



REC Extension to Turkey

Feasibility Study and Work Plan

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THE REGIONAL ENVIRONMENTAL CENTER
for Central and Eastern Europe



About the REC

The Regional Environmental Center for Central and Eastern Europe (REC) is a non-partisan, non-advocacy, not-for-profit organisation with a mission to assist in solving environmental problems in Central and Eastern Europe (CEE). The Center fulfils this mission by encouraging cooperation among non-governmental organisations, governments, businesses and other environmental stakeholders, by supporting the free exchange of information and by promoting public participation in environmental decision-making.

The REC was established in 1990 by the United States, the European Commission and Hungary. Today, the REC is legally based on a Charter signed by the governments of 27 countries and the European Commission, and on an International Agreement with the Government of Hungary. The REC has its headquarters in Szentendre, Hungary, and local offices in each of its 15 beneficiary CEE countries which are: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, Czech Republic, Estonia, Hungary, Latvia, Lithuania, FYR Macedonia, Poland, Romania, Slovakia, Slovenia and Yugoslavia.

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Executive Summary

Introduction

The Regional Environmental Center for Central and Eastern Europe (REC) has initiated the process of extending its activities to all 13 European Union accession countries. In adding Turkey to its sphere of operations, the REC undertakes a significant challenge, in particular due to the size of the country and its diversity of environmental problems. In this regard, the REC has implemented the project REC Extension to Turkey — Phase 1: Feasibility Study. A Project Team (see Annex 4) was formed to evaluate the feasibility of extending REC activities to Turkey, looking into the legal, institutional, organisational and financial implications of the initiative.

Under the project, two interconnected documents were prepared: the Feasibility Study Report, which assesses the current and future needs of the environmental stakeholders for REC services in Turkey, and the Preliminary Work Plan for five years of operations.

Recommendations

The Project Team's main recommendations for extending the Regional Environmental Center for Central and Eastern Europe's (REC) activities into Turkey are as follows:

1. The REC should provide services in Turkey, as there is a clearly identified need for a REC-like service organisation in the environmental field. REC assistance to the environmental sector in Turkey should come through its Head Office as well as a locally registered office(s).
2. Before operations commence, the REC's presence in the country should receive full endorsement from the Government of Turkey through the signing of the REC Charter, the granting of suitable legal status and a pledge of financial and in-kind contributions.
3. The REC may establish country and field offices in the country if the appropriate legal status and funding sources are secured or pledged in advance. The REC should not operate in Turkey under any legal status that may allow prosecution of its international or national staff in connection with the professional work performed.
4. The mission of REC Country Office Turkey is to promote cooperation among non-governmental organisations (NGOs), governments, businesses and other environmental stakeholders, as well as to stimulate the free exchange of information and public participation in environmental decision-making in Turkey.
5. The in-country registered office(s) should have an initial mandate of five years, with a start-up phase of up to two years followed by an implementation phase lasting three years, by which time REC Turkey should become financially self-sustainable. REC Country Office Turkey should strive to become a support organisation at the national level within its first two years of activity.
6. Under proper legal status, the REC should establish an office located either in Istanbul or Ankara during the start-up phase. To ensure local out-

reach and presence throughout the country, up to three field offices may be established during the implementation phase.

7. REC Country Office Turkey should focus its work on three priority areas that are in high demand from its potential constituents:

- the European Union accession process;
- civil society development; and
- public participation and awareness raising.

8. Within the above-mentioned priority areas, REC Country Office Turkey should concentrate its efforts on meeting the needs of the following stakeholders:

- central governmental institutions, in particular the Ministry of Environment;
- local governmental institutions, in particular municipalities; and
- NGOs, in particular community-based, grass-roots NGOs.
- businesses, media and academic institutions should become additional target groups for activities during the implementation phase.

9. Services should be available across the country and differentiated according to regional and provincial needs. REC Country Office Turkey and its field offices may temporarily cease their activities in provinces where a local situation, such as a state of emergency, would significantly limit the freedom of operations.

Need for the REC's presence in Turkey

The feasibility study revealed that the REC's presence in Turkey is clearly needed in terms of demand for its services by a wide range of environmental stakeholders in the country. During the meetings with officials representing governmental and non-governmental organisations, businesses and other relevant organisations, considerable interest was expressed in the establishment of the REC in Turkey. However, there

is limited historical cooperation between the REC's current area of work — the Central and Eastern European (CEE) region — and Turkey regarding the environment, with a few exceptions such as the Black Sea Environmental Programme.

The REC should prioritise the progression of its activities according to these factors:

- **Timing** — A gradual organisational development is needed within the country, with a start-up phase (two years) and the presence of one REC country office, followed by an implementation phase (three years), during which REC Turkey may extend its presence to the local level through a network of up to three field offices.
- **Geographical location** — The REC should strive to become, as soon as possible, an organisation working at the national level. However, major discrepancies in the development of the environmental sector exist among the regions in Turkey, particularly between the agricultural east and the industrial west. Moreover, some prerequisites for regular operation as a support organisation simply do not exist at the moment in eastern Turkey (for instance, the state of emergency imposed in several provinces limits significantly the freedom of action — there is literally no environmental movement in these provinces, nor are there NGOs or grassroots groups). In light of this fact, REC services should address the regional needs where proper operating conditions exist, working at the same time to nurture the development of the environmental sector.
- **Stakeholders** — Working with a multitude of stakeholders simultaneously and with equal intensity from the first day of operations would be unfeasible financially and logistically. During the start-up phase the REC should focus its activities on its traditional stakeholders, namely central and local governmental institutions and NGOs. Limited services should be offered to the academic, business and mass media sectors during the start-up phase, with gradual and steady development toward a full package of services during the implementation phase.



CENTRAL GOVERNMENTAL INSTITUTIONS

Current needs

Political support

Environmental protection must become a state priority on equal footing with economic development.

Institutional restructuring and strengthening

The prime constraint is the division of authority among the various state institutions in charge of environmental management. Administrative reforms at the central and local levels are necessary to improve work efficiency in managing the environment and to eliminate overlapping in responsibilities, as also stated in the Seventh Five-Year Development Plan, which acknowledges “conflicts of authority, duty and responsibility among organisations related to the environment.”

European Union accession process

Significant administrative reforms at the central and local levels are necessary in order to adopt, implement and enforce the *acquis communautaire* necessary for the European Union accession process.

Financial support

There are several funding opportunities for state agencies in Turkey from state and private funds, international financial institutions, etc. The recurring problem is the low priority given to the environment within state policy, a situation that was aggravated by the economic crises in late 2000 and early 2001.

Policy development and enforcement

The existing Environment Law is constrained from being truly beneficial. Economic development is given priority over preserving the environment. The law is well-intended but there are difficulties in its implementation. Moreover, neither the environmental sub-sectors to be covered nor the responsible agencies and their tasks are clearly defined. Significant shortcomings can be observed in enforcement of the environmental regulations. The Ministry of Environment, the main state environmental agency, is not authorised to impose regulations on other public agencies.

Public participation

Involving the public in the environmental decision-making process is one area where governmental institutions need external support and expertise.

Know-how and capacity building

There are several capacity building programmes in demand. Priorities should therefore be set in close cooperation with the appropriate institutions, in particular with the Ministry of Environment.

Environmental information

There is no regular, comprehensive environmental information system or environmental monitoring in the country.

Cooperation with other environmental stakeholders

State agencies have a reputation of excluding other stakeholders in decision-making, implementation and enforcement. The process should start with the full support and involvement of all interested parties, in particular the Ministry of Environment.

REC response — central governmental institutions

With their prominent role and complex range of needs, governmental institutions should constitute a priority for REC activities in Turkey, in particular the Ministry of Environment. A long-term partnership should be established with the Ministry of Environment in this respect. Special attention should also be given to the State Planning Organisation, as it plays the leading role in long-term planning and it approves the Five-Year National Environmental Action Plan (NEAP). The REC’s presence in the country and its programmes addressed to the central governmental institutions should interconnect with the NEAP as well as the National Programme for the Adoption of the *Acquis* (NPAA).

The REC’s response should be demand-driven, with focus on those areas where the organisation has already significant expertise. In this respect, three areas are of prime importance: institutional strengthening, the European Union accession process and public participation.

Such needs are to be assessed regularly in cooperation with the relevant state institutions. In this respect, a detailed needs assessment should be conducted by the REC during the start-up phase of its activities in Turkey.

Prior to the assessment, a package of core programmes, previously identified as necessary, should be made available to central governmental institutions.

LOCAL GOVERNMENTAL INSTITUTIONS

Current needs

Institutional strengthening

The key factor for institutional strengthening is decentralisation and the shifting of administrative weight to the local level. The decentralising process has started, yet it lags far behind the pace of economic, social and environmental development in the country. Fearing the loss of power, there is still reluctance in the political and governmental systems to allow regions and provinces increased autonomy. In any case, decentralisation is essential if Turkey is serious about protecting the country's environment and its EU membership application. Substantial administrative reforms at the local level are necessary in order to improve work efficiency in managing the environment and to eliminate overlapping in responsibilities among the governmental agencies.

Financial support

As opposed to the financial opportunities open to central governmental institutions, there are limited financial mechanisms at the local level to support environmental projects. Most of the sources come from central and provincial budgets, while the revenue-raising capacity at the local level is currently weak. Political bias and low importance given to environmental matters may also contribute to the distribution of state funding at the regional, provincial and municipal levels. Municipalities located in less developed regions have constant difficulties in securing minimal funding.

Local initiatives

Economic development is prioritised over environmental protection, a fact better observed at the local level. This imbalance is particularly problematic with respect to environmental management instruments such as local environmental action plans (LEAPs) and environmental impact assessments (EIAs).

European Union accession process

EU accession information rarely reaches the provincial and municipal levels and it comes only sporadically from the central level. Except in major cities with active environmental sectors, it is difficult to find information about the EU accession process or people who are aware of it. Large parts of the country, particularly the Black Sea, eastern and Southeast Anatolia

regions are mostly untouched by any form of information on EU enlargement, and the interest is low as most officials consider accession far-off.

Public participation

Participation of the general public in environmental matters remains an aspiration in many respects, also at the local level. The legislation that was introduced to ensure the right to participate actually limits the participation of NGOs, academia, businesses and individuals. Transparency is also problematic, and citizens are often unaware of how decisions are made or how they can participate in the process.

Environmental information

Governmental information with regard to environmental conditions, policies, programmes and projects is not readily available, mirroring the situation at the central level. The general public, mass media and NGOs have to address the central agencies either in their provincial capital or in Ankara to gain access to environmental data.

Know-how and capacity building

Central governmental institutions organise training programmes for their local staff on a regular basis. Yet, financial and staff limitations at the local level leave a visible gap between demand and capacity building opportunities on offer. Capacity building training is clearly needed in areas such as EIAs, strategic planning and the EU accession process.

Cooperation with other environmental stakeholders

State agencies at the local level cooperate much more with other stakeholders than their central offices do. One worthy example is Local Agenda 21, perhaps the most effective catalyst for public participation and involvement at the municipal level in Turkey.

REC response — local governmental institutions

Local governmental institutions should become one of the priority stakeholders for REC activities in Turkey from the start-up phase. Alongside its support for central governmental institutions, REC should equally address the needs of local authorities, in particular the municipalities and provincial branches of the Ministry of Environment. The REC can bring much needed input to support the work of local governmental institutions in four main areas: institutional strengthening, local initiatives, the European Union accession process and public participation.



NON-GOVERNMENTAL ORGANISATIONS

Current needs

The current needs of environmental NGOs can be summarised in five main groups.

Financial and logistical support

There is a clear and urgent need for financial and logistical support, in particular for NGOs at the municipal and local levels. Regular local and regional grants programmes are rare and inconsistent — perhaps a prime reason why the environmental NGO sector is underdeveloped at the grassroots level.

Capacity building and know-how support

Equally needed are know-how and training programmes, especially ones focused on the role of NGOs in civil society are a priority. Critical in this respect are public awareness and public involvement training programmes for NGOs. In addition, institutional development topics such as managing NGOs, fund-raising, project management and proposal writing are to be offered. Special attention should be given to the selection of NGOs for training programmes and follow-up with concrete financial support for projects (integrated training and funding).

Networking

Cooperation among NGOs is a prerequisite for success in the environmental field. NGOs interviewed during the fact-finding missions repeatedly mentioned such need for cooperation among organisations from different regions or levels of activity. Networking can be facilitated through various means; primarily funding for meetings, conferences and electronic networking should rank high on the REC's agenda.

European Union accession process

NGOs in Turkey are keen to become involved in pan-European processes and to become part of the international environmental community. In particular, the EU accession process is an increasingly important issue for NGOs at the national and local levels in Turkey, yet the channels of information need significant development in the future.

Public participation and public awareness

NGOs can play a critical role in raising the environmental awareness of the general public as well as its participation in decision-making processes. Public awareness campaigns and involvement of the non-governmental sector in decision-making are areas that need active support.

REC response — NGOs

The environmental NGO sector should become one of the priorities for REC activities in Turkey. To a large extent, the REC can meet all the above-mentioned needs through its current services. It has extensive experience in working with NGOs and its services can be adapted and applied in the country to meet the existing high demand.

BUSINESSES

The business sector should constitute a limited priority for the REC in Turkey during the initial stage of its activities. Whether to provide free or chargeable services to businesses remains an open question for marketing the REC in Turkey, and the sector may not be ready or accustomed to paying for environmentally related services.

ACADEMIC AND RESEARCH INSTITUTIONS

Because of the nature of its work, the REC will not be able to support directly the current demand of most academic and research centres in regard to their financial and human resource needs. Instead, REC capacity to meet the current needs of the academic and research centres is limited to three main areas: know-how transfer, capacity building and access to information.

In conclusion, academic and research centres should constitute a limited priority for REC activities in Turkey. In this respect, the REC should create know-how and capacity building programmes that target primarily other stakeholders available to academic and research institutions.

MEDIA

The mass media in Turkey demonstrate a limited interest in environmental issues, though a steady increase can be observed. There are no regular radio or television programmes addressing environmental problems in the country, and only rarely is there coverage of unusual incidents or campaigns such as Greenpeace actions. Print media is more developed, though only monthly magazines such as *National Geographic* and *Atlas* cover environmental problems.

Media represent an important player in providing environmental information to the general public, yet there are limited environmental information channels that journalists can tap into. In this respect, the REC should address the current needs of the media in areas

where the organisation has the expertise and capacity, namely capacity building and information programmes. The REC should also support the development of professional environmental journalists.

SUPPORT ORGANISATIONS IN TURKEY — THE REC'S NICHE

According to several organisations interviewed during the fact-finding mission, there are no independent environmental agencies/organisations in Turkey in the environmental field and there is a clear need for such an institution. In addition, an environmental service organisation that is stakeholder-oriented would definitely add value to the existing donor community, and therefore the REC would fit readily into an empty niche.

Stakeholders in Turkey specifically request traditional services offered by the REC in its current constituent countries, such as local grants, capacity building, local initiatives, information exchange and public participation.

Legal framework

There are four options whereby the REC may establish a legal presence in Turkey:

- a representative office of an international organisation similar to REC operations in Hungary and other Central and Eastern European constituent countries;
- a liaison office of a foreign organisation;
- a foundation; or
- an association.

The existing legislation in Turkey on non-profit, non-governmental organisations such as foundations and associations may not be sufficient for the proper functioning of the REC and its staff working at the international, national and local levels. Moreover, concepts such as public participation and access to information and justice on environmental matters are sensitive topics that, once promoted, may lead to prosecution of the REC's staff. Therefore, securing the proper legal status and immunities, preferably of "organisation of international status," similar to that held by the REC in several CEE countries, should be a prerequisite for opening REC offices in Turkey. Without this solid legal basis, it would be extremely

difficult to reshape the legal framework at a later stage in the face of potential problems that would be inevitable once a different legal status was acquired.

Institutional framework

The REC's presence in Turkey

The REC should establish a country office in Turkey and up to three field offices in order to provide in-country and international services to its potential constituents at all levels.

Mission statement

REC Turkey is an inherent part of the REC and it reflects the organisation's mission at the country level. In other words, REC Turkey's mission would be to assist in solving Turkey's environmental problems by promoting cooperation between non-governmental organisations, governments, businesses and other environmental stakeholders and by facilitating the free exchange of information and public participation in environmental decision-making.

Decision-making

In line with the charter and bylaws of the REC and REC Country Office Turkey, the decision-making process is the responsibility of the REC Head Office in close cooperation with the country office representative/director (COR/COD).

Organisational framework

Organisational development

The REC in Turkey should aim to grow gradually, eventually becoming an organisation working across the nation. However, the REC needs to follow an approach of caution and controlled development with its activities in the country. During the start-up phase the REC's country and field offices in Turkey should offer two different packages of services, differentiated by regions and provinces:

Core services available across the country from the first day of its activities:

- information exchange (e.g. translation and distribution of REC publications, databases);
- capacity building (e.g. proposal writing, organisational development); and
- local grants.



Extended services, available in selected regions of the country, are to be offered complementarily with the core package:

- advanced capacity building and training programmes;
- information exchange programmes (e.g. Web-based services); and
- national and earmarked grants.

The rationale behind the division of services among the regions in the start-up stage is twofold. First, there is limited or no presence in some of the regions of the REC stakeholders, such as NGOs and other stakeholders, to work with. Second, there are provinces in Eastern and Southeast Anatolia where the situation is volatile and civil rights are limited, making the REC's presence in the region both inadvisable and undesirable until the situation normalises. At the end of the five-year period, REC Turkey should be in the position to run its operations throughout the country, based on regular needs assessments and having financially sustainable activities.

Office locations

The REC prefers to set-up its country office in Istanbul and Ankara.

Programmes and services

Based on the findings of the preliminary study and areas of the REC's expertise, there are three cross-cutting priority areas of work requested by the environmental constituents.

European Union accession process

One top priority for REC activities is the EU accession process, in which Turkey is currently involved. The REC, with its experience in the field, can contribute actively by providing representatives from Turkey access to its accession-related programmes within the network of the REC constituent countries. In addition, in-country, tailor-made programmes can be developed in order to meet the specific needs of the environmental actors in Turkey. Although EU accession is a prime reason for opening a REC office(s) in Turkey, the mission can be extended well beyond this driving force to the two additional priority areas presented below.

Civil society development in the environmental sector

There is a critical need for services to build up and strengthen civil society in Turkey, in particular the grassroots environmental NGOs. REC Turkey may become an important player in supporting grassroots environmental activism, public awareness and involvement at the local and regional levels.

Public participation and public awareness in environmental matters

The combination of low environmental awareness and a state-oriented approach to the decision-making process — characteristic for Turkey — allows few opportunities for public participation in environmental matters. The REC has the know-how to promote and support public participation and public awareness in Turkey. The priority areas mentioned above will be reflected in the activities offered by REC country and field offices in Turkey in four major service-oriented programmes:

- Capacity building programmes would be offered in two interrelated lines of services: training and environmental education, and consultant and advisory services.
- Information programmes provide public access to environmental information on a nationwide basis, promote networking and the exchange of information between diverse interest groups, and help constituents solve environmental problems in Turkey.
- Grants programmes aim to financially assist environmental stakeholders, in particular the NGO community, to achieve institutional stability, participate in environmental decision-making, foster national cooperation and build internal capacity.
- Special programmes involve on-going assessments and development of new services in areas not covered by the previous three sets of programmes.

Financial framework

The REC should start operating in Turkey only after securing a long-term presence in the country in order to make a lasting impact.

In terms of financing the REC's activities over the first five years of operation, the provision of funds in the form of grants and in-kind contributions is a prerequisite, particularly prior to the start-up phase, to



ensure that the REC has adequate resources to carry out and successfully perform its envisaged functions, as well as to provide a sound base of justification for its establishment. Contributions are expected from the European Union, countries and international donors with interests in Turkey, as well as domestic contributors within the country, in particular the government.

Administrative costs include staff requirements, investments, direct costs and maintenance at each level of operations: the REC Head Office, and the

REC's country and field offices in Turkey. It is envisaged that during the start-up phase (the first two years of activities) the field offices would not be functional.

Programme related costs include the core activities to be offered within the framework of the Country Office Turkey. Each programme is presented separately, including the main activities/projects to be developed within each year.

The overall estimated budget is EUR 6,387,802 for five years of operations. For budget details please see the Financial Framework chapter.

Part 1 — Feasibility Study Report

Introduction

Background

The Regional Environmental Center for Central and Eastern Europe (REC) is a non-partisan, non-advocacy, not-for-profit, independent and international organisation established in 1990 by the European Commission and the governments of Hungary and the United States. Today, the REC is legally based on a charter signed by the governments of 27 countries and the European Commission, and on an international agreement with the governments of Bosnia and Herzegovina, Hungary and Slovakia. The current beneficiary countries include Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, FYR Macedonia, Poland, Romania, Slovakia, Slovenia and Yugoslavia. In these countries the REC assists the environmental work of non-governmental organisations (NGOs), local authorities, national governments, the media, businesses and academic institutions. Main donors to the REC are the European Commission and the governments of Denmark, the United States, the Netherlands, Japan, Hungary, Albania, Bulgaria, Canada, Croatia, the Czech Republic, Estonia, Finland, Germany, Italy, Latvia, Lithuania, FYR Macedonia, Norway, Poland, Slovakia, Slovenia, other inter-governmental organisations and private concerns such as the Toyota Foundation and the Coca-Cola Foundation.

The REC's mission is to assist in solving the environmental problems of Central and Eastern Europe by promoting cooperation among non-governmental organisations, governments, businesses and other environmental stakeholders and by promoting the free exchange of information and public participation in environmental decision-making. The REC

occupies a unique position between various environmental stakeholders — governments, NGOs, businesses, local communities, academia, media and others. With its independent position and structure, the Center is able to facilitate dialogue and cooperation among different stakeholders who might otherwise not get together. The REC considers cooperation among many actors to be one of the preconditions for the successful solution of environmental problems.

The REC serves a region that was and still is undergoing rapid change. It is an organisation located in Central and Eastern Europe, working mainly for the region. Yet, the Center also provides a window between the region and other stakeholders throughout the world.

The REC continues its support in the region by facilitating the European Union accession process and by encouraging sustainable development practices in the region, as outlined in the recommendations and conventions of the Rio Earth Summit. The REC plans to extend and include among its beneficiary countries all 13 EU accession candidates.

In extending its activities to Turkey, the REC would bring its services to the country and tailor them to local needs and priorities. In addition, the REC can facilitate the cooperation between CEE countries and Turkey, particularly by sharing its years of experience with the EU accession process.

In light of these facts and with a mandate from its Board of Directors, the REC has initiated the process of extending its activities to all 13 EU accession countries. In adding Turkey to its sphere of operations, the REC undertakes a significant challenge. The REC's philosophy is to design and adapt its presence around the country's particularities, priorities and prospects for future development. The extension



to Turkey represents a novelty, particularly considering the size of the country and its diversity of environmental problems. In this regard, the REC has implemented the project REC Extension to Turkey — Phase 1: Feasibility Study, funded by European Commission, Directorate General Environment (DG Environment) in Brussels, Belgium. The project aims to determine the feasibility of extending REC activities to Turkey, looking into the move's legal, institutional, organisational and financial aspects.

Objectives

The objectives of the study are presented below:

- 1) Assess the specific needs of the environmental stakeholders in Turkey, especially the needs that could be met by REC services.
- 2) Determine the appropriate legal status of the REC in Turkey.
- 3) Identify the financial basis of future REC activities in Turkey.
- 4) Prepare a feasibility study report, the background document for developing the work plan for REC activities in Turkey.

Methodology

The study employed fact-finding missions, including meetings, interviews and round tables with relevant environmental stakeholders; a literature review on the state of the environment in Turkey; and a legal review on registering the REC in Turkey. This last was carried out by a specialised law firm in Turkey.

FACT-FINDING MISSIONS

The REC opted to conduct four fact-finding missions to gather first-hand information on the needs of the environmental stakeholders in all regions of the country. The missions were planned based on the assumption that regional (there are seven geographical regions in Turkey) differences may exist with regard to environmental problems, local priorities, enforcement of environmental regulations, etc. The project team had the opportunity to meet with officials representing governmental institutions, international and donor organisations, parliamentary com-

mittees, businesses, NGOs, research institutes, mass media and industry. More than 70 meetings and round tables were held.

The first fact-finding mission was conducted in July 2001 and covered the Marmara Region. Twenty-two meetings were held in Istanbul, Gebze-Kocaeli, Izmit, Bursa, Canakkale. The second was conducted in September 2001 and covered the Aegean and Mediterranean Regions. Fifteen meetings were held in Izmir, Manisa, Bodrum, Mugla and Antalya. The third was conducted in October 2001 and covered the East Anatolia, Southeast Anatolia and Central Anatolia regions. Nineteen meetings were held in Van, Mardin, Diyarbakir, Sanliurfa and Ankara. The final mission was conducted in the Central Anatolia and Black Sea regions in February 2002. Fourteen meetings were held in Ankara and Samsun.

LITERATURE REVIEW

The literature review gives a general overview of the state of the environment in Turkey. It also introduces the main environmental stakeholders there and becomes the basis for understanding their current needs for REC services.¹

EXPERT ADVICE

Securing an appropriate legal status for the REC in Turkey is a prerequisite for establishing operations in the country. The first step in the registration process of the REC in Turkey is to identify the legal options under the existing legislation in the country and to make recommendations. In this respect, the legal review was commissioned to a specialised law firm, Herguner, Bilgen and Ozeke.

Expected outcomes

The study should provide an overview of the state of environment in Turkey, including the presentation of environmental stakeholders in Turkey and a list of main environmental challenges that may be addressed by the REC. It should reveal the legal options for registration of the REC office(s) in Turkey and yield a study report incorporating the above-mentioned reports as well as the legal, structural and fund-raising framework for REC activities in Turkey. Subsequently a work plan for

REC activities in Turkey is to be developed pending the decision of the REC Board of Directors whether to pursue the initiative.

Reading guide

This document is composed of two complementary parts, the Feasibility Study Report and the Preliminary Work Plan. The sequence of the main chapters and their content is presented below.

FEASIBILITY STUDY REPORT

Introduction — Background information related to the organisation of the report and the study conducted in Turkey. Separate sub-chapters introduce the objectives, methodology and expected outcomes of the study.

Environmental Stakeholders in Turkey — The chapter takes a close look at the main constituents that shape the environmental sector in the country. Each stakeholder is examined in a separate sub-chapter from several perspectives such as level of development, main players in the field as well as current activities and needs. Additionally, possible REC responses to these needs are presented.

Support Organisations in Turkey — This chapter examines the existing environmental support organisations, such as international organisations, international financial institutions, development agencies and state funds, in order to identify the potential role for the REC in the country.

Conclusions and Recommendations — This chapter presents the demand for the REC's services as well as potential challenges and priority areas. Furthermore, recommendations are made regarding legal, institutional, organisational and financial matters.

PRELIMINARY WORK PLAN

Options for the REC's Presence in Turkey — Legal and financial factors may determine the set-up of the REC's presence in Turkey. The various options are analysed in this chapter, with one preferred set-up presented as a conclusion. The subsequent chapters are developed on the assumption that the REC will establish a legal presence in Turkey under the "Optimal Presence" with one country office and up to three field offices.

Legal Framework — This chapter examines the different legal options for registering the REC in Turkey. The criteria for registration, from the REC's perspective, are laid down in the first sub-chapter. The advantages and disadvantages of possible legal models are reviewed separately and the preferred legal seat is presented in the conclusion.

Institutional Framework — The mission statement, method of governance and language of operations are presented in this chapter as a preamble to the organisational structure and development.

Organisational Framework — The organisational development, including a time frame for five years, office locations and staffing, and logistical needs, are presented in this chapter.

Programmes and Services — The main programmes, services and priority areas that REC Country Office Turkey plans to implement are presented. This chapter relies on the findings of the study in regard to each of the environmental constituents.

Financial Framework — The final chapter presents in detail the financial implications of opening REC offices in Turkey in terms of direct and project costs.

Environmental Stakeholders in Turkey

Due to the REC's stakeholder-oriented nature, the feasibility study for extending activities to Turkey followed a similar approach. The environmental stakeholders with whom the REC traditionally works with are presented in this chapter in order of priority. Consideration was given equally to organisations and institutions at national, provincial and local levels in order to identify their specific needs.

Apart from the main recipients of REC services, namely central and local governmental institutions and NGOs, attention was given to other stakeholders that shape the environment in Turkey, including businesses, academic and research institutions, and the mass media.

Central governmental institutions

Turkey began to address environmental issues during the 1970s. In 1978 the Prime Ministry Under-secretariat for Environment was founded as an extension of a ministry that was responsible for the coordination of all national and international activities regarding the environment. The Under-secretariat was the institution expected to set environmental policy, to coordinate and prepare regulations, and to cooperate with other ministries. However, the adaptation of environmental policies was not sufficient to cope with Turkey's industrial development. The significance of the issue was not perceived as a priority for a long time.

In August 1991, the Under-secretariat for the Environment was replaced with the more powerful Ministry of Environment. This change led to a diversification of its responsibilities, to an expansion of its personnel and an expansion of the administration's

rights to intervene, in order to control and implement policies for the protection of the environment. The Ministry of Environment, including the provincial offices, employs about 800 people.

The Environmental Law of 1982, which came into force in 1983, endorsed many additional measures. The aim of the law, which covers the environment as a whole, is not only to prevent and eliminate environmental pollution, but also to allow the management of natural resources and land. According to the basic principles that govern the application of the Environmental Law, as stated in the Constitution, citizens as well as the state bear responsibility for the protection of the environment. It is also stated in the Law that in all economic activities every measure should be taken to minimise pollution.

In line with the Environment Law, several regulations have been issued since 1983:

- Air Quality Control Regulation (1986)
- Water Pollution Control Regulation (1988)
- Noise Control Regulation (1986)
- Control of Solid Waste Regulation (1991)
- Environmental Impact Assessment Regulation (1993, updated in 2002)
- Regulation on Control of Medical Waste (1993)
- Control of Hazardous Chemical Substances and Products Regulation (1993)
- Control of Hazardous Wastes Regulation (1993)
- Control of Soil Pollution Regulation (2001)
- Environmental Inspection Regulation (2002)

Complementary to the Environmental Law and its regulations, other laws and international conventions governing the protection and conservation of the environment have been put into force.

The extent to which the environment is protected and the main environmental challenges in Turkey will be addressed in the following subchapters.

OVERVIEW

Turkey has a centralised and complex governing system, a situation reflected in the environmental field. The system is presented here beginning at the highest level.

State Planning Organisation

At the top of the executive (and decision-making to a certain extent) level, the State Planning Organisation, under the authority of the Prime Ministry Office, makes strategic choices in all areas of economic activity where public interest is a factor. It develops the five-year national development plan, which is the main instrument for coordinating government policies. The SPO also allocates resources for public investment. One of its units, the Local Authorities, Environment and Technological Research Department, formulates environmental policy recommendations for the five-year plan, evaluates the Ministry of Environment's investment projects and programmes, and prepares annual environment programmes. However, the State Planning Organisation does not evaluate sectoral investments for their compliance with environmental policy. The Higher Council for Planning (HCP), chaired by the Prime Minister, is responsible for decision-making on macroeconomic and social policies and evaluation and allocation of resources for large investment projects. Ministers of agriculture, forestry, energy, transport, settlements, finance and the Under-secretary of State Planning Organisation are the members of HCP, but not the Minister for Environment.²

Since the third five-year development plan (1973-1977), these development plans have included environmental management. The sixth development plan adopted the concept of sustainable development. As part of the seventh development plan (1996-2000), the State Planning Organisation supervised the preparation of the National Environmental Action Plan (NEAP) in cooperation with the Ministry of Environment.

Ministry of Environment

The Ministry of Environment was established in 1991³ with the aim of developing and protecting the environment. The ministry is responsible for the coordination of all national and international activities pertaining to the environment. Its duties include:

- drafting laws, rules and internal regulations;
- preparations for EU membership;
- creating institutions (e.g. village environment associations and commissions to manage waste);
- supervising and planning environmental designs, interventions and actions as appropriate;
- managing watershed water quality;
- creating environmental policies and strategies;
- coordinating environmental activities at international and national levels;
- collecting data and conducting research,
- measurements and monitoring compliance;
- managing finances; and
- carrying out institutional extension and training.⁴

The main functional divisions of the Ministry of Environment are:

- Directorate General of Prevention and Control of Environmental Pollution
- Air Management Department
- Water and Soil Management Department
- Waste Management Department
- Chemical Department
- Measurement and Observation Department
- Directorate General of Environmental Protection
- Plant Protection and Erosion Department
- Animal Protection Department
- Environmental Standards and Strategies Department
- Receptor Areas Protection Department
- Fragile Ecosystems Protection Department



- Directorate General of Environmental Impact Assessment and Planning
- Environmental Planning Department
- Environmental Impact Assessments for Infrastructure Investments Department
- Environmental Impact Assessments Industrial Investments Department
- EIA Observation and Control Department
- Environment Inventory Department
- to carry out investigations on proper measures to reach these targets and monitor related activities;
- to lay down principles governing what kind of facilities can be constructed and where in special preservation areas;
- to determine other principles which will govern actions related to areas demarcated as special preservation areas;
- to determine principles governing, in general, the approach to environmental issues; and
- to conduct discussions and surveys according to agenda shaped by the Ministry.

The Ministry of Environment has 81 provincial branches.⁵ It has special consultative organs at three levels with the declared aim of ensuring public participation in line with the requirements of environmental protection and development activities.

The Environment Council

Its general objective is “to ensure the utilisation of the ideas, information and experience of other ministries, industrialists, voluntary organisations, professional organisations and individuals of reputed scientific background on issues related to the environment.” The council is supposed to convene, under ordinary conditions, once in two years upon the call and agenda of the Minister of Environment. It embodies representatives from relevant ministries and their attached organisations, public and non-governmental institutions, public and private industrial enterprises, professional and voluntary organisations, universities, and local governments. Since 1996, three Environmental Council meetings have been held.

The Higher Council for the Environment

This body holds meetings at least twice a year with the participation of representatives from: the State Planning Organisation; under-secretaries of relevant ministries; the Head Office for Religious Affairs; the Scientific and Technical Research Institute of Turkey (STRIT), the Nuclear Energy Agency of Turkey (NEA), the Union of the Chambers of Trade, Industry, Maritime Trade and Commercial Exchange; the Union of the Agricultural Chambers of Turkey; and two academicians selected by the Council of Education. The higher council has the following tasks:

- to set targets for environmental protection, pollution prevention and the replenishment of diminishing stocks in line with international agreements;

Technical Committee for Environment

Within the organisational structure of the Higher Council there is a technical committee composed of the Under-secretary of the Ministry of Environment and senior level officials of related ministries. Its objective is to conduct preliminary technical preparations on the items included in the agenda of the Higher Council for the Environment.

Authority for the Protection of Special Areas

The Authority for the Protection of Special Areas was established in 1989 as part of the Prime Ministry subbodies. After the creation of the Ministry of Environment in 1991, it became an affiliated institution. It is responsible for protection of thirteen specially protected areas (SPAs) and preparation for EU membership regarding these SPAs in Turkey. The authority employs more than 100 staff in the headquarters in Ankara.

Other state institutions with responsibilities in the environmental field are presented below:

Ministry of Agriculture and Rural Affairs (MoARA)

MoARA is responsible for the protection and development of natural resources, water pollution and control, as well as fisheries. The ministry also prepares and conducts research, investigations, plans, programmes and projects to protect and improve consumption related to soil, water, plant and livestock assets and similar natural resources in accordance with the requirements of environmental protection. The General Directorate of Rural Affairs conducts studies on issues such as water supply in rural areas, irrigation and water treatment.

Ministry of Forestry (MoF)

The Ministry of Forestry is responsible for the projects related to water pollution control, protection and management of national parks, nature reserves, nature parks and other protected areas, except for 12 specially protected areas managed by the Authority for the Protection of Special Areas.

Ministry of Health (MoH)

The Ministry of Health and its department Environment Health Services work to reduce, prevent, monitor and control environmental pollution affecting human health. The ministry is responsible for monitoring the quality of air and drinking and bathing water.

Ministry of Culture

The Ministry of Culture is responsible for managing a number of protected cultural and natural sites.

Ministry of Industry and Commerce

The Ministry of Industry and Commerce is the responsible authority for industrial matters and for the development of industrial policy, including those policies concerning the environment.

Ministry of Interior

The Ministry of Interior (MoI)'s primary role, with regard to local government (the Governor's Office), is to deal with approving environmental investments at the local level.

Under-secretariat for Maritime Affairs

The Under-secretariat for Maritime Affairs deals with the aquaculture field concentrating especially the protection of natural harbours and small bays and tourist facilities from maritime traffic.

Ministry for Energy and Natural Resources

The Ministry for Energy and Natural Resources has among its responsibilities policy development on sustainable generation and consumption of energy and natural resources.

Directorate General for State Hydraulic Works

The Directorate General for State Hydraulic Works is responsible for the management and development of water resources nationwide.

General Directorate for the Bank of Provinces

The General Directorate for the Bank of Provinces provides assistance to municipalities on issues such as the preparation and implementation of urban infrastructure projects. It also conducts activi-

TABLE 1

Environmental responsibilities of central governmental institutions

Institution/ responsibilities	AIR		MARINE AND COASTAL ZONES	PROTECTED AREAS		NATURE PROTECTION	
	Pollution control	Quality		National parks	Protected areas	Conservation	Biodiversity
Authority for the protection of Special Areas				•	•	•	•
Ministry of Agriculture and Rural Affairs						•	•
Ministry of Culture					•		
Ministry of Environment	•	•	•	•	•	•	•
Ministry of Forestry				•	•	•	
Ministry of Health	•						
Ministry of Industry and Commerce	•	•					
State Hydraulic Works							
Under-secretariat for Maritime Affairs			•		•	•	

ties such as mapping, development plans, drinking water and tap water, sewerage, solid waste, geological and geo-technical studies, etc.

FACT-FINDING MISSIONS

During the course of the fact-finding missions, one priority was meeting officials who represent central governmental institutions with responsibilities related to environmental protection. Attention was given to legislative as well as executive institutions in Turkey. A list of the meetings is presented in Table 2.

FINDINGS — GOVERNMENTAL INSTITUTIONS

The main findings are grouped as follows:

- Institutional set-up and activities — findings related to the current development status and main types of activities of the central governmental sector in the environmental field.
- Current needs — findings related to development needs of the stakeholder, with emphasis on those that can be met through REC activities in Turkey.

Institutional set-up and activities

The State Planning Organisation is the governmental institution with the highest decision-making power in matters related to environment. In the early 1980s the Ministry of Environment was established as the main implementation agency within the executive apparatus. Politically, the Ministry of Environment tends to have a limited importance within the government. Apart from the Ministry of Environment, there is a wide range of central governmental institutions in charge of environmental matters. Arguably, there are overlapping responsibilities among those institutions (see Table 1).

The Ministry of Environment in Turkey has a limited presence in the country, with one additional structure at the local level — the provincial branches.

Financing mechanisms for the environment are diverse in theory, yet limited in practice. Environmental investments may receive funding from state funds such as allocations from the general budget, funds created within or outside the state budget, taxes collected on polluting goods and services, fines and charges, domestic funds to prevent and manage environmental problems, credit and grants from international organisations, and revenues from existing facilities.

According to the budget law, environment-related investments can be financed from 20 funds in the general budget. The 20 include funds for environmental pollution prevention, disasters, reforestation, forest villages, municipalities, earthquakes, special provincial administrations, national parks, special environmental protection, special settlements, reform, support to and development of mass housing, upgrading traffic services, development of tourism, support for local administrations, support to and improvement of health services, credit for new settlements, housing for people in underdeveloped areas, and relief to farmers following natural disasters.

Environmental funds are set-up at municipal, provincial and national levels. At the end of 2001, the Environmental Fund was to be closed due to the economic crisis that Turkey has experienced since March 2001. Provincial environmental funds collected by the Environmental Protection Foundations (see chapter 3.2.1) are entirely used at the local level for environmental investment projects, yet no NGOs receive financial support from such sources. At the municipal level, the funds are collected and managed by the municipality with no clear evidence that other stakeholders, in particular the environmental NGOs, may benefit.

	SOIL	WATER		WASTE
		<i>Pollution control</i>	<i>Quality</i>	
	•	•	•	•
	•		•	
	•	•	•	•
	•	•		•
		•	•	•
		•	•	



TABLE 2

List of central governmental institutions consulted during the feasibility study

<i>Stakeholder</i>	<i>Name of the Institution/Organisation</i>	<i>Region</i>	<i>Town</i>
Executive	Ministry of Environment	Central Anatolia	Ankara
	Ministry of Foreign Affairs	Central Anatolia	Ankara
	Ministry of Forestry	Central Anatolia	Ankara
	Republic of Turkey Prime Ministry — State Planning Organisation	Central Anatolia	Ankara
	Republic Of Turkey Prime Ministry — Secretariat General for EU Affairs	Central Anatolia	Ankara
Legislative	Parliamentary Committee for Environment	Central Anatolia	Ankara

Current needs*Political support*

Environmental protection must become a state priority on an equal basis with economic development aspirations. Such change in Turkey's state policy will only happen if there is political will to set the environment as one of the country's priorities for the future.

Institutional restructuring and strengthening

The prime constraint is the division of authority among the various state institutions in charge with environmental management. Substantial administrative reforms at the central and local levels are necessary in order to improve work efficiency in managing the environment and eliminate overlapping responsibilities, as also stated in the Seventh Plan, which acknowledges "conflicts of authority, duty and responsibility among organisations related to the environment." Structurally, the Ministry of Environment has to become more effective at the provincial and municipal levels, the current in-country set-up being only partially sufficient to achieve all its responsibilities. According to the National Environmental Action Plan (NEAP) published in 1998, only 10 percent of public employees work at the local level (in Germany the percentage is 31% and in the United States 60%).⁶

Financial support

There are several funding opportunities for state agencies in Turkey from state and private funds, international financial institutions, etc. The recurring problem is the low priority given to the environment within the state policy, a situation aggravated by the current economical crisis. One immediate consequence with

potentially long-term impact is that most of the state funds, including the Environmental Pollution Prevention Fund were scrapped and used for other purposes to help the ailing economy recover.

Policy development and enforcement

The existing Environment Law is constrained from being truly beneficial. Economic development is given priority over preserving the environment. As in most similar environmental laws in developing countries, the difficulty rests in its implementation, even where the content of the law is well intended. Moreover, neither the environmental sub-sectors to be covered nor the responsible agencies and their tasks are clearly defined. Significant shortcomings can be observed in the enforcement of environmental regulations. The Ministry of Environment, the main state environmental agency, is not authorised to impose regulations on other public agencies. This is particularly problematic with respect to water and solid waste as well as with environmental impact assessments.

European Union accession process

Significant administrative reforms at the central and local levels are necessary in order to adopt, implement and enforce the *acquis communautaire* necessary in the accession process. A similar conclusion was reached by the Regular Report 2001 of the European Commission in regard to Turkey's efforts in the accession process during the past year. At the moment, it appears EU accession issues are regularly taken into account only at the state level and not at the local and municipal levels, where information is scarce where it exists at all. But even at the state level,



governmental experts lack the extensive access to EU accession related projects developed within the other 12 candidate countries.

Economic instruments

The current command-and-control methods should be substituted by economic instruments in the management of environment via integration to national environmental legislation.

Public participation

Public participation, access to information and access to justice in environmental matters are all sensitive issues in Turkey. The participation of environmental actors in the decision making process is restricted and at the discretion of the state institutions. For example, representatives of NGOs must be invited by the minister to take part in the Environmental Council sessions but their number cannot exceed 25. Without a radical change in the current state policy regarding the environment and the role of civil society, the REC will have limited success, if not opposition, in promoting the Aarhus Convention in the country.

Know-how and capacity building

Know-how is critical for meeting the above mentioned financial, institutional or legislative needs. There is a broad spectrum of capacity building programmes on demand, and therefore priorities should be set in close cooperation with the appropriate institutions, in particular the Ministry of Environment.

Environmental information

There is no regular, comprehensive environmental information system or environmental monitoring in the country (for example environmental data, environmental indicators and state of the environment reports). Creation of an environmental observatory and a nation-wide environmental information strategy and action plan is still under construction.

Cooperation with other environmental stakeholders

State agencies have a reputation of “playing it alone” with marginal interest in involving other stakeholders in the decision-making, implementation and enforcement processes. While legislation requires broad participation from environmental interest groups in forums such as the Environmental Council and Higher Council for Environment within the Ministry of Environment, such participation is min-

imal. The process should start with the full support and involvement of all interested parties, in particular the Ministry of Environment.

REC RESPONSE

With their prominent role and complex range of needs, governmental institutions should constitute a priority for REC activities in Turkey, in particular the Ministry of Environment. A long-term partnership should be established with the ministry, in this respect. Special attention should also be given to the State Planning Organisation, as it has the leading role in long-term planning and it approves the Five-Year National Environmental Action Plan (NEAP). The REC’s presence in the country and its programmes addressed to the central governmental institutions should interconnect with the NEAP as well as the National Programme for the Adoption of the Acquis Communautaire (NPAA).

The REC already provides services for its constituent countries in the CEE region that are needed and which were specifically requested by representatives of different central institutions in Turkey during the fact-finding missions.

The REC’s response should be demand-driven with focus on those areas where the organisation has already significant expertise. In this respect, three areas are of prime importance: institutional strengthening, the European Union accession process and public participation.

Such needs are to be assessed regularly in cooperation with the relevant state institutions. In this respect, a detailed needs assessment should be conducted by the REC during the start-up phase of its activities in Turkey.

Prior to the assessment, a package of core programmes already identified as needed should be made available for central governmental institutions. Table 3 lists these needs and how the REC can respond.⁷

Local governmental institutions

“Local governmental institution” is a general term used in the context of this feasibility study to include all the public organisations with legislative or executive functions related to the environment at the provincial and municipal levels.

TABLE 3

Central governmental institutions' needs and REC responses

<i>Current needs of central governmental institutions</i>	<i>REC response</i>
Institutional restructuring and strengthening	Advisory and know-how services on organisational development; training programmes; facilitation and cooperation programmes within REC constituent countries
Political support	Facilitation
Financial support	Training programmes on financial and economic mechanisms; advisory services
Policy formulation, development and enforcement	Legal advice; information exchange; training programmes; round tables
Sector integration of environmental issues	Know-how transfer and training programmes; advisory services
Establishment of an environmental information system	Know-how transfer and training programmes; advisory services
European Union accession process	In-country training programmes; Twinning programmes; Involvement of Turkey in the REC's accession programmes and projects in the CEE region.
Public participation	Publications and information exchange; training programmes; public awareness
Biodiversity and nature protection	Legal advice; information exchange; training programmes; round tables

The Republic of Turkey has seven geographical regions and 81 administrative provinces. There are 152 municipalities with the number of inhabitants ranging from 30,000 to 10 million.⁸ Fifteen cities have a population in excess of one million.

As mentioned in Chapter 2, Turkey has a centralised system of government that leaves local officials with limited resources, staff and decision-making power. It is estimated that only 10-20 percent of all public employees work at the local level. Local government also suffers from political patronage, which often plays a role in the selection, appointment and promotion of municipal staff.⁹

In addition, local governmental institutions have limited liberty to manage their internal structure based on the local demand. Setting salaries for qualified personnel and creating or eliminating positions within the local structure requires approval from central institutions.

In the field of environment, several institutions at the local level (similar to their central counterparts) share decision-making and enforcement responsibilities. The main local governmental agencies are presented in the next subchapter.

OVERVIEW*The Governor's Office*

At the provincial level, the governor is the highest decision-maker on local environmental matters. In addition, a common practice is that the governor acts as president of the Provincial Environmental Protection Foundation (see below), a public institution affiliated with the Provincial Branch of the Ministry of Environment. The governor is appointed by the central government and being in a political position may have direct impact on setting the priorities for investments in the province.

The provincial branches of the Ministry of Environment (PBs)

The provincial branches represent the Ministry of Environment at the provincial level in the country. There are no Ministry of Environment branches or offices at a lower level (e.g. municipal level). Therefore, the ministry is not represented locally in some major cities around the country unless they are the province's capital.

The main functions of the provincial branches are within the enforcement and monitoring areas:



- to take measures to prevent and minimise pollution caused by land based polluters;
- to inspect activities that might threaten the marine environment and pollute the sea;
- to control facilities approved by local authorities and their waste collection, refining and discharge systems according to the standards set by the Environmental Law and related regulations;
- to observe and control every activity within the local area that affects the environment and to start necessary processes to stop these activities, as well as to inform the Ministry of Environment about the requests of the institutions; and
- to carry out administrative tasks of the Ministry of Environment.

Financially, the provincial branches receive funds from the state budget through the Ministry of Environment and, to a limited extent, from other sources (e.g. grants, revenues from existing investments, etc). Similar financial arrangements apply for the Environmental Protection Foundations (EPFs), presented below.

Environmental protection foundations

Environmental Protection Foundations are established in affiliation with the Provincial Branches of the Ministry of Environment. Despite the name “foundation” and its non-profit, non-governmental connotations, EPFs are state-owned and they perform more like a local environmental fund. By law, the foundations are chaired by the provincial governor and are created to collect environmental taxes in a local fund that is later used for environmentally related investments. However, their set-up may vary in each province, in terms of responsibilities and activities, based on local needs.

Their main source of income is from paid services such as measurements of air quality. Car owners are obliged by law to pay an annual tax (about USD 2.5 per year) for exhaust emissions and a similar charge is to be paid by owners of houses with chimneys. Those taxes are collected on a yearly basis by the provincial EPFs and put into the local environmental fund to be used mainly for local environmental projects.

The provincial branches of the Ministry of Health, Ministry of Agriculture and Rural Affairs, Ministry of Culture and Ministry of Forestry have

responsibilities related to environmental issues in a similar fashion as their counterpart at the central governmental level.

At the local level, municipalities are responsible for implementing and enforcing the environmental regulations. In addition, they manage the collection and disposal of household and industrial waste, and provide services such as drinking water, sewerage, natural gas and public transportation. In some cities there is an environmental department within the local authority, yet there is no regulation that would enforce the existence of such a department in all municipalities. As a result, only major municipalities have environmental departments within their structure; smaller cities have environmental agency at the municipal level.

Municipal revenues come from several sources. In addition to receiving 25 percent of state revenue, municipalities get funds from local taxes and fees. These include taxes on well water, electricity, coal and gas consumption, properties and fees from businesses, inspections for measuring and weighing devices, and construction. Water consumption and wastewater fees are often used for solid waste management, water treatment and supply, sewerage and sewage treatment, parks and recreation, and noise control. On average, 40 percent of a municipality’s budget is spent on “cleansing” activities, which is primarily solid waste collection and disposal.¹⁰

FACT-FINDING MISSIONS

During the course of the fact-finding missions, the REC met with representatives of local governmental institutions in most of the locations visited throughout the country. At the local level, meetings were held with branches of the Ministry of Environment and the affiliated environmental protection foundations in the capital of the provinces; municipalities and their environmental departments; and other provincial branches of ministries with responsibilities on environmental matters (e.g. Ministry of Health). Table 4 presents a list of local governmental institutions met during the missions.

FINDINGS — LOCAL GOVERNMENTAL INSTITUTIONS

The main findings are grouped as follows:

- Institutional set-up and activities — Findings related to the current development status and main types of activities of the local governmental sector are presented. In addition, differences in

TABLE 4

List of central governmental institutions consulted during the feasibility study

<i>Stakeholder</i>	<i>Name of the Institution/Organisation</i>	<i>Region</i>	<i>Town</i>
Municipalities	Town Hall Antalya – Vice-Mayor’s Office	Mediterranean	Antalya
	Town Hall Bodrum – Mayor’s Office	Aegean	Bodrum
	Town Hall Canakkale – Mayor’s Office	Marmara	Canakkale
	Town Hall Mardin – Mayor’s Office	Southeast Anatolia	Mardin
	Town Hall Mugla – Mayor’s Office	Aegean	Mugla
	Town Hall Sanli Urfa – Mayor’s Office	Southeast Anatolia	Sanli Urfa
	Town Hall Van – Mayor’s Office	East Anatolia	Van
Municipal Environmental Departments	Greater Municipality Antalya	Mediterranean	Antalya
	Greater Municipality Istanbul	Marmara	Istanbul
	Greater Municipality Izmir	Aegean	Izmir
	Greater Municipality Samsun	Black Sea	Samsun
Local Institutions of the Ministry of Environment	Provincial Branch Antalya	Mediterranean	Antalya
	Provincial Branch Izmir	Aegean	Izmir
	Provincial Branch Manisa	Aegean	Manisa
	Environmental Foundation (Fund) Manisa	Aegean	Manisa
	Provincial Branch Mugla	Aegean	Mugla
	Environmental Foundation (Fund) Mugla	Aegean	Mugla
	Provincial Branch Sanli Urfa	Southeast Anatolia	Sanli Urfa
	Provincial Branch Van	East Anatolia	Van
	Provincial Branch Diyarbakir	Southeast Anatolia	Diyarbakir
Unions and Local Initiatives	Local Agenda 21 Bursa	Marmara	Bursa
	Local Agenda 21 Mugla	Aegean	Mugla
	Local Agenda 21 Izmir	Aegean	Izmir
	Local Agenda 21 Mardin	Southeast Anatolia	Mardin
	Union of Municipalities in Marmara Region	Marmara	Istanbul

terms of level of development, current problems and needs are analysed from a regional and provincial perspective.

- Current needs — Findings related to development needs of the stakeholder, with an emphasis on those that can be met by REC activities in Turkey.

Institutional set-up and activities

The local authorities have limited control in respect to law enforcement mainly due to overlapping responsibilities among the local public agencies.

The provincial branches of the Ministry of Environment have limited capacity to work effectively due to lack of work force and limited presence at the city level. Moreover, most provincial branches have been established in the last five years and their impact at the local level has been hampered by a lack of experienced staff.

Most of the major cities (population over 100,000 inhabitants) have an environmental department that works in cooperation with the provincial branches of the Ministry of Environment.



Regional differences can be observed in the development of the local governmental institutions in Turkey. Typically, the western part is more developed and the work is more elaborated while in eastern Turkey, the local institutions deal with basic issues (e.g. daily waste collection, discharges, etc). The Marmara region is by far the most developed in terms of associations among municipalities. A possible model for other regions and also a potential partner for the REC is the Union of Municipalities in the Marmara region.

Environmentally harmful activities are classified as administrative violations that may only be punished with administrative sanctions and violations of different magnitude are fined at the same rate, if at all.

Professional staff members prefer to work in the private sector rather than for municipalities due mainly to financial reasons. This is not the case in most municipalities in the country.

Local Agenda 21 is the main driving force that brings together local authorities and other environmental stakeholders such as NGOs, businesses and academic institutions. Yet, major differences in implementing Local Agenda 21 at the local level can be observed among municipalities in Turkey. Much can be learned from successful Local Agenda 21 programmes in the country (e.g. Antalya) or abroad (e.g. Local Agenda 21 in the Baltic region).

Managerial instruments such as local environmental action plans (LEAPs) are not on the agenda for most of the municipalities met so far during the fact-finding missions. Urban development plans do not keep pace with rapid population growth and changes in settlement patterns, and are therefore irrelevant. The plans are also confined to physical dimensions, not integrated with projections and targets of other plans, and are frequently changed.

Environmental plans are created by the Ministry of Public Works and Settlements, addressing local issues that are not necessarily taking into account environmental concerns. Moreover, a conflict of authority and responsibility exists with respect to devising plans and implementing them. The documents often lack data and appropriate planning techniques. According to the Seventh Five-Year Development Plan, the results are “irrational decisions in the development and distribution of national resources and failure in directing local investments to proper sectors and site selections.”

Current needs

Institutional strengthening

The key factor for institutional strengthening is decentralisation and the shifting of administrative weight to the local level. The decentralising process has started, yet it lags far behind the pace of economic, social and environmental development in the country. There is still reluctance in the political and governmental system to allow regions and provinces to become more autonomous for fear of losing the grip on the power. In any case, decentralisation is essential if Turkey is serious about protecting the country's environment and its European Union membership application. Substantial administrative reforms at the local level are necessary to improve work efficiency in managing the environment and eliminate overlapping in responsibilities among the governmental agencies.

Financial support

In contrast to central governmental institutions, local officials have limited financial mechanisms to support environmental projects. Most of the sources come from central and provincial budgets, while the revenue-raising capacity at the local level is weak. Political bias and apathy toward environmental matters may also contribute to the weak state funding at regional, provincial and municipal levels. Municipalities located in less developed regions of the eastern part of the country have permanent difficulties securing minimum funding for basic services such as waste collection and disposal.

Local initiatives

As stated previously, economic development is given priority over preserving the environment, a fact better observed at the local level. This is particularly problematic with respect to environmental management instruments such as LEAPs and EIAs.

European Union accession process

EU accession information rarely reaches the provincial and municipal levels and it comes only sporadically from the central level. Except in major cities with active environmental sectors, it is difficult to find information about the EU accession process or people who are aware of it. Large parts of the country, particularly the Black Sea, eastern and Southeast Anatolia regions are mostly untouched by any form of information on EU enlargement, and the interest is low as most officials consider accession far-off.

TABLE 5

Local governmental institutions needs and REC responses

<i>Current needs of central governmental institutions</i>	<i>REC response</i>
Institutional strengthening	Advisory and know-how services on organisational development; Training programmes; Facilitation and cooperation programmes within the international outreach of REC constituent countries; Local financial mechanisms and training programmes; Advisory services
Local initiatives	Training and advisory services on LEAPs and REAPs
European Union accession process	In-country training programmes; Twining programmes; Involvement of Turkey in REC's accession programmes and projects in the CEE region.
Public participation	Publications and information exchange; Training programmes; Public awareness, access to information and access to justice on environmental matters

Public participation

Participation of the general public in environmental matters remains an aspiration in many respects. Various legislative arrangements that were introduced to ensure the right to participate actually limit the participation of NGOs, academia, businesses and individuals. Transparency is also a problem, and citizens are often unaware of how decisions are made or how they can participate in the process.

Environmental information

Access to information at the local level is not readily available, a situation mirroring the central level. The general public, mass media or NGOs have to go to the central agencies in the provincial capital or Ankara to gain access to environmental data.

Know-how and capacity building

Central governmental institutions organise training programmes for their local staff on a regular basis. Yet, financial and staff limitations at the local level leave a visible gap between the demand and capacity building opportunities on offer. There are several areas where capacity building is a definite need for the time being, such as environmental impact assessments, strategic planning and the EU accession process.

Cooperation with other environmental stakeholders

State agencies at the local level cooperate much more actively with other stakeholders in comparison with their central counterparts. One worthy example is Local Agenda 21, perhaps the most effective catalyst for public participation and involvement at the municipal level in the country.

REC RESPONSE

Local governmental institutions should become one of the priority stakeholders for REC activities in Turkey from the start-up phase. In a similar fashion with the support for central governmental institutions, REC should equally address the needs of the local authorities, in particular the municipalities and provincial branches of the Ministry of Environment.

With its long history of working at the local level, REC can bring much needed input to support the work of local governmental institutions in four main areas: institutional strengthening, local initiatives, the European Union accession process and public participation. REC responses to the needs of local governments are presented in Table 5.¹²

Non-governmental organisations

The NGO sector in Turkey has evolved in a considerably different way than in Central and Eastern European countries. The existence of democracy in Turkey for over 80 years has permitted, in some respects, the development of a mature NGOs sector. However, this same Turkish democracy, with its own particularities, did not openly support the development of an effective civil society. The freedom of association has been and still is restricted — state institutions have the ability by law to control the activities of NGOs and funding from foreign sources is subject to authority approval (e.g. the Ministry of Interior). All these factors have led to a rather underdeveloped non-governmental sector with a specific dynamic. Environmental NGOs are no exception.



OVERVIEW

Under the existing legislation there are two main types of non-governmental organisations, foundations and associations.

Foundations

Foundations are non-profit organisations established to pursue good causes by allocating certain rights and assets for the realisation of such good causes. The establishment of foundations in Turkey is based primarily upon the provisions of the Law No.903/1967, and on the latest amended version of the by-laws on foundations published in the Official Gazette on September 13. The members of the governing bodies are required by law to be nationals of Turkey. Foundations have an increased degree of freedom of operations compared with the associations, with limited interference from the state authorities, in particular for those organisations working in the environmental field.

Associations

The establishment of associations in Turkey is based primarily upon the provisions of the Law No. 2908/1983. A basic disadvantage of the associations compared to foundations is its extreme dependence upon central government tutelage and control, exercised by the Ministry of Interior over associations in Turkey. The credibility of this model is further eroded by the relatively unstructured management and control mechanisms which, although apparently giving them a fully-fledged NGO character, inevitably lead public agencies to approach associations with considerable scepticism.¹²

The estimated number of environmental NGOs in Turkey is between 100 and several thousand according to various sources,¹³ yet there is no reliable data published regularly in this regard. Moreover, it is difficult to make an estimation based on the fact-finding missions alone, as there is no consistent correlation between the number of organisations and the size of the city or province where they are located. For instance, in Bursa, an industrial town with more than 1 million residents, apparently there are no local environmental NGOs according to three different local sources, whereas Izmir, a harbour with around 3 million inhabitants, has 357 environmental organisations according to a recent non-profit study.

In addition, there are major discrepancies among the regions in Turkey regarding the development of environmental NGOs. The majority of NGOs are

located in the Ankara, Istanbul, Izmir, Marmara and Aegean regions. In contrast, the Black Sea, East and Southeast Anatolia regions are home to less than 10 percent of all environmental organisations. The REC's conservative estimate is that 110-160 active organisations work in the environmental field in Turkey.

In Turkey, employment and a full-time commitment in the non-profit sector are still mostly lacking outside of a handful of large foundations. Combined with low voluntary involvement of the general public in environmental NGOs, having only a few active organisations in the country does not come as a major surprise. The majority of NGOs are established around the larger cities in Turkey, leaving out most of Anatolia.

The lack of financial resources and philanthropic spirit for the environment puts additional pressure on environmental organisations. In regards to taxation, in 1967 the Council of Ministers was given the authority to grant exemptions to foundations, thus encouraging donations. The donations made to associations are subject to taxation. The Council of Ministers may grant an association the status of an "association benefiting the public" qualifying it for tax exemptions and financial assistance from the state. Associations are more dependent on governmental authorities than foundations, as the associations are controlled by the Ministry of Interior in terms of funding sources, with restrictions on foreign contributions.

Below are listed some of the larger environmental NGOs in Turkey (in alphabetical order):

The Environment and Culture Agencies Cooperation Association (CEKUD) aims to create a society in which people are sensitive to the environment and culture, and who have an understanding of natural culture and ethics with an ideal of living in a clean environment. In addition, it aims at restoring the social and ecological balance that has been disturbed by natural disasters and accidents.

The Environment Foundation of Turkey (TCV) was established in 1978. It protects the environment through research; publication of books, newsletters, brochures and other information mediums; and raising public awareness. The Environment Foundation of Turkey has been a member of the UNEP National Committee since May 1992.

The Society for the Protection of Nature (DHKD) was founded in 1975. The society works for the conservation of biological diversity and natural resources by: encouraging sustainable use of natural resources, increasing public awareness in environmental issues,

TABLE 6

Non-governmental organisations consulted during the feasibility study

<i>Stakeholder</i>	<i>Name of the institution/organisation</i>	<i>Region</i>	<i>Town</i>
Local and grassroots NGOs	Environmental Volunteers Movement	Marmara	Canakkale
National NGOs	The Foundation for the Protection and Promotion of the Environmental and Cultural Heritage (CEKUL)	Marmara	Istanbul
	Environmental Protection and Packing Waste Recovery & Recycling Trust (CEVCO)	Marmara	Istanbul
	The Environmental Foundation of Turkey	Central Anatolia	Ankara
	The Foundation for Environmental Protection (DHKD)	Marmara	Istanbul
	Turkish Marine Environmental Protection Association (TURMEPA)	Marmara	Istanbul
	The Turkish Foundation for Combating Soil Erosion for Reforestation and Protection of Natural Habitats (TEMA)	Marmara	Istanbul
	Environmental Education Foundation of Turkey (TURCEV)	Central Anatolia	Ankara
	Turkish Association for the Conservation of Nature and Natural Resources (TTKD)	Central Anatolia	Ankara
	Foundation for the Protection of the Health of the Environment	Central Anatolia	Ankara
International NGOs	Greenpeace	Marmara	Istanbul
	WWF – Turkey (DHKD)	Marmara	Istanbul
NGO/Civic initiatives	Local Agenda 21 Antalya	Mediterranean	Antalya
	Local Agenda 21 Canakkale	Marmara	Canakkale
	Local Agenda 21 Izmit (Kocaeli)	Marmara	Kocaeli

carrying-out projects aimed at protecting significant and threatened ecosystems, and lobbying official institutions and agencies in support of these goals. It has 12,000 fee-paying members. The society is a member of the World Wide Fund for Nature (WWF) and is the BirdLife Partner for Turkey.

The Turkish Foundation for Combating Soil Erosion for Reforestation and Protection of Natural Habitats (TEMA) was founded in 1992. The aim of the foundation is to raise public consciousness of environmental issues posing dangers to Turkey's future sustainability. Land erosion, deforestation, the fall of productivity in farmlands and threats to biodiversity are the chief issues that the TEMA founders chose to focus on. TEMA develops and carries out model projects in rural development, rehabilitation, and reforestation. TEMA has 50,000 members and

288 volunteer representatives throughout the country. Institutions and companies have been invited to join as special members with donations ranging from USD 2,000 to USD 88,000. The 1998 budget was approximately USD 2.5 million.

FACT-FINDING MISSIONS

During the course of the fact-finding missions, the REC strived to meet as many NGO representatives as possible from different levels in each geographical region. In major cities such as Ankara, Istanbul, Izmir or Antalya finding active NGOs was not difficult but the situation changed dramatically in the eastern regions of the country where there are literally no NGOs in any field of activities. NGOs were interviewed individually as well as in round



tables with the participation of three to 20 organisations, mainly within the framework of Local Agenda 21 initiatives. The meetings are listed in Table 6.

FINDINGS — NGOS

The main findings are grouped as follows:

- Institutional set-up and activities — Findings related to the current development status and main types of activities of the NGO sector are presented. In addition, differences in terms of level of development, current problems and needs are analysed from a regional and provincial perspective.
- Current needs — Findings are presented related to development needs of the stakeholder that can be met by possible REC activities in Turkey.

Institutional set-up and activities

The total number of active environmental NGOs in Turkey is estimated by the REC at 110-160. Very few international NGOs are represented in Turkey with permanent offices and staff. They tend to focus on trans-boundary issues such as marine protection for the Mediterranean, Marmara or Black Sea basins.

There is a distinct “elite” of leading NGOs, each with up to 20 permanent staff, an extensive membership base throughout the country, a visible public image, multiple funding sources and annual budgets in excess of EUR 1 million. These groups have good contacts with the government as well as businesses. They have international and national outreach and could rival or team up with any other major environmental organisation in Western or Eastern Europe. The elite NGOs do not compete directly against each other as they tend to work in different environmental areas.

At the provincial and municipal levels, NGOs are represented mostly in the major cities. The municipal NGOs, including branches and representations of the elite and central organisations, represent the largest segment in terms of numbers within the environmental sector. Working mainly at the municipal level, these organisations receive funding from local sources and marginally from the donor community as they have limited access to information and capacity to prepare project proposals.

The grassroots NGOs are significantly under-represented within the environmental sector. With a few notable exceptions such as Bergama Movement, community-based NGOs or local action groups do

not exist for a combination of reasons. Foremost is the lack of association spirit in a formal structure such as associations or foundations. This is combined with the low interest for environmental matters among the general public. Although prone to congregate by nature, Turkish people in rural and small towns seem reluctant to set up an association or foundation, perhaps influenced by the limitations in registering a non-governmental organisation.

The regional distribution of NGOs is very uneven. Whereas in the western regions the NGO sector is fairly well developed, mainly in Istanbul, Izmir and around the Marmara region, the eastern part has literally no local environmental movement. Cities such as Van, Diyarbakir, Mardin and Sanliurfa have no local environmental NGOs, and international groups are represented there by individuals rather than local branches or action groups. This state of affairs prevails for the entire NGO sector.

The current non-profit legislation creates many difficulties for establishing and managing an NGO, in particular for associations.

Active members of environmental NGO are mostly university educated adults rather than youths. Only major NGOs have permanent staff and a wide base of members and volunteers.

Most of the grassroots and municipal NGOs have limited equipment, facilities and know-how. In contrast, major NGOs working at the national and international levels have significant resources in all respects: professional staff, office space and equipment, know-how and access to information leading to annual operational budgets at around EUR 1-1.5 million.

Networking among the NGOs is limited and isolated to major events. Annual general meetings of environmental NGOs are not common.

The main areas addressed by NGOs are nature protection and biodiversity; soil erosion and reforestation; marine environment protection and pollution prevention; waste management; environmental education and training; and climate change.

In terms of activities, there is a clear differentiation in approach between the major national NGOs and their grassroots counterparts. NGOs such as TEMA, DHKD and CEKUL implement complex projects that require significant resources, professional staff and sufficient funding. They are able to run large public campaigns including lobbying, local actions, education programmes and publications. On the other hand, local organisations with their limited

resources opt for activities such as direct clean-up actions, campaigns, information dissemination and public awareness.

The EU accession process recently started to be an issue for NGOs, yet the organisations with international exposure largely “control” the topic. There is no penetration at the provincial and municipal levels with a few exceptions mainly in developed cities around coastal regions.

Public participation is the second area of work that is significantly under-represented by the NGOs in Turkey. The Aarhus Convention and its components seem to be known only by a very few in the NGO community and mainly those from Ankara and Istanbul.

Local Agenda 21 seems to be the most successful concept and platform for cooperation among authorities, NGOs and businesses. There are several active and innovative Local Agenda 21 initiatives in cities such as Canakkale and Antalya that can be promoted as successful models for other towns in Turkey.

Current needs

The current needs of the environmental non-governmental organisations come in five main groups.

Financial and logistical support

There is a clear and urgent need for financial and logistical support, in particular for NGOs at the municipal and local levels. Regular local and regional grants programmes are rare and inconsistent, this being perhaps one of the prime reasons the environmental NGO sector is underdeveloped at the grassroots level.

Capacity building and know-how support

Equally needed are know-how and training programmes. Primarily, topics focused on NGOs’ role in civil society are a priority. Critical in this respect is public awareness and public involvement training programmes for NGOs. In addition, institutional development topics such as managing NGOs, fundraising, project management and proposal writing are to be offered. Special attention should be given to the selection of the NGOs for the training programmes and the follow-up with financial support for projects (integrated training and funding).

Networking

Cooperation among NGOs is a prerequisite for success in the environmental field. NGOs interviewed during the fact-finding missions constantly mentioned such need for cooperation among organi-

sations from different regions and levels of activity. Networking can be facilitated through various means, including funding for meetings, conferences and electronic communication. These should rank high on the REC’s agenda.

European Union accession process

NGOs in Turkey are keen to become involved in pan-European processes and to become part of the international environmental community. In particular, the European Union accession process is an increasingly important issue for NGOs at the national and local levels in Turkey, yet the channels of information need significant development in the future.

Public participation and public awareness

NGOs can play a critical role in raising the environmental awareness of the general public as well as its participation in decision-making processes. Public awareness campaigns and involvement of the non-governmental sector in decision-making are areas that need support.

REC RESPONSE

The environmental NGO sector should become one of the priorities for REC activities in Turkey. To a large extent, the REC can meet all the above-mentioned needs through its current services. The REC has extensive experience in working with NGOs and its services can be adapted and applied in the country to meet the existing high demand. However, there are two limitations that the REC has to take into account when planning its activities:

Regional limitations

Apart from a few leading organisations, the NGO sector is largely underdeveloped or non-existent in most of the country. In addition, the state of emergency, still in place in several provinces around East and Southeast Anatolia, limits the freedom of operation for non-governmental activities. Therefore, in the early stages the REC should service only those regions where there are NGOs in place and there is no social unrest. In the long term, the focus should change toward the whole country in order to support the development of an environmental movement at the local level. In line with recommendations for supporting environmental activism, the REC should encourage university students to get involved in environmental activities as a way to develop civil society and the NGO sector locally.



TABLE 7

Non-governmental organisation needs and REC responses

<i>Current needs of the NGOs</i>	<i>REC response</i>
Financial and logistical support	Local, provincial and national grants programmes; advisory services
Know-how and capacity building	Training programmes; twinning programmes; know-how transfer
Networking	Facilitation of multi-stakeholder events; NGO national forums and electronic networking
European Union accession process	In-country training programmes; twinning programmes; Involvement of Turkish NGOs in the REC's accession programmes and projects
Public Participation	Publications and information exchange; Training programmes; public awareness campaigns by local NGOs

Funding limitations

Having in mind the current demand of the NGO sector for financial, logistical and know-how support, it is unlikely that the REC can raise sufficient funds to meet all needs. It appears that a gradual development strategy is needed, in terms of regional distribution, topics and time frame.

Table 7 presents a list of possible REC responses to the NGO sector's demand.

Businesses

The business community in Turkey is a central fixture in society, with a sizeable influence not only over economic matters but over political and social matters as well. Recently, Turkey has experienced an economic crisis affecting businesses and their attitude toward the environment.

Turkey is a cradle for entrepreneurship with about 200,000 registered companies, yet the real number may be much higher. Small and medium sized enterprises account for 99.5 percent of all manufacturers in Turkey and employ 61.1 percent of the manufacturing work force. A breakdown of enterprises in Turkey by size can be found in Table 8.¹⁴

The Ministry of Industry and Trade is responsible for state policy in regard to industries and SMEs. For the latter, a special public agency was established in affiliation with the Ministry of Industry and Trade, namely, the Small and Medium Industry Development Organisation (KOSGEB).

OVERVIEW

It can be stated that the environment does not run high on businesses' agenda for several reasons. Primarily, it is a legislative and enforcement issue — businesses can operate fairly free even without complying with standards for pollution control, discharges etc. There is a general lack of enforcement capacity at the various environmental agencies (e.g. provincial branches of the Ministry of Environment, environmental departments in municipalities) and, even when checked for compliance, businesses can get away paying low fines, if any. Moreover, corruption has an impact on environmental law enforcement. A nation-wide survey to assess the extent of corruption in Turkey was carried out by an independent institute (TESEV) in 2001. Some of the identified factors that contribute to corruption are the lack of a properly enforced regime of sanctions, bureaucracy and a widespread acceptance of corrupt practices.¹⁵

Yet, there are also success stories where access to information and clear benefits can be drawn by businesses through "greening" their activities. Such cases can be seen in organised industrial zones (e.g. Izmir, Antalya) as businesses come together to benefit from infrastructure facilities, waste treatment facilities, etc. There are 63 organised industrial zones in Turkey incorporating an estimated 43,012 small and medium size enterprises and 540,000 employees.

FACT-FINDING MISSIONS

During the fact-finding missions, different meetings were held with representatives from businesses, business associations and state development projects (GAP). The list of meetings can be found in Table 9.

TABLE 8

Number of enterprises in Turkey by size

Categories	Number of workers	Number of enterprises	Share (%)	Number of employees	Share (%)
Micro and small	1-49	195,052	98.4	669,135	46.3
Medium	50-199	2,245	1.1	217,429	15.1
Total SMEs	1-199	197,297	99.5	886,564	61.4
Large	200+	967	0.5	559,108	38.6
TOTAL	1-200+	198,264	100.0	1,574,005	100

Source: Conference on Financial Policies to Promote SMEs, Southeast European Cooperation Initiative (SECI) Group Meeting, April 24, 1997, revised in August 1999 by Mehmet Atilla Sogut/KOSGEB/Ankara

FINDINGS — BUSINESSES

The main findings are grouped as follows:

- Business and environment — Findings related to the current development status and main types of activities of the business sector are presented.
- Current needs — Findings related to development needs of the stakeholder are given from an environmental perspective that can be met by REC activities in Turkey.

Business and environment

Businesses rank environmental protection low on their agendas, partly because of the current economic crisis, yet this trend is much older. The enforcement of environmental regulations is lax and the current culture within the business sector does not focus on environmental values in the first place. In addition, there is not enough pressure on businesses to improve their environmental performance, as state enforcement agencies are mostly too weak to enforce the legislation.

Businesses, in particular those with international ties with the European Union, have a better understanding of the accession process than SMEs, which have limited knowledge and interest in the issue.

There is no concrete country strategy related to environmental management systems. Organisations in industrial zones are particularly well developed and comply with environmental regulations to a greater extent than individual companies.

Business involvement in community life is a novel concept and mostly profit driven. Therefore, it is rather the exception than the rule when businesses get involved voluntarily in community projects on the side of environmental protection.

The private sector has been given incentives to invest in the environment since 1994. The Council of Ministers approved full exemptions from customs duties for imported research and development materials, matching grants to cover up to 50 percent of industrial research and development costs, tax rebates of 10 percent of the value-added tax for equipment procured domestically.

Taxes are exempted for capital investments related to the environment. Also, a special discounted tariff that is 17 percent less than the normal industrial rate was approved for electricity consumption by waste treatment plants.

Current needs

The current needs of businesses are as diverse as the sector itself. Credit lines, loans and other financial instruments for environmental investments are very limited as is key information and know-how that business need to make their activities greener. The three main fields of interest mentioned by businesses, chambers of commerce and industries are presented below:

- Environmental impact assessment (EIA) — Business representatives with genuine interest in environmental matters mentioned during the fact-finding missions the urgency to make EIA an effective tool for businesses in protecting the environment.



- Energy efficiency — This is an area with evident appeal for the business community as it provides a financial benefit while improving the environmental performance of the company.
- Cleaner production — Cleaner production centres are of particular interest for many manufacturers, in particular those clustered in high concentration in industrial zones. There is already one such centre in Bursa and its experience can be replicated in other regions in the country.
- Cooperation with other environmental stakeholders — Partnerships between businesses and other actors across the environmental spectrum are mostly formal rather than need driven. This fact cannot be attributed to the business sector only; it is symptomatic for the whole environmental sector.

REC RESPONSE

The business sector should constitute a limited priority for the REC in Turkey during the initial stage of its activities in the country. Yet, the REC should gradually increase the share of services offered for businesses, in particular for SMEs, during the implementation phase (starting with Year 3). Whether to provide free-of-charge services to businesses remains an open question for marketing the REC in Turkey and the sector may not be ready or

accustomed to paying for environmentally related services. Table 10 presents possible REC actions in meeting the business sector's demand for environmental services.

Academic and research institutions

Academic and research institutions can play an increasing role in solving environmental problems in Turkey. They are the only local environmental stakeholders apart from the authorities, present in less developed regions such as East and Southeast Anatolia. Additionally, universities may represent not only a centre for education and research but also a start-up point for environmental work and activism at the local level, aspects that were looked into during the study.

OVERVIEW

Twenty universities¹⁶ have environmental departments in Turkey. Most of these universities also have established environmental research and application centres. The scope of work for the academic and research centres met during the study was quite vast, the main directions being presented below:

- measuring pollution, preventing it and protecting the environment;

TABLE 9

Businesses consulted during the feasibility study

<i>Stakeholder</i>	<i>Name of the institution/organisation</i>	<i>Region</i>	<i>Town</i>
Companies	Kentkur Consulting	Central Anatolia	Ankara
	Izaydas – Waste Incineration Plant	Marmara	Kocaeli
Chambers of commerce and industry	Chamber of Commerce – Izmit (Kocaeli)	Marmara	Kocaeli
	Chamber of Commerce and Industry	Marmara	Canakkale
	Chamber of Commerce and Industry	Mediterranean	Antalya
Organised industrial and free industrial zones	Ataturk Industrial Zone – Izmir	Marmara	Izmir
	Industrial Zone – Bursa	Marmara	Bursa
	Free Industrial Zone – Antalya	Mediterranean	Antalya
State development projects	Southeast Anatolia Project (GAP)	Southeast Anatolia	Sanli Urfa

TABLE 10

Business sector needs and REC responses

<i>Current needs of the business sector</i>	<i>REC response</i>
Financial support for environmental investments	Information exchange, special grants (Ecolinks)
Environmental impact assessments	Information exchange; training programmes; round tables
Cleaner production	Information exchange; training programmes; round tables, know-how transfer
Energy efficiency	Information exchange; training programmes; round tables
Partnership with other environmental stakeholders	Round tables; multi-stakeholders projects; business and environment dialogue group

- preparing chemical, biological, microbiological, toxicological, hygienic, legal and economic reports about polluted resources; conducting environmental impact assessments, environmental and health risk assessments;
- conducting environment planning, landscape education, legal and economic studies;
- developing new environmental technologies; and
- researching human and environmental health;

Universities and research centres are present in all seven regions in Turkey, though the leading institutions, as in most of the other fields, tend to be located in the western part of the country, as well as in Ankara and a few other major cities.

FACT-FINDING MISSIONS

During the fact-finding missions, six academic and research institutions were contacted. They are listed in Table 11.

FINDINGS — ACADEMIC AND RESEARCH INSTITUTIONS

The main findings are grouped as follows:

- **Institutional set-up and main activities** — Findings related to the current development status and main types of activities of the academic and research institutions are presented. In addition, differences in terms of the level of development, current problems and needs are analysed from the provincial perspective, if appropriate.

- **Current needs** — Findings related to development needs of the stakeholder that can be met by REC activities in Turkey.

Institutional set-up and main activities

The number of academic institutions and research centres appears to be sufficient and evenly distributed around the country for covering the needs of experts in the environmental field. However, the leading institutions are located in the traditional academic centres such as Ankara and around the Marmara region.

Although they have professional capacity, the academic and research community is often not competitive on the market with their services because of unequal financial opportunities. One concrete example is EIA. Lax regulations on EIA allow companies to choose cheaper, less accurate solutions for conducting the studies as opposed to qualified services but at higher prices offered by academic and research institutions.

Extra incentives for qualified staff are offered to attract them to the eastern part of Turkey (East and Southeast Anatolia) thus boosting the development of the region. The number of staff working in such research centres, among those visited during the fact-finding missions, varied between one person (Environmental Research Center — University of Van, East Anatolia) and more than 80 (Marmara Research Centre — Energy Systems and Environmental Research Institute).

Governmental funding is the main source for academic and research institutions, with income generated from profitable activities coming second. Technically and logistically, most of the institutions have the capacity and expertise to conduct environmental studies and implement projects. However,



TABLE 11

Academic and research institutions consulted during the feasibility study

<i>Stakeholder</i>	<i>Name of the institution/organisation</i>	<i>Region</i>	<i>Town</i>
Research centres	Marmara Research Center	Marmara	Kocaeli
	Environmental Center Bursa	Marmara	Bursa
	Research Center – Van University	East Anatolia	Van
Universities	Uludag University	Marmara	Bursa
	Dicle University	Southeast Anatolia	Diyarbakir
	Harran University	Southeast Anatolia	Sanli Urfa
	Ondokuz Mayıs University	Black Sea	Samsun

they lack knowledge in accessing and preparing applications for financial aid from foreign sources. As the main sources of funding originate from the government, it is often difficult for research institutions to conduct impartial environmental studies when state interests are at stake.

A significant number of graduates tend to go to the private sector rather than the public sector due to higher incomes. The academic sector is not the primary option, simply because there are very few institutions that offer long-term employment and high wages.

Research centres are commonly affiliated with academic institutions. Apart from research for educational purposes, the centres have the capacity to conduct studies and research programmes with relevance at the local, provincial and national levels. This is particularly important in less developed regions where the research and academic centres can play a critical role in supporting local authorities and NGOs in their work.

There are several types of activities carried out by the centres, all complementary to REC services, including cleaner production technologies, energy efficiency, environmental impact assessment, and environmental audits and environmental risk assessment.

There is little evidence of close cooperation between the centres and other environmental stakeholders apart from the governmental ones as they provide the necessary funding. One relevant exception occurred in East and Southeast Anatolia where professionals working in academic field are also the contact persons for leading environmental NGOs at the local level (e.g. TEMA, DHKD). The academic and research institutions often work in isolation with limited access to international partners.

Current needs*Financial resources*

Funded primarily from the state budget, most of the academic and research centres experience a lack of financial and human resources. The situation is relatively different in the case of major research institutes that also receive funding from industrial and military sources.

Human resources

Finding professional staff tends to be a problem in the whole country but particularly in the eastern regions. Despite several incentives from the state to attract professionals to less developed regions, the problem persists.

Know-how

There is a clear need for know-how in accessing alternative financial and technical support from sources other than the governmental funds.

European Union accession process

Academic and research centres have limited knowledge of the European Union accession process that Turkey is currently involved in. As they have educational capabilities, providing them with information on EU accession may be one of the most effective ways to increase awareness in this regard.

Partnership

Joint projects with other stakeholders such as central and local governmental institutions, etc. is not common, yet it is generally referred to as one way to solve environmental problems.

TABLE 12

Academic and research institutions needs and REC responses

<i>Current needs of the Academic and Research Institutions</i>	<i>REC response</i>
Financial support	–
Know-how on European Union accession process	Information exchange; Training programmes; Round tables
Know-how on accessing alternative sources of funding	Training programmes, Information exchange
Civil society theory	Training programmes, Small grants programmes
Partnership with environmental stakeholders	Round tables; Multi-stakeholders projects
Human resources	–

In conclusion, the current needs of the academic and research institutions are vast yet difficult to meet by REC-like support organisations, with a few exceptions that are detailed in the next subchapter.

REC RESPONSE

Because of its nature, the REC will not be able to support directly the demand of most of the academic and research centres in regard to their financial and human resources needs. Instead, the REC's capacity to help academic and research centres is limited to three main areas: know-how transfer, capacity building and access to information. Table 12 lists the needs of academic and research institutions and how the REC could help.

In conclusion, academic and research centres should be a limited priority for REC activities in Turkey. However, the REC could provide them with know-how and capacity building programmes that target primarily other stakeholders.

Media

The mass media in Turkey has shown limited interest in environmental issues. Due to the lack of public awareness, demand for environmental news is low. On the other hand, the media does not make any visible effort to increase public awareness and thus ignorance persists.

OVERVIEW

In the broadcast media, domestic environmental reporting and educational programmes are rare and inconsistent. Occasionally, major campaigns of non-

governmental organisations such as TEMA, DHKD, etc. or environmental actions initiated by groups such as Greenpeace and Bergama Movement are covered in the news.

In the print media, there are two magazines working to promote and inform the general public on environmental matters in Turkey.

National Geographic magazine entered the Turkish market in 2001 and mainly publishes a Turkish version of the worldwide monthly magazine. Each issue includes a limited amount of information on nature conservation and other environmentally related topics. The Turkish version appears in about 90,000 copies, of which one-third represents subscriptions.

Atlas magazine has been available on the print media market in Turkey for a long time. Its position as leader was threatened by the introduction of the Turkish version of *National Geographic* in 2001. Yet, the number of copies sold per issue has increased to around 100,000 and the magazine has bold plans to expand to about 200,000 by the end of 2002. The magazine has extensive coverage of topics related to Turkey and also covers regional and global issues.

Table 13 lists the media organisations consulted during the feasibility study.

FINDINGS — MEDIA

Despite the new competition between the two main magazines, the market had quite an interesting reaction. Instead of losing readers, *Atlas* experienced a major boost in sales and subscriptions. A possible explanation is that with the introduction of the *National Geographic* on the market, the interest in nature magazines increased substantially and affected the competition positively. It clearly shows that the



TABLE 13

Media organisations consulted during the feasibility study

<i>Stakeholder</i>	<i>Name</i>	<i>Region</i>	<i>Town</i>
Print media	Atlas magazine	Marmara	Istanbul
	National Geographic magazine	Marmara	Istanbul

TABLE 14

Media organisations needs and REC responses

<i>Current needs of the Media Sector</i>	<i>REC response</i>
Capacity building	Training programmes on environmental journalism
Environmental information	Publications; Information centre; Media source directories, Environmental news tips

general public has an interest in nature and environmental issues, topics that get scant attention elsewhere.

The majority of readers are from the educated classes and subscriptions tend to be in the western industrial cities. There is an apparent gap in the more popular press and also in the children's market.

Mass media in Turkey demonstrate a limited interest in environmental issues. There are no regular radio or television programmes tackling environmental problems in the country and only rarely is there coverage of unusual incidents such as Greenpeace actions.

REC RESPONSE

The media is an important player in providing environmental information to the general public. In this respect, the REC should address the current needs of the media in the areas where the organisation has the expertise and capacity, namely, capacity building and information programmes. Table 14 shows a detailed list of REC responses.

Support Organisations and Programmes in Turkey

Overview

In this chapter the main support organisations working in connection with the environment in Turkey are presented. The focus is on the funding offered by those institutions rather than their main field of activity. Turkey has a diverse, yet not abundant, blend of funding opportunities and services offered by international financial institutions, governmental institutions, international organisations, foreign projects and initiatives and NGOs.

There is no major support organisation offering service primarily in the environmental field. Instead, most of the donors support work in a variety of fields, including the environment, (though not usually as the top priority).

The study also looks into the type of services offered by the support organisations in Turkey and to what extent they meet the environmental sector's demand. Below, the main donor organisations, institutions and programmes addressing the environment are presented in alphabetical order.

Support organisations

BLACK SEA ENVIRONMENTAL PROGRAMME

The Black Sea Environmental Programme (BSEP) is supported by the United Nations Development Programme (UNDP) under the financial programme of the Global Environment Facility. The most important achievements of BSEP are the Transboundary Diagnostic Analysis and the Regional Strategic Action

Plan for the Rehabilitation and Protection of the Black Sea (BSSAP). The ministries of environment of the coastal countries signed BSSAP on behalf of their countries on October 31, 1996.

The BSEP has four primary objectives: to strengthen and create regional capacities for managing the Black Sea ecosystem; to develop and implement an appropriate policy and legal framework for the assessment, control and prevention of pollution; to maintain and enhance biodiversity; and to facilitate the preparation of sound environmental investments. Activities are funded with associated contributions from the European Union's PHARE and TACIS (originally an acronym for "Technical Assistance for the Commonwealth of Independent States) programmes, as well as bilateral contributions from Canada, the Netherlands, Switzerland and France.

FOOD AND AGRICULTURAL ORGANISATION

Turkey has been a member of the Food and Agricultural Organisation (FAO) since 1945. Among the main counterparts and collaborators of FAO in Turkey are the Ministry of Foreign Affairs; the Ministry of Agriculture and Rural Affairs; the Ministry of Forestry; the South Eastern Anatolia Project (GAP), Regional Development Administration; the Ministry of Environment; the General Directorate of Rural Services; and also several universities, NGOs, agencies, institutions, foundations and businesses.

There is ongoing close cooperation and coordination between FAO and Turkey on all matters of mutual interest, ensured by the FAO representative

in Turkey and the Turkish permanent representative to FAO in Rome.

FAO assists Turkey in reforming its sector policies, plans and programmes to modernise agriculture. An example is the in-depth evaluation of policies vis-à-vis the requirements of WTO and the EU, and training for the requisite agricultural planning in various provinces of the country.

Advocacy on sustainable agriculture, forestry and rural development and the promotion of appropriate projects and programmes are the main priorities of FAO in the environmental field in Turkey. Some of the projects which were financed by FAO in Turkey in the environmental field include:

- Development of Modern Forest Fire Prevention and Control Strategies — An average of 1,500 fires break out in Turkey per year. Of these 25 percent are due to negligence, 26 percent were set intentionally, 1 percent to lightening and other natural causes, and 48 percent have unknown causes. For this reason a well-coordinated approach to prevention and control is urgently needed. Therefore the project points at ways to strengthen the national capacity for a modern approach. The strategies developed include the prevention, monitoring, detection, and suppression of fires and the development of an information system as well as public awareness raising and training.
- National parks — The General Directorate of National Parks, Game and Wildlife (GDNP) of the Ministry of Forestry are responsible for identifying and managing national parks and other protected areas. The project was aimed at providing international cooperation to enhance the capacity of GDNP for planning and managing the protected areas. The project has been prepared and implemented for fulfilling the demand for trained staff, for planning and managing of protected areas and for improving the knowledge of participatory approaches to management. The GDNP promotes public awareness of nature conservation and develops appropriate methodologies for the identification, designation, establishment, and management of national parks and protected areas and is preparing and will execute a master plan.

GERMAN DEVELOPMENT COOPERATION AGENCY

The German Development Cooperation Agency (GTZ) has been operating as a service company in international development since 1975. The primary goals of GTZ's operations are to improve the living and working conditions of people in partner countries and to sustain the natural basis for life.

In order to support the cooperation with Turkey a "German Development Cooperation Office — GTZ" was opened in Ankara in 1996. Since 1998, the German Federal Ministry for Economic Cooperation and Development has allocated DEM 16 million for technical cooperation with Turkey.

Support was mainly on strengthening municipal services, income-generating measures in rural areas as well as advisory programmes for key institutions of the Turkish Government. The total allocation, since the beginning of the technical cooperation with Turkey, amounts to DEM 507 million. GTZ's environmental activities in Turkey concentrate on the following key areas:

- Environmental protection and resource conservation — GTZ's advisory services have focused on two areas: industrial environmental protection (via the Chambers of Industry and Commerce) and on municipal environmental protection (solid waste, wastewater, air, transport, etc.);
- Rural development — Support in the agricultural sector gives emphasis to dairy and meat production and to training irrigation techniques.

JAPAN INTERNATIONAL COOPERATION AGENCY

The Government of Japan established the Japan International Cooperation Agency (JICA) office in Ankara in 1995 to better address emerging assistance needs in the country. The main targets of JICA's Turkey office are to support ongoing activities and projects, to monitor and evaluate activities and to seek opportunities for further cooperation in the fields identified.

On March 4, 1997, policy dialogues were carried out on JICA's aid guidelines between the governments of Turkey and Japan. According to the aid guidelines of the JICA's Turkey office, the area of focus in the environmental field is developed under the Improvement of Urban Infrastructure and Environment Programme.



UNEP — MEDITERRANEAN ACTION PLAN

The Mediterranean Action Plan (MAP) strives to protect the environment and to foster development in the Mediterranean Basin. Sixteen Mediterranean states and the EC, under the auspices of the United Nations Environment Program (UNEP) adopted the plan in Barcelona, Spain in 1975. Since its adoption by all Mediterranean States and the EC, the Action Plan has served as the basis for the development of a comprehensive environment and development programme in the region. MAP covers coastal zone management, pollution assessment and control, protection of ecosystems and preservation of biodiversity. A unit established in Athens in 1982 coordinates MAP. The contracting parties meet every two years on a ministerial level.

Within MAP, the activities related to the assessment and control of marine pollution are organised and coordinated by the MED POL programme. Its main task is to assist the contracting parties to formulate programmes and measures to control and eliminate marine pollution. Through MED POL, the contracting parties formulate and implement pollution trend and compliance monitoring as well as research activities to be used as an essential element for coastal management.

MAP Coastal Areas Management Program (CAMP) is a form of advanced collaboration between MAP, national and local authorities and institutions as well as international financial institutions. It is based on the principles of sustainable development, integrated planning and the management of Mediterranean coastal areas (ICAM). Thirteen CAMP projects have been implemented since 1989 in various parts of the Mediterranean region. One of the projects was implemented in Izmir Bay in Turkey.

The Mediterranean Environment and Development Observatory (MEDO) was established in order to contribute to a better understanding of environment/development relationship and to provide decision-makers with objective information and data in support of sustainable development.

MEDITERRANEAN ENVIRONMENTAL TECHNICAL ASSISTANCE PROGRAM

Supported by the European Commission, the European Investment Bank, the United Nations Development Program and the World Bank, the Mediterranean Environmental Technical Assistance

Program (METAP) was established in 1990 to bring together the Mediterranean countries to cope with and reduce the effects of environmental degradation.

METAP III (1996-2000) mobilised approximately USD 30 million to finance activities related to three priority themes: capacity building; arresting and controlling emerging pollution; and integrated water and coastal resources management. In addition to support from the partner organisations, METAP III receives donor support from Switzerland, Japan, Canada, Luxembourg, and Italy. An agreement for donor support from Finland is also in the final stages of negotiations. Turkey is one of the partner countries to METAP III.

Activities are supported by the framework programme titled "Regional Capacity Building Programme." The programmes which were developed under this framework programme in order to build capacity of stakeholders in environmental hot spots in the region and to initiate policy dialogues on key themes such as urban environmental management and planning, and water legislation are: Building Regional and National Capacity in Hot Spots; Programme Performance and Monitoring; METAP EIA Initiative; MED-ECOMEDIA and MEDCITIES Networks; and NGO Small Grants Facility.

DELEGATION OF THE EUROPEAN COMMISSION TO TURKEY

Since 1963, by the Ankara Agreement, Turkey has been in official cooperation with the European Union. In 1974, a press and information office of the European Commission was opened in Ankara. After this, full diplomatic status was granted to the office on the basis of an "Agreement on the Establishment of the Representation of the Commission of the European Communities in Turkey and on its Immunities and Privileges", signed in Brussels on February 4, 1987.

Several financial instruments have been developed for Turkey. The European Commission proposed a new regulation for the pre-accession financial assistance to Turkey. The draft regulation will ensure that this assistance is coordinated under a single, efficient programme, and that all funding is targeted at addressing the pre-accession priorities set out in the accession partnership with Turkey. Today in the field of environment, the financial programs available for Turkey,¹⁷ are given below:



- LIFE-Third Countries — During the period 1992-1995 EUR 3.8 million was allocated for the realisation of 10 environmental projects. In 1999, 22 projects were selected for LIFE funding and three projects were from Turkey: ecosystem management for threatened plants, sustainable network for lake management and the Cukurova Delta biosphere reserve. All of them aimed at integrating notions of environmental protection and sustainable development into Turkey. The LIFE-Third Countries project proposals should aim to contribute to the establishment of capacities and administrative structures necessary for the environmental sector and in the development of environmental policy and action programmes.
- The Short and Medium-Term Priority Environmental Action Programme (SMAP) — A framework programme of action for the protection of the Mediterranean environment, SMAP operates within the context of the Euro-Mediterranean Partnership. The Euro-Mediterranean Ministerial Conference on the Environment, held in Helsinki on November 28, 1997, adopted it unanimously. The SMAP is intended to become the common basis for environmental purposes (as regards both policy orientation and funding) in the Mediterranean region. Therefore, efforts need to be concentrated at both the national and regional levels; coherence and synergies need to be ensured with existing multilateral programs and legal instruments, with respect to each specific forum; chances to attract more funding for the environment in the region need to be increased while optimising the use of existing ones; transparency and broad public support of the SMAP, including civil society, need to be secured in view of ensuring its full implementation.

THE WORLD BANK

The main environmental fields of the World Bank support to Turkey are social protection and public health, water supply and sanitation, environment, agriculture, infrastructure, legal reform, public sector management and power sector reforms.

Within the environmental framework some projects supported by the World Bank are: Antalya Water Supply and Sanitation Project; Bursa Water and Sanitation Project; Cesme-Alacati Water Supply and Sewerage Project; Eastern Anatolia Watershed

Management Project; Marmara; Participatory Privatisation of Irrigation Management and Investment Project; Second Phase-Out of Ozone Depleting Substances Project; and Turkish Agricultural Research Project (TARP).¹⁸

As of January 2001, the World Bank had a portfolio of 23 ongoing projects in Turkey, including two environmental grants: a Biodiversity Project funded by the Global Environment Facility; and an Ozone-Depleting Substance Phase-Out Project supported by Montreal Protocol Funds.

For future assistance, the World Bank's support for Turkey is outlined in the Country Assistance Strategy approved on December 21, 2000. The CAS is built around five themes: implementing reforms for growth and employment generation; improving public management and accountability; expanding social services and social protection; strengthening environmental management and disaster mitigation; and accelerating connectivity and technological capabilities.

UNITED NATIONS DEVELOPMENT PROGRAM

The United Nations Development Program (UNDP) in Turkey has cooperated effectively with the government for over 30 years. During all the five-year development programmes so far implemented, UNDP's efforts have focused on national capacity building, policy support to key development sectors and institutional and human resources development. UNDP's programme for the 1999-2002 period has a financial portfolio of USD 17 million. The Turkish government will give the UNDP Country Program USD 12 million for the same period. In addition to UNDP core resources and government cost-sharing funds, UNDP in Turkey has been managing a Management Services Agreements (MSA) portfolio of USD 37 million. Under this arrangement, UNDP provides management services to various components of World Bank sector loan programmes for the period 1999-2002. Similarly, UNDP manages trust funds in the amount of USD 3.8 million allocated to Turkey under the Poverty Alleviation, Capacity 21, Global Environment and ECHO Trust Fund programmes respectively.

The activities of UNDP related to the environment in Turkey are: Southeast Anatolia Sustainable Human Development Program (GAP); Urbanisation



and Habitat II; Local Agenda 21: People's Participation in Local Development; and Global Environment Facility/Small Grant Program (GEF).

GEF SMALL GRANTS PROGRAM

This programme became operational in Turkey in 1993. From 1993 to 2000, 44 projects were supported through the programme. To be eligible for GEF SGP support, a proposal must suit the Country Program strategy for Turkey. GEF SGP in Turkey is eligible for the projects to be financed under GEF focal areas of "biodiversity" and "international waters."

The second Country Co-operation Framework (CCF) for Turkey for the period 2001 to 2005 has been approved by the UNDP. The CCF for Turkey is based on national priorities identified in the eight-year development plan (2001-2005). Under the CCF for Turkey several programmes were created in order to finance the projects with the aim of social, economic and environmental development. The programmes, which will finance environmental projects, are given below:

ENVIRONMENT AND DEVELOPMENT PROGRAM

Integrating environmental concerns into social and economic development, and environmental capacity building have been the major objectives of the programme. The programme will concentrate on sustainable use and management of natural resources; integration of environmental concerns into the sectoral policies; promotion and implementation of local environmental planning; and implementation of the national environmental action plan particularly in the less developed regions of Turkey.

GOVERNANCE PROGRAM

This programme complements the other programmes. It will support national capacity building for civil society reform and the decentralisation process; civil society involvement and networking initiatives in areas including environment; and promotion, facilitation and organisation of policy dialogues and training for participatory development. Direct support will be provided to NGOs and to local initiatives that foster capacity building, local and civil networking, and the promotion of good governance practices.

UNITED NATIONS ENVIRONMENT PROGRAM

The mission of UNEP is to encourage partnership in protecting the environment by enabling nations and peoples to participate in improving the quality of life. The Environment Foundation of Turkey has represented the UNEP National Committee of Turkey since May 1992. UNEP experiences have demonstrated the benefits of working at the regional level, where immediate neighbouring states can more efficiently collaborate, often through existing regional institutions. Turkey is the member of the European Regional Office, which consists of industrialised states of Western Europe, countries awaiting accession to the European Union, those of Central and Eastern Europe (CEE) in transition and the Newly Independent States (NIS). Its regional office (ROE), based at the International Environment House in Geneva, undertakes the task of implementing UNEP's programme in Europe. With a comparatively small office and budget and in order to maximise impact and delivery, ROE addresses the environmental concerns of governments through partnerships with other United Nations bodies, international organisations, regional and sub-regional intergovernmental organisations, as well as NGOs.

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANISATION

The UNIDO Center for Regional Cooperation in Turkey is dedicated to promoting sustainable industrial development in Turkey. The UNIDO field office in Ankara was established in 1967, for the purpose of providing technical assistance to Turkey, and became a Regional Center in February 2000. The Center is responsible for developing and actively supporting the overall cooperation between UNIDO headquarters and governments, academic communities, private sectors, and civil societies of the region for promoting industrialisation and encouraging environment friendly products and production methods.

Since 1967, technical support projects of UNIDO in Turkey varied from genetic engineering to meteorology, protecting the environment to assisting SMEs. Promoting investments and developing entrepreneurs were other duties of the Center. A Small and Medium Sized Industry Development Organisation (KOSGEB), and GAP-GIDEMS (entrepreneur support centres established in Southeastern Turkey) were established with the tech-



nical assistance of UNIDO. It has also played an active role in implementing the Montreal Protocol (MP) in Turkey, through, for example, the UNIDO agreement with the Technology Development Foundation of Turkey aiming to phase out ozone depleting substances.

Within the framework of pollution control and waste management, UNIDO offers three services:

- Awareness raising — Seminars, conferences, workshops, media coverage and demonstration projects help to educate the public. The focus of these activities is to explain what pollution control and waste management services are available, when they should be used, and what opportunities are likely to arise for people interested in going into business in these fields.
- Training — Training is offered to decision-makers in industry and commerce, consultants, industry and trade associations, managers of industrial parks and estates, and any other people and groups likely to benefit from it. The training programme covers issues on identifying and evaluating options technically, assessing risks and costs for financing the investments. Training is also available in operating pollution control and waste management technologies. In addition, there are courses on how to estimate demand for services at the city level for municipal authorities and at the metropolitan, regional and national levels for the commercial pollution control and waste management sectors.
- Information management and dissemination — As with UNIDO's services on Cleaner Production, training is also available for relevant personnel on how and where to obtain and disseminate data and information on pollution control and waste management. An important part of this is information networking, where modern information and communications technology is exploited to keep fully abreast of emerging trends and continuing developments.

WORLD WIDE FUND FOR NATURE

WWF's mission is to protect the natural environment and to build a future in which humans live in harmony with nature by conserving the world's bio-

logical diversity, ensuring that the use of renewable natural resources is sustainable and promoting the reduction of pollution and wasteful consumption.

Since it was founded in 1961, WWF has become one of the world's largest and most effective independent organisations dedicated to the conservation of nature. WWF now operates in about 100 countries. The Society for the Protection of Nature of Turkey (DHKD) is an associate member of WWF and represents the institution in Turkey. The WWF and DHKD have developed and implemented various projects and environmental programmes in Turkey.

Fact-finding missions

During the course of the fact-finding missions, the REC held meetings with representatives of support organisations, mainly in Ankara and Istanbul. The full list of meetings is presented in Table 15.

Findings

The main findings are grouped in three interconnected areas: institutional set-up, or the current structure and development status of the support organisation community, including its strengths and shortfalls; services for the environmental sector offered by the donor community; and needs for REC activities in Turkey.

INSTITUTIONAL SET-UP

There are no support organisations in Turkey offering services primarily for the environmental sector. However, several donors have the environment as one of their priorities and offer funding from EUR 500 to 5 million or above per project.

Turkish organisations, non-governmental and governmental alike, need permission from the state to receive funding from foreign sources. Although this regulation is not closely enforced, it nonetheless limits the financial freedom of the organisations.

The donor community is diverse yet the overall funds available in the country do not reach the demand coming from the environmental sector. In particular, the non-governmental organisations (NGOs), traditionally relying on donor funding as opposed to governmental institutions receiving support from the state budget, experience a chronic lack of funding and know-how.



TABLE 15

Support organisations consulted during the feasibility study

<i>Stakeholder</i>	<i>Name</i>	<i>Region</i>	<i>Town</i>
The European Commission	The European Commission Delegation to Ankara	Central Anatolia	Ankara
International financial institutions	World Bank	Central Anatolia	Ankara
International organisations	UNDP	Central Anatolia	Ankara
Donor organisations	Heinrich Boll Foundation	Marmara	Istanbul
	Friedrich Ebert Foundation	Marmara	Istanbul
	Konrad Adenauer Foundation	Central Anatolia	Ankara
	JICA	Central Anatolia	Ankara
	GTZ - Provincial Office Mugla	Aegean	Mugla
	GTZ - Project Office Ankara	Central Anatolia	Ankara
	The Dutch Royal Embassy	Central Anatolia	Ankara

The main types of support organisations are: governmental representations (e.g. Representation of the European Commission), international financial institutions (e.g. the World Bank), international organisations (e.g. UNDP), international NGOs (e.g. WWF), governmental agencies (e.g. JICA) and foundations (e.g. the Friedrich Ebert Foundation).

Businesses, in particular the banking sector, represent a major funding source for successful NGOs, while the donor community is targeted mainly by grassroots NGOs with capacity to prepare and implement projects. The donor community for the environmental sector appears to be fragmented with limited coordination and joint planning of their services provided. No environmental donors meeting has been held to date.

The most active and widely acknowledged donor in the country is the UNDP office in Turkey offering not only financial support but also capacity building programmes to several stakeholders such as central governmental institutions, municipalities and NGOs.

The donor organisations usually have their main office in Istanbul or Ankara. Many have offices in both cities, as there are clear benefits to being represented in the administrative and political capital, Ankara, as well as the social and economic one, Istanbul. Only a few donor organisations have representations within the country unless there is a specific local project and a field office is needed in this case (for instance, the GTZ field office in Mugla).

The staffing is mainly Turkish with foreign employees working primarily in middle management positions and above.

SERVICES FOR THE ENVIRONMENTAL SECTOR

The donor community in Turkey offers several services for each environmental stakeholder.

Central governmental institutions

Funding and know-how for governmental institutions are provided by UNDP, the Representation of EC in Ankara, GTZ, JICA, FAO, Mediterranean Environmental Technical Assistance Program (METAP), World Bank and so forth. Overall, this stakeholder receives most of the financial aid from the donor community in Turkey. Regarding governmental sources for environmental projects, as mentioned previously, the National Environmental Fund was due to be closed during 2001 as a result of the economic crisis.

Local governmental institutions

Similar support is received at the local level from major foreign donors such as the Representation of EC in Ankara, GTZ, JICA, FAO, METAP and UNDP. In addition, provincial and local environmental funds are the main sources for investments at the municipal level.

NGOs

Environmental NGOs in Turkey are likely most affected by the lack of funds available from the donor community. Regular grants and capacity building programmes are limited to only one provider — the UNDP — through its Global Environmental Facility/ Small Grants Program. Other small grants are available on an ad-hoc basis from the European Commission (NGOs Exchange Programme), the Friedrich Ebert Foundation and the Heinrich Boll Foundation.

A common practice in grant giving for grassroots NGOs in Turkey is to award grants without transferring money for implementation (mainly organising seminars and round tables). Instead, the donor pays the bills directly after being invoiced for a certain activity completed by the NGO within the project. Funding opportunities for environmental projects are mainly for major projects, usually with international funding, a clear limitation for local level NGOs. Finally, NGOs do not receive any financial support from governmental sources.

Academic and research institutions

These institutions have limited direct sources of funding in the country other than the state budget. The Delegation of the European Commission in Ankara ran a programme in 2001 called, “Support of European Integration Activities Organised by the Academic World,” but this an exception. In cooperation with other institutions (e.g. NGOs, municipalities) the academic and research institutions may apply for funding to programmes such as Global Environmental Facility/ Small Grants Program run by UNDP or international programmes such as Euro-Mediterranean Partnership (MEDA Programme).

Businesses

Japan International Cooperation Agency (JICA) and German Development Cooperation Office (GTZ) offer technical support and know-how on environmental matters for businesses to develop cleaner production technologies. In cooperation with other environmental stakeholders, businesses such as consulting companies may access domestic and foreign funding.

International donors tend to focus on national issues as well as particular regions within Turkey (e.g. Southeast Anatolia-GAP region).

DEMAND FOR THE REC

According to several organisations interviewed during the fact-finding mission, there is no independent agency or organisation in Turkey in the environmental field and there is a clear need for such an institution. In addition, the donor community needs an environmental service organisation that is stakeholder-oriented.

The REC would act as a catalyst and bringing the constituents together to address common problems would help build trust and understanding across the environmental sector. This crosscutting approach is particularly important as cooperation and partnership among the stakeholders in Turkey is often considered poor by the very same actors.

Stakeholders in Turkey specifically request traditional services offered by the REC in its current constituent countries such as local grants, capacity building, local initiatives, information exchange and public participation. These services, once offered by the REC in Turkey, would not compete with similar existing programmes, but rather complement them, as either they are new or in short supply.



Study Conclusions and Recommendations

Conclusions

The presence of the REC in Turkey is clearly needed in terms of demand for its services by the environmental stakeholders in the country. During the initial contacts with various governmental, non-governmental organisations, businesses and other relevant organisations, they have manifested a considerable interest for the establishment of REC Turkey. However, there is limited historical cooperation between the REC's current area of work, the CEE region, and Turkey regarding the environment with very few exceptions such as the Black Sea Environment Programme. This fact should not constitute an impediment, yet the extension process needs careful planning to find and show the benefits of such cooperation among the current REC beneficiary countries in CEE and Turkey. The benefits should be visible and long lasting, beyond the main driving force of REC extension to Turkey, the EU accession process.

In opening offices in Turkey, the main challenges for the REC would be:

- to secure the necessary funding for its activities — The financial resources within which the REC would operate in Turkey are crucial to its success and sustainability, legally, institutionally and operationally. Without reliable funding and a credible financial plan, the REC would also undermine its credibility. Therefore, the REC should start operating in Turkey only if it can be assured of having a long-term presence that will produce a lasting impact.
- to establish offices in Turkey with an appropriate legal status — The existing legislation in Turkey,

on non-profit non-governmental organisations, may not allow the REC to realise its goals of increasing public participation, improving access to information and pressing for justice in environmental matters to name only the most sensitive topics. Therefore, securing the proper legal immunities, preferably, as an “organisation of international status,” as it is recognised in several CEE countries, must be a prerequisite for opening REC offices in Turkey. Without such solid legal grounds, it would be extremely difficult to reshape the legal framework at a later stage once a different legal status was acquired.

- to prioritise its services for its constituents in Turkey — No shortage of needs exists for REC services; the main challenge will be to prioritise them in a fashion that maximises their effect on the environment and the stakeholders, thus building up a long-term presence in the country. In addition, the REC should not offer services that are currently available from other support organisations, but rather complement them with its own unique expertise. The REC can initiate a dialogue within the donor community for the environmental field to harmonise and coordinate the efforts and resources on offer. In this respect, a national donors meeting for the environment should be organised in the first year of activity in the country.

The REC should offer a package of services where they are badly needed and where the organisation has the experience and expertise to take action. The REC should prioritise its activities, having in mind three key factors:

- **Timing** — A gradual organisational development is needed within the country, with a start-up phase (two years) and the presence of one REC country office, followed by an implementation phase (three years), during which REC Turkey may extend its presence to the local level through a network of up to three field offices.
- **Geographical location** — The REC should strive to become, as soon as possible, an organisation working at the national level. However, major discrepancies in the development of the environmental sector exist among the regions in Turkey, particularly between the agricultural east and the industrial west. Moreover, some prerequisites for regular operation as a support organisation simply do not exist at the moment in eastern Turkey¹⁹ (for instance, the state of emergency imposed in several provinces limits significantly the freedom of action — there is literally no environmental movement in these provinces, nor are there NGOs or grassroots groups). In light of this fact, REC services should address the regional needs where proper operating conditions exist, working at the same time to nurture the development of the environmental sector.
- **Stakeholders** — Working with a multitude of stakeholders simultaneously and with equal intensity from the first day of operations would be unfeasible financially and logistically. During the start-up phase the REC should focus its activities on its traditional stakeholders, namely central and local governmental institutions and NGOs. Limited services should be offered to the academic, business and mass media sectors during the start-up phase, with gradual and steady development toward a full package of services during the implementation phase.

Based on the findings of the preliminary study and the areas of REC expertise, there are three cross-cutting priority areas of work requested by the environmental constituents:

- **European Union accession process** — One top priority for REC activities is the European Union accession process, in which Turkey is currently involved. The REC, with its experience in the field, can contribute by providing access for representatives from Turkey to its accession-related programmes within the network of the

REC constituent countries. In addition, in-country, tailor-made programmes can be developed to meet the specific needs of the environmental actors in Turkey. Although EU accession is a prime reason for opening a REC office(s) in Turkey, the mission can be extended well beyond this driving force in the two additional priority areas presented below.

- **Civil society development in the environmental sector** — There is a critical need for services to build up and strengthen civil society in Turkey, in particular the grassroots environmental NGOs. REC Turkey may become an important player in supporting grassroots environmental activism, public awareness and involvement at the local and regional levels. Moreover, environmental awareness is significantly low among the general public in Turkey, partly because the state does not consider the environment a national priority.
- **Public participation and public awareness in environmental matters** — The combination of low environmental awareness and a state-oriented approach to the decision-making process — characteristic for Turkey — allows few opportunities for public participation in environmental matters. The REC has the know-how to promote and support public participation and public awareness in Turkey.

Recommendations

- The REC should provide services in Turkey, as there is a clearly identified need for a REC-like service organisation in the environmental field. REC assistance to the environmental sector in Turkey should come through its Head Office as well as a locally registered office(s).
- Before operations commence, the REC's presence in the country should receive full endorsement from the Government of Turkey through the signing of the REC Charter, the granting of suitable legal status and a pledge of financial and in-kind contributions.
- The REC may establish country and field offices in the country if the appropriate legal status and



funding sources are secured or pledged in advance. The REC should not operate in Turkey under any legal status that may allow prosecution of its international or national staff in connection with the professional work performed.

- The mission of REC Country Office Turkey is to promote cooperation among non-governmental organisations, governments, businesses and other environmental stakeholders, and to stimulate the free exchange of information and public participation in environmental decision-making.
- The in-country registered office(s) should have an initial mandate of five years, with a start-up phase of up to two years followed by an implementation phase lasting three years, until REC Turkey becomes financially sustainable. REC Country Office Turkey should strive to become a support organisation at the national level within its first two years of activity.
- Under proper legal status, the REC should establish an office located either in Istanbul or Ankara during the start-up phase. To ensure local outreach and presence throughout the country, up to three field offices may be established on an as-needed basis during the implementation phase.
- REC Country Office Turkey should work where constituent demand is greatest: the European Union accession process; civil society development; and public participation and awareness.
- Within the above mentioned priority areas, REC Country Office Turkey should concentrate its efforts to meet the needs of the following stakeholders: central governmental institutions, in particular the Ministry of Environment; local governmental institutions, in particular municipalities; and non-governmental organisations (NGOs), in particular community-based, grassroots NGOs.
- Businesses, media and academic institutions should become additional target groups for REC activities during the implementation phase.
- Services should be available nationwide and differentiated in accordance with regional and provincial needs. REC Country Office Turkey and its field offices may temporarily cease their activities in provinces where a local situation, such as a state of emergency, would significantly limit the freedom of operations.

Part 2 — Preliminary Work Plan

REC Presence in Turkey — Options

The recommendations of the feasibility study suggest that the REC should commence its activities in Turkey under a proper legal and financial setting. This chapter analyses whether it would be best to: have no legal presence and provide services through the REC Head Office; have limited presence with a representation office; have a steady presence with a REC country office; or have an optimal presence with country and field offices.

No legal presence — services through the REC Head Office

This option is based on the assumptions that a proper legal seat, as requested by the REC, cannot be granted and/or financial resources are insufficient for such an endeavour. In such context, the REC should offer services to its potential constituents in Turkey only through the Head Office and Country Offices Network until both the legal and financial conditions are met.

The benefit of no legal presence is limited to the fact that the REC does not take unnecessary risks in one of the most significant development steps in the history of the organisation. However, the limitations outnumber the benefits. With no legal seat presence in the country, it would become increasingly difficult for the REC to assess and meet the specific needs of the environmental stakeholders, primarily at the local and national levels. Moreover, services delivered

through the REC offices abroad would certainly have only international relevance and the impact would be limited to only a few institutions and individuals.

Limited presence — representation office

Having a representation office is the minimal presence that the REC may have within one of its constituent countries. Such an office is not legally registered and it is normally managed by one individual or institution who contracts with the REC as an authorised representative of the organisation.

A representation office may be a viable option if the legal status, as requested by the REC, cannot be, or is in the process of being, granted for registering REC activities in Turkey. Financial limitations may also argue for a limited presence in the country, at least until sufficient funding is secured to establish a fully operational office.

In terms of activities provided in Turkey, the representation office would not play a role in implementation. REC Head Office and the Country Office Network would provide all services, while the representation office would have no active role. Subsequently, programmes and services for the local and national levels would not be available at this stage.

The benefit of this set-up resides in the fact that the REC would have presence on the ground until it secured the legal and financial basis for extension into the country. Nonetheless, there are limitations, espe-

cially the inability to provide in-country services at the local and national levels where most of the demand for REC presence was identified.

Regular presence — REC Country Office

The regular REC set-up in its current constituent countries is a “country office.” As the name suggests, such an office can offer REC services throughout the country. There is only one country office in each of the current REC beneficiary countries. The country office is registered in accordance with each country’s laws. The country offices belong to the REC’s Country Offices Network, currently incorporating 15 offices and several field offices. Each country office has permanent staff, ranging from three to 11 professionals.

This option for REC presence in Turkey is based on the assumptions that it can secure the necessary legal status and financial resources from donors, including the Government of Turkey.

There are clear benefits for this set-up in terms of services that can be provided in Turkey. In addition to the international programmes offered by the REC Head Office and its network, a country office provides services with potential outreach at the provincial and national levels. Working as a country office at the local and community levels proves rather difficult in the case of large countries. The country office could continuously assess demand and adapt its activities to stakeholders’ needs. Should the need arise to work continuously at the provincial level, field offices would be desirable.

Optimal presence — REC Country and Field Offices

This option is based on the assumption that appropriate legal status and necessary funding are secured or pledged from donors including the Government of Turkey. In addition, it is assumed that demand for REC services at the municipal and community levels would be sufficient to justify the establishment of field offices within the country.

The concept of having a field office is not new at the REC. There are several REC country offices that established project-related field offices when the demand for permanent local presence was identified. Field offices do not have separate legal status; they are normally set up as project-based offices and once the demand is over the office may be closed.

In Turkey at the municipal and provincial levels, field offices would increase the presence and potential impact. Moreover, organisations and institutions with limited financial resources or access to national support organisations would be the main beneficiaries of such locally based offices.

Conclusions

The REC’s philosophy is to design and adapt its presence around the country’s particularities, priorities and future development perspectives. The presence in Turkey would need to be adapted to the country’s size and needs.

In this respect, the REC should establish a country office in Turkey and up to three field offices in order to provide in-country and international services to its potential constituents at all levels. In the subsequent chapters, the legal, institutional, organisational and financial framework of REC activities in Turkey are based on the “Optimal Presence — Country and Field Offices” set-up.

Legal Framework

The legal status within which REC extension to Turkey will operate is critical in ensuring its successful operation. As a matter of fact, to warrant itself as a credible and effective organisation, the REC should be built on solid legal grounds for its comprehensive endeavours in Turkey.²⁰

Criteria for registration

The REC Country Office Turkey should be established as a non-profit, independent, non-partisan and non-advocacy body. Moreover it should be constituted as a separate legal entity in accordance with the legislation of the host country; REC Country Office Turkey should be legally established by the REC.

The REC's office(s) in Turkey should have the rights and powers to be able to operate with relative flexibility at the international level.

To carry out the demanding tasks expected from REC Country Office Turkey, it should be able to function with sufficient flexibility and efficiency in matters related to decision-making, personnel and financial management.

The premises should be inviolable; the staff should enjoy immunity from jurisdiction of courts and other appropriate authorities, as well as from enforcement (except if this immunity is waived by the Director of REC Country Office Turkey or the Executive Director of REC Head Office), in respect of words spoken or written and all acts performed by them in their official capacity; the REC Turkey office(s) and its property should be exempt from all forms of taxation, including taxation on salaries; goods which are imported by REC Country Office Turkey, including vehicles should be exempt from

custom fees; all staff members of REC Country Office Turkey and their family members should receive residence permission in Turkey, by request of the Director of the Country Office.

Legal options

The REC may establish a legal presence in Turkey in one of four ways: as a representative office of an international organisation; as a liaison office; as a foundation; or as an association.

REPRESENTATION OF AN INTERNATIONAL ORGANISATION

The Ministry of Foreign Affairs is solely authorised to negotiate with international organisations for the establishment of a presence in Turkey. An international organisation establishes an office in Turkey through the signing of a host government agreement negotiated between the ministry and the representatives of the international organisation.

Under the Vienna Convention on the Law of Treaties to which Turkey is a party, the president, the prime minister and the foreign ministry of a state party are empowered to negotiate international agreements. Although the Turkish Constitution does not specify which official governmental body is authorised to negotiate international agreements on behalf of the Republic of Turkey, special laws have empowered the president of the republic, the prime minister and the foreign ministry to negotiate and conclude international agreements on behalf of the government of Turkey and bind it in all matters.

Under Article 104 of the Turkish Constitution, an international agreement cannot become binding until the president of the republic approves it. However, prior to the approval of the president, the agreement must be either approved by the Turkish Grand National Assembly (TGNA) or by the Council of Ministers.

As mentioned above, Turkey's president is granted the authority and the duty to ratify an international agreement approved by the TGNA through the Law Approving Ratification, as per Article 104 of the Constitution.

The draft Law Approving Ratification is prepared by the foreign ministry, which transfers this draft to the Council of Ministers. If the ministry considers that an international agreement does not need to be approved by the Law Approving Ratification, it transmits the draft international agreement directly to the Council of Ministers. The Council of Ministers is not bound by the evaluation made by the Ministry of Foreign Affairs. Therefore, if it considers that the approval of such international agreement is not within the scope of the authorities granted to it, the Council of Ministers may refer the international agreement to the TGNA for approval.

Once referred to the TGNA, the draft Law Approving Ratification is submitted to the General Assembly of the TGNA following completion of the discussions held in the Foreign Affairs Commission. At the General Assembly, the text of the international agreement is then voted on and approved in whole. However, the TGNA may formulate reservations, and in such case the TGNA approves or rejects an international agreement as a whole with reservations, if any.

In light of the above-mentioned principles, any international agreements signed by the REC and the Republic of Turkey would enter into force only following the enactment of the Law Approving Ratification. After the foreign ministry drafts such a Law Approving Ratification, it would submit it to the Council of Ministers, which would refer the draft Law Approving Ratification to the TGNA. Following the enactment of the Law Approving Ratification, it would be submitted to the president of Turkey for approval and, once approved, published in the Official Gazette.

LIAISON OFFICE

Foreign legal entities residing abroad may establish liaison offices in Turkey by obtaining the permission of the Under-secretariat of the Treasury, Foreign Capital General Directorate (FCGD). Liaison offices are regulated by the Foreign Capital Framework Decree, which stipulates that all expenditures of the liaison offices are required to be covered by the foreign investor abroad. Liaison offices may be established to provide service and maintenance to Turkish customers of a parent organisation, to conduct market research and to advertise and promote the parent company's business.

Moreover, a liaison office is not permitted to affect any kind of commercial activity and cannot perform any activity other than the activities stated in the permission letter granted to the liaison office by the FCGD. Accordingly, liaison offices cannot transfer profits or any similar amounts abroad except in the cases of their closure and liquidation of their assets. Tax registration is compulsory only for the allowable limited purposes. A liaison office is not subject to income tax and is not permitted to be involved in any activity that would give rise to any tax exposure under the relative Turkish tax codes.

Under the general framework of the applicable tax legislation in Turkey, a liaison office is required to be registered with the tax office and obtain a tax number. However, since a liaison office is not permitted to undertake any commercial activity, it is not possible for it to earn any income and make profit in Turkey. Therefore, a liaison office is not subject to income tax.

Since a liaison office is obliged to meet salaries and other expenses with funds brought from abroad, tax registration is compulsory only for these purposes and a tax number is allocated accordingly.

Foreign legal entities residing abroad may establish liaison offices in Turkey by obtaining the permission of the FCGD. Liaison offices are governed by the Foreign Capital Framework Decree. During discussions with the FCGD, on an unofficial basis, the officials stated that non-governmental organisations and international organisations had previously been granted permission to establish liaison offices in Turkey based on Article 3 of the Decree. For example, the World Health Organisation is currently established as a liaison office, and another well-known international foundation established a liaison office in Turkey earlier this year. However, more



recently, the FCGD declined to give permission to a well-known international organisation to establish a liaison office in Turkey.

However, REC advisors were verbally informed of a conflict that arose in September 2001 between the Treasury, the Ministry of the Interior and the Prime Ministry concerning the scope of Article 3 of the Decree. Apparently, this conflict is based on the fact that Article 3 of the Decree authorises the FCGD to grant permission to liaison offices engaged in research for future investments or future commercial activities. Since international organisations are not engaged in either commercial or investment activities, and due to the conflict that has arisen between the Turkish governmental departments, the FCGD officials stated that permission for international organisations to establish a liaison office would not be granted until further notice. Furthermore, the FCGD officials stated that they could not predict the time frame for the resolution of this conflict.

FOUNDATION

Foundations are non-profit organisations established to carry out and realise good causes by allocating certain rights and assets, (e.g. securities, movable and immovable properties, etc.).

Foundations may be established to realise a limited scope of activities with limited starting capital. Foundations are established by a maximum of five founders. However, foundations established to realise more than one purpose and with a larger starting capital may be established by an unlimited number of founders.

Pursuant to Article 3 of the Decree Governing the Establishment and Operation of Foundations, foundations are established by executing an official foundation deed (e.g., articles of incorporation) that must be executed by and before a notary public. The official foundation deed must comprise the purpose, the administrative bodies, and the list and details of the rights and assets allocated to realise the purpose, the registered office and the name of the foundation to be established.

In order to register a foundation, following the execution of the foundation deed by the notary public, the founders must apply to the civil court of first instance located in the founders' legal residence. The relevant court will review the documents submitted and may question the founder(s) before rendering a decision concerning the registration of the founda-

tion. If the court finds the application by the founder satisfactory, the court will register the foundation and notice of its registration will be sent to the Ministry of Interior, General Directorate of Foundations, and then announced in the Official Gazette. If the court is not convinced that the assets allocated are optimal for realising its establishment purposes, it may declare the application insufficient and unsatisfactory.

Once the court registers a foundation, that foundation becomes a legal entity and acquires legal personality. Following registration, the established foundation will be subject to the authority and supervision of the General Directorate of Foundations.

The Communiqué numbered 23117 ("Communiqué") provides the list of real persons and legal entities that are qualified to establish a foundation. Real persons convicted of certain crimes cannot establish foundations. Associations, unions and other legal entities that are permitted to establish a foundation in their articles of incorporation are qualified to establish a foundation.

Since foundations are established to serve a purpose, in general foundations cannot establish foundations. In the event that the REC decides to establish a foundation in Turkey, the REC would be considered as a non-profit foreign legal entity for its establishment purposes. However, according to the Communiqué, foreign entities are qualified to establish foundations in Turkey, although foreign entities cannot be elected to the board of directors of a foundation without the prior approval of the Council of Ministers. Even if approval is obtained, the number of foreign members elected to the board of directors may not exceed the number of Turkish board members. The number of Turkish members on the board of directors must exceed the number of its foreign members.

Foundations are classified according to their tax liabilities. Foundations that meet certain criteria and that have obtained the permission of the Council of Ministers may be exempt of all taxes. The tax exemption will not include the income generated from the economic enterprises of the foundations. The gross income of such institutions is subject to corporate tax in the amount of 33 percent, and a foundation's personnel are subject to payroll taxes. Also, withholding tax must be paid for operational costs (rent, etc.) in the amount of 22 percent.

In order for a foundation to receive grants from international organisations or any other source abroad, its foundation deed must include an article permitting the receipt of grants made from abroad;

the permission of the foreign and interior ministries must be obtained by the grant recipient foundation; and the permit for receipt of grants from abroad should be submitted to the grant-making organisation and to the transferring bank at the time of receipt of such grants.

ASSOCIATION

Pursuant to Article 4 of the Association Law numbered 2908 governing the establishment and operation of associations in Turkey, every individual over 18 years of age with the necessary facilities may establish an association without obtaining prior permission of any authority.

Associations may be established with a minimum of seven real persons. They do not have to be Turkish citizens, but foreigners who are interested in becoming a member or founder of a Turkish association must have legal residence in Turkey. Real persons penalised of certain crimes cannot establish associations and cannot become a member of an association.

An association can be established by submitting several documents to the highest governing authority (i.e., the governor's office) of the venue where the association is established. These include a charter stating the association's activities and purpose; information identifying the association; and an incorporation statement that includes details regarding the incorporators. Associations acquire a legal personality at the time of the submission of the incorporation documents to the highest governing authority.

The incorporation documents of associations that will operate in more than one place will be sent to the Ministry of Interior within seven days from their receipt for review. If the incorporation documents comply with the requirements of the Associations Law, the incorporators will be notified in writing, and if there are any missing documents or further documents required by the highest governing authority, a written notification will be sent to the incorporators requesting this information to complete the application.

Associations established solely for the purpose of public interest and benefit are exempt from taxes. In order for an association to be considered an association established solely for public interest and benefit, the proposal of the Ministry of Interior is required together with the decision of the Administrative Operations Committee of the Council of State, which

is subject to the approval of Council of Ministers. Associations must meet certain terms and conditions to be qualified as public benefit associations.

The tax exemption will not include the income generated from an association's economic institutions. The gross income of such institutions is subject to corporate tax in the amount of 33 percent, and an association's personnel are subject to payroll taxes. Also, withholding tax must be paid for operational costs (rent, etc.) in the amount of 22 percent.

Associations operate through membership fees paid by its members, grants received, income generated by its assets and its economic enterprises. Associations are strictly audited and inspected by the Ministry of Interior, Associations Department.

Both foundations and associations in Turkey may receive grants from foreign entities (e.g., foundations, non-governmental organisations and associations). However, to obtain grants from these foreign entities, an association must obtain the permission of the interior ministry, whereas a foundation must obtain the affirmative opinion of the foreign ministry as well as the permission of the interior ministry.

An association cooperating with foreign entities to receive grants must adopt a board of directors' resolution regarding the receipt of the grant and the project involved. The foreign entity that will make a grant to the Turkish association must submit a letter of undertaking specifying the amount of the grant to be made. The board of directors resolution and the letter of undertaking must then be submitted to the Ministry of Interior with other documents regarding the purpose of the grant to be received from the foreign entity, at which time the ministry will decide whether to give permission for the foreign grant.

Preferred legal seat — representation of an international organisation

Given the above-mentioned legal options, and based on the REC's first-hand experience gained while conducting the fact-finding missions, the preferred option for legal status in Turkey is international organisation (UN Specialised Agency status).

International organisation status is granted based on a host country agreement that must be signed between the REC and the relevant department of the Ministry of Foreign Affairs. In order to commence negotiations for this agreement, the REC must sub-



mit a petition addressed to the Ministry of Foreign Affairs, Water, Energy and Environment General Directorate, requesting the commencement of negotiations for a host country agreement. Attached to this petition must be the REC's Charter; detailed information concerning the REC's establishment, its current operations and proposed operations in Turkey; information on the current members, monetary contributions and any other information that may be useful to introduce and explain the REC to the officials; and a feasibility study report for REC extension to Turkey.

All of these documents must be submitted in Turkish. Subsequently, the Water, Energy and Environment General Directorate will then seek the opinion of other relevant departments in the Ministry of Foreign Affairs, such as the Department of International Organisations and the European Union Department. Once the other departments provide a positive opinion, the Water, Energy and Environment General Directorate will commence negotiations for a host country agreement.

Once a host country agreement is signed, the REC must send a petition to the Ministry of Foreign Affairs, Protocol General Directorate. Attached to this petition must be a copy of the signed host country agreement; the REC's Charter; and the feasibility report and the documents mentioned above.

The Protocol General Directorate will then review the agreement, and based on its content, commence work on granting the REC its international organisation status in Turkey. This involves the granting of special visas, residence permits etc. for diplomatic status.

There are other formalities after this stage involving the Ministry of Interior and the Police Department. These involve among others, granting permits to the staff that will be employed by the REC in Turkey. Information for this stage could be provided once the above-mentioned formalities with the Ministry of Foreign Affairs are completed.

However, it is important to note one obstacle that the REC will face in its application as an international organisation in Turkey. In the unofficial discussions with representatives from the Ministry of Foreign Affairs, it was stated that such applications for international organisation status and the granting of diplomatic immunity were extremely difficult. They provided as an example the European Union representative, which was not granted diplomatic status for 10 years after its application. International organisation status is granted more easily to organisations affiliated or directly under the control of the United Nations, and because the REC does not possess such status it is highly likely the application will be rejected.

As a matter of conclusion, the REC should continue its sustained communication and negotiation for the registration process with the Ministry of Foreign Affairs Turkey having the support from the Ministry of Environment Turkey. The critical factors in the negotiation process for obtaining international status will be the political will of the relevant authorities and support from the European Commission in Brussels and Ankara.

Institutional Framework

Goal

REC Turkey is an inherent part of the Regional Environmental Center and its goal reflects the organisation's mission at the country level. In other words, the REC's mission in Turkey is to assist in solving the environmental problems of Turkey by promoting cooperation among non-governmental organisations, governments, businesses and other environmental stakeholders and by facilitating the free exchange of information and public participation in environmental decision-making.

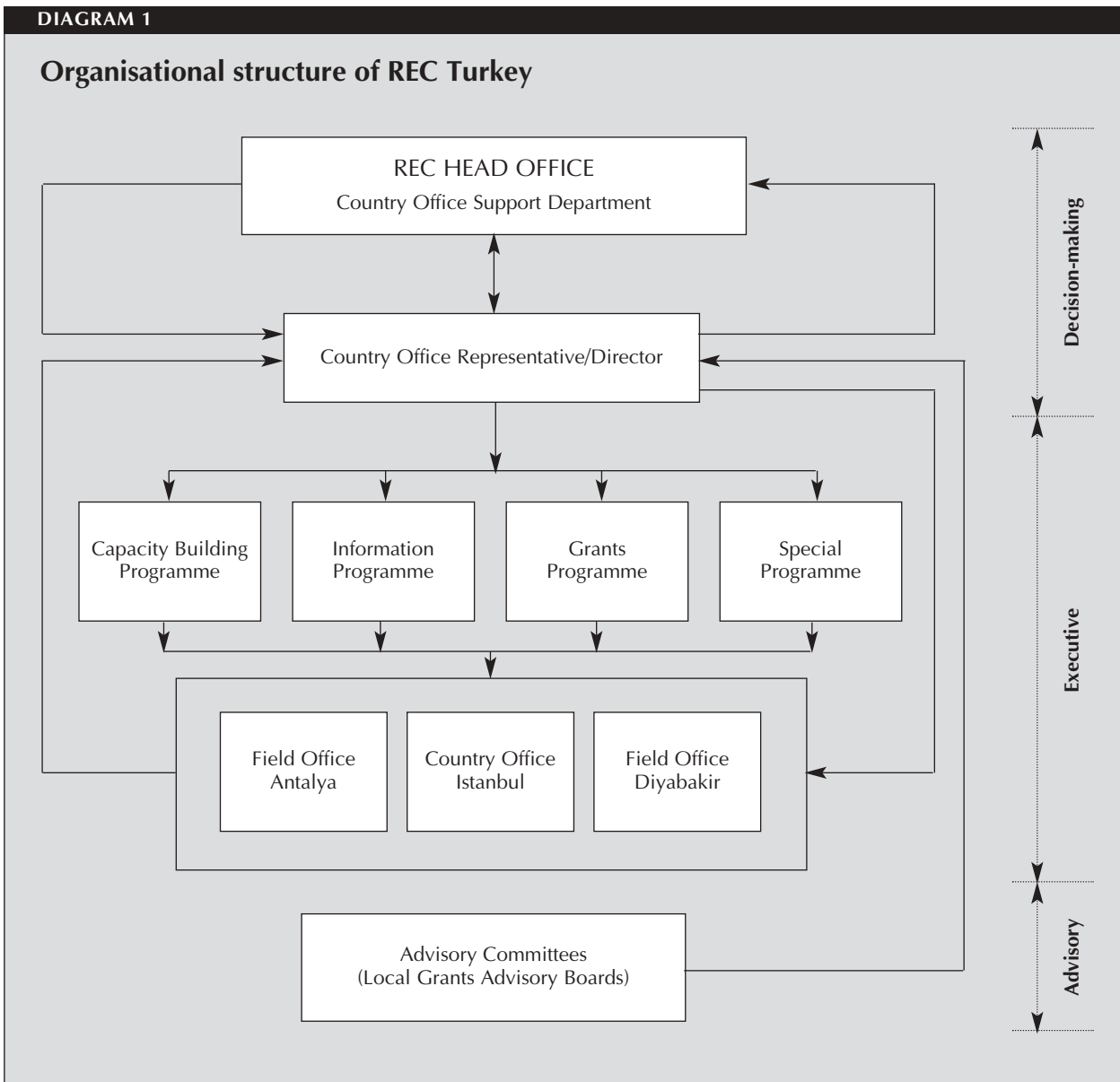
Governance

REC Country Office Turkey is to be established by the Regional Environmental Center (preferred option is representation of an international organisation) in Turkey. Based on the governance outlines of similar REC country offices and taking into account the specifics of the country, the functions of REC Turkey are as follows:

- Decision-making — In line with the charter and bylaws of the REC and REC Country Office Turkey, the decision-making process is the responsibility of the REC Head Office in close cooperation with the country office representative/director.
- Executive — The country office representative/director and permanent/temporary staff represent the executive body of REC Country Office Turkey. The executive body is in charge of implementing day-to-day activities. The head of the executive, appointed by the REC Head Office, is the country office representative/director, who

manages the daily operations of the office(s). In the chain of command, the representative/director reports to the REC Head Office, Country Office Support Department. The management structure of REC Turkey needs to reflect a team approach, with professional staff that already have the expertise to carry out the tasks. In this regard, recruiting highly professional experts will prove key to developing a long-lasting and successful presence in the country. The team must have clearly delegated, deliverable and service development responsibilities together with budgetary accountability. In addition, an effective team has:

- the support and confidence of the REC Head Office;
- a size and structure that meets the needs of the operations in the country and within the REC Country Office Network; and
- connection with the REC Head Office and the other REC country offices through permanent contact with the Country Office Support Department (COSD).
- The country office representative/director appoints the staff of the office(s) in consultation with the REC Head Office, if needed. Recruiting a qualified team²¹ during the start-up period will pose a challenge. On one hand, understanding the way the REC works at the regional level, as well as the national level, is critical for starting to operate in a new country. However, in-depth knowledge about the country and the particularities of the environmental sector in Turkey is equally important. Therefore, the initial REC



Turkey team should be the right blend of international and local staff in order to combine the expertise and maximise the output of the teamwork from an early stage.

- Advisory — Permanent and temporary advisory committees are to be established on an as-needed basis. Setting-up advisory committees should be regulated in the charter and the bylaws of REC Country Office Turkey. Such committees have a consultative role and are meant to bring added expertise and different views to the organisation.

One example is the local advisory boards, set-up in all REC country offices to decide on the local and national grants programmes given to the NGOs, municipalities, etc.

Organisational structure

REC Country Office Turkey has an internal structure based on the model of the REC Head Office in terms of programme and support departments. The organisational model has proven to be



flexible and adaptable to on-going changes and REC Country Office Turkey is expected to develop extensively in the following years.

The following service-oriented programmes are envisaged within REC Country Office Turkey:

- Capacity Building Programme — would include training, assistance and consultancy for all stakeholders.
- Information Programme — would include publications, directories and translations (in-house and from the REC Head Office); library; information centre; question and answer services; needs assessments and feasibility studies. Services address all environmental constituents in the country.
- Grants Programme — would include local, national and earmarked grants. Services would be primarily focused on the NGOs sector with the possibility of participation by other constituents in joint projects.

- Special programmes — would include on-going assessments and the development of new services in areas not covered by other programmes.

In addition, three support functions are to be established as follows:

- administration and site management;
- finance and human resources management; and
- public and media relations.

Diagram 1 shows the organisational structure.

Language of work

The language of work for official purposes in REC Country Office(s) Turkey will be Turkish. For internal communication within the REC and its Country Offices Network, English is to be used in all official documents, reports, memos etc.

Country office staff are expected to have a good command of written and spoken English. Exceptions can be made for support staff.

Organisational Framework

Organisational development

The REC in Turkey should aim to grow gradually, eventually covering the entire country and working at the national level. However, the REC needs to take a cautious approach and control the development of its activities within the country. Two interrelated phases should be taken into account in the first mandate of five years of activities, during which the REC needs financial assistance to become sustainable.

It will take an estimated two years for the organisation to become fully operational at the national level.

After this start-up phase will come an implementation phase that will last at least three years. At this stage, the REC should be in the position to offer a full package of its services to all the regions in Turkey. The details of the programmes and services by stakeholder are presented in the next paragraph.

During the start-up phase, the REC's office(s) in Turkey would offer two different packages of services, differentiated by regions and provinces:

Core services, available nationwide from day one, will include information exchange (e.g. translation and distribution of REC publications, databases); capacity building (e.g. proposal writing, organisational development); and local grants.

Extended services, available in selected regions of the country and offered complementarily with the core package, are to include advanced capacity building and training; information exchange (e.g. web-based services); and national and earmarked grants.

The rationale behind the division of services among the regions in the start-up stage is twofold. Firstly, there is limited or no presence by NGOs or other stakeholders to work with in some REC target

areas. Secondly, there are provinces in Eastern and Southeast Anatolia where the situation is still volatile and civil rights are limited, making the REC's presence in the region both inadvisable and undesirable until the situation normalises. At the end of the five-year period, REC Turkey should be in the position to run its operations throughout the country, based on regular needs assessments and having financially sustainable activities.

Table 16 shows the REC's organisational development in Turkey.

At the end of the five-year period, REC Turkey should be in a position to run its operations throughout the country, based on regular needs assessments and financially sustainable activities.

Office locations

The recommendations of the feasibility study stated that one country office would be sufficient to start-up the REC's presence in the country. Yet, to ensure local presence and outreach, particularly for services that require regular community based participation, field offices may need to be established at a later stage.

REC COUNTRY OFFICE

One option is to establish it in the capital, Ankara, due to the proximity to central government institutions, embassies and support organisations, although some of them are located elsewhere, mainly in Istanbul. On the other hand, in terms of assessing the most suitable location, there are other alternatives with considerable advantages over Ankara.

TABLE 16

REC organisational development in Turkey

<i>Regions</i>	START-UP PHASE		IMPLEMENTATION PHASE
	<i>Core services</i>	<i>Extended services</i>	<i>Full services</i>
Aegean	Yes	Yes	Yes
Black Sea	Yes	Yes	Yes
Central Anatolia	Yes	(No, except in Ankara)	Yes
Eastern Anatolia	Yes	No	Yes
Marmara	Yes	Yes	Yes
Mediterranean	Yes	Yes	Yes
Southeast Anatolia	Yes	No	Yes

One better option is Istanbul. This megalopolis is a major financial, cultural, and media centre that already accommodates global events with great success. As the main international travel hub in Turkey, it has a developing service sector and communications network, making the city an appropriate location for organisations operating at both the international and national levels. Moreover, most support organisations, as well as international and national NGOs, have their offices in Istanbul or the Marmara region.

Another common office-location model is to have “twin offices” in both cities. Clear benefits exist for this particular model, yet rent and office costs would obviously be higher.

All of these options are viable for the REC’s country office in Turkey. In-kind contribution of office space from the government would be highly appreciated and may also be a factor for determining the final location of the country office.

In conclusion, the REC prefers to set-up its country offices in Ankara and Istanbul.

REC FIELD OFFICES

If REC Country Office Turkey is to become a support organisation throughout the country, local presence is essential to the success of projects at the provincial level. The option is to set-up field offices or project-related offices without legal status at the local level. Field offices are particularly needed in implementing provincial and community-based projects where regular presence is needed at the local

level. This model has already been employed by other support organisations such as GTZ and UNDP to support on-going projects at the local level in the Aegean and Southeast Anatolia regions.

In the REC’s case, some of the intended services to be offered at the local level may require such field offices, in particular for local grants, capacity building and public participation programmes.

With these facts in mind and assuming that funding is available, up to three field offices may need to be established in the territory as follows:

- Field Office Ankara, for the Central Anatolia and Black Sea regions;
- Field Office Diyarbakir or Gaziantep, for the Southeast Anatolia and East Anatolia regions; and
- Field Office Antalya, for the Aegean and Mediterranean regions.

REC Country Office Turkey, if located in Istanbul, would cover the Marmara region and supervise the work of the field offices.

For budgetary reasons, the REC’s presence in Turkey will be considered from a lower-costs, conservative approach. Only the country office would exist for the entire five-year period, while costs per field office would be added from year three. Similar costs are envisaged for each field office, with the understanding that the office in either Ankara or Istanbul is going to entail significantly higher costs.



Logistical needs

In order to operate properly, the REC Turkey needs to be equipped with appropriate office space and logistic support. In this respect, the physical requirements and necessary equipment are presented below, differentiated between the country office and the field offices.

COUNTRY OFFICE LOGISTICS

In regard to office space, the premises should meet the following minimum requirements:

- Administrative offices — An estimated 10 square metres per person is needed for the permanent staff. One separate office room is required for the country office representative/director.
- Meeting room — Thirty square metres of working space is needed to accommodate staff meetings, small training sessions, etc.
- Library and information centre — Forty square metres of space is needed for the library, two workstations and audio-visual equipment.

The overall minimum working space is estimated at 170 square metres. In terms of equipment, the following will be required:

- additional refurbishment needs, including initial painting of the premises, office heating and lighting systems, an electricity and communications cable network, rugs/carpet, curtains/blinds, indoor plants, etc.;
- an internet connection (preferably an ISDN line);
- a fax machine;
- electronic and electrical office equipment, including an internal telephone station, TV/video player and camera recorder, voltage regulators, binding machines, calculators, etc., as well as a refrigerator, coffee/tea machine, and other relevant catering facilities;
- mobile telephones as needed;
- office furniture, including desks, chairs/armchairs, filing cabinets, computer tables, bookshelves, a conference table, etc.;

- personal computers for permanent staff, capable of developing multipurpose data bases, publications, etc.;
- printers, capable of accommodating desk-top-publishing software;
- a photocopying machine (high-capacity with sorting facilities);
- stationery, including authenticated accounting and other record-keeping books, letterheads, dossiers/files, cartridges, papers, writing materials, etc.;
- training equipment such as two flip-charts, training kits, paper, etc.; and
- vehicles.

FIELD OFFICE LOGISTICS

Field office logistics would be addressed during the implementation phase to ensure local presence and outreach for REC activities in the country. The field offices would need to accommodate a staff of up to three persons. In terms of office space, a minimum 50 square metres is suggested per field office. The following logistics will be needed in the field offices:

- an Internet connection, ISDN line preferable;
- phones and a fax machine;
- personal computers for permanent staff;
- printers and a photocopying machine;
- office furniture, including desks, chairs/armchairs, filing cabinets, computer tables, bookshelves, etc.; and
- additional refurbishment needs, including initial painting of the premises, office heating and lighting systems, an electricity and communications cable network, rugs/carpet, curtains/stores, indoor plants, etc.

Staffing needs

Particular attention needs to be paid to promoting a gradual pace of development in the country. A cautious is necessary with the initial emphasis on developing human resources capacity within REC

Country Office Turkey as well as at the REC Head Office for effectively undertaking the envisaged services, maintaining a degree of flexibility, and ultimately justifying the REC's presence in the country.

As mentioned previously, REC extension to a new country requires investments in human resources not only at the country level to staff the country and field offices but also at the REC's Head Office, both in terms of administrative and programme staff.

In the following sections, the staffing needs at each level are presented separately.

HEAD OFFICE AND COUNTRY OFFICE NETWORK

REC country offices are supervised and supported by the Head Office through its Country Office Support Department (COSD), which also serves as a liaison between the REC Head Office programmes and their national counterparts. A great deal of effort is needed from all programmes and support departments at the REC Head Office to keep the current network of 15 country offices and their field offices operational at optimal level. This network of REC offices, with their expertise in working at the national level, could contribute to the process of establishing REC Turkey, and an exchange programme should be established in this respect.

The minimum staff requirements to support and supervise the activities in Turkey are presented below:

- Country Office Support Department — project manager, full-time position in the first two years of activity, work load gradually to be decreased in the implementation phase.
- Capacity Building Programme — project manager, part-time involvement in the first two years of activity of REC Turkey. The position is needed to design, develop, implement and evaluate capacity building programmes delivered by REC Country Office Turkey with the assistance of REC Head Office. Additionally, the project manager would supervise the services delivered directly by the REC Head Office to Turkey at the international level.
- Information Programme — project manager, part-time involvement in the first two years of activity of REC Turkey. The position is needed to develop, implement and evaluate information projects delivered by REC Turkey with the assistance of the REC Head Office. Additionally the

project manager would supervise the information services delivered directly by the Head Office to its environmental constituents in Turkey.

- Grants Programme — project manager, part-time involvement in REC Turkey's first two years. The position within the REC Head Office is required to supervise and support the development of the grants programmes at REC Turkey.
- Programmes and support departments — up to 11 other REC Head Office staff would be required to support the operations of REC Turkey, for example in the Finance Department, Human Resources Department, etc.

COUNTRY OFFICE

At the country office level, the following minimum permanent staff is suggested:

- Country office representative/director — full-time position. The top executive should be the first hired at the country office. His or her work load would be largely administrative in the first year, until the office is fully staffed and operational. Gradually the responsibilities would shift toward projects and programmes reaching an optimal 50 percent work load on managerial tasks and 50 percent administrative and representation duties. The representative/director is supervised by the REC Head Office through the Country Office Support Department.
- Financial manager — full-time position. The financial manager is responsible for the financial performance of the office, in line with the existing legislation, regulations and REC policies. This position is expected to be fully core-based in the first years of operations, covered from the operational budget of the organisation. Should the need emerge due to an increase in the financial work load, a financial assistant may be hired.
- Grants manager — full-time position. The grants manager supervises the grants programmes, under the supervision of the top executive. The grants manager is also expected to actively contribute to the fund-raising efforts of the office. The position is project based, thus the expected work load distribution is 70 percent project duties, 30 percent administrative work.



- Grants assistant — full-time position. Running simultaneous grants services would require an additional full-time support position within the framework of the grants programmes of the country office. The position should be established in the second year of operations of the country office.
 - Capacity building manager — full time position. This person manages the capacity building programmes under the supervision of the country office representative/director. Ideally, the capacity building manager would have previous work experience in one of the priority areas of work (EU accession, public participation or civil society). The position is project based with 70 percent work load on training and consultant work, while the remaining 30 percent is dedicated to administrative and fund-raising tasks.
 - Information and communication manager — full-time position. This manager is in charge of the information programmes as well as the public relations of the organisation, under direct supervision of the country office representative/director. The position is project based with 70 percent work load on training and consultant work, and the remaining 30 percent dedicated to administrative and fund-raising tasks.
 - Office manager (assistant) — full-time position. The office manager is responsible for the overall administrative tasks of the country office. When needed, the office manager would provide support to the project managers on project related tasks.
 - Administrator — full-time position. The administrator is responsible for site and logistics management, including work permits, leasing etc. The position is fully administrative and covered by the operational and project budgets.
 - Support staff — two full-time positions. The country office may require at least two additional support staff to fulfil duties such as cleaning, driving etc.
- The staff requirements most likely will change based on the strategy of the organisation. In particular after the country office is fully operational, in the implementation phase, the decentralisation of the services at the local level would be needed and consequently field offices established with their own staff.

FIELD OFFICES

Staffing needs for the field offices would be project based, hired usually for the duration of the project(s). The minimum staffing requirements for one field office is presented below:

- Field office manager — full-time position. The field office manager represents the organisation at the local level and works under direct supervision of the country office representative/director. Apart from project duties, the manager is in charge with the proper management of the field office, representation matters, etc.
- Grants and project manager (on project basis) — full- or part-time position. The field office project manager runs the projects that are implemented at the local level by the country office such as grants, capacity building, etc.
- Financial and office assistant (full or part time). Support staff for the field office to fulfil administrative and financial records and reports.

Programmes and Services

The priority areas and services to be provided by REC Turkey are identified based on the feasibility study and the needs assessment conducted in the country in 2001-2002.

Critical for a successful start-up is that REC Country Office Turkey aims to be stakeholder-oriented, that it is capable of adapting and responding to changing needs and circumstances, and that its services be continuously refined and revised in the light of the feedback from the constituents in the country. REC Turkey should conduct on-going needs analysis that builds on initial findings, thus staying one step ahead in meeting the demand for its services. In light of its role as an information broker, a REC Turkey would be well positioned to identify the needs of the environmental sector.

In the implementation phase, based on the experience gained during the start-up phase, REC Country Office Turkey would be able to concentrate on the development of full-fledged services throughout the country for a wide range of stakeholders. Subsequently, the organisation would become a key player in the local environmental sector, thus ensuring its long-term presence in the country and within the REC Country Offices Network.

The majority of the proposed services are similar to services that the REC provides in its constituent countries. However, these services would be adjusted to meet the particular demands of the stakeholders in Turkey in accordance with their priorities and interests. In this respect, REC Turkey determined three top priority areas of work: the European Union accession process; civil society development; and public participation and awareness raising.

The priority areas may change in the course of implementation based on further needs assessment studies to be conducted by REC Country Office Turkey. The services within each priority areas would be available to a wide range of environmental stakeholders, yet the emphasis would be on central and local governmental institutions and NGOs.

The REC should not offer services that are currently available from other support organisations, but rather complement them with its own unique expertise in the priority areas identified.

Bringing the constituents together to address common problems will help build trust and understanding across the environmental sector. This crosscutting approach is particularly important as cooperation and partnership among the stakeholders in Turkey is often considered poor by the very same actors.

REC Turkey would never secure the resources to address all the existing needs of the environmental sector. Moreover, conducting projects such as environmental impact assessments, audits and investments goes beyond the scope of the REC's mission. Instead, REC Turkey's services are intended to serve a catalytic function to bring about innovative changes in Turkey's environmental field. In this regard, REC Country Office Turkey activities would be clustered into four major programmes:

- capacity building programmes — training, education, advisory and consultant services;
- information programmes — environmental information exchange and publications services;
- grants programmes — local, national and earmarked grants services; and

- special programmes — new services in areas not covered by the previous three programmes.

Capacity building programmes

Capacity building programmes play a crucial role in replicating, amplifying and consolidating the know-how of the REC Head Office and the country offices in all constituent countries including Turkey. The capacity building services should not only be provided directly by the REC's staff, but also through other relevant organisations and partner institutions. Accordingly, capacity-building activities to be conducted in Turkey should involve close cooperation and collaboration with the REC Head Office and national, regional and international training and development organisations. Such cooperation should include the development of joint programmes as well as ensuring the inclusion of environmental programmes in the training curricula conducted by other organisations. In this framework, the responsibilities of this programme area include the following:

- identifying the capacity building needs of environmental stakeholders and adapting its strategy and services accordingly;
- developing, implementing and evaluating training of trainers (ToTs) programmes to pass on know-how at the local and regional levels;
- providing training, assistance and consultant services in the identified priority areas: the European Union accession process, civil society development and public participation in environmental matters;
- promoting and developing training programmes specifically designed for each of the stakeholders' needs, in particular the ministries of environment and its provincial branches, local municipalities and environmental NGOs;
- identifying the needs and providing training on organisational management including project management, fund-raising, managing staff and volunteers, organisational culture, etc.;
- providing advice and assistance in setting up and implementing capacity building programmes run by the REC's constituents.

Within the capacity building programmes are two interrelated lines of services: training and environmental education, and consultant and advisory services.

TRAINING AND ENVIRONMENTAL EDUCATION SERVICES

The training and education component of capacity building programmes aims to increase the capability of constituents and to stimulate the conceptualisation of innovative and effective mechanisms for environmental protection.

The REC would use its staff and know-how to design and deliver training programmes. In addition, on an as-needed basis, external in-country experts and organisations should be hired for implementation and evaluation purposes.

Priority-oriented training services

The primary focus is given to the priorities identified in the needs assessment, namely, the European Union accession process, civil society development and public participation. Training and consultancy programmes are to be developed by REC Turkey for each of these in the start-up phase.

Organisational development training services

There is a high demand for training programmes, especially from environmental NGOs, in organisational development. Training modules in fund-raising, writing project proposals, project management, financial management, etc. would be developed and tailored to the environmental sector in Turkey.

Training of trainers

Critical for the success of the REC's training activities is to build a roster of trainers in the country to deliver sessions on topics where the REC has the necessary know-how, yet limited expertise on the local market. The training of trainers programmes should have a nationwide reach and aim to include representatives from all regions of the country. These services should be initiated in the start-up phase, in the first two years of activity for REC Country Office Turkey.

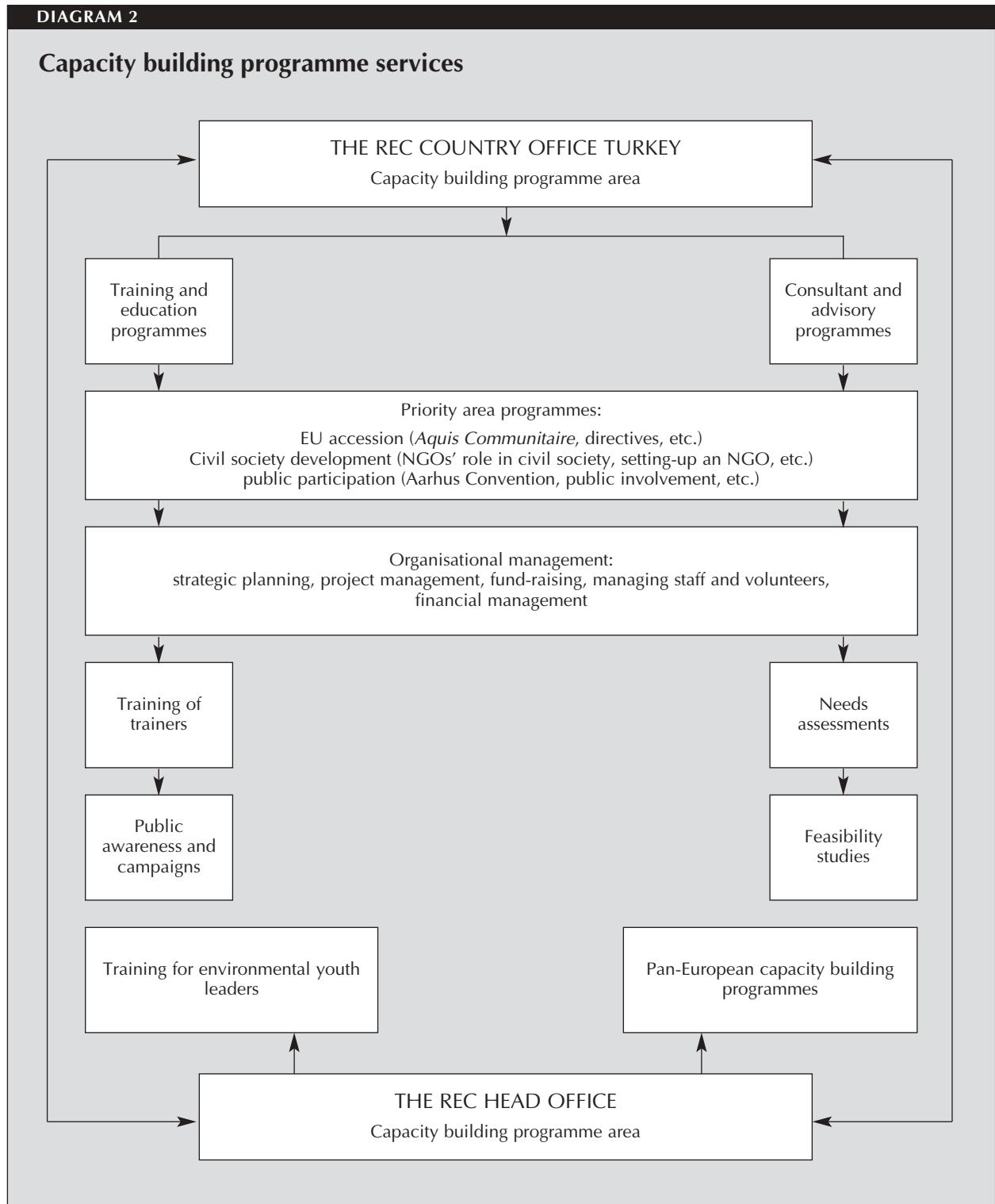
Public awareness and campaigns

This service particularly targets the community level NGOs and represents one of the main priorities of REC Country Office Turkey in working with non-governmental organisations.



DIAGRAM 2

Capacity building programme services



CONSULTANT AND ADVISORY SERVICES

Within the Capacity Building Programme, REC Country Office Turkey would also provide consultant and advisory services to its constituents.

Priority-oriented consultant and advisory Services

As in the case of training services, the primary focus is given to the priority areas identified in the needs assessment, namely, the European Union accession process, civil society development and public participation. Consultant services would be connected with all the other capacity building services on these areas.

Needs assessments and feasibility reports

REC Country Office Turkey, once established, would need to constantly tailor its services to the changing demand of its constituents. Regular needs assessments and feasibility reports should be carried out as part of the office planning and strategy efforts, at least once after the first two years.

Information programmes

Information programmes and services aim to provide public access to environmental information on a nationwide basis, promote networking and exchange of information between interest groups, and help constituents solve environmental problems in Turkey.

Information programmes are divided in two groups so as to respond to two types of requests: environmental information exchange and publications.

Chart 3 diagrams the informational programmes and services to be offered by REC Turkey.

ENVIRONMENTAL INFORMATION EXCHANGE

Environmental information exchange services provide general environmental information on REC programmes, funding sources and environmental events according to stakeholder demand. All the potential constituents indicated a need for environmental information, in particular for the priority areas identified during the feasibility study. Therefore, the primary task of the information exchange programmes would be to provide timely and reliable information on:

- European Union accession, with focus on environmental implications of the process. Close cooperation with the Delegation of the European Commission in Ankara would be necessary;
- Civil society development in the environmental field. Services such as legal information, databases and publications would be provided to action groups and grassroots NGOs at the local level.
- Public participation. Environmental information is not readily available in Turkey due to conflicting legislation and low public interest. In this respect, the REC could play a determinant role in providing information and access to information on public participation, enabling other environmental actors to become active in the field.

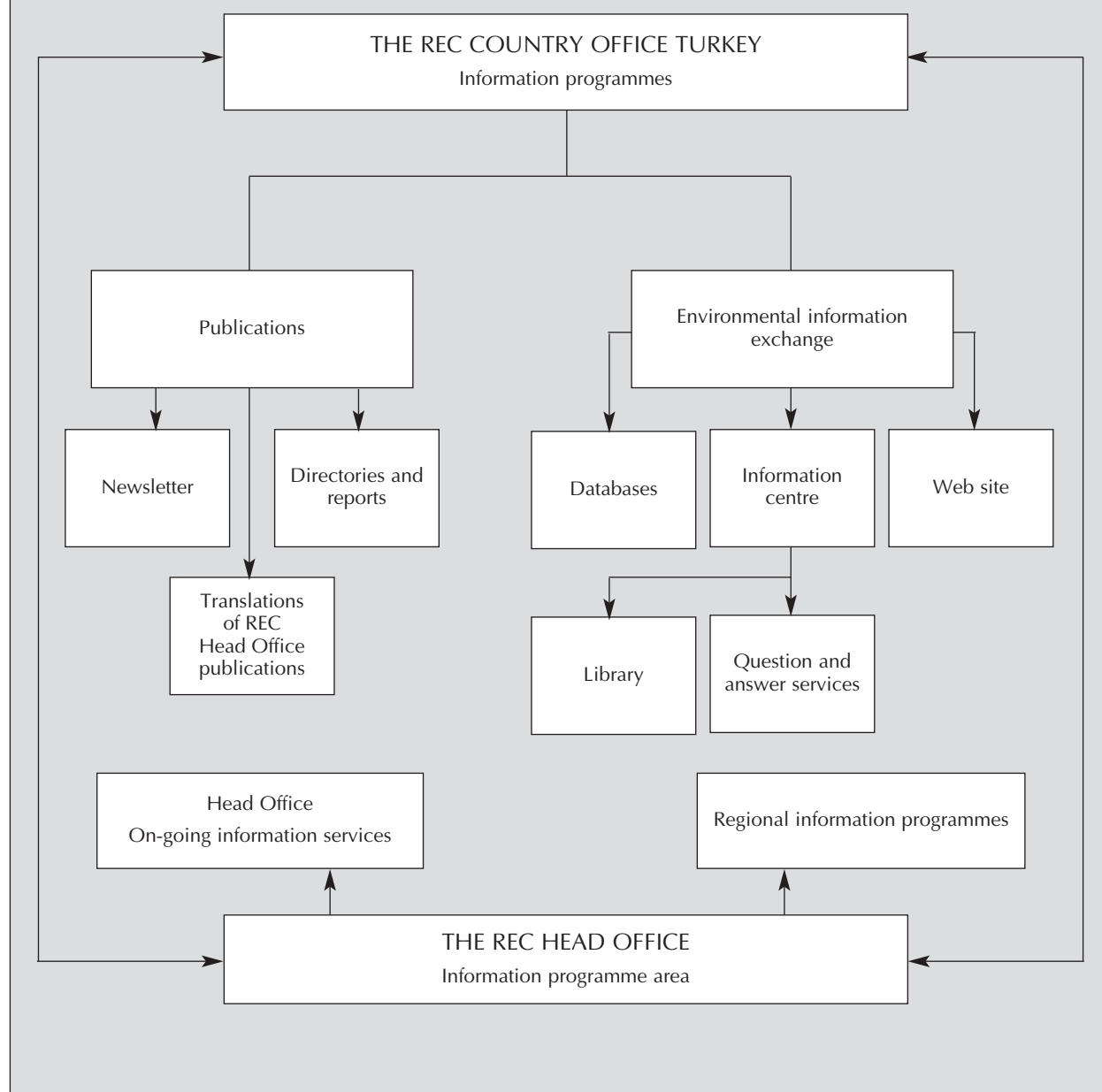
There are various ways to provide environmental information, but REC Country Office Turkey must determine the most efficient means to reach its constituents nationwide. Reaching out at the provincial and community levels will prove to be a challenge unless a local presence is ensured through field offices in a later stage of the implementation. For the start-up phase, three information facilities would be developed within the country office:

- Information centre — The core of the information exchange would include the library, question and answer services, and on-site facilities for the constituents to directly access printed, audio-video and electronic environmental information. The library would have general environmental reference materials and specific information on Turkey and REC constituent countries. From the outset, the library will need to establish a management system whereby all sources are key-worded and entered into the system.
- Databases — Environmental databases exist in Turkey, yet information gaps and inconsistencies are common. The REC should develop databases and directories in cooperation with local partners in areas where the organisation has extensive experience, namely, NGO contact databases, governmental directories, media source books, etc. The databases would be developed under a consistent platform, using a relational database management system and would be updated regularly.



DIAGRAM 3

Information programmes and services



- Web site and on-line services — The REC is at the forefront in providing on-line information in its constituent countries in the CEE region. In a similar manner, REC Country Office Turkey, apart from using the main REC Web site, should develop its own on-line services in Turkish.

PUBLICATIONS

The needs assessment revealed a high demand for printed information on environmental issues and few stakeholders in Turkey have regular and reliable access to electronic means, particularly in less developed regions. The REC has extensive expertise in publish-

ing environmental information for its stakeholders in the CEE region and part of its publications are also relevant for Turkey. In light of these facts, the country office should offer the following publication services.

The local *Bulletin*

REC Turkey would publish a newsletter, *The Bulletin*, in Turkish, to inform potential constituents of the services available from the REC, the country office and other service providers. The newsletter would not provide general environmental information, since other newsletters already provide this service. Instead, *The Bulletin* reports on developments relating to the REC and REC Turkey activities, specifically European Union accession, public participation and civil society development issues. After the second year the newsletter may consider reporting on new regional developments within the country, where the needs analysis indicate a demand. REC Country Office Turkey would also provide information regarding available services in other mass media outlets.

Translations

As highlighted previously, the REC has an extensive portfolio of publications, training materials, fact sheets, etc. in English and other CEE languages. One of the immediate priorities for REC activities in Turkey should be the translation of those publications that can have rapid impact on its future activities and cooperation with the constituents. Of particular interest should be the series of publications regarding public participation, environmental policy and environmental impact assessment.

Directories and reports

The directories and reports would provide a listing of environmental organisations, by stakeholders (government, NGOs and business) in Turkey, as there are no such publications recently published. The directories would enable constituents to grasp the development of the overall sector, as well as details on the main organisations and institutions in order to know who to contact for information and assistance. In addition, projects and programme reports with relevance and role-model potential may be published in Turkish using the traditional REC design and layout.

Grants programmes

The objectives of the grants programmes are to support financially the environmental stakeholders, in particular the NGO community, to achieve institutional stability, participate in environmental decision-making, foster national cooperation and build internal capacity.

Three main complementary types of grants programmes are planned: small grants, national grants; and earmarked grants.

Diagram 4 outlines the grants programmes and services.

SMALL GRANTS

The Small Grants Programme would address the needs of NGOs, in particular community and grass-roots organisations. Under conditions that will be announced in the grants guidelines, small grants may be given to registered NGOs, citizens' groups and initiatives that have no legal status or are in the registration process. The Country Office Turkey would award up to EUR 5,000 per grant based on project proposals under the following categories:

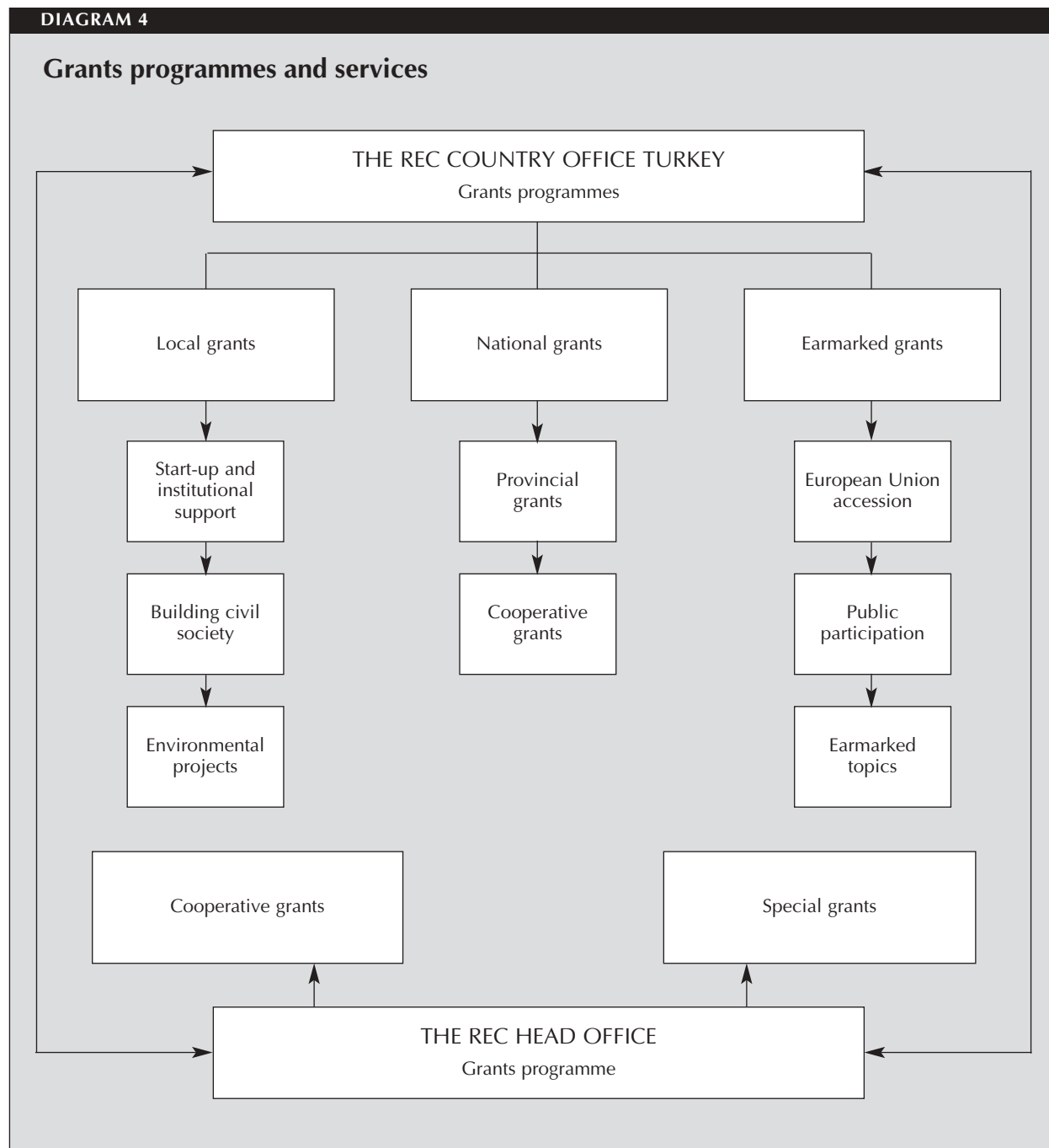
- registration and start-up — grants that support costs related to registering and starting new environmental NGOs;
- institutional development — grants that support operational expenses such as office rent, salaries and equipment; and
- environmental projects — grants that support the implementation of local projects, normally with community involvement, such as events, campaigns, etc.

The Country Office Turkey would administer the Small Grants Programme until the field offices are set up and the programme can be decentralised in the implementation phase. The Small Grants Programme would function in Turkish. In addition, training sessions would be provided to prospective action groups and NGOs for writing proposals, managing projects and evaluation procedures.

In line with REC standards, all the project proposals submitted to the Small Grants Programme would be reviewed and awarded by a local advisory



DIAGRAM 4



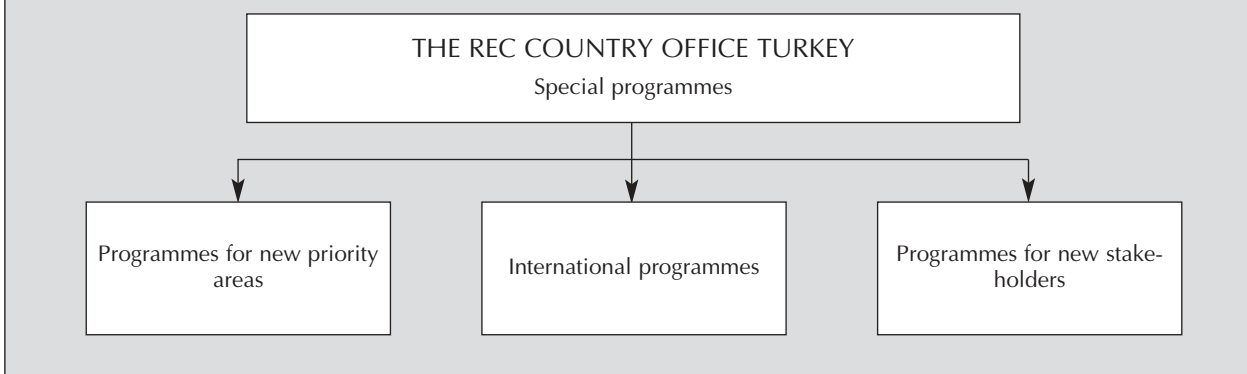
board. This board, composed of representatives from various environmental organisations in Turkey and members of REC staff, would ensure a fair and impartial grant decision-making process. Such input will enable REC Country Office Turkey to develop more responsive grants programmes that regularly adapt to local demand.

NATIONAL GRANTS

The National Grants Programme addresses the needs of the NGOs working at the national and provincial levels. Under certain conditions presented in the grants guidelines, national grants may be given to other stakeholders, such as municipalities and public institutions, if cooperation with NGOs or

DIAGRAM 5

Special programmes and services



other constituents is shown. The Country Office Turkey, which runs the programme, awards up to EUR 20,000 per grant for the following purposes:

- environmental projects with national and provincial relevance;
- public awareness and campaigns with the potential to be replicated by other constituents;
- national events and forums like Earth Day activities and the National Forum of NGOs; and
- cooperative projects with the participation of two or more environmental stakeholders.

The National Grants Programme would function in Turkish. In a fashion similar to the Small Grants Programme, all project proposals submitted would be reviewed by the local advisory board on criteria made public in advance.

EARMARKED GRANTS

Grants of up to EUR 20,000 (the amount may vary for certain calls for tenders) are awarded to cooperative projects with multiple stakeholders' participation. Partnership arrangements between NGOs and central, provincial and local governments will be encouraged. Each year a survey will help identify specific environmental categories. Two primary categories have been identified so far:

- earmarked grants for the European Union accession process;

- earmarked grants for public participation in environmental matters.

REC Turkey would solicit proposals for the earmarked grants and the decision for a grant award would be made on a competitive basis. The award decision and the management of the grants would be done in similar fashion to the Small and National Grants Programmes.

Special programmes

REC Turkey would assess and develop continuously new programmes and services for the environmental constituents under the framework of "special programmes." The focus would be on the demand that cannot be met by services falling under the three main programmes of REC Country Office Turkey. Particular interest is given to developing:

- services for new priority areas where demand is identified;
- international programmes in which REC Country Office Turkey may contribute; and
- services for new stakeholders that are not currently targeted by the country office.

Diagram 5 gives a brief view of special programmes to be offered by REC Turkey.

Financial Framework

In terms of financing the REC's activities over the first five years of operation, the provision of substantial funds in the form of grants and contributions is a prerequisite, particularly prior to the start-up phase, to ensuring that the REC has adequate resources to carry out and successfully perform its envisaged functions, as well as to provide a sound base of justification for its establishment.

Contributions are expected from international donors with interests in Turkey as well as from domestic contributors within the country, in particular the government.

The estimates for REC activities in Turkey are based on a conservative lower-cost approach. The budget should be sufficient to sustain the activities of the organisation and provide financial resources for the programmes that meet the highest demand from the environmental constituents in Turkey.

Cost estimates are broken down by years — the first two years for the start-up phase, followed by three years of implementation. Each year's budget is divided between estimated administrative costs and programmes related costs.

Estimated start-up phase costs — Year 1

The first year of activities would be primarily dedicated to setting-up the office in terms of staffing, logistics and operations both at REC Country Office Turkey and the Head Office levels.

The budget is divided in two major categories:

- administration related costs — staff requirements, investments, direct costs and maintenance at each

level of operations: the REC Head Office, REC Country Office Turkey and its field offices. It is envisaged that during the start-up phase (first two years of activities) the field offices will not be functional. Salaries are calculated and budgeted including all taxes; therefore the estimated costs for the staff may be reduced by 30-40 percent if the REC is granted tax-free international organisation status.

- programme related costs — the core activities to be offered within the framework of the Country Office Turkey. Each programme is presented separately, including the main activities/projects to be developed within Year 1.

A summary of total administration and programme costs can be found at the end of this report in Table 27.

ADMINISTRATIVE COSTS

Administrative costs are estimated based on the assumptions that an in-kind contribution (office space) from the Government of Turkey will be received and that financial resources will be secured prior to establishing a legal presence in Turkey in the form of a REC country office.

There are several costs such as renovations, equipment, furniture, etc. that will not recur in the following years, and therefore the first year has a higher estimated budget for direct costs and maintenance than the next four years.

In terms of staff, it is envisaged that one full-time position at the REC Head Office is necessary to oversee the process of establishing the new country office in Turkey. Additionally, there are up to 10 pro-

gramme and support staff within the Head Office and Country Offices Network that will contribute throughout the first year. The staff-related costs are based on employment costs and workday charges.

At the country office level there will be up to nine full-time positions in the first year of activities. The selection process may last into the second year until appropriate posts are filled.

Regarding the direct costs, the larger share is dedicated to purchasing office equipment, furniture, office renovation, etc. As mentioned previously, office rent costs are not included in the budget as it is expected that the Government of Turkey will contribute office space for the country office.

The budget breakdown for Year 1 administrative costs is presented in Table 17.

PROGRAMME COSTS

Programme costs are estimated based on the core services that the REC is to deliver through the country office and do not include programmes/projects run by the REC Head Office. As stress is put on setting-up and making the country office fully operational, not all the services can be delivered during the first year.

The focus will be put on capacity building and information programmes, in particular translating a series of REC publications of wide interest into Turkish. The Grants Programme, which needs a longer time to be set in place and announced properly, is going to offer only small and national grants during one or two calls for applications.

The budget breakdown is presented in Table 18.

Estimated start-up phase costs — Year 2

The second year of activities continues and consolidates the country office and its presence in Turkey. As in Year 1, the budget is divided into two major categories:

- Administration related costs — staff requirements, direct costs and maintenance at each level of operations: the REC Head Office, REC Country Office Turkey and its field offices.
- Programme related costs — the core activities to be offered within the framework of the Country Office Turkey. Each programme is presented sep-

arately, including the main activities/projects to be developed within Year 2 — start-up phase.

ADMINISTRATIVE COSTS

Administrative costs are estimated based on the assumptions that in-kind contribution (office space) from the Government of Turkey is given and financial resources are secured to cover the operational costs for REC presence in the country.

In terms of staff, it is envisaged that one full-time position will continue to work within the REC Head Office to supervise the activities of the country office. Additionally, there are up to seven programme and support staff within the Head Office that will contribute throughout the second year, their estimated costs based on total employment costs and workday charges. At the country office level there are up to 10 full-time and part time positions, seven programme and managerial positions and three support staff.

Direct costs are estimated based on other REC country office annual budgets adapted to conditions in Turkey.

As mentioned previously, office rent costs are not included in the budget as it is expected that the Government of Turkey will contribute office space to REC Country Office Turkey. In the last quarter of Year 2 the process of setting-up the field offices begins in three locations, if funds are available. The staff, logistics and operational costs under the field offices are dedicated to initiating activities at the end of Year 2 to ensure they are fully operational by Year 3.

The budget breakdown is presented in Table 19.

PROGRAMME COSTS

Programme costs are estimated based on the core services that the REC is to deliver through the country office and do not include programmes/projects run by the REC Head Office. The REC aims to offer all its planned activities by the end of the Year 2.

Capacity building, information and grants programmes would be all fully operational with services that target governmental institutions, NGOs and other environmental stakeholders. Some of the core activities such as translating a series of REC publications into Turkish will continue. The detailed budget breakdown is presented in Table 20.



Estimated implementation phase costs — Year 3

The third year of activities and the first of the implementation phase should find REC Country Office Turkey one of the main support organisations in the country's environmental field. As in the previous years, the budget is divided into two categories to reflect the estimated costs of the organisation:

- Administration related costs — staff requirements, direct costs and maintenance at each level of operations: REC Head Office, REC Country Office Turkey and its field offices.
- Programme related costs — the core activities to be offered by the Country Office Turkey. Each programme is presented separately, including the main activities/projects to be developed within Year 3 — implementation phase.

ADMINISTRATIVE COSTS

Administrative costs are estimated based on the assumptions that an in-kind contribution (office space) from the Government of Turkey is received and financial resources are secured to cover the operational costs for REC presence in the country.

In terms of staff, it is envisaged that one part-time position will continue to work within the REC Head Office to supervise the activities of REC Country Office Turkey. Additionally, there are up to six programme and support staff within the REC Head Office that will contribute throughout Year 3, their estimated costs based on workday charges. At the country office level there are up to 10 full-time and part time positions, seven programme and managerial positions and three support staff. Field offices should have three employees per office and be fully operational starting this year.

Direct costs are estimated based on other REC country office annual budgets adapted to conditions in Turkey.

As mentioned previously, office rents are not included in the budget as it is expected that the Government of Turkey will contribute office space.

The budget breakdown is presented in Table 21.

PROGRAMME COSTS

Programme costs are estimated based on the core services that the REC is to deliver through REC Country Office Turkey and do not include programmes/projects run by the REC Head Office. The REC aims to offer all its planned activities by the end of Year 3. In addition, field offices will run sub-projects at the local level such as grants and information programmes.

Capacity building and information and grants programmes would be fully operational with services that target central and local governmental institutions, NGOs and other environmental stakeholders. The detailed budget breakdown is presented below.

Estimated implementation phase costs — Year 4

The fourth year of activities would be dedicated equally to offering the traditional services required by the constituents in the country and assessing the new trends and requirements. Therefore, a comprehensive needs assessment will be conducted in Year 4 to set the strategic direction for REC Country Office Turkey. As in the previous years, the budget is divided into two major categories to reflect the estimated costs of the organisation:

- Administration related costs — staff requirements, direct costs and maintenance at each level of operations: the REC Head Office, REC Country Office Turkey and its field offices.
- Programmes related costs — the core activities to be offered by REC Country Office Turkey. Each programme is presented separately, including the main activities/projects to be developed within Year 4 — implementation phase.

ADMINISTRATIVE COSTS

Administrative costs are estimated based on the assumptions that an in-kind contribution (office space) from the Government of Turkey is received and financial resources are secured to cover the operational costs for REC presence in the country.

In terms of staff, it is envisaged that one part-time position will continue to work within the Head Office necessary to supervise the activities of REC Country Office Turkey. Additionally, there are up to

six programme and support staff within the Head Office that will contribute throughout Year 4, their estimated costs based on workday charges. At the country office level there are up to 10 full-time and part time positions, seven programme and managerial and three support staff.

The direct costs are estimated based on other REC country office annual budget requirements adapted to existing conditions in Turkey.

As mentioned previously, office rent costs are not included in the budget as it is expected that the Government of Turkey would contribute office space to the country and field offices.

The budget breakdown is presented in Table 23.

PROGRAMME COSTS

Programme costs are estimated based on the core services that the REC is to deliver through the country and field offices in Turkey and do not include programmes/projects run by the Head Office.

Special programmes may be developed as a result of the new demand for REC services outside the traditional capacity building, information and grants programmes. Those would all be fully operational with services that target central and local governmental institutions, NGOs and other environmental stakeholders identified in the needs assessment. The REC would continue to work on the priority areas as identified in the on-going assessment.

The Year 4 budget for programmes is presented in Table 24.

Estimated implementation phase costs — Year 5

The fifth year of activities — the last of the initial mandate — should represent the transitional period toward full self-sustainability of the organisation in financial terms. REC Country Office Turkey should be in the position to generate sufficient funds through its services and fund-raising to become fully sustainable.

In regard to the budget, as in the previous years, it is divided into two major categories to reflect the estimated costs of the organisation:

- Administration related costs — staff requirements, direct costs and maintenance at each level of operations: the REC Head Office, REC Country Office Turkey and its field offices.
- Programme related costs — the core activities to be offered by Country Office Turkey. Each programme is presented separately, including the main activities/projects to be developed within Year 5 — implementation phase.

ADMINISTRATIVE COSTS

Administrative costs are estimated based on the assumptions that an in-kind contribution (office space) from the Government of Turkey is received and financial resources are secured to cover the operational costs for REC presence in the country.

In terms of staff, it is envisaged that one part-time position will continue to work within the Head Office necessary to supervise the activities of the Turkey Country Office. Additionally, there are up to six programme and support staff within the Head Office that will contribute throughout Year 5, their estimated costs based on workday charges. At the country office level there are up to 10 full-time and part time positions, seven programme and managerial positions and three support staff.

As mentioned previously, office rents are not included in the budget.

The budget breakdown is presented in Table 25.

PROGRAMME COSTS

Programme costs are estimated based on the core services that the REC is to deliver through the Turkey Country Office and do not include programmes/projects run by the Head Office. The REC continues to work on the priority areas determined in the needs assessments. Special programmes may be developed as a result of the changes in demand for REC services.

Capacity building, information and grants programmes would all be fully operational with services that target governmental institutions, NGOs and other environmental stakeholders. The Year 5 budget for programmes is broken down in Table 26.

TABLE 17

Administrative budget for Year 1

<i>Administration Year 1</i>	<i>Remarks</i>	<i>Total</i>
REC HEAD OFFICE - STAFF		
COSD project manager	Administrative costs	15,840
Project and support staff	Administrative costs	5,088
Subtotal Head Office staff		20,928
REC HEAD OFFICE — DIRECT COSTS		
Equipment	Lump sum	3,500
Printing and reproduction	Lump sum	500
Postage	Lump sum	400
Telecommunication	Lump sum	1,500
Travel	Lump sum	10,500
Miscellaneous	Lump sum	1,100
Subtotal Head Office direct costs		17,500
REC COUNTRY OFFICE TURKEY — STAFF		
Country Office representative/director	Administrative costs	18,000
Financial manager	Administrative costs	11,400
Capacity building manager	Administrative costs	6,840
Information project manager	Administrative costs	6,840
Grants project manager	Administrative costs	6,840
Grants project assistant	Starts 2nd year	0
Office manager	Administrative costs	10,080
Administrator	Administrative costs	21,600
Support staff	Two positions	14,400
Subtotal Country Office staff		96,000
REC COUNTRY OFFICE TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements	Lump sum	19,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	8,500
Vehicles	Lump sum	28,000
Subtotal Country Office facilities and maintenance		55,500

TABLE 17 continued

Administrative budget for Year 1 continued

<i>Administration Year 1</i>	<i>Remarks</i>	<i>Total</i>
REC COUNTRY OFFICE TURKEY — DIRECT COSTS		
Equipment	Seven workstations, printers, copy machine, phone system, fax	46,000
Office costs	Lump sum	17,000
Travel	Lump sum	35,000
Miscellaneous	Lump sum	4,500
Subtotal Country Office direct costs		102,500
REC FIELD OFFICES TURKEY		
Subtotal field offices	Not operational in Year 1	0
SUBTOTAL ADMINISTRATION YEAR 1		292,428

TABLE 18

Programmes budget for Year 1

<i>Programmes Year 1</i>	<i>Remarks</i>	<i>Total</i>
PROGRAMMES RELATED STAFF COSTS		
REC Head Office		
COSD project manager	Programme costs	36,960
Project and support staff	Programme costs	11,872
Subtotal Head Office		48,832
REC Country Office Turkey		
Country Office representative/director	Programme costs	18,000
Financial manager	Programme costs	11,400
Capacity building manager	Programme costs	15,960
Information project manager	Programme costs	15,960
Grants project manager	Programme costs	15,960
Grants project assistant	Programme costs	0
Office manager	Programme costs	4,320
Administrator	Programme costs	0
Support staff	Programme costs	0
Subtotal Country Office		81,600
SUBTOTAL PROGRAMMES RELATED STAFF COSTS		130,432
CAPACITY BUILDING PROGRAMMES		
Training and Education Services		
Building civil society		21,000
Public participation		36,000
EU accession		67,000
Organisational management		15,000
Subtotal training and education services		139,000
Consultant and advisory		
Public participation		10,500
EU accession		29,000
Subtotal consultant and advisory services		39,500
SUBTOTAL CAPACITY BUILDING PROGRAMMES		178,500
INFORMATION PROGRAMMES		
Environmental information exchange		
Information centre		20,000
Library		14,000
Database		8,000
Web site		10,000
Q&A services		2,000
Subtotal environmental information exchange services		54,000

TABLE 18 continued

Programmes budget for Year 1 continued

<i>Programmes Year 1</i>	<i>Remarks</i>	<i>Total</i>
Publications		
The Bulletin		9,000
Translations		38,000
Directories and reports		28,000
Subtotal publications		75,000
SUBTOTAL INFORMATION PROGRAMMES		129,000
GRANTS PROGRAMMES		
Small grants		
Start-up and institutional development		30,000
Projects and events		50,000
Subtotal small grants		80,000
National grants		
Projects		50,000
Campaigns and public awareness		50,000
Subtotal national grants		100,000
Earmarked grants		0
SUBTOTAL GRANTS PROGRAMMES		180,000
Subtotal programmes		617,932
Subtotal administration		292,428
Subtotal programmes		617,932
Contingency (15%)		136,554
TOTAL YEAR 1		1,046,914

TABLE 19

Administrative budget for Year 2

<i>Administration Year 2</i>	<i>Remarks</i>	<i>Total</i>
REC HEAD OFFICE — STAFF		
COSD project manager	Administrative costs	15,840
Project and support staff	Administrative costs	5,088
Subtotal Head Office staff		20,928
REC HEAD OFFICE — DIRECT COSTS		
Printing and reproduction	Lump sum	500
Postage	Lump sum	200
Telecommunication	Lump sum	1,200
Travel	Lump sum	10,100
Miscellaneous	Lump sum	500
Subtotal Head Office direct costs		12,500
REC COUNTRY OFFICE TURKEY — STAFF		
Country Office representative/director	Administrative costs	18,600
Financial manager	Administrative costs	12,000
Capacity building manager	Administrative costs	7,200
Information project manager	Administrative costs	7,200
Grants project manager	Administrative costs	7,200
Grants project assistant	Administrative costs	6,000
Office manager	Administrative costs	10,920
Administrator	Administrative costs	22,800
Support staff	Administrative costs	15,600
Subtotal Country Office staff		107,520
REC COUNTRY OFFICE TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements	Lump sum	2,500
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	14,000
Vehicles maintenance	Lump sum	7,000
Subtotal Country Office facilities and maintenance		23,500
REC COUNTRY OFFICE TURKEY — DIRECT COSTS		
Equipment	Two workstations, furniture	5,500
Office costs	Lump sum	14,000
Travel	Lump sum	28,000
Miscellaneous	Lump sum	4,500
Subtotal Country Office direct costs		52,000

TABLE 19 continued

Administrative budget for Year 2

<i>Administration Year 2</i>	<i>Remarks</i>	<i>Total</i>
REC FIELD OFFICES TURKEY — STAFF		
Field office manager (starting October, Year 2)	Administrative costs	10,500
Project manager	Starts from Year 3	0
Administrative and financial assistant	Starts from Year 3	0
Subtotal field offices staff		10,500
REC FIELD OFFICES TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements (three offices)	Lump sum	8,500
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	4,500
Subtotal field offices facilities and maintenance		13,000
REC FIELD OFFICES TURKEY — DIRECT COSTS		
Equipment		16,000
Office costs	Lump sum	5,500
Travel	Lump sum	4,000
Miscellaneous	Lump sum	1,200
Subtotal field offices direct costs		26,700
SUBTOTAL ADMINISTRATION		266,648

TABLE 20

Programme budget for Year 2

<i>Programmes Year 2</i>	<i>Remarks</i>	<i>Total</i>
PROGRAMMES RELATED STAFF COSTS		
REC Head Office		
COSD project manager	Programme costs	36,960
Project and support staff	Programme costs	11,872
Subtotal Head Office		48,832
REC Country Office		
Country Office representative/director	Programme costs	18,600
Financial manager	Programme costs	12,000
Capacity building manager	Programme costs	16,800
Information project manager	Programme costs	16,800
Grants project manager	Programme costs	16,800
Grants project assistant	Programme costs	6,000
Office manager	Programme costs	4,680
Administrator	Programme costs	0
Support staff	Programme costs	0
Subtotal Country Office		91,680
REC field offices		
Field office manager (starting October, Year 2)	Programme costs	4,500
Project manager	To be hired in Year 3	0
Administrative and financial assistant	To be hired in Year 3	0
Subtotal field offices		4,500
SUBTOTAL PROGRAMMES RELATED STAFF COSTS		145,012
CAPACITY BUILDING PROGRAMMES		
Training and education services		
Building civil society		21,000
Public participation		56,000
EU accession		67,000
Organisational management		15,000
Training of trainers		10,000
Subtotal training and education services		169,000
Consultant and advisory		
Public participation		10,500
EU accession		8,000
Need assessments		24,500
Subtotal consultant and advisory services		43,000
SUBTOTAL CAPACITY BUILDING PROGRAMMES		212,000

TABLE 20 continued

Programme budget for Year 2 continued

<i>Programmes Year 2</i>	<i>Remarks</i>	<i>Total</i>
INFORMATION PROGRAMMES		
Environmental information exchange		
Information centre		14,000
Library		7,000
Database		4,000
Web site		5,500
Q&A services		5,000
Subtotal environmental information exchange services		35,500
Publications		
The Bulletin		11,000
Translations		22,000
Directories and reports		32,000
Subtotal publications		65,000
SUBTOTAL INFORMATION PROGRAMMES		100,500
GRANTS PROGRAMMES		
Small grants		
Start-up and institutional development		80,000
Projects and events		70,000
Subtotal small grants		150,000
National Grants		
Projects		40,000
Campaigns and public awareness		60,000
Subtotal national grants		100,000
Earmarked grants		
EU accession		100,000
Public participation		60,000
Subtotal earmarked grants		160,000
SUBTOTAL GRANTS PROGRAMMES		410,000
SUBTOTAL PROGRAMMES		867,512
Subtotal administration		266,648
Subtotal programmes		867,512
Contingency (15%)		170,124
TOTAL YEAR 2		1,304,284

TABLE 21

Administrative budget for Year 3

<i>Administration Year 3</i>	<i>Remarks</i>	<i>Total</i>
REC HEAD OFFICE — STAFF		
COSD project manager	Administrative costs	6,105
Project and support staff	Administrative costs	4,200
Subtotal Head Office staff		10,305
REC HEAD OFFICE — DIRECT COSTS		
Printing and reproduction	Lump sum	500
Postage	Lump sum	200
Telecommunication	Lump sum	1,200
Travel	Lump sum	10,100
Miscellaneous	Lump sum	500
Subtotal Head Office direct costs		12,500
REC COUNTRY OFFICE TURKEY — STAFF		
Country Office representative/director	Administrative costs	19,200
Financial manager	Administrative costs	12,600
Capacity building manager	Administrative costs	7,560
Information project manager	Administrative costs	7,560
Grants project manager	Administrative costs	7,560
Grants project assistant	Administrative costs	7,800
Office manager	Administrative costs	11,760
Administrator	Administrative costs	24,000
Support staff	Administrative costs	16,800
Subtotal Country Office staff		114,840
REC COUNTRY OFFICE TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements	Lump sum	5,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	19,000
Vehicles maintenance	Lump sum	10,000
Subtotal Country Office facilities and maintenance		34,000
REC COUNTRY OFFICE TURKEY — DIRECT COSTS		
Equipment	two workstations, furniture	5,500
Office costs	Lump sum	14,000
Travel	Lump sum	28,000
Miscellaneous	Lump sum	4,500
Subtotal Country Office direct costs		52,000

TABLE 21 continued

Administrative budget for Year 3 continued

<i>Administration Year 3</i>	<i>Remarks</i>	<i>Total</i>
REC FIELD OFFICES TURKEY — STAFF		
Field office manager	Administrative costs	9,720
Project manager	Administrative costs	6,480
Administrative and financial assistant	Administrative costs	3,240
Subtotal field offices staff		19,440
REC FIELD OFFICES TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements (three offices)	Lump sum	3,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	6,000
Subtotal field offices facilities and maintenance		9,000
REC FIELD OFFICES TURKEY — DIRECT COSTS		
Equipment		9,000
Office costs	Lump sum	14,000
Travel	Lump sum	12,000
Miscellaneous	Lump sum	3,000
Subtotal field offices direct costs		38,000
SUBTOTAL ADMINISTRATION		290,085

TABLE 22

Programmes budget for Year 3

<i>Programmes Year 3</i>	<i>Remarks</i>	<i>Total</i>
PROGRAMMES RELATED STAFF COSTS		
REC Head Office		
COSD project manager	Programme costs	14,245
Project and support staff	Programme costs	9,800
Subtotal Head Office		24,045
REC Country Office Turkey		
Country Office representative/director	Programme costs	19,200
Financial manager	Programme costs	12,600
Capacity building manager	Programme costs	17,640
Information project manager	Programme costs	17,640
Grants project manager	Programme costs	17,640
Grants project assistant	Programme costs	7,800
Office manager	Programme costs	5,040
Administrator	Programme costs	0
Support staff	Programme costs	0
Subtotal Country Office		97,560
REC field offices Turkey (3 offices)		
Field office manager	Programme costs	22,680
Project manager	Programme costs	15,120
Administrative and financial assistant	Programme costs	7,560
Subtotal field offices		45,360
SUBTOTAL PROGRAMMES RELATED STAFF COSTS		166,965
CAPACITY BUILDING PROGRAMMES		
Training and education services		
Building civil society		18,000
Public participation		56,000
EU accession		78,000
Organisational management		10,000
Subtotal training and education services		162,000
Consultant and advisory		
Public participation		15,500
EU accession		22,000
Need assessments		34,500
Subtotal consultant and advisory services		72,000
SUBTOTAL CAPACITY BUILDING PROGRAMMES		234,000

TABLE 22 continued

Programmes budget for Year 3 continued

<i>Programmes Year 3</i>	<i>Remarks</i>	<i>Total</i>
INFORMATION PROGRAMMES		
Environmental information exchange		
Information centre		14,000
Library		7,000
Database maintenance		4,000
Website maintenance		5,500
Q&A services		5,000
Subtotal environmental information exchange services		35,500
Publications		
The Bulletin		11,000
Translations		8,000
Directories and reports		16,000
Subtotal publications		35,000
SUBTOTAL INFORMATION PROGRAMMES		70,500
GRANTS PROGRAMME		
Small grants		
Start-up and institutional development		45,000
Projects and events		45,000
Public awareness		60,000
Subtotal small grants		150,000
National grants		
Provincial grants		50,000
Projects		40,000
Campaigns and public awareness		60,000
Subtotal national grants		150,000
Earmarked grants		
EU accession		120,000
Public participation		50,000
Special grants		80,000
Subtotal earmarked grants		250,000
SUBTOTAL GRANTS PROGRAMMES		550,000
SUBTOTAL PROGRAMMES		1,021,465
Subtotal administration		290,085
Subtotal programmes		1,021,465
Contingency (15%)		196,733
TOTAL YEAR 3		1,508,283

TABLE 23

Administrative budget for Year 4

<i>Administration Year 4</i>	<i>Remarks</i>	<i>Total</i>
REC HEAD OFFICE — STAFF		
COSD project manager	Administrative costs	6,105
Project and support staff	Administrative costs	4,200
Subtotal Head Office staff		10,305
REC HEAD OFFICE — DIRECT COSTS		
Printing and reproduction	Lump sum	500
Postage	Lump sum	200
Telecommunication	Lump sum	1,200
Travel	Lump sum	10,100
Miscellaneous	Lump sum	500
Subtotal Head Office direct costs		12,500
REC COUNTRY OFFICE TURKEY — STAFF		
Country Office representative/director	Administrative costs	19,200
Financial manager	Administrative costs	12,600
Capacity building manager	Administrative costs	7,560
Information project manager	Administrative costs	7,560
Grants project manager	Administrative costs	7,560
Grants project assistant	Administrative costs	7,800
Office manager	Administrative costs	11,760
Administrator	Administrative costs	24,000
Support staff	Administrative costs	16,800
Subtotal		114,840
Salary adjustments		21,240
SUBTOTAL COUNTRY OFFICE STAFF		136,080
REC COUNTRY OFFICE TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements	Lump sum	5,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	19,000
Vehicles maintenance	Lump sum	10,000
Subtotal Country Office facilities and maintenance		34,000
REC COUNTRY OFFICE TURKEY — DIRECT COSTS		
Office costs	Lump sum	14,000
Travel	Lump sum	28,000
Miscellaneous	Lump sum	4,500
Subtotal Country Office direct costs		46,500

TABLE 23 continued

Administrative budget for Year 4 continued

<i>Administration Year 4</i>	<i>Remarks</i>	<i>Total</i>
REC FIELD OFFICES TURKEY — STAFF		
Field Office manager	Administrative costs	9,720
Project manager	Administrative costs	6,480
Administrative and financial assistant	Administrative costs	3,240
Subtotal		19,440
Salary adjustments		6,600
SUBTOTAL FIELD OFFICES STAFF		26,040
REC FIELD OFFICES TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements (three offices)	Lump sum	3,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	6,000
Subtotal field offices facilities and maintenance		9,000
REC FIELD OFFICES TURKEY — DIRECT COSTS		
Equipment		9,000
Office costs	Lump sum	14,000
Travel	Lump sum	12,000
Miscellaneous	Lump sum	3,000
Subtotal field offices direct costs		38,000
SUBTOTAL ADMINISTRATION		312,425

TABLE 24

Programme budget for Year 4

<i>Programmes Year 4</i>	<i>Remarks</i>	<i>Total</i>
PROGRAMMES RELATED STAFF COSTS		
REC Head Office		
COSD project manager	Programme Costs	14,245
Project and support staff	Programme Costs	9,800
Subtotal Head Office		24,045
REC Country Office Turkey		
Country Office representative/director	Programme Costs	19,200
Financial manager	Programme Costs	12,600
Capacity building manager	Programme Costs	17,640
Information project manager	Programme Costs	17,640
Grants project manager	Programme Costs	17,640
Grants project assistant	Programme Costs	7,800
Office manager	Programme Costs	5,040
Administrator	Programme Costs	0
Support staff	Programme Costs	0
Subtotal Country Office		97,560
REC field offices Turkey (3 offices)		
Field Office manager	Programme Costs	22,680
Project manager	Programme Costs	15,120
Administrative and financial assistant	Programme Costs	7,560
Subtotal field offices		45,360
SUBTOTAL PROGRAMMES RELATED STAFF COSTS		166,965
CAPACITY BUILDING PROGRAMMES		
Training and education services		
Building civil society		18,000
Public participation		56,000
EU accession		78,000
Organisational management		10,000
Subtotal training and education services		162,000
Consultant and advisory		
Public participation		9,000
EU accession		16,000
Need assessments		34,500
Subtotal consultant and advisory services		59,500
SUBTOTAL CAPACITY BUILDING PROGRAMMES		221,500

TABLE 24 continued

Programme budget for Year 4 continued

INFORMATION PROGRAMMES

Environmental information exchange

Information centre	14,000
Library	7,000
Database maintenance	4,000
Website maintenance	5,500
Q&A services	5,000
Subtotal environmental information exchange services	35,500
Publications	
The Bulletin	11,000
Translations	8,000
Directories and reports	16,000
Subtotal publications	35,000
SUBTOTAL INFORMATION PROGRAMMES	70,500

GRANTS PROGRAMME

Small grants

Start-up and institutional development	45,000
Projects and events	45,000
Public awareness	60,000
Subtotal small grants	150,000
National grants	
Provincial grants	100,000
Projects	40,000
Campaigns and public awareness	60,000
Subtotal national grants	200,000
Earmarked grants	
EU accession	120,000
Public participation	50,000
Special grants	80,000
Subtotal earmarked grants	250,000
SUBTOTAL GRANTS PROGRAMMES	600,000
SUBTOTAL PROGRAMMES	1,058,965

Subtotal administration	312,425
Subtotal programmes	1,058,965
Contingency (15%)	205,709
TOTAL YEAR 4	1,577,099

TABLE 25

Administrative budget for Year 5

<i>Administration Year 5</i>	<i>Remarks</i>	<i>Total</i>
REC HEAD OFFICE — STAFF		
COSD project manager	Administrative Costs	6,105
Project and support staff	Administrative Costs	4,200
Subtotal Head Office staff		10,305
REC HEAD OFFICE — DIRECT COSTS		
Printing and reproduction	Lump sum	500
Postage	Lump sum	200
Telecommunication	Lump sum	1,200
Travel	Lump sum	10,100
Miscellaneous	Lump sum	500
Subtotal Head Office direct costs		12,500
REC COUNTRY OFFICE TURKEY — STAFF		
Country Office representative/director	Administrative Costs	19,200
Financial manager	Administrative Costs	12,600
Capacity building manager	Administrative Costs	7,560
Information project manager	Administrative Costs	7,560
Grants project manager	Administrative Costs	7,560
Grants project assistant	Administrative Costs	7,800
Office manager	Administrative Costs	11,760
Administrator	Administrative Costs	24,000
Support staff	Administrative Costs	16,800
Subtotal Country Office		114,840
Salary adjustments		45,000
Subtotal Country Office staff		159,840
REC COUNTRY OFFICE TURKEY — FACILITIES AND MAINTENANCE		
Renovation and office improvements	Lump sum	7,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	19,000
Vehicles maintenance	Lump sum	14,000
Subtotal Country Office facilities and maintenance		40,000
REC COUNTRY OFFICE TURKEY — DIRECT COSTS		
Office costs	Lump sum	14,000
Travel	Lump sum	28,000
Miscellaneous	Lump sum	4,500
Subtotal Country Office direct costs		46,500

TABLE 25 continued

Administrative budget for Year 5 continued

REC FIELD OFFICES TURKEY — STAFF

Field Office manager	Administrative Costs	9,720
Project manager	Administrative Costs	6,480
Administrative and financial assistant	Administrative Costs	3,240
Subtotal field offices		19,440
Salary adjustments		12,000
Subtotal field offices staff		31,440

REC FIELD OFFICES TURKEY — FACILITIES AND MAINTENANCE

Renovation and office improvements (three offices)	Lump sum	3,000
Rental	In-kind contribution from Turkey	0
Utilities	Lump sum	6,000
Subtotal field offices facilities and maintenance		9,000

REC FIELD OFFICES TURKEY — DIRECT COSTS

Equipment		3,000
Office costs	Lump sum	14,000
Travel	Lump sum	12,000
Miscellaneous	Lump sum	3,000
Subtotal field offices direct costs		32,000
SUBTOTAL ADMINISTRATION		341,585

TABLE 26

Programmes budget for Year 5

<i>Programmes Year 5</i>	<i>Remarks</i>	<i>Total</i>
PROGRAMMES RELATED STAFF COSTS		
REC Head Office		
COSD project manager	Programme Costs	14,245
Project and support staff	Programme Costs	9,800
Subtotal Head Office		24,045
REC Country Office Turkey		
Country Office representative/director	Programme Costs	19,200
Financial manager	Programme Costs	12,600
Capacity building manager	Programme Costs	17,640
Information project manager	Programme Costs	17,640
Grants project manager	Programme Costs	17,640
Grants project assistant	Programme Costs	7,800
Office manager	Programme Costs	5,040
Administrator	Programme Costs	0
Support staff	Programme Costs	0
Subtotal Country Office		97,560
REC field offices Turkey (three offices)		
Field office manager	Programme Costs	22,680
Project manager	Programme Costs	15,120
Administrative and financial assistant	Programme Costs	7,560
Subtotal field offices		45,360
SUBTOTAL PROGRAMMES RELATED STAFF COSTS		166,965
CAPACITY BUILDING PROGRAMMES		
Training and education services		
Building civil society		25,000
Public participation		55,000
EU accession		74,000
Organisational management		14,000
Subtotal training and education services		168,000
Consultant and advisory		
Public participation		9,000
EU accession		16,000
Need assessments		34,500
Subtotal consultant and advisory services		59,500
SUBTOTAL CAPACITY BUILDING PROGRAMMES		227,500

TABLE 26 continued

Programmes budget for Year 5 continued

<i>Programmes Year 5</i>	<i>Remarks</i>	<i>Total</i>
INFORMATION PROGRAMMES		
Environmental information exchange		
Information centre		18,000
Library		5,000
Database maintenance		8,000
Web site maintenance		6,500
Q&A services		4,500
Subtotal environmental information exchange services		42,000
Publications		
The Bulletin		11,000
Translations		8,000
Directories and reports		16,000
Subtotal publications		35,000
SUBTOTAL INFORMATION PROGRAMMES		77,000
GRANTS PROGRAMME		
Small grants		
Start-up and institutional development		45,000
Projects and events		45,000
Public awareness		60,000
Subtotal small grants		150,000
National grants		
Provincial grants		100,000
Projects		40,000
Campaigns and public awareness		60,000
Subtotal national grants		200,000
Earmarked grants		
EU accession		120,000
Public participation		50,000
Special grants		80,000
Subtotal earmarked grants		250,000
SUBTOTAL GRANTS PROGRAMMES		600,000
SUBTOTAL PROGRAMMES		1,071,465
Subtotal administration		341,585
Subtotal programmes		1,071,465
Contingency (15%)		211,958
TOTAL YEAR 5		1,625,008

TABLE 27

Summary of total costs by phase

REC Extension to Turkey — summary costs	START-UP PHASE		IMPLEMENTATION PHASE			TOTAL (EUR)	%
	YEAR 1 (EUR)	YEAR 2 (EUR)	YEAR 3 (EUR)	YEAR 4 (EUR)	YEAR 5 (EUR)		
ADMINISTRATION							
REC Head Office							
Staff	20,928	20,928	10,305	10,305	10,305	72,771	1.0
Direct costs	17,500	12,500	12,500	12,500	12,500	67,500	1.0
REC Country Office Turkey							
Staff	96,000	107,520	114,840	136,080	159,840	614,280	8.7
Facilities and maintenance	55,500	23,500	34,000	34,000	40,000	187,000	2.6
Direct costs (including equipment)	102,500	52,000	52,000	46,500	46,500	299,500	4.2
REC field offices Turkey (3 offices)							
Staff	0	10,500	19,440	26,040	31,440	87,420	1.2
Facilities and operation/maintenance	0	13,000	9,000	9,000	9,000	40,000	0.6
Direct costs	0	26,700	38,000	38,000	32,000	134,700	1.9
Sub-total: administration	292,428	266,648	290,085	312,425	341,585	1,503,171	21.3
PROGRAMMES							
Programmes related staff costs							
REC Head Office	48,832	48,832	24,045	24,045	24,045	169,799	2.4
REC Country Office Turkey	81,600	91,680	97,560	97,560	97,560	465,960	6.6
REC field offices Turkey (three offices)	0	4,500	45,360	45,360	45,360	140,580	2.0
Capacity building programmes							
Training and education	139,000	169,000	162,000	162,000	168,000	800,000	11.3
Consultant and advisory	39,500	43,000	72,000	59,500	59,500	273,500	3.9
Information programmes							
Environmental information exchange	54,000	35,500	35,500	35,500	42,000	202,500	2.9
Publications	75,000	65,000	35,000	35,000	35,000	245,000	3.5
Grants programmes							
Small grants	80,000	150,000	150,000	150,000	150,000	680,000	9.6
National grants	100,000	100,000	150,000	200,000	200,000	750,000	10.6
Earmarked grants	0	160,000	250,000	250,000	250,000	910,000	12.9
Sub-total: programmes	617,932	867,512	1,021,465	1,058,965	1,071,465	4,637,339	65.7
Contingencies (15% of administrative and programme costs)	136,554	170,124	196,733	205,709	211,958	921,077	13.0
TOTAL COSTS	1,046,914	1,304,284	1,508,283	1,577,099	1,625,008	7,061,587	100.0

Endnotes

- 1** *Turkey's Environment: A Review and Evaluation of Turkey's Environment and its Stakeholders* is available upon request from the REC.
- 2** Republic of Turkey Prime Ministry State Planning Organisation, National Environmental Action Plan, 1998.
- 3** Government Decree no. 443/1991.
- 4** Republic of Turkey Prime Ministry State Planning Organisation, National Environmental Action Plan, 1998.
- 5** As of 2001
- 6** Republic of Turkey Prime Ministry State Planning Organisation, National Environmental Action Plan, 1998.
- 7** See Chapter 8 for details on implementation strategy, programmes and services for central governmental institutions.
- 8** *InterMedia, Executive's Handbook Turkey 2001*.
- 9** Republic of Turkey Prime Ministry State Planning Organisation, National Environmental Action Plan, 1998.
- 10** Ibid.
- 11** See the chapter "Implementation Strategy" for details.
- 12** UNDP consultants, Feasibility Study for Establishing the Regional Environmental Center for REC Central Asia and the Caucasus (RECCAC). Ankara: 1997.
- 13** *The NGOs Guide*, published by the History Foundation (1996), listed 120 environmental organisations. A more recent study at regional level, NGOs in Izmir: From Evolution to Problems, determined the existence of 174 environmental NGOs and action groups in the Izmir area alone.
- 14** Conference on Financial Policies to Promote SMEs, SECI (Southeast European Cooperation Initiative) Project Group Meeting, April 24, 1997. Revised in August 1997 by Mehmet Atilla Sogut/KOSGEB- Ankara.
- 15** European Commission, 2001 Regular Report on Turkey's Progress Toward Accession, Brussels.
- 16** See Annex 2 for the full list of universities with environmental studies.
- 17** The Delegation of the European Commission in Ankara official Web site <www.deltur.cec.eu.int>.
- 18** World Bank Turkey official Web site <www.worldbank.org.tr>.
- 19** East Anatolia and Southeast Anatolia.
- 20** This chapter was prepared based on the legal advice prepared for the REC by Herguner, Bilgen & Ozeke — Attorney at Law, and the UNDP report Feasibility Study for Establishing the Regional Environmental Center for REC Central Asia and Caucasus — RECCAC.
- 21** See the chapter "Implementation Strategy" for details on the proposed staff of the REC Turkey.

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The World Bank Group Turkey Country Office
<www.worldbank.org.tr>.



ANNEX 1

Abbreviations

APSA	Agency for the Protection of Special Areas	KOSGEB	Small and Medium Industry Development Organisation
BSEP	Black Sea Environmental Program	LA 21	Local Agenda 21
BSSAP	Black Sea Strategic Action Plan	LAB	Local Advisory Board
CAMP	Coastal Areas Management Program	LEAP	Local Environmental Action Plan
CEKUD	Environment and Culture Agencies Cooperation Association	LEC	Local Environmental Council/Ministry of Environment
CCF	Country Cooperation Framework	MAP	Mediterranean Action Plan
CEE	Central and Eastern Europe	MEDO	Mediterranean Environment and Development Observatory
CO	Country Office	MoARA	Ministry of Agriculture and Rural Affairs
DG	Directorate General	MoE	Ministry of Environment
DHKD	Society for the Protection of Nature of Turkey	MoH	Ministry of Health
DSI	State Hydraulic Works General Directorate	MoF	Ministry of Forestry
EC	European Commission	MoFA	Ministry of Foreign Affairs
EIA	Environmental Impact Assessment	Mol	Ministry of Interior
EIB	European Investment Bank	METAP	Mediterranean Environmental Training & Action Program
ENC	Environment Council/Ministry of Environment	MoPWS	Ministry of Public Works and Settlement
EPF	Environmental Protection Foundation	NEA	Nuclear Energy Agency of Turkey
EU	European Union	NEAP	National Environmental Action Plan
FAO	Food and Agricultural Organisations	NGO	Non-governmental Organisation
FCDG	Under-secretariat of the Treasury Foreign Capital General Directorate	NIS	Newly Independent States
FFM	Fact-Finding Mission	NPAA	National Programme for the Adoption of the Acquis Communautaire
GAP	Southeast Anatolia Development Project	OECD	Organisation for Economic Cooperation and Development
GDNP	The General Directorate of National Parks, Game and Wildlife	PB	Provincial Branch
GTZ	German Development Co-operation Agency	REC	Regional Environmental Center
HCE	Higher Council for Environment/Ministry of Environment Turkey	SIS	State Institute of Statistics
HCP	Higher Council for Planning — Turkey	SFYDP	Seventh Five-Year Development Plan
IFI	International Financial Institution	SMAP	Short and Medium-Term Priority Environmental Action Program
ISDE	International Society of Doctors for the Environment	SME	Small and Medium Size Enterprise
JICA	Japan International Cooperation Agency		

SPO	State Planning Organisation	TL	Turkish Lira
STRIT	Scientific and Technical Research Institute of Turkey	TURMEPA	Turkish Marine Environment Protection Association
TCV	Environment Foundation of Turkey	UNDP	United Nations Development Programme
TDA	Trans-boundary Diagnostic Analysis	UNEP	United Nations Environment Program
TEMA	Turkish Foundation for Combating Soil Erosion for Reforestation and Protection of Natural Habitats	UNIDO	United Nations Industrial Development Organisation
TGNA	Turkish Grand National Assembly	WB	World Bank
TIS	Turkish Institute of Standards	WHO	World Health Organisation
		WWF	World Wildlife Fund

ANNEX 2

Academic and Research Institutions on Environmental Issues in Turkey

Aegean University, Environmental Sciences Research and Application Centre

Anadolu University, Environmental Sciences Research and Development Centre

Bosphorus University, Institute of Environmental Sciences

Celal Bayar University, Environmental Sciences Research Centre

Cumhuriyet University, Environmental Sciences Research Centre

Dicle University, Environmental Sciences Research Centre

Dokuz Eylul University, Institute of Marine Sciences and Technology

Dumlupinar University, Environment Sciences Research and Development Centre

Hacettepe University, Environmental Research and Application Centre

Istanbul Technical University, Energy Sciences and Technology Research & Development Centre

Istanbul Technical University, Environment and Urbanisation Research Centre

Marmara University, Environmental Sciences Research and Application Centre

Marmara University, Nature Plants and Water Products Research and Development Centre

Middle East Technical University, Environmental Research Centre

Selcuk University, Environmental Sciences Research and Application Centre

Trakya University, Environmental Sciences Research and Application Centre

Tubitak, Marmara Research Centre, Environmental and Energy Technologies Research Centre

Uludag University, Environmental Research and Application Centre

University of Mediterranean, Biological Variety Research, Development and Application Centre

University of Ondokuz Mayıs, Environment Sciences Research and Development Centre

ANNEX 3

Selected REC Services Currently Available for CEE Constituent Countries

PROGRAMME AREAS				
<i>Business and Environment</i>	<i>Capacity Building</i>	<i>Climate Change</i>	<i>Environmental Law</i>	<i>Environmental Policy</i>
Aarhus Business & Environment Initiatives	Capacity Building for Young Environmentalists	Capacity Building Needs for Economies in Transition (EiTs)	Joint Environmental Law Service (JELS) (with UNEP, IUCN)	Economic Instruments
Cleaner Production Programmes	Advanced Training for Environmental NGOs	Financing Opportunities for Climate Protection	Assistance in Drafting National Environmental Legislation	Environmental Concerns into Transport and Rural Policies
Environmental Technology Market	Sustainable Financing	CEE Experiences with Activities Implemented Jointly (AIJs)	Environmental Advocacy Centres	EU Accession Compliance at Governmental Level
Sustainability Award for Businesses	Environmental Education in Schools	Reporting and Monitoring Green House Gases (GHGs) Emissions	Multilateral Environmental Agreements (MEAs)	Environmental Impact Assessment and Strategic Environmental Assessment
Developing Business Capacity for Climate Change	Capacity Building for Small and Medium Enterprises		Compliance and Enforcement	Environmental Investment Strategies at Governmental Level
Eco-efficiency	Internship Programmes		Civil Liability for Environmentally-related Harm	Biodiversity and Nature Conservation

PROGRAMME AREAS			
<i>Information</i>	<i>Local Initiatives</i>	<i>NGOs Support</i>	<i>Public Participation</i>
Public and Media Relations	Local Environmental Action Plans (LEAPs)	Local Grants Programme	Supporting and Facilitating the Implementation of the Aarhus Convention (AC)
Support the Implementation of Aarhus Convention – Access to Information	EU Compliance Programmes	National Grants Programme	New AC Initiatives on Pollutant Release and Transfer Registers (PRTR), GMOs, Access to Justice
Consultation on Campaign Strategies	EU Accession at Local Level Programmes	Regional Cooperative Grants Programme	Protocol on Strategic Environmental Assessment with Public Participation
Library and Information Centre	Assistance for Investment Programme at Local Level	NGO Networking and Regional Cooperation	Training and Capacity Building on Good Practices for Public Participation and AC Implementation
Publications and Directories	Training and Capacity Building for Local Authorities	Needs and Trends Assessments for NGOs	Legal/policy advice on Aarhus Convention Implementation Public Participation for Government Officials and NGOs
Client-based Information Research, Technologies Surveys and State of Environment Reports		Viable NGO Development and Sustainable Financing	Assistance in Developing National PRTRs

*Services highlighted are offered in Turkey by other support organisations

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