



European Foundation for the Improvement of Living and Working Conditions

Case Study on Diversity Policy in Employment and Service Provision

İzmir, Turkey



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1 Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006. İzmir is one of the 25 European cities that cooperate in a European network on exchanging information on their Integration Policies. The network implements thematic modules for its research. The first module started on the issue of housing, the second (in which this report has been written) focuses on diversity; further areas are covered in the following modules.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and at encouraging a learning process within the network of cities. It addresses the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, and aims at providing objective assessment of current practice and initiatives as well as discussing their transferability, communicating good practices to other cities in Europe, leading to guidelines to help cities to cope more effectively with the challenge of integrating migrants. Another goal is supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also a cooperation endeavour between cities and research institutes. Five research institutes (efms Bamberg, IMES Amsterdam, ISR Vienna, CEDEM Liege and COMPAS Oxford) are implementing the research of the CLIP project. The researchers of the efms at the University of Bamberg are responsible for this report on İzmir.

The issue of diversity policy in staff management and service provision is prominent among western European metropolises with a large population of foreign migrants. Since immigration into Turkey is still a marginal issue, and since internal migration of Turkish citizens is only relevant for major Turkish cities, this case study on diversity policy is not directly comparable to most others in the CLIP network. It aims, nevertheless, to provide a thick description of the related situation in the municipality of İzmir.

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2 The country: Setting the city and its diversity policies in context

2.1 History of migration and composition of migrant populations

By many Europeans, Turkey is seen as the main country of origin of migrants. However, the Turkish Republic is not only a country of emigration: in addition to the emigration of Turkish citizens, an internal migration of the rural population from the eastern areas into cities, as well as the immigration of different population groups into the country are important phenomena. These three components of Turkish migration movements (emigration, internal migration, immigration) as well as the today's composition of migrant populations are outlined below.

At the beginning of the last century, the Turkish history of migration was strongly influenced by the downfall of the multi-ethnic and multi-religious Ottoman Empire, the Balkan war during the years 1912/13 and the foundation of the Turkish Republic in 1923. During the first 30 years of the 20th century a large number of Muslims immigrated into the Ottoman Empire and later into the Turkish Republic. At the same time, many Non-Muslims migrated into Greece. These were mainly Greek-orthodox groups. This population exchange mainly occurred due to political pressures and banishments. It was agreed in The Lausanne Population Exchange Agreement signed on 30 September 1923 “to start the compulsory exchange of Turkish nationals of Greek Orthodox religion living on Turkish soil and Greek nationals of Muslim religion settled on Greek soil starting from 1st of May 1923”. In accordance with this Agreement approximately 1.3 million ethnic Greeks were resettled into Greece and approximately 500,000 ethnic Turkish were resettled into Turkey in 1923.

The second important component of the Turkish migration movements is the interior migration. The reason for the migration into cities since the 1950s is, on the one hand, a rapid growth of the population and the state of economic underdevelopment and poverty in the rural areas, and on the other hand a one-dimensional state economic policy, which aids the development of cities. The primary destinations for the rural population were Istanbul and surrounding areas, the Greater İzmir area, the capital city Ankara and the Greater Adana-Mersin. Due to a significant housing shortage in the cities, *gecekondu* – irregular residential settlements being socially marginalized – were formed. Over time, the *gecekondu* were joined with the urban infrastructure; from the 1980s onwards some of these residential settlements evolved into modern suburbs.

During the years 1995 to 2000, nearly 4.8 million people (8% of the population) migrated between provinces. The proportion of the migrant male population is approximately 20% higher than that of the female population. Almost half of the interior migrants are younger than 24 years old. As part of the population census in the year 2000, these migrants were asked for the main motives for their migration. Family reasons were most frequently named (26%, proportionally greater for women), but employment opportunities (20%) and designation/appointment reasons (13%) were also significant. Since the population census in 2000, approximately one year after the Marmara and

Düzce earthquake in 1999, it is thought that around 147,000 people migrated because of the earthquake.

Towards the end of the 1970s Turkey also became a target country for migrants, especially for transit migrants on their way west, and for refugees and labour migrants. The annual immigration numbers for the early years of the millennium are estimated to be around 100,000 people for illegal workforce migration and around 150,000 people for the legal immigration. Between the years 1995 and 2000, the largest group of immigrants (one third of the about 234,000 immigrants) came from Germany; most of these migrants are Turkish citizens or German citizens with a Turkish background. They are followed by migrants from Bulgaria (12%) and from the Turkish Republic of Northern Cyprus (6%). The majority of migrants are between 20 and 39 years old; immigrant women tend to be younger than the immigrant men.

Turkey has a total population of around 70 million inhabitants. Between 1995 and 2000, the proportion of immigrants from abroad was, according to the population census of 2000, 0.38% of the total population. Other sources show the proportion of the population born abroad to be between 0.2% and 1.9%, the largest group being migrants of Bulgarian source with 481,000 people in Turkey, followed by German born Turks with 274,000 people.

2.2 National policy context: law and policy on diversity in employment and service provision

Due to the universalistic concept of Turkish citizenship and the comparable low number of foreign immigrants in Turkish cities, it is difficult to apply the European concept of diversity policies to the Turkish situation. Thus, foreign immigration that would necessitate diversity policies in the European sense is not encountered.

In order to understand the specific situation in the public sector of Turkish municipalities, the national and historical background for employment in the public sector in general has to be considered.

The number of public employees in the civil sector in Turkey has been estimated by Güler as being 2.7 million in 2003 (4% of the population and 7% of the workforce, Güler 2003a). The Law on Civil Servants (Devlet Memurları Kanunu) No. 657 lists four different employment categories for the staff of public institutions being regulated by this law: (1) Civil servants, (2) employees with a fixed-term contract, (3) temporary staff with a fixed-term contract up to one year, and (4) blue collar workers. The employment conditions of the last group are regulated not by the Law on Civil Servants but by the Labour Law. In some Turkish statistics, employees of the public sector are further differentiated according to the budgetary allocation (general federal budget including specific and supplementary budgets; provincial and municipal budgets, public enterprises).

2.2.1 Historical background

Equal access to employment in the public sector for Turkish citizens has been guaranteed in principle already since 1924 by the article 92 of the Turkish constitution: “Every Turk possessing full political rights is entitled to an employment in the public sector according to his qualification and educational attainment”. Although the constitution in 1924 did not yet define the term “Turk” explicitly (definition of Turkish citizenship), it guaranteed implicitly the equality of all citizens by article 69 which voided all privileges by rank, class, family or for individuals. Thus, the basic principle that employment in the public sector has to be assigned according to the qualification and occupational aptitude has been created by the 1924 constitution already.

However, the actual practice until 1950 likely has been different: Due to the difficult political situation for the reforms implemented by the ruling Republican Peoples’ Party (CHP), loyalty to the CHP probably has been more relevant than qualification. Although this might have contributed to a certain formation of patronage systems, qualification has been a relevant selection criterion among various candidates affiliated to the CHP. With the change to a multi-party system in 1950, public employment policy may have become subject of an inter-party competition. İlder Turan describes the struggle on the distribution of public resources – which could include the assignment to employment in the public sector – during the fifties as follows:

"The RPP as a single party had developed a system of patronage from which those identifying with the party, and its modernization policies had benefited. The supporters of the DP thought that a new system of patronage would now be developed, of which they would be the exclusive beneficiaries. These expectations proved problematical not only because all resources available to the government could not be distributed on a patronage basis, but also because the bureaucracy resisted the tendency to develop a new system of patronage. In the eyes of the centralist bureaucracy, the old patronage system was legitimate because it had been used to consolidate the political power of the centralist elites, and to register support for the implementation of cultural modernization policies, two goals which they had also shared. Therefore, they felt that 'public interest' had been served. But now the demands placed on public resources were for 'private' purposes, and they were advanced by those whom the bureaucracy had come to dominate during the single party era. This conflict between the burea[u]cracy and the cadres of the DP, having its origins in the Ottoman Empire but carried into the republic, constituted one of the main factors in the demise of the democratic experiment." (Turan 1988, 74)

After the military coup of 27.5.1960, the constitution of 9.7.1961 declared the occupational aptitude as the only criterion for the assignment of a public employment: “Every Turk has access to employment in the public sector. For assignment, no other criterion than the capacities required by the function shall be applied”. The same rule has been included as article 58 of the Turkish constitution of 18.10.1982 after the 1980 coup.

2.2.2 Access to employment in the public sector

Law on Civil Servants No. 657 from 14.07.1965 regulates the employment policies for civil servants and clerks in the public sector (not covering military, police forces, coast guard and secret service). Article 50 of the law states:

“A person applying for a vacant position in the public service has to pass successfully a test for civil servant applicants. ... Methods and concepts of this test, as well as exemptions from this test for positions with specific tasks and duties are subject to administrative provisions issued by the directorate for governmental human resources’ issues. ... Tests for handicapped applicants are conducted separately.”

By this law, the access to positions in the public service became regulated by an official test for applicants (Kamu Personel Seçme Sınavı / KPSS). This test is conducted once a year by the same institution which implements the entry tests for university students. This institution (ÖSYM) is affiliated to the general administration of the universities, and the results achieved by the applicants (number of points) are a critical criterion for the selection of applicants for a vacant position in the public service (for the subjects of the test and number of participants see ÖSYM 2007).

The other requirements for applicants are listed in article 48 of the Law on Civil Servants: (1) To be a Turkish citizen (2) to have completed the age of 18, (3) middle school (Ortaokul) grade; applicants with a primary school grade can only be considered if no middle school grade applicants are available; for positions with higher requirements high school or university grades may be requested, (4) not to be deprived of civil rights, (5) not to be convicted of criminal offences such as offenses against the security of the State, against the Constitutional order and its operation, and infamous crimes even if he/she received imprisonment or was pardoned for more than one year due to an offence committed deliberately, (6) a) not to have imminent duty in the military, b) not to have reached the age of military service c) if the age of military service reached, to have completed active military service or to be listed on the auxiliary class, (7) Not to have (...) ⁽¹⁾ mental illness (...) ⁽¹⁾ that would keep him/her from continually doing his/her duty.

Those of Turkish descent, who came to Turkey from Bulgaria as a result of forced migration, are not required to be Turkish citizens.

According to related regulations (see http://www.basbakanlik-dpb.gov.tr/NITELIK_SON.xls), calls for applicants have to be made gender-neutral and without specifying any maximum age. Only in calls for positions with specific requirements based on good reasons (i.e. for midwives), the authorities may diverge from the basic principle of gender and age neutrality of a call. Thus, any provisions for positive discrimination (even as preference in case of the same qualification of several applicants, i.e. for women or senior persons) are not possible within the current legal framework. There is only one exception to this rule regulated by article 53 which provides for separated entry test for handicapped applicants in combination with an amendment to this article which came into force in 1997. This amendment requires public institutions falling under the provisions of this law No. 637 to appoint

handicapped applicants to 3% of their total positions. Statistics provided by the directorate for governmental human resources' issues indicate that the current percentage of handicapped employees in the public service is still far below this requirement (for 2007, see <http://www.dpb.gov.tr/ali/Istatistik/is3.xls>).

2.2.3 Conclusion

Within the political discussion on the public sector in Turkey, the reform of the administration has been a prominent topic for decades. Since the mid-80ies, international organisations such the EU, the IMF and the OECD are increasingly a factor for these discussions. This debate for a lean and efficient public administration (also advocated by Turkish organisations such as the TÜSIAD) resulted in the reduction of public expenses for personnel, privatisation of state-owned enterprises and staff reductions. At the margin of this debate, corruption and the influence of the political level on the hiring practices in the public sector are discussed (Güler 2003b).

The issue of positive discrimination and diversity issues do not play any role in this discussion hitherto. There is a vague reference to discriminating practices related to national minorities in a recent EU report (European Parliament 2004), but the same document states that there is no systematic discrimination of specific ethnic or religious groups present in contemporary Turkey.

2.3 Brief description of the city: location, history

Located on the western coast of Turkey, İzmir is the 3rd greatest city of the country. As results of the 2000 Census reveal, total population of the area covering boundaries of the Municipality (city centre plus surrounding rural settlements) amount to 3.370.866 persons. The governmental status of the central city, including sub-provinces of Konak, Karşıyaka, Bornova, Buca, Çigli, Gaziemir, Balçova, Narlıdere and Guzelbahçe, has changed with inclusion of 19 sub-provinces and 38 first tier municipalities located within a radius of 50 km as stated in the Metropolitan Municipality Law No. 5216 enacted in 2004.

The population of the District of İzmir, which is Turkey's 3rd largest city as for population density, steadily increased during the 1927-2000 period. While the population of Turkey increased five-fold in the last 73 years, İzmir's population increased 6.3 times.

Table 1: Population of the IMM districts

DISTRICTS	Urban Population	Rural Population	Total Population
BALÇOVA	66 877		66 877
BORNOVA	391 418	5 352	396 770
BUCA	308 661	6 752	315 413
ÇİĞLİ	109 979	3 564	113 543
GAZİEMİR	70 035	17 657	87 692
GÜZELBAHÇE	14 924	3 132	18 056
KARŞIYAKA	438 430	334	438 764
KONAK	781 363	946	782 309
NARLIDERE	54 107		54 107
ALİAĞA	38 225	18 967	57 192
BAYINDIR	18 705	28 509	47 214
BERGAMA	52 173	54 363	106 536
BEYDAĞ	5 521	8 626	14 147
ÇEŞME	25 257	12 115	37 372
DİKİLİ	12 552	17 563	30 115
FOÇA	14 604	21 503	36 107
K.BURUN	2 932	10 514	13 446
K.PAŞA	32 065	41 049	73 114
KINIK	13 136	18 973	32 109
KİRAZ	10 001	34 909	44 910
MENDERES	21 885	49 336	71 221
MENEMEN	60 124	54 333	114 457
ÖDEMİŞ	61 896	66 363	128 259
S.HİSAR	19 543	15 352	34 895
SELÇUK	25 414	8 180	33 594
TİRE	42 988	34 545	76 900
TORBALI	54 848	40 997	95 845
URLA	41 184	8 085	49 269
TOTAL	2 788 847	582 019	3 370 866

The share of working population in the rural sector has declined over time and in relation to the working population in industry and especially in services sector which has increased. The ratio of the rural sector to the working population was 37.4% and ranked first in 1980; this ratio dropped to 28.5% in 2000. The industrial sector, which had a share of 35.5% in 1980, ranked first at 45.5%. There was significantly less increase in the share of industrial sector to the working population. While 20.1% of the population employed in the Province in 1980 worked in the industrial sector, this ratio turned out to be 20.6% in 2000. The literate population is on steady increase in the Province in line with the increase in the national average. While the literacy rate was about 35% in 1935, this ratio surpassed 50% in 1950, and reached 91.8% in 2000. Nevertheless, the gap between literate male population and female population among the literate population in İzmir still persists as it is also prevalent in the national average. While 96% of the male population was literate, the ratio stood at 87% for women.

Table 2: Proportion of employment sectors in İzmir

Employment (%)	1980	2000	2005
Agriculture	37.4	28.5	18.1
Services	35.5	45.5	47.8
Industry	20.1	20.6	34.1

According to TURKSTAT data of 2000, immigration to İzmir stands at 18.025. Again, according to TURKSTAT data, the internal migration the city received between 1995 and 2000 is 120.375.

The Law on Settlement no.5543 defines immigrant as “those who are of Turkish descent and pertain to Turkish culture, and came to Turkey, single or collectively, with intend to settle and approved in accordance with this law”.

2.4 City’s migrant population, its history and characteristics

İzmir is one of the most relevant export ports of Turkey, and the city has a status of being the most important point of attraction due to its functions of trade, industry, education, culture, health, finance, tourism on the one hand, and the institutions and organisations serving the large hinterland, on the other.

Because of the strategic role attributed to the city as being the terminal port of trade routes from Anatolia, while the city was initially a small coastal town, it has, in the course of its history, rapidly grown with the beginning of 17th century to become the most important settlement of the Ottoman Empire after Istanbul in 19th century. Those developments which have caused the city become one of the most important centres of trade and industry as a gate opened to the west have also prepared the grounds upon which the multi-national setting with different communities grouped in context of their social, cultural and religious organisations have emerged. Related references reveal that population of İzmir has continuously risen in that period, and that whereas it was 180,000 in 1857, it has risen up to 207,547 in 1891 and 250,000 in 1910.

According to contemporary reports of this time (Lindau 1900), there were 89,000 Muslims, 52,000 Orthodox Greeks (Ottoman Nationals), 5,600 Armenians, 1,100 Latins (Ottoman Nationals), and 16,000 Jews (Ottoman Nationals) living İzmir. There were 25,000 Greek, 6,400 Italian, 1,800 Austrian, and 512 German foreign nationals in İzmir. The total population of İzmir at the turn of the century was 200,000.

According to the Treaty of Lausanne signed in 1923, three historical non-Muslim groups (Armenians, Jews, and Greeks) were defined as national minority groups. Although the Muslim population shows strong internal diversity, no specific group among Muslims is considered as being a minority. Until the beginning of the 20th century, statistics in İzmir differentiated ethnic community and religious identity. In the early years of the Republican era, statistics differentiated among Muslims and non-Muslims; this practice has later been completely abandoned.

According to the statistics of the Province of İzmir in 1930, there were a total of 97,630 Muslims living in İzmir and its dependent villages, out of which 53,294 were male and 44,336 female. In the Provincial Centre there were a total of 25,385 non-Muslims, out of which 12,834 were male and 12,551 female.

For the city of İzmir it has been critical that it received considerable immigration of skilled foreign labourers which contributed to an economical gap between the well-being of foreign minorities and the poverty of local inhabitants. The most important phase of the migration into İzmir has been during the war of independence. Following the out-

migration of minorities who held local economic power in their hands, the efforts to overcome the conditions of crisis due to losses brought by war have entailed a period of restructuring. This period resulted in İzmir being the second largest city after Istanbul with regard to industrialisation on the one hand, and in rendering the city being subject to intense flows of migration towards the West of Turkey on the other.

A significant immigration to İzmir took also place from the Balkans, Greece and Bulgaria in several waves since late nineteenth century. The last large wave of these immigrants came during the late eighties from Bulgaria and the mid nineties from the former Yugoslavia. These immigrants were usually of Muslim confession, but not necessarily of Turkish ethnicity; however, since they were rooted in the history of the former Ottoman Empire on the Balkans, they were accepted as Turkish citizens and consider themselves as European Turks. Representatives of ethnic association of Balkan Turks in İzmir (Kosovo-Rumelian Association) claim that there is a high degree of people stemming from the Balkans within today's city population; exact statistics, however, are not available.

İzmir has been also been a preferred destination of internal migration: in the end of the 1990s, only one third of the people living in İzmir were born in the city. The other residents stem from the Aegean, Central Anatolia, East Anatolia, Southeast Anatolia, and Marmara Regions.

According to TURKSTAT Census of Population Migration Statistics data (2000), which is based on the population of İzmir by permanent place of residence and place of birth, the most provinces that İzmir received migration from are as follows:

Table 3: Internal migrants in İzmir

Manisa (Aegean Region):	116,000
Erzurum (East Anatolia Region):	79,000
Konya (Central Anatolia Region):	73,479
Mardin (Southeast Anatolia Region):	68,899
Aydın (Aegean Region):	56,470
Afyon (Aegean Region):	51,079
Kars (East Anatolia Region):	48,505

Among the reasons for migration of those who migrate to İzmir are mostly education (30,537), marriage (24,008), and earthquakes (5,980).

Among the reasons of people who migrate from İzmir to other provinces are migration related to any members of the household (42,958), other reasons (40,106), those who seek/find a job (29,717), education (29,568), designation/appointment (28,336), marriage (11,558) in the order of frequency.

According to the above Migration Statistics, immigration to İzmir, in other words those who were born abroad and were permanent residents in İzmir, was 130,866.

2.5 The city authority: tier of government, responsibilities, structure

Elections for local administrations are held every five years. In local elections, a proportional representation system, based on a ten percent barrier, is implemented for membership to provincial assemblies and town councils. For mayoral posts the simple majority system is used. In electing members of the provincial assemblies, each administrative district is an electoral region. In elections for mayoral posts and city council members, each city is an electoral region. Voters elect a metropolitan mayor in cities comprising an electoral region of more than one administrative district such as in İzmir. Votes are cast in metropolitan areas also for mayoral and city council posts in each administrative district.

Large cities with several electoral districts such as İzmir have a municipal mayor in overall charge of the whole city or town, and also have mayors responsible for smaller sub-areas. Villages fall under the jurisdiction of the nearest municipality.

Municipalities, the administrations of which are formed in local elections, are responsible for the provision of basic services or utilities such as water, sewage disposal, and transport. Under exceptional circumstances, Governors have the power to reject the decisions of the Council of Metropolitan Municipality. In this case, the decision taken in the Council has to be explicitly nonprocedural and undue. In Turkey, Governors are appointed upon a decision of the Council of Ministers accompanied by the approval of the President. They are the foremost representatives of the Central Administration in a Province. Important local services and policies are administered by centralized national institutions such as health services, schools, realization of local development projects and police.

Mukhtars are available besides local administrations. Mukhtars are directly elected by the village or neighbourhood community. Mukhtars may not stand as candidates of political parties. They serve for a five-year term. A Mukhtar represents the village (or neighbourhood) legal entity. He/She runs the affairs of the village (or neighbourhood) together with the Council of Aldermen. At the same time, a Mukhtar announces laws and government decisions to the community in his/her capacity as the representative of the general administration, and ensures peace and harmony in the village (or neighbourhood). He/She assists in the implementation of affairs concerning the general administration in the village (or neighbourhood). Thus, they form a parallel representation structure at the local level and act independent of the metropolitan, district, and first-tier municipalities.

They act as local contact persons for legal and administrative matters, mediators and as representatives and speakers of the local neighbourhood. They report to the Governor and/or sub-district Governor, but act also as mediator to municipal authorities on neighbourhood issues.

Mukhtars, who do not perform their duties as is due, may be suspended by the decision of the Sub-district Administration Council to which the town pertains. The Governor or the Sub-district Governor may reverse the decision, which is not for the benefit of the village, of the Mukhtar. However, administrative chiefs, may not take decision in place of Mukhtars; they declare their reasons for reversal with grounds attached.

In Turkey, the central administration has power of tutelage on municipalities. This power is used via The Ministry of Interior. Financial control of municipalities on behalf of the State is done by the Court of Accounts (Sayistay). Decisions of the Council of İzmir Metropolitan Municipality are subject to the Governorship's approval.

The municipalities have various responsibilities from basic infrastructure services (road, sewage, etc.) to basic urban services (waste collection, cleaning, fire brigade, etc.) to city planning and congruent development to economic services (market place and slaughterhouse inspection) to financial and legal services to social and cultural services (providing social relief for the needy, organising professional courses, etc.). By the law no. 5393, new obligations have been assigned to municipalities such as the protection of cultural and natural heritage, tourism, promotion, pre-school education, ambulance, emergency aid, local traffic duties and authorities, and developing economy and trade.

3 The city's approach to diversity

3.1 Historical background of the policy approach

The approach of the municipality has to be in line with the national policy. Within the framework of the equality principle of the State, under no conditions is there any information collected on ethnicity or religion.

All Turkish citizens in principle enjoy equal access to positions in the public sector. The access to such positions is regulated by qualification criteria in a strict process and excludes any positive discrimination with the only exception of handicapped persons. This national law is binding for the staff policy of the municipality; thus, any official diversity policy or enquiries into the ethnic background of applicants are legally not possible.

It is legally not possible to employ civil servants in the companies, which are corporate bodies, belonging to the Municipality. Other personnel in the worker staff employed within the Municipality are again recruited by relevant personnel department based on their skills in their field of work and relevant job descriptions. Gender, age, ethnicity and religion are not admissible criteria for the selection process.

Thus, the approach of diversity policy in staff management does neither apply for the Turkish and İzmir policy nor can it be used for a concept which strictly applies a gender-blind, ethnicity-blind and confession-blind approach, focussing on the equal treatment of all Turkish citizens regardless of their ethnicity and confession.

3.2 Objectives of the policy approach

Neither in the Municipality nor in the institutions under its administration is there any discrimination in employment and service provision policy on the basis of race, ethnic identity, or religion.

3.3 Responsibility: Elected representatives and officials

The municipal policy is executed under the equal treatment principle. Since personnel policy in the public sector is implemented according to qualification and education levels, there is no unit in the municipality responsible for any diversity policy.

3.4 Collaboration with social partners and NGOs in policy development and implementation

The municipality supports vulnerable groups that came to the city by migration. The Cultural and Social Works Department of the İzmir Metropolitan Municipality (IMM) supports the *Social Services and Child Protection Institution*, the *Association of Protecting İzmir Street Children*, *Children Are Our Future* initiative for children under risk in areas that received migration. Children transported to the Treatment and Social Rehabilitation Centre by mobile teams are medically and psycho-socially evaluated, and those in need of treatment are directed to Egebam (Aegean University Child and Adolescent Toxic Addiction Research and Practice Centre). The '*Association of Protecting İzmir Street Children, Children Are Our Future*' provides services to working children in the guidance and consultation centre assigned by the Municipality. The centre encourages the children to go to school. The centre also works on motivating the children to engage in sports activities.

3.4.1 Unions

The Municipality cooperates with social partners. Negotiations are held between labour unions and the municipality and the institutions controlled by the municipality. The most important relation between worker unions and the municipality and the firms under its conduct are collective negotiations. This results in signing collective agreements. Besides their rights arising under Labour Law, the employees also benefit from rights determined by the parties within the framework of a collective agreement.

The various unions cover specific sectors of the labour market. Some of them date back until 1941, but have been banned during military dictatorships and were newly established after 1992. The organisation grade varies considerably; a significant share of civil servants (no right to strike) and public workers (white and blue collar) employed by the municipality or municipality-owned companies are members of the union, while the degree of organisation in the private sector is very low. One factor is the labour laws 4857, 2821 and 2822 which have been issued during the military government still. An employee wishing to join or to change a union has to register at a notary, subject to a fee of 30 Lira (147 Lira for changing the union). Only a union which represents 50% plus one employee of an institution or company has the right to negotiate collective agreements with the employer. The unions report that in the private sector it is common practice to fire employers who join a union in order to keep the number of organized employers below this threshold. This holds especially true for low-skill jobs at small local firms with a high degree of internal migrants among their employees; a significant part of the internal migrants' population is also working in precarious jobs in the grey and black labour market and is not unionized at all. The municipal institutions and companies, however, cooperate with the unions and negotiate collective agreements with the unions.

According to Law no. 4688, the parties to the collective negotiations on civil servants are: Public Employer Council, authorised civil servant unions and their affiliated confederations. If the collective negotiation results in agreement, a memorandum is signed. The memorandum is submitted to the Council of Ministers for consistent administrative, executive and legal arrangements. The Council of Ministers implements consistent administrative, executive and legal arrangements regarding the memorandum within 3 months, and submits bills to the Turkish Grand National Assembly. Collective agreements with private employers are not subject to this approval procedure.

These collective agreements provide also the basis for training measures of the unions for the workers (i.e. first aid training, specific security trainings as for workers dealing with gas installations etc.). Based on the collective agreement provisions, union representatives are also members of commissions dealing with promotions and disciplinary issues; the collective agreement requires for firing of an employee a decision of the disciplinary committee being supported by the union representatives in the committee.

The unions are also negotiating specific regulations for female employees in the collective agreement; within several unions, women's issues is a own branch within the organisation, and the union negotiates regulations for pregnancies, work time provisions for breast feeding, interdiction of night shifts for women with small children as well as the establishment of kindergarten places for children of female employees. The collective agreements even allow for changes of the work places for female employees the current work place is not appropriate due to health or family reasons. The organisation degree of female employees in the municipality is comparably high.

However, there are no specific activities within the unions or provisions in the collective agreements for migrants (internal or international) since they are usually working in sectors with a very low or non-existent unionization.

3.4.2 Private law companies under municipal control

Since 1990, there is a general trend among Turkish municipalities to outsource public services to private law companies fully or partly owned by the municipality. These companies are restricted by law to the sectors of services being under responsibility of the local municipalities. In İzmir, the 100% municipality-owned company IZELMAN, for example, provides labour for services such as health, social and cultural services, kindergartens, services for elderly persons, parks and gardens, solid waste collection and processing, traffic and car parking management, and ticketing in public transportation. Among its 5006 employees, 13% are women, 3% are disabled (meeting the quota defined by law), 1% is reserved for rehabilitation of former criminal offenders and 2% are reserved for wounded or disabled veterans and victims of terrorist attacks as well as for 1st degree family members of fatalities from military services or terrorist attacks. The company staff policy is agreed upon with the municipality as only shareholder. There are internal assessment procedures in place which determine wage increases; there are internal training programmes for the staff. Disciplinary committees, also dealing with discrimination or harassment at the work place, are formed by two representatives of the employer, two unions' representatives and the president of the company. Before a

disciplinary measure is implemented, the related person gets a personal hearing for defence, and the committee decides with the majority of its five votes. These regulations are defined by the collective agreement among the company and the union.

Except for the security personnel of the Municipality on its own permanent staff, the internal security service is outsourced to a sub-company; some regulations within the company are also part of the subcontract, for example provisions for female employees.

However, with the exception of regulations for female employees and handicapped staff members, there are no diversity provisions present since the law does not allow any differentiation in staff management based on other criteria.

3.4.3 Non-governmental organisations

The municipality cooperates with several NGOs which provide services for specific targeted groups.

The *British Council* has initiated the ‘Street League’ project in 2004 and implemented a pilot programme according to this model in Turkey. It still supports the international networking of the programme and gives consultancy support. ‘Street League’ is an institution that was established in 2001 in Britain and performs activities with the aim to integrate children and young people into the community by making use of their intense interest in football.

While İzmir Metropolitan Municipality is one of the participants of the Street League Programme, it was host to the inter-provincial tournament in 2006, and since 2007 it has been the project supporter to host Turkish Street League Tournament for 3 years. The Coordinatorship of İzmir Street League has been transferred to the IMM in 2007.

The *Social Responsibility Association* is the leading institution. It is an NGO that promotes social responsibility for supporting children, youngsters and disadvantaged groups in the first place; it initiates and supports related activities. It trains children on health issues (personal care, first-aid, information on exploitive behaviour, adolescence, and sexual health), nutrition, communication, rights, beliefs and civil rights, and environmental, historical and cultural conscience; it also trains trainers on adolescence, communication with the child, leadership, communication, anger management, and ethic values.

The *İzmir Balkan Immigrants Culture and Solidarity Association (Bal-Göç)*, established in 1987, operates in the Provinces of İzmir and Manisa with 9,500 members (only those registered with the headquarters, branch members not included), 6 branch offices, and 6 club houses. The İzmir Metropolitan Municipality supports its cultural activities; since citizens stemming from the Balkans are usually educated and more easily adapt to the labour market, the focus of municipal support is on cultural activities.

Different from this group, citizens from the Southeast of Turkey (internal migrants) are usually less educated, poor, and have large families. Free-of-charge services are provided to the latter persons and all the poor uninsured by the Esrefpasa Hospital affiliated with the Municipality.

Through the Governorship in İzmir, associations established by citizens from Turkish Republics are supported to benefit from municipal and sports installations. Turkish citizenship is no requirement for membership or board position in an association, only the residence in Turkey. Several associations are supported by the municipality. They also may be contracted by public institutions for service provisions; up to 50% of project costs of an association may be funded by public sources.

3.5 Policy and practice on monitoring progress

There are detailed provisions for financial audits for public institutions and also for municipality-owned private companies. There are internal statistics maintained on gender and rate of handicapped employees, but due to the legal situation, no differentiation in the statistics or any monitoring is possible along ethnic or religious criteria.

3.6 Key challenges faced in implementation and broad lessons learnt

Since gecekondu areas (irregular settlements) received and still receive substantial internal migration, harsh circumstances emerged due to missing or inadequate planning in these areas. City planning has not been applied to these settlement areas as it would have been necessary, and parts of the cities could not develop in a healthy way. Moreover, the squatter (gecekondu) areas have been legalised within the framework of ‘Amnesty of Development and Squatters Law’ No. 2805 dated 1983 and ‘Laws on Proceedings to be Applied to Buildings in Violation of Squatter Housing Laws’ No. 2981 dated 1984. These provisions enabled some residents to improve their living conditions by obtaining rental value from the market of immovable properties, while a significant number of residents were stuck in the state of the “other”, having no hope to participate and benefit in any way from living in the city. This situation has always been a source of political opposition towards the municipality.

3.7 Potential future policy development

Although the general policy frame does not allow for any differentiation according to ethnic or migration related criteria, thus excluding any diversity policy in the European sense, there exist, however, pragmatic adaptations to the life situation of specific groups by providing targeted services. These services are – with very few exceptions such as a Roma theatre project for resolving prejudices that might exist in the society towards the resident Roma population- not explicitly related to specific groups, but are conceptualized and implemented as general services. They may, nevertheless, be in practice more relevant for specific groups; one example is the free health services of the Esrefpasa Hospital which are subject to the general socio-economic situation of its health care receivers, but find their receivers among the disadvantaged parts of the internal migrants’ population.

Given the legal provisions for employment in the public sector, no diversity policy or positive discrimination is possible in employment and staff development policy. Informal practices may be possible, however, by networks of consanguine associations such as the Balkan Turks. In a pragmatic approach, diversity issues in service provision may also be introduced by specific requirements of the respective position due to a specific structure

of its clients (i.e. by employing a community member for specific services in a neighbourhood area dominated by internal migrants).

4 Employment policy, practice and outcomes

4.1 Profile of city employees: data

The İzmir Metropolitan Municipality employs a total of 1,693 civil servants, 496 workers and 112 temporary workers. The municipality-owned private companies have the following employee numbers: İZELMAN: 5121 employees; İZSU:1,004 employees; ESHOT: 1,114 employees; İZFAŞ: 120 employees; İZBETON: 1044 employees; ÜNİBEL: 30 employees; EGE ŞEHİR PLANLAMA: 23 employees; İZDENİZ: 104 employees; İZULAŞ: 1319 employees; İZMİR METRO: 246 employees; GRAND PLAZA: 97 employees; İZBELCOM: 240 employees; and İZENERJİ: 435 employees. That amounts to a grand total of 13198 employees.

There are no data for a detailed break-down (gender, handicapped persons) available. Since the municipality may not differentiate according to ethnic or religious affiliation, no respective data are available.

4.2 Employment diversity policy

There is diversity policy with regard to employment in the public sector. This policy is made up of the national quota valid for the handicapped employees and former criminal offenders.

4.3 Challenges and tensions in development and implementation of policy

Experiencing tensions related to an ethnic or religious background within the municipal staff or the municipal-owned companies' staff is out of the question. Civil servants and public employees are permanent staff. The employees, who were employed through service procurement, but in fact, are the personnel of the sub-contractor company, often feel that they are in a quite precarious situation due to their temporary contract. The quota for handicapped persons and former criminal offenders are not disputed. There is data available as to what extent quotas are met.

4.4 Recruitment, training and promotion

The municipality employs persons regardless of their religious, language, and ethnic background. Ethnic background is not a criterion in traineeship and vocational training. Any differentiation according to other criteria than qualification for the position in the recruitment procedure is legally not possible with the sole exception for specifically justified gender-related job requirements and provisions for handicapped persons.

The municipality performs personnel training in several fields. There exists a Research & Development Department which developed a 10 years strategic plan for staff training and development. The R&D Department is also in charge for the controlling of 560 projects of the municipality (performance management, project auditing). Within the Human

Resources Department (HR); there is a Training Section, and a Training Department provides the budget for in-service trainings.

The following trainings were provided by means of service procurement in 2007:

- ▶ ISO 9001 2000 Quality Management
- ▶ ISO 14001 Environmental Management
- ▶ OHSAS 18001 Occupational Safety
- ▶ Empowerment and Delegation in Administration
- ▶ Training of Trainers

There are continuous in-service training courses on:

- ▶ Public Procurement Law and related legislation
- ▶ Computer Programmes
- ▶ New legislations and legal changes

The R&D Department starts to provide training on ‘Efficiency Analysis Techniques’ from the end of 2007 onwards.

The R&D Department staff training programme focuses on quality management, workplace health issues and project management skills. For the latter, a pool of 40 selected staff members from various departments is trained for presentations and their functions as trainers for their branches; the strategy applies a top-down approach by first securing the support and required competences at the directors’ level and then implement training programmes for the workers in the municipal institutions and municipally-owned companies. There has been a three years training plan developed based on collecting training demands from the various departments and institutions, and the R&D Department is building up a pool of qualified trainers for these courses which are supported by external experts of the specific issues.

4.5 Equal pay and working conditions

Equal pay is regulated by the conditions for the post occupied in the municipality. Promotion depends on the post occupied and the educational level of the staff member. Since these regulations as well as the working conditions are subject to the collective agreements and apply to all staff members, there is no differentiation related to other criteria.

4.6 Harassment

Harassment and the dealing with cases of harassment is regulated by Criminal Law; harassment at the work place is defined as an offence. In cases which do not lead to legal proceedings (i.e. expressions and manners which constitute a disciplinary offence), disciplinary rules as well as the collective agreement provide for a process by the disciplinary committee. There was no information on harassment based on ethnic, religions or migration-related grounds in the İzmir municipality.

4.7 Accommodation of cultural and religious needs

The mode of dressing in public institutions in Turkey is free as long as it does not display any religious symbols. On the work place, instead of traditional dresses peculiar to a

certain religion, culture or ethnic background, there is a general rule for every staff member to comply with a modern dressing style.

Since a common culture is shared with regard to food and religious holidays, there is no need for specific regulations. There are small mosques (mescit) at the municipality. There are no regulations available as to shrines. Since the municipality's staff reflects a quite homogenous society notwithstanding some internal differences with regard to holidays, religious preferences, language or race, there are no specific regulations necessary and present.

4.8 Induction and language tuition

Since there is no major international immigration into Turkey, there are no specific regulations or practices for migrants in place nor is there a necessity for provisions for languages other than Turkish. However, it is expected that every qualified personnel working at the municipality knows a foreign language. Professional qualifications are the only criterion for personnel policy, and any consideration of ethnic background of the persons employed is excluded by law. Turkish citizenship is a precondition for being employed as a civil servant at the municipality.

4.8.1 İzmir Metropolitan Municipality Vocational Training and Skills Courses (IZMEB):

The basis of IZMEB courses is an EU Project. The İzmir Metropolitan Municipality (IMM) is supporting the project in order to ensure its sustainability and expansion. IZMEB courses were opened last year in order to support vocational and social developments of citizens who have for some reason been deprived of formal education or quitted education.

Vocational Training and Skills Courses have been expanded in the new term. In addition to 6 training centres, new centres in Gaziemir and Evka-4 have been opened. The IMM provided professional training leading to professional degrees to 4,350 persons in 81 different branches in the last term. The municipality has a target of providing vocational training to 6,000 citizens in 8 training centres, with an increase in the number of branches to 91 this year.

The municipality has added technical topics such as lift maintenance, air-conditioning among the courses provided. It has also added the branch of natural gas installation, maintenance, and repair taking into consideration an expansion in the use of natural gas in İzmir.

Trainees attending the IZMEB project are trained for an average of 3 months in 8 training centres with an average of 25 sqm classrooms, an attendance of at least 15 trainees and equipment supplied according to branches.

After successful trainees complete their chosen branch and receive their approved certificates in the framework of a protocol signed between IMM and the Provincial Directorate of National Education, they get the chance to work in a workplace or an atelier of their own.

With registrations taken between 15 August and 15 September 2007, the new training term commenced on 1 October 2007.

The aim of increasing vocational training courses is to increase the educational level and the number of qualified workers. Last year, 11,630 persons pre-registered and 4,350 of them were trained and acquired professions in 6 training centres and 81 different branches with the Vocational Training and Skills Courses Project, which was prepared for low-income groups, and specifically for women and youth.

Although these training courses are provided as general services, they are used to a large extent by members of the internal migrant communities who – often stemming from a rural area - usually lack a regular education career, thus being hitherto excluded from acquiring professional degrees which require a completed school education.

4.9 Recognition of qualifications

The recognition of qualifications from abroad is administered by the national administration. Persons can apply to the Higher Education Board and receive a diploma equivalence (for university degree or higher) valid in Turkey; thus recognition enables them to apply for positions requiring Turkish degrees in Turkey.

The authority to assess documents such as diplomas, certificates of course completion, warrants, service certificates, other certificates, and similar documents given by the relevant Ministry or by the cooperation of institutions and the relevant Ministry or received from foreign countries rests with the relevant directorates defined by governorships carrying out apprenticeship training. The relevant directorate then has the certificate of equivalence authenticated by the Provincial Directorate of National Education. There is no related authority delegated to local authorities on this matter.

All citizens of the Turkish Republic are subject to same rules in employment. Specific legal arrangements at the national level apply for acquiring working permits and employing foreign nationals. Since the migrants from Bulgaria between 1989 and 1992 had a religion and language common to the Turkish host society, they had been included by specific temporary regulations and had no difficulties to get access to employment.

4.10 Complaints

The rules set by the central administration are valid for the implementation of complaint and disciplinary procedures. These rules equally apply to all employees of the municipality and municipally-owned companies.

4.11 Monitoring

There are no monitoring provisions related to diversity issues present in İzmir. There are regular assessments related to the performance of staff members and services. There is no differentiation applied according to ethnicity, religion of migration background.

4.12 Impact of policy and lessons learnt

An important activity of the municipality are the internal training courses, namely for project management and quality assurance. As with the general personnel policy, there is no provision related to ethnic or religious groups in internal training.

However, since the large share of internal migrants without a completed school education is excluded from positions in public services as well as in the private sector which require a professional degree, the substantial activities of the municipality for training courses for this population can be understood as an initiative to open the labour market for qualified positions to these groups. These IZMEB training courses are an innovative initiative of the municipality to mobilize the potential of its population by opening access to a professional degree for those who had been hitherto excluded due to lacking or incomplete school education. A relevant subgroup among these residents is women from internal migrant families.

5 Diversity in service provision

5.1 Services provided and contracted out

5.1.1 Health services in gecekondu areas

The İzmir Metropolitan Municipality (IMM) funds a central hospital which is independent from the regular public medical service. It serves as a medical centre for residents who have no health insurance (the unemployed, those who have not yet been insured by the employer during the first 4 months of employment, those without public medical aid – i.e. residents who do not hold a ‘green card’ for publicly funded health services). These residents may register and receive full health service funded by the municipality. The hospital is the only health institution in İzmir offering treatment for uninsured patients free-of-charge.

The hospital offers also local services in the neighbourhoods by performing health checks and screenings for hepatitis B and other diseases in local schools, especially in *gecekondu* neighbourhoods. These health checks take place for during days. As a part of this local programme, medical service is provided for parents, and they receive instructions on hygiene and are screened.

These health services are general services for people in need.

5.1.2 Projects run by the Cultural and Social Works Department

There are several projects by the municipality which are aimed at people and families in need. Due to the socio-economic situation of many families with an internal migration background, in practice these groups are major beneficiaries of these services.

Milk Aid Project: The project was set up in 2003. Within the scope of the project, 2,501,750 litres of milk was distributed in 111 schools in İzmir in 2007.

Food Aid Project: The Cultural and Social Works Department provides food aid to poor and needy families, associations, centres and charities within provincial borders.

School Aid: The İzmir Metropolitan Municipality (IMM) provides book, equipment and repair support to schools selected within the provincial borders each year.

Mobile Art Bus, Open-air Cinemas and Open-air Theatre Performances: The aim of the Mobile Art Bus is to bring students and people in contact with fine arts at primary and high schools, training centres, the Konak Metro Station, and district squares, to promote them in this field and orient them. The target is to perform 150 events and reach a total of 100,000 people. There were 123 performances in Summer Cinema Meetings in 2006, and 100,000 people attended those performances.

Theatre displays of the İzmir State Theatre are performed at the stage of the Kùltürpark Youth Theatre. The target is to have 200 performances with an attendance of about 42,000 students.

5.1.3 Youth and Sports Branch

The Youth and Sports Club which conducts its activities in coordination with the İzmir Youth and Sports Directorate, is active in 20 areas. In addition, sports schools are in service for the summer and winter terms. The Cultural and Social Works Department promotes the modernisation of women within the scope of the “City and Bay Trips for Women” project. Associations recognized as working for public good being active in this field receive financial, stationery, sports and consumable equipment support from the municipality. Contribution in kind is given to the ‘Association of Protecting İzmir Street Children, Children are Our Future’.

5.2 Diversity policy in services

There are some few services which in practice are considering a factual diversity among their clients. Nevertheless, they are conceptualised as general services and apply a pragmatic approach to the diversity of their clients in order to adapt to their needs.

5.2.1 Karsiyaka Children Training Centre

The İzmir Metropolitan Municipality (IMM) sustains several training centres which are offering the children during their school-free time mentoring and leisure activities to prevent them from being on the streets, thus also reducing the risk of gang affiliation and petty crime involvement.

One of these projects is the centre Ege Cagdas Egitim Vakfi (EÇEV), financed and organised by the İzmir Metropolitan Municipality (IMM) in cooperation with the NGO Aegean Foundation for Contemporary Education (EÇEV). The centre is visited by 200 children of all ages per day who are supported by 10 students recruited from pedagogic students of the Ege University at İzmir. Most of these children are socio-economically disadvantaged, living in a nearby *gecekondu*. Some come on their own accord, others are sent by their schools. To make their attendance possible, the centre offers bussing picking up the children at home and bringing them back after classes have finished.

The teachers offer computer and language (English) classes and assistance for homework. In addition, the children can participate at a variety of activities like music, poetry, handicrafts and theatre. The aims are, on the one hand, to provide the children with certain skills; on the other hand, the project aims at providing them with more self-conscience and self-confidence: they shall be able to defend and organise their life themselves.

These centres are also general services but are targeted to *gecekondu* residents, thus covering to a considerable extent children from families with an internal migration background.

5.2.2 “Brother and Sister – Elders for Youngers” Project

The “Brother and Sister – Elders for Youngers” Project is an ambitious volunteer university student project with some hundred participants: 500 students (so-called ‘sisters’ and ‘brothers’) regularly meet 300 young children from disadvantaged socio-economic background. The meetings take place in the children’s neighbourhood: several ‘leader families’ (with or without own children) open their private house for the ‘sisters, brothers and young children’.

Here, the basic idea is for the students to act as role models in language, behaviour, hygiene, education, formation and literacy. The aim of this project, however, is twofold: on the one hand, it aims at improving the situation of socio-economically disadvantaged children. On the other hand, it aims at sensitizing students to living-conditions and problems of certain groups within the city of İzmir and hence raises their consciousness and awareness of the city and their population as a whole.

5.2.3 Cultural and Social Centres

To improve the social cohesion in disadvantaged neighbourhoods and to promote cultural and social activities, arts and sport, the IMM supports cultural and social neighbourhood centres, mainly located in *gecekondu* areas. Most of these centres are managed jointly by the NGOs *Aegean Foundation for Contemporary Education* (EÇEV) and *Education Volunteers Foundation of Turkey* (TEGV), and the IMM.

The low-threshold neighbourhood centres are equipped with meeting rooms for children, adults and youths and have class rooms for a variety of courses such as promoting literacy and handicrafts. The larger centres include a library, a multi-purpose gym and cafeterias; some of them feature also painting and sculpture ateliers and exhibition halls. A series of neighbourhood centres is already active; some larger centres are under construction or in planning.

5.2.4 From Migrant to European Citizen

The Project, carried out within the framework of Socrates and Grundtvig programmes, aims at helping those migrant Turks to Holland, Germany, Belgium and Denmark to adapt more easily to the host culture and to improve their language proficiency. Under the coordination of ROC Albeda College from Holland, the project is realised with the

partnership of Holland, Denmark and Turkey. The İzmir municipality is participating in this programme.

5.3 Access to services

5.3.1 Citizen Communication Centre (CCC)

It is the duty of the CCC to inform the public on the services and activities of the municipality, to direct wishes, recommendations, and complaints of citizens to responsible units, and to establish a bridge between the municipality and citizens of İzmir by informing applicants on every step of the subject of work.

5.3.2 Mukhtars' Desk

The Mukhtars' Desk is a unit that operates for the 737 Mukhtars affiliated to the Office of the Mayor in accordance with Law no.5216. It is responsible to direct immediately written and verbal applications regarding problems of the neighbourhood to responsible units in the municipal administration and to serve requests by citizens of İzmir.

Demands of the Mukhtars are met, according to priority, by relevant units of the municipality. The Mukhtars are visited on-site, their problems listened to, and efforts towards their solution are carried out.

5.3.3 Press and Public Relations Directorate

It is responsible for maintaining an appropriate flow of information between the press, public and the municipality on IMM's plans, programmes and projects. The Directorate operates in affiliation to the Office of the Mayor.

5.4 Monitoring of access and outcomes identified

The outcomes of access to services are monitored as part of the performance assessment implemented by directorate of the responsible units. Since the 'principle of equality' applies in access to services and no differentiation is made with regard to ethnicity, migration status or religion, no information is available with regard to diversity issues in the west European sense.

5.5 Impact of policy on access to and quality of services and lessons learnt

A relevant problem in İzmir is the gradual failure to integrate with the city the segments of the population as a result of large irregular movements and settlements in the municipal area. The reason these groups could not become a part of integration and production processes is the fact that they have an economically fragile structure. The rapid development of the city resulted in the inability of the municipal services to catch up with the needs. This spatial attribution overlaps often with internal migration background.

Services are provided under the paradigm of equality of all Turkish citizens as general services, even if they in fact may be relevant to a large degree for these groups. As with general services in West European cities, however, the demand structure for the services creates in practice the necessity of adaptation to the specific needs of their service

receivers, thus in fact generating an unofficial and pragmatic diversity policy practice in the field.

There are no signs of a systematic exclusion of specific groups from the provision of services; on the contrary, the official provision of services under the equality paradigm excluding formal diversity provisions aims explicitly at those groups within the population which were hitherto deprived from full participation due to their socio-economic situation often related to their migration background, thus promoting in its effect the social cohesion and realisation of equal opportunities for all citizens of İzmir.

6 Conclusion: Key challenges, lessons and learning for CLIP

The metropolitan municipality of İzmir faces major challenges in providing for social cohesion of its population. Several factors contribute to these challenges:

The dominant discourse of Turkish nationality is due to its history both inclusive and ethnicity- as well as religion-blind. In addition, the West European diversity discourse in policy practice does not find its conceptual reciprocity in Turkey due to external problems (demands by European and international institutions to specific, often problematic reforms).

The city faces a large scale internal immigration contributing extensively to the growth of the resident population and settling irregularly in gecekondu areas. This challenge results in major problems for the municipality in providing services and infrastructure, as well as in achieving the inclusion of hitherto marginalised groups and maintaining the social cohesion within the city.

The latter challenge has been further increased by the expansion of the municipal responsibility to the rural areas and district within the 50 km radius according to the new law. This creates a significant increase of responsibility for infrastructure and services provision for the municipality.

However, the case of İzmir may provide an interesting example for other European cities how a municipality may deal with such challenges in striving for the social cohesion at the local level. In the Turkish context, the city of İzmir is very innovative in introducing new approaches and measures into local policies.

An interesting observation could be made during the field visit regarding the potential developments and trends in diversity issues. Although not being under the authority of the municipality but under the regional governor, the issue of registered associations and recent changes in this field may be of high relevance for developing a diverse and at the same time coherent civil society at the local level.

For several decades there exists a broad spectrum of local associations of groups from the former Ottoman territories in Europe which can be compared to the “Landsmannschaften” of ethnic Germans in Germany. They act both as platforms for continuing local cultural traditions from the multi-ethnic and multi-religion Ottoman

Empire (Kosovars, Rumelians, Macedonians, Bulgarians, Thrakians) as well as social networks for representing their interests at the local, regional and national level. Since they consider themselves as European Turks, being consanguine with liberator Kemal Atatürk of Thessaloniki, formerly an Ottoman-Macedonian city, and usually being well educated and represented in the modern Turkey's institutions, their specific Turkish identity posed no problem for Turkish society.

As part of a general process of strengthening the civil society institutions in Turkey, the legal provision improving the registration of an association has entered into force in March 31, 2005. Until then, associations were subject to a registration process at the local police directorates under direct control of the ministry of the interior.

This recent opening aims at encouraging the formation of NGO's and their voluntary work, to motivate such engagement within the civil society and provide for counselling and easing of legal provisions. In this process, the governor's administration in İzmir installed an association branch which is in charge of public relations work for promoting NGO's, counselling for the foundation of associations as well as for the registration process. The related changes in the Law on Associations No. 5253 and Municipal Law No. 5393 after 2003 limit the control by authorities on misuse and promote organisations in the civil society sector. These legal and organisational changes rendered very positive results. In 2007, already 1,200 associations were registered in the district of Konak, a part of the city of İzmir alone. This new opportunity has been used also by Roma (about 30 Roma associations founded) and regional associations (i.e. İzmir residents stemming from Mardin in South-East Turkey).

Several new associations have been founded which on the one hand are related to a certain ethnic background, on the other, however, are deeply rooted in the local civil society. The majority of newly founded associations focus on citizens' interests such as sports, swimming, dancing, and leisure activities. Nevertheless, this developing civil society sector of NGO's provides new opportunities for a diversity practice on the local level and may have the potential to contribute to the inclusion of the diverse population groups in İzmir into the city's civil society.

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Interviews

Field visits: 19.-21.11.2007

Interviewed experts:

- Mr. Cafer Konca, Head of Branch Number 3 in İzmir of the DISK Confederation of Revolutionary Workers Union / GENEL-IS Workers' Union
- Mr. Rifat Sait, Culture, Art and Tourism Association of Kosovo and Rumelia
- Mr. Necat Yilmaz, Macedonian Migrants Culture and Solidarity Association
- Adnan Güntay, Head of Branch Number 6 in İzmir of the Belediye- Is Workers' Union
- Mr. Bülent Korkmaz, Governorship of İzmir, Directorate of Provincial Associations
- Mr. Zeki Baboglu, Director General – IZELMAN (General Service, Car Park, Special Training, Fire Brigade and Health Services Inc., company owned by the municipality)
- Mr. H. Cengiz Türksoy, Vice Secretary-General, İzmir Metropolitan Municipality
- Mrs. Ferhan Sirvan, Head of R&D Department, İzmir Metropolitan Municipality
- Mr. Süleyman Pehlivanoglu, Association İzmir Balkan Migrants Culture and Solidarity Association