

Silesian Voivodeship. Population decline in the Donetsk and the Luhansk Oblasts is considerably higher and more alarming due to the fact that it is determined by a deep natural outflow intensified by migration. The main reason is the poor economic state of regions connected with the collapse of many industrial plants and also the lack of alternative work places.

Keywords: coal basin, Upper Silesia, Donetsk Basin, restructuring of economy, population decline.

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NEW PATHS TOWARDS SUSTAINABLE RURAL DEVELOPMENT: LESSONS FROM SOUTHEASTERN ANATOLIA REGION DEVELOPMENT PLAN IN TURKEY

The aim of this study is to analyse and to bring out the different aspects of the revised version of the GAP Master Plan. For this reason, firstly, the steps of the plan from the first version to last one will be examined. Next, both regional and national cases and conditions will be evaluated. In the third step the participatory and sustainable dimensions of the GAP Master Plan will be discussed. And, in the last step, in order to complete project in time planned, what should be done and lessons learned from the process will be analyzed.

Keywords: Regional Development Plan, Participatory, Sustainable Regional Development, Southeastern Anatolia Region, The Southeastern Anatolia Project (GAP).

Бюлент Акма. НОВІ ШЛЯХИ ДО СТІЙКОГО РОЗВИТКУ СІЛЬСЬКИХ РАЙОНІВ: УРОКИ ВІД ПЛАНУ РОЗВИТКУ РЕГІОНУ ПІВДЕННО-СХІДНОЇ АНАТОЛІЇ В ТУРЕЧЧИНІ. Метою даного дослідження є аналіз і виявлення різних аспектів переглянутого варіанту Генерального плану Проекту Південно-Східної Анатолії (ППА). З цієї причини, по-перше, будуть розглянуті кроки плану від першої версії до останніх. Далі будуть оцінені як регіональні, так і національні питання і умови. На третьому етапі обговорюватиметься участь і стійкі виміри Генерального плану ПЮА. І на останньому етапі планується, що повинно бути зроблено, з тим щоб завершити проект в строк, і будуть проаналізовані уроки, вилучені з процесу.

Ключові слова: План регіонального розвитку, участь, стійкий регіональний розвиток, Південно-Східний Анатолійський Регіон, Проект Південно-східної Анатолії (ПЮА).

Бюлент Акма. НОВЫЕ ПУТИ К УСТОЙЧИВОМУ РАЗВИТИЮ СЕЛЬСКИХ РАЙОНОВ: УРОКИ ОТ ПЛАНА РАЗВИТИЯ РЕГИОНА ЮГО-ВОСТОЧНОЙ АНАТОЛИИ В ТУРЦИИ. Целью данного исследования является анализ и выявление различных аспектов пересмотренного варианта Генерального плана Проекта Юго-Восточной Анатолии (ПЮА). По этой причине, во-первых, будут рассмотрены шаги плана от первой версии до последней. Далее будут оценены как региональные, так и национальные вопросы и условия. На третьем этапе будет обсуждаться участие и устойчивые измерения Генерального плана ПЮА. И на последнем этапе планируется, что должно быть сделано, с тем чтобы завершить проект в срок, и будут проанализированы уроки, извлеченные из процесса.

Ключевые слова: План регионального развития, участие, устойчивое региональное развитие, Юго-Восточный Анатолійський Регіон, Проект Юго-Восточной Анатолии (ПЮА).

I. INTRODUCTION

Southeastern Anatolia Region, which is a part of Upper Mesopotamia, faces many of the problems that are typical of underdeveloped regions in the world. Compared with the rest of Turkey, the region has had higher fertility rates and lower literacy rates, as well as lower school enrolment rates - especially among girls - and lower access to education, health care and sanitation. The region also experienced net out migration - both seasonal agricultural migration and permanent rural-to-urban migration, as a response to high unemployment in the region, threatening valuable agricultural land (GAP Master Plan 1991). The region's economy is based largely on agriculture, but productivity historically has been low (Acma, 2001). In 2011, per capita income in the region was half of the national average. In spite of these bottlenecks, Region has potentials. These are water, land and human resources. The majority of the Region lies in the Euphrates and Tigris basin. The two rivers represent over 28 % of the nation's water supply by rivers and economically irrigable areas in the region make up 20 % of those for the whole country (Olca, 1999). The population of the region in 2000 census was 6, 6 million. A distinguishing feature of human resources

was the number of young people. In 2000, 50% of region's population was within the 0-14 age group and 45% was in the 15- 64 age group. Ratio of working age population to the total is very high. But labour productivity is very low (GAP Administration, 2010).

The Turkish government has placed increasing emphasis on the reduction of inter-regional disparity in

the Nation's socio-economic development. Development of land and water resources in the Southeastern Anatolia Region is still considered the backbone of the Southeastern Anatolia Project (GAP). GAP Project was originally created as a water and land resources development package for the construction of 13 main irrigation and energy projects on the Euphrates and Tigris river basins. The project includes 22 dams, 19 hydro-power plants, and irrigation networks to irrigate 1.82 million hectares of land (Unver and.Grupta, 2002). It was later transformed in the early 1980's to an integrated multi-sectoral regional development programme and new organisation the Southeastern Anatolia Project Regional Development Administration (GAP-RDA) was established under the auspices of the Prime Ministry in 1989 and then into a sustainable human development programme in the 1995 (GAP Administration and UNDP September 1997).

2. GAP MASTER PLAN

2.1. Content of GAP Master Plan:

The current 1989 GAP Master Plan is a road map for GAP implementation. Project planning and implementation are based on the GAP Master Plan. It was prepared to determine the region's potentials, identify the bottlenecks in the development process and to set the development objectives, goals and strategies.

The investment schedule is designed according to the Public investment ability. At this stage of the development programming, public investments were considered as more predominant. These investments were mainly related to main infrastructures such as dams, hydropower plants, roads, highways, airports, organized industrial districts, irrigation schemes etc. The following stages were defined as a period of economic restructuring and accelerated growth. Within this framework development of agro-related industries would be accelerated and private sector involvement would be raised and become an integral part of the regional development activities. Its development approach is set forth under three categories

- (1) Overall development objectives,
- (2) Agricultural development objectives,
- (3) Industrial development objectives (GAP

Master Plan 1991).

The objective of the GAP Master Plan for the region's development has the followings four basic components:

(i) **To raise the income levels in the GAP region by improving the economic structure in order to narrow the income disparity between the Region and other regions;**

(ii) **To increase the productivity and employment opportunities in rural areas;**

(iii) **To enhance the assimilative capacity of larger cities in the Region and**

(iv) **To contribute to national objectives of sustained economic growth, export promotion and social stability by efficient utilization of the Region's resources** (GAP Administration, April 1996). Basic scenario is to transform the region into an agro-related export base. For the spatial development of the region, three main cities (Gaziantep, Sanliurfa and Diyarbakir) are considered to be main development axis. In the short run, the investments are to be concentrated along this corridor for improving infrastructure and for attracting agro-industry and other employment generation opportunities. In mid-to long-term, promoting economic interaction between the main corridor area and other high potential areas will expand this corridor. In short, it is a study for the "formulation of specific measures to complement the implementation of the original GAP schemes and put them into a coherent and integrated long-term regional development plan (Acma, 2000).

Its prime objective is to promote the GAP implementation by providing a guideline and tool to facilitate the coordination and integration of development efforts by various government agencies (Acma, 2001).

2.2. Work Progress of the GAP Master Plan:

The GAP Master Plan carried out by the consultant of Nippon Koei Co. Ltd., Japan and Yuksel Proje A.S. Turkey joint venture team in accordance with the

contract concluded between the Undersecretariat of the State Planning Organization (SPO).

Execution of the Consultant's work has been aided and monitored by Project Management Unit (PMLJ) assigned by SPO to these functions. The contract between SPO and Consultant became effective on February 19, 1988. Thereafter, the consultant moved to Sanliurfa and established its office there within the SPO compound provided for the study. The first stage of the study in Phase I was spent mostly for data collection in Ankara and very little in the Region, discussions with PMU/SPO to clarify the scope, procedure and other related matters for the Study. The Mid-term report 1 was submitted to SPO/PMU.

The Study proceeded immediately to the second stage. The main objectives of the Study at this stage was to clarify frameworks for the Region's development for the coming decades by setting development targets, identifying priority areas with respect to resource capacity and spatial development structure, projecting the Region's economy, population, employment and examining various conditions for development. During the second stage, comments on the mid-term report 1 were received both formally from SPO and PMLJ. Extensive discussions took place between SPO and PMLJ. Mid-term report 2 was prepared, in incorporating the SPO/PMU comments (GAP Administration, 1993).

The third stage was for the elaboration on development strategy, formulation of specific measures to attain development targets and preparation of an investment schedule as well as further modifications of previous works based on the SPO/PMU comments and revision of socio-economic and spatial frameworks for the Region's development. During this period, occasional discussions were held between the PMU staff and the Consultant to clarify approaches to the Region's development and planning methodologies and exchange views on development strategy. Throughout in phase I, the experts of the Consultant visited many agencies/organizations and individuals related to the GAP to have discussions on various aspects of the Region's development, to test their hypotheses and to obtain additional data and information. Those agencies/organizations mostly were central agencies and their provincial offices in the Region (Ozbilen, 2001).

Phase 1 completed by the submission of two reports that were volume 1 containing the first draft of the GAP Master Plan and volume 2 presenting the proposal for the project management system.

Completion Report that was submitted in Phase I was extended in the Phase II. Major works have been carried out during Phase II for the revision of the GAP Master Plan. Comments on the Phase I Completion Report were received not only from SPO-Research and Project Promotion Group (MAG) and PMU but also from other departments of SPO.

During Phase II, preliminary results of the Study were conveyed to a wide range of audience for the purpose of receiving their responses. A ministerial briefing was held at the Prime Ministry. Completion Report (submitted phase I) containing the revised Master Plan was distributed widely by SPO-MAG to all related central agencies in Phase III. Formal responses were ob-

tained by a specified date from some 30 government agencies and institutions. SPO-MAG, PMU and the Consultant carefully examined all the comments. PMU and the Consultant visited selected agencies to clarify their comments and to have follow-up discussion. The finalization of the Master Plan has been done jointly by PMU and the Consultant, keeping in touch also with SPO-MAG (Unver, 1997).

3. RECENT DEVELOPMENTS IN THE REGION'S CONDITIONS AND APPROACHES

During the last ten years or so, there have been some changes occurred in the region, and planning approaches.

3.1. Changes in Turkey and region:

There have been radical socio-economic and demographic changes both at the national and regional levels, such as accelerated rural-urban migration which urge GAP to address problems stemming from rapid urbanization, unemployment, slum areas etc., and physical changes in energy, irrigation and infrastructure. The other most important external effect was the Gulf Crisis. The negative economic consequences of the Gulf Crisis on the Turkish economy in general and the GAP Region in particular;

Some changes are given below;

- *the rapid urbanization caused by accelerated rural-urban migration, resulting in great pressure on urban infrastructure and urban institutions;

- *the problem arising from the serious delay in implementation of dam and irrigation projects caused by budgetary problems;

- *inadequate or ineffective farmers' extension services;

- *slow progress in land consolidation, land leveling and cadastral registration;

- *the lack of well-conceived regular development programmes and projects in non-irrigated areas;

- *inadequate accountability of municipal councils, not only in terms of financial matters, but likewise is not ensuring the implementation or follow-up of certain components of the projects, such as housing, infrastructure and environmental issues

- *handicaps encountered by local organizations, institutions, associations and NGOs in adopting to regional development issues;

- *another problem is the lack of private sector involvement in regional development activities; *low level of trained labor force for the developing industry and service sector; this is an obstacle to economic development, employment and income generation in the regionally

*All the development efforts may create some negative impacts on environment and local communities, such as: people who lost their settlement place and agricultural lands due to dam construction and who lost their job due to agricultural technological improvements. The current GAP Master Plan lacks special programs for mitigating these negative social effects. *Financial limitation of the Government budget and the huge investment need which is necessary to complete the GAP (GAP Administration, 2010).

3.2. The Results of GAP Master Plan's Implementation:

During the implementation of current 1989 GAP Master Plan, significant social and economic changes have occurred both in Turkey and in the region and therefore some of the assumptions underlying the Plan need to be re-assessed and their validity tested. In addition, it is necessary to evaluate the progress and impact of the implementations, as well as the constraints and potentials that have risen since the project's inception. Of equal importance in this review are the phasing of the various existing components and the formulation of additional programmes, sub-projects and activities resulting from new concepts and priorities. **3.3. Governmental Targets for Completion:**

The new target year for completion of GAP is accepted as 2010 by the government in 1999 (revised as 2015 in the GAP Action Plan).

3.4. New Paradigm and GAP-RDA Implementations:

The 1990s have seen the re-emergence of poverty reduction and subsequently poverty eradication on the agenda of the international development community. This is market departure from the structural adjustment initiatives pursued during the 1980s, when liberalization, deregulation and stabilization figured prominently as the main instruments through which development could be achieved.

The 1992 UN Conference on Environment and Development, in Agenda 21, noted sustainable development and offers a way of linking socio-economic and ecological policy considerations in a cohesive policy-relevant structure (United Nations, 1992).

3.4.1. Sustainable Human Development:

The conventional model of development sought to achieve social welfare and the harmonization of conflicting interests through a combination of macro-economic growth and welfare policies. The sustainable human development concept redefines economic growth as a means for enhancing all human lives-and define human development as enlarging the range of choices available to people in all spheres of their lives.

Development is understood to be process that not only generates growth but also distributes it equitably. It enhances people's capabilities and creates opportunities for using these capabilities. It helps to empower the poor rather than marginalise them. It generates rather than destroys the environment. And it ensures choices for present and future generations.

The critical issues of sustainable human development include poverty elimination, gender equity, employment creation, environmental protection and sound governance. Integral to sustainable human development is to idea of social capital-accumulated as the result of living together in society and sharing norms and values. Social capital enables community members to make conscious decisions for achieving common goals through collective action (GAP Administration and UNDP, 1997).

3.4.2. RDA Approach and Implementations:

GAP-RDA has integrated environmental and social-human dimension with socio-economic growth targets in accordance with a sustainable human development concept. This means that the aim of GAP'S development is not only economic growth, but also to improve

the quality of human life. All of the activities-infrastructure improvement, agricultural and industrial development, environmental protection, natural resource development, social services etc.-which are included in the scope of GAP, including those contributing to economic growth, are regarded as tools to improve life standards of people in a sustainable manner.

GAP-RDA has integrated sustainability approach with integrated multi-sectoral planning and regional development process which has been based on the three important elements;

- i. Public investment and programming,
- ii. Private sector involvement, and
- iii. Sustainable development through equity-

gender issues, public participation and human resources development (Unver, 1999).

Sustainability dimension of development has been considered with **equity and fairness, participation and human resource development** issues. Participation is one of the main issues which is of ultimate importance. These issues formulated as maximum community participation. This means participation of all stakeholders from public institutions to the private sector, from organized social groups to disadvantage social groups in all the stages of the project cycle, from project preparation to implementation and monitoring and evaluation.

This principle is applied to all the projects of GAP-RDA such as,

*Grass-Root/Urban Integration Programs in Hal-feti-Sanliurfa- Implementation of Participatory Resettlement Planning,

*Participatory Land Use Planning,

*GAP Social Action Plan,

*Socio- Economic Studies Related to the Operation-Maintenance and Management of the GAP Irrigation Schemes-Water User Association and Groups,

*Social Assessments of Sanliurfa-Harran Plain On-Farm and Villages Development and

*GAP Urban Sanitation and Development Projects (GAP Action Plan, 1993).

Other concepts are equity and fairness for the eradication of poverty of poor social groups and gender-balanced development. Equity and fairness in development refers to eradication of disparities within the region and integration of socially and economically disadvantaged social groups (women, landless farmers, small farmers, un-irrigated areas, urban poor etc.) to development.

These three development principles (equity and fairness, participation, and human resource development) have become main guidelines in the project preparation and implementation of GAP-RDA. For example, a Social Action Plan has been prepared for creating the necessary conditions for social development of the Region. The Social Action Plan is intended to assist planners and decision makers in promoting the direct participation of local communities and national institutions into the development process. GAP-GIDEMs (Entrepreneur Support and Guidance Centers) are established in five provinces of the Region. They provide consultancy and assistance in all aspects of economic activities to be performed by private investors. From individual investment

promotion to joint-ventures GAP-GIDEMs help to create proactive environment for business. CATOMs (Multi-Purpose Community enters) were established in 22 settlements of 7 provinces in the region. They provide a social base for organizing training on different subjects, health facilities and social-cultural activities for women by their participation that contributes to human resource development and gender-balanced development in the region. These are a few examples of implementations of GAP-RDA in which the sustainable human development concept has been applied. In short, GAP-RDA advocated a concept sustainable human development to place people at the center of the development process (Yasinok, 2000).

3.4.5. Reasons to Updating GAP Master Plan:

The current 1989 GAP Master Plan emphasized regional physical infrastructure development, to the neglect of social and sustainability issues. It was partially a conventional regional investment plan with a multi-sectoral approach. Concepts, such as environmental, economic and social sustainability, gender issues, participatory planning and implementation, and the inclusion of the private sector as an active participant were either missing or not given much importance.

The changing needs and conditions and paradigm mentioned above are the reasons for preparing a new development plan for the Region (GAP Administration, 2002).

4. THE NEW SOUTHEASTERN ANATOLIA REGION DEVELOPMENT PLAN

4.1. Work set up:

Turkish Government has recently decided that the GAP should be completed by the year 2010 and GAP-RDA was given the mandate to prepare a new plan in order to accomplish this task.

GAP-RDA has decided that the new plan first of all should be prepared by the Administration itself. It was also a good opportunity that it should be prepared in line of sustainable human development approach that has been applying in last decade.

For this purpose, GAP-RDA has formed an ad hoc planning team which consists of high calibre professionals together with some of the own personnel of the GAP-RDA itself.

The Planning team consists of five working groups: regional/spatial, economic planning and financial models, social planning, agriculture and rural development, infrastructure and environment. The Planning Team is also augmented by a highly acclaimed group of consultants both national and international (GAP Administration, 1996).

4.2. One of the components of the New Plan-Participation: strengthen and develop dialogue but not always easy

The New Plan become not only the basis for **dialogue** and development strategies but also set up national, regional and inter-regional stakeholders networks concerned with region's problems, solutions, guiding and propelling local based initiatives from conception to reality. It develops and strengthens national, regional, inter-regional and community dialogues to reflect on advocate local participatory mechanism in achieving sustainable human development.

The premise of the dialogue is that local people and organizations best determine which regional and sub-regional problems need urgent attention-and that local solutions to local problems have a better chance of creating their solutions.

The vision of new plan has been empowering individuals and institutions in local communities to understand and improve the environment, in which they live and work. Objective of the plan is to mainstream and institutionalize the participatory approach by developing new partnership among government, civic society and the private sector.

New plan is designed to incorporate action at national and regional levels, but the core focus is at the regional/local level. In the national level, interactive workshops and broad-based consultations formulated draft national perspectives and development strategies for the region.

In the regional/local level, provincial workshops, local consultations, local information, local participation, local and national delegation and governance procedures formulated local perspectives, priorities for the development. A down-up policy dialogue occurs in the final phase as a collaborative way lead to a collective impact on the means and methods of regional policy-making. National-local and local-national networks and partnerships that emerged during this consultative process helped build a strong foundation for preparation of the new plan.

The other side of the participatory approach is to ensure quality leadership and to strengthen capacity within local NGOs to make them more effective agents/local actors of change (Ozbilen, 2001).

4.3. The Structure of Dialogue:

The New Plan structure incorporates action at national, regional and local levels depending on its work plan that have eight steps. These are;

- 1) Data collection and updating,
- 2) Evaluation of 1989 GAP Master Plan and Social Action Plan, and determination of present condition,
- 3) Development needs and vision,
- 4) New targets and objectives,
- 5) Development scenarios,
- 6) Financial models,
- 7) Development plan and implementation plan and
- 8) Monitoring and evaluation.

Every step has been evaluating depending on its participatory approach. Plan's structure is designed to get the most from continuous dialogue and participation at two levels (national and local) with five *participatory methods*: information, consultation, work together, delegation and governance (Yasinok, 2000).

4.3.1. Information:

It means that to inform all stakeholders about planning procedure and every steps of the New Plan via workshops, small meetings, regional meetings, and newsletters, web page, advertisements in press, national private TV, local provincial TV, local provincial radio stations, local NGOs channels, GAP-GIDEM and CATOM, provincial governors, official letters. All these channels were used in the New Plan activities. Information method has been mostly used in the early stage of

the planning activities. 9 provincial meetings has been done between 14 April and 30 May 2000 in the Region.

The information meetings helped rank local problems, establish criteria for determining sub-regions. Questionnaires were applied and 286 local problems were noted in the meetings.

The information meetings provide to understand that how local people see or understand their problems and their solutions and what kind of participation is preferred. Most importantly, meetings provided also a dialogue among all stakeholders who are coming together for the first time to discuss regional problems.

4.3.2. Consultation:

It means that some specific subjects have been asked to the related agencies or experts or local stakeholders or local authorities for understanding problems and its solution in some steps of the Planning.

4.3.4. Work Together:

It means that New Plan is prepared with related agencies, NGOs, universities, private sectors. Every step of the Plan has this item with different levels. Planning Team have worked with national NGOs, local NGOs, National and local universities. Chamber of Commerce and Industry both national and local, Union of Chambers and Stock Exchange (TOBB), National Businessman Associations (TUSIAD), Chamber of Engineers, many associations, provincial governorship, provincial representative of central agencies, local water associations, GAP-GIDEM, CATOM. Terms of Reference of the New Plan, Vision, Goals and Objectives, International Workshop. Private Sector Perspective, Demographic Study, Social Services, Sector Studies are the main items of this participatory method (GAP Administration, 2010).

4.3.5. Delegation:

It means that some subject or development sector study transferred to the related NGOs or universities or associations or chambers to make their analysis without working with planning team, but working with stakeholders. It provides an opportunity for understanding the needs and limitations of sector by bringing the users and providers of the services. It provides an efficient channel of communication and decision-making and is an effective means for getting local contributions to the planning activities.

Delegated subject was determined by planning team depending on the needs of planning activities. Initial assessment which local and national actor is convenient for the study was made. When the selection was completed, negotiation stage was started with related actor on context of study and then study transferred to. At the end of the study, the report has been delivered to the planning team to use it in the planning activities. The different actors have done 17 delegated studies (Ozbilen, 2001).

4.3.6. Governance:

UNDP defines governance as the exercise of political, economic and administrative authority to manage a society's affairs. This concept encompasses the organizational structures and activities of central, local government, organizations, individuals that constitute civic society and the private sector. This concept stresses the nature and quality of interactions among social actors and between social actors and the state.

Within this concept, activities in the preparation process of the New Plan such as information, delegation, consultation and work together methods serves this final stage of participation. We started the procedures and dialogue between the state and civic society to understand each other. Our community will be reach the point that the dialogue process refers to the how and what of development-the processes and procedures of the resource mobilization, plan formulation, technical application and resource allocation, monitoring and evaluation (GAP Administration, 1998).

4.4. Process of Participation/Dialogue:

Eight steps of the Plan have different efforts for five participatory methods. The two level process of the New Plan is a unique in bringing together national and local actors to focus on regional/local/provincial needs and on longer-term regional policy issues (Chart 3). The two-stage process can be thought of as a network/link flowing through a community. Network first flows national assessments strategies and programmes within each context. It next flows down to share/inform every aspects of study with the dissemination and exchange of information. Throughout two stages, local dialogue, local-national dialogue and participatory methods encourage cooperation (GAP Administration, Last State 2010).

4.4.1. International Level

In international level, international perspectives have been taken with workshop that was held on 3-5 January 2001 in Antalya. New Plan perspectives, general framework, the issues of economic, social, agriculture, environment, urban and rural infrastructure, and culture, participatory planning process had been discussed (Ozbilen, 2001).

4.4.2. National level

National information, consultation, work together and delegation is to determine an overall national strategy and the criteria for the development. Integral to this process is a project coordinator who arranges and organises local-national dialogues to bring together to raise and resolve local issues. The process is elaborated, tested and validated through a series of workshops in Ankara and region.

National experiences have been used in every steps of the Plan, especially in some delegation subjects because of poor financial basis, poor links with private sector, conflict of government and lack of technical skills in the field of urban management models, information sector, some agricultural issues, education, historical and cultural assets, increasing the capacity of local NGOs, SMEs development etc.,

In national level, GAP-RDA prepared terms of reference (TOR) for the New Plan itself and then circulated to the central agencies to get their comments.

Second planning team prepared "Vision, Goal and Objectives of the New Plan". Document covers vision for 2010, one goal and 16 objectives. After completion the technical studies, planning team started dialogue process to get contribution of GAP- RDA and national experts. For that purposes, workshop was organized covering related central agencies, universities, national NGOs in Ankara on September 13, 2000. Comments and criticism on the document were received. Most comments have been taken into account in the revised docu-

ment (GAP Administration, 2002).

4.4.3. Regional and Local Levels

At the core of the new Plan is a local contribution to the plan. Local authorities, NGOs universities, chambers discussed their provincial needs and priorities and developed/contribute their own plan. New Plan promoted country level collaboration and interchange with local universities, NGOs and authorities. To broaden Plan's impact, regional, provincial workshops have been organised and newsletters and publications are distributed.

Workshops are held to share the lessons and policy dialogues with local and central government, NGOs, universities, private sectors-all to explore ways to incorporate lessons into policy objectives and frame work that was prepared by planning team. The purpose of local dialogue is to get local actors to work together to improve the condition of Region and to influence policy at the local, regional and national levels.

The New Plan Study involves all stakeholders in an ongoing participatory process. This include process creates links and communication among all actors involved in solving development problems of the Region. It also encourages representatives of local and national organisations to cooperate, coordinate and compromise on initiatives to improve and develop the regional development.

First of all, TOR prepared by GAP-RDA has also discussed in the provincial workshop in the Region with the representative of each stakeholders on May 24-25, 2000 in Sanliurfa. TOR'S context and steps were changed at the end of two days workshop.

Planning Team has been preparing the New Plan according to this changed TOR. All stakeholders evaluated/formulated/elaborated TOR in an active participation. Eight steps of the New Plan's structure have been decided in this workshop.

Revised document of "Vision, Goal and Objectives of the New Plan" was discussed and evaluated in one Regional meeting in Diyarbakir on September 20, 2000 and nine provincial meetings in every provinces of the Region on September 27-28-29, 2000. Comments and criticism have been taken in a active participation of the local stakeholders. 16 objectives of vision document that was prepared by the planning team were changed. At the end of the meetings, only three objectives were accepted by the local stakeholders. All comments were carefully examined planning team and "Vision, Goal and Objectives of the New Plan" was finally revised according to local contributions. This final document draw general framework of the New Plan in a participatory way.

Planning Team has held 19 local dialogue meetings/ workshops involving approximately 2500 participants at the community, provincial and national levels. 17 study/sector study were delegated to local stakeholders via NGOs, universities, chambers that 56 local meetings and workshops involving more than 1787 participants have been done. Documents, reports covering its sector problems and solutions were delivered to the Planning Team to use its study. Local contributions to the New Development Plan have been evaluated by Planning Team and the results were again preceded to

local stakeholders to get their contributions in every step. Focal meetings/workshops were organised for rapid rural assessment in 22 villages between 29 September and 9 November 2000. impact, regional, provincial workshops have been organised and newsletters and publications are distributed. Workshops are held to share the lessons and policy dialogues with local and central government, NGOs, universities, private sectors—all to explore ways to incorporate lessons into policy objectives and frame work that was prepared by planning team.

The purpose of local dialogue is to get local actors to work together to improve the condition of Region and to influence policy at the local, regional and national levels. The New Plan Study involves all stakeholders in an ongoing participatory process. This include process creates links and communication among all actors involved insolving development problems of the Region. It also encourages representatives of local and national organisations to cooperate, coordinate and compromise on initiatives to improve and develop the regional development.

First of all, TOR prepared by GAP-RDA has also discussed in the provincial workshop in the Region with the representative of each stakeholders on May 24-25,

2000 in Sanliurfa. TOR'S context and steps were changed at the end of two days workshop. Planning Team has been preparing the New Plan according to this changed TOR. All stakeholders evaluated/formulated/elaborated TOR in an active participation. Eight steps of the New Plan's structure have been decided in this workshop. Revised document of "Vision, Goal and Objectives of the New Plan" was discussed and evaluated in one Regional meeting in Diyarbakir on September 20, 2000 and nine provincial meetings in every provinces of the Region on September 27-28-29, 2000. Comments and criticism have been taken in a active participation of the local stakeholders. 16 objectives of vision document that was prepared by the planning team were changed. At the end of the meetings, only three objectives were accepted by the local stakeholders. All comments were carefully examined planning team and

"Vision, Goal and Objectives of the New Plan" was finally revised according to local contributions. This final document draw general framework of the New Plan in a participatory way.

Planning Team has held 19 local dialogue meetings/workshops involving approximately 2500 participants at the community, provincial and national levels. 17 study/sector study were delegated to local stakeholders via NGOs, universities, chambers that 56 local meetings and workshops involving more than 1787 participants have been done. Documents, reports covering its sector problems and solutions were delivered to the Planning Team to use its study. A local contribution to the New Development Plan has been evaluated by Planning Team and the results were again preceded to local stakeholders to get their contributions in every step.

Local meetings/workshops were organised for rapid rural assessment in 22 villages between 29 September and 9 November 2000. Information consultation, work together and delegation methods of participatory approach has been realized at regional and local levels (Ozbilen, 2001).

The followings studies have been done by delegation with local initiatives:

1. Press Training Program: GAP Region Journalist Association and European Journalist Association
2. "Urban Management Model and Improvement of Institutional Capacities of the Local Municipalities"
3. "Research on the Alternative Agricultural Extension Models" with university,
4. "Evaluation of Implementation Possibilities of the Leader Farmer Extension Project within the GAP Region" with Chamber of Agriculture Engineers,
5. "Modelling and Applicability Study of the Land Office and Land Acquisition Fund" with university,
6. "Upper Basin Management for Forestration and Erosion Control in GAP Region" with Chamber of Forest Engineers
7. "Study Regarding the Dimensions and Reasons of Soil and Water Resources Pollution and Alternative Solutions" with university,
8. "Marketing Facilities" with Chamber of Commerce,
9. "Evaluation of Assistance Policies for SMEs and Recommendations" with Chambers of Commerce and Industry,
10. "Capacity of the Private Sector and Determination of New Investment Opportunities and Financing Sources" with Chamber of Commerce and Industry,
11. "Evaluation of Educational Structure of the GAP Region" with national university
12. "Health Planning in the GAP Region" Chamber of Turkish Doctors,
13. "Increasing the capacities of Non-governmental Organizations in the Region and Integration with the Development Process" with local and national NGOs,
14. Participation of Non-governmental Organizations nation wide into the Southeastern Anatolia Development Plan Process" with national NGOs,
15. "Identification, Protection, and Utilization of Historical and Cultural Assets and Initiation of Hasankeyf Consultation Process" with national NGOs (Yasinok, 2000).

4.5 Networks in the Participation:

The New Plan dialogue structure is designed to get the most from continuous dialogue and participation network at three level in the Region. The aim of the network is to reach all stakeholders to get their contribution to the planning process by setting up a contact points.

In the network 1, we contact provincial governors and sub-governors, regional directotote of central agencies, local municipalities of the big cities. Chambers of Commerce and Industry, GAP-GiDEM, CATOM and three regional universities.

These are the contact points that we will be easily reach in the planning process and also very easy to get their comments and contributions.

Network II was designed according to the results of the local meetings. We find local contact actors or institutions that will work us during the planning process The are NGOs, project leaders, leader farmers, local actors such as representatives of private sector, farmers, municipality, associations and chambers. Delegation

method is also navigated for network II. We reach many local contact actors.

Network III is the level of bottom that there is unorganised community. Information flows down by using press, TV, radio, newsletters and some meetings related to the planning subjects.

These three networks can be thought of as a stream flowing through a community each local actors has a complementary role in the developing the development strategies and acted as the link between stakeholders and planning team.

Working together these local actors build a solid foundation of support for the New Plan. Local organizations, given their direct experience with local problems, were involved in planning and evaluation. NGOs often acted as the link between related stakeholders and planning team (Ozbilen, 2001).

NETWORK

NETWORK I Governors, sub-governors, municipalities, GAP-GIDEM, CATOM, provincial agencies, universities

NETWORK II NGOs, Universities, local leaders, chambers, associations Leader farmers, project leaders

NETWORK III Leaders, unorganized actors, poor, unbeneficiaries

5. LESSONS LEARNED FROM THIS PROCESS

In many ways, participation is the main distinguishing feature of the New Plan. At the same time, other conventional methods are vertically as well as horizontally integrated to the procedure

Strengths of the participation are

To start local to local dialogue and national to local dialogue,

To provide an efficient channel of communications and decision making,

To provide an opportunity for understanding the needs and limitations for the development in the local perspective,

To bring together the various stakeholders to understand each other,

To build positive, mutually beneficial relationships by providing the opportunity for government, NGOs, the private sector, and local actors to work together for a common goal,

To provide an opportunity for developing local capacity,

To permit different localities and communities to use variations that are best suited to their conditions,

To encourage the use of local solutions to local problems,

To encourage local actors, Constraints of the participation are

To consume more time,

To require different attitude/perspective from governmental official,

To understand only as a mechanism for involving the "beneficiaries" of the project,

To participate organised stakeholders to the process,

The critical issues learned from the New Plan procedure is that people's participation in development is concerned with four things:

1) Educational level,

2) Structural relationship,

3) People's capacity and skill and

4) Cultural entities.

Lesson 1: Should make a stakeholder analysis to understand people's interests, needs and wishes,

Lesson 2: people's knowledge and skill should be seen as a positive contribution,

Lesson 3: People's participation is an essential operational means but should not be

seen as an only one inputs

Lesson 4: People's participation is seen as a process to understand each other,

Lesson 5: People's participation is seen as a dialogue, so you do not aspect overlings,

Lesson 6: People's participation is seen as a network mechanism,

Lesson 7: People's participation is seen as a time consuming mechanism but useful.

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Summary

Bulent Acma .NEW PATHS TOWARDS SUSTAINABLE RURAL DEVELOPMENT:LESSONS FROM SOUTHEASTERN ANATOLIA REGION DEVELOPMENT PLAN IN TURKEY.

The Southeastern Anatolia Project (GAP), which is one of the most important regional development projects, has been processing both as a participatory planning and sustainable development project in recent years.

The Master Plan of the Southeastern Anatolia Project(GAP), which was prepared in 1989 and including a period of 15 years was revised by adding participatory and sustainable dimensions in 2002.

The aim of this study is to analyse and to bring out the different aspects of the revised version of the GAP Master Plan. For this reason, firstly, the steps of the plan from the first version to last one will be examined. Next, both regional and national cases and conditions will be evaluated. In the third step the participatory and sustainable dimensions of the GAP Master Plan will be discussed. And, in the last step, in order to complete project in time planned, what should be done and lessons learned from the process will be analyzed.

Keywords: Regional Development Plan, Participatory, Sustainable Regional Development, Southeastern Anatolia Region, The Southeastern Anatolia Project (GAP).