products women produce at home reach to the market in co-operation with local administrations.
- a. *The activities carried out to vitalise the economy in less developed regions:*
 - Special incentives are granted for investing in cities that are located in the "Regions granted Priority for Development". Exemption from certain taxes and import duties and benefiting from low-interest loans of the Government are the important incentives.
 - The Eastern Black Sea Region Project (DOKAP) is prepared to accelerate the regional economic development and to overcome regional problems. Studies for a similar approach for the Eastern Anatolia are in progress.
 - Within the regional development services, potential entrepreneurs are given consulting services on topics such as direct investment, preparing preliminary project and feasibility studies, producing solutions to the stopped and halted investments.
 - During the period of Seventh Five-Year Plan, Rural Development Projects continue to be implemented. Particular emphasis was on the reinforcement of rural infrastructure and training of the people living in rural areas.

Policy and legislative changes since Habitat II:

- a. *In relation with employment and labour:*
 - Unemployment Insurance Law numbered 4447, stipulating that unemployed people who lost their jobs without their intentions and faults be compensated for a specified period of time and for a specified amount was enacted.
 - With the modification of the Law on Income Tax, the scope of the disability discount was widened.
 - Two clauses and sub-articles were added to the Law on Metropolitan Municipalities numbered 3030. According to these; it was aimed to provide facilities for opening courses and occupational training centers for the young and adult disabled to enable them get employment.
- b. *In relation with the development and support of industrial management and areas:*
 - State Aid to Small to Medium Scale Enterprises, the scope of KOBİ investments and the facilities provided were enhanced by making legislative changes in accordance with the European Union regulations.
 - The Board of Competition, responsible to assess the implementation of the Law on the Protection of Competition numbered 4054, was founded.

Institutional weaknesses and obstacles encountered:

- There have been problems in the establishment of Small Industrial Estates.
- Small Industrial Estates are founded with the contribution of the co-operatives in addition to the support of the state. However, co-operatives can not pay their contributions regularly, especially in the regions with priority for development, as the co-operative members do not pay their membership fees.
- In many Small Industrial Estates that have been recently built, most buildings remain empty as establishments are reluctant to move from their centrally located premises, and local authorities are unwilling to interfere.
- There are many problems related to the chosen location of Organised Industrial Zones, where moderate-to-large scale industries are located.
- The mechanisms to facilitate women entering into the labour market are not sufficiently developed. Absence of day-care centres for small children in a locality makes it difficult for women to get employment.
- The participation rate of women to the labour force is 29% in Turkey, and it is comparatively low. Furthermore, most of those are employed in agriculture in the status of unpaid family labour, having no social security.

Lessons learned with emphasis on sustainability and impact:

- Loans provided to KOBİs from public funds have more suitable terms than credits in the financial market, since it is aimed that KOBİs should be able to do business in the competitive environment when Turkey joins the European Union. The types of the loans that are provided are: Sector Growth Loan, Product Development Loan, Spot Loan and Business Renewal and Acquisition Loan.
- In the implementation of "The Project on Increasing Employment and Work Potential in the Urban Informal Sector", in the city of Diyarbakır, a model for the increase of productivity and labour

absorption capacity in the informal sector was developed, which may be extended to other cities in the region.

Recommendations for priority action:

- a. *Regulations necessary on the national scale*
 - "Regional policies" that are necessary for economic development must be prepared, and institutional regulations for the realisation of plans and new "Regional Policies" in the process of joining EU must be developed,
 - Local agenda initiatives must be supported for development, and co-operation between non-governmental organisations and local administrations must be encouraged.
- b. *Suggestions for the participation of the disadvantaged groups (women, the young, children, urban poor, migrating people, people without land of their own, ex-convicts, the disabled etc)*
 - Studies for a greater coverage of disabled persons in the law numbered 4369 have to be initiated.
 - In order to increase social consciousness and sensitivity to the problems of disabled people, more research has to be conducted on this issue, research results must be the basis of new regulations, and the implementation of existing regulations must be carefully monitored.
- c. *Suggestions for supporting KOBs and entrepreneurship*
 - The micro loan system has to be initiated.
 - Training of nominees for entrepreneurship in virtual environment by using technological facilities must be encouraged.
 - A law for the establishment of companies to provide services for entrepreneurs (or KOBs) with public support need to be enacted.
 - Introduction of tax incentives for KOBs and entrepreneurs is requested.
 - A law for the foundation of the companies providing finance and loan guarantee to the KOBs with public support is required.
 - Efficiently activating the debenture capital and informal debenture capital systems are needed.
 - The reduction of bureaucracy in the establishment of new factories, especially in regions where there is a high concentration of industry is required. An public agency could be created for this purpose.

GOVERNANCE

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

- Action groups of civil initiatives, launched under the Local Agenda 21, which brings together local assemblies and NGOs, have contributed to the expansion of the local participatory democratic governance concept. City councils established under the Local Agenda 21, set an example for encouraging civil contributions.
- Municipalities have initiated planning efforts regarding participation planning in cooperation with actors concerned.
- The central and local governments have jointly taken actions with a view to establish and expand civilian organizations within the society.
- Agencies of the central government have taken initiatives together with NGOs.
- Steps have been taken towards multi-actor arrangements and NGO's efficiency.
- Actions have been taken to enable citizens to have access to information. Civil communication channels have been established.

Policy and legislative changes since Habitat II:

- The General Directorate of Local Authorities the Ministry of Internal Affairs, has drawn up a "Bill on Restructuring of Local Governments and to Amend Laws Governing Them" which has already been submitted to the Prime Ministry.
- The European Charter on Local Self Government was signed on 21.11.1998 in Strasbourg and ratified by the Council of Ministers on 06.08.1998.
- The European Framework Agreement on Cross-border Cooperation Between Local Communities and Management was signed on 04.02.1998 and enacted on 10.05.2000 as the Law No. 4517.
- The Directive no. 50042 of 19.03.1998 issued by the Ministry of Internal Affairs in respect of Agenda 21 initiated joint active efforts by governors, sub-governors, mayors, local government

unions, associations and NGOs to organize training programs, meetings and to publish promotional materials in order to transform National Agenda 21s to Local Agenda 21s.

- Project proposal on Strengthening of Village Heads and Local Governments, which was submitted by the World Academy of Local Democracy to the European Commission's MEDA program, was accepted and signed in January 1998 and put into effect in June in the same year.
- Preparation of an ombudsman law is under way.

Institutional weaknesses and obstacles encountered:

- The existing law governing local governments do not permit required changes in decentralization and participation.
- Resistance put by politicians and bureaucrats, who are keen to maintain the strictly centralized system, obstruct efforts towards decentralization.
- NGOs comments and suggestions are not adequately considered by administrations as the participatory administration concept is not deeply rooted in the society.
- Accumulation of data in a single centre prevents them from being transparent and accessible.
- In spite of an article of the Constitution stipulating that local governments will be provided with an income commensurate with their responsibilities and the European Charter of Local Self Government, which constitutes a part of the domestic legislation, local governments and the central government have not achieved a fiscal equalisation including distribution of responsibilities and revenues among different levels of government.
- In the past five years draft laws designed to trim powers of local governments have been prepared although no promising change has been observed in the field of decentralisation compared to previous periods.
- The Associations Law restricts NGOs activities in terms of institutionalisation, higher institutionalisation, capacity expansion and international relations.
- In Turkey creation of an NGO with international status or establishing cooperation with a foreign NGO is subject to the Council of Ministers' permission which creates a central control on and a bureaucratic obstacle to NGOs.
- Lack of coordination between civil organizations emerges as a critical problem area.

Lessons learned with emphasis on sustainability and impact:

- A weak awareness of being a citizen and absence of a culture experienced in establishing organisations, a prerequisite for participation, result in raising of the issue of participation only at specific forums and ignorance of a large part of the society on the matter and opportunities.
- Coordination and communication is poor among NGOs and public agencies focusing on a specific issue and between both groups.
- Efforts currently being maintained do not make a sufficient use of facilities and opportunities offered by information technologies. Organizations must be informed about information technology and supported in establishing an infrastructure in this area.
- International funds must be used for implementation of models in which civil potential can fully exploit its potential.

Recommendations for priority action:

- Removal of obstacles to establish organizations set forth in the Associations Law with a view to facilitate creation of organizations and to reinforce NGOs (it is recommended the law permits establishment of federations consisting of associations pursuing the same objective and confederations made up of federations).
- The bill on local governments and other applicable laws must be amended to include articles permitting all actors concerned to take part in decision making mechanisms (municipality assemblies, provincial general assemblies) and vote.
- Participation in deliberations on ombudsman bill.
- Provision of a larger project support or physical support such as space and materials in order to strengthen NGOs from financial and technical point of view.
- Amending articles of the Local Governments Bill regarding participation (improvement of municipality assemblies so as to enable them consulting city-wide platforms and working parties on problem areas and actions to be taken in future).
- Ensuring that civil servants take part in decision-making process within their organization.
- Development of legislation aimed at ensuring that responsibilities are distributed based on professional aptness, specialty and merits.

- Creation of urban data gathering and sharing system (by using modern information systems) in order to facilitate access to information and to establish a more transparent administration approach (preparing the legal ground for creation and functioning of such formations).
- Development of discussion, consultation and information sharing mechanisms at district and community level with a view to enable public to have access to general information.
- Establishment of a "best practices" data bank within the Turkish Habitat Forum in order to promote best practices on local and international platforms and to assess them and to transfer experiences gained.
- A review and improvement of the local governments bill and other applicable legislation in terms of participation in decision making and implementation mechanisms.
- Creation of platforms in districts and cities in the process of creation partnerships and participation in decision making and implementation mechanisms.
- Informing public during decision making and implementation processes (informing of actors who are to be effected by decisions made).
- Ensuring that community organisations are not excluded.
- Creation of consulting and reconciliation mechanisms / platforms to ensure participation of all actors in a city take part in decisions on major public investments or plans (improving legislation in that regard).
- Ensuring that employees of an organization take part in decision making and implementation mechanisms in that organization.
- Extending city councils established in Izmit, Izmir, Bursa, Antalya, Aliaga, etc. to the rest of the country accompanied by legal arrangements.
- Transforming local agenda 21 policies into governance policies and using the partnership concept as a basis in every domain of the social life.
- Distribution of responsibilities among the central government and local governments must be clarified to ensure transfer of powers to local governments, and the central government's role should be limited to setting standards while local governments must be responsible for their application.
- The Greater City Municipalities Law must be amended so as to extend powers and boundaries of greater city municipalities.
- Ensuring allocation of funds to local governments proportionate with their responsibilities.
- Distribution of powers and responsibilities among greater city municipalities, district municipalities, community governments and local organizations of the central government must be clarified for an efficient distribution of powers between local governments.
- Local assemblies must be redefined in terms of their functions and from an administrative point of view.
- Creation of mechanisms is recommended for enabling all the actors to supervise and monitor administration. Mechanisms ensuring fiscal supervision by public of local governments must be developed.
- Platforms enabling civil, public and private entities to be informed of activities undertaken by others and ensuring increased cooperation should be established.
- In order to ensure that public participation is achieved in coordination with functioning of local governments the latter shall encourage participation through various methods and approaches.

INTERNATIONAL COOPERATION

Progress made since 1996, prevailing conditions, new trends, emerging issues, and major areas of concern:

- Implementation of Local Agenda 21 project is under way with contributions from IULA-EMME, ICLEI, UNDP, municipalities, non-governmental organizations, young people and women.
- Foreign loans and funds have been and are being used in improvement and rehabilitation works relating to natural disasters.
- In order to eliminate potential environmental problems which could occur in the Black Sea and the Straits, the International Black Sea Partners (IBSP), an international environment and security network, has been established in Istanbul.
- Mediterranean Countries Academy Foundation has been admitted to the UNEP-MEP organization as a member in order to conduct necessary research and works relating to the Mediterranean.
- Efforts to form an European Countries Women Cooperation Group are under way.

- Scientific cooperation protocols in the field of history have been signed between Turkey and Romania, Russia, Moldova, Kazakhstan, Ukraine, Azerbaijan and Turkmenistan.
- Youth for Habitat international communication network secretariat is maintaining its works relating to youth issues at national and international levels after the Habitat II Cities Summit. In this context, international summer schools and education programs are being organized.
- Turkey has received "International Water Sources Union Millenium Prize" due to its efforts designed to establish regional irrigation unions.

Policy and legislative changes since Habitat II:

- The bill on Turkish Civil Code has been prepared in the light of the international convention entitled the Convention of Elimination of All Kinds of Discrimination Against Women (CEDAW) and an equal opportunities committee was set up in the TBMM (1999).
- Efforts are under way to formulate provisions in the preliminary bill on changes in the Turkish Civil Code relating to juvenile delinquency according to international standards.
- Regarding amendments to environmental regulations domestic legislation has been aligned with 59 international instruments.

Institutional weaknesses and obstacles encountered:

- Existing legal provisions are not adequate for furthering international cooperation.
- Financial resources have proven to be insufficient regarding education and project development.
- Non-governmental organizations do not have enough capacity to develop international partnerships and cooperation. Such ventures should also be supported by the government.

Recommendations for priority action:

- The Habitat Forum has decided to keep in international platform the offer of the Turkish Government hosting "the Special Session of the UN General Assembly on Istanbul+5" in Istanbul.
- Creation of the Habitat Istanbul Office, in respect of which negotiations are under way, is vital to implementation of Habitat decisions at international level and to ensure an active participation in international efforts and to increased efficiency of the Human Settlements Centre's (Habitat) activities in this region.
- Efforts designed to establish a National Urban Observatory in Turkey must be given a new momentum.
- Necessary funds must be provided and steps taken in order to enable non-governmental organizations and local governments to keep informed of and take an active part in Habitat activities at an international scale.
- Development of "Habitat Best Practices" projects in Turkey is essential for ensuring exchange of information both at international and national levels. Therefore, capacities of all the actors in the Habitat platform to execute "Best Practices" projects must be enhanced.
- As endorsed by the United Nations, works concerning youth, who are among priority target groups of the Habitat Agenda, are being carried out by the Youth for Habitat, an international center which has its headquarters in Turkey. It shall be supported in its efforts to pioneer Habitat youth activities at both local and international levels on a global basis with contributions from the UN Human Settlements Center and efforts to this end must be reinforced.
- Works undertaken by the Global Habitat Parliamentarians organization are closely monitored by Turkish parliamentarians who actively take part in these works. Participation in activities initiated by the Global Habitat Parliamentarians must be maintained with a view to develop legal arrangements, which have a special place in Habitat activities, in a manner including contemporary approaches and these efforts must be tied to works undertaken by other actors.