

**Work Plan for the
South East region - Karlstad network
within the tuse**net** Project
*version 1.3***

Agreement at the Osmaniye partner meeting

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1 The Tusenet Project

1.1 Overall project description

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

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

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

The project is built on cooperation between six networks of Swedish-Turkish municipalities, involving 5 Swedish and 23 Turkish municipalities, and between SALAR and UMT. The tusenet project is implemented during the period of 2006 to 2010.

1.2 The project objectives

- To strengthen the continued process of democratisation and respect for human rights, and to promote closer links with European cooperation structures and common values.
- To inspire reform of the municipal sector, and development of UMT.

1.3 The aims of the project

- To strengthen the local politicians and staff in knowledge and information regarding good management practice, to meet new demands.
- To clarify the division of responsibilities and powers between local politicians and staff.
- To develop good practice in human resources management and secure that employment procedures are just and fair, promoting competence.
- To strengthen the participation of citizens and civic organisations in local decision making and activities.
- To strengthen the municipalities and UMT in the safe-guarding of municipal interests and having adequate resources for their tasks.
- Enhanced knowledge in the municipalities about EU practices and about how to access EU funding.
- The parties will develop cooperation within the areas that are described in the approved application.
- Taking into account the following horizontal themes in all project activities:
 - gender equality,
 - sustainable development,
 - transparency, accountability, ethics and public participation in local administration,
 - efficient service production, and
 - know-how about EU practices and funding.
- Other municipal issues that come up on the agenda during the project implementation, if the partners agree about such issues and the tasks in question can be financed in a manner acceptable to all parties.

2 The South East Region – Karlstad network

2.1 Background and objectives of the partnership

The partnership between the south east Turkey and Karlstad municipalities works in accordance to the overall objectives of the tusenet project. The field of cooperation has been defined by the tusenet project as a content contribution to the key areas in local community development within Turkish and Swedish cooperation.

2.2 Areas of focus and definition of mutual interest

The southeast Turkey and Karlstad partnership activities are developed from a core focal point, which is the strategic use of land. From this topic expands the perspective and importance of *urban planning*, which always also needs to take *risk management* into consideration. Risk management can be defined as the experts and the stakeholders cooperatively identifying risks and taking preventive measures so that the probability of an accident is reduced. When an accident occurs, measures are taken to minimize the consequences. Risk management covers the cycle of before, during and after an accident.

In both Turkey and Sweden the municipalities are responsible for urban planning, whereas the responsibility for risk management is locally stronger and more structured in Sweden than in Turkey.

Through the exchange of experience and the mutual understanding of cultural, legal and national similarities and diversities, the progression of the project is intended to result in knowledge building, joint work on development, and contextual results for dissemination. The network expects to benefit from the project by defining a strategic and systematic approach to city planning and risk management procedures, and by forming a long term partnership for mutual exchange of information and practice. The systematic approach is built on the European format of these issues and on the mutual understanding of the specific conditions of each municipality.

Additionally, the project has chosen to address three of the horizontal perspectives: gender equality, sustainable development, and public participation in the areas of the project including the transparency of decision making, communication and documentation.

2.3 The implementation of the project

The main methodology of the project is the exchange of knowledge. By exchanging knowledge and experience the Turkish partners get the opportunity to recognize the EU perspectives on the project focal issues in general and the Swedish way to engage in these areas in particular. From the Swedish partner's point of view, the understanding of the Turkish context and work formats is essential to the implementation of the project and beneficial to knowledge building. By this bilateral perspective the exchange of knowledge becomes significant.

The network is complex in the way that the four Turkish municipalities engaged in the cooperation demonstrate rather different conditions and needs. Gaziantep is a metropolitan area with a large population and with a developed and complex city area. The administration is composed of a large number of professionals and civil servants, which supports the strength in city development. Şirnak, on the other hand, is a smaller provincial town in the very east of Turkey facing very specific urban planning challenges, where the municipality also suffers from lack of human and financial resources. Furthermore, the municipalities are geographically situated in the south east of Turkey with long distances within the region.

At a quick glance, and on paper, the systems for urban planning system look rather similar. However, in reality can be seen a range of differences. One difference is how to define the agenda of the planning process; another dissimilarity concerns in which way various stakeholders are engaged in the planning process. Also in risk management is found a difference in conceptual definition and in

approach. The risk management issues are not integrated in the processes within Turkish municipalities as they are in Sweden.

As an average, the frequency of the project meetings are to be four meetings a year, where two takes place in Turkey and one in Sweden. The meetings in Turkey are located to different municipalities in order to portray the various city conditions and to share the hosting of the Swedish partner group. Most of the project meetings include at least one seminar.

2.4 Areas of deployment and activities

The first year of the project was centred on introduction, the building of cooperation and getting to know each other, and to design the project. From this point of departure the content and the progression of the project develop over time.

2.4.1 Urban planning

Based on the mutual identification of current systems, urban planning design and processes, the five municipalities have presented two case studies each. The Turkish cases will be the work content during the time of the project. Taking specific conditions into consideration, for Şirnak is discussed to replace the case study with joint participation in citizen knowledge building activities on the importance of compliance to urban planning.

One of the case studies from each Turkish municipality is a historical case where results can be seen; the second one is a genuine development area that currently is being planned. The reason for two cases is the opportunity to look back in the mirror and conclude results and experiences from the historical case, and to reflect on and embrace both these experiences and new knowledge when designing a new development area.

At cooperative workshops the Karlstad planners are invited to analyse these cases and to be engaged in the planning of the new development areas through peer coaching. By using this problem orientated method the project intends to close in on various problems and challenges, thus avoiding talking in general about planning systems only. Additionally, through this approach the Turkish municipalities more easily will be able to understand and relate to the underpinning Swedish thinking and planning procedures.

2.4.2 Risk management

The main ambition of this part of the project is to introduce the philosophy of systematic risk management in city action and urban planning. Such a holistic perspective widens the concept from fire brigade operations to rescue services and risk management, which in turn must include cooperation with other professions, for example city planners.

Based on the identification of current systems and a joint discussion how to proceed on this theme, a training programme will be implemented and led by the Swedish experts, targeting a larger group of Turkish staff engaged in risk management issues, and located to some of the Turkish partner municipalities. The training programme will address the systematic work on risk management including the format of an analysis of risk and vulnerability. The training will be tailored to meet the needs of each Turkish municipality and partner. This project initiative is expected to result in individual and organisational knowledge building but also concretely as an introduction to and implementation of a systematic and operational way of working with risk management in Turkish municipalities.

2.4.3 The merging of project areas

The content focus of the project is shown in the annex. Content result is created by addressing the two project areas in parallel flows, building multiparty knowledge and developing joint action in each area. From this hands-on creation of mutual understanding and learning in practice the two project areas

will be linked and interwoven into the conceptual framework of the project. In other words, the perspective of risk management will be seen as an ordinary part of the urban planning processes while urban planning will be of interest to and concern of the rescue services. The innovative project results will also be transferred into handbooks and a proposal for a national policy guideline.

2.4.4 Horizontal perspectives

The horizontal perspectives are included in the content of the two areas of the project. Public participation and sustainable development are key issues when addressing the topics of the project. These perspectives are included in the concepts that develop within the project and they are illustrated during the project seminars.

Gender equality is to be addressed in several ways. In the first place, the composition of the Karlstad project group is equal as to gender, thereby showing the good example. Also when it comes to presentations and the leading of workshops and training, the Swedish participation demonstrates gender equality. Secondly, the issue of gender equality is part of the dialogue. To provide knowledge and understanding of Swedish perspectives the Karlstad team explains the policies and ideas behind the value of having female participation in city management and administration as well as in planning and operations.

Thirdly, as part of the project, the Metropolitan Municipality of Gaziantep carries out a survey regarding the issues of urban planning, land utilization and risk management with the female population of the region as the centre point, of which the purpose is the integration of women in the subject. This survey, as well as the dialogue on gender equality, is related both to professionals and NGO's.

2.4.5 The sustainability of the network

The partnership intends to create a sustainable and long term network as a result of the tusenet project. Fundamental to success is the creation of personal and work relations, the understanding and respect of the partners' national and cultural conditions, and a system for communication where exchanges of experience and knowledge easily flow. The project develops these aspects during the life of the project.

2.4.6 Target groups

The primary target group of the project is the group of partner representatives and their wider circle of staff involved in the five partner municipalities. The project reporting of progress as well as the evaluation of activities and outcomes are mainly originating from and relating to this target group. Furthermore, this target group includes decision makers in the project municipalities in the sense that project proceedings and results are supported by and impacting on policy and approaches. Therefore, the project outcomes - as depicted in section 6 - mainly relate to this described target group within the five municipalities.

However, the process of urban planning and urban design involves citizens and civic organisations. In this matter, the expected outcome of the project in strengthened public participation widens the target group to users and beneficiaries. The project will limit the results of this aim to describing examples of newly produced communication and initiatives that develop from the project activities. In other words, the active participation of end users will mainly be portrayed through the existence of a systematic process of urban planning.

The target group for project products can be defined as professionals and decision makers on local, regional and national levels in Turkey and Sweden. In the first place this target group is connected to the regions in which the project is working and to the UMT-SALAR networks. Project dissemination is planned towards this wider but limited circle of recipients. However, if there would be an overflow of dissemination to other regions, this would be advantageous.

2.5 The progression of the project work

The progression of the project work can be seen as five succeeding steps:

1. Designing the project and creating personal and work relations;
2. Building knowledge of the content areas, comparing conditions and identifying the content of the mutual work;
3. Illustrating case studies and concepts of training (different to each content area), followed by mutual, professional dialogue and actual training;
4. Addressing horizontal perspectives;
5. Concluding results and outcomes, producing materials, and disseminating results.

During the first phase of the project the partnership reviewed the project issues, discussed the road map, began expressing the conceptual framework and elaborated on the related work modules. The agreed point of departure is annexed. Furthermore, it was agreed that the Turkish partners were to frame and express their preferred key areas and priority questions.

The second phase – which was carried out during and in between several project meetings – focussed on knowledge building, comparing and understanding the partners' national and local conditions, the current thinking and ways to operate. As a result was agreed to focus the continuing activities on authentic case studies, and to expand the mutual work and knowledge building from these. As another result the discussions led to the planning for a training programme in risk management. The project discussion started on comparing the division of responsibilities between local politicians and staff.

The third phase focuses on the agreed two concrete areas and joint measures, at the same time as the production and design of joint materials will be discussed and initiated. During the fourth phase horizontal perspectives will be addressed, included in and parallel to the two main content areas. The fifth phase is to sum the activities up, conclude the results and outcomes, and disseminate the products and other results to a larger audience. The target groups are defined in section 2.4.6.

2.6 Expected outcomes and results

The expected results are as follows:

Products

- A national policy guideline on the project theme;
- A guiding handbook on urban design and planning incl. risk management;
- A training programme on risk management;
- A conceptual handbook on risk management incl. crisis management;
- Adjoining project and network dissemination materials;
- A regional network of professionals amongst the Turkish municipalities within the project;
- A sustained Turkish – Swedish partnership and network;

Outcomes

- Increased understanding of national and cultural conditions and contexts as well as the addressed horizontal perspectives;
- Increased knowledge of bilateral and international work;
- Increased knowledge of European working formats and the content areas of the project;
- Clarified division of responsibilities and powers between local politicians and staff;
- Strengthened participation of citizens and civic organisations in activities related to the content areas of the project;
- Enhanced knowledge about EU practices and about how to access EU funding.

In order to increase the quality of the tusenet project products and thus impact on target groups, UMT and SALAR should consider additional funding for first class production of the end publications, guidelines and handbooks.

4. Foreseen obstacles and difficulties in reaching results

4.1 Problems with political support for the project

The project has good political support from all partner municipalities. Elections will be held in Turkey in spring 2009 and if the present Mayors are not re-elected the new Mayors might give less priority to the project. However, we have no signals that the project would be in danger as any result of the elections. The establishment of a twin city relation between Karlstad and Gaziantep is a good guarantee for duration.

The overall objective for this project is to increase the capacity of the Turkish municipalities. There might be a political interest to show the public more concrete results and this could decrease the political support for the project. The overall political situation in Turkey can of course give problems to the whole Tusenet project if something dramatic happens.

How these obstacles/possible weaknesses can be handled

The main factor for success is high utilisation of the project, in other words that the project products and outcomes are realised and implemented as expected and planned. It is also important that the project is deeply anchored in the administrative organisation in the participating municipalities, but also in both the political majority and the minority. The main objectives in the project have to be discussed in the regular follow-up meetings each quarter.

4.2 Problems in communication

There is a lack of knowledge in English, mainly in the Turkish municipalities and especially in the most eastern part. From the Tusenet perspective probably our region would be the most problematic in this respect. Most of the communication between Karlstad and the Turkish municipalities takes place by e-mail but there are Turkish speaking people engaged in the project from the Swedish side, which is most helpful. Often it is important to have fast replies on questions and suggestions. For this reason it is crucial to have one person in each municipality who is involved in the project being fairly fluent in English and who is responsible for the contact with the partners in Sweden.

How these obstacles/possible weaknesses can be handled

To be integrated in the EU family it is important that there is knowledge of the English language within the Turkish municipalities. This should be one of the important requirements when recruiting new staff members. It is also important that staffs who are working with development projects have the possibility of studies in English during working hours. However, these matters are dependent on more long term implementation efforts. In order to efficiently and successfully run the Tusenet project it is important that the Turkish municipalities take good care of the staff members who are English speaking, and give them time and responsibility to work in the project. Practice makes progress, and we can already see that the Turkish coordinators have developed their English very quickly, which is very positive.

The tusenet project could also preferably find specific funding to ensure high quality translation at the project meetings, where the funding would be allocated to the project. Furthermore, proper translation of important project documentation should be made in order to ensure impact and dissemination.

4.3 Problems with continuation

If the persons locally in charge of the project, or responsible for the communication with the partners in Sweden, would be replaced this might seriously harm the project.

How these obstacles/possible weaknesses can be handled

Karlstad has been created a core project group that ensures continuation and project knowledge even if individuals would leave the project. This is also the case regarding the Turkish partners Gaziantep and

Osmaniye. One point to make is also the importance of having continuation at the seminars, in other words that more or less the same core group of people attend and move the project forward.

4.4 Dependency upon other organisations

Basically none of the project activities are dependent on decisions taken by other authorities. However, at concluding the results the national policy guideline on the project theme is depending on the acceptance of and dissemination by UMT.

5. Adjoining activities and halo effects

Professionals within the four Turkish municipalities have formed a regional network in order to support cooperation and communication, and to provide support to each other in concrete issues within the framework of the tusenet project. There are several good examples of distributed capacity building within this network.

In 2007 the cities of Gaziantep and Karlstad became twin cities by decision in the city councils. During 2008 an EU application was approved, which will give possibilities to deepen the cooperation between the two cities. The EU project addresses the topic of increasing the dialogue and establishing cooperation between the municipalities. The activities will support the sharing of good examples of urban planning and urban change, and ensure social participation in then process of urban planning. The project will also provide an increased knowledge of each other's municipalities among the citizens. To achieve this, a number of activities will be carried out, such as work visits, workshops and photo exhibitions in both the cities, but also the production of promotion booklets and guidebooks that support urban planning.

Unfortunately one EU project application from the Şirnak municipality in 2007 was not approved. Nevertheless, more EU project applications might be submitted from the Turkish partners ahead in time. The project partnership also considers initiatives for additional funding to strengthen and deepen the network and the cooperation.

Karlstad intends to apply for funding from the Swedish Partnership Programme for the specific risk management training programme in 2009.

6. Planning for how to follow up and measure results

The evaluation system of the project is mainly formative during the period of the project. The internal system of monitoring and follow up is related to input and output data and to progress review, together with measures concerning what happens during implementation and repeated evaluation of the participants' perceptions. Facing the project objectives, log books on the project process are intended to be written every quarter and communicated within the partnership. The different project activities are evaluated as group evaluation at the project meetings, seminars and workshops, which are held each quarter of the year.

The internal processes, the formative evaluation and the achievements of the project work within the partnership will be described in the project reports – “the story being told”.

Summative evaluation will be used in the form of a questionnaire at the project seminars and also to the partner municipalities at the end of the period of the project. This questionnaire is to be used both to assess the partner representatives' final perceptions on significant changes and to investigate details on specific outcomes of the project.

The project will deliver products and outcomes as described in the two tables below, measuring the results through the listed performance indicators. During spring 2009 the network will decide on a

dissemination plan and also discuss how to spread the experiences of the project. The impact of the project results on a wider community will not be measured. The quality of the end products will be determined by the actual use of the products by the defined target groups.

At this stage the indicators are not quantified. Neither so in this action plan is the number of people and days that is used for coaching activities and supporting the process.

The main objective of the project is to increase the capacity of the Turkish municipalities through building knowledge about new municipal tools for development, new arenas for cooperation, new strategies and new tools for political priorities. These areas will be evaluated by the Turkish municipalities through providing the project with end reports based on stakeholder perceptions.

Result: Products	Performance Indicators	When	Responsible
A national policy guideline on the project theme	The guideline produced, decided on and disseminated to local, regional and national TR policy makers	By Dec 2009	All project partners + UMT
A guiding handbook with working methods and standard routines on urban design and planning including risk management	The handbook produced and disseminated to defined target groups	By Dec 2009	TR municipalities with input from Karlstad municipality
A training programme on risk management targeting groups of professionals from the four TR municipalities	The training programme carried out and evaluated by course leaders, participants and supervisors. Number of people trained.	By Dec 2009	Karlstad municipality
A conceptual handbook on risk management including crisis management	The handbook produced and disseminated to defined target groups	By Dec 2009	All project partners
Adjoining project and network dissemination materials, such as cooperative and promotion materials	The materials produced and disseminated to defined target groups	By Dec 2009	All project partners
A regional project network of professionals amongst the Turkish municipalities within the project ³	The network established	By Dec 2008	TR municipalities
A sustained Turkish – Swedish partnership and network	Agreement between the five partners on continued networking. System for on-going information and communication established.	By Dec 2009	All project partners

³ Due to the geographical distance the networking on content based exchanges are carried out in two parts: Gazantep-Osmaniye and Midyat-Şirnak.

Result: Outcomes	Performance Indicators	When	Responsible
Increased understanding of national and cultural conditions and contexts	Number of participants involved in project activities. Stakeholder perceptions.	By Dec 2009	All project partners
Increased understanding of the issue of gender equality	Number of gender awareness activities. Stakeholder perceptions of 'Most Significant Change'	By Dec 2009	All project partners
Increased understanding of the issue of ESD	Documentation. Number of initiatives taken. Stakeholder perceptions	By Dec 2009	All project partners
Strengthened participation of citizens and civic organisations in activities related to the content areas of the project	Number of examples of communication, public dialogue, and citizen representation in urban planning processes. Stakeholder perceptions	By Dec 2009	All project partners
Increased knowledge of bilateral and international work	Evaluation in each municipality. Stakeholder perceptions	By Dec 2009	All project partners
Increased knowledge of European working formats and the content areas of the project	Joint production of guide and handbooks. Stakeholder perceptions of 'Most Significant Change'	By Dec 2009	All project partners
Clarified division of responsibilities and powers between local politicians and staff	Evaluation in each municipality. Stakeholder perceptions	By Dec 2009	All project partners
Enhanced knowledge about EU practices and about how to access EU funding	At least four funding proposals submitted	By Dec 2009	All project partners

7. Documentation and reporting

The project collects baseline data and other information on a regular basis, which – together with the project minutes and reports – provides a system of recording and documentation. The record systems are currently not sufficient, which will be discussed and improved by the network.

At the regular project meetings and seminars the action plan and the activities are followed up. Half year reports will be distributed within the partnership and sent to UMT and SALA IDA.

Annex

Agreed point of departure and contextual framework of the project (May, 2007).

