THE ROLES OF NATIONAL MUNICIPAL ASSOCIATIONS ON RESOURCE ACQUISITION OF MUNICIPALITIES: A CASE STUDY OF TURKEY

A THESIS SUBMITTED TO
THE GRADUATE SCHOOL OF SOCIAL SCIENCES
OF
MIDDLE EAST TECHNICAL UNIVERSITY

BY

ALİ ESENER ESENBOĞA

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR
THE DEGREE OF MASTER OF SCIENCE
IN
THE DEPARTMENT OF URBAN POLICY PLANNING AND LOCAL GOVERNMENTS

JULY 2022

Approval of the thesis:

THE ROLES OF NATIONAL MUNICIPAL ASSOCIATIONS ON RESOURCE ACQUISITION OF MUNICIPALITIES: A CASE STUDY OF TURKEY

submitted by **ALİ ESENER ESENBOĞA** in partial fulfillment of the requirements for the degree of **Master of Science in Urban Policy Planning and Local Governments, the Graduate School of Social Sciences of Middle East Technical University** by,

Prof. Dr. Yaşar KONDAKÇI
Dean
Graduate School of Social Sciences _____

Prof. Dr. E. Atilla AYTEKİN
Head of Department
Department of Urban Policy Planning and Local Governments _____

Prof. Dr. H. Tarık ŞENGÜL
Supervisor
Department of Political Science and Public Administration _____

Examining Committee Members:

Assoc. Prof. Dr. Mustafa Kemal BAYIRBAĞ (Head of the Examining Committee)
Middle East Technical University
Department of Political Science and Public Administration _____

Prof. Dr. H. Tarık ŞENGÜL (Supervisor)
Middle East Technical University
Department of Political Science and Public Administration _____

Assoc. Prof. Dr. Ayşe Çolpan YALDIZ
Ankara Yıldırım Beyazıt University
Department of Political Science and Public Administration _____

I hereby declare that all information in this document has been obtained and presented in accordance with academic rules and ethical conduct. I also declare that, as required by these rules and conduct, I have fully cited and referenced all material and results that are not original to this work.

Name, Last name: ALİ ESENER ESENBOĞA

Signature :

ABSTRACT

THE ROLES OF NATIONAL MUNICIPAL ASSOCIATIONS ON RESOURCE ACQUISITION OF MUNICIPALITIES: A CASE STUDY OF TURKEY

ESENBOĞA, Ali Esener

MSc., Department of Urban Policy Planning and Local Governments

Supervisor: Prof. Dr. H. Tarık ŞENGÜL

July 2022, 186 pages

Globalization, neoliberal policies, and the spread of decentralization have expanded local governments' tasks and responsibilities, and local governments have gradually become more significant and effective. Therefore, local governments have sought external resources for financial and technical assistance to fulfil their expanding responsibilities and enhance their capacities. Moreover, accessing, obtaining, and efficiently utilizing the resources available in competitive conditions poses a particular challenge for local governments. Most studies dealing with resource acquisition by local governments have focused on the institutional capacities of local governments. From a Bourdiean point of view, local governments' “social capital” and their impact on municipalities have been ignored. This thesis examines the role of the Union of Municipalities of Turkey (UMT), in the field of resource acquisition and its impact on municipalities.

The study includes a literature review, grant database, and internet research. In this scope, the performance of municipalities and UMT in the European Union (EU) funded grant and technical assistance programmes have been analysed. It was discovered that many municipalities are unable to benefit sufficiently from these supports due to weak institutional capacity, and resources have been unequally distributed. It has been found that UMT has been more involved in grants, funds, and technical assistance programs since it focuses on project activities in EU programs and building capacity in this field. Consequently, the development and active

engagement of UMT in this field have a profound potential to influence the ability of the municipalities to acquire external resources and improve their skills.

Keywords: Local Government Associations, National Association of Municipalities, Absorption Capacity, Union of Municipalities of Turkey

ÖZ

ULUSAL BELEDİYE BİRLİKLERİNİN BELEDİYELERİN KAYNAK EDİNİMİ ÜZERİNDEKİ ROLÜ: TÜRKİYE ÖRNEĞİ

ESENBOĞA, Ali Esener

Yüksek Lisans, Kentsel Politika Planlaması ve Yerel Yönetimler Bölümü

Tez Yöneticisi: Prof. Dr. H. Tarık ŞENGÜL

Temmuz 2022, 186 sayfa

Küreselleşme ile birlikte, neoliberal politikalar ve adem-i merkeziyetçiliğin yaygınlaşması, yerel yönetimlerin görev ve sorumluluklarını artırmış, yerel yönetimler her geçen gün daha önemli ve etkin aktörler haline gelmiştir. Bu nedenle, yerel yönetimler artan sorumluluklarını karşılayabilmek ve kapasitelerini geliştirmek için mali ve teknik destek alabilecekleri dış kaynak arayışına yönelmiştir. Rekabetçi şartlar altında sunulan kaynaklara erişmek, edinmek ve verimli şekilde kullanabilmek de yerel yönetimler için ayrı bir zorluk oluşturmuştur. Yerel yönetimlerin kaynak edinimini ele alan çoğu çalışma, yerel yönetimlerin kurumsal kapasitelerine odaklanmıştır. Bourdieucu bir bakış açısı ile söylemek gerekirse, yerel yönetimlerin "sosyal sermayeleri" ve onların belediyeler üzerindeki etkisi göz ardı edilmiştir. Bu tez, Türk belediyelerini ulusal ölçekte temsil eden tek belediye birliği olan Türkiye Belediyeler Birliği'nin (TBB), kaynak edinimi alanındaki rolünü ve belediyeler üzerindeki etkisini incelemektedir. Çalışma, literatür taraması, hibe veri tabanı ve internet araştırması çerçevesinde yürütülmüştür. Bu kapsamda Avrupa Birliği (AB) destekli hibe ve teknik yardım programlarında belediyelerin ve TBB'nin performansı analiz edilmiştir. Çalışma sonucunda, birçok belediyenin yetersiz kurumsal kapasite nedeniyle, bu desteklerden yeterince faydalanamadığı ve kaynakların eşitsiz dağıldığı görülmüştür. TBB'nin, AB programlarına ve proje faaliyetlerine odaklanması ve bu alanda kapasitesini geliştirmesi ile hibe, fon ve teknik destek programlarında daha çok yer aldığı ve etkinliğinin arttığı gözlemlenmiştir. Sonuç olarak, TBB'nin bu alanda gelişmesi ve etkin rol alması, belediyelerin dış kaynaklardan daha fazla

faydalanmalarını ve kapasitelerini geliştirmelerini önemli ölçüde etkileme potansiyeline sahiptir.

Anahtar Sözcükler: Yerel Yönetim Birlikleri, Ulusal Belediye Birlikleri, Edinim Kapasitesi, Türkiye Belediyeler Birliği

To my dear wife Gülsün and my family

ACKNOWLEDGMENTS

I would like to express my gratitude and appreciation to my advisor, Prof. Dr. H. Tarık ŞENGÜL, for his guidance throughout the research. He has contributed to this thesis with his valuable knowledge, comments and suggestions.

I also would like to thank the members of the examining committee, Assoc. Prof. Dr. Mustafa Kemal Bayırbağ and Assoc. Prof. Dr. Ayşe Çolpan YALDIZ for their suggestions and comments.

I offer my special thanks to Dr. Ufuk POYRAZ for his consistent support, guidance, contributions and patience with my relentless questions.

I would also like to thank my dear friend İbrahim DURNA and Can Emre MEMİŞ for their support.

Above all, I want to thank my dear wife and family for their endless love, support, assistance, and patience. This thesis would not be completed without their presence.

TABLE OF CONTENTS

PLAGIARISM iii

ABSTRACT iv

ÖZ vi

DEDICATION viii

ACKNOWLEDGMENTS ix

TABLE OF CONTENTS x

LIST OF TABLES xiii

LIST OF FIGURES xv

LIST OF ABBREVIATIONS xvi

CHAPTERS

1. INTRODUCTION 1

1.1. Aim and Scope 3

1.2. Theoretical and Conceptual Framework 5

1.3. Method 12

2. NATIONAL ASSOCIATIONS OF MUNICIPALITIES (NAM) 15

2.1. Structure and Interventions of National Associations of Municipalities 15

2.2. Municipal Cooperation at Global Level 25

2.3. European Section of UCLG: Committee of European Municipalities and Regions (CEMR) 28

2.4. National Municipal Association Examples from EU 32

2.4.1. The Association of Netherlands Municipalities (VNG) 32

2.4.2. SKL/SALAR 34

2.5. Municipal Associations in Turkey 36

2.6. Union of Municipalities of Turkey (UMT) 37
3. FIELD RESEARCH AND ANALYSIS 54
3.1. Instrument for Pre-Accession Assistance (IPA) 54
3.2. Absorption Capacity 62
3.3. Analysis of Turkish Municipalities in EU Grant Programmes under IPA 67
3.4. Analysis of UMT's Absorption Capacity 100
3.5.UMT's EU Financed Projects 104
3.5.1. 2005-2018 Period 104
3.5.2. Post-2018 Period 108
3.6. Discussion 115
3.7. Conclusion 122
REFERENCES 126
APPENDICES
A. GRANT CONTRACTS SIGNED BETWEEN CFCU AND MUNICIPALITIES IN EU PROGRAMMES 136
B. NATIONAL SCALE EU-FUNDED GRANT PROGRAMMES 137
C. NUMBER OF GRANT CONTRACTS OF TURKISH MUNICIPALITIES 138
D. UMT's 2020 PROJECT PREPARING TRAINING STATISTICS 144
E. UMT's 2022 PROJECT PREPARING TRAINING STATISTICS 153
F. PARTNERSHIPS ESTABLISHED IN THE DEVELOPMENT OF COOPERATION BETWEEN MUNICIPALITIES IN TURKEY AND SPAIN PROJECT 163
G. PARTNERSHIPS ESTABLISHED IN THE LOGO-EAST PROJECT'S 164
H. PARTNERSHIPS ESTABLISHED IN TUSENET 165
I. TOWN TWINNING BETWEEN TURKEY AND EU GRANT SCHEME GRANT RECEIVED MUNICIPALITIES 166

J. PILOT MUNICIPALITIES AND THE MEMBER MAYOR OF MIGRATION PLATFORM OF RESLOG PROJECT 167

K. AWARDED MUNICIPALITIES IN SMART CITIES COMPETITION 168

L. AWARDED MUNICIPALITIES IN ZERO WASTE IDEA AND PROJECT COMPETITION 169

M. AWARDED MUNICIPALITIES IN TRANSPORTATION WITH BICYCLE PROJECT COMPETITION 170

N. AWARDED MUNICIPALITIES IN SUSTAINABLE TRANSPORTATION PROJECT COMPETITION 171

O. AWARDED MUNICIPALITIES IN ANIMAL FRIENDLY CITIES PROJECT COMPETITION 172

P. AWARDED MUNICIPALITIES IN BARRIER-FREE CITIES PROJECT COMPETITION 173

Q. TURKISH SUMMARY / TÜRKÇE ÖZET 174

R. THESIS PERMISSION FORM / TEZ İZİN FORMU 186

LIST OF TABLES

Table 1: UMT Assembly Member Distribution in 2022 41
Table 2: UMT Assembly Member Distribution in 2018 42
Table 3: Political Party Distribution of UMT Assembly Members 42
Table 4: Political Party Distribution of UMT Executive Board in 2022 43
Table 5: UMT's Expenditure and Income in 2020 45
Table 6: Relevance of NAM's Responsibilities in Resource Acquisition 52
Table 7: Indicative Allocation for the Thematic Priorities of IPA III Programming Framework 56
Table 8: Number of Turkish Municipalities 68
Table 9: Distribution of All Grant Contracts Signed between CFCU and Turkish Municipalities 69
Table 10: Grant Contract Signing Statistics of Turkish Municipalities 70
Table 11: Distribution of Grant Contracts Signed by Turkish Municipalities in National Scale Programmes 71
Table 12: Grant Acquisition Rates of Turkish Municipalities in National Scale EU Grant Programmes 72
Table 13: Grant Contracting Stats of MMs 73
Table 14: Grant Contracting Stats of MDMs 73
Table 15: Grant Contracting Stats of PMs 75
Table 16: Grant Contracting Stats of DMs 76
Table 17: Number of Municipal Departments Responsible for EU Affairs 83
Table 18: Number of Participants in UMT's Project Preparing Training in 2020 84
Table 19: Number of Participants in UMT's Project Preparing Training in 2022 85
Table 20: Comparison of Participant Numbers in UMT Project Preparing Trainings 86
Table 21: UMT's Completed Project Competitions 87
Table 22: Application Stats in Smart Cities Idea and Project Competition 88
Table 23: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Smart City Competition 89

Table 24: Application Stats of Zero Waste Idea and Project Competition 89
Table 25: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Zero Waste Idea and Project Competition..... 90
Table 26: Application Stats of Transportation with Bicycle Idea and Project Competition..... 91
Table 27: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Transportation with Bicycle Idea and Project Competition 91
Table 28: Application Stats of Sustainable Transportation Idea and Project Competition..... 92
Table 29: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Sustainable Transportation Competition..... 92
Table 30: Application Stats Animal-Friendly Cities Idea and Project Competition... 93
Table 31: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Animal-Friendly Cities Competition..... 94
Table 32: Application Stats of Barrier-Free Cities Idea and Project Competition 95
Table 33: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Barrier-Free Cities Competition..... 95
Table 34: Number of Applied Municipalities in UMT's Project Competition 97
Table 35: Awarded Municipalities in UMT's Project Competitions..... 98
Table 36: Political Party Distribution of Awarded Municipalities in UMT's Project Competitions 98
Table 37: SWOT Analysis of UMT..... 102
Table 38: Municipal Staff Participating Stats in Town Twinning – II Grant Scheme Information Meetings..... 109
Table 39: Number of Awarded Municipalities in YEVDES Project 113
Table 40: Upcoming IPA-III Projects of UMT..... 114

LIST OF FIGURES

Figure 1: Networking strategies in National Associations of Municipalities 7
Figure 2: Statutory Organs of UMT 41
Figure 3: Administrative Structure of UMT 46
Figure 4: Capacity Development Methodology of VNG 50
Figure 5: IPA-III Programming Process Cycle 60
Figure 6: Proportion of All Grant Contracts Signed with the CFCU by Municipal Type 69
Figure 7: Ratio of Grant Received Municipalities by Municipal Type 71
Figure 8: Number of Project and Finance Staff in UMT between 2018-2022 101

LIST OF ABBREVIATIONS

AF	Action Fiche
AD	Action Document
ATM	Association of Turkish Municipalism
CEMR	Committee of European Municipalities and Regions
CFCU	Central Finance and Contracting Unit
DoA	Description of Actions
DEUA	Directorate European Union Affairs of Ministry of Foreign Affairs
DM	District Municipality
IMF	International Money Fund
IPA	Instrument for Pre-Accession Assistance
IULA	The International Union of Local Authorities
JDP	Justice and Development Party
LGA	Local Government Association
LGN	Local Government Network
LRA	Local and Regional Authorities
MDM	Metropolitan District Municipality
MM	Metropolitan Municipality
MoEUCC	Ministry of Environment, Urbanization and Climate Change
MoFSS	Ministry of Family and Social Services
MoIT	Ministry of Transportation and Infrastructure
MoLS	Minister of Labour and Social Security
PM	Provincial Municipality
RPP	Republican People's Party
SALAR	Swedish Associations of Local Authorities and Regions
SIDA	Swedish International Development Agency
TGNA	Turkish Grand National Assembly
TL	Turkish Lira
ToR	Terms of References
TM	Town Municipality
UCLG	United Cities and Local Governments
UMT	Union of Municipalities of Turkey
UN	United Nations
UNFPA	United Nations Population Fund
VNG	Association of Netherlands Municipalities

CHAPTER 1

INTRODUCTION

Globalization and the prevalence of neoliberal politics, especially following the 1980s, have accelerated decentralisation, boosting local governments' responsibilities. Since then, local governments have gradually become the key actors playing critical roles in delivering public services and sustainable development. Globalisation and neoliberalism open the whole world and all opportunities as well as resources to local governments; however, these also caused rapid and uncontrolled urbanization that has made local authorities more vulnerable and dependent on external resources.

The global financial and economic crisis of neoliberalism also has provoked the challenges local authorities are encountering. One of the fundamental problems of local authorities, particularly in developing countries, is the accessibility of financial resources and municipal expenditure requirements caused mainly by rapid urbanization, which requires steadily more public services, new public infrastructure, and maintenance. Local authorities mainly depend on central government transfers within this scope due to inadequate revenues such as property taxes, income taxes, and fees. Where local authorities can generate revenue from property taxes and service fees, central governments sometimes reject or delay meaningful tax increases for fear of diminishing political support from the urban population or because local officials fear political backlash from local taxpayers. Moreover, there are vast vertical imbalances in sharing responsibilities and resources between central governments and local authorities in most countries (UNHABITAT, 2015).

In order to overcome the abovementioned challenges local authorities have been facing, they require any kind of external financial and non-financial resources, either national or international scale. Parallel to globalization and neoliberal politics, organizations such as International Money Fund (IMF) and World Bank, cooperation

and development agencies etc., were established to support the development of countries through providing financial and non-financial resources that local authorities can benefit from. Also, Şengül (1999) stated that within the New Right politics, *"the clues for the transition to a locality approach that develops projects to attract the global capital to its units have begun to emerge."*. In addition, local governments have begun to act as businesses that seek to minimize service costs and maximize outputs. To do this, they seek to acquire financial resources such as credits and funds with low costs provided by the organizations above. Therefore, it is of key importance for local governments to acquire and efficiently use additional financial resources such as grants and funds. External financing resources, which provide grants, funds, and technical support, are meaningful opportunities to help local governments develop their institutional capacities and increase the effectiveness and efficiency of their services. These programs are crucial, especially for small-scale municipalities that are not robust in financial structure, equipment and personnel opportunities.

However, donor organizations set the conditions of support according to their agendas and interests rather than local authorities' demands. Therefore, sometimes local authorities must adjust their agendas to comply with goals set by that sort of organization to obtain resources. Furthermore, local authorities must also be competitive in accessing, acquiring, and efficiently utilizing these resources to support the enhancement of their service delivery and institutional capacity. On the other hand, local governments must already have adequate financial and institutional capacity to compete and increase their capacities. For this reason, as a critical dilemma of the current global and neoliberal-oriented system, one of the most fundamental problems that arise for local authorities is unequal competition.

The contribution of competition to creativity that can boost output quality cannot be ignored. However, because of differences in financial and institutional capacity in local governments, those with an advanced capacity that provides a competitive advantage can easily access and acquire resources. Therefore, although small-scale local authorities need more resources and support, they are inclined to benefit less because of their lack of institutional capacity. Such problems expand the gap between

large-scale or advanced local governments and the small-scale or less developed ones. As a result, local governments require financial and non-financial resources and assistance to improve their capacities and quality of service delivery and vary their services. However, accessing and acquisition of resources are not easy as it seems, especially for small-scale ones. Therefore, local governments require umbrella organisations to mitigate disadvantages and inequalities in accessing and utilizing resources as well as interacting and linking networks beyond their scales. In this regard, local government associations (LGA), most notably national associations, are the best option for local governments as these associations are responsible for representing them and working to develop their local government members.

1.1.Aim and Scope

According to article 127 of the Turkish Constitution, local governments in Turkey are divided into three local government units: municipality, special provincial administration, and village. Since municipalities are more prevalent and have more leverage, this study is limited to municipalities and their national associations, UMT. Additionally, since August 2020, I have been working as a project expert in the Project and Finance Unit of the Union of Municipalities of Turkey (UMT). In this process, I have had the opportunity to experience and observe, most notably European Union (EU) funded project, grant and fund programmes process wherein municipalities can receive financial or technical assistance. I have personally observed that such programs necessitate significant expertise, technical knowledge, and institutional capacity, and that the majority of Turkish municipalities struggle to produce and manage projects that will build and support their institutional capacities and development.

The Instrument for Pre-Accession Assistance, conducted by the European Union (EU), provides financial and technical assistance to support the development of both candidate and potential candidate countries and facilitate their harmonization with the EU. Municipalities and municipal associations can apply with projects to receive grants and technical support within the scope of IPA; wherein successful projects are entitled to receive grants or technical support.

Although EU financial assistances are one of the crucial resources for local and regional authorities (LRA) to improve their institutional and service delivery capacity as well as service quality, Turkish LRAs benefited the least from these supports during the period 2010-2020 under the implementation of the Instrument for Pre-Accession Assistance (IPA) among LRAs in Serbia, Albania, Kosovo, Bosnia and Herzegovina, and North Macedonia (CoR, 2021). This data shows that Turkey must give more importance to increasing local authorities' capacity to prepare projects and encourage them to apply for EU financial aid programmes.

In the literature on local governments, it is seen that national associations of municipalities are not examined thoroughly not only in Turkey but also globally in terms of the role and influence of national associations on municipalities for acquiring and using external resources such as grants and funds. Therefore, this study addresses the roles and influences of the Union of Municipalities of Turkey (UMT) on municipalities to access, acquire and efficiently utilize the external resources that can support the capacity development of municipalities. In this regard, this study aims to identify the roles of UMT as a sole national association of Turkish municipalities in the field of external resource acquisition of Turkish municipalities, particularly in EU-funded programmes and discuss the influence of the UMT on municipalities. The focus of the study on the role and influence of national municipal associations on municipalities' access, acquisition and use of resources is what makes it unique. Through this study, it is expected to make a remarkable contribution to the literature.

1.2.Theoretical and Conceptual Framework

One of the indisputable truths of globalization is interdependency. As Castells (2008) stated, *"we live in globalized, interdependent world, the space of political decision is necessarily global"*. He argued that globalization is the process that forms a social system with the capacity to work as a unit on a global scale in real or chosen time. Capacity refers to technological, institutional, and organizational capacity. New information and communication technologies such as computer networks, allow global networks to selectively connect anyone and anything across the world. Organizational capacity refers to the capability to use networking as the flexible, interactive, borderless form of structuration of any activity in any domain. Although everything or everyone is not globalized, the global networks that structure the globe influence everything and everyone since entire core economic, communicative, and cultural activities are globalized. Thus, they are dependent on strategic nodes connected around the world. These include global financial markets, global production and distribution of goods and services; global skilled labour force; direct foreign investment; global interactive communication networks, etc. As everyone is not globalized: networks might connect and disconnect simultaneously. They connect things valuable according to the values programmed in the networks. They may exclude anyone or anything that does not add value to the network or disorganizes the efficient processing of the network's programs.

Although they are called "local", local authorities are affected by the global decisions, even if they are not globalized. Moreover, they need to connect more extensive networks to obtain beneficial resources to develop. Since most local governments are not self-sufficient, they need information and other resources such as funding, expertise, and technical and political support to deliver projects and services. Therefore, in order to access these resources, local governments should establish direct or indirect ties with multiple partners offering the resources mentioned above. In this regard, The resource dependence theory, initially developed by Pfeffer & Salancik (1978), basically claimed that organisations seek resources from outside and other organizations to accomplish their goals. In this respect,

having linkages and ties with the outside can offer access to resources and legitimacy as well as knowledge, financial and technical support (Pfeffer & Salancik, 1978).

Being part of greater organisations and connected to at least one network providing helpful information, knowledge, technical and financial support, and help to access external aid can enhance the development of local governments. Shrestha & Feiock (2017) stated that networks allow local governments to find ways to address externalities and diseconomies of scale produced by political fragmentation, functional interconnection, and uneven distribution of knowledge and resources. In this scope, local government networking (LGN) is defined as structures of interdependent relationships among local governments or between local governments and other actors that help fulfil their tasks which might be informal or formal and bilateral or multilateral. Within the framework of LGN, there are two prominent LGN strategies; "Network Activity" and "Open Two-Path". Network activity refers to establishing direct ties with multiple partners, representing a degree of centrality measured by the actor's number of ties. That kind of LGN ensures accessing information and resources more efficiently since partners are close to each other. Secondly, Open two-path or weak ties is specifically beneficial for accessing the information available to distant actors in the network. Weak ties assist in linking distant actors through direct partners, frequently referred to as "friends of my friend are my friends." (Shrestha & Feiock, 2017). As municipalities are responsible for delivering various public services, they always require coordination and collaboration with other organisations which share both knowledge and experiences, expertise, and resources. Since administrative capacity hinders accessing knowledge and information, LGNs are substantially important, most notably for small-scale municipalities that suffer from inadequate capacity.

Globalization enables local governments to interact with each other through the global networks, which leads to meaningful transformations in their structural and functional position (Gürün, 2018). For this reason, the national association of municipalities can and should play a critical role in being a useful source providing necessary resources to municipalities and being an actor connecting municipalities, particularly small-scale ones, to both national and international organisations that

provide required resources. In this regard, the national association of municipalities (NAMs) can form direct ties with national and international organizations to get useful information and financial and non-financial resources to disseminate and allocate to the member municipalities. For instance, NAMs generally directly connect with organisations such as UCLG, CEMR and city networks that provide knowledge and experience sharing and resources. In this perspective, NAMs link municipalities to these organizations indirectly as they represent them as well as disseminate the information and allocate the financial and non-financial resources obtained from these organizations. So that both networking activity and weak ties are established in which municipalities link to distant networks via NAMs connected to those networks directly. Illustrative networking strategies of NAMs are shown below.

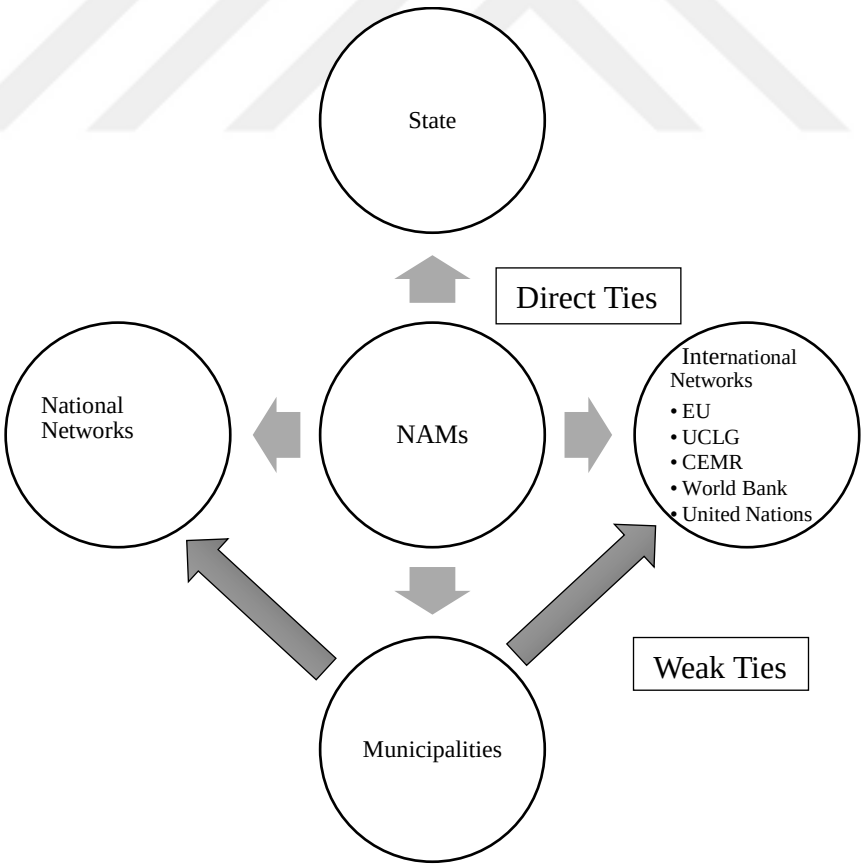

Figure 1: Networking strategies in National Associations of Municipalities

The functioning of networks and organizations that assist local governments is compatible with Jessop's (2007) contention that "*contemporary polity is particularly concerned with how best to 'guide' other functional systems without attempting direct intervention into their operations."* In this respect, it may be argued that the system provides resources; yet political structures do not directly supply these opportunities. Instead, they offer guidance to demonstrate which opportunities are accessible and how to capitalize on them. In other words, political structures such as states, grant and fund providers like European Union, United Nations, development agencies, etc. provide enormous financial and non-financial facilities and resources for any kind of organization, including local governments, to enhance their capacities. Nonetheless, these opportunities are primarily supplied through project-based programs focused on specific issues set by the funding organizations' interests and agenda.

At this point, intermediator organisations such as local government associations play crucial roles in guiding their members. Considering municipalities, NAMs are one of the most critical key actors guiding their member municipalities via various activities to access, acquire and utilize the resources as well as support them for capacity building.

In White Paper on Governance and the Lisbon Treaty provisions, European Commission stated that Commission needs to *"establish a more systematic dialogue with representatives of regional and local governments through national and European associations at an early stage in shaping policy"*. It reflects the enhancing concern at the EU level to have European and national local government associations involved in the EU policy-making process. Callanan (2012) identified some factors that affect the mobilisation of local government associations in response to EU legislative initiatives. He argued that local government mobilization in various countries is based on associations' resources and their ability to give specific information valued by EU and national policymakers. The degree of financial resources and staffing of local government associations are important independent variables in this regard. As a consequence of his research, he found that local governments would be better able to articulate their concerns at both the national and EU levels if a well-resourced association represented them. A unified

representational system for local government also makes it easier to combine informational and political resources, enabling economies of scale in terms of financial and organizational resources.

Furthermore, institutional capacity and resources are highlighted as factors affecting the mobilisation of interest groups (Eising, 2004; Olson, 1971). Survey conducted by Eising (2004) in of German, British and French business associations found that the resources of associations such as budget, staff and expertise had an important effect on the approach of these associations to EU initiatives. Those associations with extensive financial, staffing, and informational resources were more likely to be active in influencing the EU decision-making system at both the EU and national levels.

Rhodes (1986) identifies five resources that local government associations and other local governments should have to promote their interests, including legal, financial, organisational, informational, and political resources. Legal resources refer to whether associations are formally recognised as key communication networks and recognised in law within the policymaking process. Financial resources indicate the income which gives relative independence. Organisational resource of associations includes the staff and the size of secretariats, the location and facilities available to the associations, committee structures and access to members, and the extent of specialisation. Informational resources related to the capacity to advise on technical and specialised issues. The European Commission also indicated that associations need specific experiences, expertise or technical know-how in implementation to bear on new proposals (European Commission, 2003).

Balme and Chabanet (2002) also emphasized organisational structure of the interest group (concentrated, segmented or diffuse) as an essential aspect of an interest group’s capacity. In this regard, segmented or diffuse representation across a range of local government tiers or actors can weaken the capacity for interests to organise effectively. The absence of one authoritative voice representing a group is likely to reduce the effectiveness of local government associations; in other words, division of interests and the existence of many voices can adversely affect influence (Callanan, 2012).

Above all the aforementioned concepts, Bourdieu's (1986) concept of capital forms sets the ground for a comprehensive examination of the impact of LGAs or NAMs. He distinguished four types of capital: economic capital, cultural capital, social capital and symbolic capital. He argued that economic capital is immediately and directly convertible into money and can be institutionalized in the form of property rights, whereas cultural and social capital are convertible into economic capital under certain conditions. According to Bourdieu (1986):

> Cultural capital can exist in three forms: in the embodied state, i.e., in the form of long-lasting dispositions of the mind and body; in the objectified state, in the form of cultural goods (pictures, books, dictionaries, instruments, machines, etc.), which are the trace or realization of theories or critiques of these theories, problematics, etc. Social capital is the aggregate of the actual or potential resources which are linked to possession of a durable network of more or less institutionalized relationships of mutual acquaintance and recognition – or in other words, to membership in a group – which provides each of its members with the backing of the collectivity-owned capital, a "credential" which entitles them to credit, in the various senses of the world. Symbolic capital, that is to say, capital—in whatever form—insofar as it is represented, i.e., apprehended symbolically, in a relationship of knowledge or, more precisely, of misrecognition and recognition, presupposes the intervention of the habitus, as a socially constituted cognitive capacity.

Within this scope, he argued that the volume of social capital possessed by a given agent is determined by the extent of the network of connections it can effectively deploy, as well as the volume of capital (economic, cultural, or symbolic) possessed in its own right by each of those to whom it is connected. This means that, while social capital is relatively irreducible to the economic and cultural capital possessed by a given agent, or even the entire set of agents to whom it is connected, it is never completely independent since it exerts a multiplier effect on the capital it possesses in its own right. He also claimed that profits from group membership are the foundation of the solidarity that allows them to exist. According to Bourdieu, each group has its own more or less institutionalized forms of a delegation that allow it to concentrate the whole of the social capital that is the basis of the group's presence in representing the group, speaking and acting on behalf of the group member, and thus exercise power incommensurate with the agent's personal contribution.

According to this concept, an agent can accumulate actual or potential resources that constitute social capital by obtaining resources from particular groups or networks.

In addition to Bourdieu, Putnam (1995, 2015) defined social capital as “features of social organization such as networks, norms, and social trust that facilitate coordination and cooperation for mutual benefit.”

Municipalities and NAMs can be regarded as agents in this regard since they seek to accumulate economic capital (money, property, etc.), social capital (connections with networks, organizations, CSOs, and so on), and symbolic capital (reputation, recognition, renown). Therefore, forms of capital concept (Bourdieu, 1986) seems pertinent to a better understanding of municipalities' resource-seeking activities in an ever-increasingly globalising resource distribution system, including the EU. If we conceptualise the EU like resource distribution systems targeting the municipalities and cities, then it would be apt to see the municipalities as actors in this field as resource seeking institutions. However, the municipalities' successful game playing requires them to have a certain constellation of different forms of capital. In the first place, successful involvement in the field requires the municipalities to have relevant informational capital (how, where and to what aim and problem area etc.). Likewise, the municipalities should have some social capital to establish links and networks to cooperate. At the same time, such a resource seeking process requires some economic capital to develop projects and applications. Moreover, the reputation of the local authorities in relevant fields in the eye of donors in general and in resource sought areas are essential in the success of the applications.

NAMs and similar networks are quite important in boosting the mobilisation process of the municipalities (especially small-scale ones) as the former helps the latter in, for instance, accessing knowledge and properly deploying it in the process of application and the later stages. Similarly, the NAMs provide the municipalities with networks and relations (social capital), direct (financial support), and indirect (i.e. specialist experts). Economic support provided by the NAMs seems vital in their successful seeking of funds and resources. Also, the support given by NAMs to the municipalities could boost their symbolic capital in the eye of donors as well. Consequently, as a vital and effective social capital source, NAMs might play an influential role for local authorities to access, acquire, and utilize the resources and produce more qualified projects that can ease finding grants or funds.

Since NAMs as a type of political entity, they should be evaluated on a multidimensional scale. In this regard, Jessop's (2007) argument that political entities should be evaluated according to their forms of representation, organization, and intervention can be utilized to analyse the influence and efficacy of NAMs. Given that, political entities are not independent of the forms of state structure whereby their way of institutionalizing, representing and intervening are shaped. Therefore, these forms affect the goals, aspirations and outcomes of the organizations. In this context, UMT will be examined by its form of representation (how the UMT represents municipalities), of organization (internal institutional structure) and of intervention (what does and how does UMT do for Turkish municipalities).

As a result, while UMT will be evaluated based on its modes of representation, organization, and intervention, it will also be recognized as Turkish municipalities' social capital, contributing to the accumulation of economic capital. Symbolic capital concept will be regarded as the reputation and recognition (formal or informal acceptance by state and international organizations, most notably the EU) of NAMs while the social capital regarded as the networks, linked organizations of NAMs that provide resources. In this respect, the impact of UMT's symbolic capital and social capital on its activities in resource seeking and acquisition process will also be examined. Furthermore, whether there is a relationship between organization, representation, and intervention structure and UMT's capital forms and volumes will be assessed.

1.3.Method

This research aims to uncover the roles of the national association of municipalities (NAM) in resource management (referring to access, acquisition, and utilization) and how NAMs can influence municipalities to improve resource management. Therefore, initially, the duties and responsibilities of NAMs in a general manner should be described to demonstrate what NAMs stand for. Secondly, the problems of Turkish municipalities and UMT in resource seeking process and the current trends must be identified. Lastly, UMT’s forms of organization, representation, and

intervention related to resource-seeking process must be evaluated to reveal how UMT influences municipalities to improve their capacity and service delivery.

Within this framework, this study consists of three main chapters. In the first chapter, the background and conceptual framework of the study are presented, while the Second Chapter will include the institutional structure, roles, duties and responsibilities of national associations of municipalities. In this regard, United Cities and Local Governments (UCLG), the global-local government association, the Committee of the European Municipalities and Regions (CEMR), the European section of UCLG, and the Swedish and Dutch national associations of municipalities, are among the most robust national municipal associations will be briefly examined. Then, the organisational and representative structure, duties, and responsibilities of UMT are identified.

In the Third Chapter, firstly, IPA will be briefly examined. Then, the absorption capacity concept utilized to evaluate both municipalities and UMT's performance on IPA programmes will be defined. Following to that absorption capacity of municipalities and UMT will be analysed within the scope of IPA Programmes, UMT's training, and project competitions. After all, UMT's roles, influence, and administrative capacity in resource seeking and project management will be evaluated.

A mixed methodology incorporating quantitative and qualitative methods was used in this context, which included a literature review, internet research, and quantitative data analysis. Firstly, the forms of organisation, representation and intervention of NAMs and UMT have been examined through a literature review, review of the strategic reports, and website search. Secondly, in order to analyse the resource management performance of municipalities, grant programmes of IPA so far funded by the EU that municipalities have applied with projects will be evaluated. Therein lies the reasons for evaluation of those grant programmes of IPA; these programmes provide financial and technical assistance to municipalities for supporting the realization of successful project proposals; on the other hand, they also reflect the state of competition in resource acquisition. Second, since 2018, UMT has been focusing on EU-funded programmes, most notably IPA, where it can create and

distribute financial and non-financial assistance to support Turkish municipalities' capacity building. In order to analyse Turkish municipalities in IPA, data from the Central Finance and Contracting Unit (CFCU), authorized public institutions to sign EU-funded grant and technical support contracts, has been collected. These data show the beneficiary municipalities and the amount of received grants based on the grant programme. This data enables the evaluation of the number of beneficiary municipalities according to the recent municipal type and Turkish municipalities' population to find out which factors can affect resource management success. Likewise, UMT's training on project management aims to assist in preparing and proposing projects for EU programmes and the project competition of UMT's were examined. In this regard, statistics of participants in training were collected from the Municipal Academy of UMT, whereas statistics of participated and awarded municipalities in UMT's project competitions were collected from UMT's annual report. Lastly, as a case study, the roles and influence of UMT on resource management of municipalities were examined and analysed through the evaluation of UMT's resource and project management activities within two periods: 2005-2018 and post-2018. In these periods, there are two cornerstones therein 2005 was the year of the beginning of the EU full-membership negotiation, while in 2018, UMT established a new unit to deal with mainly the IPA Programme.

CHAPTER 2

NATIONAL ASSOCIATIONS OF MUNICIPALITIES (NAM)

2.1. Structure and Interventions of National Associations of Municipalities

Before explaining national associations of municipalities (NAM), it should be noted that the term refers to both associations and unions. Although the term Local Government Association (LGA) is commonly used in the literature for national local government associations, the term "national associations of municipalities (NAM)" has been used as this study focuses on municipalities and their national associations.

The academic literature on the national association of municipalities (NAM) is not very affluent. CEMR, on the other hand, conducted comprehensive and elaborative studies on NAMs, and through these studies, CEMR examined the organizational structure, activities and responsibilities of NAMs via case and comparative studies (Babeu-Braun & Noupadja, 2019; CEMR, 2007, 2016).

Firstly, the right for local authorities to associate is ensured by the European Charter of Local Self-Government signed by the states of members of the Council of Europe. The provision in article 10 of the charter states that: "*The entitlement of local authorities to belong to an association for the protection and promotion of their common interests and to belong to an international association of local authorities shall be recognised in each State."*

It can be inferred from this provision that local government associations are primarily responsible for protecting and promoting the interest of local governments. The power and capacity of NAMs to bring together municipalities as a representative and influence the national policies are depended on institutional and legal background and countries' priorities and governance reforms. If a NAM has a strong historical and cultural background while enforced by the public or private law that

provides legal protection, member municipalities and their interests can be more protected and promoted. Therefore, the legislative level that associations are enshrined can determine the providing of more – or less – legal protection and force (CEMR, 2016a).

Furthermore, having legal protection, which means established by the constitution or law, shows that the state recognizes the importance and exclusiveness of association to promote and protect local interests (CEMR, 2016a). According to CEMR's study, 11 CEMR member associations derive their legal status from the constitution or organic law, whereas 35 associations derive from a general law adopted by a legislative body such as national or regional parliament or senate. In this regard, the Union of Municipalities of Turkey (UMT) is one of 35 associations founded by general legislation passed by parliament.

Also, three associations' legal statuses are given by regulation or decisions made by the executive body (government or presidential directives, decisions, decrees, orders, administrative provisions, etc.) while nine associations' legal statuses are not enshrined by the constitution, general law or regulation. Six of them are established by the decision of mayors, including the Association of Netherlands Municipalities (VNG), the Association of Provinces of the Netherlands (IPO), and the Swedish Association of Local Authorities and Regions (SKL) which is a private organisation founded by its members' will rather than any sort of law or regulation (Babeu-Braun & Noupadja, 2019; CEMR, 2016b).

Among the European countries, there is no stereotype model for NAMs. It can differ from country to country, for instance, according to state features whether unitary or federative and tiers of government. In this scope, the study of Kolsut (2019) indicates that there are four principal models:

The first one is the consolidated model in which a single national association represents all municipalities. Secondly, if there are two separate associations, one representing the urban municipalities (cities, metropolises, or towns) and the other representing the rural municipalities, this model is called the bipolar urban, rural model. The third one is the federative model in which there are associations

representing municipalities at the regional or federal level. Lastly, the fragmented model refers to the presence of three or more national associations to represent municipalities.

The consolidated model is adopted in Turkey because of its unitary state structure within this scope. Furthermore, according to the law on Local Government Association No:5355, only one national municipal association can be established, and all municipalities are the natural members of the Union of Municipalities of Turkey.

Typically, national associations of municipalities (NAM) are comprised of congress in other words general assembly, which is the decision-making organ, an executive body accompanied by general secretariat that conducts all administration process on behalf of president of the association. From this perspective, NAM's forms representation and internal structures are quite similar to the municipalities. While the councillors in municipalities represent citizens, municipalities are represented by their mayors or councillors in national unions. Also, unions' organisational and democratic structures resemble the municipalities' own structures.

The democratic structures of NAMs are crucial for their capacity to be effective for their members. Generally, a congress or general assembly is the highest decision-making organ of a NAM. There is a tendency for member municipalities to be represented according to their size as well as member fees are collected according to population of each member. If party lists elect local politicians, congress or general assembly tend to vote and elect their executive board and committees mostly in line with the proportional representation. Following the election, these organs are working or should be working together regardless of political divisions to be able to speak with one voice. In addition to that, internal harmonization is necessary for successful negotiation with the national state or government and satisfying the interests of all member municipalities (SKL, 2020).

Roles and Activities of National Association of Municipalities

There are several various roles and activities that a NAM conducts. Participating and contributing to the legislative process through negotiations with parliament and government, providing opinions for draft laws, and participating in national and international forum are primary roles and activities of national associations of municipalities (Kołsut, 2019). Although there are several goals of NAM, as it can be inferred from article 10 of the European Charter of Local Self-Government provision, NAMs mainly protect and promote the interest of municipalities.

NAMs can provide information, training, funds, and qualified personnel to their members. For instance, they explain laws and decrees, provide manuals, and lobby the central government to promote decentralisation. NAMs are in the ideal position to set up conditions, advice and the exchange experiences with different local authorities. In general, NAMs represent and lobby for municipalities at the central government level, provide services to their members, and offer a platform for exchange, learning, and networking (Buis, 2009).

In this regard, primary tasks of NAM might be varied into three groups: enhancing capacity of members, protecting interests and dissemination, or exchanging of information, knowledge, and experiences. In addition to these three primary tasks of associations, main activities conducted by associations are categorized into six group by the CEMR (Babeu-Braun & Noupadja, 2019). These are advocacy, knowledge sharing, publications, training, research and salary negotiation. However, the abovementioned six activities will be included in three main categories.

Capacity Building

First of all, the capacity building framework should be provided briefly. Capacity means the ability to:

- anticipate and influence change
- make rational policy decisions
- build programs to implement policy

- apply and absorb resources
- manage resources
- assess recent activities to guide future action (Honadle, 1981).

In this respect, broad definition of capacity building is "enhancing the abilities of people and institutions" or more narrowly "the process of developing and strengthening the skills, instincts, abilities, processes, and resources that organizations and communities need to survive, adapt, and thrive in a fast-changing world[1]."

Capacity building is also defined as "*creating or enhancing a society's ability to perform specific tasks and attain development objectives. In its narrow sense it refers to the process of enhancing individual skills or strengthening the competence of a particular organisation or set of organisations."* (Ohiorhenuan & Wunker, 1995). Requirements of capacity building are identified by Ohiorhenuan & Wunker (1995) as:

- Human resources; technical/managerial/ administrative/professional skills and trainings
- Organizational process: systems, procedures, processes, accountability
- Physical resources: budgetary position, financial ability to deliver objectives
- External support: getting support from outsiders/groups for organization goals

Within this framework, enhancing the capacities of municipalities through various activities is the most significant responsibility of NAMs. They can carry out this task through activities such as disseminating information (publishing journals and books, interpreting relevant legislation), advisory services, developing methods and tools, capacity building activities, etc.

[1] https://www.un.org/en/academic-impact/capacity-building#:~:text=Capacity%2Dbuilding%20is%20defined%20as,in%20a%20fast%2Dchanging%20world

The scope of NAMs engagement in the design and implementation of capacity building programs for their members has continued to increase since the mid of the last century. Capacity-building activities have been supported by external aid, which has led to a global enlargement in forms of decentralized cooperation, where technical and financial support provided by NAMs and individual local governments in developed countries has been supported, often via the intermediation of regional and global NAMs networks. Moreover, it is gradually increasing that entrusting NAMs with the responsibility to implement capacity building programs financed by external aid agencies, in other words, the potential of associations has been started to notice by international communities. Additionally, it is thought that local government associations must be reinforced to empower them to participate in the national political dialogue and help them shape external assistance strategies and country programs in ways that maximize the comparative advantages of local governments. The requirement for program-based approaches to associate and blend external aid to the execution of decentralization reforms and the promotion of local development is emerging in many countries that offer an excellent opportunity for national municipal associations to shape them and participate in their implementation. Hence, it is crucial to play a more assertive role in shaping the agenda and modalities of external aid and providing assistance and participating in the delivery of external funding programs. In this regard, if the associations can be more active and robust to shape the external aid agenda and modalities and deliver them, local authorities might realize their development more confidently and effectively. As a result, this approach can and should be developed by local government associations – in the case of our topic, by national associations of municipalities- and proposed to external aid providers as an additional and potentially most effective way for aid to local government capacity building (Romeo, 2015).

Protecting Interest of Municipalities

According to a survey done by CEMR, 100 % of municipal associations illustrate influencing governments via policy and campaigning and defending the interests of local governments as their very first key activity. Having said that, representing, defending, developing, promoting and sustaining the interest of local authorities

against the notably central government and other actors are the answers that are mostly indicated for the main activity. In addition to these lobbying activities in domestic politics, associations carry out international lobby activities mostly via United Cities and Local Governments, CEMR, Committee of the Regions etc.

NAMs defend the interests of their members before the state or government and legislative body of the state. It might be done by structured and informal consultations, petitions, participation in committees preparing relevant legislation, etc. In this perspective, the capacity to speak on behalf of member municipalities as a representative is one of the main purposes of NAMs. Related to duties of defending and promoting interest, NAMs are and must be consulted by states in the legislation process. Since NAMs are representatives of the local authorities, national associations are the only convenient actors to influence draft laws in line with the interest of local authorities. Because of that, as the associations are the key actors for efficient consultation, their role and effectiveness should be strengthened (CEMR, 2007).

Besides, as the principle of local authorities to be consulted by all government levels is a fundamental principle of European democratic and legal practices, it is also stated in the articles 4.6, 5, 9.6 and 10 of the European Charter of Local Self-Government (Babeu-Braun & Noupadja, 2019). In this context, the European Charter of Local Self-Government stated in article 4 that *"local authorities shall be consulted, insofar as possible, in due time and in an appropriate way in the planning and decision-making processes for all matters which concern them directly."* Hence, since it is impossible for the state to consult every municipality, the consultation process is conducted through associations of local authorities in most European States.

Consultation procedures might be formalised through several methods such as constitutional or legal regulation requirements, administrative or parliamentary rules and principal provisions in the law. Any of these legal frameworks establish a sort of binding requirements for both central government or parliament and NAMs that can increase the effectiveness of consultation as well as the inclusiveness of local governments in the legislation process. In addition to the legal basis of consultation,

associations can be consulted via mailing, working groups, committees or councils and parliamentary hearings. Consultation and participation of associations of municipalities should be conducted at all stages of the policy and law-making processes. In this scope, there are three phases that which consultation might take place. The first one is the drafting phase of legislation in which associations provide their recommendations. In this beginning stage, associations share their experiences from the local level and point out the issues that should be considered in the law. In this context, it is important to form working committees composed of NAM, representatives from local authorities, and pertinent ministries for a more coherent and efficient legislation process. It can be stated that dialogue between associations and decision-makers is very effective in this phase (CEMR, 2007).

The second phase of consultation is the formal recommendation phase, in which parliament or ministries request the opinions of NAMs after the preparation of a draft law for possible modifications. Associations can be consulted by establishing a follow-up procedure to implement new laws or regulations. This phase is important because it might facilitate the adaptation of new legislation despite difficulties faced during the application. Nevertheless, in case of making amendments quickly,his consultation phase requires more flexibility (CEMR, 2007).

Last but not least, notwithstanding most of the member associations of CEMR (32 of them) carry out payment negotiations for local and regional governments' workforce still 26 CEMR members do not. This authority must be given by law, and associations should have the competence to manage this negotiation process (Babeu-Braun & Noupadja, 2019). So, if an association has the authority to negotiate payment or salary of the local government workforce, they can determine the personal rights of the workers. SKL is one of the biggest associations which execute the payment negotiation process, whereas UMT does not.

Experience and Knowledge Exchange

NAMs are meeting addresses for its member where they can exchange experiences and good practices with each other on municipal government issues. As an umbrella institution, NAMs facilitate and conduct themselves the dissemination knowledge about local government and become the voice of their members in front of national and international decision-makers. These functions are crucial as NAMs are often critical sources of information for their members and the central government and outside partners (Romeo, 2015).

After advocacy activities, knowledge-sharing or exchanging best practices is the second most conducted activity by NAMs. Since sharing ideas and experiences plays a key role in developing cities, local governments need and demand sorts of knowledge to benefit. So, as it would be substantially difficult and expensive for every local authority to collect best practices, experiences, and creative ideas, associations can provide this service for more organizations at fewer costs. In addition, according to the survey, the exchange of good practices is the main activity of 6 percent of the CEMR members, whereas 35% of them indicated as secondary.

Publications and research are other crucial activities of associations related to exchanging good practices and knowledge-sharing. Only seven of the sixty members of CEMR signify that they do not cover these activities, whereas eleven associations or unions were assessed as main activities including UMT and VNG (Babeu-Braun & Noupadja, 2019). Dissemination of knowledge related to local governance is beneficial to update local authorities about global agenda and development. Through these kind of activities, local authorities particularly small ones are informed and learn the know-how. Generally, associations conduct publication activities via publishing journals, reports, books and etc. Training is another critical activity carried out by associations. Since the associations have the capacity to reach competent experts easily and have both technical and financial resources, associations can provide more effective training to their members' staff. Training provided by NAMs can play a significant role in the capacity building of local authorities.

Budget of NAMs

In general perspective, incomes of national associations of municipalities can be classified into 5 groups: membership fees, subsidies or grants, project resources, service payments,nd other resources (CEMR, 2013). Although some of the NAMs budgets are composed of only membership fees, most of the association's budgets consist of more than one source of income. Membership fee is the main source of income for most associations, which is generally paid according to the proportion of municipalities' budget or population.

Secondly, subsidies or grants provided notably by central or regional government or international organisations also have an important budget proportion. Project resources, including grants etc. that acquired through both short-term and long-term projects, contribute significantly to associations' budgets. Furthermore, in countries where local or regional governments are being reformed or strengthened with the efforts of international donors, the proportion of project-based resources may exceed 50 % of the association's budget (CEMR, 2013).

Service payment might include consulting services, elected representatives and municipal staff training, and registration fees for events and publications. Associations can carry out aforementioned services and more through subsidiary companies and the service payments can be collected by these companies that entirely owned by association. Lastly, associations can get incomes from bank interests, real estate rentals, royalties for publications, advertisement sales and sponsorships which are called other sources for the budget of associations (CEMR, 2013). NAMs should have a strong institutional capacity to play their fundamental roles.

Despite some associations running companies that deliver particular services such as training, research, and project management activities for local governments, mostly their income comes from membership and service fees. Moreover, states might convey project fundings to the NAMs as they see the NAMs proper actor for developing and managing projects to fortify local authorities' capacities.

Importance of National Associations of Municipalities in EU affairs

Since the local authorities are seen as significantly important actors in achieving democratic and sustainable development goals, NAMs as the representative of municipalities, especially in EU candidate countries such as Turkey, will gain more importance since they can easily reach all municipalities.

Callanan (2012) suggests that local government associations, in our case NAMs as representing organisations, "*need to be well resourced to be able to mobilise at both European and national level to influence EU proposals"*. Also, according to the findings of this research, it was suggested that financial, human resource, and informational resources are important factors influencing how local government representative bodies respond to EU activities. As a result, Callanan (2012) indicated that well-resourced local government associations would be *"better able to exploit opportunities than poorly resourced bodies". R*esearch suggested that the structure of associations, whether unified or multiple, also affects local government associations' influence. Therefore, it can be inferred that forms of representation of forms of organization in NAMs are the main factors that affect their influence and effectiveness of them.

There are numerous formal and informal access points for NAMs to pursue their interests, such as close to individual Commission officials, MEPs, national civil servants, members of the EU Committee of the Regions, etc. Approaches at EU level can be made directly by the national association and/or indirectly by working with associations from other EU states via the Europe-wide associations, such as the Council for European Municipalities and Regions (CEMR). The European Commission signifies that in order to make EU decisions more effective, the appropriate partners for dialogue 'can only be the national and European associations of regional and local authorities' (European Commission, 2003).

2.2. Municipal Cooperation at Global Level

Cooperation and collaboration of municipalities at the national and global level play major roles in empowering local governance. Municipalities need to cooperate with

their peers from different countries through the dissemination of knowledge, experience-sharing and working together on common issues such as climate change. In this perspective, United Cities and Local Governments (UCLG), the largest global local authority network that includes cities, local, regional, and metropolitan governments, and local government associations, should be noted.

The creation of the first international municipal cooperation dates back to the convention of the international congress of towns which was met under the auspices of the national government of Belgium in Ghent, Belgium, in 1913. In this congress, 21 governments and 162 local authorities from 28 countries and 50 municipal associations were represented. As a result of this meeting, a proposal was made to establish a permanent secretariat to sustain and preserve international cooperation and be a solution centre for local government issues. After the adaptation of the proposal, Union Internationale des Villes (UIV), whose name was changed in 1928[2] to The International Union of Local Authorities (IULA) was founded. However, due to the breakout of World War I, the creation of a permanent organisation process initiated in Ghent was completed in the second international congress that was met in Amsterdam, in 1924. In this congress, the constitution and by-laws of IULA were adopted (Vinck, 1936).

On 5 May 2004 in Paris, the merger of the two largest organizations of local authorities, the International Union of Local Authorities (IULA) and the World Federation of United Towns and Cities (UTO) -founded in 1957- with the support of Metropolis, created the World Organisation of United Cities and Local Governments (UCLG)[3]. After that, UCLG has become the largest international organisation representing the local authorities across the world. As the largest international organisation for local authorities, UCLG has more than 250.000 municipalities and 175 national associations of local and regional government members from 140 United Nations (UN) countries. Local authorities can be a member through regional sections or directly. There are five categories of the members: local government

[2] https://www.rabat2013.uclg.org/about-us/centenary-international-municipal-movement#uclg2

[3] https://www.uclg.org/en/centenary#2004-2013

members, regional sections, international organisation members, associate members, and honorary members [4]. UCLG's administrative organs consist of the General Assembly, the World Council, the Executive Bureau, the Presidency composed of President and Co-presidents, the Treasurer and the Secretary General. However, the main governing body comprise of the General Assembly, the World Council, and the Executive Bureau. The World Council as the principal policy-making[5] body decides the UCLG's policies. It also responsible for ensuring of the implementation of general policies which determined by the General Assembly. Members of World Council are nominated by the sections and are ratified by the General Assembly.

UCLG is represented through 7 regional sections: UCLG Africa, Asia-Pacific Section UCLG-ASPAC, UCLG Eurasia, the Council of European Municipalities and Regions (CEMR), the Latin American Coordination of Local Authorities for Unity in Diversity (CORDIAL), Middle East and West Asia Section UCLG-MEWA and North America Section UCLG-NORAM; as well as one metropolitan section, Metropolis, and 1 section dedicated to regional governments, the Forum of Regions (UCLG Regions). These sections can determine their own policies and carry out their affairs[6].

UCLG, which represents all local authorities worldwide and advocates their interests, primarily aims to increase local government's role and influence and amplify their voices. Another main purpose of UCLG is to be a leading source for the experience or best practices sharing. Main objectives of UCLG are:

- Promoting robust and democratic local governance as well as cooperation and unity.
- Safeguarding the representation of local governments through the international community particularly in the UN and its agencies.
- Being a global source of information, learning, exchange and capacity building for local governments.

[4] https://www.uclg.org/en/join-uclg/how-to-join

[5] https://www.uclg.org/en/organisation/structure/governing-bodies/world-council

[6] https://www.uclg.org/en/organisation/structure/uclg-sections

- Supporting strong and autonomous local governments and national associations of local and regional authorities.
- Promoting international cooperation between local governments and their associations as well as supporting twinning relations to get mutual learning.

UCLG's main tasks are:

- influence international politics through lobbying to promote the roles and status of local governments,
- develop policies related to local government interests,
- work together with the UN and its agencies and other international organisations,
- develop programmes and projects with local governments and their associations and seek financial resources for supporting these projects,
- enhance capacities of local governments and their associations through establishing an international platform for exchanging and creating partnerships,
- develop global services and products to meet local government and their associations' demands,
- to become a global source of knowledge for the local authorities to increase international solidarity and know-how exchange,
- disseminate the information via publications, conference etc. among its members,

Consequently, UCLG, as the worldwide association of all sorts of local authorities, including national associations of municipalities, represents and defends the local authorities and promotes their interest before the international community.

2.3. European Section of UCLG: Committee of European Municipalities and Regions (CEMR)

European countries and the EU traditionally give importance to associations of local and regional authorities. As a result of this tradition, the Committee of European Municipalities and Regions was established, comprised of national associations of

local and regional authorities from European countries. In this context, CEMR is the sole organisation that gathers national associations of local and regional authorities from 40 European countries[7].

CEMR was established in 1951 as an international non-profit association in accordance with the Belgian law of 27 June 1921 with the name "Council of European Municipalities and Regions"[8] CEMR was a community of mayors that support the unionisation of Europe via empowered local governments. In the preamble of the CEMR statute, it is noted that the CEMR must become a permanent institution in the European structure that will endeavour to extend the liberties of local and regional authorities and local and regional authorities may participate by appropriate methods in the unification of Europe.

Firstly, it was created as the European Council of Municipalities (ECM), and with the joining of regions in the 1980s, it became the Council of European Municipalities and Regions. Moreover, EU enlargements, the fall of the Iron Curtain and enhancing the influence of European regulations on both local and regional policies led to an increased interest of local authorities in European affairs. Therefore, more national associations of local and regional governments requested to be part of CEMR in the 90s, that caused to merging of CEMR and the European Section of IULA. After this merging, CEMR became the largest and sole organisation gathering all national associations in Europe (Babeu-Braun & Noupadja, 2019). Recently, CEMR is representing European local and regional governments at the international level as the European section of UCLG.

National associations of local and regional government representing local and regional authorities in their countries are member of CEMR. In this context, CEMR consists of 61 national associations from 40 of the 47 Council of Europe (CoE) members, including all 27 EU member countries. As a result, approximately 150.000

[7] https://www.ccre.org/en/article/introducing_cemr

[8] Statutes of Council of European Municipalities and Regions AISBL

municipalities are represented in CEMR by the member national associations[9]. In addition, it is necessary to note that federal and quasi-federal entities are not represented in the CEMR to prevent conflicts of interest (Babeu-Braun & Noupadja, 2019). National associations of local and regional authorities legally established in a Council of Europe member state fully adhering to the democratic principles of the European Local Self Government Charter, might become a member of CEMR after they organise themselves into national sections.

CEMR consist of two governing bodies: the Policy Committee and Executive Bureau[10]. The main decision-making body of CEMR is the Policy Committee, which comprises around 170 members who are locally and regionally elected representatives nominated by national associations. They are elected for a three-year mandate, and they can be re-elected as well. As the main decision-making body, the Policy Committee determines the policy of CEMR and is also responsible for approval of the budget and the annual work programme. (Babeu-Braun & Noupadja, 2019).

The second governing body of CEMR is the Executive Bureau, the executive and decision-making body that acts as the Board of Directors. It is composed of the President, two Co-Presidents, the Executive Presidents, the Vice-Presidents, the Chair of the Financial Management Committee, and the Secretary-General appointed by the Policy Committee. Basically, the Bureau is responsible for executing the CEMR's administrative affairs and decisions of the Policy Committee (Babeu-Braun & Noupadja, 2019).

As of 2022, the president of UMT, Fatma Şahin, who is also mayor of the Gaziantep Metropolitan Municipality, is one of the vice-presidents[11] of the CEMR. Therefore, UMT is represented and has roles both in the presidency and Executive Bureau. Beside Fatma Şahin, there are more than 15 members of UMT, including the Mayor

[9] https://www.ccre.org/en/article/about_members

[10] https://www.ccre.org/en/article/political_structure

[11] https://www.ccre.org/en/elus?pay_id=&association_id=&nom=&pbody_id=2&elutitre_id=

of Aydın, Mayor of Kahramanmaraş Metropolitan Municipality, Mayor of Mersin and more. Also, Head of Project and Finance unit of UMT, Cemal BAS is one of the Policy Committee members of CEMR. Presence of these members is important to represent and defend the interests of Turkish municipalities and establish and widen the network of Turkish municipalities.

CEMR has made valuable contributions to developing and shaping the EU policies. Therefore, the importance and uniqueness of CEMR have been formally recognised by the European institutions with the adaptation of the 2018 resolution, which supports making CEMR a permanent consultant for the EU institutions. CEMR's works are categorized into the five main themes: Governance; democracy and citizenship; Environment, climate, and energy, international engagement and cooperation, economic, social and territorial cohesion, local and regional public services management[12].

CEMR mainly aims to ensure, reinforce, and defend the autonomy of local and regional authorities and protect their liberties. In addition, CEMR assists the local and regional authorities in their operations. Other significant aims and objectives of CEMR are:

- Providing participation and representation of local and regional authorities in notably the European and international institutions;
- Establish an assembly representing local and regional authorities in the European institutions;
- Influencing European legislation
- Endorsing the principles of good governance throughout its members and secure citizen participation in the decision-making process. Encouraging the exchange of best practices.

[12] https://www.ccre.org/en/article/introducing_cemr

2.4. National Municipal Association Examples from EU

The two strongest and most active local government associations in Europe, the Dutch national municipal association, VNG and the Swedish Association of Local Authorities and Regions (SALAR) will be examined briefly. Furthermore, it should be noted that as a suggestion to future studies, conducting a comparative study on local government associations would be beneficial for local governance literature. However, in this thesis, such an elaborated comparative study is not covered.

2.4.1. The Association of Netherlands Municipalities (VNG)

The Association of Netherlands Municipalities, originally Vereniging van Nederlandse Gemeenten (VNG) was established in The Hague, 1912. Although the membership is not mandatory, all 345 Dutch municipalities and special municipalities of the Caribbean Netherlands, Curaçao and Aruba are the members of VNG. Also, VNG is one of the most active members of Council of European Municipalities and Regions, United Cities and Local Governments and CEMR[13].

VNG has five limited companies in the Netherlands wholly owned by the VNG. VNG Realisation carrying out consultancy activities; VNG Congress and Study Centre organises congresses, seminars, studies and training; VNG International responsible for the development of international projects and training; VNG Risk Management mainly conduct insurance tasks and VNG Knowledge Centre for Enforcement and Compliance in the Social Domain conducts consultancy as well (Léa Babeu-Braun & Nathalie Noupadja, 2019).

The main tasks of VNG are divided into three categories: advocacy, governance, and employment management. VNG advocates for local governments to the national government and the national parliament. Secondly, it maintains relations with civil society organisations, institutions, companies etc. Last but not least, VNG deals with employment management as it involves the determination of salaries and other rights of municipal staff which is a distinctive feature of VNG compared to most local

[13] https://vng.nl/artikelen/about-the-vng

government associations. Additionally, *the* exchange of knowledge and best practices is another key role of VNG that is mostly carried out through online forums, best practice databases, regional and national conferences,tc. (VNG, 2017).

VNG consist of General Assembly, which is highest decision-making body, Board and Committees. While General Assembly is responsible for making strategic decisions, the board is responsible for the association's administration. The committees prepare specific subjects to be dealt with. Each committee is comprised of mayors, aldermen, councillors, city managers and council clerks from different municipalities who are selected by an advisory board. Both big and small municipalities from all over the country are represented on these committees (VNG, 2017).

Apart from the above-mentioned structure and features of VNG, having an enterprise that specialised in managing international projects and training distinguishes VNG from most local government associations. In the early 1990s, VNG International, officially named the International Cooperation Agency of the Association of Netherlands Municipalities, was founded to support the professional capacity building of local governments and their associations, as well as local government training institutes and decentralisation taskforces, both in developing countries and in countries in transition. Moreover, VNG International supports Dutch local governments in developing their international policies as well as it provides access to information on international trends and developments (VNG, 2017).

The Dutch Ministry of Foreign Affairs funds VNG International's municipal cooperation activities while other activities are funded by the European Commission, the World Bank, USAID, and other various donors (VNG, 2017). The net turnover of VNG International in 2020 is 23,434,222 Euros. The Dutch Ministry of Foreign Affairs has the largest proportion with 43 % of the turnover, followed by the European Commission, the World Bank, foreign national governments, and other international donors[14]. VNG International has stated that as of 2020, there will be 54

[14] https://annual-update-2021.vng-international.nl/our-finances.html

employees in the Hague headquarters, and 2.4 percent of the budget is allocated to the employee for personal development. VNG International has conducted more than 110 projects -including 3 projects in Turkey- in nearly 40 countries across the world[15][16]. Therefore it is one of the best examples among the local government associations as it focuses on international project management providing financial and technical support to local authorities in developing countries. Expertizing in international project and fund management should be considered a benchmark by UMT and other local government associations.

2.4.2. SKL/SALAR

The first local government association in Sweden was established in 1908, which organised cities, towns, and communities. Because of having different roles and conditions in the rural communities, rural municipalities established an association in 1919 with similar features as well. In addition to these two associations, in 1920, also an association for regions was formed. Following to municipal reform enactment in 1968 identifying some roles for all municipalities, these two separate municipal associations were merged in 1968. Lastly, through merging association of regions in 2007, the Swedish Association of Municipalities and Regions (Sveriges Kommuner och Regions, also known by the English acronym SALAR/ Swedish Associations of Local Authorities and Regions) was formed and became the sole national, local authority association representing all 290 municipalities, 18 county councils and 2 regions.

SALAR is one of the largest local government associations in Europe and is also considered as one of the most powerful national local government associations (NAM) and it is a member of the Council of European Municipalities and Regions (CEMR) and the United Cities and Local Governments (UCLG) and secretariat for

[15] https://www.vng-international.nl/where-we-work

[16] https://www.vng-international.nl/projects

the Swedish delegations to the EU Committee of Regions and the Council of Europe Local and Regional Congress[17].

SALAR has five subsidiaries and three associated companies. Some of them are; Dagens Samhällen publishes a newspaper, SKL International deal with international development projects, Inera coordinates the county councils, regions and municipalities joint e-health work, and even SOS Alarm ensuring the SOS service in Sweden by receiving and transmitting emergency calls – 112 (Babeu-Braun & Noupadja, 2019; CEMR, 2016).

Besides being a political association that represents and advocates the interests of Swedish local governments (municipalities, county councils and regions) in political, and professional respects, SALAR is also the largest employer organisation in Sweden as the association's members employ more than one million people. In this perspective, SALAR negotiates central collective agreements with the trade unions and supports the members in their role as employers.

SALAR is composed of three main administrative bodies: Congress, Board and President. In this regard, the highest decision-making body is the Congress that draws up the guidelines for SALAR's work and appoints its Board and President. The congress elects the board and decides on a programme for the coming four years as well as the amount of fees to be paid. The board is elected proportionally to the strength of each party or group of parties in the congress. In total, around 300 local and regional politicians have seats in the different political organs of SALAR.

SALAR employs nearly 450 staff, and the annual turnover is approximately 110 million Euro, with slightly more than 40 % coming from membership fees. These fees are based on the population size of the members, which pays approximately 2.5 euro per inhabitant[18],and about 10 % come from fees for services. Although many of SALARs services are provided free of cost, participation in conferences and courses

[17] https://sklinternational.se/aboutus/aboutsalar.759.html

[18] SKR receives membership fee from both municipalities and regions, thus the total amount received per inhabitant is approximately 5 euro.

is charged for at the production price. Seven percent of the income comes from return on financial assets and the companies. Another 40 percent relates to projects financed by the state.

Similar to VNG, SKL International, as affiliated with SALAR, carries out international projects and provides funds to local governments in developing countries. Its main purposes are promoting and strengthening local and regional self-governance and resilience. Moreover, it guides EU candidate countries through EU local government policies and legal frameworks[19].

2.5. Municipal Associations in Turkey

The legal status, responsibilities, and powers of the unions of local governments in Turkey are regulated by the Local Government Unions Law, No: 5355, enacted in 2005. According to this law, unions of local governments are defined as public entities established by more than one local government to perform particular services. Local government unions can be established with the authorization of the President of the Turkish Republic.

According to Article 7 of the Law 5355, the union shall be composed of the union council, the executive committee and the union president. The union's main decision-making body is the union council, whereas the president is the head of the union as, representing the union's legal personality and sharing executive power with the committee.

In Turkey, local government unions are classified into five types: mandatory unions, tourism infrastructure service unions, village service unions, national unions, and other unions[20]. Tourism infrastructure service unions can be established in the culture and tourism protection or development regions and tourism centres to preserve, develop and promote the area through a holistic approach, and construct social and

[19] https://sklinternational.se/whatwedo.729.html

[20] https://www.icisleri.gov.tr/illeridaresi/birlikler

technical infrastructure for culture and tourism. Unions for delivering services to villages might be founded in districts to assist the management of infrastructure facilities such as road, water, sewerage, and other services that villages are responsible for and ensure rural development except for marketing of the agricultural products. Other unions include service and development unions established to cooperate to deliver particular services.

National unions are mentioned in article 20 of Law No:5355, and according to this article there can be only one national union for special provincial administration and one for municipalities. National unions are established to defend the interests of local governments, assist their progress, train their officials, and provide opinions in the legislation process for the local governments. In addition to the abovementioned purposes, providing guidance, encouragement assistance and cooperation between local governments, exchanging technical knowledge and administrative experiences, and assisting in disseminating best practices are also indicated as the objective of national unions.

In this scope, there are two national, local government unions in Turkey. The Union of Municipalities of Turkey (UMT) and the Union of Special Provincial (Up). All special provincial administrations and municipalities are natural members of their national unions. As our thesis focuses on national associations of municipalities, only the Union of Municipalities of Turkey (UMT) will be examined following chapters.

2.6. Union of Municipalities of Turkey (UMT)

In order to protect municipalities' rights and interests, The Union of Municipalities of Turkey (UMT) was founded as a scientific association by the 11 founders who convened under the chairmanship of the Administrative Law Professor and Council of State Chief Ismail Hakki Goreli on 17th July 1945, with the name of Association of Turkish Municipalism (ATM). Association selected Goreli as first honorary president and Faik Turel, President of the Board of Administration in the Bank of Provinces, as secondary honorary president. Also, a Board of Administration was formed, and the board selected the first president of the ATM as Süheyp Derbil who was Administrative Law Professor in the Faculty of Law at Ankara University, and

Kemal Galip Balkar, who was an Administrative Law Professor in Political Science, as the deputy president of the ATM as well as a former member of parliament and economist Alaattin Cemil Topcubasi was selected as Secretary-General (Topçubaşı, 1945).

The founder and their titles are signified that the ATM was not established by the effort of mayors or other local representatives. It was not bottom-up progress instead the academicians and bureaucrats were the pioneers of the idea of founding a national association.

In the first meeting, the Board of Administration was decided to publish a journal with "Provinces and Municipalities Journal (İller ve Belediyeler Dergisi)" and the first issue was published on 1st October 1945. This issue includes the Charter of the ATM which was published in Turkish, English and French version, and the main goals of ATM and Iller ve Belediyeler Journal were identified. It is significantly important to understand the circumstances of that era and the historical progress of the Union.

The Board of Administration's initial decisions and provisions were published in the first issue of the journal, in which the founder demonstrated their main goals and visions. It was stated that the ATM, a scientific association that does not engage with politics, aims to conduct scientific research that supports the improvement of Turkish municipalism, urbanism, and local authorities. Providing information about the progress of both domestic and foreign municipalities was also one of the objectives of the ATM.

The opening article of the journal was "Goals of Our Journal", written by the first Secretary-General of the Association, Alaettin Cemil Topçubaşı. In this article, Topçubaşı defines the reason, aims and expectations of both ATM and its Journal. Topçubaşı outlines that the journal mainly aims to disseminate the principles and methods of local government services. In addition, he informs that advanced western countries establish institutes, courses, scientific associations, and unions to train and increase the capacity of municipal and local government officials in the context of local government discipline.

Municipalities and local authorities may not have time to investigate scientific research or examine what is done in other municipalities and countries among their hundreds of daily jobs. Therefore, it is necessary to get together and found an association or union to carry out or provide services that municipality cannot carry out by itself. Topçubaşı emphasised the importance of learning about achievements and developments in other cities and countries. He also expressed that the ATM aims to communicate among municipalities and inform Turkish municipalities about the recent developments in foreign countries.

Additionally, the Charter of the ATM was issued in the first issue that determined the purposes and responsibilities of the association. Being a scientific association that does not engage with politics infers that despite municipalities being political entities, national associations of municipalities should work to improve their capacity and represent them equally. In this context, Association was dedicated to conducting scientific studies to support the development of municipalities, city planning and, local administration in Turkey, to follow up on the progress of municipalities, city planning and local administration in Turkey; to inform the members of the Association, the government, municipalities, and local administrations about legal, economic, financial, and technical matters and to ensure exchange of information with foreign scientific associations, city unions and local administrations.

Although it had been conducted for 57 years as a public benefit association, on 21 August 2002, the Union of Municipalities of Turkey (UMT) gained the legal status of the local government union with the decision no. 2002/4559 of the Council of Ministers which brought together all Turkish municipalities under the presence of UMT. On 26.05.2005, Local Administrative Unions Law No. 5355 was adopted by the Turkish Grand National Assembly. In line with this law Charter of the Union of Municipalities of Turkey prepared and approved by the Ministry of Interior on 28.09.2005. As a result of these regulations, UMT has become the sole local government union to represent municipalities at the national and international levels. Within this law, all municipalities became the natural or mandatory members of UMT.

The Charter of the UMT regulates the responsibilities and objectives of the UMT. In this regard, UMT is mainly responsible for representing municipalities at both home and abroad, defending the interests of the municipalities, and commenting on and recommending the draft legislation related to municipalities. Moreover, UMT is responsible for:

- Provide guidance and consultancy services
- Organising training activities and events such as conferences, seminars, workshops etc.
- Establishing training centres,
- Promoting the exchange of information and experience,
- Dissemination of best practices and organising study visits,
- Encouraging co-operation and collaboration among the municipalities both at home and abroad,
- Issuing written and visual publications pertinent to municipal management,
- Conducting research and supporting the scientific studies

In addition to the aforementioned responsibilities, the UMT is responsible for the supporting the municipalities in accessing the national and international credit institutions and funds and providing guidance to the development of the project, as well as supporting the local governments of Turkey in the European Union (EU) harmonisation process, contributing to the formulation of EU acquis related to local governments, and providing guidance to its implementation.

According to Law No. 5355, all municipal union's statutory organs comprise of the Assembly, the Executive Board, and the President. Therefore, in line with Law No. 5355, the organisational structure of UMT is also determined by UMT's Charter. The figure below shows the statutory organs of UMT and their representatives.

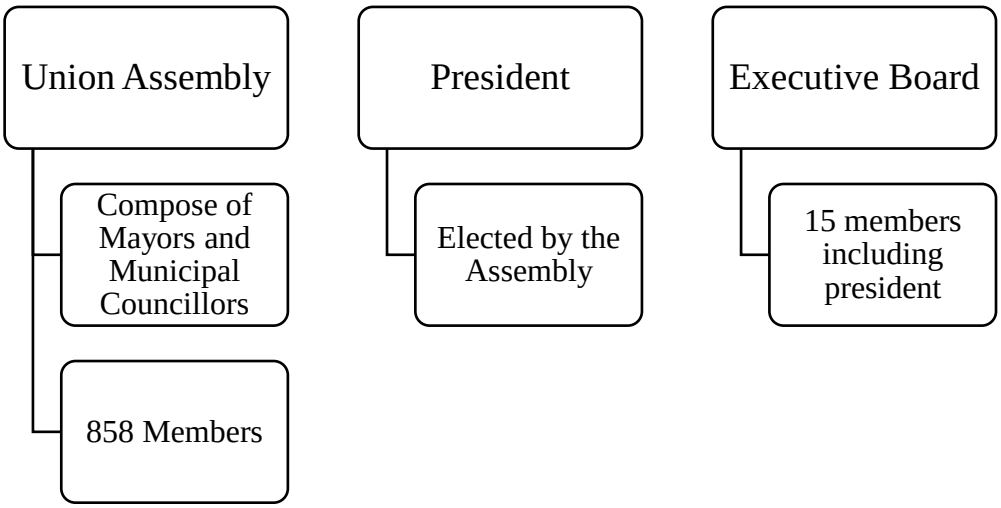

Figure 2: Statutory Organs of UMT

Source*:* UMT Annual Report, 2020

As stated in article 8 of the UMT Charter, UMT Assembly is the main decision-making organ composed of the natural members, including mayors of all 30 metropolitan municipalities and 51 provincial municipalities and the mayors of municipalities having 100.000 or more residents. Apart from natural members, the elected members consist of the mayors and municipal Assembly members elected amongst themselves based on the number of deputies of the Turkish Grand National Assembly designated for each province. The president of the Union is also the chairman or chairwoman of the Assembly. UMT Assembly holds its regular meetings in May and October each year. Extraordinary meetings may also be held if deemed necessary. UMT Assembly members, according to the representation of the different types of municipalities, are shown in the table below.

Table 1: UMT Assembly Member Distribution in 2022

Natural Members	**Number**
Metropolitan Municipality Mayors	30
Province-centre Municipality Mayors	51
100.000 and more Populated Municipality Mayors	177
Elected Members	
Mayors	356
Municipal Council Members	244
Total	858

Source: UMT Annual Report, 2020

Table 2: UMT Assembly Member Distribution in 2018

Natural Members	**Number**
Metropolitan Municipality Mayors	30
Province-centre Municipality Mayors	51
100.000 and more Populated Municipality Mayors	171
Elected Members	
Mayors	340
Municipal Council Members	210
Total	802

Source: UMT Annual Report, 2020

As seen above, the Assembly member number is not fixed, and it might be changed due to the population of cities or the number of parliamentarians representing their cities. As a result of increasing the total parliamentarian number from 550 to 600 by the constitutional amendment voted on 16th April 2017 and entering into force on 9th July 2018, the UMT Assembly number also increased. In addition to that, in 6 cities population has been exceeded to 100.000 which has led to make mayors of those cities as a natural member. Therefore, the number of UMT Assembly has been ascended from 802 to 858. The political party distribution of members is also given table below.

Table 3: Political Party Distribution of UMT Assembly Members

Party	**Number of Members**	**Proportion**
Justice and Development Party (JDP)	540	63%
Republican People's Party (RPP)	167	19%
Nationalist Movement Party (NMP)	82	10%
İYİ Party	13	1%
Trustees and People's Democratic Party	56	7%
Total	**858**	

Source: UMT, Annual Report 2020

The Assembly is fundamentally responsible for discussing and approving the Union's strategic plan, investment plan, work schedule, budget and final account.

According to article 14 of the UMT Charter, UMT Executive Board -which is a subsidiary decision-making organ- consists of 15 representatives, including the President of UMT. Although there is no legal obligation, the distribution of political parties representing in the Assembly and the status of Municipalities (metropolitan, provincial, metropolitan district or district) are taken into account in the election of Executive Board. Recent political party distribution in the Executive Board of UMT is shown in the table below.

Table 4: Political Party Distribution of UMT Executive Board in 2022

Party	Number of Members	Status of Municipality
Justice and Development Party (JDP)	9	4 Metropolitan 3 Provincial 2 Metropolitan District
Republican People's Party (RPP)	4	4 Metropolitan District
Nationalist Movement Party (NMP)	2	1 Metropolitan 1 Provincial

Source: UMT Annual Report, 2020

UMT Council elects the members of UMT Executive Board via secret ballot to serve for a one-year term. The President of UMT also chairs the Executive Board of UMT. Metropolitan, province, district and town municipalities are tried to be represented as much as possible in the Assembly by considering their numbers and total populations. Reviewing the investment plan, work schedule, budget and final account, and delivering relevant opinions to the Union Assembly are main duties of Executive Board.

Union President is the leader and legal entity representative of the Union administration. Union President is elected among the municipality mayor member to Union Assembly at the first Assembly meeting held after the general election for local administrations for a two-year office term via secret ballot. As the leader and highest manager, the president of the union chairs both the Assembly and Executive Board and is responsible for preparing, implementing, monitoring, and assessing the

investment plan, work schedule, budget and final account. He or she represents the Union on national and international platforms, before public and private sector institutions, and as libellant or libellee at judicial grounds.

Union's organisational structure comprises of the units of secretary general, law, education, foreign affairs, environment and urbanisation, financial services, press and information, personnel and editorial departments along with any other units to be established as per necessity dictates. An assistant secretary general may also be employed to aid the secretary general. Units, department administrations and directorates are established through assembly decrees.

As the highest-ranking official of the Union after the President, the Secretary General provides administration for the Union structure in the name and under the responsibility of the Chairperson. Secretary-General carries out the services belonging to the Union and may transfer any authorities of his or her to an official who has a managing title.

Revenues of the Union regulated by the charter and revenues are determined as:

a) Member subscription fees to be collected over the shares of overall budget tax revenues total to be allocated to municipalities at the rates determined by the Union Assembly.
b) Service fees to be collected as per the tariffs determined by the Union Assembly.
c) Funds to be transferred from other public institutions and organisations.
d) Revenues to be acquired over the lease, purchase or otherwise utilization of estates and assets.
e) All kinds of aids and donations.
f) Grants from international organisations.
g) Other income.

UMT's main income resource is the membership fee collected from all 1390 member municipalities. In this regard, two per thousand of the yearly budgets of each municipality are transferred to the UMT budget.

According to last annual report of UMT published in 2020, UMT's total income was 162.893.856 Turkish Lira which equals 18.099.317,33 Euro according to currency rate in 31.12.2020 while its total expenditure was 132.151.554 Turkish Lira which was equal to 14.683.506 €. In compare with both SALAR and VNG, the income of UMT was far less than income of these associations. SALAR declared his turnover nearly 110 million Euro whereas SKL International declared approximately 23.5 million €. Also, if we compare number of staff, UMT has 150 staff according to 2020 annual report -as of 2022 it has nearly than 165- whereas SALAR has 450 and VNG International has 54. Additionally, it can be seen that UMT could not spend its total income. Approximately 3.5 million € was not spent. Detail information about UMT's expenditure and income in 2020 is listed below.

Table 5: UMT's Expenditure and Income in 2020

UMT's Income and Expenditure in 2020		
Expenditure	**Amount**	
Personnel Expenditure	**₺6.877.833**	**€ 764.203,67**
Payment for Social Security	₺1.097.702	€ 121.966,89
Goods and Services Purchase Expenses	₺28.363.063	€ 3.151.451,44
Recurring Expenditure	₺4.038.307	€ 448.700,78
Capital Expenditure	₺79.988.646	€ 8.887.627,33
Capital Transfers	₺11.786.000	€ 1.309.555,56
Total Expenditure	**₺132.151.554**	**€ 14.683.506**
Incomes	**Amount**	
Enterprise and Property Incomes	₺ 693.903	€ 77.100,33
Received Donations and Aid	₺ 1.168.404	€ 129.822,67
Other Incomes	₺ 161.031.549	€ 17.892.394,33
Capital Incomes	-	-
Total Income	**₺ 162.893.856,00**	**€ 18.099.317,33**

Source: UMT Annual Report, 2020

The table shows that UMT's total personnel expenditure, including personnel expenditure and payment for social security, is 6% of the total expenditure. The percentage of personnel expenditures is quite low, and it can be said that UMT would hire more staff with attractive payments that can enhance its administrative capacity. Compared to SALAR, which delivers its services with 450 staff to 290 municipalities and 20 regions, UMT delivers services to 1390 municipalities with nearly 160 staff. In other words, despite UMT representing 4.5 times more municipality than SALAR, it has nearly three times less staff than SALAR. It can also be inferred that in the

income sources of UMT and other NAMs, the economic capital of associations depends on the economic capital of municipalities. Therefore, there is an interrelation between strengthening municipalities and associations regarding economic capital.

In order to display form of organization (internal structure) of UMT, its administrative structure is illustrated with the figure below

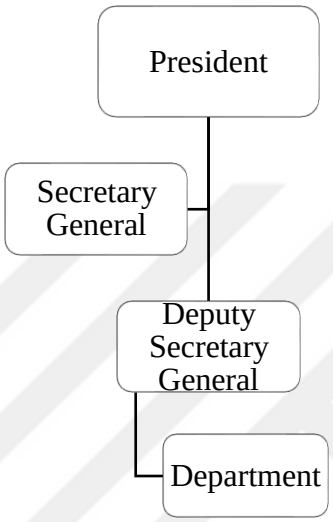

Figure 3: Administrative Structure of UMT

In accordance with the administrative structure, as of 2022, UMT has nine departments and one unit:

1. Press and Publication Department
2. IT Department
3. Education Department
4. Foreign Affairs Department
5. Environment and Urbanization Department
6. Legal Affairs Department
7. Support Services Department
8. Financial Services Department
9. Personnel and Registrar Department
10. Project and Finance Unit

UMT's services are varied into four groups: legal services, training, international relations and project, grant, and fund assistance (UMT, 2019). Legal services mainly aim to provide protective and constructive action in the scope of regulations and law. Those services can be arrayed as:

- To file lawsuits on behalf of municipalities against regulations that adversely affect municipalities,
- Review, comment, and recommendation to draft laws related to municipalities,
- Determining problems faced in practice and preparing pertinent recommendations,
- Participating in the legislative process conducted by the Specialist Commissions of the Turkish Grand National Assembly (TGNA) and other relevant authorities,
- To respond all sort of requests of municipalities about legal matters.
- Defending interest of municipalities at the Constitutional Court in case of lawsuit for the annulment of the laws related to municipalities.

Performing these services, UMT takes into account these fundamental principles: Decentralisation principle, the principle of administrative tutelage, European Charter of Local Self-Government, proportionality as regards functions and revenues, the principle of the rule of law, the principle of quality service provision (Town Twinning Handbook, 2019).

In order to support the development of municipal capacities in Turkey, UMT provides training services, and since 2009, training services are provided via Municipality Academy for municipal personnel, mayors, councillors and executives across Turkey. Beside both face to face and distance training activities, Municipal Academy also organises congresses, seminars, workshops, symposia etc.

Since UMT represents Turkish Municipalities both at home and abroad, it follows the international agenda and updates Turkish municipalities about international development relating to municipalities. In this context, UMT disseminates the best

practices worldwide and supports the experience sharing among the municipalities all over the world. Also, UMT works to encourage solidarity (UMT, 2020).

Foreign Affairs Directorate is the main responsible department for conducting these international relations and duties of UMT. Throughout foreign affairs activities, UMT promotes the Turkish local government system at the international level, especially in United Nations and European Union, as well as conveying international standards and best practices to Turkey (UMT, 2019). UMT also supports Turkish municipalities for the EU harmonization process via providing guidance to the implementation of the EU acquis pertinent to local governments and conducting activities for the effective utilization of EU funds (UMT Annual Report, 2020).

As a member, UMT is also working in several international institutions to ensure the active participation of Turkish municipalities in the activities of these institutions. In this context, UMT is a member of; the United Cities and Local Governments (UCLG), UCLG-MEWA, Council of European Municipalities and Regions (CEMR), World Water Council, Council of Europe Congress of Local and Regional Authorities (The Congress), Turkey Working Group of the European Union Committee of the Regions (CoR) and Assembly of European Regions. UMT carries out the national secretariat of The Congress, and UMT is the national contact unit of the Turkey Working Group of the European Union Committee of the Regions (CoR) and Euro-Mediterranean Assembly (ARLEM) (UMT, 2020).

These memberships and networks constitute the social capital of UMT wherein UMT represents and promotes the interests of Turkish municipalities and transfers and disseminates useful knowledge and experiences. Through membership and/or connection with these organizations established with direct ties, Turkish municipalities also connect them indirectly. Consequently, UMT improves the social capital of municipalities by expanding its social capital. Lobbying in these organizations for mobilization them according to the interest of Turkish municipalities depends on the administrative capacity of UMT. Besides, UMT supports the municipalities in adhering to international agreements, charters, etc., and implementing these policies into their local services. In this context, UN Sustainable Development Goals, New Urban Agenda, the Paris Agreement and Climate Change

Conferences have been closely followed to be embedded in municipalities agendas. Also, UMT has been working on the adoption and implementation of documents such as the European Charter for Equality of women and men in local life, the Covenant of Mayors, The Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse (the Lanzarote Convention) and Global Compact on Refugees into the municipalities' local policies and services.

Project, Grant and Fund Management in Union of Municipalities of Turkey

In 2018, UMT established a brand-new unit named Project and Finance to diversify the financial resources of Turkish municipalities and improve the capacity of the personnel working in this field. The unit aims to facilitate Turkish municipalities' access to domestic and international grants, funds and credit resources, primarily European Union financial resources and programs and develops national projects to support municipalities. Although there were three employees when it was established, the number of employees in this unit has grown to 19 as UMT has sought to apply for and manage more EU-funded projects in less than three years. As a result of this growth, the unit has become UMT's most crowded department as of 2022 (UMT, 2020).

The duties and responsibilities of the Project and Finance Unit are listed below:

- To contribute to municipalities' project planning, execution and monitoring process and provide training about project management.
- To inform municipalities about EU financial sources and programmes and help with the application process in order to ensure that municipalities benefit from these sources efficiently.
- To ensure effective coordination with municipalities, relevant institutions and organizations in order for municipalities to benefit from domestic and international grants, funds and loans.
- To carry out cooperation and joint projects with domestic and foreign institutions and organizations on project and financing issues.

- To conduct research about both domestic and international grant, fund and credit source opportunities and inform municipalities about these sources and their application conditions.
- Planning and executing projects to enhance Union and municipalities' capacity through domestic and international financial sources[21].

Capacity building is one of the most significant roles of UMT in resource acquisition and project management. In this regard, the capacity development methodology of VNG international that was implemented in the LOGO South programme (Buis, 2009) is utilized to demonstrate this role of UMT. According to this methodology, capacity building activities are conducted from four levels: individual, institutional, sectoral and networks or/and environment level. The figure below illustrates that methodology.

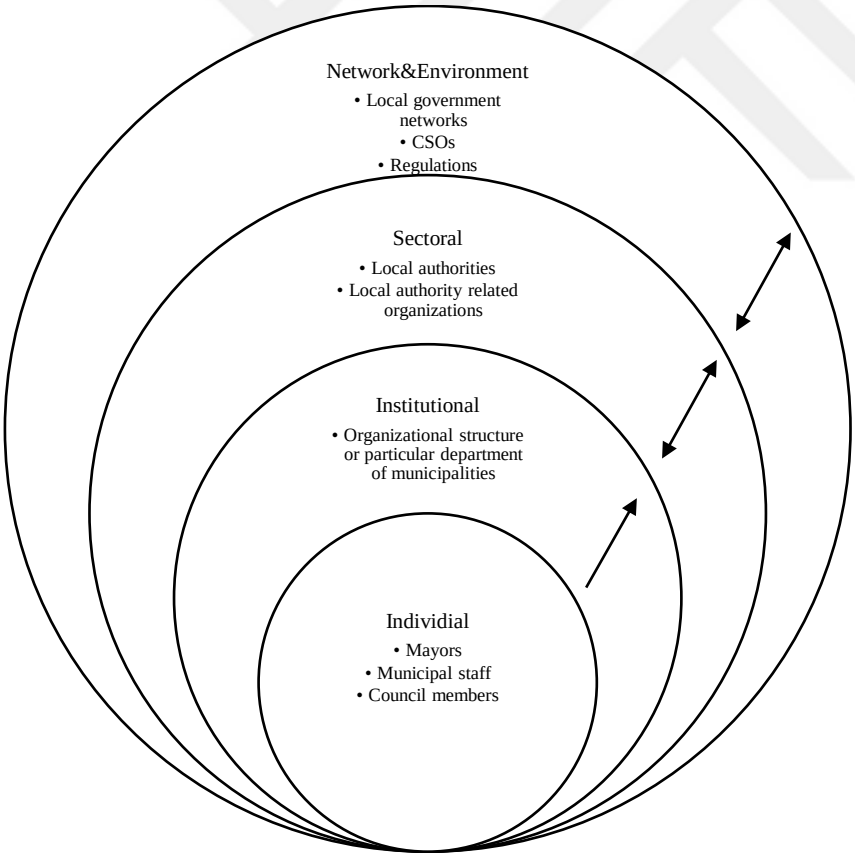

Figure 4: Capacity Development Methodology of VNG

[21] https://www.tbb.gov.tr/Tr/icerik_proje-ve-finansman-birimi_194

Individual-level activities aim to increase knowledge and raise awareness of mayors, council members, and municipal staff whereas institutional-level activities aim to develop adequate organizational structure via the strength departments. On a larger scale, sectoral level activities target entire local authorities and local governance related organizations while network and environment level target either national or international networks and legislations. UMT improves municipal staff capacity through training and ongoing consultation within this context, as this is critical to realizing institutional capacity development. After that, UMT provides know-how support to municipalities and guide them to organize a dedicated specialized department dealing with resource acquisition and project management. At the sectoral level, UMT is one of the sufficient venues for experience and knowledge sharing and awareness-raising not only for municipalities but also for other local authorities. UMT ensures that relevant networks operate effectively and efficiently and that municipal regulations do not impede municipal development in network and environment level activities. In this regard, UMT's contribution to abolishing provisions preventing the participation of municipalities with outstanding debts is a good example. Before UMT's interference, municipalities with outstanding debts could not participate in the EU Funded grant programmes. Thus, this provision had restricted a significant number of municipalities from participating in these programmes. Therefore, UMT had officially negotiated with EU Delegation to Turkey in order to abolish this provision. In this process, UMT clarified that according to municipality law no: 5393, such grants are accepted as conditional donations that cannot be distrained due to dept. State differently, grants or funds are guaranteed by law, and they cannot be either distrained or used for another purpose. As a result of this negotiation, the provision was abolished and exception for Turkish municipalities has started to be implemented in Town Twinning-II programme. As a successful lobbying example, it shows that UMT, as a national representative organization, defends the interests of municipalities via lobbying and is able to ensure involving more municipalities in grant opportunities. The table below shows the essential roles and responsibilities of UMT in resource obtaining, its influence on Turkish municipalities and potential outcomes.

Table 6: Relevance of NAM's Responsibilities in Resource Acquisition

Role & Responsibilities of UMT	Relevance of Resource Acquisition	Influence on Municipalities	Outcomes
Capacity Building (Service Delivering) • Training • Providing Information &knowledge • Providing guidelines & manuals • Publications • Support with competent experts • Consultancy service	Enhances technical knowledge of municipal staff for obtaining and using resources, particularly those having insufficient absorption capacity Raises the awareness of mayors, council members and municipal staff about resources Informs the municipalities about available resources	Informed about available financial and technical support assistance Found beneficial resources they need Human resource capacity is enhanced Learned how to prepared high-quality project to apply Absorption capacity of municipalities are increased	More municipalities become able to apply project-based programmes Quality of projects is increased The chance to obtain support or resources increased More municipality obtain more support and resources resulting in capacity building
Representing & Lobbying • Protect the interests of municipalities • Facilitating membership of municipalities • Seeking & creating opportunities • Establishing partnerships or stakeholder relations • Collaborate with public and private organizations as well as NGOs and CSOs	Involves and interacts more networks and sources Links to municipalities into networks or ease to accession of municipalities sources Create or stipulate resources Distribute/allocate present resources Diversify the resources in line with the necessities of municipalities	Connected with larger scale organizations and networks where they would not by themselves Had chance to find more, and more various opportunities in accordance with their needs.	More, and more various resources are made available for municipalities Municipalities get chance to obtain more financial or technical support to develop themselves
Dissemination of knowledge and experience • Being platform to share experience and knowledge • Present best practices	Shares successful projects and lessons learned Disseminates current global development and information	Being informed about beneficial experiences and get useful information they can draw on	Municipalities become able to create or prepare high quality and distinctive projects

Since 2018, the Project and Financing Unit has concentrated its efforts on EU grant and fund programs, particularly Instrument for Pre-Accession (IPA) programs. As a result, the role of UMT in IPA Programs, its impact on municipalities, and the contribution of UMT specialization in project and grant management will be examined in the following chapter.

CHAPTER 3

FIELD RESEARCH AND ANALYSIS

In this chapter, the performance of municipalities and UMT in the Instrument for Pre-Accession Assistance Programme (IPA), funded by the EU that provides project-based grants and technical assistance support for local authorities, will be analysed. Within this scope, after a description of the IPA and the roles of UMT in this program, the performance of both municipalities and UMT will be evaluated.

3.1. Instrument for Pre-Accession Assistance (IPA)

EU mainly aims to enhance local and regional authority empowerment, fostering their capacities and performance as democratic policymakers and local service providers. In this context, EU financial support mainly focused on four types of interventions (CoR, 2021):

- Improving the LRAs' regulatory and local governance framework
- Reinforcing the ability of LRAs to fulfil their core mandates by improving their political, financial, and administrative capacities
- Fostering local infrastructure and LRAs' capacity to deliver core services
- Stimulating local economic development in strategic areas

According to the solidarity principle, the European Union (EU) provides financial assistance to member, candidate, and potential candidate countries to finance common policies, facilitate country adaptation, and enhance dialogue with countries outside the Union (Karataş, 2010). Since 1999, Turkey has received financial assistance from the EU in this context as a candidate country. All EU pre-accession financial instruments (PHARE, PHARE CBC, ISPA, SAPARD, CARDS, and the financial instrument for Turkey) were consolidated in 2007 under a single legal

framework named the Instrument for Pre-Accession Assistance (IPA)[22]. IPA is a tool for providing financial and technical assistance to support reforms in candidate and potential candidate countries (Gündüç, 2022). The utilization of funds based on programs prepared by beneficiary nations according to particular priorities and fields of activity is the most significant change of IPA compared to earlier instruments (Karataş, 2010).

In this regard, the overall goal of EU assistance to candidate countries and potential candidates is described as assisting beneficiaries in adopting and implementing the political, institutional, legal, administrative, social, and economic reforms necessary for those beneficiaries to comply with Union values and gradually align with Union rules, standards, policies, and practices.[23] To summarize, the major goal of the IPA is to assist initiatives that fulfil the interests and priorities of candidate and potential candidate countries, as well as to harmonize with the EU acquis and to provide the administrative capacity required for this harmonization.

During the IPA-I (2007-2013) phase, a total of 11.5 billion Euros, from which Turkey received 4.8 billion Euros, was distributed to the beneficiary countries under five components: transition support and institution-building, cross-border cooperation (CBC), regional, human resource, and rural development. In the second period, IPA-II (2013-2020), the EU had tentatively planned to allocate 11.7 billion Euro to beneficiary countries, with 4.8 billion allocated to Turkey through the following priority sectors: democracy and governance; the rule of law and fundamental rights; environment and climate action; transportation; energy; competitiveness and innovation; education, employment, and social policies; agriculture and rural development; and regional and territorial development[24].

IPA-III for the period 2021-2027 entered into force on 20 September 2021 and applies retroactively from 1 January 2021. EU decided to allocate nearly 14.2 billion

[22] https://ec.europa.eu/regional_policy/en/funding/ipa/how/

[23] https://ec.europa.eu/neighbourhood-enlargement/enlargement-policy/overview-instrument-pre-accession-assistance_en

[24] https://www.avrupa.info.tr/en/instrument-pre-accession-assistance-ipa-880

€ to IPA beneficiary countries through the IPA-III implementation period. Besides, IPA-III has a significant alteration compared to previous IPA periods. In this regard, the legal framework of IPA-III replaces pre-defined country financial envelopes with thematic windows as the key reference for programming and will include both bilateral and multi-country activities under its scope (CoR, 2021). In other words, prior to IPA-III, the amount of financial assistance was designated to each receiving country; however, under IPA-III, the amount of financial assistance is assigned to thematic priorities rather than countries. Therefore, IPA beneficiary countries will compete to prepare better project proposals in line with the determined particular thematic windows and priorities. Within this scope, the table below shows the indicative allocation for the period 2021-2027 to support the thematic priorities of IPA III programming framework. Prices are expressed in million Euros.

Table 7: Indicative Allocation for the Thematic Priorities of IPA III Programming Framework

IPA III Windows	%	2021	2022	2023	2024	2025	2026	2027	Total
Window 1: Rule of law, fundamental rights, and democracy	15,13	281	287	292	298	304	310	317	2.089
Window 2: Good governance, EU acquis alignment, good neighbourly relations and strategic communication	16,59	308	314	321	327	333	340	347	2.291
Window 3: Green agenda and sustainable connectivity	42,25	788	804	820	837	853	870	888	5.860
Window 4: Competitiveness and inclusive growth	22,31	414	422	431	440	448	457	467	3.080
Window 5: Territorial and cross-border cooperation	3,51	65	66	68	69	71	72	73	485
Total Operational Budget	**100,0%**	**1.855**	**1.894**	**1.932**	**1.971**	**2.010**	**2.051**	**2.093**	**13.804**
Administrative Appropriations	n/a	49	49	50	51	52	53	54	357
Total	**100,00%**	**1.904**	**1.943**	**1.982**	**2.022**	**2.062**	**2.104**	**2.147**	**14.162**

Source: https://ec.europa.eu/neighbourhood-enlargement/enlargement-policy/overview-instrument-pre-accession-assistance_en

IPA-III Programming Process in Turkey

IPA is a complex and time-consuming process that all institutions, including applicants, implementers, and supervisors, must perform thoroughly. Furthermore, carrying out this procedure necessitates appropriate technical expertise and dedication, demonstrating how the institutions involved should have the adequate organizational capability. Therefore, this process is described briefly below.

Firstly, beneficiary countries must develop Strategic Responses outlining how their activities will contribute to the goals of the IPA III Programming Framework. These documents contain a preliminary list of draft projects submitted by beneficiary institutions, indicating how IPA funding possibilities will be used and which thematic priorities of the IPA III programming framework will be addressed. Then, the European Commission (EC) will make a preliminary selection based on policy significance. Only activities that receive approval at this stage will progress to full-fledged action documents. Following that, actions will be assessed based on their technical maturity. Only properly and technically mature actions are regarded as ready for adoption.

Among the projects proposed by the beneficiary institution throughout maturity assessment, priority will be given to the projects that can be tendered as quickly as possible and whose implementation can begin as soon as possible. Therefore, it is important to determine the requirements of the project well, to carry out the feasibility study for the project at the tender stage, determine the activities to be carried out within the scope of the project, to conduct market research within the scope of purchasing activities and calculate the project budget approximately, so that the proposed project does not encounter any problems during the tender and implementation phase. In this regard, the beneficiary institutions will request the preparation of application documents such as project fiche, technical specifications, and market research in projects that pass the relevance stage, and the quality of the aforementioned application documents will be decisive in the maturity assessment of the European Commission (Ministry of Interior, 2021).

In general, there are three main stages for the IPA-III projects: programming, tendering, and implementation. Beneficiary institutions plan and propose their projects for evaluation by the relevant institutions during the programming stage, and the EU's financing decisions are made if projects are deemed appropriate. IPA projects require detailed preliminary research, analysis and feasibility studies due to their high budgets and the multitude of planned activities (Ministry of Interior, 2021).

Under IPA programmes, five types of contracts can be signed for the projects: service, supply, construction, twinning, and direct grant contracts. Service contracts aim to provide technical assistance and capacity building activities. In the service contract, private consultancy companies are selected due to the service tender based on the beneficiary institution's Terms of Reference (ToR). Supply contracts cover the purchase, leasing, conditional or unconditional rental of products. Technical Specifications must be prepared for the tender of the supply contract. Building construction or renovation works can be carried out within the construction contract. The twinning mechanism enables public administrations and semi-public organizations in candidate countries to work with their counterparts in EU member states to develop projects for the adaptation, enactment, and implementation of a certain part of the Union acquis (Ministry of Interior, 2021).

Through the direct grant contract, the European Union provides direct financial support to the beneficiary institutions by cooperating with international organizations, especially the UN agencies and the World Bank. At the proposal stage of the projects, the beneficiary institution determines a topic in line with the priority areas of the EU harmonization process and prepares the Action Fiche (AF), which includes basic information about the project, then submits the AF to the lead institution coordinating the particular sector or windows. Lead institutions assess AFs according to their relevance to IPA windows and priorities. Following the relevance assessment process, the lead institutions decide whether projects are appropriate to be included in the programming process. In the last stage of the programming process, Action Documents (AD), including the projects having passed the relevance assessment, are prepared by the Lead Institution in collaboration with beneficiary institutions and submitted to the European Commission. Following the approval of

the ADs by the European Commission and the IPA Committee, Turkey and the EU will sign a Financing Agreement that involves all projects to be financed in the relevant fiscal year. The programming process is officially concluded with the signature of the Financing Agreement (Ministry of Interior, 2021).

The tendering stage begins following the financing agreement. Projects shall be contracted no later than three years after the applicable Financing Agreement becomes effective. Tender materials must be submitted to the Central Finance and Contracts Unit (CFCU), which supervises the tender process during this phase. Tender, contract, accounting, payment, and reporting processes for projects in accordance with the European Commission's procedures and principles (Procurement and Grants for European Union External Actions / PRAG Guide) are primarily carried out by the Central Finance and Contracts Unit (CFCU), which was established under the Ministry of Treasury and Finance. In addition to CFCU, ministries such as Transportation and Infrastructure (MoTI), Environment, Urbanization and Climate Change (MoEUCC), Industry and Technology (MoIT), Human Resources Development Operating Structure (HRDOS) under the Ministry of Labour and Social Security (MoLS) are some of the other authorized contracting authorities in Turkey.

The related contracting authority conducts the tendering process of the projects. The beneficiary institutions are responsible for preparing technical documents such as ToR. In order to manage the tendering process smoothly, and sign contracts on time, the project preparation and feasibility works should be done thoroughly. It is of utmost importance that the beneficiary institution has qualified personnel who can prepare the technical documents of the project. Since this process includes constant questions and answers interactions, having an adequate number of qualified personnel is also crucial for beneficiary institutions. Beneficiary institutions must assign 3 or 5 personnel -depending on the type of contract- for the evaluation committee that evaluates tender proposal documents during the tendering process. The lead institution examines the CVs of the assigned members in terms of technical competence, command of English, and the absence of a superior-subordinate relationship between the members in order to make an impartial and fair evaluation.

Committee members are submitted to the contracting authority for approval. In order to complete the evaluation process on time during the evaluation process, no other task should be assigned to the appointed members. At the end of the tender, the tender evaluation report, which explains the tender result prepared by the CFCU, is sent to the EU Delegation to Turkey for final approval. The contract's implementation phase begins after the EU Delegation, the EU's diplomatic representation in Turkey, approves the tender evaluation report, and the contract is signed. In case the delegation does not approve the tender evaluation report, the tender would be completely cancelled, or the tender process would be renewed (Ministry of Interior, 2021).

The implementation phase begins with the signing of the contract. The beneficiary institutions are responsible for the technical implementation of the project, while the contracting authority is responsible for monitoring the implementation of the contracts and making payments to the contractor as their contractual obligations are fulfilled. The project process is constantly monitored by beneficiary institutions and contracting authorities.

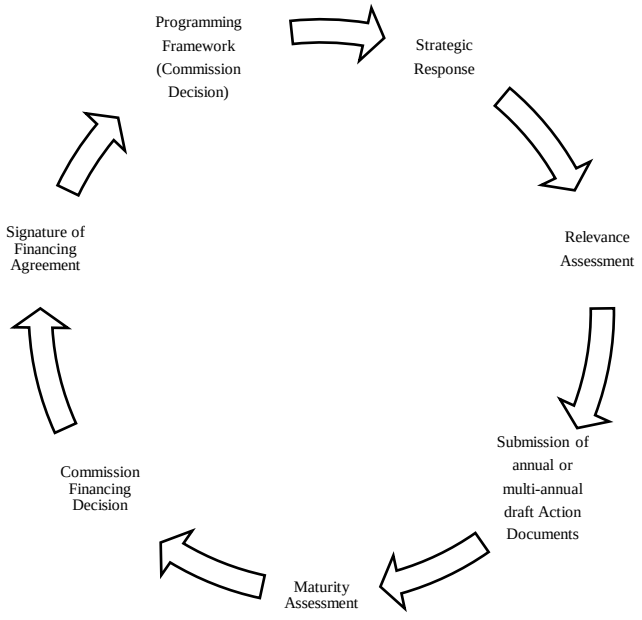

Figure 5: IPA-III Programming Process Cycle

Source: IPA-III Programming Framework, (European Commission, 2021)

To summarize, IPA programming is a difficult and time-consuming process that necessitates significant administrative, institutional, and human resource capacity. Municipalities can only propose projects to programs created by beneficiary entities such as UMT, ministries, or the Ministry of Foreign Affairs' Directorate of European Union Affairs. Municipalities may only operate on the demand side. Nonetheless, sufficient capacity is required to develop, implement, and evaluate projects under the IPA Programmes and any other type of external financial aid such as grants and funds. Unlike municipalities, UMT, as an umbrella institution for municipalities, can be a beneficiary institution that prepares and submit programmes in line with the thematic priorities of IPA. Therefore, UMT is able to create technical assistance and grant opportunities for municipalities via programmes if its proposals succeed. Therefore, UMT has a critical role in creating or distributing financial and technical assistance in the IPA Programme. In this context, UMT's roles and the way it plays this role will be briefly explained below.

Initially, UMT prepares programme and project proposals in cooperation with the ministries, international organisations such as United Nations (UN), other national and regional unions, etc. In this context, UMT designs and submits proposals in accordance with the priorities of the IPA. UMT's roles or responsibilities can be listed as follow:

- Preparing and presenting program or project proposals for municipalities
- Preparing and submitting required documents such as action fiche, action document, terms of references, grant guidelines etc.)
- Announcing programmes and informing municipalities about them
- Providing support for the application processes of programmes
- Carrying out the bureaucratic and technical processes of the programmes
- Carrying out the monitoring and evaluation processes of the projects that are entitled to grant or funding
- To disseminate good practice examples

UMT has significant potential to assist municipalities with resource-seeking and acquisition processes in the context of those roles and responsibilities. UMT can

create or steer resources in favour of municipalities, as well as ensure maximum participation of municipalities to increase the likelihood of acquiring resources or technical assistance, and support municipalities in more effective management of acquired resources or assistance.

The performance of municipalities and UMT and the factors affecting the performance must be elaborately analysed. Thus, the concept of absorption capacity, which was conceptualized for analysing country and institution performances in EU funding programmes, is also utilised in this study.

3.2. Absorption Capacity

The absorption capacity concept was developed to measure the capacity of a country and institution in the field of both acquisition and management of EU funds. In general, NEI (2002) defined absorption capacity as the ability to fully spend the Structural Fund's assigned financial resources in an effective and efficient manner. Despite the fact that this description is specific to EU financing programmes, it can be used for any foreign fund or aid program. As a result, this concept can be used to assess municipalities' administrative or institutional competence in terms of resource seeking and project management.

Absorption capacity is comprised of financial and administrative capacity, and institutions are addressed as the demand side, which prepares projects to acquire resources or assistance and as the supply side that delivers and manages the resources. Administrative structures at the national level managing EU funds are considered as supply-side, and their ability to receive EU funds, allocate and distribute them determine the supply side absorption capacity. The ability to prepare or design adequate projects and acquire grants or funds determines demand-side institutions' absorption capacity. It is stated that inadequate projects are the most critical problem for EU grant beneficiaries (Duran, 2014; Šumpíková et al., 2004). Municipalities will be analysed as demand-side, whereas UMT will be both demand and supply-side institutions.

Firstly, in the context of the absorption capacity concept, financial absorption capacity refers to the ability to co-financing EU support and collect financial contributions from outside of the EU (NEI, 2002). Co-financing can also be defined as the contributions of main beneficiaries who receive a grant or funding for the realization of a project, in-kind or in cash, from their own budget or from different sources. Funders want to make sure that beneficiaries have financial absorption capacity to ensure the beneficiaries' ownership and financial sustainability of the project after it is completed. Furthermore, the definition of financial absorption capacity might be expanded as the ability to co-finance during project implementation, financially sustain the project after external aid has ended, and find financial support outside of the donor. Institutions might provide co-financing with their own budget or acquire from other institutions. Therefore, financial absorption capacity can be associated with Bourdieu's concept of economic and social capital, because collecting or finding financial contributions or support is also linked to the volume of social capital. Organizations comprised of social capital may make direct financial contributions or facilitate access to financial resources. Close collaboration with powerful NGOs, private companies, or public institutions, for example, would facilitate municipalities' access to or acquisition of co-financing for projects.

However, the requirement of co-financing is might also be a problem for municipalities, and it was addressed by the European Committee of the Regions (2014) report conducted by Aston University. It was stated that Local and Regional Authorities (LRAs), particularly small municipalities, frequently face significant financial constraints. As a result, the co-financing requirements of IPA projects remain one of the major impediments to their successful participation in programmes. LRAs in candidate and potential candidate states are finding it extremely difficult to obtain the required level of co-funding to participate in IPA projects. Following this statement, reducing co-financing demand was recommended to increase the participation of LRAs in the IPA programmes.

The second dimension of absorption capacity is administrative absorption capacity which was defined by NEI, (2002) as the ability of central and local governments to prepare appropriate plans, programs, and projects on time, to decide on programs and

projects, to coordinate among fundamental partners, to fulfil administrative and reporting requirements, and to finance and supervise implementation properly. Administrative absorption capacity is composed of structural (organizational), human resources and system&tools capacity (NEI, 2002).

Structural Absorption Capacity

NEI (2002) defines the structural absorption capacity as clear delegation of obligations to institutions, or better, departments or units within these institutions. This assignment includes a variety of tasks such as management, programming, implementation, evaluation & monitoring, and financial management & control.

To sum up, the presence of a specialized department or unit in the resource and project management determines the extent of the structural absorption capacity. Thus, establishing a department or unit in local government specializing in planning and managing projects to acquire external financial and technical resources can boost the likelihood of acquiring those resources. Furthermore, structural absorption capacity is related to Jessop's organizational scope, which focuses the internal structure of political bodies.

Human Resources Capacity

NEI (2002) indicated that managing EU funds effectively and efficiently is mostly dependent on experienced, qualified, and motivated human resources who play the key roles in being successful. Many studies on absorption capacity also signify that qualified and experienced human resource capacity is the most substantial decisive factor affecting the administrative absorption capacity. Furthermore, studies show that the most critical problems for public institutions in EU candidate countries are recruiting and retaining qualified and motivated staff because qualified and experienced staff are more likely to move to another institution due to dissatisfaction with working conditions, including low payments.

In the case of Turkey, notably for the municipalities, even amongst most metropolitan and metropolitan district municipalities considered as large scale,

having adequate English knowledge staff is the most critical problem and deficiency. Because not only EU Fund Programmes, but also any project program providing grants or technical assistance requires English knowledge to complete the bureaucratic and technical procedures. As a result, municipalities must have an adequate number of people who are fluent in English in order to follow programs and develop, apply, and implement projects.

European Committee of the Regions (2014) stated that almost all local authorities except large scale ones face the presence of qualified and well-trained staff problem, which is seen as a crucial hindrance to the participation of local authorities in the IPA Programmes. In this respect, focusing more on employing qualified workers and enhancing the capacity to prepare high-quality technical documentation was recommended to local authorities. It was also suggested that the European Commission and the EU Delegation provide adequate training to personnel of IPA beneficiary institutions, particularly central and local government institutions, and assist these institutions in developing career planning and salary systems to facilitate employment in this field.

Projects conducted under the IPA Programs are usually completed in an average of 2-4 years. It is vital to effectively manage time-consuming bureaucratic and technical processes during the project process. From this point of view, the presence of qualified personnel who have managed an EU project from the beginning to the end within the municipality will not only contribute to the human resource capacity but will also contribute to the municipality's gaining experience in this field that leads to apply more projects in the future and get more funds.

Our experiences also demonstrate that, even in many metropolitan municipalities, municipalities are insufficient in terms of recruiting competent employees in this field, retaining them for an extended period of time, and offering competitive salaries. This condition, which is more prevalent in small-scale municipalities, may impede small-scale municipalities, which require financial and technical assistance more than large-scale municipalities, from participating in programs where this assistance is available.

Before the conceptualization of absorption capacity, absortive capacity concept was originally defined as the ability to recognize the value of new information, internalize it, and apply it to commercial purposes (Cohen & Levinthal, 1990). Later, Zahra and George (2002) expanded on this concept, identifying four characteristics of absorptive capacity: acquisition, absorption, transformation, and exploitation of external knowledge. The term acquisition relates to the acquisition of knowledge, whereas assimilation refers to the ability to incorporate external knowledge into the operation of an organization. The ability to develop and improve processes by combining existing knowledge with newly learned and absorbed knowledge is referred to as transformation.

The necessity of communication with the external environment for an organization is highlighted in this framework. Therefore, it is suggested that organizations focus on communication with the external community to more efficiently employ sources, which can increase the effectiveness of the transferring process and their absorptive capacity (Cohen & Levinthal, 1990; Noblet et al., 2011). In this regard, Cohen and Levinthal (1990) argued that an organization's absorptive capacity depends on its employees' absorptive capacities, and that the absorptive capacities of both organizations and workers improve cumulatively.

As a result, the complex, detailed and time-consuming nature of EU programs further increases the need for qualified personnel. Establishing distinctive units to deal with EU-financed programs, employing qualified personnel within local governments and ensuring that experienced employees retain will undoubtedly play an important role in producing successful projects and obtaining more resources, funds and assistance in the long term.

System and Tools

Systems and Tools refer to the availability of instruments, methodologies, guidelines, manuals, techniques, forms, and so on that enable organizations handling EU Funds to convert implicit information held in individuals' heads into explicit knowledge that can be shared across organizations. This is especially crucial when key personnel

depart an organization, as such instruments diminish the likelihood of malfunctioning.

In this regard, municipal institutionalization in the field of EU programs and having functional systems and tools will not only make existing personnel more efficient but will also support the creation of a specific institutional culture and infrastructure that will contribute to the rapid training of newcomers.

Last but not least, studies including country cases and aiming to analyse absorption capacity of organizations under EU funding programmes commonly concluded that local governments and state institutions do not completely benefit from EU funds due to insufficient financial and administrative capacity. Among the issues these organizations confronted, it was also indicated that insufficient human resources is the foremost and most affecting factors for absorption capacity (Duran, 2014; Horvat, 2005; Lorvi, 2013; NEI, 2002; Šumpíková et al., 2004; Tatar, 2010).

3.3. Analysis of Turkish Municipalities in EU Grant Programmes under IPA

According to Article 127 of the Turkish Constitution, local governments of Turkey are composed of special provincial administration (il özel idaresi), municipalities (belediye) and villages (köy) and their powers and responsibilities are regulated by law in line with the principles of subsidiarity. In this context, the Constitution ensures local governments' administrative and financial autonomies. As of 2022, there are 1390 municipalities, 51 special provincial administrations and 18293 villages in Turkey.

Municipalities are divided into five types as; Metropolitan Municipality (MM), Provincial Municipality (PM), Metropolitan District Municipality (MDM), District Municipality (DM) and Town Municipality (TM). According to Law No: 6360, municipalities with 750.000 and more population can become MM, and there are 30 MM in Turkey. The table below shows the number of municipalities based on their municipal type.

Table 8: Number of Turkish Municipalities

Metropolitan Municipalities (MM)	30
Provincial Municipalities (PM)	51
Metropolitan District Municipalities (MDM)	519
District Municipalities (DM)	403
Town Municipalities (TM)	387
Total	1390

Source: https://www.e-icisleri.gov.tr/Anasayfa/MulkiIdariBolumleri.aspx

Analysis of EU Grant Received Turkish Municipalities

Several public institutions are authorized to manage basically contracting and evaluation process of grant contracts signed with the EU. In this respect, Central Finance and Contracting Authority (CFCU) is the first accredited institution established in 2002 and is responsible for utilizing EU funds in our country. CFCU is responsible for all budgeting, tendering, contracting, payments accounting and financial reporting aspects of the procurement of the Services, Supplies, Works and Grants in the context of the EU-funded programmes in Turkey[25].

CFCU provides a grant database that shows all grant contracts signed between the EU and CFCU, in which how many municipalities have signed grant contracts so far, as well as the amount of those grants can be seen. Therefore, this database is a crucial source enabling us to analyze municipalities' absorption capacity based on their municipal type. Because grants are given to successful projects through a competitive process in which municipalities propose their projects, that data is appropriate for comparing municipalities' performance and absorption capacity.

According to this database, 406 grant contracts were signed between municipalities and CFCU, and in total, 85.307.799,97 Euros EU funds were allocated to municipalities (as shown in Table 1 of Appendix A). The number of grants signed by municipalities in terms of their municipal type and the sum of allocated grants is

[25] https://www.cfcu.gov.tr/about-cfcu

given table below. At this point, their former status as a municipal type is neglected and municipalities have been assessed according to their current status.

Table 9: Distribution of All Grant Contracts Signed between CFCU and Turkish Municipalities

Distribution of All Grant Contracts Signed with the CFCU by Municipal Type		
Municipal Type	**Number of Contract**	**Total Amount of Grant**
Metropolitan District	128	€ 20.095.073,93
District	96	€ 25.265.131,10
Metropolitan	65	€ 11.268.792,43
Provincial	43	€ 12.672.909,10
Former Municipalities	43	€ 10.592.963,22
Town	31	€ 5.412.930,19
Total	**406**	**€ 85.307.799,97**

Source: https://www.cfcu.gov.tr/grant-database, own analysis

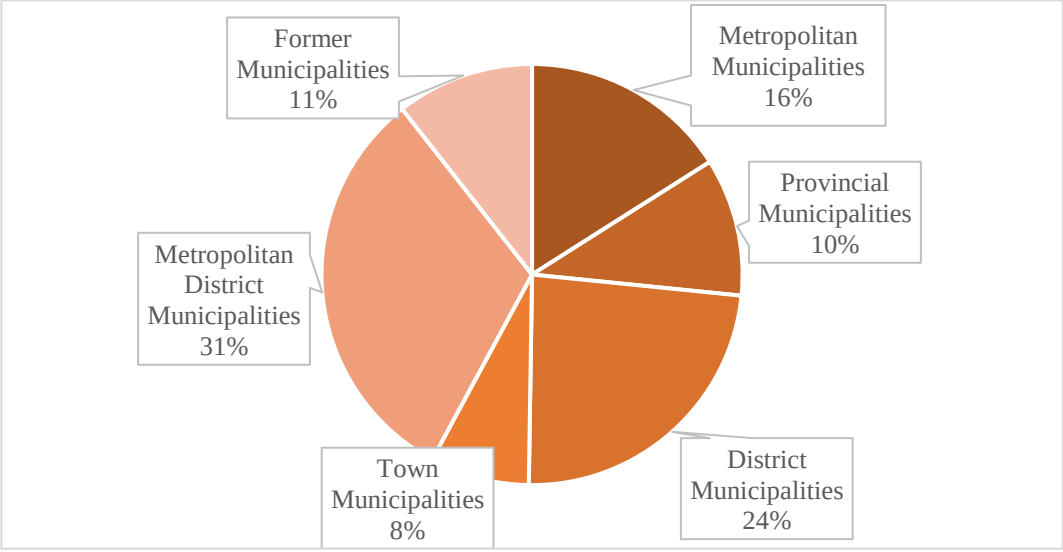

Figure 6: Proportion of All Grant Contracts Signed with the CFCU by Municipal Type

As seen from the figure, MDMs are the most benefitted municipalities from EU grant programmes as their proportion is nearly 31%. Grant contracting proportion of each municipal type within their type is shown in the table below:

Table 10: Grant Contract Signing Statistics of Turkish Municipalities

Municipal Type	**Number of Grant Received Municipalities**	**Number of Signed Grant Contracts**	**Total Number of Municipalities**	**Grant Received/ Total**
Metropolitan	25	65	30	83%
Metropolitan District	91	128	519	18%
Provincial	28	43	51	55%
District	71	96	403	18%
Town	25	31	387	6%
Total	**240**	**363**	**1390**	**17%**

Source: https://www.cfcu.gov.tr/grant-database, own evaluation

In order to make a more accurate evaluation, former municipalities are ignored in the evaluation. Since 2003, 363 grant contracts have been signed between CFCU and 240 municipalities, bringing the total 74.714.836,75 Euros in EU funds. During this time, the majority of grant contracts were signed with MDMs, with 128 grant contracts signed with 18% of the MDMs. The second-highest number of contracts, 65, were signed with 83 percent of the MMs. However, those; Cross Border Cooperation-2003, Cross Border Cooperation-2004, Cross Border Cooperation-2005, Cross Border Cooperation-2006, Eastern Anatolia Development, Eastern Black Sea Development, GAP Flood Mitigation, Joint Operational Programme (Black Sea 2007-2013), NUTS-II_AKKM, NUTS-II_SKE, Civil Society Dialogue II-Fisheries and Agriculture Grant Scheme grant programmes were opened in regional scale rather than national scale which restricted to the application of all municipalities. Therefore, in order to make a more accurate evaluation, grant programmes other than the national scale are excluded. Within the nationwide grant programmes (as shown in Table 1 of Appendix B), 216 grant contracts were signed with municipalities, and 25.377.134,63 Euros EU grants were allocated to them. The table below depicts the distribution of grant contracts in national grant programs by municipality type.

Table 11: Distribution of Grant Contracts Signed by Turkish Municipalities in National Scale Programmes

Municipal Type	**Number of Grant Contract Signed Municipality**	**Number of Grant Contract**	**Amount of Grant**
Metropolitan District	65	90	€ 9.499.076,85
Metropolitan	23	51	€ 6.774.499,48
District	32	35	€ 4.669.430,69
Provincial	16	21	€ 2.089.954,16
Former Municipalities	11	11	€ 1.251.356,74
Town	7	8	€ 1.092.816,71
Total	**154**	**216**	**€ 25.377.134,63**

Source: CFCU Grant Database, own evaluation

The municipalities that signed the most grant contracts are MDMs, and the second is MMs. The grant contract signing proportion of grant-received municipalities is shown below, excluding former municipalities.

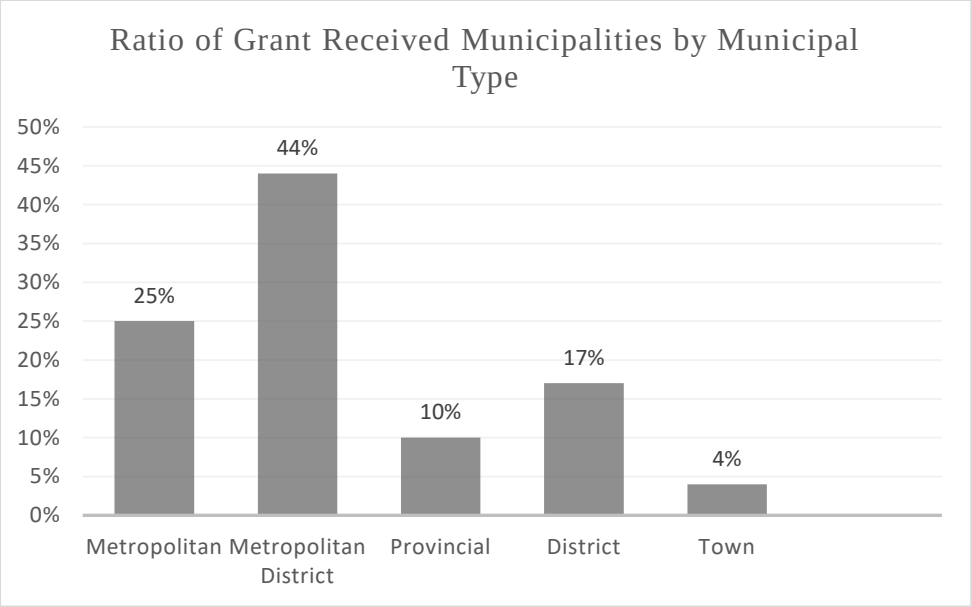

Figure 7: Ratio of Grant Received Municipalities by Municipal Type

As it can be seen, 44% of the grant contracts were signed with MDMs, and 25% of with Ratio of the grant received by municipalities within their own municipal type is provided in the table below.

Table 12: Grant Acquisition Rates of Turkish Municipalities in National Scale EU Grant Programmes

Type of Municipality	**Number of Grant Contract Signed Municipality**	**Total Number of Municipality**	**Grant Received/Total**
Metropolitan	23	30	77%
Metropolitan District	65	519	13%
Provincial	16	51	31%
District	32	403	8%
Town	7	387	2%
Total	**143**	**1390**	**11%**

Source: CFCU, own evaluation

Compared to the grant acquisition ratio of MMs and PMs, while 77% of MMs signed grant contracts with CFCU, 31% of the PMs did. In the case of comparison among district and town municipalities, while 13% of the MDMs signed grant contracts with CFCU, 8% of DMs and just 2% of TMs did. Only 11% of all 1390 municipalities signed a grant contract with CFCU. Despite the fact that MDMs are the most grant contract signed municipalities in general, the ratio of grant contract signed MDMs to total MDMs is quite low. In this regard, it is also true that most MDMs lack adequate absorption capacity.

Grant contract signed municipality percentage of PM is higher than MDM; however, the reason for that could be related to the number of total PMs since there are 51 municipalities compared to 519 MDM. Nevertheless, it is quite low compared with the MMs. Also, the grant contract signing ratio is quite low in PMs, considering their significance and wide jurisdictions. Lastly, it is evident that grant contract signing ratios in DM and TM are much lower (8% for DM and 2% for TM).

In addition, a comparison of the total number of the grant received municipalities and the total number of grant contracts indicates the tendency to sign multiple grant contracts. In this context, MMs are more inclined to benefit from more than one grant. The number of signed contracts with the CFCU and the total amount of grants received by MMs in national-scale EU programs are shown in Table 1 of Appendix C. Table shows that 16 of the 23 MMs have signed more than one grant agreement

meaning that 44 of 51 grant contracts were signed with these 16 MMs. In other words, 70% of the metropolitan municipalities received more than one grant and have conducted a project with these grants. According to these results, 86% of the grant contracts were signed with these MMs. Receiving more than one grant can be associated with advanced absorption capacity. Furthermore, implementing more than one project funded by this sort of grant can substantially improve the absorption capacity of municipalities. The table below shows the grant contract signing statistics of MMs.

Table 13: Grant Contracting Stats of MMs

Number of Grant Contracts Signed MMs	23
Number of Grant Contracts	51
Number of More than One Grant Contract Signed MM	16
Number of One Grant Contract Signed MM	7
Total Number of MM	30
Percentage of Grant Contract Signed MM	77%
Percentage of More Than One Grant Contract Signed MM	70%
Percentage of One Grant Contract Signed MM	30%

Source: CFCU grant database, own evaluation

Following the MMs, also signing more than one grant contract ratio is high in MDMs. The table below shows the grant contract signing statistics of MDMs.

Table 14: Grant Contracting Stats of MDMs

Criteria	**Numbers**	**Proportion in terms of Population**	**Numbers**
Grant Contract Signed MDM	65	Number of Grant Contract Signed MDM Over 100,000 Population	45
Total Grant Agreement	90	Number of Grant Contract Signed by MDMs Under 100,000 Population	20
More than Once Grant Contract Signed	17	Total Number of MDM Over 100,000 Population	180
Once Grant Contract Signed	48	Total Number of MDM Under 100,000 Population	339

Table 14 (cont'd)			
Total Number of MDM 519			
Ratio			
Grant Contract Signed MDMs/Total MDMs	13%	Grant Contract Signed MDMs over 100.000 Population/Total Grant Contract Signed MDMs	69%
More than Once Grant Contract Signed MDMs/Total Granted MDMs	26%	Grant Contract Signed MDMs over 100.000 Population/ MDM over 100.000 Population	25%
Once Grant Contract Signed MDMs/Total Grant Contract Signed MDMs	74%	Grant Contract Signed MDMs under 100.000 Population/ MDM with over 100.000 Population	6%

Source: CFCU database, own evaluation

The table shows that 17 of 65 MDMs signed more than one grant agreement, and 42 of the 90 grant agreements were signed with these municipalities. Although MDMs are the most grant-received municipalities, 77% of them have not signed a grant contract with CFCU, demonstrating that even in MDMs, a small portion of municipalities has benefited from EU-funded grants. The distribution of grant contracts among municipalities other than MMs has also been examined on the basis of their population. In this regard, a 100.000 population is considered a benchmark.

Seventeen of 65 MDMs have signed more than one grant agreement, and 42 of the 90 grant agreements were signed with these municipalities. It means that 26% of the MDMs signed 47% of the grant contracts signed with MDMs. Furthermore, it has been found that only 3 of the 17 MDMs signed more than one grant agreement have less than 100.000 population, whereas 45 of the 65 MDMs having received the grant, have more than 100.000 population. As a result, 6% of all MDMs with less than 100.000 population obtained grants, while 25% of all MDMs with more than 100.000 population did. It shows that the municipalities' scale also affects absorption capacity. MDMs having a population under 100.000 obtained fewer grants than those over 100.000 populated ones (see Appendix D for the list of municipalities). Managing

more than one grant program is entirely related to the absorption capacity as well as it is the most important factor that improves absorption capacity. The table below shows the grant contracting statistics of provincial municipalities.

Table 15: Grant Contracting Stats of PMs

Criteria	**Numbers**	**Proportion in terms of Population**	**Numbers**
Grant Contract Signed PMs	16	Number of Grant Contracts Signed by PM Over 100,000 Population	12
Total Grant Agreement	21	Number of Grant Contracts Signed PM Under 100,000 Population	4
More Than Once Grant Contract Signed	5	Total Number of PM Over 100,000 Population	34
Once Grant Contract Signed	11	Total Number of PM Under 100,000 Population	17
Total Number of PM **51**			
Ratio			
Grant Contract Signed PMs/Total PMs	31%	Grant Contract Signed PMs over 100.000 Population/Total Grant Contract Signed PMs	75%
More Than Once Grant Contract Signed PMs/Total Grant Contract Signed PMs	31%	Grant Contract Signed PMs over 100.000 Population/All PM over 100.000 Population	35%
Once Grant Contract Signed PMs/Total Granted PMs	69%	Grant Contract Signed PMs under 100.000 Population/All PMs over 100.000 Population	24%

Source: CFCU database, own evaluation

The table above shows us that 5 of the 16 PMs signed more than one grant contract with CFCU, whereby 10 of the 21 grant contracts were signed with these 5 PMs. In other words, 31% of the PMs had signed 50% of the grant contracts signed with

PMs. Also, these five PMs currently have more than 100.000 population, whereas 12 of the 16 granted PMs currently have more than 100.000 population. Consequently, 75% of the total grant contract signed PMs, have more than 100.000 population. The number and ratio of PMs in terms of obtaining more than one grant are fewer than both MMs and MDMs. The table below shows the grant contracting statistics of district municipalities (DM).

Table 16: Grant Contracting Stats of DMs

Criteria	**Numbers**	**Proportion in terms of Population**	**Numbers**
Grant Contract Signed DMs	32	Number of Grant Contracts DM Over 100,000 Population	1
Total Grant Agreement	35	Number of Granted DM Under 100,000 Population	31
More Than Once Grant Contract Signed	3	Total Number of DM Over 100,000 Population	3
Once Grant Contract Signed	29	Total Number of DM Under 100,000 Population	400
Total Number of DM 403			
Ratio			
Granted PMs/Total DMs	8%	Granted DMs over 100.000 Population/Total Granted DMs	33%
Granted More than One DMs/Total Granted DMs	9%	Granted DMs with over 100.000 Population/All DM with over 100.000 Population	8%
Granted once PMs/Total Granted PMs	91%	Granted DMs with under 100.000 Population/All DM with over 100.000 Population	3%

Source: CFCU database, own evaluation

According to the table above, 32 of 403 DMs, had signed grant contracts with CFCU, and just three of them signed two grant contracts, and the rest of them signed one grant contract. As only one DM has a population of more than 100,000 people, population-based scale evaluation has not been implemented for DMs.

It is seen that MMs and MDMs are more successful in grant programmes and obtain much more grants compared to PMs, DMs, and TMs. The most distinguish features of MMs and MDMs that they have a dedicated unit for the project, grant and fund programme management and the presence of qualified staff. As a result, having sufficient absorption capacity results in the preparation of high-quality projects for submission to grant programmes, which are more likely to be successful. These findings demonstrate the competitive advantage of large scales and advanced municipalities like MM and MDM.

The total grant receiving ratio is also quite low, as only 143 of 1390 municipalities signed grant contracts with CFCU in national-scale grant programmes. Municipalities are eligible to apply for most of the grant schemes under the IPA, and yet their participation and grant rates are low. The key reason for these results is lower absorption capacity. Therefore, more grant programmes directly targeted at municipalities are needed to increase their chances of receiving funds for improving their administrative and service delivery capacity, and municipalities' absorption capacity, particularly small-scale municipalities, must be improved.

Durukal and Genç (2015) conducted a survey on the project management capacity of metropolitan municipalities, which provides important information about the problems that metropolitan municipalities face in the field of project and grant management in EU programs, as well as their needs in this area. Even though it was a valuable study, it is seen that they ignored UMT's roles in this process and did not mention UMT at all. Nevertheless, the study's findings are applicable to other municipalities as well.

In this survey, metropolitan municipalities were asked about the factors that influence project preparation and application to EU programs, and the most effective factor was stated to be "seeing successful projects carried out by other institutions with EU funds." This demonstrates that examples of good practice encourage municipalities to apply for grant schemes. Hence, national municipal associations must engage in more and more effective activities to disseminate good practice examples.

The second factor indicated by municipalities is being aware of the project calls issued by the relevant institutions, particularly the CFCU and the DEUA. However, UMT was not included as a relevant organization, despite being in charge of announcing grant program calls for municipalities. This demonstrates that the role of UMT was not considered in that study, although one of the most important roles of the UMT is to inform municipalities about current calls and provide the necessary support in their applications. Thereby, one of the most important factors that will increase participation in grant programs and the number of applications is informing municipalities about grant calls in a timely and adequate manner.

The third factor that is effective in the preparation of projects by metropolitan municipalities is the objective and expectation for developing the ability to prepare projects (Durukal & Genç,2015). This factor is directly related to improving project and grant management absorption capacity. Applying to EU-funded programs, particularly IPA, and completing project execution, monitoring-evaluation, and closure stages will undoubtedly increase the municipality's institutional capacity in this area as personnel working in this field would gain experience and competence.

Seeking alternative income sources for financial difficulties was stated as one of the least influential factors. Considering that the amounts of grants and funds provided per project, especially within the scope of IPA, are not very high, it is natural that metropolitan and metropolitan district municipalities do not expect alternative income sources from these programs. However, in smaller municipalities, the expectation of finding financial support for participation in such programs may come to the fore. In particular, providing a budget for social projects within the framework of the municipality's own financial means becomes more difficult as the scale of municipalities gets smaller. For this reason, grant programs can also provide significant financial support, especially for smaller municipalities.

In this study conducted by Durukal & Genç (2015), metropolitan municipalities were also asked about the problems faced by project and grant management. The main important problems faced by metropolitan municipalities are stated as follows:

- Insufficient institutional capacity in the field of project and grant management
- Lack of expert personnel in the field of project management
- Not knowing the technical details well in project management
- Excessive supervision during the project process
- Excessive and time-consuming bureaucratic procedures for project application

There is no doubt that these problems are much bigger for provincial and district municipalities, even metropolitan district municipalities with relatively weaker financial and technical capacity. However, while metropolitan and many metropolitan district municipalities have the potential to solve these problems more quickly and easily, it is difficult to say the same for other small-scale municipalities.

Almost all factors stated as important problems are directly related to absorption capacity, and it can be said that problems related to human resources come to the fore. The presence of specialised and experienced personnel in this field is vital not only for municipalities but also for all organizations that want to benefit from these grants and funds.

MMs had stated that their institutional project competency and personnel experience had been developed, and enthusiasm for the project preparation increased through their project implementation experience. Also, it was stated that they had found the chance to realize projects they could not do with their resources.

The direct experiences of personnel who manage all stages of a project or grant program, such as planning, execution, and monitoring, are more beneficial and long-lasting than any training. By improving its project management skills, the municipality will be able to apply to more programs with more qualified projects. As a result, the municipality will have a better chance of receiving more grants and funding resources. Municipal project experiences will encourage them to apply to other programs as institutional confidence grows.

Municipalities may strive to transfer sufficient resources to complete a project in a specific area, even if the cost is not too high. The executive (mayor) or decision-making body (municipal council) may not consider a project plan worth transferring resources. Therefore, grant programmes may facilitate the acceptance of project ideas, not just in terms of generating financial resources.

Together with the findings from the study of Durukal & Genç (2015) and our experiences in the field, the problems Turkish municipalities faced can be summarized as:

- Most municipalities cannot get adequate information about grant and fund programmes
- Inadequate institutional capacity in the field of resource, project and fund management (structural absorption capacity)
- Deficiency of qualified and experienced staff (human resources dimension of absorption capacity)
- Even MMs, most municipalities hardly employ staff with adequate English language knowledge.
- Having insufficient technical knowledge about resource, project, and fund management
- Extensive and time-consuming bureaucratic processes of project, grant and fund management

Among these factors, not only the timely delivery of financial aid and bureaucratic delays are not related to the absorption capacities of the municipalities. Statements of municipalities show the vital importance of possessing competent human resources in the project management process. From these statements, we can see that qualified and sufficient human resources are the key factors for being successful in projects and grant programs and benefiting from more funding sources.

Within the scope of the aforementioned study and our field experience, the following are the expectations of municipalities from organizations responsible for the management of EU-funded programmes such as UMT, CFCU, DEUA, and so on:

- Supporting and facilitating competent personnel employment
- Training to enhance the competency and skills of municipal staff should be provided by institutions conducting project, grant and fund management affairs
- Providing more information about best practices and experience of other municipalities
- Providing sufficient technical and informative support
- Ensuring necessary support and assistance to local governments during project preparation and application stages.

From the preceding, it is clear that practically every problem that Turkish municipalities have encountered in project and fund management is related to a lack of absorption capacity. It is a significant impediment to acquiring financial and technical assistance from project-based programs. Municipal expectations demonstrate how municipalities rely on outside organizations in accordance with the resource dependence theory, as well as how much social capital and the capacity of organizations forming municipal social capital are essential.

In this context, it unquestionably puts the UMT in a key position within the framework of its duties and responsibilities as a NAM, especially in terms of providing training to the municipal personnel, informing the municipalities at a sufficient level, and providing technical support. Developing the capacity of UMT in this area and increasing its efficiency and activities will undoubtedly contribute to improving the institutional capacity of municipalities and benefiting more from grants, funds, and technical support opportunities.

The structural absorption capacity of Turkish municipalities has been examined in the scope of our research as well. In this respect, we have investigated the organizational structures of MMs, over 100.000 populated MDMs and PMs. Moreover, by-laws enacted by these municipalities determining the duties and responsibilities of departments have been investigated on their websites. As a result of this investigation, it has been found that 17 of 30 MMs have distinct departments dealing with particularly EU affairs, project management, and grant programmes.

Apart from these, 13 MMs carry out these affairs with various departments such as foreign affairs and research & development.

It should be noticed that most grant contracts signed 8 MMs possess a dedicated and specialized department in which they subsequently established full membership negations in 2005. Despite all MMs not having an EU affair dedicated department, all MMs have departments assigned to conduct these duties, which means they have sufficient structural absorption capacity to some extent.

Among the over 100.000 populated 180 MDMs, 10 MDMs have distinct departments dealing with particularly EU affairs, project management, and grant programmes, 76 MDMs assign these duties to other departments, whereas 94 MDMs do not assign these duties to any department. In this respect, despite MDMs being the most grant contract signed by municipalities, even most of the over 100.000 populated MDMs need to improve their structural absorption capacity, which is related to human resource capacity. Lastly, only two PMs have distinct departments, and 13 PMs assign the abovementioned responsibilities to other departments, whereas 36 PMs do not assign to any department.

As a result, all MMs assign tasks and responsibilities to particular departments for managing EU affairs, assistance programs, and planning projects for these programs.

However, 51% of the over 100.000 populated MDMs and 71% of the PMs do not assign to any department to carry out these duties. In this regard, it can be concluded that while MMs have more potential to develop sufficient absorption capacity since all of them have structural absorption capacity that can also affect human resources absorption capacity, most of the MDMs and PMs need to take more concrete steps. At this point, I should signify that, unfortunately, I could not collect any quantitative and qualitative information about both human resources and systems and tools that municipalities possess since there is no indicative data about them. It could have been done with survey studies, but as it takes much time to collect accurate and detailed data from municipalities, such a survey could not be conducted due to time restrictions. The table below shows the distribution of municipal departments dealing with EU affairs, projects, and grant programmes.

Table 17: Number of Municipal Departments Responsible for EU Affairs

Types of Municipalities	Distinct Department	Other Department	Non	Total Number
MM	17	13	0	30
MDM (+100.000 Population)	10	76	94	180
PM	2	13	36	51

Source: Own Evaluation from website of municipalities

One of the key duties and responsibilities of NAMs is providing training to municipal staff on any sort of topic related to municipal management. Training are essential tools for increasing knowledge and raising awareness of municipal staff on a particular topic that can enhance the human resource capacity of municipalities. Therefore, UMT provides training for municipal staff on various topics under its Municipal Academy. In order to assess the human resource absorption capacity of municipalities, training data of the Municipal Academy has been examined. The examination has been restricted to the two online training sessions to inform municipal staff on how to prepare projects and apply to IPA Programmes. These two trainings were given by the head of the Project and Finance Unit, and they were open to all municipal staff across the country without any constraints. In addition to online trainings, project experts of UMT provide on-site trainings to requesting municipalities. Since online trainings were provided on a national scale without any restrictions and had more trainees, they were utilized for evaluation. Municipal Academy has provided records of participation, and the distribution of municipal trainees who participated in the online project preparation training in 2020 by municipality type is given in the table below.

Table 18: Number of Participants in UMT's Project Preparing Training in 2020

Type of Municipality	**Number of Municipality**	**Number of Participated Personnel**
Metropolitan	30	325
Metropolitan District	200	471
Provincial	33	75
District	70	90
Town	20	25
Total	**353**	**986**
Ratio		
Participation Ratio of Municipalities		**Participation Ratio of Personnel in Training**
Metropolitan	100%	33%
Metropolitan District	39%	48%
Provincial	65%	8%
District	17%	9%
Town	5%	3%

Source: Municipal Academy of UMT

According to data, all 30 MMs had participated in this training, along with 325 employees, accounting for 33% of the trainees. It can also be seen that, while over 40% of MDMs participated in this training, the majority of trainees were MDM personnel, accounting for 48% of the trainees. In comparison to MMs, where nearly ten trainees per municipality participated, the average trainee per municipality for MDMs is low; approximately two staff per municipality participated. As the municipal scale gets smaller, the participation ratio of municipalities, the number of trainees, and the average trainee per municipality all decrease. In total, 353 municipalities out of 1390 had participated in the training. Trainees participated from PMs, DMs and TMs account for approximately 20% of the total trainees. Through this data, it can be deduced that the human resource absorption capacity in PMs, DMs and TMs is much lower than in MMs and MDMs.

Project Preparing Training in 2022

The second online Project Preparation training was given in March 2022 by the Project and Finance Unit. Participants of this training have also been examined

according to the types of their municipalities. The table below shows the stats of the municipal participants.

Table 19: Number of Participants in UMT's Project Preparing Training in 2022

Type of Municipality	**Number of Municipality**	**Number of Participated Personnel**
Metropolitan	30	716
Metropolitan District	206	536
Provincial	33	150
District	65	89
Town	32	46
Total	**366**	**1537**
Ratio		
Participated Municipalities / Total Municipalities		**Participation Ratio of Personnel in Training**
Metropolitan	100%	47%
Metropolitan District	40%	35%
Provincial	65%	10%
District	16%	6%
Town	8%	3%

Source: UMT Municipal Academy, Own Evaluation

In 2022, 1537 municipal trainees from 366 of 1390 municipalities took part. In contrast to the number of participants in 2020, the majority of participants in 2022 came from MMs (716 municipal staff from all MMs had participated in that training). Following the MMs, 536 staff from the 206 MDMs attended the training. Similar to 2020, the participation ratio of PMs, DMs, and TMs in 2022 is relatively low.

The evaluation of Project Preparation Trainings conducted in 2020 and 2022 reveals a positive association between the municipal scale and municipal participation percentages. While all MMs attended the course, only 65% of PMs did. Furthermore, the number of municipal trainees per MM is roughly 24, whereas it is five in PMs. In comparison to district municipalities, MDMs and DMs, the number of trainees per municipality in MDM is roughly three, while in DMs it is one. A link between population and participation numbers has also been studied, and it has been found

that municipalities having a population of more than 100,000 people are more likely to participate with more than one staff member.

The number of trainees from MMs has risen more than twice as much as that from PMs. In addition, the number of trainees from MDMs went from 471 to 536, whilst the number of trainees from DMs declined. The participation statistics for Project Preparing Training for both years are shown in the table below.

Table 20: Comparison of Participant Numbers in UMT Project Preparing Trainings

Comparison of 2020 and 2022 Project Preparing Training Participants According to Type of Municipalities				
Type of Municipality	Number of Municipality in 2020	Number of Participated Personnel in 2020	Number of Municipality in 2022	Number of Participated Personnel in 2022
Metropolitan	30	325	30	716
Metropolitan District	200	471	206	536
Provincial	33	75	33	150
District	70	90	65	89
Town	20	25	32	46
Total	**353**	**986**	**366**	**1537**

Source: UMT, Municipal Academy

These findings reveal that, although PMs, DMs, and TMs require these trainings more than MMs and MDMs, they participated with fewer trainees. UMT should work on increasing the enthusiasm and capacity of smaller municipalities in the project and funding fields and encouraging such municipalities to create higher-quality projects.

UMT’s trainings might increase the project management capacities of municipalities and contribute to the making of more and higher quality project applications from more municipalities, especially small-scale municipalities. Therefore, it is imperative to have a sufficient number of expert personnel in order to provide both on-site and online trainings and technical support to municipalities.

Besides, through project competitions funded by its own budget, UMT gives financial aid to municipalities. These competitions' application and awarding

statistics also provide insight into municipalities' absorption capability as well as UMT's forms of organization, representation, and intervention. Thus, those project competitions will be thoroughly examined below.

UMT's Idea and Project Competitions

Since 2019, UMT has been conducting its own idea and project competition on various topics. Through these competitions, UMT offers an award to municipalities whose project proposals and ideas are seen as successful by the jury. The UMT determines jury members among the state officials, academicians and CSO members in line with the project's topic.

These project competitions are a sort of indirect intervention and guidance for the municipalities as they are steering municipalities to design a project on issues such as developing conditions of the disabled people and increasing their participation in the decision-making process. UMT aims to encourage municipalities to design creative and innovative projects and award them to support the implementation of projects through idea and project competitions. These awards or kinds of grants could be beneficial incentives for municipalities to design projects and implement them.

Those competitions demonstrate that UMT has shifted its form of intervention since 2019. Through these project competitions, UMT creates a competitive environment wherein municipalities compete with each other to get financial support by preparing project ideas that aim to solve their service delivery issues or enhance their capacities. The completed competitions, their programme name and year of the completion are given below.

Table 21: UMT's Completed Project Competitions

Programme Name	Year
Smart Cities Idea and Project Competition	2020
Zero Waste Idea and Project Competition	2020
Sustainable Transportation Idea and Project Competition	2020
Transportation with Bicycle Idea and Project Competition	2020
Animal-Friendly Cities Idea and Project Competition	2021
Barrier-Free Cities Idea and Project Competition	2022

Source: UMT

Municipal application and awarding statistics have been analyzed in terms of municipal type; additionally, awarded municipalities have been examined in terms of political party. The purpose of this evaluation is to examine municipalities' absorption capability in UMT's project competition as well as UMT's forms of representation performance in these competitions. UMT has pledged to providing almost 55 million Turkish Liras to its members through the aforementioned project competitions.

Smart Cities Idea and Project Competition

UMT aimed to support municipalities' smart city ideas and projects through this program. Municipalities with populations higher than 50.000 were eligible to compete in this competition, and 284 project submissions were received from a total of 156 municipalities. Under this programme, 25 successful municipalities were awarded 500.000 Turkish Liras (TL) per municipality (UMT, 2020). The table below displays municipal application data based on municipal type.

Table 22: Application Stats in Smart Cities Idea and Project Competition

Municipalities	**Number of Applying Municipalities**	**Total Number of Municipalities (50.000+ Population)**	**Application Ratio**
Metropolitan	26	30	87%
Metropolitan District	96	253	38%
Provincial	25	46	54%
District	7	17	41%
Total	**154**	**346**	**45%**

Source: UMT Annual Report, 2020; UMT

MMs have the highest application rate, with 87%, and it is noticed that there is a large gap between MMs and other municipal types in respect of application ratio. The table below shows the distribution of awarded municipalities according to municipal type and political parties (see the table in Appendix L for the list of awarded municipalities and their political parties).

Table 23: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Smart City Competition

Awarded Municipalities	**Amount**	**Political Party Distribution**	
Metropolitan	16	JDP RPP NMP	11 4 1
Metropolitan District	8	JDP RPP NMP	6 1 1
Provincial	1	JDP	1
District	0	N/A	N/A
Town	0	N/A	N/A
Total	**25**	**Total**	**25**
Ratio			
Awarded Municipalities According to Municipal Types		**Awarded Municipalities According to Political Party**	
Metropolitan	64%	JDP	72%
Metropolitan District	32%	RPP	20%
Provincial	4%	NMP	8%
District	N/A		
Town	N/A		

Source: UMT

In this competition, 16 of the 25 awarded municipalities were MMs, whereas 8 MDMs and one PM received the award. Furthermore, it is seen that 80% of the awarded municipalities are the ruling party and its alliance partner party's municipalities.

Zero Waste Idea and Project Competition

Zero Waste Ideas and Project Competition aimed to encourage the recycling practices of municipalities in solid waste management and to reward the ideas and projects of municipalities in the field of zero-waste. Through this competition, 30 municipalities were awarded. The competition's application stats are given in the table below (UMT, 2020).

Table 24: Application Stats of Zero Waste Idea and Project Competition

Participated Municipalities	**Number**	**Total Number of Municipalities**	**Participation Ratio**
Metropolitan	17	30	57%

Table 25 (cont'd)			
Metropolitan District	103	519	20%
Provincial	13	51	25%
District	39	403	10%
Town	59	387	15%
Total	**231**	**1390**	**17%**

Source: UMT Annual Report,2020

Even though MMs show the highest application rate with 57 per cent, it was much lower than Smart City Competition. Also, the application rate of municipalities other than MMs is quite low, and the general application rate was only 17 per cent. The list of awarded municipalities is shown in Appendix M. The following table shows the distribution of the awarded municipalities according to their types and political parties.

Table 26: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Zero Waste Idea and Project Competition

Awarded Municipalities	**Amount**	**Political Party Distribution**	
Metropolitan	0	N/A	N/A
Metropolitan District	24	JDP RPP NMP	17 5 2
Provincial	3	JDP NMP Trustee	1 1 1
District	3	JDP	3
Town	0	N/A	N/A
Total	**30**	**Total**	**30**
General Ratio			
Awarded Municipalities According to Municipal Types		**Awarded Municipalities According to Political Party**	
Metropolitan	N/A	JDP	70%
Metropolitan District	80%	RPP	17%
Provincial	10%	NMP	10%
District	10%	Trustee	3%
Town	0%		

Source: UMT Annual Report, 2020

Despite having the highest participation percentage, no MMs received awards, while MDMs did win 80% of the awards. When the political party distribution of the

awarded municipalities is examined, it is noticed that the ruling party and its alliance party own 80 per cent of the awarded municipalities.

Transportation with Bicycle Idea and Project Competition

This competition aims to increase participation in the European Mobility Week, encourage utilization of environmentally friendly transportation methods and contribute to creating a liveable environment. Within the scope of this competition, ten municipalities were awarded 250,000 TL per municipality (UMT, 2020).

Table 27: Application Stats of Transportation with Bicycle Idea and Project Competition

Participated Municipalities	**Amount**	**Total Amount of Municipalities**	**Participation Ratio**
Metropolitan	16	30	53%
Metropolitan District	78	519	15%
Provincial	16	51	31%
District	25	403	6%
Town	8	387	2%
Total	**143**	**1390**	**10%**

Source: UMT Annual Report, 2020

Again, the highest application rate belonged to MMs, while the application rates of other municipalities were relatively low. The list of awarded municipalities and their political parties is shown in Appendix N. The table below shows the distribution of awarded municipalities in terms of municipal type and political party.

Table 28: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Transportation with Bicycle Idea and Project Competition

Awarded Municipalities	**Amount**	**Political Party Distribution**	
Metropolitan	2	JDP RPP	1 1
Metropolitan District	6	JDP RPP	5 1
Provincial	1	JDP	1
District	1	NMP	1
Town	0	N/A	N/A
Total	**10**	**Total**	**10**
General Ratio			

Table 26 (cont'd)			
Awarded Municipalities According to Municipal Types		**Awarded Municipalities According to Political Party**	
Metropolitan	20%	JDP	70%
Metropolitan District	60%	RPP	20%
Provincial	10%	NMP	10%
District	10%		
Town	0%		

Source: UMT Annual Report, 2020, own evaluation

While 60% of awarded municipalities were MDMs, the ruling party and its alliance party own 80 per cent of the awarded municipalities.

Sustainable Transportation Idea and Project Competition

Within the scope of this competition, it basically aimed to encourage sustainable transportation practices among Turkish cities, and ten municipalities were awarded 100,000 TL per municipality. The table below shows the distribution and application rates of the municipalities according to their types.

Table 29: Application Stats of Sustainable Transportation Idea and Project Competition

Participated Municipalities	**Amount**	**Total Amount of Municipalities**	**Participation Ratio**
Metropolitan	24	30	80%
Metropolitan District	53	519	10%
Provincial	17	51	33%
District	11	403	3%
Town	7	387	2%
Total	**112**	**1390**	**8%**

Source: UMT

The awarded municipalities, their types and political parties are shown in Appendix O. The table below shows the distribution of awarded municipalities in terms of municipal type and political party.

Table 30: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Sustainable Transportation Competition

Awarded Municipalities	Amount	Political Party Distribution	
Metropolitan	1	JDP	1
Metropolitan District	5	JDP RPP NMP Trustee	1 1 2 1
Provincial	3	JDP NMP	3 1
District	0	N/A	N/A
Town	0	N/A	N/A
Total	**10**	**Total**	**10**
General Ratio			
Awarded Municipalities According to Municipal Types		**Awarded Municipalities According to Political Party**	
Metropolitan	10%	JDP	50%
Metropolitan District	50%	RPP	10%
Provincial	40%	NMP	30%
District	0%	Trustee	10%
Town	0%		

Source: UMT

In contrast to other competitions, it is seen that 50% of the awarded municipalities were MDMs, and 40% were PMs, whereas only one MM received the award. Still, 80 per cent of awarded municipalities are ruling party municipalities and its alliance party's municipalities, while one opposition party municipality and one municipality managed by a trustee appointed by the central government were awarded in this competition.

Animal Friendly Cities Idea and Project Competition

The programme aimed to encourage municipalities to produce projects to improve the shelter and feeding conditions of stray pets and stray animals, and ten municipalities were awarded 500,000 TL per municipality. The table below shows the application stats of the municipalities according to their types.

Table 31: Application Stats Animal-Friendly Cities Idea and Project Competition

Participated Municipalities	Amount	Total Amount of Municipalities	Participation Ratio
Metropolitan	20	30	67%
Metropolitan District	108	519	21%

Table 32 (cont')			
Provincial	24	51	47%
District	47	403	12%
Town	6	387	2%
Total	**205**	**1390**	**15%**

Source: UMT

It is seen that while 2/3 of the MMs applied to this competition, other municipalities' application rate is low, as in previous competitions. The awarded municipalities, their municipal types and their political parties are shown in Appendix P. The table below shows the distribution of awarded municipalities in terms of municipal type and political party.

Table 33: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Animal-Friendly Cities Competition

Awarded Municipalities	**Number**	**Political Party Distribution**	
Metropolitan	1	RPP	1
Metropolitan District	6	JDP RPP	5 1
Provincial	2	JDP NMP	1 1
District	1	NMP	1
Town	0	N/A	N/A
Total	**10**	**Total**	**10**
General Ratio			
Awarded Municipalities According to Municipal Types	**Awarded Municipalities According to Political Party**		
Metropolitan	10%	JDP	60%
Metropolitan District	60%	RPP	20%
Provincial	20%	NMP	20%
District	10%		

Source: UMT

MDMs were the most awarded municipalities, whereas one MM was awarded. Again, 80 per cent of awarded municipalities are ruling party municipalities and its alliance party's municipalities, while the opposition party municipalities receive two of ten awards.

Barrier-Free Cities Idea and Project Competition

This competition[26] was initiated to support the projects of municipalities that will facilitate the access of disabled people to urban services and raise awareness[26]. In this competition, ten municipalities were awarded 500,000 TL per municipality[27]. The table below shows the application stats of municipalities according to their types.

Table 34: Application Stats of Barrier-Free Cities Idea and Project Competition

Participated Municipalities	**Amount**	**Total Amount of Municipalities**	**Participation Ratio**
Metropolitan	23	30	77%
Metropolitan District	97	519	19%
Provincial	21	51	41%
District	29	403	7%
Town	9	387	2%
Total	**179**	**1390**	**13%**

Source: UMT

The highest participation rate belongs to MMs with 77%, while the total participation rate is 13% among all municipalities. The awarded municipalities, their types and their political parties are shown in Appendix Q. The table below shows the distribution of awarded municipalities in terms of municipal type and political party.

Table 35: Distribution of Municipal Types and Political Parties of Awarded Municipalities in Barrier-Free Cities Competition

Awarded Municipalities	**Amount**	**Political Party Distribution**	
Metropolitan	4	JDP RPP NMP	2 1 1
Metropolitan District	2	JDP	2
Provincial	2	RPP NMP	1 1
District	2	JDP	2

[26] https://www.tbb.gov.tr/Tr/icerik_basvuru-rehberi_334

[27] https://www.tbb.gov.tr/Tr/Haberler_engelsiz-sehirler-fikir-ve-proje-yarismasi-sonuclandi_10523

Table 33 (cont'd)			
Town	0	N/A	N/A
Total	**10**	**Total**	**10**
General Ratio			
Awarded Municipalities According to Municipal Types		**Awarded Municipalities According to Political Party**	
Metropolitan	40%	JDP	60%
Metropolitan District	20%	RPP	20%
Provincial	20%	NMP	20%
District	20%		

While four MMs were awarded, MDMs, PMs and DMs obtained two awards for each. The awarding rate of the ruling party and alliance partner municipalities is again 80%.

General Assessment of UMT's Project Competitions

Since 2019, through the various idea and project competitions, apparently, UMT has preferred to provide financial support to municipalities in a more competitive way. Initiation of these competitions, together with the focus notably on EU-funded programmes since 2018, indicate that UMT's form of intervention has been altered whereby UMT has aimed to provide assistance to municipalities through project-based programmes rather than directly intervene.

Municipal application statistics in those competitions provide insight into municipalities' absorption capacity. While MMs have the highest application rate throughout all competitions, other municipalities have substantially lower application rates. It means municipalities other than MMs have difficulty preparing multiple projects with varying issues into different programs. It is noteworthy that, although the award (maximum: 500.000 Turkis Liras) is unattractive to MMs, considering their huge budget, they are eager to participate in any opportunity. Even though PMs, DMs, and TMs require more financial assistance to improve their service delivery capacity, their application and awarding ratio in UMT competitions are considerably lower. Consolidated statistics of six completed competitions are given in the table below.

Table 36: Number of Applied Municipalities in UMT's Project Competition

Number of Applied Municipalities in UMT's Project Competition							
Types	**Smart Cities**	**Zero Waste**	**Bicycle**	**Sustainable Transportation**	**Animal Friendly**	**Barrier-Free Cities**	**Total**
Metropolitan	26	17	16	24	20	23	**126**
Metropolitan District	96	103	78	53	108	97	**535**
Provincial	25	13	16	17	24	21	**116**
District	7	39	25	11	47	29	**158**
Town	0	59	8	7	6	9	**89**
Total	**154**	**231**	**143**	**112**	**205**	**179**	**1024**
Participation Ratio of Municipalities in UMT's Project Competitions							
Types	**Smart Cities**	**Zero Waste**	**Bicycle**	**Sustainable Transportation**	**Animal Friendly**	**Barrier-Free**	**Average**
Metropolitan	87%	57%	53%	80%	67%	77%	**70%**
Metropolitan District	18%	20%	15%	10%	21%	19%	**17%**
Provincial	49%	25%	31%	33%	47%	41%	**38%**
District	2%	10%	6%	3%	12%	7%	**7%**
Town	0%	15%	2%	2%	2%	2%	**4%**

Application statistics show that municipalities other than MMs generally lack the absorption capacity to apply for project-based programmes, even in programmes with less complex processes. The consolidated table of awarded municipalities in the abovementioned competitions is shown in the table below.

Table 37: Awarded Municipalities in UMT's Project Competitions

Types of Municipalities	Smart Cities	Zero Waste	Bicycle	Sustainable Transportation	Animal Friendly	Barrier-Free	Total Awarded	Ratio
Metropolitan	16	0	2	1	1	4	**24**	25%
Metropolitan District	8	24	6	5	6	2	**51**	54%
Provincial	1	3	1	4	2	2	**13**	14%
District	0	3	1	0	1	2	**7**	7%
Town	0	0	0	0	0	0	**0**	0%
Total	**25**	**30**	**10**	**10**	**10**	**10**	**95**	

Within the scope of these project competitions, 95 municipalities received awards. Similar to EU-funded grant programmes, MDMs are the most benefitted municipalities in these project competitions, which signifies that MMs and MDMs have a competitive advantage owing to their more robust absorption capacity. The distribution of the awarded municipalities according to their political parties is shown below in order to evaluate the form of representation of UMT.

Table 38: Political Party Distribution of Awarded Municipalities in UMT's Project Competitions

Political Party	Smart Cities	Zero Waste	Bicycle	Sustainable Transport	Animal Friendly	Barrier-Free	Total	Ratio
JDP	18	21	7	5	6	6	**63**	**66%**
RPP	5	5	2	1	2	2	**17**	**18%**
NMP	2	3	1	3	2	2	**13**	**14%**
Trustee	0	1	0	1	0	0	**2**	**2%**
Total	**25**	**30**	**10**	**10**	**10**	**10**	**95**	**100%**

The table shows that 66% of the municipalities that received awards in all competitions are the municipalities of the ruling party JDP, and this rate is 80% if the alliance party is taken into account, whereas 18 per cent of the awarded municipalities are the opposition party, RPP's municipalities. When compared to the UMT parliamentary distribution, the distribution of awarded municipalities and the distribution of local administrators in the UMT council bear a striking resemblance.

The outcomes of these competitions point to a form of representation issue induced by the form of intervention. This form of intervention resulted in the allocation of financial resources mostly to MMs and MDMs, which have relatively developed administrative and financial capacities in comparison to other types of municipalities. The fundamental issue within the scope of representation is that metropolitan and metropolitan districts with greater financial ability are supported rather than municipalities needing further financial assistance. In order to reduce this problem, UMT may impose restrictions on applications of competition that exclude MMs and large-scale MDMs.

It is very important that such competitions are carried out fairly, effectively and efficiently, as well as with the right goals and objectives. With these competitions, UMT can support small-scale municipalities, encourage them to prepare projects, and contribute to the development of project preparation and execution practices. Improving these municipalities' project preparation and execution practices will also increase their participation in EU and another international project, grant and funding programs.

Last but not least, these competitions of UMT are a good example to see how social capital (UMT) can be effective in acquiring economic capital (award/grant/fund for a project). Therefore, the capacity of UMT as the social capital of municipalities is a decisive factor for municipalities to convert resources of social capital into economic capital.

3.4. Analysis of UMT's Absorption Capacity

UMT should be considered a demand-side and supply-side organization as it requests EU funds and acts as an intermediary directly or indirectly in providing funds and work to create financial and non-financial assistance. In 2005, when full membership negotiations with the EU started, UMT gained the legal status of being the only national union representing all municipalities. However, towards the end of 2018, UMT established a separate directorate/unit specialized that would deal specifically with international grants and funding sources, especially EU-funded projects and grant programs. Until this date, the Foreign Relations Directorate of UMT had dealt with the EU's assistance programmes.

In terms of structural absorption capacity, unlike most MMs, which formed dedicated EU affairs departments following the start of full membership negotiations, UMT was late in establishing a specialist unit dedicated to EU affairs and EU funding programs. UMT established that kind of department in 2018. This date is quite late for UMT, which is expected to be a pioneer for municipalities. The main reason for this delay is regulative restrictions in the by-law of UMT constraining the number of departments to 9 that have hindered forming a new directorate or department. For this reason, managers of UMT have solved this issue by establishing a unit under the Directorate of Foreign Affairs. Mainly, Project and Finance Unit is responsible for preparing and managing projects and grant programmes, seeking and informing municipalities about existing assistance calls and opportunities, and providing technical and knowledge support to municipalities. Despite the delay, UMT has started to enhance its structural absorption capacity. Therefore, the activities of UMT in the field of EU-funded projects and grant programmes are evaluated in two different periods: 2005-2018 and post-2018.

The unit was formed with three employees, including the manager, and UMT later shifted people from other units and hired more employees. As a result, as of 2022, this Unit has 19 experts working in it, making it the most populous unit at UMT. Three employees on the unit's personnel have more than five years of experience in project and grant management, four have more than two years of experience, and 12

have less than two years of experience. In this setting, it is clear that the number of experienced project management employees is limited. Given the probability of experienced personnel leaving, the low number of experienced and qualified personnel poses a risk that will adversely affect institutional capacity. To efficiently manage more projects and grant programs, the competencies and expertise of personnel are more important than the quantity of personnel. The importance of retaining qualified and experienced personnel in respect of absorption capacity was pointed out by Horvat & Maier (2004). They indicated that personnel continuity is an important aspect that enables organizations to construct a knowledge accumulation and helps new employees acquire a specific level of knowledge as quickly as possible. Also, it was signified that in most of the Candidate Countries, the public sector has been experiencing major problems recruiting and retaining highly qualified and motivated staff (NEI,2002).

Another aspect of the necessity for qualified and experienced employees is the complicated and time-consuming nature of program processes. UMT requires a suitable number of qualified and experienced employees to carry out more projects and their entire project life cycle, including planning, executing and monitoring activities. For example, in a technical assistance project, beneficiary institutions need more than one staff with sufficient experience and English language knowledge to evaluate firms providing technical assistance. The number of personnel in the Project and Financing Unit has expanded significantly due to increasing in undergoing projects and aiming to propose new programmes and carry out more programmes under IPA.

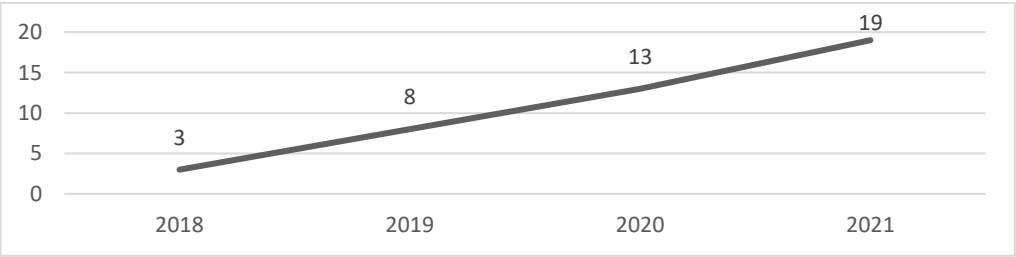

Figure 8: Number of Project and Finance Staff in UMT between 2018-2022

Source: UMT

Qualified project management staff will play a significant role in enhancing the amount and quality of project applications. In addition to the project design, sufficient employees are required to monitor and supervise the implemented programs' processes, conduct on-site inspections, and carry out study visits for good practice examples. Undoubtedly, increasing the number of qualified personnel of UMT will help not only UMT but also municipalities to be more active and efficient in grant and funding programs.

SWOT analysis of UMT demonstrates that UMT has both strengths and weaknesses in its form of organization and human resource structure. However, it is seen that UMT's major weakness is retaining qualified employees, which is vital for boosting administrative absorption capacity. The table below presents the SWOT analysis of UMT.

Table 39: SWOT Analysis of UMT

Strengths	Weaknesses
Being the only union representing municipalities at the country level	Continuation of the institutionalization process.
Having a public legal entity, administrative and financial autonomy	Salary politics of the Union is not satisfactory compared to other institutions.
Having high-qualification personnel	Failure to ensure the continuity of qualified personnel (high turnover of the staff)
Being the institution that is primarily contacted by national public institutions and organizations and an interlocutor institution before international organizations	Lack of motivation tools for the personnel
Being the first institution preferred by municipalities in the field of education	

Source: UMT Annual Report, 2020

Uncompetitive salary policy, insufficient job satisfaction among employees and high turnover are among the factors that adversely affect the presence of qualified personnel, which is also indicated as one of the weaknesses of UMT. Considering that a certain amount of time and experience is required to have sufficient technical capacity in project management. Moreover, it must be taken into account that, even

from an optimistic point of view, it takes at least two years to complete all the project processes, especially in EU programmes, and it is significantly vital for an employee to be involved in all processes of such programs in order to specialize and gain experience in project management.

Being the sole NAM and having administrative and financial autonomy is a factor that expands the form of intervention of the UMT and boosts its power of intervention. In addition, its autonomous structure and less bureaucratic processes in decision-making, unlike central government institutions such as ministries, enable quick decision-making and implementation of the decisions. Given its resource-seeking and resource-providing operations, the abovementioned strengths enable UMT to manage more financial and technical support programmes and quickly develop collaborations and stakeholder relations. Furthermore, the form of the internal structure increases the capacity of UMT to reach 1390 municipalities very quickly and easily, to inform and guide them accurately about projects and programs.

Another significant strength that can play a key role in grant and fund management is the UMT’s interlocutor role for any situation considered by municipalities. Both national public institutions and international organisations initially contact UMT and act together with it to make any program related to the development of local government. Therefore, these strengths can facilitate creating or participating in large-scale assistance programmes in cooperation with the national public institutions like ministries or international organisations. Moreover, the notion that solutions to global challenges such as climate change should be developed in collaboration with local governments and executed at the local level has gradually become prevalent globally; therefore, in the SWOT analysis, increasing popularity and importance of subsidiarity principles are considered an opportunity by UMT.

Eliminating or reducing these weaknesses ease the building absorption capacity of UMT and municipalities, notably smaller ones, which ease the acquiring further resources, and financial and technical assistance. Enhancing absorption capacity can fortify UMT's forms of indirect intervention to meet the needs of municipalities by

guiding them. It should be noted that the capacity of NAMs also linked to the ability to influence, to become a reliable source of expertise and technical information.

3.5.UMT's EU Financed Projects

In this section, EU-financed programs and projects carried out by UMT will be evaluated to assess the alteration in UMT's absorption capacity prior to establishing the Project and Finance Unit and afterwards.

3.5.1. 2005-2018 Period

Towns and Municipalities Project

UMT obtained its first EU grant with the Towns and Municipalities Grant Scheme that was carried out under the Civil Society Dialogue Programme. This grant scheme aimed[28] "to establish and strengthen long-term sustainable cooperation and promotion of dialogue between the municipalities in Turkey and in the EU Member States and candidate countries" and "to foster effective, transparent and participatory local government, delivery of good quality municipal services". The budget of the grant scheme was 5 million €, and UMT had received[29] 172.906,63 €. In this regard, UMT demanded financial assistance to enhance its administrative capacity.

Within this grant scheme programme, the "Project for the Development of Cooperation between Municipalities in Turkey and Spain" was carried out under the leadership of UMT and in cooperation with the Spanish Federation of Municipalities and Provinces (FEMP). The project started in July 2008 and ended in November 2009. The project's overall objective is to increase the dialogue and establish long-term sustainable cooperation between Turkey and EU member states and candidate country municipalities. The specific objectives of the project were to establish sustainable cooperation and sister city relations between 10 Turkish and Spanish

[28] https://www.ab.gov.tr/5969_en.html

[29] https://www.cfcu.gov.tr/grant/3185

small and medium-sized municipalities in the creation of local economic and social development plans and to ensure the expansion of sister city relations and joint projects for local governments by establishing sustainable cooperation between the UMT and FEMP as well as making UMT more effective in this field[30]. Established partnerships between Turkish and Spanish municipalities under this project are listed in Appendix G.

LOGO-EAST Programme

LOGO-EAST Programme was carried out under the coordination of UMT and VNG-International, which was funded by the Dutch Ministry of Foreign Affairs, Central and Eastern Europe (MATRA) Social Transformation Program. Within the scope of the programme, ten projects were carried out between Turkish and Dutch municipalities between 2008 and 2009. Established partnerships between Turkish and Dutch municipalities under this project are listed in Appendix H.

TUSENET (The Turkish Swedish Municipal Partnerships Network Project)

The project was implemented between 2006 and 2011 and aimed to establish strong cooperation between Swedish and Turkish municipalities as well as between the SALAR and UMT. The project's main objectives were promoting Turkish municipal reform and enhancing the capacity of UMT[31]. One of the main components of the project is establishing inter-municipal partnerships. In this context, pilot municipalities were selected from Turkey and Sweden, and thematic partnerships were established between these municipalities. Partnerships aimed at assisting Turkey's enhancement of local self-government and democracy; increasing the capacity of pilot Turkish municipalities and UMT to become more involved in the EU integration process; creating practical and functional collaborations between Turkish and Swedish municipalities and supporting efficient local government

[30] http://www.yereldiplomasi.gov.tr/turkiye-ve-ispanya-yerel-yonetimler-projesi/

[31] http://projects.sklinternational.se/tuselog/tusenet/

service delivery[32]. Those partnerships, their themes and outputs are shown in Appendix J.

TUSELOG (Turkish-Swedish Partnership for Local Governance)

Following the completion of the TUSENET Project, the Turkish-Swedish Local Governments Partnership Program-2 (TUSELOG) was implemented by SKL International between 2012-2016 as a continuation of TUSENET. The project, in cooperation with UMT and SALAR, aimed to support local government reform in Turkey by increasing the capacity of UMT and strengthening the municipalities' service capacity.

The project consists of five different components. The first three of these components were focused on strengthening the institutional development of UMT as a service provider, its lobbying activities and its role in the EU harmonization process. The other two components focused on establishing cooperation between Swedish and Turkish local governments and developing particular services through training programmes[3334].

The Project for Convergence with the European Union and Supporting Local Government Reforms in Turkey

This project was implemented by the INWENT (Capacity Building International/Internationale Weiterbildung and Entwicklung gGmbH) in collaboration with UMT, the former State Planning Organization -now it is Strategy and Budget Presidency- and a former TODAIE. The main objective of the project was to assist Turkish local governments in their efforts to align with the European Union, as well as to restructure and develop UMT's organizational structure. The

[32] http://projects.sklinternational.se/tuselog/tusenet/tusenet-partnership-networks/

[33] http://www.yereldiplomasi.gov.tr/tuselog-projesi/

[34] http://projects.sklinternational.se/tuselog/tr/

project's main output was establishing a "Sustainable Urban Transport Commission" within the UMT[35].

Municipalities Preparing for European Union

In 2011, this project was prepared in cooperation with UMT and the former Ministry of European Union Affairs, now the Directorate of the Ministry of Foreign Affairs (DEUA), to strengthen the administrative capacities and raise awareness of Turkish Municipalities on EU-related issues[36]. This project's target groups were the municipalities with more than 50.000 population. Study visits to the EU Member States with Turkish municipal authorities were organized as part of this project.

ISKEP Project (2014-2016)

The project's official name is “Technical Assistance for the Operation Employment and Social Support Services Coordination and Implementation Model for the Integration of Disadvantaged Persons”, which is prepared by the UMT for the social inclusion priority of the Human Resources Development Operation Structure Programme financed by Turkish Government and EU[37]. The project's main goal was to contribute to the long-term integration of disadvantaged people into the labour market by developing a model for the coordination and implementation of employment and social support services in collaboration with the target municipalities under the supervision and guidance of the Union of Municipalities of Turkey.

Within this project's scope, there were two components: a 5.999.000 € technical assistance budget and a 1.500.000 € supply budget, implemented between 2014 and 2016. Under this project, a service model for the social integration of disadvantaged

[35] http://www.yereldiplomasi.gov.tr/turkiyede-avrupa-birligine-yakinlasma-ve-yerel-yonetim-reformlarinin-desteklenmesi-projesi-2/

[36] https://www.ab.gov.tr/belediyeler-abye-hazirlaniyor_45646.html

[37] http://www.yereldiplomasi.gov.tr/iskep/

people was developed and implemented in twelve pilot municipalities[38]. Within the supply component of the project, Social Services Support and Employment Guidance Units were established in twelve pilot municipalities.

3.5.2. Post-2018 Period

Town Twinning Between Turkey and the EU Programme

This program was developed in partnership with the UMT, DEUA, Union of Provinces, and the Ministry of Environment as part of the IPA-II Program. It was carried out under the leadership of DEUA, and grants ranging from 60.000 to 130.000 Euros were allocated to projects of 19 municipalities and four additional local authorities. The main objective was to increase the administrative capacity at the local level in the process of accession to the European Union and to create sustainable structures for sharing knowledge and experience between the local governments of Turkey and EU member states in related areas to the EU accession process[39]. Grant-received municipalities within the scope of the TT-I Grant Scheme are listed in Appendix K.

Town Twinning Between Turkey and the EU-II: Twinning for a Green Future

As a result of the successful completion of Town Twinning-I and the interest of local governments, Town Twinning-II: Twinning for Green Future Programme has been initiated, and it is envisaged to be implemented indicatively between 2022 and 2024. This programme will be conducted under the leadership of UMT and coordination of DEUA, Union of Provinces (UoP) and the Ministry of Environment, Urbanization and Climate Change (MoEUCC). The project's ultimate goal is to enhance the dialogue between Turkish and EU local authorities and to strengthen the capacity of local authorities to carry out climate and environment-based actions in line with the relevant EU acquis. Its specific goal is to facilitate exchange and collaboration

[38] http://www.ikg.gov.tr/employment-and-social-support-services-coordination-and-implementation-model-for-the-integration-of-disadvantaged-persons-operation-simm/?lang=en

[39] https://www.yereldeab.org.tr/towntwinning/publications.aspx

between Turkish local governments and their EU counterparts on climate and environmental actions. The program's overall budget is 4 million €, which includes 1.5 million € for technical assistance and 2.5 million € for grant distribution to successful local government projects. Trainings, workshops, study visits, mobility, and networking events are part of the project's technical assistance component. Within the framework of grant scheme, ranging from 60.000 to 100.000 € will be allocated to the local governments to support climate change and environment-based projects via town-twinning relationships between local authorities in Turkey and EU Member States[40].

During the TT-II application process, UMT, CFCU, and DEUA held face-to-face and online information seminars for all stakeholders to inform them about topics such as how to prepare projects and what they needed to follow in the application process. The distribution of municipal staff participants has also been examined according to municipal type, giving insight into the municipalities' absorption capacity. The table below shows the number and percentage of participants regarding the types of municipalities participating in the information meetings.

Table 40: Municipal Staff Participating Stats in Town Twinning – II Grant Scheme Information Meetings

Types of Municipalities	**Number of Participant Municipality**	**Number of Personnel**	**Total Number of Municipality**
Metropolitan	30	330	30
Metropolitan District	227	712	519
Provincial	33	95	51
District	92	186	403
Town	27	43	387
Total	**409**	**1366**	**1390**
Ratio			
Types of Municipalities	**Participant Personnel Ratio in Total Participants**	**Percentage of Participated Municipalities %**	**Per municipality average personnel number**
Metropolitan	24%	100%	11
Metropolitan District	52%	44%	3,14

[40] https://www.tbb.gov.tr/En/ContentUrl_programme-for-town-twinning-between-eu-and-turkey-green-future_511

Table 38 (cont'd)			
Provincial	7%	65%	2,88
District	14%	23%	2,02
Town	3%	7%	1,59

Source: UMT, own evaluation

It has been found that 52% of the participants are from MDMs, 24% are from MMs, 14% are from DMs, 7% are from PMs, and 3% are from TMs. While all MMs participated in the information meetings, 65% of PMs, 44% of MDMs, 23% of DMs and 7% of TMs attended the information meetings. Furthermore, the difference in average personnel per municipality among the municipalities participating in the information meeting is similar to the UMT's training statistics. While the average number of participants in MMs is 11, 3 in MDMs, 2 for both PMs and DMs, and less than 2 in TMs. These statistics also give insight into the absorptive capacity of municipalities. Apparently, municipalities apart from MMs cannot fully absorb the beneficial information about project writing and application processes which can increase their success in grant schemes under the IPA.

ROMACTED-I (2018-2020)

ROMACTED is a joint project of UMT, and the Council of Europe (CoE) co-financed by the EU [41] , mainly aimed to promote and disseminate the good governance practices of local governments by empowering the Roma citizens at the local level. In this project, UMT became the national executive and coordinator institution and Edirne, Canik, Karadeniz Ereğli, Konak and Şişli Municipalities[42] were selected as the pilot municipality for the implementation of the project. The program's main activities include training, coaching, implementation of participatory work cycles, and advocacy actions. Thus, a preliminary mapping, evaluation, survey and research activities are carried out in each pilot municipality to facilitate program adaptation, support and monitoring of the project.

[41] https://pjp-eu.coe.int/en/web/roma-local-governance/

[42] https://tbb.gov.tr/online/faaliyetraporu/2018/html5forpc.html

RESLOG (2018-2022)

Resilience in Local Governance Project (RESLOG), carried out in cooperation with the UMT and the Swedish Association of Local Authorities and Regions (SKL), with funding from the Swedish International Development Agency (SIDA). Marmara Municipalities Union (MMU) and Çukurova Municipalities Union (ÇMU) were also the project's key partners. The main objective of the project were to develop the planning and urban resilience capacities of local governments in Turkey and Lebanon, which have been significantly affected by the Syrian crisis and provide inclusive services both to citizens and immigrants; to strengthen inter-municipal learning, and support local governments' planning, governance and implementation capacities against migration[43].

Regional workshops were organized under the leadership of the project partners UMT, MMU and ÇMU. Following this workshop, at the local level, migration master plans were created with a total of twelve pilot municipalities which were later added to the strategic plans of these municipalities. Also, under the leadership of UMT, Mayors Migration Platform was established to reflect local governments' contribution, views and ideas to migration policies at the national level, and its first meeting was held at the end of 2019 (UMT, 2020). Pilot municipalities and Mayors of Migration Platform are listed in Appendix L.

QUDRA-II Project(2019-2022)

QUDRA-II Project aims to support countries hosting refugees from Syria which European Regional Trust Fund funds, German Internation Cooperation Agency (GIZ /Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH) and Spanish Agency for International Development Cooperation and implemented in cooperation with UMT and GIZ (UMT, 2020). The project also aims to foster peer-to-peer learning by facilitating exchange between local governmental units and enhancing the capacity of local government officials by providing tailored technical support to

[43] http://www.reslogproject.org/en/reslog-turkey/

selected municipalities, such as trainings in needs assessment, strategic and goal-oriented planning, investment implementation, and service provision to at least 250 local government officials and other community stakeholders.

Project's implementation period is 2019-2022[44] , and it also has a grant scheme to provide small grants to at least 10 Turkish municipalities hosting the largest number of refugees.

YEVDES (Renewable Energy and Energy Efficiency Technical Assistance Project for Municipalities and Universities) Project

YEVDES was developed in collaboration with the Directorate General of Foreign Relations of the Ministry of Energy and Natural Resources (MENR) and UMT, with the overall objective of "promoting energy efficiency and renewable energy in line with the EU's resource efficiency" and the primary goal of "improving the capacity of municipalities and universities in the field of renewable energy and energy efficiency." The project is divided into four parts, which are as follows:

1. Trainings and study visits for municipalities and universities on renewable energy and energy efficiency investments
2. Provision of site visits and studies for municipalities and universities on renewable energy and energy efficiency investments
3. Preparation of procurement documents for pilot projects and delivery of owner's engineering services
4. Renewable energy and energy efficiency R&D support for universities

Trainings in renewable energy and energy efficiency are planned for 800 people as part of the project's scope. Furthermore, initiatives include conducting 80 renewable energy feasibility and 80 energy efficiency studies and providing technical support services to 160 projects from municipalities and universities for 80 renewable energy and 80 energy efficiency projects. In this regard, 207 institutions, including 63 universities and 144 municipalities, applied to the project in 2019 to benefit from

[44] https://qudra-programme.org/what-we-do/

trainings in the field of renewable energy and energy efficiency, study visits, energy feasibility and efficiency studies and engineering services.

The institutions eligible for assistance were chosen using a scoring system that considered criteria such as current energy management practices, past project experiences in the fields of energy efficiency and renewable energy, operational and financial capacity, project results dissemination, energy-saving potential, energy density, and regional distribution. Project proposals and evaluations are classified into two types: "energy efficiency" and "renewable energy." The proportion of municipalities awarded based on their type is indicated below for each category.

Table 41: Number of Awarded Municipalities in YEVDES Project

Types	**Number of Awarded Municipalities in Renewable Energy**	**Number of Awarded Municipalities in Energy Efficiency**
Metropolitan	15	18
Metropolitan District	13	11
Provincial	9	8
District	2	2
Town	1	1

Source: YEVDES, own evaluation

It can be noticed, similar to other programmes, MMs and MDMs are the most awarded or assistance received municipalities in this programme too.

EU Support for Promoting Sustainable Urban Mobility in Turkish Cities

This project was initiated by the Ministry of Transport and Infrastructure (MoTI) which as the lead and UMT as the end beneficiary “to promote a shift from individual transport to sustainable, accessible and inclusive modes of sustainable urban mobility at both national and urban levels”. The purposes of this contract are “to support the policy dialogue and capacity building of municipalities on sustainable urban mobility and to promote European Mobility Week (EMW) in Turkey”. The EU

finances this programme under the IPA-II Programming. It has a technical assistance component budget of 2.500.000 €[45].

Forthcoming Projects of UMT

UMT became the most successful public institution in the IPA-III programme in 2020, with 5 of its 10 project proposals passing the EU Commission's maturity assessment. UMT's efforts to increase its absorption capacity appear to be paying off. This exceptional success means that more technical assistance and funding will be acquired to assist Turkish municipalities in improving their institutional capacities.

Because these five projects' technical procedures are still ongoing, information about their contents cannot be released at this time. However, in terms of their content, the major subject, stakeholders, and preliminary budget of these upcoming projects are listed below.

Table 42: Upcoming IPA-III Projects of UMT

Potential Upcoming IPA-III Projects of UMT			
Project Topic	**Lead Institution**	**Main Stakeholders**	**Indicative Budget**
Governance	UMT	UNFPA	5.000.000 €
Waste Management	UMT	MoEUCC**	9.000.000 €
Youth	UMT	MoFSS***	10.000.000 €
Innovation	DEUA	UMT, UoP****	3.000.000 €
Transport	ILBANK	UMT	5.000.000 €

Source: UMT (*United Nations Population Fund, **Ministry of Environment, Urbanization and Climate Change, ***Ministry of Family and Social Services, ****Union of Provinces)

Prior to 2018, UMT's programmes and projects centred on fostering dialogue and long-term relationships through sister city relationships, the dissemination of best practices, and experience exchange. In other words, rather than giving direct assistance to municipalities to improve their service delivery capacities in specific

[45] chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/viewer.html?pdfurl=https%3A%2F%2Fec.europa.eu%2Fneighbourhood-enlargement%2Fsystem%2Ffiles%2F2019-12%2Fc_2019_8726_ad_transport.pdf&clen=605178&chunk=true

issues, UMT concentrated on know-how and experience-sharing programs through facilitating inter-municipal exchanges between Turkish and European municipalities.

After establishing the Project and Finance Unit, the structure of the programmes and projects UMT involved has changed. Since UMT has been beginning to focus more on EU projects, grants and funding programs and enhancing its absorption capacity, it can be said that, unlike the 2005-2018 period, projects have begun aiming to improve and support the service delivery capacity of municipalities on various fields such as migration management, good governance, sustainable transportation and energy. In addition, it also can be seen that the budgetary size of the project portfolio in which UMT is included has increased in parallel with the capacity building, and most probably, it will increase more in the future. In this sense, apparently, UMT has changed its forms of intervention as it focuses more on grant and technical assistance programme on particular issues aiming to improve the service delivery capacity of municipalities. Recently, UMT has been working on preparing and submitting more than 20 project proposals for each window and priority of the IPA-III to the upcoming programming year.

3.6. Discussion

With globalisation and neo-liberal policies, foreign dependency in every sense, especially competition in obtaining resources, has increased. In addition, decentralisation became prevalent in this process, and with the importance given to local governments, their duties and responsibilities gradually increased. This process made local governments more effective actors while making them more susceptible to national and global developments. As a result, local governments' economic and administrative capacities have been insufficient to meet the increasing duties and responsibilities.

Therefore, local governments have started to require more financial and non-financial external resources, which they can acquire at the lowest cost. However, access, acquisition and efficient use of resources, in short, resource management poses a particular problem for local governments. In this context, the concept of

absorption capacity, which is used to measure and evaluate the ability of organisations to benefit from funds, provides an essential conceptual framework.

Thus, in this study, the resource management capability of municipalities as resource-demanding organisations and UMT as both demanding and providing resources have been evaluated within the framework of the concept of absorption capacity. In this context, in order to examine the situation of Turkish municipalities in the field of resource management, the grant and technical support programs carried out under IPA, their performance in project competitions organised by UMT, and their participation in activities such as training and information meetings held by UMT were analysed.

As a result of the evaluation, it has been found that the municipalities cannot adequately benefit from external resources, especially grants and technical support, due to insufficient capacity, and the resources are unequally distributed in favour of metropolitan and large-scale metropolitan district municipalities. The main reason behind this unequal distribution of resources is that these municipalities have a competitive advantage over other municipalities as they have more advanced absorption capacity and capital. This situation causes an unbalanced and unequal local development process. The gap between already developed large-scale metropolitan and metropolitan district municipalities and small-scale municipalities that need further development is increasing. One of the most striking facts of this research is that the provincial municipalities, which are superior to the metropolitan district municipalities in terms of duties and responsibilities, show a weaker performance than the metropolitan district municipalities in resource management. It has been found that the provincial municipalities, which have broader responsibilities and intervention areas, are not sufficiently developed in terms of organisational structure and absorption capacity, and they have less benefitted from resources and opportunities.

In literature, the main factors affecting municipalities' resource management have been primarily associated with institutional, in other words, absorption capacities. However, the importance and impact of national municipal associations, one of the

most critical intermediary institutions supporting municipalities in resource management through providing or stipulating resources, is neglected.

The concept of absorption capacity focuses solely on organisational structures and functionality. However, it ignores the relationship of organisations with outside institutions and networks and the impact of these networks on resource access and acquisition. It would be an incomplete evaluation to evaluate institutions only with their own financial and management capacity in resource management. In this context, the aforementioned conceptual framework does not take into account Bourdieu's (1986) concept of "social capital" and the importance of social capital in economic capital accumulation, as social capital can be converted into economic capital in certain conditions.

A comparison can show the value of social capital for municipalities in resource management. Assume there are two municipalities at different scales in different geopolitical locations. The first is on a small scale and has limited financial and management capacity. However, it is located in areas where sectors such as finance, industry, education, and tourism are developing or near the capital city, where it can develop close relationships with central institutions. On a larger scale, the second is located on the periphery and has more developed financial and administrative capabilities. In short, the state with low absorption capacity but high social capital will be compared to the state with low absorption capacity but high social capital.

The first municipality will need external resources more than the second. Where it is intended to obtain support from a project-based grant or technical assistance programme, the first one would lack a specialised unit, qualified personnel and tools to deal with project management. However, this disadvantage can be overcome through robust social capital by establishing cooperation with universities, NGOs, associations, and the private sector where financial, technical and specialised expert support can be received. Furthermore, having strong social capital will facilitate the flow of economic and cultural capital by allowing municipalities to receive support from relevant institutions in various fields.

Unlike the former municipality, with a lack of social capital and external support, the latter must endeavour to employ and retain more staff who have experience and expertise in different fields. Also, the building developed absorption capacity requires immense effort, particularly for small scale municipalities. In summary, municipalities that cannot be fed from outside and have weak social capital will be disadvantaged in resource management in the long run. In this regard, metropolitan and metropolitan district municipalities in Turkey are advantageous in terms of social capital creation, in addition to absorption capacity. These municipalities can form alliances with a wide range of influential stakeholders, whereby they can easily and significantly benefit from opportunities such as increased information, sharing of best practices and experience, and financial and technical assistance.

Therefore, national municipal associations, which are a kind of social capital of each municipality, regardless of their scale, location and type, have the potential to play a significantly influential role in resource acquisition and allocation. National municipal associations can also be thought of as a "social capital bank" providing social capital to municipalities. In fact, national municipal associations directly or indirectly contribute to the social capital accumulation of municipalities by participating in national and international networks, forming partnerships with organisations, or directing municipalities. Moreover, because banking is essentially a meeting place for fund seekers and funders, national municipal associations also connect fund-seeking municipalities with fund-raising institutions such as the EU.

The ultimate aim and output of NAMs are to provide material or symbolic benefits that its members can transform into economic capital. Therefore, I argue that the capital volume and institutional capacity of NAMs have a vital multiplier effect on strengthening the social capital of municipalities and their ability to transform it into economic capital. NAMs, together with strong institutional capacity and capital, will mobilise their connections through establishing sustainable cooperation for the development of municipalities.

The lobbying activities of national municipal associations play a crucial role in the creation, canalising and utilization of social capital. Shaping the conditions and priorities of resource distribution in line with the interests of the municipalities can

be cited as an essential lobbying activity. According to Olson (1971), one of the most critical factors determining the protection and promotion of interests is the institutional and resource capacity of interest groups, whereas Bourdieu (1986) argued that an agent's social capital volume is not independent of the size of the connections or networks that he/she or it may mobilize and the volume of economic, cultural, or symbolic capital owned by the persons or organizations that the agent connects. Thus, by becoming a social capital and providing social capital, NAMs need to strengthen their capacity, capital, and resources to carry out an effective lobbying activity and transform their social capital into economic capital in line with the interests of member municipalities.

Undoubtedly, UMT was quite late in establishing a distinctive unit and developing its absorption capacity, considering that many metropolitan municipalities and some metropolitan district municipalities established such units in order to carry out EU relations and EU-funded project works in 2005 following the beginning of full membership negotiations with the EU started. Therefore, UMT, which should have been a pioneer, was late for taking concrete steps to be specialised in EU fund programmes.

Nevertheless, with the establishment of that unit, UMT has significantly improved its absorption capacity, and it has started to pay off. Since then, UMT has been including and managing more EU-financed projects, resulting in more financial and technical support for Turkish municipalities. Besides EU-financed projects, UMT also started supporting municipalities through its own project competitions in 2019. In this process, arguably, UMT has undergone a remarkable change in its forms of organisation and representation as well as the form of intervention. With the establishment and development of a new unit, UMT has shifted its focus to this field and is apt to represent municipalities more within the organisations and programs that provide project-based resources where it can intervene in the needs of municipalities through these resources. However, UMT has faced a representation challenge since metropolitan and metropolitan district municipalities benefit more from the resources. This is also evident in the project competitions organised by the UMT. Participation rates in the competitions and the municipalities that received

awards indeed show the superiority of metropolitan and metropolitan districts in acquiring resources.

It is obvious that the amount of awards (max: 500.000 TL) distributed to municipalities in UMT competitions is not a meaningful amount for metropolitan and many metropolitan district municipalities that received awards. Nevertheless, the municipalities that need financial support more and have a relatively weak financial capacity have benefited the least from these supports, likewise in the EU programs. Furthermore, it has been seen that even though provincial municipalities have significant and extended jurisdictions, they have benefited very little from the UMT project competitions. Only 14% of the municipalities awarded in these competitions were provincial municipalities. This shows that the positive developments in the forms of organisation and intervention are not fully reflected in the form of representation. UMT should also focus on the representation structure so that it can be more effective in resource management and contribute to the development of municipalities; it needs to develop its representation structure with a more equitable form of intervention.

It would be beneficial for the UMT to exclude or impose restrictions on metropolitan and large-scale metropolitan district municipalities, which have a competitive advantage in absorption capacity, capital and resources, to effectively and correctly use its limited resources. Especially the provincial municipalities, which have broad jurisdictions but low absorption capacity and capital, should be supported financially and technically. Therefore, limiting capacity building activities in favour of provincial, district and town municipalities may contribute to a more equitable distribution of resources.

Another representation problem that arises in the competitions of UMT is that approximately 66% of the awarded municipalities in competitions are the municipalities of the ruling party, whereas 14% are the alliance partner of the ruling party. These rates are almost the same as the distribution of members in the Council of the UMT. In this case, it can be interpreted that the representation structure or the proportions of political parties in UMT's Council are taken into account in the distribution of resources. The results of these competitions indicate that UMT has not

solved the existing inequality in resource distribution in its own competitions, and the representation problem of the municipalities in the field of resource management continues.

This condition causes or may cause a loss in the excitement of municipalities, mainly small-scale municipalities, to prepare projects and participate in programs with the belief that "we would not succeed in any case". Another expected output of UMT competitions is the improvement of the practices of municipalities to prepare projects for competitive programmes with more complex processes such as EU programs. However, in these programs, which have more straightforward applications and faster implementation processes, the desire of municipal administrators and employees to participate in larger organisations and their belief in success will also decrease. Thus, to have a more sustainable and lasting impact on municipalities regarding resource management, UMT must develop its resources and capital, improve its organisational structure and forms of intervention, and develop its representation structure more delicately and fairly.

To summarise, the majority of municipalities in Turkey lack adequate absorption capacity and thus cannot benefit sufficiently from external resources. Furthermore, metropolitan municipalities, particularly large-scale metropolitan district municipalities, have a significant competitive advantage over other municipalities. As a result, existing resources cannot be distributed fairly, resulting in an unbalanced local development process. Regarding resource acquisition and management, together with the absorption capacity, the volume of "social capital" that the municipalities possess and the effectiveness of the "social capital" is crucial. As the sole national municipal association, UMT can be considered one of the municipalities' most vital social capital. Furthermore, UMT's symbolic capital stems from recognition and acceptance as a key partner in the realization of local development in the eyes of donor organizations such as the EU and the central government, which facilitates UMT's resource acquisition activities such as creating or distributing grants or funds. In this respect, if UMT improves its absorption capacity and empowers its social capital by developing strong links with effective

partners and gaining a good reputation, it will boost municipalities' potential to generate economic capital through fund acquisition.

As a result, various dimensions determine UMT's influence in the field of resource management. Forms of organization, representation, and intervention, the volume of capital and resources, as well as the ability to mobilize them, and the absorption capacity of UMT all have a significant impact on Turkish municipalities' ability to acquire beneficial resources and obtain financial and technical support. Therefore, I believe that UMT, as a municipal social capital, can convert its social and symbolic capital into economic capital by generating, accessing, or distributing financial resources.

3.7. Conclusion

The importance of local authorities in sustainable development and tackling the main global issues has been recognised by both governmental and non-governmental organizations within the globalization process. Through the dominance of neoliberal politics and shifting from government to governance, decentralization has prevailed and has boosted the responsibilities of local authorities. Therefore, local authorities have started to take roles beyond their “local” title within the globalization process. Meanwhile, they have become more susceptible to global development and dependent on external resources generated at the global level.

However, local authorities suffer from insufficient financial and administrative capacity against their increasing responsibilities. Therefore, they are more dependent on external resources and aid to sustain their service delivery function. Moreover, local authorities, particularly small-scale ones, also challenge accessing, acquiring, and utilizing resources and opportunities. Within this scope, although national associations of municipalities occupy a unique and critical position in representing and providing services to municipalities, their role and influence in the development of municipalities, specifically in the field of resource acquisition and utilization, has been usually neglected. For this reason, this study aims to indicate the influence of UMT, the only municipal association representing municipalities in Turkey on a

national and international scale, on municipalities for accessing and benefiting from external resources, especially grant and technical support opportunities.

Local government associations, notably national and EU level associations and their crucial role in local development, have been gradually recognized by EU policymakers and European Commission. Therefore, it is proposed that these associations should be more active in the decision-making process of the EU. Studies argue that local government associations are more active and influential if they are only representative organisations with robust administrative capacity and sufficient resources or forms of capital. Thus, UMT can enhance its lobbying activities in the EU level with its social capital, such as CEMR, UCLG, Committee of the Regions, etc. Through lobbying activities, UMT can influence the allocation of funds and technical assistance by taking more active and influential roles in amplifying municipalities' requirements and identifying priorities and topics of grant or technical assistance programmes in line with Turkish municipalities' needs.

Previous studies indicate that local governments' lack of absorption capacity is the main problem that hinders the access, acquisition, and utilisation of grants and technical assistance. This finding has also been tested in this thesis, and along with this problem, it has been discovered that only a small portion of Turkish municipalities have benefited from EU funded grants under IPA, while large-scale municipalities such as metropolitan and metropolitan districts ones received significantly more grants than the provincial, district, and town municipalities. Although small-scale municipalities require and depend on this sort of support to enhance their organizational capacity, most could not have obtained and utilized that sort of resource. The main reason for that is a lack of economic, informational, social and cultural capital and insufficient financial and administrative absorption capacity.

Therefore, to help Turkish municipalities prepare high-quality projects to obtain more financial and technical assistance from particularly EU IPA Programme and create more opportunities to provide financial and technical resources for municipalities, UMT established a distinctive unit named Project and Finance Unit in 2018. Since then, UMT has started to enhance its absorption capacity and collaborate with more public organizations, NGOs and CSOs. Following this development, UMT

has begun to apply and implement more IPA projects wherein municipalities can benefit. It can also be seen that project characteristics have changed compared to the pre-2018 period; thus, during this process, UMT has altered its forms of organization as well as its forms of intervention.

The resources or capital (economic, social, cultural, informational, and political) of UMT, as well as its capacity to provide services, lobby, and disseminate information, have a significant impact on boosting the mobilization process of municipalities, particularly small-scale municipalities. To put it another way, UMT's absorption capacity as both the demand and supply side is a significant factor in mobilizing municipalities in terms of resource acquisition and utilization.

Although UMT was late in focusing on this field and improving its absorption capacity, resources, and capital, steps taken after 2018 had a profound impact that dramatically increased UMT's project portfolio. However, more concrete and precise steps should be taken to improve all forms of capital and resources in the future.

As a result, I argue that NAMs are vital social capital for municipalities and are among the most important actors in enabling municipalities to benefit more from critical resources such as grant and technical assistance programs. Therefore, if UMT increases its absorption capacity and all forms of capital, it will be more influential in resource acquisition and distribution for municipalities. Furthermore, the effectiveness of UMT would also strengthen and balance the local development.

Recommendations

It has been observed that a comprehensive analysis of the capacities of Turkish municipalities in resource, project and fund management has not been made, and there is no data related to this field. In order to improve the absorption capacity of UMT and municipalities, it would be beneficial to conduct a comprehensive current situation analysis, collect detailed data and determine a roadmap. First, it would be beneficial to collect data such as how many municipalities have specialized units in this field, the number of employees, and the employees' competencies. Subsequently, authorities should develop a strategy by making a needs analysis within the

framework of these data. Therefore, UMT should develop a methodology to measure the absorption capacity of municipalities within the framework of the determined criteria; an index study should be conducted on the financial, technical, personnel, project and fund management capacities of municipalities. UMT also should store detailed data on the grant and technical support projects carried out by municipalities. It should present the experiences and lessons learned at the end of these projects to all municipalities within experience sharing. In addition, impact analyses of the projects carried out at regular intervals should be made.

In grant programs, arrangements should be made to reduce the competitive advantage of large-scale municipalities, especially metropolitan municipalities, in other words, to increase the competitiveness of small-scale municipalities. UMT should apply quotas to metropolitan and large-scale metropolitan district municipalities in competitions organized within its own body and decide to support municipalities that need most financial and technical support. UMT as the representative of all municipalities within this scope should act impartially.

UMT can also provide these services on a large scale even internationally by establishing an affiliated company to manage the project, grant and fund, as in the examples of SKL International affiliated to SALAR and VNG International affiliated with VNG.

Further Questions

The primary income of the national associations of municipalities is the membership fee collected from municipalities. Within this scope, how should membership fee criteria be determined? How could it be fairer? In case of Turkey, two per thousand of the yearly budgets of each municipality are transferred to the UMT budget as membership fee. In this regard, do all municipalities benefit from UMT's services fairly. In other words, while metropolitan municipalities, such as Istanbul, Ankara, Izmir and Bursa contribute more than half of UMT budget, how much do they benefit from UMT as in return? Is such membership fee criteria make associations as a robin-hood organization in which they take from the rich and allocate to the poor?

REFERENCES

Antalya Büyükşehir Belediyesi. *Avrupa Birliği İlişkileri ve Proje Şube Müdürlüğü*. Retrieved 10 April 2022, from https://www.antalya.bel.tr/kurumsal/birimler/avrupa-birligi-iliskileri-ve-proje-sube-mudurlugu

Babeu-Braun, L., & Noupadja, N. (2019). *National associations of local and regional governments in Europe A study on the CEMR and its members*. www.cemr.eu

Bourdieu, P. (1986). The Forms of Capital. In J. Richardson (Ed.), *Handbook of Theory and Research for the Sociolgy of Education* (pp. 241–58). Greenwood.

Buis, H. (2009). The role of local government associations in increasing the effectiveness of city-to-city cooperation. *Habitat International, 33*(2), 190–194.

Callanan, M. (2012). Subnational collective action: The varied patterns of mobilisation of local government associations. *Local Government Studies, 38*(6), 753–775. https://doi.org/10.1080/03003930.2012.683863

Castells, M. (2008). The New Public Sphere: Global Civil Society, Communication Networks, and Global Governance. *Annals of the American Academy of Political and Social Science*, *616*(1), 78–93. https://doi.org/10.1177/0002716207311877

CEMR. (2016). *Local and Regional Governments in Europe Structures and Competences*. http://www.ccre.org/img/uploads/piecesjointe/filename/CEMR_structures_and_competences_2016_EN.pdf

CEMR. (2013). *A glance at the budget of national associations May 2013 Council of European Municipalities and Regions European Section of United Cities and Local Governments*.

CEMR. (2007). *An assessment of the systems for consultation between central governments and the national associations of local and regional government*.

CEMR. *Introducing CEMR*. Retrieved 1 December 2021, from https://www.ccre.org/en/article/introducing_cemr

CEMR. *CCRE: List of members*. Retrieved 30 December 2021, from https://www.ccre.org/en/associations/index

CEMR. *Political structure*. Retrieved 1 December 2021, from https://www.ccre.org/en/article/political_structure

CEMR. (2016). *The legal status of national associations of local and regional governments*.

CFCU. *Türkiye Belediyeler Birliği*. Retrieved 18 April 2022, from https://www.cfcu.gov.tr/grant/3185

CFCU. *Technical Assistance for Town Twinning Between Turkey and the EU (Phase – II) (Twinning for a Green Future)*. Retrieved 19 April 2022, from https://cfcu.gov.tr/tender/65841

CFCU. *Reference Documents for Grantees*. Retrieved 20 February 2022, from https://www.cfcu.gov.tr/reference-documents-for-grantees

CFCU. *About CFCU*. Retrieved 26 April 2022, from https://www.cfcu.gov.tr/about-cfcu

Cohen, W. M., & Levinthal, D. A. (1990). Absorptive Capacity : A New Perspective on Learning and Innovation Author (s): Wesley M . Cohen and Daniel A . Levinthal Source : Administrative Science Quarterly , Vol . 35 , No . 1 , Special Issue : Technology , Organizations , and Innovation (Mar .,. *Administrative Science Quarterly*, *35*(1), 128–152.

CoR. (2021). *EU financial assistance available to local and regional authorities in the candidate and potential candidate countries for EU enlargement*. Committee of the Regions. https://doi.org/10.2863/718776

European Charter of Local Self-Government of the Congress of Local and Regional Authorities of the Council of Europe, (1985).

Council of Europe. *ROMACTED*. Retrieved 1 February 2022, from https://pjp-eu.coe.int/en/web/roma-local-governance/

DEUA. *Town Twinning between Turkey and the EU (Twinning for a Green Future)*. Retrieved 22 March 2022, from https://ab.gov.tr/52508_en.html

DEUA. *Belediyeler AB'ye Hazırlanıyor*. Retrieved 18 April 2022, from https://www.ab.gov.tr/belediyeler-abye-hazirlaniyor_45646.html

DEUA. *Towns and Municipalities*. Retrieved 18 April 2022, from https://www.ab.gov.tr/5969_en.html

Devex. *VNG International*. Retrieved 21 January 2022, from https://www.devex.com/organizations/vng-international-22125

Dieleman, M., & Widjaja, H. (2019). How powerful political ties appropriate resources and how weaker organizations protect themselves: A case study from Indonesia. *Asia Pacific Journal of Management*, *36*(1), 61–86. https://doi.org/10.1007/s10490-018-9563-2

Diyarbakır Büyükşehir Belediyesi. *Yönetim Şeması*. Retrieved 10 April 2022, from https://www.diyarbakir.bel.tr/kurumsal/yonetim.html

Duran, M. (2014). The Absorption Capacity of Turkey for Its Use of the European Union Pre-Accession Assistance*. *Boğaziçi Journal Review of Social, Economic and Administrative Studies*, *28*(1), 69–93.

Durukal, O., & Genç, N. (2015). Belediyelerde Dış Mali Kaynak Kullanımı: Büyükşehir Belediyeleri Üzerine Bir İnceleme, External Financial Resource Usage At Metropolitan Municipalities: A Review On Metropolitan Municipalities Project. *Suleyman Demirel University The Journal of Faculty of Economics and Administrative Sciences Y*, *20*(2), 333–359. https://www.e-icisleri.gov.tr/Anasayfa/MulkiIdariBolumleri.aspx

Eising, R. (2004). Multilevel Governance and Business Interests in the European Union. *Governance*, *17*(2), 211–245. https://doi.org/10.1111/J.1468-0491.2004.00244.X

Eising, R. (2004). Multilevel Governance and Business Interests in the European Union. *Governance*, *17*(2), 211–245. https://doi.org/10.1111/J.1468-0491.2004.00244.X

EU Delegation to Turkey. *Instrument for Pre-Accession Assistance (IPA)*. Retrieved 17 April 2022, from https://www.avrupa.info.tr/en/instrument-pre-accession-assistance-ipa-880

EUR-Lex. *EUR-Lex - e50017 - EN -*. Retrieved 20 February 2022, from https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=LEGISSUM%3Ae50017

EUR-Lex. *EUR-Lex - 52003DC0811 - EN*. Retrieved 5 May 2022, from https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52003DC0811&from=ES

European Commission. (2021). *COMMISSION IMPLEMENTING DECISION of 10.12.2021 adopting the Instrument for PreAccession Assistance (IPA III) Programming Framework for the period 2021*.

European Commission. *How IPA works - Regional Policy*. Retrieved 17 April 2022, from https://ec.europa.eu/regional_policy/en/funding/ipa/how/

European Commission. *European Structural and Investment Funds - Regional Policy*. Retrieved 21 January 2022, from https://ec.europa.eu/regional_policy/en/funding/

European Commission. *COMMISSION IMPLEMENTING DECISION of 10.12.2021 adopting the Instrument for Pre-Accession Assistance (IPA III) Programming Framework for the period 2021-2027*. Retrieved 7 February 2022, from https://ec.europa.eu/neighbourhood-enlargement/commission-implementing-decision-10122021-adopting-instrument-pre-accession-assistance-ipa-iii_en

European Commission. *Grants*. Retrieved 21 January 2022, from https://ec.europa.eu/international-partnerships/grants_en

European Committee of the Regions. (2014). *The efficient use of funds for local and regional authorities under the IPA-II regulation*. Committee of the Regions.

European Parliament. *Understanding capacity-building/ capacity development: A core concept of development policy*. Retrieved 22 April 2022, from https://www.europarl.europa.eu/thinktank/en/document/EPRS_BRI(2017)599411

Gaziantep Büyükşehir Belediyesi. *Teşkilat Şeması*. Retrieved 10 April 2022, from https://www.gaziantep.bel.tr/tr/teskilat-semasi

Gündüç, Y. (2022). *Avrupa Birliği Hibe Programları- 100 Soru Cevap*. https://www.ab.gov.tr/ab-baskanligi-yayinlari_43447.html

Gürün, F. (2018). The Effect of Globalization and Localization Process on Local Governments in Turkey. *Journal of Social Policy Conferences*, *73*, 35–58.

Honadle, B. W. (1981). A Capacity-Building Framework: A Search for Concept and Purpose. *American Society for Public Administration*, *41*(5), 575–580.

Horvat, A. (2005). *Why does Nobody Care About the Absorption? Some Aspects Regarding Administrative Absorption Capacity for the EU Structural Funds in the Czech Republic, Estonia, Hungary, Slovakia and Slovenia before Accession*.

Horvat, A., & Maier, G. (2004). *Regional development , Absorption problems and the EU Structural Funds*. *June*, 1–35.

International, S. *What We Do*. Retrieved 22 November 2021, from https://sklinternational.se/whatwedo.729.html

International, S. *About SALAR*. Retrieved 22 November 2021, from https://sklinternational.se/aboutus/aboutsalar.759.html

Istanbul Metropolitan Municipality. *AB İlişkileri Şube Müdürlüğü*. Retrieved 10 April 2022, from https://www.ibb.istanbul/permission/detail/141

İzmir Büyükşehir Belediyesi. *AB Hibe Projeleri Şube Müdürlüğü*. Retrieved 10 April 2022, from https://www.izmir.bel.tr/tr/BirimHakkinda/138/66

Jessop, B. (2007). *State Power A Strategic-Relational Approach*. Polity Press.

Karataş, H. (2010). Avrupa Birliği Katılım Öncesi Mali Yardımları. In *Maliye Bakanlığı Strateji Geliştirme Başkanlığı Yayınları*.

Kayseri Metropolitan Municipality. *AB ve Dış İlişkiler Şube Müdürlüğü*. https://www.kayseri.bel.tr/ab-ve-dis-iliskiler-sube-muduru

Kocaeli Metropolitan Municipality. *AB ve Dış İlişkiler Şube Müdürlüğü*. Retrieved 10 April 2022, from https://www.kocaeli.bel.tr/tr/main/birimler/ab-ve-dis-iliskiler-sube-mudurlugu/4/pages/118

Kołsut, B. (2019). NATIONAL ASSOCIATIONS OF MUNICIPALITIES IN EUROPE – DIFFERENT MODELS OF INSTITUTIONALIZED POLITICAL COOPERATION. *GEOGRAPHY, ENVIRONMENT, SUSTAINABILITY*, *11*(4), 39–55.

Lorvi, K. (2013). Unpacking administrative capacity for the management of EU structural funds in small and large municipalities: The Estonian case. *Halduskultuur*, *14*(1), 98–124.

Ministry of Interior. *Local Government Associations*. Retrieved 29 January 2022, from https://www.icisleri.gov.tr/illeridaresi/birlikler

Ministry of Interior. (2021). *IPA III Dönemi (2021 2027) Proje Hazırlama ve Uygulama Rehberi 2021*.

Ministry of Interior. *Local Government Units*. Retrieved 20 January 2022, from https://www.e-icisleri.gov.tr/Anasayfa/MulkiIdariBolumleri.aspx

NEI. (2002). *'Key indicators for Candidate Countries to Effectively Manage the Structural Funds', Principal Report, Final Report, prepared by the NEI Regional and Urban Development for the EC DG REGIO/DG ENLARGEMENT* (Issue 24289886).

Noblet, J. P., Simon, E., & Parent, R. (2011). Absorptive capacity: A proposed operationalization. *Knowledge Management Research and Practice*, *9*(4), 367–377. https://doi.org/10.1057/kmrp.2011.26

Ohiorhenuan, J. F. E., & Wunker, S. M. (1995). *Capacity building requirements for global environmental protection /*. vi, 26 p. : http://digitallibrary.un.org/record/195247

Olson, M. (1971). *The Logic of Collective Action*. Harvard University Press. https://doi.org/10.2307/j.ctvjsf3ts

Pfeffer, J., & Salancik, G. R. (1978). *The External Control of Organizations: A Resource Dependence Perspective*. Stanford University Press.

Putnam, R. D. (2015). “Bowling Alone: America’s Declining Social Capital”. *The City Reader*, 188–196. https://doi.org/10.4324/9781315748504-30

Putnam, R. D. (1995). Bowling Alone. *Journal of Democracy*, 65–78.

QUDRA 2. *WHAT WE DO – Qudra 2 – Resilience for refugees, IDPs, returnees and host communities in response to the protracted Syrian and Iraqi crises*. Retrieved 18 April 2022, from https://qudra-programme.org/what-we-do/

RESLOG. *RESLOG Turkey*. Retrieved 18 April 2022, from http://www.reslogproject.org/en/reslog-turkey/

RESLOG. *SALAR / SKL INTERNATIONAL*. Retrieved 22 November 2021, from http://www.reslogproject.org/en/salar-skl-international/

Rhodes, R. A. W. (1986). *The National World of Local Government*. Allen & Unwin.

Rhodes, R. A. W., Bache, I., & George, S. (1996). Policy Networks and Policy-Making in the European Union: A Critical Appraisal. In *Cohesion policy and European integration: Building multi-level governance* (pp. 367–387).

Romeo, L. (2015). *The Role of Local Government Associations in Promoting Developmental Local Governments.*

Shrestha, M. K., & Feiock, R. C. (2017). *Local Government Networks*. *1*. https://doi.org/10.1093/OXFORDHB/9780190228217.013.22

SKL International. *Tuselog*. Retrieved 18 April 2022, from http://projects.sklinternational.se/tuselog/tr/

SKL International. *Tusenet*. Retrieved 18 April 2022, from http://projects.sklinternational.se/tuselog/tusenet/

SKL International. (2020). *Local Government in the Nordic and Baltic Countries. An overview* (D. Young, S. Krook, & E. Faxgård (eds.); 2020 Revis). www.sklinternational.se

SKL International. *Tusenet Municipal Partnership Networks*. Retrieved 18 April 2022, from http://projects.sklinternational.se/tuselog/tusenet/tusenet-partnership-networks/

SKR. *Local Self-government*. Retrieved 22 November 2021, from https://www.salar.eu/arkiv/englishpages/municipalitiesandregions/localselfgovernment.1305.html

SKR. *English Pages*. Retrieved 22 November 2021, from https://skr.se/skr/tjanster/englishpages.411.html

SKR. *Municipalities and Regions*. Retrieved 16 January 2022, from https://skr.se/skr/tjanster/englishpages/municipalitiesandregions.1088.html

Subramaniam, M., and Youndt, M. A. (2005). The influence of intellectual capital on the types of innovative capabilities. *Academy of Management Journal*, *48*(3), 450–463.

Šumpíková, M., Pavel, J., Klazar, S., & Potluka, O. (2004). European Union funds: absorption capacity and effectiveness of their use, with focus on the regional level in the Czech Republic. In *Instititutional Requirements and Problem Solving in the Public Administrations of the Enlarged European Union and Its Neighbours*.

The Instrument of Government, 1973, (1973). https://doi.org/10.1163/157181086X00076

Şengül, H. T. (1999). Yerel Yönetim Kuramları: Yönetimden Yönetişime. *Çağdaş Yerel Yönetimler*, *8*(3), 3–19.

Tatar, M. (2010). *Local government absorption capacity problems in the European Union structural funds : the case of Estonia Estonian Local Government Absorption Capacity of European Union Structural Funds*. *January 2010*.

Topçubaşı, A. (1945). Dergimizin Amaçları. *İller ve Belediyeler Dergisi*, *1*(1), 1–2.

Trabzon Büyükşehir Belediyesi. *Strateji Geliştirme Dairesi Başkanlığı*. Retrieved 10 April 2022, from https://www.trabzon.bel.tr/baskanliklar-detay.aspx?id=39

Türkiye Belediyeler Birliği. *Sıfır Atık Fikir ve Proje Uygulama Yarışması*. Retrieved 23 March 2022, from https://www.tbb.gov.tr/Tr/icerik_sifir-atik-fikir-ve-proje-uygulama-yarismasi_366

Türkiye Belediyeler Birliği. *Engelsiz Şehirler Fikir ve Proje Yarışması Sonuçlandı*. Retrieved 25 March 2022, from https://www.tbb.gov.tr/Tr/Haberler_engelsiz-sehirler-fikir-ve-proje-yarismasi-sonuclandi_10523

Türkiye Belediyeler Birliği. *Programme for Town Twinning between EU and Turkey: Green Future*. Retrieved 22 January 2022, from https://www.tbb.gov.tr/En/ContentUrl_programme-for-town-twinning-between-eu-and-turkey-green-future_511

Türkiye Belediyeler Birliği. *Engelsiz Şehirler Fikir ve Proje Yarışması Başvuru Rehberi*. Retrieved 25 March 2022, from https://www.tbb.gov.tr/Tr/icerik_basvuru-rehberi_334

UCLG. *World Council and Executive Bureau 2019-2022 | UCLG*. Retrieved 26 December 2021, from https://www.uclg.org/en/organisation/structure/governing-bodies/world-council

UCLG. *HOW TO JOIN?* Retrieved 30 December 2021, from https://www.uclg.org/en/join-uclg/how-to-join

UCLG. *Constitution and Rules | UCLG*. Retrieved 25 December 2021, from https://www.uclg.org/en/organisation/structure/constitution-rules

UCLG. *History of Our Movement*. Retrieved 12 October 2021, from https://www.uclg.org/en/centenary#1913-1950

UCLG. *Policy Councils*. Retrieved 12 October 2021, from https://www.uclg.org/en/policy-councils

UCLG. *Welcome to the Centenary Movement of Local and Regional Governments*.

UCLG. *Centenary of the International Municipal Movement*. Retrieved 25 December 2021, from https://www.rabat2013.uclg.org/about-us/centenary-international-municipal-movement#uclg2

UCLG. *UCLG Sections*. Retrieved 12 October 2021, from https://www.uclg.org/en/organisation/structure/uclg-sections

UCLG. *History of our movement | UCLG*. Retrieved 25 December 2021, from https://www.uclg.org/en/centenary#2004-2013

UNHABITAT. (2015). *The Challenge of Local Government Financing in Developing Countries*.

Union of Municipalities of Turkey. (2022). Yeşil Şehirler. *İller ve Belediyeler Dergisi*, *885–886*, 10–12. https://www.tbb.gov.tr/online/dergiler/2022_ocak_subat/index.html

Union of Municipalities of Turkey. (2019). *The Handbook of Town Twinning*.

Union of Municipalities of Turkey. *TT-II*. https://www.tbb.gov.tr/En/ContentUrl_programme-for-town-twinning-between-eu-and-turkey-green-future_511

Union of Municipalities of Turkey. (2020). *Annual Report*. https://tbb.gov.tr/online/faaliyetraporu/2020/index.html

Union of Municipalities of Turkey. (2019). *Annual Report*. https://tbb.gov.tr/online/faaliyetraporu/2019/index.html

Union of Municipalities of Turkey. (2021). EnPati Ödülleri Sahiplerini Buldu. *İller ve Belediyeler Dergisi*, *878*, 4–6. https://www.tbb.gov.tr/online/dergiler/2021_haziran_temmuz/index.html

Union of Municipalities of Turkey. (2018). *Annual Report*. https://tbb.gov.tr/online/faaliyetraporu/2018/html5forpc.html

United Nations. *Capacity-Building*. Retrieved 22 April 2022, from https://www.un.org/en/academic-impact/capacity-building

Vinck, E. (1936). The International Union of Local Authorities. *National Municipal Review*, *25*(9), 483–500.

VNG. (2017). *Local Government in the Netherlands*. https://doi.org/10.2307/1951908

VNG. *Project management*. Retrieved 21 January 2022, from https://www.vng-international.nl/project-management

VNG. *Projects*. Retrieved 15 April 2022, from https://www.vng-international.nl/projects

VNG. *What We Do*. Retrieved 20 January 2022, from https://www.vng-international.nl/vng-international-designs-and-implements-projects-strengthen-local-governments-their-various-fields

VNG. *Where we work*. Retrieved 15 April 2022, from https://www.vng-international.nl/where-we-work

VNG. *Human Resources*. Retrieved 15 April 2022, from https://annual-update-2021.vng-international.nl/human-resources.html

VNG International. *Our Finances*. Retrieved 15 April 2022, from https://annual-update-2021.vng-international.nl/our-finances.html

Yereldeab. *Town Twinning*. Retrieved 22 January 2022, from https://www.yereldeab.org.tr/towntwinning/publications.aspx

Yereldiplomasi. *Türkiye'de Avrupa Birliği'ne Yakınlaşma ve Yerel Yönetim Reformlarının Desteklenmesi Projesi*. Retrieved 18 April 2022, from http://www.yereldiplomasi.gov.tr/turkiyede-avrupa-birligine-yakinlasma-ve-yerel-yonetim-reformlarinin-desteklenmesi-projesi-2/

Yereldiplomasi. *LOGO-EAST Projesi*. Retrieved 18 April 2022, from http://www.yereldiplomasi.gov.tr/logo-east-projesi/

Yereldiplomasi. *İSKEP*. Retrieved 31 January 2022, from http://www.yereldiplomasi.gov.tr/iskep/

Yereldiplomasi. *Türkiye'de Avrupa Birliği'ne Yakınlaşma ve Yerel Yönetim Reformlarının Desteklenmesi Projesi*. Retrieved 31 January 2022, from

http://www.yereldiplomasi.gov.tr/turkiyede-avrupa-birligine-yakinlasma-ve-yerel-yonetim-reformlarinin-desteklenmesi-projesi-2/

Yereldiplomasi. *Türkiye ve İspanya Yerel Yönetimler Projesi*. Retrieved 18 April 2022, from http://www.yereldiplomasi.gov.tr/turkiye-ve-ispanya-yerel-yonetimler-projesi/

YEVDES. *Municipalities and Universities to receive technical support under YEVDES Project are announced*. Retrieved 18 April 2022, from https://yevdes.org/municipalities-and-universities-to-receive-technical-support-under-yevdes-project-are-announced/

YEVDES. *About Project*. Retrieved 18 April 2022, from https://yevdes.org/about/

Zahra, S. A., & George, G. (2002). Absorptive Capacity : A Review , Reconceptualization , and Extension. *The Academy of Management Review*, *27*(2), 185–203.

APPENDICES

A. GRANT CONTRACTS SIGNED BETWEEN CFCU AND MUNICIPALITIES IN EU PROGRAMMES

Annex 1: All grant programmes and number of grant contracts signed between CFCU and municipalities since 2003

Table A.1:

Grant Programme	**Number of Grant Contracts Signed with Municipalities**	**Total Amount of Grant**
NUTS-II_AKKM	59	€ 30.605.428,37
Civil Society Dialogue	37	€ 5.640.497,24
Eastern Anatolia Development	33	€ 5.965.516,72
ISKUR_2002	32	€ 3.180.200,01
Eastern Black Sea Development	28	€ 5.494.938,50
NUTS-II_SKE	28	€ 10.261.009,52
ISKUR_2006	21	€ 2.562.994,82
Promoting of Women's	21	€ 3.573.789,85
Town Twinning Action between	19	€ 1.972.983,94
Capacity Building in the Field of	18	€ 2.282.771,58
Promoting Youth Employment	17	€ 2.501.024,07
Strengthening Pre-School	14	€ 987.226,32
GAP Flood Mitigation	13	€ 5.195.678,42
Increasing School Enrolment	9	€ 815.113,20
Sustainable Development	9	€ 344.562,65
Social Dialogue	8	€ 451.882,97
Civil Society Dialogue II-	6	€ 769.379,17
Cross Border Cooperation-2005	6	€ 216.873,82
Cross Border Cooperation-2006	5	€ 177.142,60
Cultural Rights	5	€ 270.723,24
Joint Operational Programme	5	€ 939.276,69
Cross Border Cooperation-2004	4	€ 158.811,17
Cross Border Cooperation-2003	3	€ 146.610,36
Eu-Turkey Intercultural	3	€ 298.487,33
Promotion of Lifelong Learning	2	€ 210.480,40
Promoting Registered	1	€ 284.397,01
Total	**406**	**€ 85.307.799,97**

Source: https://www.cfcu.gov.tr/grant-database, own analysis

B. NATIONAL SCALE EU-FUNDED GRANT PROGRAMMES

Annex 2: National Scale EU-Funded Grant Programmes in which Turkish municipalities benefited from.

Grant Programme	Number of Grant Contract	Amount of Grant
Civil Society Dialogue Programme	37	€ 5.640.497,24
ISKUR_2002	32	€ 3.180.200,01
ISKUR_2006	21	€ 2.562.994,82
Promoting of Women's Employment	21	€ 3.573.789,85
Town Twinning Action between Turkey and the EU Grant Scheme (TTGS)	19	€ 1.972.983,94
Capacity Building in the Field of Climate Change in Turkey Grant Scheme	18	€ 2.282.771,58
Promoting Youth Employment	17	€ 2.501.024,07
Strengthening Pre-School Education Grant Scheme	14	€ 987.226,32
Increasing School Enrolment Rates Especially For Girls	9	€ 815.113,20
Sustainable Development	9	€ 344.562,65
Social Dialogue	8	€ 451.882,97
Cultural Rights	5	€ 270.723,24
Eu-Turkey Intercultural Dialogue-Museums Grant Scheme	3	€ 298.487,33
Promotion of Lifelong Learning	2	€ 210.480,40
Promoting Registered Employment	1	€ 284.397,01
Total	**216**	**€ 25.377.134,63**

Source: CFCU Grant Database, own evaluation

C. NUMBER OF GRANT CONTRACTS OF TURKISH MUNICIPALITIES

Annex 3: Grant Contract Distribution Among Turkish Municipalities

Table A.3.1: Grant Contract Distribution of Metropolitan Municipalities

Municipality	**Number of Grant Contract**	**Total Amount of Grant**	**Current Population**
Kayseri	5	€ 842.437,30	1.421.455
Istanbul	4	€ 557.414,79	15.462.452
Diyarbakir	4	€ 417.899,27	1.783.431
Trabzon	3	€ 353.886,38	811.901
Kocaeli	3	€ 368.549,01	1.997.258
Antalya	3	€ 505.667,40	2.548.308
Gaziantep	3	€ 417.157,09	2.101.157
Izmir	3	€ 266.231,22	4.394.694
Denizli	2	€ 316.723,79	1.040.915
Samsun	2	€ 295.198,26	1.356.079
Mersin	2	€ 287.549,40	1.868.757
Bursa	2	€ 154.507,67	3.101.833
Sanliurfa	2	€ 252.915,58	2.115.256
Erzurum	2	€ 253.131,80	758.279
Eskisehir	2	€ 175.150,85	888.828
Manisa	2	€ 131.892,89	1.450.616
Hatay	1	€ 177.942,18	1.659.320
Mardin	1	€ 112.048,79	854.716
Tekirdag	1	€ 157.046,04	1.081.065
Mugla	1	€ 131.949,00	1.000.773
Van	1	€ 197.413,52	1.149.342
Ankara	1	€ 179.988,61	5.663.322
Kahramanmaras	1	€ 221.798,64	1.168.163
Total	**51**	**€ 6.774.499,48**	1.421.455

Source: CFCU Grant Database, own evaluation

Table A.3.2: Grant Contract Distribution of Provincial Municipalities

Municipality	**Number of Grant Contract**	**Total Amount of Grant**	**Current Population**
Yalova	2	€ 77.192,01	128.933
Kütahya	2	€ 235.729,26	253.335
Kırşehir	2	€ 245.114,09	146.242
Amasya	2	€ 363.773,88	114.366
Nevşehir	2	€ 206.059,68	117.598
Karabük	1	€ 63.468,32	119.226
Burdur	1	€ 101.423,70	89.897
Kars	1	€ 61.485,15	90.523
Sivas	1	€ 180.228,33	355.570
Ağrı	1	€ 81.650,07	119.154
Artvin	1	€ 118.863,97	25.288
Çanakkale	1	€ 116.793,03	134.478
Şırnak	1	€ 28.950,24	64.185

Table A.3.2 (cont'd)			
Çorum	1	€ 103.579,81	267.701
Adıyaman	1	€ 42.773,18	263.790
Düzce	1	€ 62.869,44	184.040
Total	**21**	**€ 2.089.954,16**	

Table A.3.3: Metropolitan District Municipalities

Municipality	Number of Grant Contract	Total Amount of Grants	Current Population
Toroslar	4	€ 430.325,09	310.606
Kula	4	€ 376.991,23	44.035
Konak	3	€ 294.367,29	344.678
Kadıköy	3	€ 323.852,83	481.983
Bağlar	3	€ 312.751,42	399.499
Pendik	3	€ 362.678,49	726.481
Bahçelievler	2	€ 261.223,41	592.371
Antakya	2	€ 294.113,67	389.377
Bağcılar	2	€ 199.604,39	737.206
Orhaneli	2	€ 288.221,24	19.055
Nilüfer	2	€ 157.346,73	484.832
Şahinbey	2	€ 176.682,81	931.116
İlkadım	2	€ 289.923,56	336.501
Bornova	2	€ 236.588,30	446.927
Yıldırım	2	€ 216.572,54	657.176
Develi	2	€ 159.775,77	66.250
Zeytinburnu	2	€ 242.098,85	283.657
Selçuklu	1	€ 29.102,23	663.280
Nazilli	1	€ 82.324,94	160.877
Tuzla	1	€ 152.438,09	273.608
Alanya	1	€ 146.574,19	333.104
Payas	1	€ 193.760,48	43.647
Erdemli	1	€ 102.256,83	144.548
Ceyhan	1	€ 37.990,35	161.159
Ereğli	1	€ 103.449,15	149.346
Yakutiye	1	€ 92.455,27	181.150
Erzin	1	€ 60.793,42	41.769
Bismil	1	€ 89.723,70	118.605
Etimesgut	1	€ 76.389,06	595.305
Pozantı	1	€ 70.544,08	19.930
Fatih	1	€ 70.766,97	396.594
Silvan	1	€ 100.647,27	87.639
Gürpınar	1	€ 121.189,01	34.956
Tepebaşı	1	€ 67.387,94	371.303
Balçova	1	€ 88.280,13	78.804

Table A.3.3 (cont'd)			
Viranşehir	1	€ 85.153,68	204.100
Bayrampaşa	1	€ 116.800,83	269.950
Yumurtalık	1	€ 21.003,86	18.203
Kale	1	€ 130.121,07	19.978
Beypazarı	1	€ 52.362,06	48.732
Kalecik	1	€ 129.780,00	12.941
Osmangazi	1	€ 160.241,85	881.459
Karaburun	1	€ 82.683,18	11.329
Alaçam	1	€ 86.656,90	25.123
Karatay	1	€ 133.989,19	351.422
Salihli	1	€ 127.158,83	164.371
Beşiktaş	1	€ 116.212,68	176.513
Seyhan	1	€ 65.035,25	796.131
Yüreğir	1	€ 45.000,00	412.092
Söke	1	€ 124.800,47	121.940
Akdeniz	1	€ 97.796,16	259.381
Şişli	1	€ 142.888,22	266.793
Küçükçekmece	1	€ 67.934,22	789.633
Akçadağ	1	€ 27.287,33	28.709
Maltepe	1	€ 123.596,25	515.021
Tuzlukçu	1	€ 43.529,07	6.398
Mamak	1	€ 74.534,05	669.465
Yahyalı	1	€ 284.397,01	36.208
Meram	1	€ 88.557,48	344.549
Çankaya	1	€ 94.290,89	925.828
Midyat	1	€ 193.113,55	117.364
Çine	1	€ 161.196,91	49.128
Nallıhan	1	€ 74.835,46	27.434
Adapazarı	1	€ 137.316,90	279.127
Kuşadası	1	€ 101.612,77	121.493

Table A.3.4: Grant Contract Distribution of District Municipalities

District Municipalities	**Number of Grants**	**Amount of Grants**	**Current Population**
Lüleburgaz	2	€ 149.594,82	122.635
Niksar	2	€ 290.953,59	36.321
Kahta	2	€ 143.280,48	84.060
Köse	1	€ 129.122,29	5.201
Suşehri	1	€ 108.691,40	15.418
Reşadiye	1	€ 117.650,19	9.996
Bucak	1	€ 191.348,55	44.769
Ürgüp	1	€ 123.453,75	23.237
Çamlıhemşin	1	€ 82.209,35	1.778

Table A.3.4 (cont'd)			
Mucur	1	€ 236.175,75	13.098
Çayeli	1	€ 125.281,58	23.860
Solhan	1	€ 279.559,38	20.056
Çekerek	1	€ 136.697,85	9.968
Tatvan	1	€ 146.072,88	76.713
Çıldır	1	€ 79.071,93	2.631
Besni	1	€ 204.858,02	36.476
Durağan	1	€ 146.559,10	7.947
Babaeski	1	€ 90.258,13	29.119
Espiye	1	€ 95.475,67	25.925
Bayat	1	€ 197.650,59	4.096
Genç	1	€ 223.807,64	20.801
Sarıkaya	1	€ 29.714,66	18.375
Gökçeada	1	€ 130.842,81	7.429
Sorgun	1	€ 85.198,82	54.743
Gölbaşı	1	€ 106.463,25	33.263
Şebinkarahisar	1	€ 104.145,23	11.021
Hasankeyf	1	€ 118.590,48	4.055
Turhal	1	€ 240.931,60	63.133
Armutlu	1	€ 176.942,15	7.265
Yüksekova	1	€ 148.059,23	71.705
Karakoçan	1	€ 120.981,69	14.625
Karlıova	1	€ 109.787,83	8.732
Total	35	€ 4.669.430,69	

TableA.3.5: Grant Contract Distribution of Town Municipalities

Town Municipalities	Number of Grants	Amount of Grants
Söğütlü	2	€ 357.497,12
Şenyurt	1	€ 77.009,40
Bahadın	1	€ 113.524,70
Kayapınar	1	€ 38.366,95
Yenikent	1	€ 95.568,82
Kırköy	1	€ 280.594,85
Muradiye	1	€ 130.254,87
Total	**8**	**€ 1.092.816,71**

List of municipalities which signed more than one grant contracts with CFCU are shown tables below according to municipal type.

Table A.3.6: Stats of MDM Signing More than One Grant Agreements with CFCU

Municipality	Number of Grant Contract	Total Amount of Grant	Population
Kula	4	€ 376.991,23	44.035
Toroslar	4	€ 430.325,09	310.606
Bağlar	3	€ 312.751,42	399.499
Kadıköy	3	€ 323.852,83	481.983
Konak	3	€ 294.367,29	344.678
Pendik	3	€ 362.678,49	726.481
Antakya	2	€ 294.113,67	389.377
Bağcılar	2	€ 199.604,39	737.206
Bahçelievler	2	€ 261.223,41	592.371
Bornova	2	€ 236.588,30	446.927
Develi	2	€ 159.775,77	66.250
İlkadım	2	€ 289.923,56	336.501
Nilüfer	2	€ 157.346,73	484.832
Orhaneli	2	€ 288.221,24	19.055
Şahinbey	2	€ 176.682,81	931.116
Yıldırım	2	€ 216.572,54	657.176
Zeytinburnu	2	€ 242.098,85	283.657
Total	**42**	**€ 4.623.117,62**	

Table A.3.7: Stats of PMs Signing More than One Grant Agreements with CFCU

Municipality	Number of Grant Contracts	Total Amount of Grant	Population
Yalova	2	€ 77.192,01	128.933
Kütahya	2	€ 235.729,26	253.335
Kırşehir	2	€ 245.114,09	146.242
Amasya	2	€ 363.773,88	114.366
Nevşehir	2	€ 206.059,68	117.598
Total	**10**	**€ 1.127.868,92**	

Table A.3.8: Stats of DMs Signing More than One Grant Agreements with CFCU

Municipality	**Number of Grant Contract**	**Total Amount of Grant**	**Population**
Lüleburgaz	2	€ 149.594,82	122.635
Niksar	2	€ 290.953,59	36.321
Kahta	2	€ 143.280,48	84.060
Total	**6**	**€ 583.828,89**	

D. UMT's 2020 PROJECT PREPARING TRAINING STATISTICS

Annex 4: The number of trainees participating in the 2020 Project Preparing Training, of each municipality in respect of municipal types is listed tables below.

Table A.4.1: Metropolitan Municipality Trainees in 2020 Project Preparing Training

Municipality	Number of Trainee	Population
Adana	15	2.258.718
Ankara	34	5.663.322
Antalya	3	2.548.308
Aydin	2	1.119.084
Balikesir	6	1.240.285
Bursa	20	3.101.833
Denizli	3	1.040.915
Diyarbakir	1	1.783.431
Erzurum	1	758.279
Eskişehir	2	888.828
Gaziantep	14	2.101.157
Hatay	5	1.659.320
Mersin	60	1.868.757
İstanbul	15	15.462.452
İzmir	16	4.394.694
Kayseri	6	1.421.455
Kocaeli	18	1.997.258
Konya	15	2.250.020
Malatya	7	806.156
Manisa	5	1.450.616
Kahramanmaraş	16	1.168.163
Mardin	17	854.716
Muğla	4	1.000.773
Ordu	2	761.400
Sakarya	2	1.042.649
Samsun	5	1.356.079
Tekirdağ	5	1.081.065
Trabzon	10	811.901
Şanliurfa	10	2.115.256
Van	6	1.149.342

Source: UMT, Municipal Academy

Table A.4.2: Provincial Municipality Trainees in 2020 Project Preparing Training

Municipality	Number of Trainee	Population
Adıyaman	7	263.790
Afyonkarahisar	2	245.405
Ağri	2	119.154
Artvin	1	25.288
Bilecik	1	65.073
Bingöl	1	125.375
Burdur	1	89.897
Çanakkale	5	134.478
Çorum	9	267.701
Elaziğ	2	383.914
Erzincan	2	145.859
Giresun	2	120.186
Hakkari	1	59.465
Isparta	3	240.723
Kars	4	90.523
Kastamonu	1	124.018
Kirklareli	1	79.884
Muş	1	114.231
Nevşehir	1	117.598
Siirt	1	157.714
Sivas	1	355.570
Tokat	2	158.722
Tunceli	1	33.873
Karaman	5	168.299
Kirikkale	3	191.709
Batman	5	445.874
Şirnak	1	64.185
Bartin	1	77.809
Ardahan	1	22.190
Iğdir	2	96.887
Kilis	2	105.218
Osmaniye	2	243.490
Düzce	1	184.040

Source: UMT, Municipal Academy

Table A.4.3: Metropolitan District Municipality Trainees in 2020 Project Preparing Training

Municipality	Number Of Trainee	Population
Acıpayam	4	55.359
Adapazarı	2	279.127
Afşin	1	80.980
Akçadağ	5	28.709
Akçakale	1	118.426
Akdeniz	2	259.381
Akyazı	16	92.093
Akyurt	2	37.456
Alanya	4	333.104
Alaşehir	8	105.145
Altıeylül	1	182.073
Altındağ	1	396.165
Altınordu	2	224.100
Antakya	1	389.377
Araban	1	33.136
Arguvan	1	7.315
Arnavutköy	1	296.709
Arsin	1	31.525
Arsuz	1	97.217
Aşkale	1	22.842
Atakum	1	221.082
Ataşehir	1	422.594
Avcılar	4	436.897
Aydıncık	1	11.289
Bağcılar	1	737.206
Bahçelievler	4	592.371
Bakırköy	1	226.229
Bandırma	2	158.857
Başakşehir	3	469.924
Başiskele	1	108.185
Battalgazi	1	303.226
Bayındır	1	40.418
Bayraklı	2	306.988
Bergama	1	104.944
Beşiktaş	2	176.513
Beykoz	1	246.110
Beylikdüzü	4	365.572
Birecik	2	95.683
Bodrum	1	181.541
Bornova	1	446.927

Table A.4.3 (cont'd)		
Bozova	1	54.872
Bozyazı	1	26.947
Buca	2	507.773
Büyükçekmece	3	257.362
Büyükorhan	1	9.485
Canik	4	101.253
Ceyhan	1	161.159
Ceylanpınar	2	89.826
Çağlayancerit	1	23.292
Çankaya	2	925.828
Çarşamba	1	140.245
Çat	1	17.035
Çatalpınar	1	13.658
Çayırova	1	140.274
Çekmeköy	1	273.658
Çeltik	1	9.787
Çiğli	1	204.549
Çivril	1	60.345
Çukurova	2	386.634
Dalaman	1	43.036
Darende	1	25.647
Defne	1	160.066
Derince	1	143.884
Dörtyol	1	127.399
Döşemealtı	2	69.300
Dulkadiroğlu	4	223.277
Dursunbey	1	34.840
Düzköy	1	13.815
Edremit	1	161.145
Efeler	6	292.716
Eğil	1	22.381
Ekinözü	1	10.988
Erdemli	1	144.548
Ereğli	3	149.346
Ereğli	1	149.346
Erenler	2	90.855
Esenler	2	446.276
Esenyurt	3	957.398
Etimesgut	1	595.305
Eyyübiye	1	382.974
Fatih	1	396.594
Fatsa	2	123.008
Felahiye	3	5.569

Table A.4.3 (cont'd)		
Gaziemir	2	138.519
Gaziosmanpaşa	1	487.778
Gebze	6	392.945
Gemlik	1	115.404
Gölköy	3	28.084
Gönen	2	74.894
Gülnar	1	25.296
Gürsu	5	96.985
Hacılar	1	12.443
Haliliye	5	385.881
Hassa	1	57.361
Horasan	1	38.090
Ilgın	2	54.315
İlkadım	2	336.501
İncirliova	1	53.999
İnegöl	6	281.384
İpekyolu	2	334.470
İznik	2	44.102
Kadıköy	2	481.983
Kahramankazan	3	56.736
Karaköprü	1	237.158
Karasu	2	66.852
Karatay	2	351.422
Karesi	3	184.197
Karşıyaka	2	350.100
Kartal	15	474.514
Keçiören	36	938.568
Kepsut	1	23.017
Kırıkhan	1	119.028
Kızıltepe	2	261.442
Kocaali	2	22.845
Kocaköy	1	15.974
Koçarlı	3	22.619
Kozan	1	132.974
Köprüköy	1	15.587
Körfez	1	173.064
Kulu	1	51.493
Kumluca	1	71.931
Kuşadası	3	121.493
Küçükçekmece	1	789.633
Malkara	1	52.101
Maltepe	1	515.021
Marmaris	1	95.851

Table A.4.3 (cont'd)		
Melikgazi	1	582.055
Menemen	1	186.182
Menteşe	2	113.141
Meram	2	344.549
Merkezefendi	1	321.546
Mesudiye	1	14.489
Midyat	3	117.364
Mudanya	1	102.523
Muratpaşa	2	513.035
Mustafakemalpaşa	1	101.820
Narlıdere	1	65.178
Nazilli	1	160.877
Nilüfer	1	484.832
Nizip	1	146.528
Nusaybin	6	111.674
Odunpazarı	4	415.230
Oğuzeli	1	32.086
Ondokuzmayıs	1	26.044
Onikişubat	4	441.681
Orhangazi	2	80.118
Osmangazi	2	881.459
Palandöken	1	173.268
Pendik	33	726.481
Pozantı	1	19.930
Pursaklar	4	157.082
Pütürge	1	13.663
Reyhanlı	1	103.417
Saimbeyli	1	14.560
Salihli	2	164.371
Samandağ	1	124.237
Sancaktepe	2	456.861
Sapanca	1	43.018
Saray	3	50.248
Sarıcakaya	2	4.790
Sarıçam	1	194.019
Sarıoğlan	2	14.107
Saruhanlı	1	55.970
Savaştepe	1	17.361
Seferihisar	2	48.320
Selçuk	1	37.386
Serik	2	130.589
Seyhan	2	796.131
Seyitgazi	1	12.844

Table A.4.3 (cont'd)		
Sındırgı	1	32.925
Silifke	1	125.173
Silivri	1	200.215
Sultanbeyli	16	343.318
Sultangazi	2	537.488
Sur	1	102.114
Susurluk	1	38.676
Süleymanpaşa	2	203.617
Şahinbey	2	931.116
Şarköy	2	32.658
Şehitkamil	3	817.412
Şehzadeler	1	168.110
Şişli	3	266.793
Talas	1	165.127
Taşkent	1	6.001
Tepebaşı	1	371.303
Terme	2	71.938
Tomarza	1	22.028
Toroslar	1	310.606
Tuşba	6	162.153
Tuzla	2	273.608
Ümraniye	5	713.803
Ünye	1	130.464
Üsküdar	6	520.771
Yenimahalle	1	695.395
Yenişehir	1	54.315
Yeşilyurt	1	331.911
Yıldırım	1	657.176
Yunak	1	22.102

Source: UMT, Municipal Academy

Table A.4.4: Proportion of District Municipality Trainees in 2020 Project Preparing Training

Municipality	**Number of Trainee**	**Population**
Altunhisar	1	3.197
Alucra	1	4.755
Amasra	1	6.146
Armutlu	1	7.265
Avanos	1	14.361
Ayvacik	1	9.343
Baskil	1	4.482

Table A.4.4 (cont'd)		
Boğazliyan	1	18.332
Bor	1	41.116
Bozüyük	1	70.698
Bucak	2	44.769
Bulancak	1	47.366
Çayeli	1	23.860
Çayiralan	1	5.320
Çelebi	1	805
Çiftlikköy	2	37.618
Çobanlar	1	9.266
Çukurca	3	8.864
Derinkuyu	1	10.974
Dörtdivan	1	2.730
Eflani	1	2.110
Eldivan	1	3.185
Emirdağ	1	20.175
Erbaa	2	70.030
Ezine	1	14.705
Gemerek	1	10.587
Gerede	1	23.044
Gölbaşi	1	33.263
Gümüşova	1	8.579
Güneysu	1	7.450
Hafik	1	3.175
Hemşin	1	1.324
İkizdere	1	1.875
İmranli	1	2.896
Kahta	3	84.060
Kaman	1	21.285
Kazimkarabekir	1	2.890
Kemalpaşa	2	5.832
Keşan	1	63.965
Keşap	2	9.400
Kozlu	1	39.831
Kurşunlu	2	5.219
Lapseki	2	14.331
Meriç	2	2.944
Mudurnu	1	5.209
Ortaköy	1	20.411
Palu	1	9.509
Pazar	2	17.663
Pazaryeri	1	6.274
Pinarhisar	1	10.594

Table A.4.4 (cont'd)		
Safranbolu	2	51.904
Sandikli	4	33.496
Solhan	1	20.056
Suşehri	1	15.418
Şabanözü	2	8.680
Şebinkarahisar	2	11.021
Tavşanli	1	72.723
Termal	1	3.167
Tosya	1	28.596
Türkeli	1	6.296
Uludere	2	9.634
Ürgüp	1	23.237
Vize	1	14.990
Yahşihan	1	26.473
Yalvaç	1	21.807
Yaprakli	1	2.176
Yedisu	1	1.413
Yüksekova	1	71.705

Table A.4.5: Proportion of Town Municipality Trainees in 2020 Project Preparing Training

Municipality	**Number of Trainee**	**Population**
Uçhisar	1	3.837
Beyköy	2	5.714
Haydarlı	2	2.053
Seydiler	1	2.165
Gökçesu	1	1.997
Yeşilova	1	4.022
Özkürtün	2	2.344
Sarıidris	1	2.202
Yenikent	1	5.411
Gürçayır	1	1.892
Karayaka	1	3.278
Sulusaray	1	2.053
Yamaçlı	1	2.622
Çaydeğirmeni	1	7.393
Demirci	1	4.078
Kayapınar	1	2.201
Pınarbaşı	1	3.277
Kavak	1	2.648
Ortahisar	3	2.998

E. UMT's 2022 PROJECT PREPARING TRAINING STATISTICS

Annex 5: The number of trainees participating in the 2022 Project Preparing Training, of each municipality in respect of municipal types are listed tables below.

Table A.5.1: Proportion of Metropolitan Municipality Trainees in 2022 Project Preparing Training

Municipality	**Number of Trainee**
Adana	17
Ankara	130
Antalya	11
Aydin	13
Balikesir	24
Bursa	24
Denizli	12
Diyarbakir	12
Erzurum	10
Eskişehir	23
Gaziantep	42
Hatay	17
İstanbul	35
İzmir	65
Kahramanmaraş	6
Kayseri	22
Kocaeli	23
Konya	18
Malatya	16
Manisa	33
Mardin	12
Mersin	42
Muğla	20
Ordu	14
Sakarya	31
Samsun	10
Şanliurfa	4
Tekirdağ	8
Trabzon	15
Van	7

Source: UMT, Municipal Academy

Table A.5.2: Proportion of Provincial Municipality Trainees in 2022 Project Preparing Training

Municipality	**Number of Trainee**
Ağrı	3
Aksaray	1
Amasya	4
Ardahan	3
Artvin	2
Bartın	2
Batman	4
Bilecik	1
Bingöl	2
Bitlis	1
Bolu	1
Burdur	2
Çanakkale	1
Çankırı	3
Çorum	9
Düzce	20
Elazığ	4
Erzincan	3
Hakkari	1
Isparta	13
Karaman	4
Kars	6
Kastamonu	9
Kilis	2
Kırklareli	2
Kütahya	9
Niğde	5
Sivas	8
Tokat	1
Uşak	5
Yalova	3
Yozgat	7
Zonguldak	9

Table A.5.3: Proportion of Metropolitan District Municipality Trainees in 2022 Project Preparing Training

Municipality	Number of Trainee	Population
Acıpayam	1	55.359
Adalar	1	16.033
Adapazarı	2	279.127
Akçaabat	1	127.331
Akçakale	1	118.426
Akhisar	1	174.850
Akkuş	1	22.118
Akseki	1	10.957
Akşehir	1	93.998
Akyazı	4	92.093
Alaçam	1	25.123
Aladağ	1	15.998
Alanya	1	333.104
Alaşehir	5	105.145
Altındağ	1	396.165
Altınordu	1	224.100
Altınözü	1	60.589
Araklı	1	48.734
Arnavutköy	2	296.709
Aşkale	1	22.842
Ataşehir	8	422.594
Avcılar	1	436.897
Aybastı	2	22.326
Ayvalık	1	71.725
Bağcılar	7	737.206
Bağlar	1	399.499
Bakırköy	2	226.229
Bandırma	1	158.857
Başakşehir	7	469.924
Başiskele	2	108.185
Battalgazi	1	303.226
Bayraklı	2	306.988
Bekilli	1	6.660
Beşiktaş	4	176.513
Beykoz	4	246.110
Beylikdüzü	3	365.572
Beyoğlu	2	226.396
Beypazarı	2	48.732
Birecik	1	95.683

Table A.5.3 (cont'd)		
Bismil	2	118.605
Bodrum	6	181.541
Bozdoğan	2	33.056
Bozyazı	1	26.947
Buca	6	507.773
Buldan	1	27.223
Büyükçekmece	4	257.362
Ceyhan	4	161.159
Ceylanpınar	1	89.826
Çaldıran	1	63.133
Çameli	7	18.008
Çankaya	3	925.828
Çarşıbaşı	2	15.586
Çatak	1	20.337
Çatalpınar	1	13.658
Çekmeköy	1	273.658
Çeşme	3	46.093
Çiğli	4	204.549
Çivril	2	60.345
Çorlu	3	279.251
Çubuk	1	91.142
Çumra	3	67.901
Darıca	4	214.796
Develi	2	66.250
Dilovası	2	51.060
Dörtyol	1	127.399
Dulkadiroğlu	1	223.277
Düzköy	1	13.815
Edremit	1	161.145
Edremit	3	161.145
Efeler	1	292.716
Elbistan	1	142.778
Erdemli	1	144.548
Ereğli	3	149.346
Esenler	25	446.276
Esenyurt	4	957.398
Etimesgut	2	595.305
Eyüpsultan	2	405.845
Fatsa	1	123.008
Fethiye	3	167.114
Gazipaşa	2	51.555
Gebze	8	392.945
Gemlik	2	115.404

Table A.5.3 (cont'd)		
Germencik	1	44.255
Gölköy	1	28.084
Gölmarmara	1	15.335
Gönen	1	74.894
Gülnar	1	25.296
Güngören	3	280.299
Gürsu	1	96.985
Güzelbahçe	1	36.727
Hacılar	1	12.443
Haliliye	2	385.881
Hayrabolu	1	31.574
Hendek	6	86.612
Hınıs	1	26.028
Hilvan	2	43.216
Horasan	1	38.090
Hüyük	1	15.595
İlkadım	1	336.501
İnegöl	8	281.384
İpekyolu	3	334.470
İskenderun	1	250.964
İslahiye	1	67.862
İspir	2	14.775
İzmit	1	365.893
Kadıköy	1	481.983
Kahramankazan	1	56.736
Kandıra	1	52.268
Kapaklı	6	124.609
Karabağlar	3	479.592
Karacabey	3	84.666
Karaköprü	2	237.158
Karamürsel	1	58.412
Karataş	1	23.667
Karesi	2	184.197
Kartal	22	474.514
Kartepe	1	125.974
Kaş	3	60.839
Keçiören	15	938.568
Keles	1	11.499
Kemer	1	45.082
Kestel	3	70.865
Kocaköy	1	15.974
Kocasinan	5	400.726
Koçarlı	4	22.619

Table A.5.3 (cont'd)		
Konyaaltı	2	189.078
Kozan	2	132.974
Körfez	7	173.064
Kulu	5	51.493
Küçükçekmece	3	789.633
Ladik	1	16.391
Mahmudiye	1	7.740
Maltepe	1	515.021
Mamak	12	669.465
Marmaraereğlisi	1	27.061
Marmaris	2	95.851
Melikgazi	7	582.055
Menemen	1	186.182
Menteşe	1	113.141
Meram	2	344.549
Mesudiye	1	14.489
Mezitli	1	211.538
Midyat	1	117.364
Milas	1	143.254
Mudanya	2	102.523
Muratpaşa	1	513.035
Mustafakemalpaşa	9	101.820
Narlıdere	1	65.178
Nazilli	1	160.877
Nilüfer	10	484.832
Nusaybin	4	111.674
Odunpazarı	2	415.230
Of	2	43.754
Olur	1	6.509
Onikişubat	1	441.681
Orhangazi	1	80.118
Ortaca	1	51.737
Palandöken	1	173.268
Payas	1	43.647
Pursaklar	2	157.082
Salıpazarı	1	19.709
Salihli	1	164.371
Samandağ	1	124.237
Sancaktepe	15	456.861
Sarıgöl	2	35.912
Sarıyer	1	335.298
Sarız	1	9.537
Selçuk	1	37.386

Table A.5.3 (cont'd)		
Selçuklu	9	663.280
Seydişehir	1	65.385
Seyhan	1	796.131
Sındırgı	1	32.925
Silivri	1	200.215
Sincan	10	549.108
Siverek	2	266.369
Söke	2	121.940
Sultanbeyli	5	343.318
Sultangazi	7	537.488
Sur	2	102.114
Susurluk	1	38.676
Şehitkamil	2	817.412
Şenkaya	3	17.399
Şile	3	37.904
Talas	1	165.127
Taşkent	1	6.001
Tavas	3	42.922
Tekman	1	25.649
Tomarza	2	22.028
Toroslar	2	310.606
Tuzla	3	273.608
Ula	1	26.058
Ümraniye	2	713.803
Ünye	2	130.464
Üsküdar	3	520.771
Yahyalı	1	36.208
Yakutiye	1	181.150
Yenişehir	1	54.315
Yenişehir	1	54.315
Yenişehir	1	54.315
Yeşilyurt	4	331.911
Yıldırım	2	657.176
Yunak	1	22.102
Yüreğir	1	412.092
Zeytinburnu	8	283.657

Table A.5.4: Proportion of District Municipality Trainees in 2022 Project Preparing Training

Municipality	Number of Trainee	Population
Abana	1	3.321
Acıgöl	1	6.042
Alucra	1	4.755
Amasra	2	6.146
Avanos	1	14.361
Ayvacık	1	9.343
Azdavay	2	3.290
Bayat	1	4.096
Besni	1	36.476
Boğazlıyan	1	18.332
Bozcaada	1	3.052
Bucak	2	44.769
Bulanık	2	29.528
Cide	3	10.630
Cizre	2	128.412
Demirözü	1	3.593
Derinkuyu	1	10.974
Dinar	1	26.122
Domaniç	1	5.146
Dörtdivan	1	2.730
Eğirdir	1	16.768
Fındıklı	1	10.977
Gerze	1	17.605
Gölbaşı	1	33.263
Gölbaşı	2	33.263
Göle	1	5.986
Güneysu	1	7.450
Hacıbektaş	1	5.106
Hamur	1	3.293
Hopa	1	23.336
Ilgaz	1	7.811
İscehisar	2	13.186
Kadirli	1	97.729
Kaman	3	21.285
Kelkit	1	17.018
Keşan	2	63.965
Keşap	1	9.400
Kıbrıscık	1	1.152
Kurtalan	3	35.914

Table A.5.4 (cont'd)		
Lüleburgaz	1	122.635
Merzifon	2	59.942
Mudurnu	1	5.209
Nazımiye	1	1.336
Niksar	1	36.321
Ortaköy	1	20.411
Pazar	2	17.663
Pazar	2	17.663
Pazaryeri	4	6.274
Pınarhisar	1	10.594
Safranbolu	1	51.904
Sandıklı	3	33.496
Saraydüzü	1	1.806
Simav	2	26.436
Solhan	1	20.056
Söğüt	1	13.012
Şebinkarahisar	2	11.021
Taşköprü	1	16.851
Tavşanlı	1	72.723
Türkeli	1	6.296
Ulukışla	1	5.927
Uzunköprü	1	39.735
Ürgüp	1	23.237
Varto	1	10.691
Yahşihan	1	26.473
Yalvaç	1	21.807

Table A.5.5: Proportion of Town Municipality Trainees in 2022 Project Preparing Training

Municipality	**Number of Trainee**	**Population**
Akçakiraz	1	7.493
Altınova	1	2.946
Aydınlar	1	2.169
Balıköy	2	1.815
Beyköy	4	5.714
Büyükkarıştıran	1	5.994
Büyükköy	1	2.729
Çardak	1	3.721
Değirmenayvalı	1	2.869
Demirci	1	4.078
Dereçine	1	2.020
Döğer	1	5.633
Durankaya	1	2.891
Göreme	1	2.133
Gümeli	3	1.881
Güneykent	1	2.037
Haydarlı	2	2.053
Kandilli	1	2.753
Kavak	1	2.648
Kavak	3	2.648
Kayapınar	1	2.201
Kaynarca	1	2.064
Kıyıköy	1	2.094
Kocatepe	1	3.175
Kozcağız	1	7.027
Muradiye	1	2.652
Ortahisar	5	2.998
Özkürtün	2	2.344
Senir	1	2.218
Sulusaray	1	2.053
Tepecik	1	2.782
Yeşilçiftlik	1	2.137

F. PARTNERSHIPS ESTABLISHED IN THE DEVELOPMENT OF COOPERATION BETWEEN MUNICIPALITIES IN TURKEY AND SPAIN PROJECT

Annex 6: Partnerships established among Turkish and Spanish municipalities through the Development of Cooperation Between Municipalities in Turkey and Spain Project are listed table below.

Turkish Municipalities	Spanish Municipalities
Amasra	Rute
Beypazarı	Viladecans
Birecik	Algericas
Buldan	Villafrance de los BArros
Erdemli	Cartaya
Islahiye	Hinokosa del Deque
Kavak	Santa Coloma de Gramenet
Selçuk	La Linea
Zeytinli	Montoro
Tatvan	La Linea

Source: http://www.yereldiplomasi.gov.tr/turkiye-ve-ispanya-yerel-yonetimler-projesi/

G. PARTNERSHIPS ESTABLISHED IN THE LOGO-EAST PROJECT'S

Annex 7: Partnerships established among Turkish and Dutch municipalities through the LOGO-EAST Project are listed table below.

Turkish Municipalities	Dutch Municipalities
Lüleburgaz	Deventer
Edirne	Deventer
Bergama	Alkmaar
Denizli	Almeo
Kocaeli	Amsterdam
Emirdağ	Haarlem
İstanbul	Rotterdam
Gaziantep	Nijmegen

Source: http://www.yereldiplomasi.gov.tr/logo-east-projesi/

H. PARTNERSHIPS ESTABLISHED IN TUSENET

Annex 8: Partnerships established among Turkish and Swedish municipalities through TUSENT Project are listed below.

Theme	Turkey	Sweden	Outputs
Sustainable Tourism	• Karşıyaka Municipality • Bornova Municipality • Manisa Municipality	Kalmar Municipality	Tourism Guidelines
Local Economic Development	• Samsun Metropolitan Municipality • Giresun Municipality • Ordu Municipality • Amasya Municipality	Kalmar Municipality	Robust Cooperation Guideline
Sustainable Development	• Antalya Metropolitan Municipality • Muğla Municipality • Tarsus Municipality	Malmö Municipality	Municipal Energy Planning Guideline
Urban Planning	• Gaziantep Metropolitan Municipality • Osmaniye Municipality • Şırnak Municipality • Midyat Municipality	Karlstad Municipality	Urban Planning Guideline
Environmental Protection	• İstanbul Metropolitan Municipality • Büyükçekmece Municipality • Zeytinburnu Municipality	Stockholm Municipality	Waste Management Planning Pool
Governance	• Altındağ Municipality • Tepebaşı Municipality • Yıldırım Municipality • Nilüfer Municipality • Osmangazi Municipality	Umea Municipality	Human Resources Management Guideline

Source:http://projects.sklinternational.se/tuselog/tusenet/tusenet-partnership-networks/

I. TOWN TWINNING BETWEEN TURKEY AND EU GRANT SCHEME GRANT RECEIVED MUNICIPALITIES

Annex 9: Grant Received Municipalities under the Town Twinning Between Turkey and Eu Grant Scheme (TT-I) are listed table below.

Province	**Municipality**	**(Type**	**Amount of Grant**
Diyarbakır	Silvan	Metropolitan District	€ 100.647,27
Ankara	Çankaya	Metropolitan District	€ 91.309,68
Aydın	Kuşadası	Metropolitan District	€ 94.290,89
Konya	Ereğli	Metropolitan District	€ 106.564,25
İstanbul	Bayrampaşa	Metropolitan District	€ 106.119,61
Mersin	Akdeniz	Metropolitan District	€ 102.548,01
Mersin	Erdemli	Metropolitan District	€ 101.612,77
İzmir	Konak	Metropolitan District	€ 103.449,15
Bursa	Nilüfer	Metropolitan District	€ 103.579,81
Erzurum	Erzurum	Metropolitan	€ 117.000,41
Samsun	Samsun	Metropolitan	€ 116.722,83
Mersin	Mersin	Metropolitan	€ 95.475,67
Gaziantep	Gaziantep	Metropolitan	€ 116.800,83
Nevşehir	Nevşehir	Provincial	€ 97.796,16
Kütahya	Kütahya	Provincial	€ 102.256,83
Çorum	Çorum	Provincial	€ 116.793,03
Çanakkale	Çanakkale	Provincial	€ 111.689,21
Kırklareli	Lüleburgaz	District	€ 89.614,22
Giresun	Espiye	District	€ 98.713,31

Source: CFCU Grant Database

J. PILOT MUNICIPALITIES AND THE MEMBER MAYOR OF MIGRATION PLATFORM OF RESLOG PROJECT

Annex 10: Pilot Municipalities and the member mayor of migration platform of RESLOG Project are listed table below.

Table A.10.1: Pilot Municipalities

Bursa Metropolitan Municipality	Adana Metropolitan Municipality
Zeytinburnu Municipality	Hatay Metropolitan Municipality
Şişli Municipality	Sarıçam Municipality
Sultanbeyli Municipality	Seyhan Municipality
Orhangazi Municipality	Reyhanlı Municipality
Osmangazi Municipality	Mezitli Municipality

Source: (UMT, 2020)

Table A.10.2: Migration Platform Member Mayors

- Hayrettin GÜNGÖR, Mayor of Kahramanmaraş Metropolitan Municipality (Chair of the Platform)
- Zeydan KARALAR, Mayor of Adana Metropolitan Municipality
- Zeynel Abidin BEYAZGÜL, Mayor of Şanlıurfa Metropolitan Municipality
- Tahir BÜYÜKAKIN, Mayor of Kocaeli Metropolitan Municipality
- Vahap SEÇER, Mayor of Mersin Metropolitan Municipality
- Kadir KARA, Mayor of Osmaniye Municipality
- Mehmet Abdi BULUT, Mayor of Kilis Municipality
- Mehmet TAHMAZOĞLU, Mayor of Şahinbey Municipality
- Lokman ÇAĞIRCI, Mayor of Bağcılar Municipality
- Asım BALCI, Mayor of Altındağ Municipality
- Abdül BATUR, Mayor of Konak Municipality
- Hüseyin KESKİN, Mayor of Sultanbeyli Municipality
- Hasan AKGÜN, Mayor of Büyükçekmece Municipality

Source: (UMT Annual Report, 2020)

K. AWARDED MUNICIPALITIES IN SMART CITIES COMPETITION

Annex 11: Awarded Municipalities in Smart Cities Project Competition according to their municipal types and political parties are listed below.

Municipality	Type of Municipality	Political Party
Ağrı	Provincial	JDP
Altındağ	Metropolitan District	JDP
Anamur	Metropolitan District	NMP
Ankara	Metropolitan	RPP
Balıkesir	Metropolitan	JDP
Beyoğlu	Metropolitan District	JDP
Bursa	Metropolitan	JDP
Büyükçekmece	Metropolitan District	RPP
Erzurum	Metropolitan	JDP
Esenler	Metropolitan District	JDP
Eskişehir	Metropolitan	RPP
Gaziantep	Metropolitan	JDP
İstanbul	Metropolitan	RPP
İzmir	Metropolitan	RPP
Kahramanmaraş	Metropolitan	JDP
Kayseri	Metropolitan	JDP
Keçiören	Metropolitan District	JDP
Kocaeli	Metropolitan	JDP
Kocasinan	Metropolitan District	JDP
Konya	Metropolitan	JDP
Malatya	Metropolitan	JDP
Mamak	Metropolitan District	JDP
Manisa	Metropolitan	NMP
Samsun	Metropolitan	JDP
Şanlıurfa	Metropolitan	JDP

Source: UMT Annual Report, 2020

L. AWARDED MUNICIPALITIES IN ZERO WASTE IDEA AND PROJECT COMPETITION

Annex 12: Awarded Municipalities in Zero Waste Idea and Project Competition according to their municipal types and political parties are listed below.

Province	Municipality	Type of Municipality	Political Party
Ankara	Altındağ	Metropolitan District	JDP
Samsun	Canik	Metropolitan District	JDP
Aydın	Efeler	Metropolitan District	RPP
İstanbul	Esenler	Metropolitan District	JDP
İstanbul	Fatih	Metropolitan District	JDP
Muğla	Fethiye	Metropolitan District	RPP
İstanbul	Gaziosmanpaşa	Metropolitan District	JDP
Kocaeli	Gebze	Metropolitan District	JDP
Adana	Karaisalı	Metropolitan District	NMP
Konya	Karapınar	Metropolitan District	JDP
Adana	Karataş	Metropolitan District	NMP
Konya	Karatay	Metropolitan District	JDP
Antalya	Kepez	Metropolitan District	JDP
İstanbul	Küçükçekmece	Metropolitan District	RPP
Kayseri	Melikgazi	Metropolitan District	JDP
Antalya	Muratpaşa	Metropolitan District	RPP
Ankara	Sincan	Metropolitan District	JDP
İstanbul	Sultangazi	Metropolitan District	JDP
Kayseri	Talas	Metropolitan District	JDP
Samsun	Tekkeköy	Metropolitan District	JDP
Kayseri	Yahyalı	Metropolitan District	JDP
Erzurum	Yakutiye	Metropolitan District	JDP
Ankara	Yenimahalle	Metropolitan District	RPP
Adana	Yüreğir	Metropolitan District	JDP
Osmaniye	Osmaniye	Provincial	NMP
Siirt	Siirt	Provincial	Trustee
Zonguldak	Zonguldak	Provincial	JDP
Yalova	Çiftlikköy	District	JDP
Giresun	Espiye	District	JDP
Bingöl	Genç	District	JDP

Source: UMT Annual Report, 2020

M. AWARDED MUNICIPALITIES IN TRANSPORTATION WITH BICYCLE PROJECT COMPETITION

Annex 13: Awarded Municipalities in Transportation with Bicycle Project Competition according to their municipal types and political parties are listed below.

Province	Municipality	Type of Municipality	Political Party
Denizli	Acıpayam	Metropolitan Distrtict	JDP
Ordu	Altınordu	Metropolitan Distrtict	JDP
Antalya	Antalya	Metropolitan	RPP
İstanbul	Başakşehir	Metropolitan Distrtict	JDP
Kayseri	Develi	Metropolitan Distrtict	JDP
Tokat	Erbaa	Distrtict	NMP
Mersin	Mezitli	Metropolitan Distrtict	RPP
Sakarya	Sakarya	Metropolitan	JDP
Gaziantep	Şahinbey	Metropolitan Distrtict	JDP
Yozgat	Yozgat	Provincial	JDP

Source: UMT Annual Report, 2020, own evaluation

N. AWARDED MUNICIPALITIES IN SUSTAINABLE TRANSPORTATION PROJECT COMPETITION

Annex 14: Awarded Municipalities in Sustainable Transportation Project Competition according to their municipal types and political parties are listed below.

Municipality	Type	Political Party
Amasya	Provincial	NMP
Anamur	Metropolitan District	NMP
Bingöl	Provincial	JDP
Bursa	Metropolitan	JDP
Isparta	Provincial	JDP
Kilis	Provincial	JDP
Nilüfer	Metropolitan District	RPP
Üsküdar	Metropolitan District	JDP
Yenişehir	Metropolitan District	Trustee
Yeşilyurt	Metropolitan District	NMP

Source: UMT

O. AWARDED MUNICIPALITIES IN ANIMAL FRIENDLY CITIES PROJECT COMPETITION

Annex 15: Awarded Municipalities in Animal Friendly Cities Project Competition according to their municipal types and political parties are listed below.

Municipality	Type	Political Party
Adana	Metropolitan	RPP
Adıyaman	Provincial	JDP
Antakya	Metropolitan District	JDP
Esenler	Metropolitan District	JDP
Gürsu	Metropolitan District	JDP
Konak	Metropolitan District	RPP
Kütahya	Provincial	NMP
Midyat	Metropolitan District	JDP
Yahşihan	District	NMP

Source:https://www.tbb.gov.tr/Tr/Haberler_enpati-odulleri-sahiplerini-buldu_48

P. AWARDED MUNICIPALITIES IN BARRIER-FREE CITIES PROJECT COMPETITION

Annex 16: Awarded Municipalities in Barrier-Free Cities Project Competition according to their municipal types and political parties are listed below.

Municipality	Type	Political Party
Amasya	Provincial	NMP
Ardahan	Provincial	RPP
Gaziantep	Metropolitan	JDP
İzmir	Metropolitan	RPP
Konya	Metropolitan	JDP
Manisa	Metropolitan	NMP
Pamukkale	Metropolitan District	JDP
Simav	District	JDP
Termal	District	JDP
Yeşilhisar	Metropolitan District	JDP

Source:https://www.tbb.gov.tr/Tr/Haberler_engelsiz-sehirler-fikir-ve-proje-yarismasi-sonuclandi_10523

Q. TURKISH SUMMARY / TÜRKÇE ÖZET

Giriş

Küreselleşme ve özellikle 1980'leri takiben neoliberal politikaların yaygınlığı, yerel yönetimlerin sorumluluklarını artırarak yerelleşmeyi hızlandırmıştır. Bu durum, yerel yönetimleri, kamu hizmetlerinin sunulmasında ve sürdürülebilir kalkınmada kritik rol oynayan kilit aktörler haline getirmiştir. Küreselleşme ve neoliberal politikalar, tüm dünyayı, fırsatları ve kaynakları yerel yönetimlere açmıştır. Ancak bu durum yerel yönetimleri daha savunmasız ve dış kaynaklara bağımlı hale getiren hızlı ve kontrolsüz kentleşmeye de neden olmuştur.

Neoliberalizmin küresel mali ve ekonomik krizleri yerel yönetimlerin karşılaştığı zorlukları da artırmıştır. Özellikle gelişmekte olan ülkelerde yerel yönetimlerin temel sorunlarından biri, sürekli olarak daha fazla kamu hizmeti, yeni kamu altyapısı ve bakım gerektiren hızlı kentleşmenin neden olduğu belediye harcama gereksinimleridir. Yerel yönetimler, emlak vergileri ve harçlar gibi yetersiz öz gelirler nedeniyle, ağırlıklı olarak merkezi yönetim transferlerine bağımlıdır. Ayrıca, çoğu ülkede merkezi yönetimler ve yerel yönetimler arasında sorumlulukların ve kaynakların paylaşımında büyük dikey dengesizlikler vardır.

Yerel yönetimler, karşı karşıya kaldıkları bu zorlukların üstesinden gelebilmek için ulusal veya uluslararası ölçekte her türlü kaynağa ihtiyaçları vardır. Küreselleşme ve neoliberal politikalara paralel olarak Uluslararası Para Fonu (IMF) ve Dünya Bankası, iş birliği ve kalkınma ajansları gibi kuruluşlar, yerel yönetimlerin de yararlanabildiği finansal ve finansal olmayan kaynaklar sağlayarak ülkelerin kalkınmasını desteklemek amacıyla kurulmuştur.

Ayrıca, neoliberal politikalar ile birlikte Yeni Kamu İşletmeciliğinin yaygınlaşmasıyla, yerel yönetimler hizmet maliyetlerini en aza indirmeye ve çıktıları en üst düzeye çıkarmaya çalışan işletmeler gibi hareket etmeye başlamışlardır. Bunu yapabilmek içinse, düşük maliyetli kredi ve fon gibi finansal kaynakları elde etmeye

çalışmaktadırlar. Bu nedenle, yerel yönetimlerin hibe ve fon gibi ek finansal kaynakları elde etmesi ve verimli kullanması büyük önem taşımaktadır. Hibeler, fonlar ve teknik destek sağlayan dış finansman kaynakları, yerel yönetimlerin kurumsal kapasitelerini geliştirmelerine ve hizmetlerinin etkinliğini ve verimliliğini artırmalarına yardımcı olabilecek değerli fırsatlardır. Bu programlar, özellikle mali yapı, donanım ve personel imkânları açısından güçlü olmayan küçük ölçekli belediyeler için oldukça önemlidir.

Ancak bağışçı kuruluşlar, destek koşullarını yerel yönetimlerin taleplerinden ziyade kendi gündemlerine ve çıkarlarına göre belirlemektedir. Bu nedenle, bazen yerel yönetimler, bu tür organizasyonlardan kaynak elde edebilmek için belirlenen hedeflere uygun olarak gündemlerini ayarlamaları gerekmektedir. Ayrıca, yerel yönetimler, hizmet sunumlarının ve kurumsal kapasitelerinin geliştirilmesini desteklemek için talep ettikleri bu kaynaklara erişim, edinim ve verimli kullanım konusunda da rekabetçi olmalıdır. Öte yandan, yerel yönetimlerin rekabet edebilmeleri ve kapasitelerini artırabilmeleri için de halihazırda yeterli mali ve kurumsal kapasiteye sahip olmaları gerekmektedir. Bu nedenle, mevcut küresel ve neoliberal yönelimli sistemin kritik bir ikilemi olarak, yerel yönetimler için ortaya çıkan en temel sorunlardan biri eşitsiz rekabettir.

Rekabetin çıktı kalitesini artırmaya katkısı yadsınamaz. Ancak, mali ve kurumsal kapasite farklılıkları nedeniyle rekabet avantajına sahip olanlar kaynaklara daha kolay erişebilmekte ve temin edebilmektedir. Bu nedenle, küçük ölçekli yerel yönetimler her ne kadar kaynağa ve desteğe daha fazla ihtiyaç duysalar da kurumsal kapasite eksikliğinden dolayı söz konusu kaynaklardan daha az yararlanmaya eğilimlidirler. Bu tür sorunlar, büyük ölçekli veya gelişmiş yerel yönetimler ile küçük ölçekli veya daha az gelişmiş yerel yönetimler arasındaki uçurumu artırmaktadır.

Sonuç olarak, yerel yönetimler kapasitelerini ve hizmet sunum kalitelerini geliştirmek ve hizmetlerini çeşitlendirmek için kaynaklara, mali ve teknik desteğe ihtiyaç duyarlar. Ancak kaynaklara erişim ve edinim, özellikle küçük ölçekli olanlar için göründüğü kadar kolay değildir. Bu nedenle, yerel yönetimler, kaynaklara erişimde ve kaynakların kullanımında dezavantajları ve eşitsizlikleri azaltmanın yanı sıra ölçeklerinin ötesinde ağları etkileşime sokmak ve birbirine bağlamak için

şemsiye kuruluşlara ihtiyaç duyar. Bu bağlamda, temel olarak yerel yönetimleri temsil etmekten ve kurumsal kapasitelerini geliştirmekten sorumlu olan başta ulusal ölçekli olmak üzere, yerel yönetim birlikleri, yerel yönetimler için en önemli şemsiye kuruluşlar olarak öne çıkmaktadır.

Kapsam ve Amaç

Ağustos 2020 yılı itibari, TBB Proje ve Finansman Birimi'nde Proje ve Finans uzmanı olarak çalışmaktayım. Bu süreçte, belediyelerin mali veya teknik destek alabilecekleri, özellikle Avrupa Birliği (AB) destekli proje, hibe ve fon programları sürecini, deneyimleme ve gözlemleme fırsatı buldum. Bu tür programların ciddi bir tecrübe, teknik bilgi ve kurumsal kapasite gerektirdiğini, Türk belediyelerinin büyük çoğunluğunun, kurumsal kapasitelerini güçlendirecek, gelişimlerini destekleyecek bu tür programlar katılmak için projeler üretmekte ve yönetmekte zorluklar yaşadığını bizzat gözlemledim.

AB'nin aday ve potansiyel aday ülkelerin, Birliğe uyum sürecinin kolaylaştırılması ve kurumsal gelişiminin desteklenmesi amacıyla sağladığı Katılım Öncesi Mali Yardım Aracı (IPA), yerel yönetimlerin de projeler aracılığı ile katılabildiği, önemli bir mali ve teknik destek kaynağıdır. Program kapsamında, değerlendirme sonucunda başarılı bulunan projelere hibe veya teknik destek imkânı sağlanmaktadır. Bu çerçevede, kaliteli ve özgün projelerin üretilmesi en önemli etkenlerdir. İyi bir proje yönetimi içinse yerel yönetimlerin yeterli teknik bilgiye, kalifiye insan kaynağına ve donanıma ihtiyacı vardır. AB Bölgeler Komitesi (Committee of the Regions) 2021 raporuna göre, IPA-II dönemi desteklerinden en az faydalanan yerel yönetim birimlerinin, Türk yerel yönetimleri olduğu belirtilmiştir. Bu nedenle, Türk yerel yönetimlerinin bu kaynaklardan daha fazla yararlanabilmesi adına, yerel yönetimlerin proje, hibe ve kaynak yönetimi alanındaki kapasitelerine artırmaya yönelik faaliyetlere daha fazla önem vermesi gerekmektedir.

Bu çalışmada, Türkiye'deki en yaygın, görev ve sorumluluk alanı en geniş yerel yönetim birimi olan belediyelerin, kaynaklara erişim, edinim ve kullanım alanında karşılaştıkları sorunlar ve Türk belediyelerin tek ulusal belediye birliği olan, Türkiye Belediyeler Birliğinin (TBB) bu alandaki rolü ve etkisi incelenmektedir.

Literatür incelendiğinde, sadece Türkiye özelinde değil, dünya çapında da ulusal belediye birlikleri ile ilgili çalışmanın az olduğu ve özellikle, ulusal belediye birliklerinin kaynak yönetimi alanındaki rolü ve belediyeler üzerindeki etkisini inceleyen bir çalışmanın yapılmadığı görülmüştür. Bu nedenle, bu çalışmanın ulusal belediye birliklerinin, belediyelerin kaynaklara erişim, edinim ve etkili kullanımı üzerindeki rolü ve etkisine odaklanması, çalışmayı özgün kılan temel etkendir.

Kavramsal Çerçeve

Küreselleşmenin tartışılmaz gerçeklerinden biri karşılıklı bağımlılıktır. Castells'in (2008) belirttiği gibi, "küreselleşmiş, birbirine bağımlı bir dünyada yaşıyoruz, siyasi karar alanı zorunlu olarak küreseldir". Castells, küreselleşmenin, küresel ölçekte bir birim olarak çalışma kapasitesine sahip bir sosyal sistem oluşturan süreç olduğunu ve kapasitenin, örgütlenme, kurumsal ve teknolojik kapasiteyi ifade ettiğini belirtmiştir. Castells'e göre örgütlenme kapasitesi, herhangi bir etki alanındaki herhangi bir faaliyetin esnek, etkileşimli, sınırsız yapılanma biçimi olarak ağ oluşturma becerisini ifade eder. Her şey veya herkes küreselleşmemiş olsa da tüm temel ekonomik, iletişimsel ve kültürel faaliyetler küreselleştiğinden, dünyayı yapılandıran küresel ağlar her şeyi ve herkesi etkilemektedir.

Yerel yönetimler "yerel" olarak adlandırılsalar ve tam anlamıyla küreselleşmemiş olsalar bile küresel kararlardan etkilenmektedir. Ayrıca, gelişmeye yardımcı olacak faydalı kaynaklar elde etmek için daha kapsamlı ağlara bağlanmaları gereklidir. Çoğu yerel yönetim kendi kendine yeterli olmadığından, proje ve hizmetleri sunmak için bilgi, finansman, uzmanlık, teknik ve politik desteğe ve kaynaklara ihtiyaç duyarlar. Bu nedenle, bu kaynaklara erişmek için yerel yönetimler, yukarıda belirtilen kaynakları sunan birden fazla ortakla doğrudan veya dolaylı ilişkiler kurmalıdır. Bu bağlamda, ilk olarak Pfeffer ve Salancik (1978) tarafından geliştirilen, kaynak bağımlılığı teorisi, temel olarak, organizasyonların amaçlarına ulaşmak için dışarıdan ve diğer organizasyonlardan kaynak aradıklarını ve bunlara bağımlı olduğunu, bu bağlamda, dışarıyla bağlara sahip olmak, kaynaklara erişim ve meşruiyetin yanı sıra bilgi, finansal ve teknik destek sunabildiğini ifade etmektedir.

Daha büyük kuruluşların bir parçası olmak ve yardımcı bilgi, teknik ve mali destek sağlayan ve dış yardıma erişime yardımcı olan en az bir ağa bağlı olmak, yerel yönetimlerin gelişimine katkı sunmaktadır. Yerel yönetimler doğrudan ve dolaylı ağlarla bağlantı kurabilirler. Bu bağlamda, ulusal belediyeler birlikleri yararlı bilgileri belediyeler ile paylaşmak ve mali kaynak bulabilmek için ulusal ve uluslararası kuruluşlarla doğrudan ilişkiler kurmaktadır. Belediyeler, ulusal belediye birlikleri aracılığı ile dolaylı olarak, ölçeklerinin ötesindeki ve kendi imkanları ile dahil olamayacakları ağlarla bağlantı kurabilmekte ve sunulan imkanlardan faydalanabilmektedir.

Jessop (2007), modern politik yapının, kuruluşların işleyişlerine doğrudan müdahale etmek yerine en iyi şekilde nasıl rehberlik edileceği ile ilgilendiğini iddia etmektedir. Bu durum, kaynak sunumunda görülmektedir. Kaynaklar doğrudan ihtiyacı olan kurumlara sunulmamakta, öncelikle bu kaynaklara erişmek için neler yapmaları ve nelere odaklanmaları gerektiği konusunda onlara rehberlik edilmektedir. Ulusal belediye birlikleri de belediyelere rehberlik eden en önemli kuruluşlardandır. Ayrıca Jessop, politik kuruluşların örgütlenme, temsil ve müdahale biçimleri çerçevesinde incelenip, değerlendirilmesi gerektiğini de belirtmektedir. Bu çerçevede, ulusal belediye birliklerinin rolü ve etkinliği değerlendirilirken örgütlenme, temsil ve müdahale biçimlerinin göz önünde bulundurulması gerekmektedir.

Avrupa Komisyonu, yerel yönetim birliklerinin politikaların belirlenmesi ve yerelleştirilmesindeki önemine dikkat çekmekte ve bu birliklerin daha aktif rol alması gerektiğini ifade etmektedir. Bu çerçevede yapılan araştırmalar, kurumsal kapasitesi güçlü , yeterli kaynağa sahip ve ülkesinde tek olan ulusal yerel yönetim birliklerinin, politikalarını şekillenmesi konusunda daha etkili olduklarını göstermiştir. Bu çerçevede Rhodes (1986) yerel yönetim birliklerinin ve yerel yönetimlerin çıkarlarını daha iyi korumak için sahip olması gereken, yasal, mali, kurumsal, bilgi birikimi ve politik kaynaklar dahil olmak üzere beş kaynak tanımlamaktadır. Yasal kaynaklar, derneklerin resmi olarak kilit iletişim ağları olarak tanınıp tanınmadığına ve politika oluşturma sürecinde yasalarca tanınıp tanınmadığını ifade etmektedir. Mali kaynaklar, bağımsızlık sağlayan gelir kaynağı

ile; kurumsal kaynak ise insan kaynağı, donanım ve uzmanlaşma derecesi ile ilgilidir. Bilgi birikim kaynağı ise teknik konulardaki yetkinlik ile kaynakları ifade etmektedir.

Yukarıda bahsedilen kavramların hepsinden öte, Bourdieu'nun (1986) sermaye biçimleri kavramı, ulusal belediye birliklerinin etkisinin kapsamlı ve tam anlamıyla incelenebilmesi için oldukça önemlidir. Bourdieu, ekonomik, kültürel ve sosyal olmak üzere üç tür sermaye biçimi tanımlamıştır. Bu çerçevede, ekonomik sermayenin hemen ve doğrudan paraya dönüştürülebileceğini ve mülkiyet hakları biçiminde kurumsallaştırılabileceğini, kültürel ve sosyal sermayenin ise belirli koşullar altında ekonomik sermayeye dönüştürülebileceğini öne sürmüştür. Bu perspektifte, özellikle sosyal sermaye kavramı, kaynak edinimi ile ilgili olarak hem belediyeleri hem de ulusal belediye birliklerini analiz etmek için kritik öneme sahiptir. Bourdieu (1986) sosyal sermayeyi, "karşılıklı tanıma ve tanımaya dayalı az ya da çok kurumsallaşmış ilişkilerden oluşan kalıcı bir ağa sahip olmakla veya başka bir deyişle bir gruba üye olmakla elde edilen gerçek veya potansiyel kaynakların toplamı" olarak tanımlamaktadır. Bu kapsamda, belirli bir aktörün sahip olduğu sosyal sermaye hacminin, etkin bir şekilde harekete geçirebileceği bağlantı ağının yanı sıra, kendi sahip olduğu sermaye hacmi (ekonomik, kültürel veya sembolik) tarafından belirlendiğini öne sürmüştür.

Bu nedenle, ulusal belediye birlikleri ve benzeri ağlar, belediyelerin (özellikle küçük ölçekli olanların) harekete geçirilme sürecini hızlandırmada ve kolaylaştırmada oldukça önemlidir. Belediyelerin kaynaklara erişim, edinim ve kullanım sürecinde yardımcı olur. Benzer şekilde, ulusal belediye birlikleri belediyelere ağlar ve ilişkiler (sosyal sermaye), doğrudan ekonomik ve dolaylı (uzman) desteği sağlamaktadır. Sonuç olarak, hayati ve etkili bir sosyal sermaye kaynağı olarak NAM'ler, yerel yönetimlerin kaynaklara erişmesi, bu kaynakları elde etmesi ve kullanması ve hibe veya fon bulmayı kolaylaştırabilecek daha nitelikli projeler üretmesi için etkili bir rol oynama potansiyeline sahiptir.

Çalışmanın Yöntemi

Bu araştırma, kaynak yönetiminde (erişim, satın alma ve kullanım) ulusal belediyeler birliklerini rollerini ve ulusal belediye birliklerinin belediyelerin kaynak yönetimini

geliştirmek adına belediyeleri nasıl etkileyebileceğini ortaya çıkarmayı amaçlamaktadır. Bu nedenle, ilk olarak, ulusal belediye birliklerinin görev ve sorumlulukları genel olarak tanımlanmıştır. İkinci olarak, Türk belediyelerinin ve TBB'nin kaynak arama sürecindeki sorunları ve mevcut eğilimler belirlenmiştir. Son olarak, TBB'nin kaynak arama süreciyle ilgili organizasyon, temsil ve müdahale biçimleri çerçevesinde, belediyeleri nasıl etkilediği değerlendirilmiştir. Bu çerçevede, nitel ve nicel çalışma yöntemlerini içeren karma bir yöntem belirlenmiştir. Çalışma, literatür taraması, internet araştırması, faaliyet raporları ve Merkezi Finans ve İhale Biriminin (MFİB) hibe veri tabanının incelenmesi ile yürütülmüştür. Araştırma neticesinde, ulusal belediye birliklerinin rolleri incelenmiş, belediyelerin kaynak erişiminde karşılaştıkları sorunlar tespit edilmeye çalışılmıştır. Ayrıca MFİB hibe veri tabanından elde edilen veriler aracılığı ile, hangi tür belediyelerin IPA kapsamında ne kadar hibe aldığı incelenmiştir. IPA kapsamındaki hibe programlarının yanı sıra, belediyelerin proje ve hibe yönetimi alanındaki performansları, TBB'nin kendi proje yarışmaları ve proje eğitimi sonuçları çerçevesinde de incelenmiştir. Son olarak, TBB'nin kaynak ve proje yönetimindeki performansı ve etkinliği, 2005-2018 ve 2018 sonrası olmak üzere iki dönemde incelenmiştir.

Belediyelerin ve TBB'nin bu zamana kadarki projelerini incelediğimiz araştırmamızda başlıca, AB fonlu hibe ve teknik destek sözleşmelerinin gerçekleştirilmesi ve mali süreçlerinin yürütülmesi ile yetkili kuruluş olan Hazine ve Maliye Bakanlığına bağlı Merkezi Finans ve İhale Birimi-MFİB ve TBB kaynaklarından faydalanılmıştır. TBB'nin özellikle IPA Programına odaklanması, ulusal ölçekte tüm belediyelerin katılabildiği en kapsamlı program olması ve kapsamlı verilerin elde edilebilmesi nedeniyle araştırmamız IPA altında yürütülen hibe projeleri ile sınırlandırılmıştır. Ayrıca, MFİB dışındaki diğer sözleşme otoritesi kurumların internet sitelerinde, belediyelerin IPA programı altında faydalandığı hibe ve teknik destek imkanları hakkında kapsamlı verilerin bulunamaması nedeniyle, sadece MFİB veri tabanı incelenmiştir. Hibe sözleşmelerine ek olarak, TBB tarafından belediyelere verilen proje hazırlama eğitimleri ve hibe programlarına yönelik bilgilendirme toplantılarının katılımcı sayıları da incelenmiştir.

Ulusal Belediye Birliklerinin Görev ve Sorumlukları

Ulusal belediye birliklerinin temel sorumlulukları, belediyeleri ulusal ve uluslararası ölçekte temsil etmek, çıkarlarını korumak ve kapasitelerini geliştirmelerine destek olmaktır. Bu kapsamda; eğitim ve danışmanlık hizmetleri, lobi faaliyetleri, başta olmak üzere birçok hizmet vermektedirler. Ulusal belediye birliklerinin en önemli rollerinden birisi ise belediyelerin ulusal ve uluslararası ölçekte, belediyeleri ilgilendiren her türlü ağ ve kuruluşlarla bağlantı kurmalarını kolaylaştırmak ve bu mecralarda sağlanan kaynaklardan faydalanmalarını sağlamaktır. Kaynaklar, teknik bilgi, iyi uygulama örnekleri olacağı gibi ayni veya nakdi destekler de olabilmektedir.

Bu kapsamda ulusal belediye birlikleri, belediyelerin faydalanabilecekleri kaynakları takip etmek, belediyeleri bu kaynaklar hakkında bilgilendirmek, belediyelerin gelişmeye ihtiyaç duydukları alanlara yönelik faydalanabilecekleri finansal ve teknik destek imkanlar oluşturmak gibi faaliyetler de yürütmektedir. Ulusal belediye birliklerinin bu faaliyetleri, görev ve sorumlulukları her geçen gün artan belediyelerin, hizmet sunum kapasitelerini geliştirmek için ihtiyaç duydukları kaynakları edinme konusunda önemli rol oynamaktadır.

Türk Belediyelerinin ve TBB'nin Kaynak Edinim Kapasite Analizi

Yerel yönetimlerin dış kaynaklara erişim, faydalanma ve verimli kullanabilme konusundaki performanslarını ve kapasitelerini ölçmek için edinim kapasitesi (absorption capacity) kavramından faydalanılmıştır. Belediyeler kaynakları talep eden, TBB ise bu kaynakları hem talep eden hem de dağıtan taraf olarak edinim kapasitesini belirleyen üç ana unsur olan; yapısal, insan kaynağı ve sistem ve araç kapasitesi çerçevesinde değerlendirilmiştir. Yapısal kapasite, kurumların bünyesinde dış kaynakları yönetmek için uzmanlaşmış bir birimin varlığı ile ilgiliyken, insan kaynağı kurumlarda yeterli sayıda yetkin ve tecrübeli çalışanların varlığı ile ilgilidir. Sistem ve araçlar ise, dış kaynak yönetimini kolaylaştıracak ve sürdürülebilir kılacak gerekli donanıma sahip olmakla ilgilidir. Ayrıca, TBB'nin rolü ve etkinliği, Marksist devlet teorisinin kurumları değerlendirmek için rehber olarak önerdiği organizasyon, temsil ve müdahale biçimleri çerçevesinde analiz edilmiştir.

Araştırma neticesinde, AB IPA Programı kapsamında, ulusal ölçekte düzenlenen hibe programlarında 1390 belediye arasından 143 belediyenin, yani belediyelerin sadece %10'unun MFİB ile hibe sözleşmesi imzaladığı görülmüştür. Toplamda, 143 belediye ile 205 hibe sözleşmesi imzalanmıştır; sözleşmelerin 90'ı büyükşehir ilçe, 51'i büyükşehir, 35'i ilçe, 21'i il ve 8'i belde belediyeleri imzalanmıştır. MFİB ile imzalanan hibe sözleşmeleri kapsamında 25.377.134,63 Euro hibe dağıtılmış olup, 16.273.576,33 Euro büyükşehir ilçe ve büyükşehir belediyelerine dağıtılmıştır.

AB hibe programlarının yanı sıra, 2019 yılından itibaren TBB bünyesinde düzenlenen ve başarılı projelere TBB bütçesinden hibe desteği sağlanan fikir ve proje yarışmaları da incelenmiştir. Bu yarışmalarda da en fazla katılım oranının büyükşehir ve büyükşehir ilçe belediyelerinde olduğu ve en çok ödülü bu belediyelerin kazandığı görülmüştür.

TBB tarafından düzenlenen, eğitim ve bilgilendirme toplantısı verileri de incelendiğinde hibe sözleşmelerine ve TBB yarışmalarına paralel olarak, en çok katılımcının büyükşehir ve büyükşehir ilçe belediyelerinden olduğu görülmüştür. Ayrıca, belediyelerin katılım oranları kendi belediye türleri içerisinde değerlendirildiğinde büyükşehir belediyelerinin il belediyelerine, büyükşehir ilçe belediyelerinin ise ilçe belediyelerine karşın daha yüksek katılım oranına sahip olduğu ve daha fazla personeli eğitimlere ve bilgilendirme toplantılarına gönderdiği görülmüştür.

Büyükşehir, 100.000 nüfus üstu büyükşehir ilçe ve il belediyelerinin yapısal kapasiteleri internet sitelerinden ve belediyelerin kendi yönetmeliklerinden incelenmiştir. Bu kapsamda 30 büyükşehir belediyesinden 17'sinin doğrudan AB ilişkileri, proje ve hibe işlemlerini yürüten birimlerin olduğu, 13'ünün ise bu görevleri farklı birimlere verdiği görülmüştür. Büyükşehir ilçe belediyelerinde ise, 100.000 nüfus üstü 180 büyükşehir ilçe belediyesinin 10'unda doğrudan bu işlemleri yürüten birimlerin olduğu, 76'sının ise farklı birimlere atadığı, 94'ünün ise herhangi bir birime atamadığı görülmüştür. İl belediyeleri arasında ise sadece 2 il belediyesinde doğrudan bu işlemleri yürüten birimlerin mevcut olduğu, 13'ünün bu görevleri farklı birimlere dağıttığı ve 36'sında bu işlemleri yürütmekle yetkili herhangi bir birimin olmadığı görülmüştür. İnceleme neticesinde, büyükşehir

belediyeleri dışındaki belediyelerin yapısal edinim kapasitelerinin yetersiz olduğu görülmüştür. Eğitim ve bilgilendirme toplantısındaki veriler de yine büyükşehir belediyeleri dışındaki belediyelerin insan kaynağı kapasitesinin oldukça zayıf olduğunu göstermektedir. Belediyelerin ve TBB'nin sistem ve araç kapasitesi hakkında yeterli araştırma yapacak şartlar oluşmadığı için araştırma gerçekleştirilememiştir.

TBB'nin proje, hibe ve fon yönetimi alanındaki faaliyetleri ve kapasitesi 2005-2018 ve 2018 sonrası olmak üzere iki ayrı döneme ayrılarak değerlendirilmiştir. TBB'nin başta IPA olmak üzere, dış kaynak yönetimine odaklanmak ve bu alanda uzmanlaşmak için 2018'de kurduğu Proje ve Finansman Birimi öncesi 2005-2018 dönemi incelendiğinde toplamda 7 büyük çaplı AB fonlu proje yönettiği görülmüştür. Bu projelerin 6'sının TBB ve Türk belediyelerinin AB yerel yönetimleri ile diyalog ve sürdürülebilir ilişkilerin kurulması, böylece bilgi ve deneyim paylaşımı aracılığı ile Türk yerel yönetimlerinin kapasitesinin artırılmasına ve odaklanıldığı görülmüştür. 2018 sonrası dönem incelendiğinde ise öncelikle Proje ve Finansman Biriminin kurulmasını takiben bu alanda çalıştırılmak üzere personel kapasitesini önemli derecede artırdığı ve halihazırda göç yönetimi, sürdürülebilir ulaşım ve enerji, kapsayıcı ve iyi yönetişim gibi alanlarda 6 AB fonlu proje yönettiği görülmüştür.

TBB'nin 2018 sonrası dönemde yürüttüğü projelerin, 2018 öncesinden farklı olarak belirli alanlarda doğrudan belediyelere teknik ve mali destek sunmaya yönelik olduğu görülmüştür. Ayrıca 2020 yılında, IPA Programlarına sunduğu 10 proje teklifinden 5'i olgunluk değerlendirmesinden geçmiş, TBB 2020 yılı IPA programla döneminde en çok proje teklifi geçiren kamu kuruluşu olmuştur.

Değerlendirme

Literatürde belediyelerin kaynak yönetimini etkileyen ana faktörler öncelikle kurumsal yani özümseme kapasiteleri ile ilişkilendirilmiştir. Ancak, belediyelere kaynak sağlama veya tahsis etme yoluyla kaynak yönetiminde destek veren en kritik aracı kurumlardan biri olan ulusal belediye birliklerinin önemi ve etkisi göz ardı edilmektedir.

Edinim kapasitesi kavramı, yalnızca organizasyonel yapılara ve işlevselliğe odaklanır. Ancak, kuruluşların dışarıdaki organizasyonlar ve ağlarla ilişkisini ve bu ağların kaynak erişimi ve edinimi üzerindeki etkisini göz ardı etmektedir. Kaynak yönetiminde sadece kendi mali ve yönetim kapasitesi olan kurumları değerlendirmek eksik bir değerlendirme olacaktır. Bu bağlamda, söz konusu kavramsal çerçeve, sosyal sermayenin belirli koşullarda ekonomik sermayeye dönüştürülebilmesi nedeniyle Bourdieu'nün (1986) "sosyal sermaye" kavramını ve sosyal sermayenin ekonomik sermaye birikimindeki önemini göz ardı etmektedir. Sosyal sermayeyi kısaca somut veya soyut faydalar sağlanabilenen, karşılıklı ilişkiler ağı veya bir gruba üyelik olarak özetleyebiliriz. Böylece kurumlar, bağlantılarından veya bağlantıları aracılığı ile mali ve mali olmayan kaynaklar elde edip, biriktirebilir ve belirli şartların oluşması halinde bu kaynakları ekonomik sermayeye dönüştürebilmektedir.

Bu nedenle ölçeği, yeri ve türü ne olursa olsun her belediyenin bir tür sosyal sermayesi olan ulusal belediye birlikleri, kaynak temini ve tahsisinde önemli ölçüde etkili bir rol oynama potansiyeline sahiptir. Ulusal belediye birlikleri, belediyelere sosyal sermaye sağlayan bir "sosyal sermaye bankası" olarak da düşünülebilir. Nitekim ulusal belediye birlikleri, ulusal ve uluslararası ağlara katılarak, kuruluşlarla ortaklıklar kurarak veya belediyeleri yönlendirerek belediyelerin sosyal sermaye birikimine doğrudan veya dolaylı olarak katkıda bulunur. Ayrıca, bankacılık esasen fon arayanlar ve fon sağlayanlar için bir buluşma yeri olduğundan, ulusal belediye birlikleri fon arayan belediyeleri AB gibi fon toplama kurumlarıyla da birleştirir.

Ulusal belediye birliklerinin lobi faaliyetleri, sosyal sermayenin yaratılmasında, kanalize edilmesinde ve kullanılmasında çok önemli bir rol oynamaktadır. Kaynak dağıtım koşullarının ve önceliklerinin belediyelerin çıkarları doğrultusunda şekillendirilmesi önemli bir lobicilik faaliyeti olarak gösterilebilir. Olson'un (1971) belirttiği gibi, çıkar gruplarının kurumsal ve kaynak kapasitesi, çıkarların korunmasını ve geliştirilmesini belirleyen en kritik faktörlerden biridir. Belediye birliklerinin etkin bir lobi faaliyeti yürütebilmeleri için kapasitelerini, sermayelerini ve kaynaklarını güçlendirmeleri ve sosyal sermayelerini üye belediyelerin çıkarları doğrultusunda ekonomik sermayeye dönüştürmeleri gerekmektedir.

Tek ulusal belediye birliği olarak TBB, belediyelerin en önemli sosyal sermayelerinden biri olarak kabul edilebilir. Organizasyon, temsil ve müdahale biçimleri; sermaye ve kaynakların hacmi ile bunları harekete geçirme yeteneği ve TBB'nin edinim kapasitesi, Türk belediyelerinin daha fazla faydalı kaynaklar edinme ve mali ve teknik destek bulma ve bunları etkin bir şekilde kullanabilmelerini etkilemektedir.

Sonuç olarak, ulusal belediye birlikleri, belediyeler için hayati öneme sahip bir sosyal sermaye kaynağı olarak, belediyelerin hibe ve teknik yardım programları gibi kritik kaynaklardan daha fazla yararlanmasını sağlamada en önemli aktörler arasında yer almaktadır. Dolayısıyla TBB, özümseme kapasitesini ve her türlü sermayeyi yapısını güçlendirerek, belediyelerin kaynak temini ve verimli kullanımı konusunda oldukça etkili olacaktır. Ayrıca TBB'nin etkinliği yerel kalkınmanın güçlenmesinde ve dengele bir şekilde gerçekleşmesinde önemli oynayacaktır.

R. THESIS PERMISSION FORM / TEZ İZİN FORMU

ENSTİTÜ / INSTITUTE

Fen Bilimleri Enstitüsü / Graduate School of Natural and Applied Sciences ☐

Sosyal Bilimler Enstitüsü / Graduate School of Social Sciences ☒

Uygulamalı Matematik Enstitüsü / Graduate School of Applied Mathematics ☐

Enformatik Enstitüsü / Graduate School of Informatics ☐

Deniz Bilimleri Enstitüsü / Graduate School of Marine Sciences ☐

YAZARIN / AUTHOR

Soyadı / Surname : Esenboğa
Adı / Name : Ali Esener
Bölümü / Department and Local Governments : Kentsel Politika Planlaması ve Yerel Yönetimler / Urban Policy Planning

TEZİN ADI / TITLE OF THE THESIS (**İngilizce** / English): **THE ROLES OF NATIONAL MUNICIPAL ASSOCIATIONS ON RESOURCE ACQUISITION OF MUNICIPALITIES: A CASE STUDY OF TURKEY**

TEZİN TÜRÜ / DEGREE: **Yüksek Lisans** / Master ☒ **Doktora** / PhD ☐

1. **Tezin tamamı dünya çapında erişime açılacaktır. /** Release the entire work immediately for access worldwide. ☒
2. **Tez iki yıl süreyle erişime kapalı olacaktır.** / Secure the entire work for patent and/or proprietary purposes for a period of **two years. *** ☐
3. **Tez altı ay süreyle erişime kapalı olacaktır.** / Secure the entire work for period of **six months**. ***** ☐

***** *Enstitü Yönetim Kurulu kararının basılı kopyası tezle birlikte kütüphaneye teslim edilecektir. / A copy of the decision of the Institute Administrative Committee will be delivered to the library together with the printed thesis.*

Yazarın imzası / Signature ..... **Tarih** / Date .....